



REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, July 22, 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

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:

- G.2 - Pre-Application Community Consultation Fees
- G.3 - Agreement with Island Health for Administering COVID-19 Vaccination
- I.1 - Council Member Motion: Letter to Pacheedaht First Nation

C. READING OF MINUTES

D. Presentations

D.1. VicPD Budget Consultation

1

A report regarding budget consultation for the Victoria Police Department.

*D.2. Report back on Homelessness

11

Addendum: Council Member Motion and Presentation

A report regarding recommendations to the City of Victoria arising from the Report of the Homeless Advocate.

E. UNFINISHED BUSINESS

*E.1. Village and Corridor Planning Phase 1 Summary, Draft Directions and Next Steps

138

Addendum: Letter to Mayor and Council from the Victoria Residential Builders Association

A report regarding a summary of engagement, technical analysis and draft planning and design directions for the first phase of Village and Corridor Planning, which includes areas of the Hillside-Quadra, North Park, and Fernwood neighbourhoods; and to seek direction for the next steps in the

planning process.

-Referred from the July 15 COTW meeting

F. LAND USE MATTERS

- *F.1. 121 Menzies Street - Development Variance Permit Application No. 00194 and Heritage Designation Application No. 000162 Update Report 455

Addendum: Presentation and Correspondence

An update report regarding a Development Variance Permit Application and Heritage Designation Application proposing a ten dwelling unit House Conversion on the property located at 121 Menzies Street, and recommending that it move to an opportunity for public comment.

- *F.2. 440-450 Swift Street - Heritage Alteration Permit Application No. 00246 557

Addendum: Presentation and Correspondence

A report regarding a Heritage Alteration Permit Application in order to construct a covered structure on the west side of the building and upgrade the ground level patio with new seating areas and bocce courts, and recommending that it be approved.

G. STAFF REPORTS

- *G.1. Pre-Application Community Consultation after the COVID-19 Pandemic 610

Addendum: Presentation

A report regarding early public input on Rezoning and Official Community Plan (OCP) Amendment applications after the COVID-19 pandemic has ended.

- *G.2. Pre-Application Community Consultation Fees 735

Addendum: Presentation

A report regarding a recommendation to increase the pre-application fees for community consultation through the Community Association Land Use Committees.

- *G.3. Agreement with Island Health for Administering COVID-19 Vaccination 741

Addendum: New Item

A report regarding an agreement with Island Health authorizing City of Victoria Firefighters to work for Island Health for the purpose of administering COVID-19 vaccination.

H. NOTICE OF MOTIONS

I. NEW BUSINESS

*I.1. Council Member Motion: Letter to Pacheedaht First Nation

743

Addendum: New Item

A Council Member Motion regarding the proposed direction to write a letter to the Pacheedaht First Nation.

J. ADJOURNMENT OF COMMITTEE OF THE WHOLE



Budget Consultations

Objective

The purpose of the meeting is for the Police Board:

1. To obtain input on councils' priorities in relation to public safety

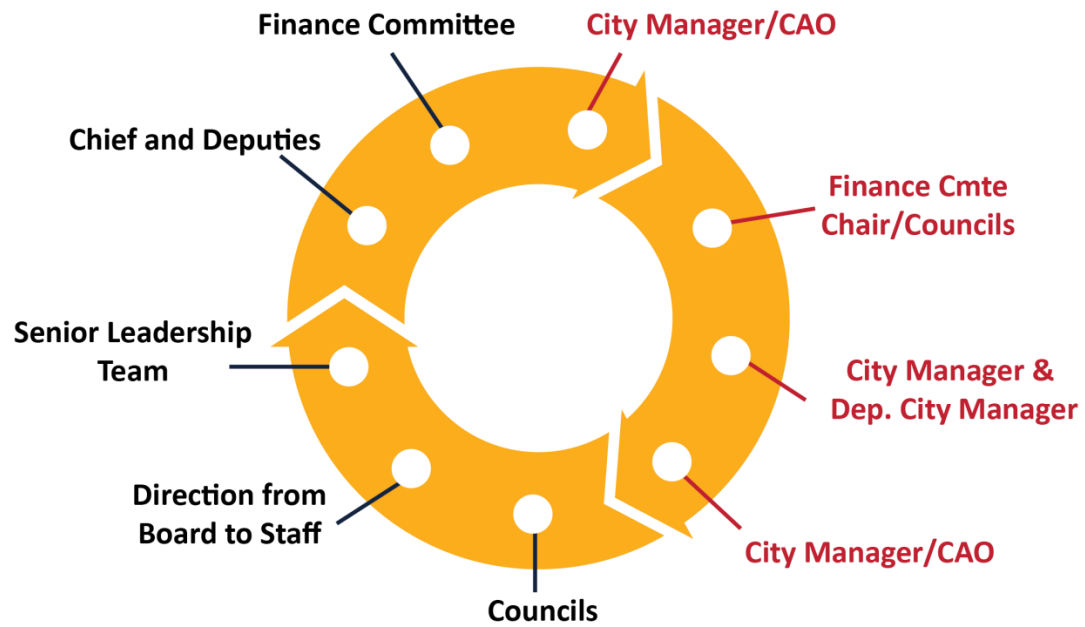
From councils' perspective:

1. Which strategic priorities would you highlight in relation to public safety?
2. What specific public safety priorities would councils like the Victoria Police Department to focus on?
3. What public safety activities would councils consider of lesser priority for the Victoria Police Department?

There is a growing deficit in staffing required to meet current and future service expectations. While we continue to manage current demand for police services, and maximize capacity with existing staffing levels and introduce alternate mental health response models, we expect this deficit to increase in 2023 and beyond for several reasons.

We recognize external pressures require Councils to scrutinize spending on priorities and projects over a multi-year timeline however; reductions in funding for policing will only deepen staffing deficits and result in service level reductions. We want to fully understand Councils' priority areas, should the Board need to work with the Chief Constable on service level adjustments.

Current Budget Process



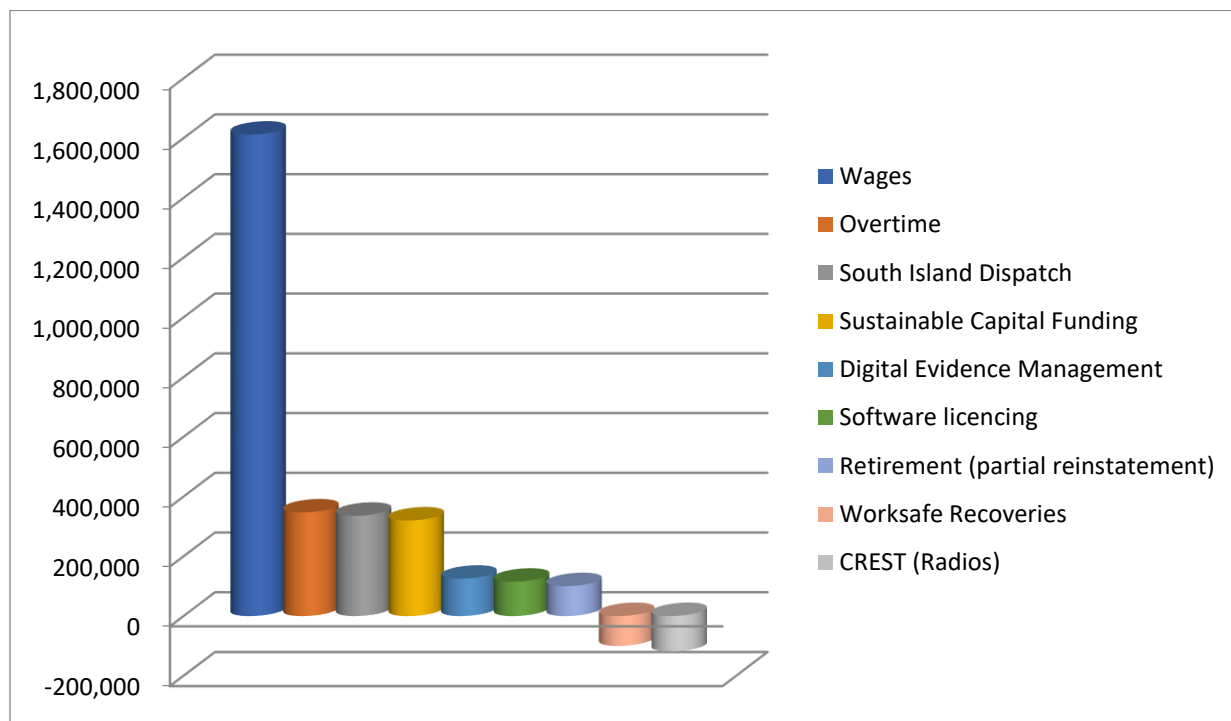
2022 Budget Timeline

Month	Strategy
May 2021	<ul style="list-style-type: none"> Budget package distributed to VicPD managers
June	<ul style="list-style-type: none"> Police Finance Chair & Executive Team meet with City Manager/CAO and Finance Directors to seek input and discuss improvements to the budget process Completion of strategic budgeting and internal review by Chief, Deputy Chiefs and Controller
July	<ul style="list-style-type: none"> Controller to meet with Finance Committee Chair to review proposed budget in detail Presentation of initial core budget and resource requests to Police Board Finance Committee Finance Committee Chair to consult with Victoria Council Finance Committee Chair to consult with Esquimalt Council Finance Committee to provide budget direction to VicPD Executive Special Police Board Meeting to review budget in detail
September	<ul style="list-style-type: none"> Recommendation of provisional budget by Finance Committee to Police Board Finance Committee Chair and VicPD Executive to meet with Victoria City Manager, Esquimalt CAO and both Finance Directors to review provisional 2022 Budget in its entirety Police Board approval of Provisional Budget and Joint Board/Councils presentation
October	<ul style="list-style-type: none"> Presentation of Provisional 2022 Budget presentation at Joint Board/Councils meeting
November	<ul style="list-style-type: none"> Finance Committee Chair to approve Provisional 2022 Budget Presentation to Victoria Council Presentation of Provisional 2022 Budget to Victoria Council City of Victoria Budget Town Hall Meeting
December	<ul style="list-style-type: none"> Finance Committee Chair to approve Provisional 2022 Budget Presentation to Esquimalt Council
January 2022	<ul style="list-style-type: none"> Presentation of Provisional 2022 Budget to Esquimalt Council
April	<ul style="list-style-type: none"> Final approval of 2022 Budget by Victoria and Esquimalt Councils

Cost Drivers (and opportunities) for the 2022 Budget

Cost Drivers

- Expected increments in the collective agreements
- Increased cost to provide 9-1-1 service (E-Comm)
- Next Generation 9-1-1 infrastructure costs (impact yet to be determined)
- Sustainable capital expenditure funding
- Increased overtime for Patrol shift minimums and public safety
- Digital Evidence Management software implementation



Ongoing Projects to Improve Organizational Effectiveness

- Digital Evidence Management Software implementation to improve the quality and timeliness of evidence management
- Implement Human Resource Information System to partially address resource issues identified in the Human Resources Review
- Revitalize the diversity and inclusion initiative
- Evaluate and redesign of our response to missing persons
- Civilian led mental health response teams in partnership with VIHA and evaluation of other deployment models
- Restorative Justice enhancements

Cost Pressures Beyond 2022

External factors continue to exert pressure on our budget. In the next few years we will face financial pressure from several external sources in particular:

The South Island Dispatch Centre will be upgrading equipment to Next Generation 9-1-1 technology, resulting in an additional levy with full year implications on the 2023 budget. A recently performed operational review by PricewaterhouseCoopers also recommended significant increases in staffing beyond current levels.

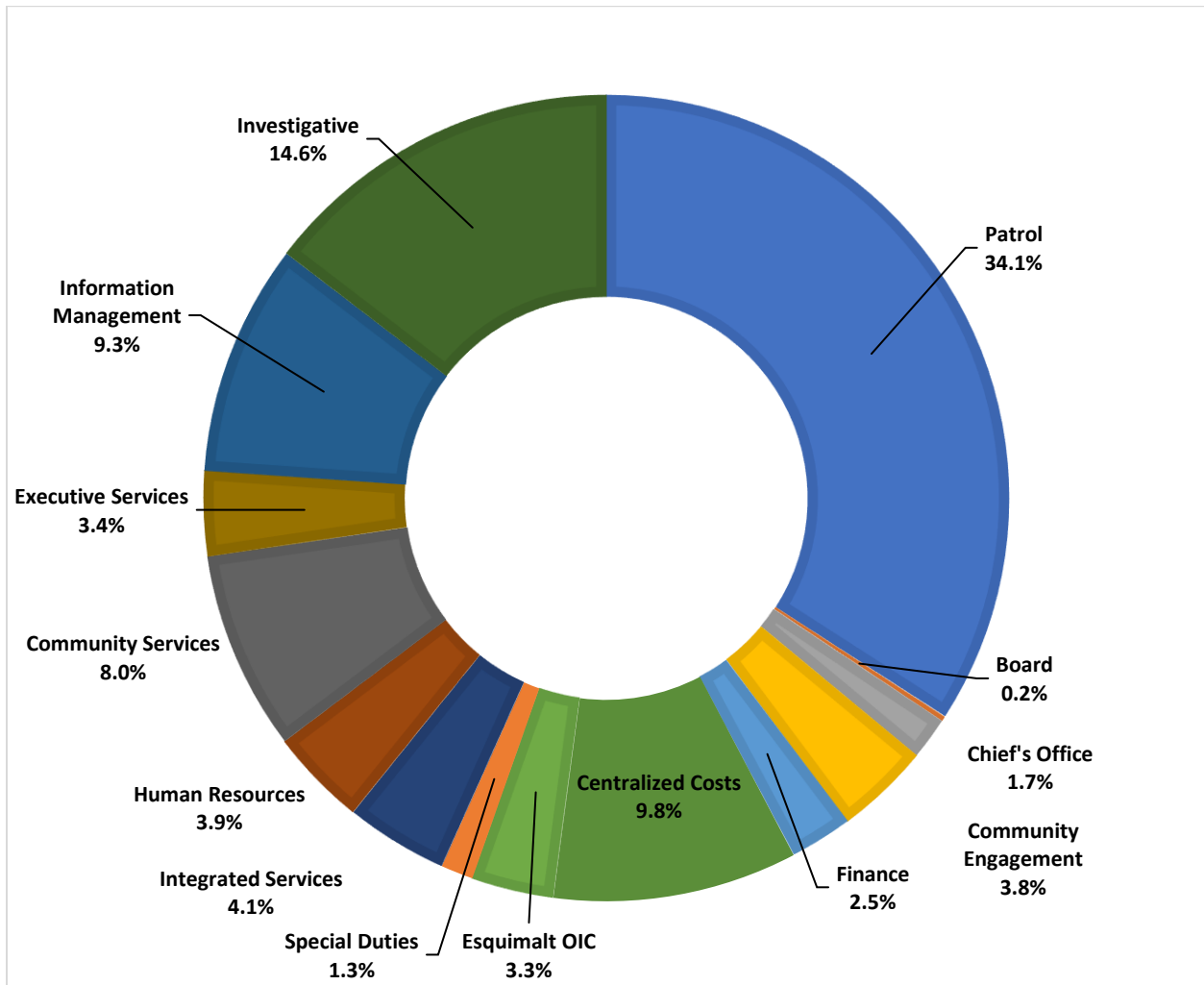
The Province recently notified the Police Board of their intent to increase the costs for municipalities for recruit training at the Justice Institute of BC, commencing 2024. If implemented, this will have a significant impact on recruitment costs moving forward.

In order to help contain costs the Police Board budgeted in 2021 to draw down from reserves to fund capital and retirement expenditures. Although necessary in the short term this is not sustainable over the longer term.

2021 Budget Overview

2021 Operating Expenditures Budget

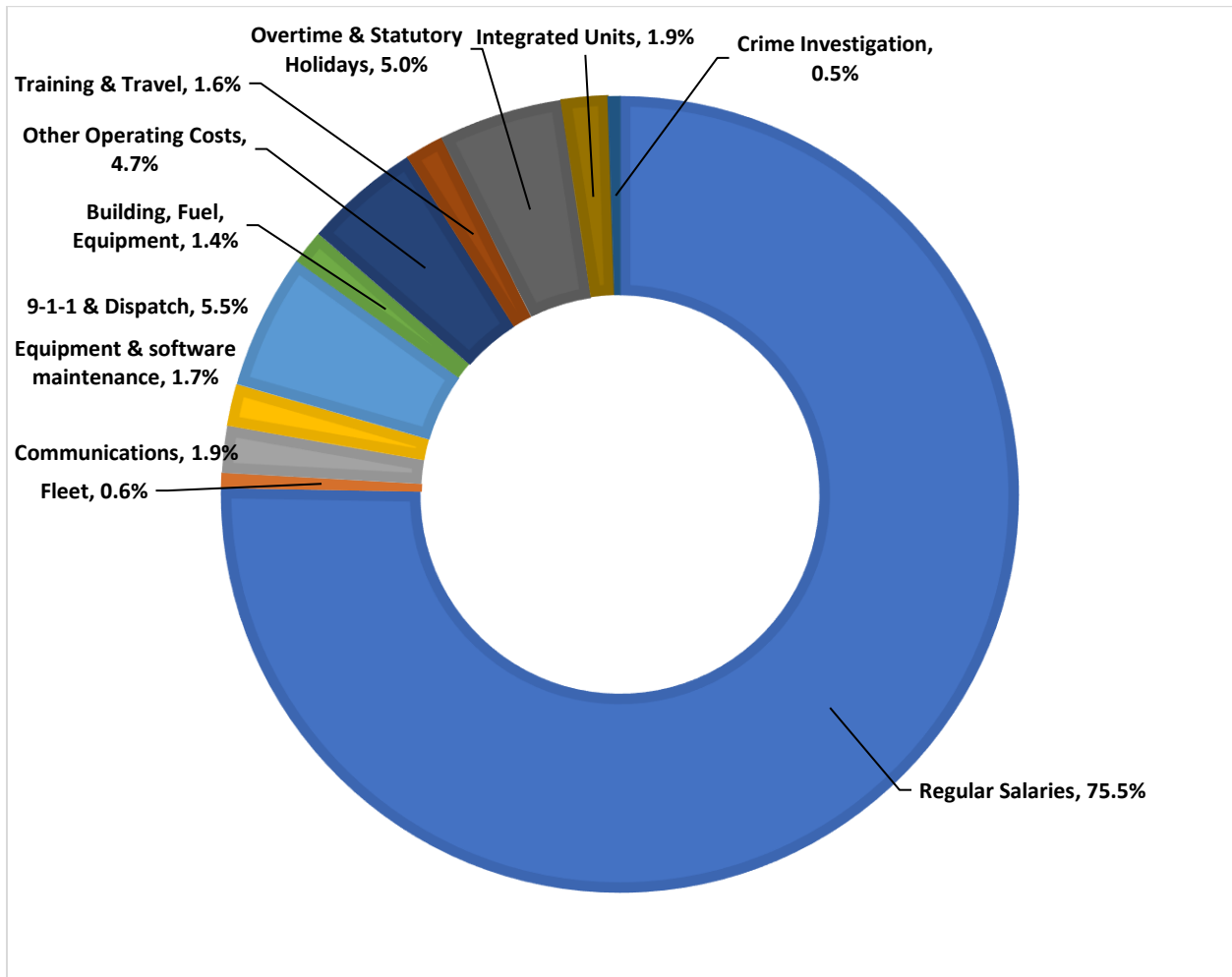
Operating Expenditures by Services



Note:

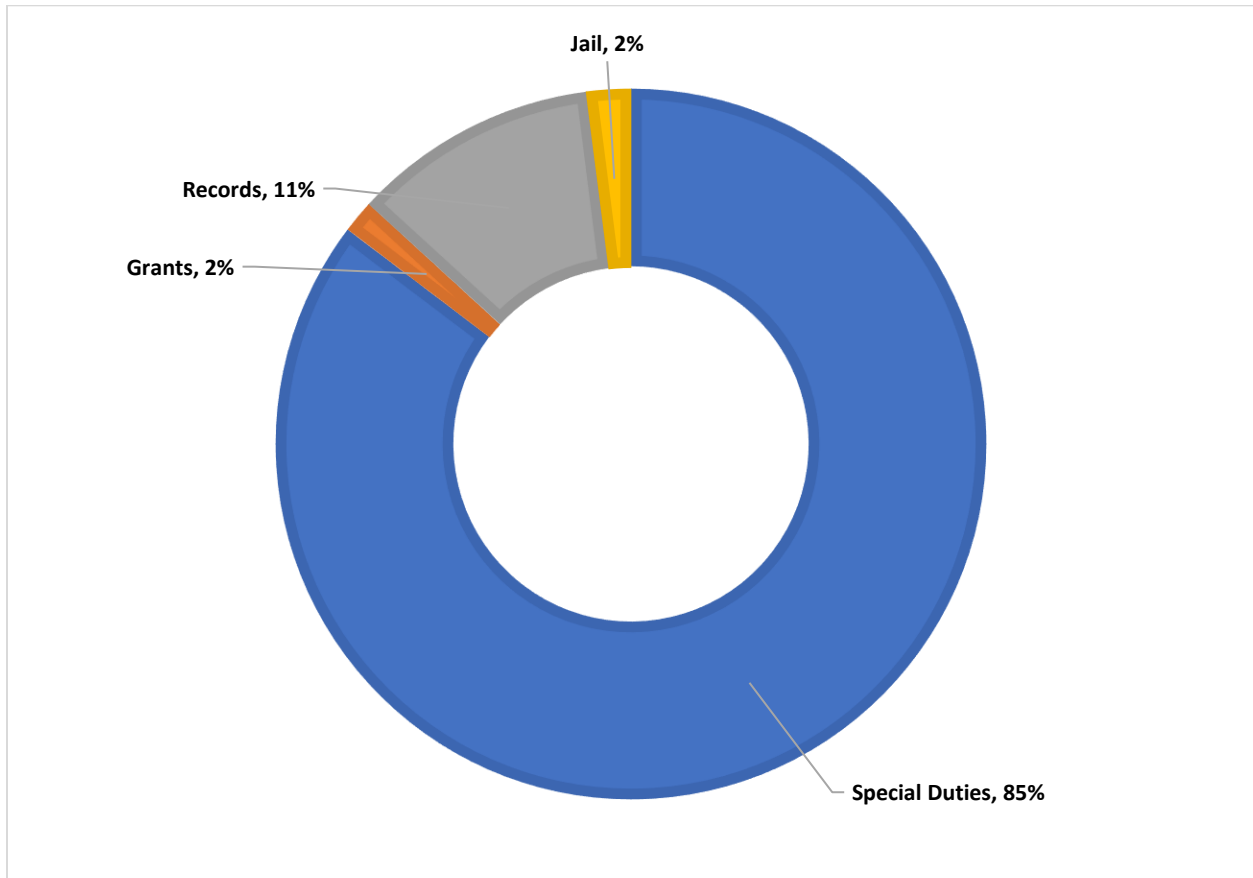
Centralized costs include pooled expenditures such as building & fleet operations, communications, non-specialized supplies, DNA analysis, laundry, parking, police databases and contingency

Operating Expenditures by Type



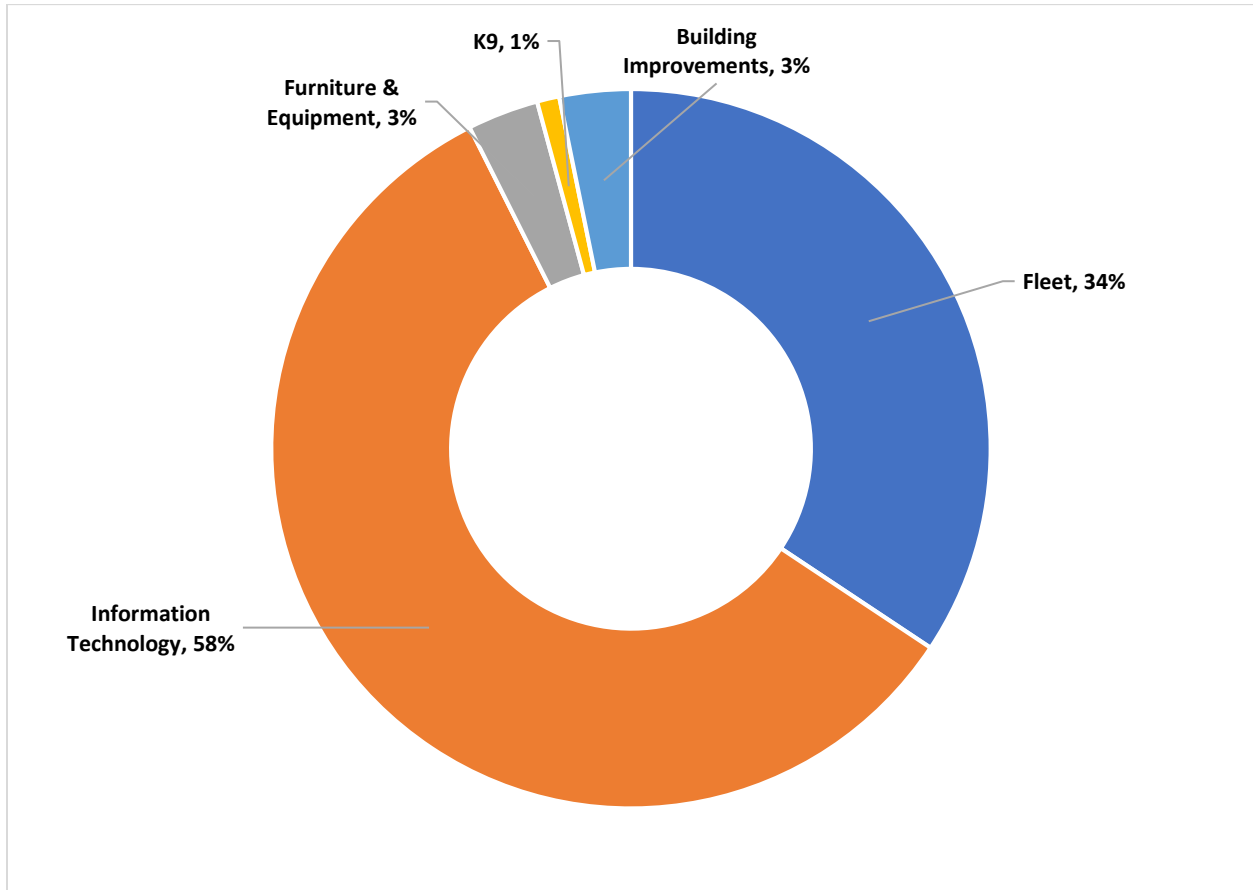
2021 Operating Revenue Budget

- 98% of funding from taxation
- Remaining revenues sources broken down as follows



2021 Capital Expenditures Budget

- 2021 transfers to reserves \$1,020,000
- 2021 capital expenditures \$1.55 million
- Expected balance in capital reserve, beginning of 2022 \$880,000



the City of Victoria and 280 in total in the region which will benefit people who are currently temporarily housed in the City of Victoria.

The City of Victoria experiences a disproportionate impact of the homelessness crisis amongst municipalities in the Capital Region. In the absence of a staff role or department to lead the City's involvement in homelessness, the City's approach has been largely reactive.

The August 2020 Budget update noted that \$850,000 is set aside for bylaw, parks, facilities, and public works in 2020 to manage issues arising from encampments. There are additional significant police expenses related to homelessness. At the same time, there are no staff or departments with a specific mandate to address homelessness or, more importantly, undertake steps to end and prevent homelessness.

Emergency responses to homelessness are much more costly than providing rapid access to housing with appropriate supports - an approach known as Housing First (HF). The At Home/Chez Soi field study found that, on average, the HF intervention costs \$22,257 per person per year for participants connected to Assertive Community Teams (ACT) and costs \$14,177 per person per year for participants connected to Intensive Case Management (ICM). Every \$10 invested in HF resulted in an average savings of \$21.72. Another study in 2020, *Cost Savings of Housing First in a Non-Experimental Setting*, found similar cost findings. One of the advantages of HF for those who have high levels of chronic mental and physical illness is shifting their care from institutions to the community. Most service use changes represent shifts from crisis to community services, and program involvement begins to address unmet needs.

Several city departments (public works, parks, bylaw and police) are on the front lines responding to homelessness. Community planning is also advancing strategies and policies to prevent homelessness. Victoria's Housing Strategy (Phase Two: 2019 – 2022) recognized the right to housing, and therefore advanced several actions to prevent homelessness, such as land acquisitions creating supportive and affordable housing, and the proposed rapid approval process for non-profit housing. In addition to facilitating supply, the housing strategy prevents homelessness by providing supports to tenants.

In conjunction with the new Rental Property Standards of Maintenance bylaw, the Tenant Planner position was created to provide related support and education. The Tenant Planner can help to answer questions from renters and landlords about the Bylaw and to provide information about local resources and support. Through general education and individual case communication, intention of the bylaw and the role of the Tenant Planner is to help resolve maintenance issues without tenants having to escalate the issue to a dispute resolution hearing with the Residential Tenancy Branch.

In developing the bylaw, a major consideration was the potential risks to tenants if they filed a complaint with the City, particularly if they are living in an illegal unit or where the required upgrades might result in having to vacate the unit. With the new Tenant Planner position, cases requiring a more nuanced approach can be handled in a tenant-centred way, with priority being given to an approach that supports tenant housing security.

From February 2021 - June 2021, the Homeless Advocate examined the critical barriers to ending homelessness in the Capital Region. The resulting report, *COVID 19: The Beginning of the End of Homelessness: Report on the Barriers and Recommendations to Ending Homelessness* identified an extreme shortage of housing affordable to the lowest income group as the most critical barrier to ending homelessness.

While Phase Two of the City's housing strategy advanced considerable housing rights, Phase Three could more fully embrace the right to housing by incorporating a stronger focus on the housing needs of the lowest income group and of the unhoused. Municipal governments are limited in their ability to raise revenue to pay for Housing First interventions but are key authors of housing policy. Municipal governments can use disaggregated data and qualitative evidence to make systemic exclusions from housing visible and communicate this to senior governments. A rights-based approach also requires closer attention to the losses of low-cost housing, as losses of low-cost housing is a driver of homelessness.

A dedicated homeless function can help identify and close these gaps and support internal and external partnerships with respect to homelessness initiatives.

The process of developing Homeless Advocate's report identified areas that need attention including:

- The need for better methods to ascertain housing needs that quantify the scope of housing need for those that are at risk of homelessness.
- The need for disaggregated data to identify groups that are systemically excluded from housing.
- Tracking losses of low-cost housing and the impact on homelessness.
- Anti-stigma training and welcoming homeless action plans for recreation centres, neighbourhood associations and other civic places.
- Coordination of extreme weather responses.
- Emergency shelter and supportive housing site selection and land-use planning.

Regional Context

In 2007, the City of Victoria's Mayors Task Force on Mental Illness, Addictions and Homelessness called for a supported Housing First approach with assertive engagement and treatment, coordinated funding and integrated service delivery model, and 1,550 net new units. The task force recommended establishing a community-based governance structure to coordinate planning, policy, funding and to drive the integration of fragmented programs and services. This led to the launch of the Greater Victoria Coalition to End Homelessness (GVCEH) in 2008.

The City of Victoria provides \$100,000 each year, over and above the contribution via the Capital Region District, to the GVCEH for the following services:

- a) Regional Planning and Coordination: ensure plans and initiatives have a region-wide focus and that housing and services are well-coordinated and integrated.

- b) Ongoing Research: conduct research in support of evidence-based strategies and policies to end homelessness, including effective practices used in other jurisdictions.
- c) Communication: implement community engagement and awareness strategies to ensure the underlying contributing factors of homelessness, the extent of homelessness in the region, and solutions to ending homelessness are better understood by stakeholders and the general public.
- d) Monitoring: develop and implement a monitoring framework to ensure efforts to address homelessness are effective and are providing the necessary outcomes for the region.
- e) General Administration: perform administrative functions required to support the Board and Committee activities, including overall day-to-day operations, annual business planning, and reviews of the long-term strategic plan as needed.

The City of Victoria contributes to the Aboriginal Coalition to End Homelessness (ACEH) through the CRD but does not provide any direct contributions to the ACEH. Colonialism is a key driver of Indigenous Homelessness and more than one third of people experiencing homelessness in the region are Indigenous. The City can demonstrate its commitment to reconciliation by providing core funding to the ACEH.

The GVCEH is contracted by the CRD and the City of Victoria to provide regional planning and service coordination. The Capital Regional District (CRD) is the Federal Government's community partner to end chronic homelessness. In their role, the CRD is coordinating community partners to designing a homeless management information system. The CRD, BC Housing, and Island Health co-chair Coordinated Access (a system-wide process for matching people to housing). The Coordinated Access and Assessment Advisory (CAA) Committee coordinates community partners to improve the homeless serving system. Many organizations and collaborations are working to coordinate better responses to homelessness in our region.

The CRD is convening partners to implement a homeless management information system. A subset of a homelessness management information system is sometimes referred to as a by-name-list and is a real time list of all the people experiencing homelessness. This list is foundational for ending homelessness. People experiencing homelessness will be asked to consent to be included in the count at multiple points of contact within the homelessness serving system: drop-in, outreach offices, emergency shelters.

Provincial Context

The BC Government purchased or leased five hotels, which have been operating as temporary supportive housing sites for people experiencing homelessness since spring 2020. The investments are unprecedented. Not only did the resources expand significantly, but with it came a new level of service integration between BC Housing and Island Health, which was in part the result of the Community Wellness Alliance and the coordinating role that the City took on. The supportive housing hotels have onsite primary health care, harm reduction services, meals, 24-hour building staff, security guards, visits from social workers, and some sites have peer support workers.

In November 2020, Minister Eby became the new Minister Responsible for Housing. Minister Eby's mandate letter provides direction for implementing a homelessness strategy supported by six ministry's: children and family development, health, mental health and addictions, municipal affairs, and social development and poverty reduction.

Federal Context

In the September 2020 Throne Speech, the federal government committed to ending chronic homelessness. In 2019 the federal government affirmed the fundamental human right to housing with the National Housing Strategy (NHS) Act.

The Act requires Canada to undertake actions that realize the progressive right to housing. It requires the government to ensure the right to housing through policies and programs. Compliance is assured through an independent office of a Federal Housing Advocate rather than the courts. The Federal Housing Advocate is a full-time Governor in Council appointee, housed within the Canadian Human Rights Commission, with specific responsibilities defined by the NHS. The Advocate's primary role is to independently monitor the implementation of the federal government's housing policy. The Advocate also has the mandate to consult with individuals with lived experience of housing needs and homelessness and receive information on systemic housing issues.

Position Purpose

The purpose of the proposed full-time staff position is to implement actions and a focus on resolving systemic barriers to ending homelessness in the City of Victoria, including:

- To accelerate the shift within the City of Victoria, and with partners in the region, from managing, responding, and reacting to homelessness to advising on how to achieve housing for all.
- To identify gaps where the City can contribute most meaningfully, to complement the work of non-profits and other levels of government.
- To accelerate the shift to real-time, person-specific data on unhoused individuals seeking housing.
- Complete an annual state of homelessness report to inform the public on progress towards realizing the right to housing for all, as part of the annual housing update.
- Advise on municipal data collection to advance progress on implementation of Canada's Right to Housing Legislation.
- To communicate information regarding systemic barriers to ending homelessness to the new Federal Office of the Housing Advocate and the provincial office of homeless coordination.
- To provide support to the city's homelessness initiatives, including those funded by the city.
- To identify drivers of homelessness and assess municipal policy and programs to ensure they are in keeping with the City's commitment to progressively realize the right to housing.

OPTIONS & IMPACTS

Accessibility Impact Statement

The City's Accessibility Framework informs final products and outcomes.

2019 – 2022 Strategic Plan

The recommendations are supported by Strategic Plan Objective #3 Decrease in homelessness (Point-In-Time Count numbers go down) and Strategic Objective #5 Advocate to the Province and/or the CRD to measure homelessness and better coordinate between service providers.

Impacts to Financial Plan

There is no impact to the 2021 Financial Plan.

Official Community Plan Consistency Statement

The recommendations are consistent with the *Official Community Plan*. Section 13. Housing and Homelessness envisions housing affordability enabled across the housing spectrum, particularly for people in core housing need, as well as working with local partners and senior governments to address homelessness.

Respectfully submitted,



Nicole Chaland
Homeless Advocate

Report accepted and recommended by the City Manager

List of Attachments

Report_COVID-19: The Beginning of the End of Homelessness: A report on the barriers and recommendations to ending homelessness in the Capital Region.

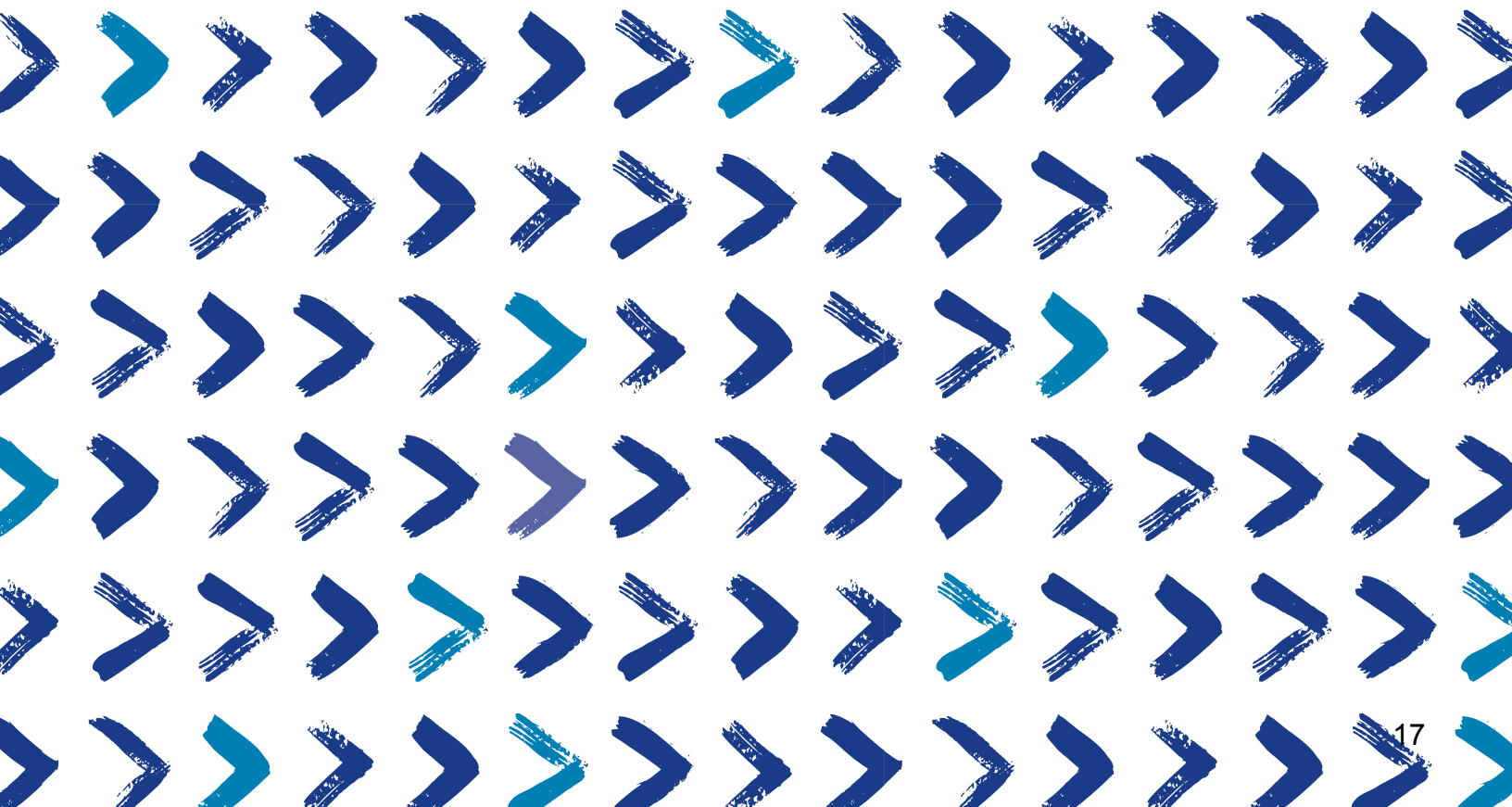
Presentation_Barriers and Recommendations to Ending Homelessness in the Capital Region

COVID 19:

The beginning of the end of homelessness

A report on the barriers and recommendations
to ending homelessness in the Capital Region

Prepared by Nicole Chaland for the City of Victoria



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Executive Summary

We have a once-in-a-generation opportunity to make the necessary policy and system changes to end homelessness in the Capital Region. But it will require everyone, working in every level of government and in community, to rally around that goal. Bringing forward a laser-like focus on ending homelessness, on achieving housing rights for all, will transform collaborations and resulting programs. It will shift the focus from outputs, such as the number of people housed, to outcomes, such as reducing the number of people who experience homelessness.

The Government of British Columbia is drafting a cross-ministry homelessness strategy. Anchoring B.C.'s forthcoming homelessness strategy with a clear goal to end homelessness and achieve functional zero homelessness¹ as a milestone towards that goal, would be a game changer. This would align the province with both federal and regional efforts and ensure that B.C.'s investments in supportive housing are maximized. There has never been a better time to shift our collective attention from reacting to homelessness, or addressing homelessness, to ending homelessness.

COVID-19 made visible the gaps and weaknesses in the systems that serve people experiencing homelessness. The requirements for physical distancing and isolation led to large numbers of people sheltering in place in parks and along boulevards. The onset of the pandemic made homelessness highly visible across Canada, setting loose new investments and commitments to advance housing rights to the unhoused.

The B.C. government purchased or leased five hotels in Victoria, which have been operating as temporary supportive housing sites since spring 2020. This action spurred a new level of cooperation between BC Housing and Island Health. The hotels have onsite primary healthcare, harm reduction services, meals, 24-hour building staff, security guards, visits from social workers, and some even include peer support workers.

When people moved into hotels, the B.C. government promised that they would not be returned to homelessness. And, in March 2021, the B.C. and federal governments announced plans to make good on that promise, with 280 new permanent homes set to open in 2022. Together with the provincial government, the City of Victoria's actions to garner housing for people experiencing homelessness throughout the pandemic are transforming the homeless-serving system.

These efforts have had a direct and highly visible impact. Hundreds of individuals experiencing homelessness have accessed housing in the last year.

In February 2021, the City of Victoria initiated this report to identify barriers to ending homelessness and recommendations to resolve those barriers. The process of putting this report together engaged people experiencing homelessness, many as they transitioned from homelessness to supportive housing, and with consent, documented those experiences and their reflections. They are presented as first-person accounts to enable the reader to look at the homeless system through the eyes of the user.

¹ Functional zero is a concrete and measurable milestone on the pathway to ending homelessness; it means that there are enough, or more homeless-serving services and resources than needed and that those services, such as emergency shelters, are being used as intended.

The project also included 30 interviews with workers and managers in the homeless-serving system. The process examined local reports and relevant research regarding the themes that arose from the first-person accounts and interviews, resulting in 28 recommendations to resolve the barriers to ending homelessness. If these recommendations are implemented, the pandemic will mark the beginning of the end of homelessness.

The 28 recommendations are organized under four broad calls to action.

FOUR CALLS TO ACTION

- 1. Resolve the housing crisis by re-aligning policies and programs to realize the human right to housing.**
- 2. Lead a full-scale transformation of the homeless-serving system.**
- 3. Improve standards and introduce accountability mechanisms.**
- 4. Engage people experiencing homelessness as equal partners.**

CALL TO ACTION 1:

Resolve the housing crisis by re-aligning policies and programs to realize the human right to housing.

Homelessness exists against the backdrop of the affordable housing crisis. Shortages of affordable housing for the lowest income group cause new inflows to homelessness and prevent exits from homelessness.

There are more than 10,000 households in the Capital Region spending more than 50 per cent of their income on rent, with annual incomes below \$23,536. The median available rent for a studio apartment is 93 per cent of disability income assistance and the median available rent for a one-bedroom apartment is 117 per cent. Most project participants experiencing homelessness rely on provincial disability income assistance.

The dire shortage of housing that is affordable to the lowest income group causes backlogs and misplacements in the homeless-serving system. Some people reside in supportive housing solely for financial reasons, which prevents others in need from accessing it.

It is common for people to reside in Mental Health Substance Use (MHSU) residential beyond the length of the program due to affordable housing shortages, also preventing others from accessing those services. It is also common for individuals to exit MHSU residential to homelessness after completing treatment programs. The report also revealed that there are significant numbers of people living in emergency shelters for years in Greater Victoria.

This report estimates that several hundred people will remain homeless, many sheltered in temporary facilities, in Greater Victoria after new supportive and regional housing first homes are completed in 2022 and 2023.

In 2019, the federal government affirmed the fundamental human right to housing with the National Housing Strategy (NHS) Act. The City of Victoria's Housing Strategy (Phase Two: 2019 - 2022) recognizes housing is a human right. This report recommends that British Columbia adopt the human right to housing to resolve the housing crisis, which would bring three levels of government into alignment.

Adopting the human right to housing as a guiding philosophy advances housing rights over time, prioritizes those most in need, and ensures systemic exclusions to housing are identified and resolved. Implementing a right to housing approach will breach the divide between ministries and agencies, ensuring that there is coordination so that drivers of homelessness can be identified in various portfolios, and solutions integrated therein.

Homelessness is a *prima facie* violation of the right to housing. As such, a human rights framework motivates governments to make homelessness a prioritized area of action.

This report puts forward seven recommendations to advance housing rights to the unhoused and to those at risk of homelessness. They are presented here in brief and elaborated on in the Recommendations section.

1. That the Government of B.C. adopt the Human Right to Housing as a guiding framework to resolve the affordable housing crisis.
2. That the Government of B.C. ensure that homelessness, housing funds and or income supports are allocated according to community needs and are sufficient to realize the right to housing for all within a reasonable timeframe.
3. That BC Housing allocate a proportion of shelter rate units developed through the Community Housing Fund Program to the Coordinated Access and Assessment process.
4. That the Government of B.C. strategically support new rent supplement programs.
5. That the Government of B.C. establish a non-profit and co-operative provincial acquisition strategy, combined with tenant protections, to safeguard existing low-cost rental homes and expand the supply of deeply affordable housing.
6. That the City of Victoria fully embrace the Human Right to Housing to guide its future responses to homelessness, and to continue to advance housing rights.
7. That the City of Victoria establish a full-time staff position in the 2022 budget with a focus on homelessness in the city.

CALL TO ACTION 2:

Lead a full-scale transformation of the homeless-serving system.

The stories of people who are currently residing in Greater Victoria's homelessness response system underscore the urgency to transform the system to person-centred. The stories portray an overarching lack of communication, disempowerment, inappropriate placements, and unmet needs.

Housing First is not well understood and often conflated with low-barrier shelters and low-barrier housing. The evidence-based model of Housing First provides immediate access to permanent housing with no housing readiness conditions, consumer choice and self-determination, individualized and person-driven supports, social and community integration and is recovery oriented (including harm reduction).

In reality, many people spend years in emergency shelters or transitional housing before accessing a permanent home. When people do access permanent housing, it does not include consumer choice or self-determination. Individualized and person-driven supports, community integration and a recovery orientation are scarce. Greater alignment to Housing First practices will increase housing stability and wellness.

Service fragmentation maintains people's homelessness. Integrated homeless-serving systems have dedicated authorities and staffing for service integration that develop common protocols, coordinate training, and track outcomes. Services and programs are modified to work in a unified way to end homelessness. This report revealed a prioritized need to integrate the homeless-serving system.

The process of matching people with housing is described as trial and error. Misplacement lengthens the time it takes for people to recover from homelessness and increases the risk of return to homelessness. A particular concern raised in this report is the lack of a standardized approach to eviction prevention. The lack of a common, system-wide approach to preventing evictions is at odds with local plans to end homelessness. Reducing evictions translates into reducing the amount of time a person experiences homelessness.

Systems integration relies on real-time, person-specific information management systems. The number of people experiencing absolute unsheltered homelessness, chronic homelessness, or youth homelessness is unknown in Victoria. There is no baseline from which to measure the efficacy of interventions or to develop precise estimates of resource needs. A real-time, person-specific database would enable the local homeless-serving system to articulate a measurable goal, such as achieving functional zero homelessness or ending chronic homelessness and track progress towards that goal.

A homelessness management information system (HMIS) would also enable a broad overview of the system to identify trouble spots hindering progress towards ending homelessness. This report recommends prioritizing attention to the development of a by-name-list and HMIS, with local efforts fully supported by BC Housing and Island Health.

The report puts forward 14 recommendations which would result in a full-scale transformation of the homeless-serving system, which are presented here in brief and elaborated on in the Recommendations section.

8. That the Government of B.C. ensure all homeless programs have a laser-like focus on the goal to ensure homelessness is rare, brief, and non-recurring in its forthcoming homeless strategy.
9. That the Government of B.C. support Indigenous-led solutions to homelessness.
10. That the Government of B.C. fund the implementation of the recommendations of the Health & Housing Think Tank 2021.
11. That the City of Victoria support Indigenous-led, regional collaborations to end homelessness.
12. That the homeless-serving system provide consistent one-on-one support workers to build trust before or immediately upon a move into emergency, transitional or supportive housing.
13. That Cool Aid or Our Place partner with BC Housing pilot a diversion program and a housing-focused shelter to reduce the length of time people stay in emergency shelters and to reduce the number of people who are at risk of chronic homelessness.
14. That the Greater Victoria Coalition to End Homelessness, the Coordinated Access and Assessment Advisory Committee and the Community Advisory Board (for Reaching Home) prioritize the implementation of a Homeless Management Information System (HMIS) and by-name list.
15. That the Greater Victoria Coalition to End Homelessness track and report publicly monthly:
 - The number of people who are new to homelessness.
 - The number of people who have returned to homelessness.
 - The number of people who have exited homelessness.
 - The average length of time individuals' experience homelessness.
 - The average length of time long-term users reside in emergency shelters.
 - The average length of time residents live in transitional housing.
 - The number of people who are chronically homeless.
16. That the Greater Victoria Coalition to End Homelessness develop coordinated staff training.
17. That the eviction prevention subcommittee of Coordinated Access and Assessment Advisory Committee lead a collaborative process resulting in a standardized system-wide approach to eviction prevention and rapid rehousing strategies to reduce returns to homelessness.

18. That the Greater Victoria Coalition to End Homelessness undertake systems planning to integrate trauma-informed practices, Housing First practices and Indigenous cultural safety throughout all aspects of the system, including decision-making, with the Government of B.C. as a full partner.
19. The homeless-serving system support the Greater Victoria Coalition to End Homelessness as the lead organization to drive collaborations and facilitate systems integration.
20. That the Government of B.C. provide core funding to the Greater Victoria Coalition to End Homelessness to develop an integrated homeless-serving system.
21. That the Government of B.C. give BC Housing, supported by other appropriate government agencies and or departments, a mandate and resources to collaborate with communities to develop regional HMIS.

CALL TO ACTION 3:

Improve standards and introduce accountability mechanisms.

The practices of non-profit housing operators are not consistently in alignment with provincial legislation. Specifically, housing operators enter into program agreements with residents, rather than residential tenancy agreements, in buildings that BC Housing considers to be permanent supportive housing.

Some program agreements state that the purpose of the program is to ‘get people ready for permanent housing’ and raise expectations amongst tenants for support to move to better, permanent housing.

Residing in transitional housing, under a program agreement, creates a feeling of housing insecurity which causes stress and housing instability. A particular concern with program agreements is that there are no appeal or review procedures for evictions as there would be if tenants were protected by the Residential Tenancy Act.

The recommendations in brief are presented here and elaborated on in the Recommendations section.

22. That the Government of B.C. define the intended length of time for an emergency or transitional program in the Residential Tenancy Policy Guideline 46: Emergency Shelters, Transitional Housing, Supportive Housing.
23. That the Government of B.C., through BC Housing operating agreements, ensure that landlords and residents of permanent, supportive housing enter into residential tenancy agreements.
24. That housing operators and BC Housing ensure the collection, storage, use and sharing of personal information are compliant with provincial privacy legislation.

CALL TO ACTION 4:

Engage people experiencing homelessness as equal partners.

There is considerable confusion and frustration amongst people experiencing homelessness with respect to understanding the processes available to help individuals achieve well-being, and to access and maintain housing. People want to be communicated with as equal partners and as individuals with resources and assets to contribute.

To be homeless means others decide where you sleep, what public spaces you can be in and when, what you eat, where you can shower and when. People who are homeless must have a say in their lives. Participants in this project expressed an overwhelming desire for the system to make it easier for them to take an active role in improving their lives whether that be getting a job, permanent housing or taking steps to improve their health. The system is not currently set up to meet this desire.

This report offers four recommendations to engage people experiencing homelessness as equal partners.

25. That the Government of B.C. through BC Housing and Island Health fund or implement a user-centred design process with people experiencing homelessness to inform the program design of new supportive housing sites.
26. That the homeless-serving system collaborate with clients to take an active role in their health and housing future and support self-determination through access to case management.
27. That housing operators and BC Housing develop a communications strategy to facilitate two-way communication with people who are experiencing homelessness.
28. Provide people with the choice of where to live, such as near their work, partners, family, or friends, by making new rent supplement programs and in-reach supports readily available (as required).²

² This is very similar to one of the recommendations put forward by the Health & Housing Think Tank 2021.

Introduction

Purpose

The purpose of this report is to identify the barriers to ending homelessness and recommendations to resolve those barriers. The recommendations will equip the City of Victoria to work with provincial and local partners to prioritize actions that reduce the number of people experiencing homelessness.

Overview of the Report

Ending homelessness begins with engaging people with lived and or living experiences of homelessness. In the initial part of this report are seven, first-person accounts produced in collaboration with people experiencing homelessness. Most of the collaborations began while people were unsheltered and continued as they made their transition to housing. Each story describes their experiences interacting with, or avoidance of, elements of the homeless-serving system.³ The stories, taken together, show the tremendous diversity of people experiencing homeless in the Capital Region.

They are presented as first-person accounts to enable the reader to look at the homeless system through the eyes of the user. Each individual presented their own recommendations and the main recommendations are carried through to the report's final recommendations. This is followed by a description of the barriers that require attention to end homelessness that draws on expert knowledge of first-person accounts as well as the experiences and knowledge of frontline workers and managers.

Homelessness is a consequence of the interaction of systemic, structural, and individual factors. To anchor the recommendations arising from stories and barriers, the final part of the report outlines the structural conditions or policy contexts which have contributed to and sustain homelessness.

The outcome of this report is a series of recommendations under four calls to action:

- 1. Resolve the affordable housing crisis by re-aligning policies and programs to realize the right to housing for all.**
- 2. Lead a full-scale transformation of the homeless-serving system.**
- 3. Improve standards and introduce accountability mechanisms.**
- 4. Engage people experiencing homelessness as equal partners.**

³ This report uses the term 'homeless-serving system' and 'homelessness response system' interchangeably. They refer to the entire array of services, programs and agencies including BC Housing, Island Health, the Capital Regional District, housing operators, emergency shelters, supportive housing, Regional Housing First Units, private market housing, rent supplements, health and social support services and more.

What is homelessness?

The Canadian Observatory on Homelessness (COH) defines homelessness in Canada as the inability of an individual, family, or community to access or acquire stable, safe, permanent, and appropriate housing. (COH, 2012)

The COH developed a typology to describe the range of experiences of homelessness, from living on the streets and staying in emergency shelters to living in temporary accommodation (both institutional or family) with no security of tenure and no means to acquire permanent housing. The COH definition of homelessness recognizes the overrepresentation of Indigenous Peoples amongst Canadian homeless populations due to colonization. The definition of Indigenous Homelessness is below.

Homelessness is not a state of being, and at different points in time, people may experience the following types of homelessness:

1. **Unsheltered or Absolutely Homeless** - including those living on the streets or in places not intended for human habitation
2. **Emergency Sheltered** - including those staying in overnight shelters for people who are homeless, as well as shelters for those impacted by family violence
3. **Provisionally Accommodated** - referring to those whose accommodation is temporary or lacks the security of tenure. Temporary accommodation may include residential facilities owned and operated by Island Health, temporary supportive housing such as the hotels leased and purchased by BC Housing in 2020/2021, or couch-surfing for those who do not have the means to secure permanent housing in the future.

And finally, the definition includes a description of At Risk of Homelessness, which can be helpful to community planners and others analyzing housing needs and preparing capital plans for subsidized social housing.

4. **At Risk of Homelessness** - referring to people who are not homeless but whose current economic and/or housing situation is precarious or does not meet public health and safety standards.

The COH elaborates on each of these categories. To learn more, visit:
<https://www.homelesshub.ca/resource/canadian-definition-homelessness>

What is chronic homelessness?

Reaching Home

Canada's Homelessness Strategy Directive defines chronic homelessness as situations in which individuals have experienced homelessness for at least six months in the past year or recurrent experiences of homelessness over the past three years, with a cumulative duration of at least 18 months.

The federal government's homelessness strategy elaborates that chronic homelessness includes time spent unsheltered, in emergency shelters (including shelters for people escaping domestic violence), and temporary residences without the security of tenure. According to the federal government, individuals experiencing chronic homelessness include those living in transitional housing if they entered from chronic homelessness and are discharged into homelessness.

What is functional zero homelessness?

In *Discerning Functional Zero: Consideration for Defining and Measuring an End to Homelessness in Canada*, the authors put forward a definition of functional zero with two criteria: when the availability of homeless resources exceeds the demand for them, and when those resources are optimized and performing as intended. Additionally:

“In this approach, emergency shelters are meant to be temporary and the goal is permanent housing. While the focus on supports is to prevent homelessness to begin with, this may not always be possible and in such cases, a system that is responsive and acts quickly is essential. A key aim of homeless-serving systems is to provide immediate access to shelter and crisis services, without barriers to entry, while permanent stable housing and appropriate supports are being secured.” (Turner, Pakeman & Albanese., n.d.)

The BC Homeless Action Plan Submission describes functional zero as a step toward achieving Absolute Zero in homelessness. Achieving functional zero also ensures that any experiences of homelessness are rare, brief and non-recurring. (Elliot, D., 2018)

What is Indigenous homelessness?

The Aboriginal Coalition to End Homelessness (ACEH) maintains that Western definitions of homelessness have not fully described the complexity of homelessness concerning colonial policies and practice impacts and lived realities. (ACEH, 2018)

The definition of Indigenous Homelessness is broader than not having a safe place to call home. Indigenous Homelessness includes collective experiences of being disconnected from land, family, community, culture, and Indigenous identity. The definition of Indigenous Homelessness recognizes that colonization, implemented via Canadian public policies including the residential school system, the 'Sixties Scoop,' and the current child welfare system, are the most common and significant contributing factors to Indigenous Homelessness. (ACEH, 2018 & Thistle, 2017)

The 12 dimensions of Indigenous Homelessness helps to understand Indigenous Homelessness through a “composite lens of Indigenous Worldviews.” (Thistle, 2017)

12 Dimensions of Indigenous Homelessness

Historic Displacement Homelessness

Indigenous communities and Nations made historically homeless after being displaced from pre-colonial Indigenous lands.

Contemporary Geographic Separation Homelessness

An Indigenous individual's or community's separation from Indigenous lands, after colonial control.

Spiritual Disconnection Homelessness

Indigenous individuals or community's separation from Indigenous worldview or connection to the Creator of equivalent deity.

Mental Disruption and Imbalance Homelessness

Mental homelessness, described as an imbalance of mental faculties, experienced by Indigenous individuals and communities caused by colonization's entrenched social and economic marginalization of Indigenous Peoples.

Cultural Disintegration and Loss Homelessness

Homelessness that totally dislocates or alienates Indigenous individuals and communities from their culture and from the relationship web of Indigenous society known as "All My Relations."

Overcrowding Homelessness

The number of people per dwelling in urban and rural Indigenous households that exceeds the national Canadian household average, thus contributing to and creating unsafe, unhealthy and overcrowded living spaces, in turn causing homelessness.

Relocation and Mobility Homelessness

Mobile Indigenous homeless people traveling over geographic distances between urban and rural spaces for access to work, health, education, recreation, legal and childcare services, to attend spiritual events and ceremonies, have access to affordable housing, and to see family friends and community members.

Going Home Homelessness

An Indigenous individual or family who has grown up or lived outside their home community for a period of time, and on returning "home," are often seen as outsiders, making them unable to secure a physical structure in which to live, due to federal, provincial, territorial or municipal bureaucratic barriers, uncooperative band or community councils, hostile community and kin members, lateral violence and cultural dislocation.

Nowhere to Go Homelessness

A complete lack of access to stable shelter, housing, accommodation, shelter services or relationships; literally having nowhere to go.

Escaping or Evading Harm Homelessness

Indigenous persons fleeing, leaving or vacating unstable, unsafe, unhealthy or overcrowded households or homes to obtain a measure of safety or to survive. Young people, women, and LGBTQ2S people are particularly vulnerable.

Emergency Crisis Homelessness

Natural disasters, large-scale environmental manipulation and acts of human mischief and destruction, along with bureaucratic red tape, combining to cause Indigenous people to lose their homes because the system is not ready or willing to cope with an immediate demand for housing.

Climatic Refugee Homelessness

Indigenous peoples whose lifestyle, subsistence patterns and food sources, relationship to animals, and connection to land and water have been greatly altered by drastic and cumulative shifts in weather due to climate change. These shifts have made individuals and entire Indigenous communities homeless.

Indigenous homelessness in Greater Victoria

The majority of Indigenous people experiencing homelessness in Greater Victoria first experienced homelessness as a youth, have personal experience with the foster care system and have personal or family experiences with residential schools. (Fiorentino, C.; Gibson, D.; Pauly, B., 2020)

Indigenous people are over-represented in homelessness counts and emergency shelters. The 2020 Point in Time Homelessness Count (2020 PIT Count) found that 35 per cent of respondents identified as Indigenous, while Indigenous people are just under five per cent of the Greater Victoria population. Cool Aid, the largest provider of emergency shelter spaces, reports that 26 - 27 per cent of their shelter clients are Indigenous. (Cool Aid Report Card, 2020)

A survey conducted by the ACEH in late 2017 found that just over half of the Indigenous Street Community are from First Nations on Vancouver Island. The majority have been discharged from hospital to homelessness, report substance use as their biggest health concern, closely followed by emotional and spiritual health. (ACEH, 2018)

What is youth homelessness?

Half of all homeless adults in Greater Victoria had their first experience of homelessness as a youth. (2020 PIT Count). One in three respondents to Victoria's most recent homelessness count were in government care as a child or youth, with one third becoming homeless within a month of leaving care. Numerous studies show that a significant proportion of youth experiencing homelessness was involved with government care. (RYC, 2020)

Youth aged 13 to 24, who live independently of parents and or caregivers and do not have the means or ability to acquire a stable, safe, or consistent residence meet the Canadian definition of youth homelessness. (Canadian Observatory on Homelessness, 2016)

In January 2021, the Greater Victoria Coalition to End Homelessness (GVCEH) opened Victoria's first youth-led housing to engage, employ and house 25 – 30 youth experiencing chronic or marginal homelessness.

What is gendered homelessness?

A literature review on the state of women's housing needs and homelessness in Canada found that the number of women, girls and gender diverse people experiencing homelessness in Canada is dramatically underestimated because women are less likely to appear in mainstream shelters, drop-in spaces, public spaces and are more likely to rely on relational, precarious, and dangerous supports to survive. As a result, women are systematically undercounted in PIT Counts.

The greater visibility of men has led to male-centric policy and service environment, reinforcing the invisibility of women's homelessness. The literature notes that women and gender diverse people face profound violence on the streets and in public systems and are regularly separated from their children. Ninety-one per cent of women who are homeless have experienced violence. (Schwan, K., Versteegh, A., Perri, M., Caplan, R., Baig, K., Dej, E., Jenkinson, J., Brais, H., Eiboff, F., & Pahlevan Chaleshtari, T., 2020)

The 2020 PIT Count identified that women were significantly more likely to be provisionally sheltered than emergency or unsheltered. In contrast, significantly more individuals who identified as another gender identity were sheltering outdoors than indoors.

What is child and family homelessness?

Family homelessness is typically defined as a parent or caregiver with a child under the age of 18 or 19 in the parent's custody. (Albert, Pauly, Cross, Cooper., 2014) The 2020 PIT Count identified 30 families with 42 children experiencing homelessness. Half of the children under 16 were with their parents in transitional housing and 28 per cent were unsheltered or in vehicles. A 2014 report by the GVCEH identified family homelessness increasing throughout Canada and in Victoria. (Albert, Pauly, Cross, Cooper., 2014)

Housing First Principles and Practices

Housing First is not well understood and is conflated with low-barrier shelters or low-barrier housing. Housing First provides immediate access to permanent housing with no housing readiness conditions, consumer choice and self-determination, individualized and person-driven supports, social and community integration and is recovery oriented (including harm reduction). (Goering, P., Veldhuizen, S., Watson, A., Adair, C., Kopp, B., Latimer, E., Nelson, G., MacNaughton, E., Streiner, D., & Aubry, T., 2014)

The world's largest field trial of Housing First called At Home/Chez Soi placed people with severe mental illness and long histories of homelessness directly into permanent market housing, with supports. At Home/Chez Soi was a five-year, multi-site research demonstration project to understand Housing First outcomes for people experiencing serious mental illness and chronic homelessness in Canada. It was designed as a randomized, controlled field trial to provide the strongest proof possible.

The study found that Housing First had a large and significant impact on housing stability. A substantial majority of participants maintain stable housing. Sixty-one per cent of Housing First participants described a positive life course compared to only 28 per cent of study participants, who did not receive the Housing First intervention, reported a positive life course. In the At Home/Chez Soi intervention individualized, recovery-oriented services were provided according to two levels of need: Assertive Community Treatment or Intensive Case Management.

Housing First is recognized by the Government of Canada as foundational to ending homelessness. The Government of Canada's backgrounder on Housing First outlines the following:

Principles of Housing First

1. **Rapid housing with supports:** This involves directly helping clients locate and secure permanent housing as rapidly as possible and assisting them with moving in or rehousing if needed. Housing readiness is not a requirement.
2. **Offering clients choice in housing:** Clients must be given choice in terms of housing options as well as the services they wish to access.
3. **Separating housing provision from other services:** Acceptance of any services, including treatment or sobriety, is not a requirement for accessing or maintaining housing, but clients must be willing to accept regular visits, often weekly. There is also a commitment to rehousing clients as needed.
4. **Providing tenancy rights and responsibilities:** Clients are required to contribute a portion of their income towards rent. The preference is for clients to contribute 30 per cent of their income, while the rest would be provided via rent subsidies. A landlord-tenant relationship must be established. Clients housed have rights consistent with applicable landlord and tenant acts and regulations. Developing strong relationships with landlords in both the private and public sector is key to the Housing First approach.

5. **Integrating housing into the community:** In order to respond to client choice, minimize stigma and encourage client social integration, more attention should be given to scattered-site housing in the public or private rental markets. Other options such as social housing and supportive housing in congregate settings could be offered where such housing stock exists and may be chosen by some clients.
6. **Strength-based and promoting self-sufficiency:** The goal is to ensure clients are ready and able to access regular supports within a reasonable timeframe, allowing for a successful exit from the Housing First program. The focus is on strengthening and building on the skills and abilities of the client, based on self-determined goals, which could include employment, education, and social integration improvements to health or other goals that will help to stabilize the client's situation and lead to self-sufficiency.

Translating Housing First principles into everyday application requires knowledge, determination, and practice. The Pathways Housing First Fidelity Scale, which identifies 38 features of a Housing First intervention, is a useful primer to understand the practical application of Housing First principles. A lengthy discussion is beyond the scope of this report, but the features of Housing First can be reviewed here: http://housingfirsttoolkit.ca/wp-content/uploads/Pathways_Housing_First_Fidelity_Scale_ACT_2013.pdf

How This Report Was Created

Approach

Self-determination is the idea that you have a say in what happens in your life. It is the ultimate expression of human dignity and an essential principle of human rights. Users of Canadian health care expect to influence their care plans. Self-determination is understood in psychology and community development to be critical to soliciting and maintaining willing participation.

Participation of people who experience homelessness is critical to developing strategies and solutions to end homelessness. (Norman, Pauly, Marks, & Pallazzo, 2015)
Interventions developed with user input are generally more effective than those that are not. This project, which seeks to understand the barriers to ending homelessness and identify sustainable solutions to resolve those barriers, is grounded in the experiences and analyses of those who are experiencing homelessness.

People experiencing homelessness have unique vantage points of the systems, processes, agencies, and institutions they avoid or interact with. These viewpoints can identify procedures that need to change to help someone secure or maintain housing.

This report makes visible the experiences of those who are unhoused and utilizes multiple methods to critically analyze and identify why people are experiencing chronic homelessness and what interventions could change that.

Methods

The project engaged seven participants who were experiencing unsheltered or sheltered homelessness. Five participants were recruited by visiting parks and building relationships with those who were sheltering in place. Community volunteers introduced the report author to two participants. The project recruited four additional participants, but after initial meetings, one person revoked consent, and three were unavailable.

People experiencing homelessness are interested in developing solutions to homelessness and crafting how services are delivered, but many barriers exist which make participation difficult. Exclusion, power imbalances, lack of time, and lack of trust make participation difficult. (Norman, Pauly, Marks, & Pallazzo, 2015)

Individuals and families experiencing homelessness spend much of their days locating food, shelter, and services. This translates into a lack of time to participate in research or strategy sessions. The study resolved the time barrier by engaging people where they were, when they wanted, and by helping with daily tasks, if welcomed.

Many who experience homelessness do not trust agencies or institutions, and for many, lack of respect is a shared experience. Respect must be earned by deep listening, transparency, and demonstrating regard for people's experiences and knowledge. (Norman, Pauly, Marks, & Pallazzo, 2015)

The project resolved the trust and respect barrier in two ways. Firstly, by showing participants a copy of the information documented and asking for consent to share the information. Secondly, the study process asked participants to co-analyze the information, make suggestions for how the services can be changed, or make suggestions to help end homelessness. The study also reduced opportunities for bias that can arise from interpreting information by inviting participants to analyze their own experiences and make recommendations.

Participants had control over what information they shared. The process documented participants' experiences of the institutions they rely on for survival and their reflections on these experiences. Participants were engaged where they were already spending their time. With consent, the initiative assisted three of the participants with their engagements with the system (i.e., driving to appointments, contacting agencies), documenting the experiences, and participant's reflections. There were multiple engagements over several weeks with each participant, ranging from three to six meetings in total.

The study also interviewed frontline workers, senior managers of housing organizations and sector experts, and collected administrative data from BC Housing and Island Health.

Island Health provided data to describe a current snapshot of the bottleneck in MHSU residential. Both Island Health and BC Housing provided data describing the numbers of people who entered or exited homelessness from their respective facilities between December 2020 and April 2021. BC Housing provided data on the number of supportive housing completions for the past 10 years, the number of forecasted units for the next three years, and the number of active supportive housing applications.

Stipends

It is common practice to provide stipends when collaborating with people experiencing homelessness. Financial compensation acknowledges the value of people's time, promotes equality, and recognizes that time spent participating in research results in a loss of time spent on survival activities. However, stipends may also make it difficult for someone in extreme poverty to revoke their consent in projects that occur over a long period, presenting an ethical dilemma. The best way to ensure voluntary participation may be to ensure that the work has intrinsic benefits. (Paradis, 2000)

This project did not provide stipends to participants. The study offered to help individuals with specific activities such as applying for identification or housing, travel to housing interviews, or acquiring a tent. The process engaged three study participants in these types of activities. The other participants preferred to limit study activities to unstructured interviews. All participants placed fundamental value in having their stories and recommendations shared.

Data collection, protection, and voluntary consent

Information was documented with handwritten notes. All participants had cell phones, and contact information was collected separately on an encrypted phone with a complicated password.

Participants' identities were protected in several ways. Handwritten notes contained no identifying information. Names, and in some cases genders, were changed to protect identity. Story details were anonymized. The report author created a key matching document to ensure the stories were anonymous to everyone except her. The City of Victoria maintained typed files in an encrypted storage system. The City of Victoria's Information Access and Privacy Analyst co-developed and approved a privacy impact assessment to ensure procedures to protect personal information met the compliance requirements of the *Freedom of Information and Protection of Privacy Act*.

The study developed the information provided by individuals into first-person accounts. Each participant reviewed their story, made corrections and changes, finalized recommendations, and consented to its inclusion in this report. After each participant agreed to the final narrative, original notes were destroyed.

Stakeholder interviews

The process conducted unstructured interviews with six frontline workers and twenty-four senior managers and/or sector experts. Interviews were unstructured to allow all ideas and insights to emerge. The report author transcribed and recorded interviews. Typed notes were updated upon review of interview recordings where necessary.

Analysis

The full text of the interviews was reviewed to identify descriptive labels or codes for pieces of text. The interviews were coded three times. Minor revisions to codes were made and larger segments of text were extracted in the final round of coding and extraction. Text data from multiple interviews were grouped according to codes. Coded data was organized into themes. For example, text data that was coded trauma was organized into 'the need to shift to person-centred system of care'. Coded text for frontline workers was grouped separately from senior managers to allow each theme to be examined from different points of view. The finalized stories from participants experiencing homelessness were analyzed for their contribution to each theme.

Small amounts of text data that did not directly relate to barriers to ending homelessness were disregarded. Coded text grouped into themes were reviewed against the original interview notes to ensure the themes and sub-themes were true to the data. Research and local reports related to the themes were reviewed to add strength to the analysis.

Study limitations

The study took place between February and June 2021, a transformative period in Victoria's homelessness response system. The focus of attention for many of the stakeholders was the active response to the pandemic. Supportive housing takes many different shapes and forms, and some supportive housing sites have been operating for more than a decade in Victoria. This study revealed no information about the operation of older supportive housing, and readers should not generalize findings of transitional hotel sites to supportive housing.

The Experiences of People who are Homeless in the Capital Region

The following seven stories demonstrate the diversity of people who experience homelessness in our region. The participants' names have been changed and details anonymized to protect the identity of the individuals involved. The information is presented as stories to help readers walk in the shoes of those who are homeless, and for policymakers to identify areas for improvement.

The contributors range from 37 to 64 years of age. Two participants are Indigenous. Two have experience with the foster care system. The length of time people experienced homelessness ranged from six months to 20 years, with most typical experiences lasting two to five years. Four people first experienced homelessness as a teenager, and two people first experienced homelessness as a senior.

Tim

We're standing outside Tim's tent in the rain. Tim is a senior citizen with plenty of health problems.

"I'm starting my ninth month of living in a tent," he says. "I'm stiff for several hours when I wake up. I've never been homeless in my life. This is horrendous. I'm always wondering what this is doing to my health."

Tim wants a home. He needs one. We make plans to go for coffee the following day so we can talk without interruption from other campers.

At the coffee shop, I pull up phone numbers so he can make calls in search of an apartment. His preferred home is a basement suite with seniors upstairs that he can help out with errands or fix things around the house.

For more than 90 minutes, we're on the phone with Pacifica on Cormorant Street, BC Housing, a seniors housing society, as well as a non-profit society that's advertising subsidized seniors homes.

We strike out.

Either no-one answers, no-one says anything meaningful or there's nothing available.

"This is done on purpose to make people give up," laments Tim. Then he tells me that several months ago, he was interviewed for a home in seniors subsidized housing run by one of the big housing operators in town. It seemed ideal.

"The rent was \$900 per month and my PWD (provincial disability income assistance) is just about \$1,235 a month."

Tim was told he would not have enough left for groceries.

BC Housing contracts with non-profit housing operators to provide rental housing that is affordable to targeted income groups. For example, a non-profit housing operator may have an apartment for rent for \$900 per month, considerably less than market rents, but the minimum annual income required to rent that apartment is \$44,501. For the household earning \$44,501 each year, \$900 (roughly 30 per cent of net income) is considered affordable. A household that earns only \$15,000 each year, a bit more than an individual's income on disability assistance, the apartment would be almost 73 per cent of income, not affordable by anyone's standards, but better than homelessness.

Tim considered the apartment much preferable to living in a tent. However, an unintended and perverse consequence of BC Housing's minimum income requirements is that it excludes people from accessing affordable housing who have only worse alternatives.

"Would BC Housing really keep me in a tent? I want to get the gumption to walk into the office and ask them about it. Who are they to tell me I can't afford the rent?"

I visit Tim at his tent one week later. He has been told he's pre-approved for a rent subsidy and has been busy walking all over town to view apartments to rent. He tells me that an outreach worker told him he'd be offered a BC Housing hotel room this week. He also tells me that a shelter worker reached out to him to invite him to fill out an application for a shelter space. He was happy about the prospect, filled out the application and was given an appointment with a manager. The next time I saw him I asked him how the appointment went.

Tim was told they might have spaces open next December — another nine months of tenting. He thought he'd filled out an application because there was space immediately available and expressed his dismay.

"The manager said to me, 'Do you want it or not?'"

I could tell from Tim's body language what he thought about that and didn't ask him what his answer was.

Finally a week later, he was offered a space at one of the hotels. He shows me a card that reads:

"You have been offered indoor accommodations. Your move-in date is the 15th. You will have a secure private space, meals, toiletries, 24-hour staff. You are limited to three bins of belongings. This is a 'transition to housing' shelter. You will be offered permanent housing in the future."

It was heartening for Tim.

"I was at the end of my rope," he says. "I can't hardly wait to get in there."

I talk to him 10 days after he moved in.

“I’ve got such a spring in my step. I have a queen-sized bed, a bathroom and electricity. I sleep so well I don’t even wrinkle the sheets on the other side of the bed. I can talk to people now without getting distracted. I haven’t stopped smiling since I moved in.”

“I don’t need any of the harm reduction or anything else, but I pay \$375 which is what I can pay and that makes me happy. Next November, I’m going to start looking for a low-income seniors home to move into, but this is just great for right now.”

Together, we agreed on the following recommendations:

1. Build a sufficient amount of affordable housing for seniors living on persons with disability income assistance.
2. Two-way communication between those who are homeless and decision-makers. It’s not useful to be able to talk to someone who cannot tell you anything about your housing future.
3. Streamline the application process. Have one application and share the information between all housing providers.
4. People who are homeless absolutely must have a say in their lives. Work collaboratively with people who are homeless on all aspects of planning and improving services and housing for people who are homeless.

Bennet

Bennet is a lively person with a wide smile and infectious laugh. She was living in a tent in City parks for nearly three years until a recent move to a transitional supportive hotel facility owned by BC Housing. It’s a move that hasn’t really worked out. And the situation, she says, came with a lot of confusion.

“When I was offered a room at one of the hotels, I thought I couldn’t say ‘no’. As far as I knew, if I said ‘no’ we would be taken off the list for housing. I have since been told that’s not how it works. I wouldn’t have come here if I knew I would stay on the list. I hate it here.”

Bennet tells me she wouldn’t have known she had to pay rent if the administrator at the income assistance office didn’t yell it at her as she was heading out the door. She explains that, throughout her three years of homelessness, outreach workers didn’t help her with anything.

It was community volunteers who helped her get identification and disability income assistance.

Over breakfast, we make a list of things to do: taxes, open bank account, figure out how to get permanent housing, visit an optometrist and a dentist. And since I always hear about ‘wrap-around supports,’ I ask if there is someone at the hotel who can help her with these things.

“There is no assigned social worker,” she reveals. “There is a different one in an office each week. They go off of the notes that the person wrote the week before. So, if the first person tells you to wait and the second person asks, ‘What are you waiting for?’ it isn’t very helpful. There should be assigned social workers so you can see the same person every week to work through your stuff.”

After we write the list and with some prompting, Bennet texts an outreach worker to let her know she wants her own apartment. She tells me she hates the hotel so much that she often thinks about returning to tenting in a park. She’s lonely, isolated and bored.

We walk back to the hotel together and she runs into one of the nurses and asks about safer supply and I say my goodbyes. When I see her the following week, I ask her how the safe supply worked out.

“It doesn’t work. It’s just making me frustrated,” she says.

We develop a routine and meet for breakfast every week. One day, she tells me about her life. She was part of the infamous Sixties Scoop. After being removed from her parent’s home, Bennet was adopted. But that didn’t last long. Her adoptive parents were abusive and she was removed and put into foster care — a revolving door of relatives and strangers.

“I’ve basically been on my own since I was 15.”

Bennet had her first child when she was just 18. Her daughter died, tragically, of a rare illness when she was just over a year old. Bennet was charged in her child’s death, went to trial, and was found not guilty of all charges. Despite being cleared of all wrongdoing, her subsequent five children were apprehended at birth and taken away from her in the hospital before she had a chance to meet them.

Birth alerts happen when a government social worker flags an expectant parent to hospital staff. Those staff then notify the social worker when the baby is born, leading to child apprehensions. In 2019, lawyers in the B.C. government said the practice is illegal and unconstitutional.

The practice is now banned in B.C., Alberta, Yukon, Manitoba and Ontario.⁴

“Last week my son turned 21 and my father would have turned 100,” Bennet says.

I ask her if she thinks about her children often.

“Everyday,” she says, without hesitation.

⁴ Vikander, Tess. Jan 15, 2021. APTN. Several Canadian provinces still issue birth alerts, deemed ‘unconstitutional and illegal’ in B.C. & McKenzie, Anna. Jan 12, 2021. APTN B.C. ministry warned birth alerts ‘illegal and unconstitutional’ months before banning them.

The next week, Bennet tells me again how much she wants to move out of the hotel. It's been almost four months and the hotel isn't becoming a home. "I sleep here, but I don't get any rest."

We call a different agency to inquire about housing and, to our good fortune, an outreach worker says she can meet us at a Tim Horton's in 15 minutes. We meet her at the coffee shop and Bennet fills out another application for housing — this time it's a non-profit housing society's application for independent housing. We're told this non-profit has subsidized, independent apartments coming available and Bennet will get a letter in the mail.

We talk about what it might mean.

"If I get permanent housing, I'm supposed to go back to my other doctor, but he's the guy who left my application for disability income assistance in the drawer for months. I don't want to deal with new doctors. They know stuff about me. They know about my post-traumatic stress disorder, my pain."

Several weeks pass without hearing any news about an apartment. We agree to approach the staff at the temporary housing facility with one question, "How do we get an apartment?"

To my surprise, as soon as we ask, Bennet is invited to fill out a transfer request. Bennet is, however, informed that there isn't much movement, so she shouldn't get her hopes up. She's also told that the building staff will be asked to provide a reference of sorts and that she will have a better shot if she keeps her room clean and talks with staff about any problems she is having.

When we debrief about the interaction, she tells me, "My problems are not with them [the housing staff]. And I don't want to tell them about my personal life. I already feel like I'm under a microscope."

Bennet continues to tell me she's never heard of a success story "come out of one of these places". She says she meets people who have been evicted, but never hears about the others. "I want to hear about someone who has slowed down on their drug use."

She tells me they could provide some inspiration on how drug users can kick their habit. "There are posters everywhere telling you where you can go to get high, but nothing about where you can go to get sober. We need some encouragement. An idea of a next step. There should be posters telling us about detox as well as posters about safe supply."

Bennet is keen to do something different with her life. She's most excited about the potential to attend a land-based cultural camp this summer.

She also says living here, in a temporary place, with no power to initiate a step towards something permanent or greater wellness is like "being stuck on stupid."

"There has to be a next step. My program agreement says, 'we would like to help you get ready for a move into a great, permanent home' but after six months I don't see it."

Together, we agreed on the following recommendations:

1. Clarify the length of time a person will typically stay in temporary housing facilities.
2. Clarify the process for leaving temporary housing. Have people and resources to help people leave temporary and supportive housing, if that's what they want.
3. Build more housing that is affordable to people who rely on provincial disability income assistance to not have to experience homelessness.
4. Provide clear, consistent, written information directly to people who are experiencing homelessness, and living in the temporary housing and emergency shelters.
5. Enable people to be active participants in acquiring permanent housing.
6. Allow people to keep their health-care providers when they move.
7. Have social workers assigned to individuals to build trust and help people pursue their individual goals and plans.
8. Have more Indigenous cultural programming available.

Hannah

Hannah devours books about botany and science.

She has lived in one of the city's emergency shelters for nearly two years. Daily she retreats to a place she calls "the sanctuary", an apartment a friend lets her use during the day.

I visit her at her friend's apartment and she makes me tea using fresh ginger. Surrounded by piles of science textbooks, she tells me about her experiences.

"It's unfair to force people to live in these conditions," she says about the city's emergency shelter. "I don't shower or eat there because I'm afraid of getting sick. There is very demeaning treatment by staff. There are cliques and favouritism."

She provides more details: "After I had my surgery my surgeon wanted to rent me a hotel room to recuperate, but I couldn't accept because I had already spent four nights in the hospital."

Hannah explains that if you receive permission in advance, four nights is the maximum number of nights you can stay out of the shelter without losing your bed. If you don't get permission, you lose your bed after 24 hours. She also explains that you are required to leave the shelter during the day.

"So I went back to the shelter and during the daytime, I sat in my car." Through tears, she continues the story. "There was a man staying at the shelter who was receiving chemotherapy. During the daytime kick-outs, he would just lie on the sidewalk. I sat in my car and watched him lie on the sidewalk each day."

Hannah says that last year, she was offered a subsidized apartment. After she viewed the apartment, she asked if she could have some time to think about it. They told her she could have one week.

"I called the manager five days later to accept the apartment and I couldn't get a hold of her. A friend suggested I write a letter and date it. I did. I dropped the letter off for the manager."

Many weeks went by. Eventually, one of the ground floor staff told her she was denied this apartment.

"You get all your agency stripped away," explains Hannah.

I ask her if she knows anything about her housing file.

"I have a file number. I spoke with someone about it six weeks ago. They said, 'All I can tell you is you are high priority.' There is no one in this system I can work with to develop a strategy to get permanent housing. The last time I called I got an endless voicemail."

Hannah is most upset about the lack of respect she has experienced since becoming homeless.

"Shelter staff once said to me, 'Someone has left a book for you, but you cannot have it until you clean your things out from under your bed.' Forget that they were not my things under the bed, nobody has the right to speak to me that way. It's incredibly patronizing."

"A few years ago I went to one of the city-owned seniors centres to become a member. I thought it would be a good place to spend the days since you have to leave the shelter. I was giving my information and when they asked for my address, I said I was homeless. They all backed away from me with wide eyes. I was so mad."

A few weeks later, Hannah is finally moved out of the emergency shelter, but instead of permanent housing she is moved to one of the pandemic hotels. I catch up with her after moving in to see how it's going. We go for a walk and she points to all the places she has pulled ivy from the trees. She explains that the ivy is invasive. "Ivy is tenacious and overwhelms native plants."

The hotel is a step up; she can sleep at her friend's apartment without fear of losing her room at the hotel, but she tells me she's really stuck. She can't afford her own apartment and she cannot afford to give up her hotel shelter room.

Hannah tells me that the hotel policies are designed for the least capable people.

"No kettles for making tea, no guests allowed. It's dehumanizing. I used to prevent boilers from blowing up and now I can't have a kettle."

"There needs to be a reasonable time limit on transitional housing and shelter stays. The thought of living here much longer is unbearable."

What Hannah is most concerned about is the stigma people who are homeless experience.

"What I really want the government to know is many of us were perfectly functioning working people before we became homeless. We did not make poor choices, unless working was a poor choice. I just happened to not get very wealthy. It is impossible to stay healthy living in a homeless shelter."

"And people who have a mental illness or addiction are human too."

Hannah worked her whole life as a naturalist. For a time, she was a park warden. She wrote articles for trade journals and won distinguished naturalist awards. In her early twenties, she was a shift engineer at a mill. We are looking through an old photo album together and I see a photo of an old cabin in the woods. When I ask about it, she tells me about a time she returned to her rustic cabin after a shift at the mill. "There was a full moon and I could see the reflection of the moon in the cabin window and the pond." Savouring the memory, "I saw three full moons that night!"

"I have lived in poverty my whole life. I've lived through a lot of personal and physical hardship. I still feel extraordinarily fortunate because I lived in places of such natural beauty. But the way society treats us is worse than terrible. I've worked hard my whole life. I wish the government would give us a poverty euthanasia pill."

The last time I saw Hannah was on April 6 and, after two years of being sheltered in the homelessness response system, she is still waiting for a home that will allow her to feel like her whole self again.

Her ideal home would be a suite or tiny home where she has lived her whole adult life, close to nature in one of the surrounding areas of Victoria.

Together, we agreed on the following recommendations:

1. Develop enough subsidized affordable housing so that seniors on provincial disability assistance don't need to live in homeless shelters for longer than two to three weeks.
2. Commit to getting people out of emergency shelters and into safe adequate housing within 21 days.
3. Do not forget about the people who are living in emergency shelters and transitional housing. Have a sense of urgency to help people rapidly exit these spaces, which do not provide dignified, long-term homes.
4. Require all staff and volunteers in public buildings such as community and senior centres to take anti-stigma training and submit action plans that identify how these public spaces will be made welcoming to people who are experiencing homelessness.
5. Create programs that get 'clients' into the natural world.
6. Create a healing farm for people who are recovering from homelessness.
7. Look at people's strengths, skills, and knowledge to build individualized plans to get out of homelessness.

Eric

Eric makes friends easily. And after three years of being homeless in Victoria, knows a lot of people. When I visit him at his tent there are always people popping by to say hello — fellow campers and people who live in the surrounding neighbourhoods.

Eric asks me to drive him and his wife to an interview for supportive housing. On the drive over we get the address mixed up. It's a community volunteer, not an outreach worker, who has given him the address and it doesn't match the name of the agency. After a bit of a panic and a few phone calls we end up at the right place. It's all smiles.

The meeting seems to provide hope.

Everyone is elated on the drive back to the park, confident that this long, difficult period of living outside is finally coming to an end.

“It’s hard to sleep when you’re living in a tent,” Eric tells me. “Lots of people take drugs to stay awake at night so they can keep themselves safe. Somedays you might have a short temper because you haven’t slept. People need to understand how stressful it is to live outside.”

However, despite the initial optimism, weeks go by and there is no phone call, no visits by outreach, no information about their interview. Nobody calls to say they did not make the cut. Nobody calls to explain why. Ghosted. It’s like the interview didn’t happen. Months later, Eric gets a call from a different housing operator for another interview.

This time, he’s offered a room in a transitional supportive hotel, but told to go back to the park to wait for a phone call for his move-in date. Another four weeks go by.

“I don’t feel welcome,” he sighs. “They refuse to give me any kind of timeline. I’m sitting here waiting. Obviously I’m not getting into housing. I think I’m getting housing, but it’s been weeks. They don’t give a shit. They are not accountable.”

Finally, he is told he’s allowed to move into a hotel room. The transition is difficult.

“Now that I’ve moved into a hotel,” he reveals after the first few weeks, “I feel like I’ve lost my independence a little bit. I’ve lost my relevance a bit. I helped people all the time when I was outside. Now I feel I don’t have a purpose.”

And on another day, feeling a little darker, he shares this.

“It’s not cool in here. I feel like I’m in a black hole. It sucks not having any guests. I’m not a child. It creates a reason to desire the street. That’s why homelessness is re-occurring. It’s affecting me deeply and I tell people all the time and they are like, ‘Oh yeah’. As I go through this process for the first time, I never thought about what it would be like to not have the supports I had from my friends on the street visiting me every day.”

On the plus side, he says, “There’s a lot of NIMBY’s complaining about the hotels. I don’t see any of it. People go outside for smokes. That’s all. I haven’t seen any fighting. All this crap about violence is untrue. You can’t do that kind of stuff around here.”

He continues: “You don’t find out you have trauma until after the event. You can’t just house someone and expect them to be recovered right away. Here (at the hotel) they let me be myself. Knowing you won’t be kicked out is the most important thing. A person can go through a period of healing if they know they are secure. I have been couch-surfing, moving around, sleeping rough, living in my car or in work-camps since I was a teenager. For me, it will take a few years for sure.”

I talk to him a few weeks later and ask him to reflect on his experience living outside for so long.

“Trust is really low. We went through homelessness for three years. We only saw outreach after moving into an encampment. The outreach team would come talk to us, but they wouldn’t even help us. We had no idea about that process. I wasn’t receiving income assistance the whole time I was homeless. Is someone supposed to help with that? It wasn’t until the pandemic when I met some community neighbours that I got help with income assistance. BC Housing was non-existent to us.”

“BC Housing is out to lunch. They don’t know what’s going on. We see a pamphlet saying, ‘Talk to your outreach worker’ and we all laugh. Who’s your outreach worker? They are holding back information. They are not transparent.”

“We have spent most of our lives in the system and it has let us down time and time again. There is mistrust and there is also defiance. Defiance is a way to maintain some dignity. We need to have some choice over our lives to protect our dignity.”

Eric tells me breaches are part of the system that creates and maintains homelessness.

“Breaches are a cop’s favourite tool. They can put alcohol as a breach, but if you’re an alcoholic saying don’t drink is like saying don’t breathe. They can come unannounced at any time to see if you’ve been drinking. And just like that, you’ve got 30 days in jail. Thirty days in jail is just long enough to miss a rent payment and get evicted.”

I see Eric a week later and he tells me he applied for a job with the help of a friend. He’s bored. He’s going through a really rough time. He has post-traumatic stress disorder (PTSD). “I had hoped to get help with that here but the kind of help available isn’t for trauma.”

And he’s extremely worried about his friends who are still living outside.

“When it comes down to it, everyone will accept housing. People will refuse shelters, but they will all accept housing.”

“I stayed in a shelter and I get why people refuse to go into shelters. If you have trauma and get triggered easily, it’s like you’re being set up for failure. How can you not lose your cool when people are stealing your stuff every five minutes?”

In the back of his mind, he still worries about being homeless again.

“I still don’t know how long this housing will last. I know it’s temporary, but I don’t know more than that. I can survive outside but I don’t want to go back.”

The last time I saw Eric was June 13, about four months after he moved into the hotel. He is not using the health or harm reduction services available at the hotel. He is bored and eager to start building a new life.

He tells me he won’t talk to the building staff about his PTSD. “He’s a suit. I don’t relate to him.” And explains his desire to have peer support.

He explains, “They should figure out who is willing to join an effort, or a program, to get better.” He elaborates they should advertise the program to find people who are willing: “When you’re sick of the street, and you want to improve your quality of life, come see us.”

He emphasizes that help must be available when people are ready for it, and that peer workers need to be part of it. Eric is ready for something else and would accept help from someone he trusted and could relate to. He expresses disbelief at the lack of support

“There’s nothing on the other side of housing? Seriously? There’s no way to get better.”

Together we agreed on the following recommendations:

1. Acknowledge past harms associated with repeated displacements.
2. Build trust with people who are experiencing homelessness through dedicated, consistent support workers.
3. Collaborative, active engagements with people experiencing homelessness in planning moves throughout the homelessness response system.
4. A moratorium on the expansion of shelters, with a plan to wind down the shelter system while simultaneously increasing the supply of housing specifically for people exiting long-term homelessness.
5. Offer help immediately upon move-in to supportive housing for people to better their lives and not be idle.

George

George was first homeless at the age of 14.

And he remained so for 20 years, until he was 34 when that adage that goes “it takes a village” turned out to be spot on.

Despite having accessed services from numerous agencies, it wasn’t until 2014 when 10 Victorians decided to help George find a way out of his “lifetime” of homelessness.

George calls them ‘The Power’ and you can read about it in this Globe and Mail story: <https://www.theglobeandmail.com/news/british-columbia/homeless-mans-life-repaired-through-the-support-of-strangers-and-theatre/article17841818/>

George has been living in the same apartment his 10 champions helped him find seven years ago and says his desire to leave the street and that life behind, coupled with the structure and help offered by The Power is what was needed to change his life.

The Power taught him how to pay bills, how to budget, how to cook, how to buy clothes and how to go through the myriad forms and steps to get provincial disability income assistance. During that year of help, each member of The Power contributed \$100 per month to George's living costs. It still took him about a year to learn everything to live independently and to transition to provincial disability assistance.

"I've definitely had my ups and downs," he says. "Getting a dog changed my life. It made me do things differently. It made me choose different friends. Having something to look after... that was outside myself, made me make better decisions. Anyone can learn from responsibilities of having a pet. Those social skills are transferrable. I treat other people like I treat my dog. I give a fuck about people now."

George tells me that when you're living on the street you get abandoned and disregarded regularly by the services and agencies that are supposed to be in place to help you.

"And you try your best to do things exactly how they say, and then you fail. And they abandon you when you are not successful."

He tells me that even today he can still call on most of The Power of 10 if he's afraid, mad or upset. "I can call them and at least I can get five minutes on the phone. Those five minutes make all the difference in the world."

Those involved in The Power wrote a year-long contract. In it, George made clear what he expected of The Power and they related what they expected of him in return.

The contract detailed how money had to be spent: rent, bills, food. In that order.

"It's been about seven years now," says George. "I'm still in the same place. As long as I stick to what The Power of 10 taught me, I can stay there. I do it by rote every time. When the disability cheque comes in, I pay the rent to Brown Brothers that day, even if it's five or six days early." The landlord raises his rent whenever he is allowed to but he pays \$800 per month while George acknowledges that "everything around me is \$1,200."

George met regularly with The Power and he'd tell them about his progress and they'd tell him what he might do differently.

"I needed and wanted that help. I don't figure out stuff the same way other people do. I can survive in any town in Canada, but give me some government forms and my brain just freezes."

George tells me that The Power of 10 never let him get away with anything. There were meetings and cross checks. He had to show them his bank account every two weeks.

“If I screwed up it was on me. Once I lost a third of the rent and I had to figure it out.”

I ask if he liked having this sort of strict accountability.

“I found the structure and accountability necessary,” he says. “It’s not that I liked it. I wanted to improve my life. It wasn’t a matter of like, it was a practicality. I knew that those 10 people had skills that I didn’t. They even taught me how to cook.”

“I can cook better than my mom now. We’ve just repaired our relationship in the past three years. We talk every two or three days now.”

I asked George if any of his experience with The Power of 10 was negative. He tells me about an argument he had with one of the 10:

“He lost his temper and called me a bunch of names. I came this close to shaking him like a rag doll. Why I didn’t was for a bunch of reasons. We were in the disability office. Security was there. I didn’t want to go back to jail. I didn’t want to break my contract with The Power. I didn’t want to destroy two years of work. I had a dog at home. Time slowed down and I saw all these things. Before The Power of 10 I would have given in to that rage. On the street you can’t let anyone f...k with you. If you do, it’s over; you will be prey from now on.”

George says it took him a long time to set aside the skills he had honed to survive on the street.

“It takes time to switch all that. Some go to the military, they come out and they can’t switch that off. For the homeless, it’s the same. It’s often special needs kids who slipped through the cracks. I bet more than most people think.”

We go for a walk around downtown and George shows me some of the places he used to sleep. He tells me that there used to be a Golden Rule: never tell anyone where you sleep.

“If Joel hadn’t decided to help me, I’d be in one of those encampments right now. I met them half-way. They wouldn’t have helped me if I didn’t meet them half-way.”

“I tried to get out many times. The agencies either look for people who have potential and focus on them. Or they look for the most difficult ones. There’s no middle ground. There were times I wanted to act out. I had to seek out the help I got. I knew there was no other way out.”

“I asked for structure. That was Joel’s idea as much as my own. I knew there would be times when I didn’t feel like doing what they told me to. I knew it was my last chance to get out.”

On our walk, we end up at Cool Aid. George knocks on the door and asks a worker if Wendy is in. She says no, but maybe she can help. George politely says ‘no thank you, but I don’t know you.’ And we continue our walk.

I ask him if he still uses the services at Cool Aid and he tells me his doctor is at Cool Aid and they gave him a medical advocate.

“The Jubilee (hospital) doesn’t treat homeless very well. They think everyone who is homeless is addicted or psychotic. I had a kidney stone and it hurt so much I was screaming in pain.

A doctor came over and told me to shut up. He said if I didn’t shut up, I would be taken to an isolation room and stay there until the next doctor came on at 6 a.m. tomorrow. I won’t go to the hospital without a medical advocate now.”

“The most important thing to include is the one-on-one support and it’s important to be the same people, not different, because you have to be able to trust them. Trust doesn’t come easy on the street.”

Together we agreed on the following recommendations:

1. Some people are going to need help forever, even if it’s just a five-minute phone call. Account for that.
2. The system needs to build trust through one-on-one consistent relationships.
3. Some people thrive with structure and accountability. Offer structure to those who need it.
4. Replicate ‘The Power of 10’ model to help more people exit homelessness.
5. Encourage people to have pets and consider animal therapy in supportive housing.
6. Help people volunteer with the SPCA to learn how to care for someone outside themselves.

Jeff

Jeff has been living outside for five years. I first met him at one of Victoria’s homeless encampments. He was cracking jokes and making everyone laugh.

When I see him a week after he moved into one of the shelter hotels, he can barely keep his eyes open. His eyelids are heavy and his words keep drifting off.

Jeff eventually tells me that, when he moved into the hotel, he was prescribed Suboxone by one of Victoria Cool Aid Society's doctors.

Suboxone, he explains, is a replacement for opioids. (It helps reverse the side effects of short-acting opioids, including heroin and prescription painkillers and prevents the painful withdrawal symptoms caused by opioid addiction.)

"I've been using Suboxone for a week. My girlfriend is nervous because it always looks like I'm falling asleep, but it takes a little bit of time for your body to get used to it."

We catch up a week later and Jeff has stopped taking Suboxone. "It made me sleep all the time."

Jeff reveals he's "always" been an alcoholic, but started using drugs a year ago, after being on the street for four years. "It's the life, the atmosphere, the people."

He tells me he has overdosed five times. "Last week I went down in my bathroom."

Jeff and his wife tried to get housing a few times on their own, but it was impossible, so they eventually gave up and got used to moving around.

"Being at the encampment, not having to pack up every day, was a huge relief. We were hired to do odd jobs at the encampment. It was the first time I was ever involved in anything like that. I felt reliable, heard, and respected."

Jeff goes on to tell me that it was the first time in his five years of being homeless that anyone offered any help to him.

"When I was in the encampment, I got regular phone calls from outreach. They would call to say, 'we're going to be in the park tomorrow and want to make sure you are there.' When I got offered this place, they called me and asked me if I had received my offer card with the location of my new home from BC Housing."

I ask him how the phone calls made him feel.

"That made me feel pretty good. That made me feel like something good was going to happen."

Even though he was in contact with outreach regularly since the beginning of the pandemic, Jeff never managed to get on income assistance. He plans to call his doctor tomorrow to ask him for an appointment to complete his forms to receive disability income assistance.

He's only been in the hotel for one week.

“I feel way better being inside, but my girlfriend hates it. She never leaves the hotel, but I’m out every day. I’m busy. I’m trying to get a job as a peer worker and I’m going to counselling and meeting with people like you. For us, it’s better that we have separate hotel rooms. We’re fighting a lot. She’s having a really hard time.”

“Today I did my first session of counselling. I’ve done counselling before. I did two years of counselling, workshops and cultural healing in the past. The cultural healing was the best. I went to an island by myself for two months. It was life-changing. They dropped off food. My body started getting healthy again and then my mind. My heart was open and the ancestors visited me and jumped in my heart.”

Jeff’s grateful for the hotel room but would rather be in his own apartment. Eighteen months is a long time to be in temporary housing he tells me.

“If I could change one thing, I would ask that they make it easier for us to do things for ourselves. We also would like more contact so we know what they are doing to help us.”

I ask him what his hopes are for the future.

“Going forward, I want to be alive and not struggling.”

Does it feel within reach?

“Yeah.”

Together we agreed on the following recommendations:

1. Make it easier for residents to take an active role in getting permanent housing or jobs.
2. Regular, clear communication with people experiencing homelessness.
3. Create more opportunities for Indigenous cultural healing.

Abby

Abby has been sharing a tent in one of the City’s parks with her friend, Chris for a few months.

Chris was offered a room at one of the transitional supportive hotels and he’s moving out of the park imminently. Abby is crying and very distraught at the idea of being left alone.

The street nurse found her a room at a women’s shelter.

She's planning on going into detox in two weeks.

I visit Abby the next day and she tells me she is not going into the shelter. Her hands are shaking. She's clearly upset at the idea.

"I will camp until I goes into detox," she says. "I stayed at the women's shelter before. I was sober then and being surrounded by people who were drunk or high was difficult. I'm not going back there."

I see her the following day. Her friend has moved to his hotel room and Abby has been offered a spot at a different shelter. This shelter has the reputation of being quieter than the others, and supposedly mostly older folks live there.

The shelter turns out to be OK.

"It's a little weird because I'm the only woman there," Abby explains, "and there are only pods, so there's no privacy. But there is security, and my pod is directly across from the outreach worker, so that makes me feel safer. I'm hoping to get into detox as soon as possible."

I ask her to tell me more about avoiding the women's shelter.

"There are no meetings. You are not allowed to drink or do drugs onsite, but you can be hammered," she says. "You only have to be there from 2:00 a.m. to 5:00 a.m. There's no structure. It offered nothing. No counselling. No way to improve your life. I would never go back there."

We meet up after she's moved into detox. She looks like a completely different person. Healthy, happy, a big smile on her face and optimistic about the future. She tells me all about it.

"Detox is amazing. There are group meetings, acupuncture, and good food. I lost 20 pounds living at the park."

She tells me she will be moving into a second stage recovery house the following week.

"There's a curfew every night. There will be group meetings and chores and we will take turns making dinner each night. We have passes to the pool and gym. It's very safe and clean and I will stay for three months."

Abby was living in the park for six months. It was her only experience of being homeless. The pandemic brought her into that circumstance. She's hopeful about the future. When she looks back on her experience in the park, she cannot believe it was her. She tells me how many great people she met living in the park.

“The people who were living there are so kind and caring. Everyone looked out for each other. I never felt unsafe with anyone in our community. The only time I felt unsafe was from people coming into the park to harass us, like the guy driving the mustang who threatened to burn our tents.”

The last time I saw Abby was on May 14. It had been six weeks since she’d had a drink, and eight weeks since she’d moved out of the park — and everything is different. Abby landed a part-time job and is determined in her recovery.

Together, we agreed on the following recommendations:

1. Create more supportive and recovery housing for women.
2. Require anti-stigma training and plans for neighbourhood associations and community centres.
3. Recognize that people experiencing homelessness provide valuable care to one another; build programs and solutions around that.

Summary of stories

The stories help illustrate the need for the homeless-serving system to develop multiple pathways out of homelessness to reduce the length of time that people experience homelessness. Tim and Hannah are placed in transitional supportive hotels but do not require or utilize the onsite supports. Hannah’s story enables us to empathize with the unjust and degrading experience of living in an emergency shelter for years.

Bennet’s story draws a straight line between the legacy of colonization and Indigenous experiences of homelessness.

Bennet and Eric are in transitional supportive hotels and need different types of support to improve their quality of life. Both have untreated trauma and long-term experiences of homelessness.

Jeff and Bennet request more opportunities for Indigenous cultural healing.

Eric and Abby’s stories help us empathize with those who avoid shelters because of untreated trauma or efforts to maintain sobriety. Abby and George teach us that some people need structure and accountability. George found structure and accountability in community, while Abby found it in detox and recovery housing.

These stories are a call to action to transform the homeless-serving system.

The main recommendations of the seven individuals engaged for this report are brought forward into the final recommendations of this report.

Findings: Barriers to Ending Homelessness

People experiencing homelessness, frontline workers and managers in the homelessness response system identified four critical barriers to ending homelessness: the affordable housing crisis, the need to transition to person-centred care, returns to homelessness (housing instability), and the need for service integration.

The Affordable Housing Crisis

Key informants noted that the withdrawal of federal government investment in social, affordable housing coincided with losses in low-cost housing, and upticks in rent costs. Victoria's homelessness response efforts exist against the backdrop of the affordable housing crisis.

A dire shortage of housing that is affordable for individuals and families on social assistance prevents people from proactively addressing their pending homelessness. It also prevents exits from the homelessness response system. Stakeholders concern for governments to resolve the affordable housing crisis is supported by numerous reports that cite the need for an adequate supply of structural supports – either subsidized housing or rental supplements – to resolve homelessness. (Albert, M., Penna, T., & Pauly, B. (2015); Wallace, Pauly, Perkin, & Cross. (2018; GVCEH & CRD (2019); Aubry, T. Agha, A. Mehia-Lancheros, C. Lachaud, J. Wang, R. Nisembaum, R. Palepu, A. Hwang, S. (2021))

Affordable housing shortages cause bottlenecks in the homeless-serving system: people are living in emergency, transitional housing, and MHSU residential beyond — in some cases years beyond — the intended program length. This prevents others, including those who are unsheltered, from accessing those resources.

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This report also surfaced evidence that raises questions about the wisdom of universally applying Canada's definition of affordability, especially when the application of the definition works to maintain people's homelessness and works against self-determination.

What the stories of people experiencing homelessness tell us

Homelessness is an extreme form of poverty. The majority of the study participants rely on provincial disability income assistance, which is not sufficient income to enter the current rental market. Bennet, Hannah, and Tim made explicit recommendations to build housing affordable for those who live on provincial disability income assistance to prevent and end homelessness.

The shortage of deeply subsidized housing translated into long-term homelessness for Tim, Jeff, Hannah, Bennet and Eric.

Affordable housing shortages have also resulted in unsuitable housing placements for Hannah and Tim. Both Hannah and Tim reside in buildings with 24-hour staff and onsite supports. They accepted placements in transitional supportive hotels because there is no alternative affordable housing available. Hannah and Tim could, independently or with minimal in-community support, resolve their homelessness with access to affordable housing.

George and Tim's experiences raise questions about the policies and practices that keep people homeless in instances where the ideal metric of affordability cannot be achieved.

For the past seven years George has lived in the same apartment, which costs more than one-third of his income. According to commonly accepted definitions, his rent is not affordable. Most would agree that George is better off renting an unaffordable apartment than living outside. George was supported by community members to exit homelessness and secure his apartment. His story provides inspiration to support others to exit homelessness to housing that is driven by choice and is affordable as determined by them.

Tim was denied a non-market apartment that he determined he could afford while he was homeless because he did not meet the minimum income required by the non-profit landlord. Under certain funding agreements, BC Housing requires non-profit housing societies to vet tenants according to minimum and maximum incomes to meet their affordability targets. An unintended consequence of this policy is the exclusion of people who would increase their well-being despite paying more than 30 per cent of their income on housing. Although Tim was willing and able to pay the rent, he was deprived of affordable housing while he was homeless.

What frontline workers said

Frontline workers' main concern regarding affordable housing shortages is that congregate shelters are used as a substitute for adequate housing. Workers described the differences between congregate shelters, hotel sites, and adequate housing, noting that Housing First is a proven model that places people directly into permanent housing. As one worker explained, "When they say we're going to have housing for all, it's not true. That doesn't mean what's offered will be healthy for people and take into account trauma, privacy, and choice. The housing and shelter options may cause additional trauma for people."

Workers in transitional supportive hotels emphasized the need for adequate housing for residents. Workers noted that the number of new supportive housing units planned for 2022 is not enough to transition all residents out of the hotels that were leased and purchased from 2020 to 2021. As one worker said, "People are definitely asking, 'when will I be offered housing?' I hear that every day." While another shared, "Once we got people inside everyone wants to be on the list for supportive housing, or homes. The hotel is a long-term, temporary thing."

“Once we got people inside everyone wants to be on the list for supportive housing, or homes. The hotel is a long-term, temporary thing.”

Informants expressed an underlying concern that shelters and hotels are being used for longer-term stays than intended. Workers also seek recognition that, for some people, shelters are not suitable for any length of time.

Interviewees stressed that there are people sheltering outside because there is no adequate housing available. One key informant said, “We did have a number of people decline the arena — some people signed themselves in and signed themselves out.” The 2020 PIT Count found that 64 per cent of respondents indicated there are reasons they would not stay in a homeless shelter in the Greater Victoria region, with the top reason being safety.

What senior managers and sector experts said

Senior managers and sector experts commented that the withdrawal of government in the 1990’s from building social housing, coupled with the losses of rooming houses and other forms of low-cost market housing, has greatly increased the numbers of people experiencing homelessness. As one interviewee commented, “There was a street population in the 1990’s, but there wasn’t the massive homeless population we now see. The last five years is the worst I’ve ever seen. Five years ago, it really started to get unaffordable. There always was a problem, but it really accelerated in the last five years.”

Managers noted that the loss of low-cost housing, particularly rooming houses and value-priced hotels have increased the intensity of homelessness experiences. One interviewee elaborated, “Years ago there were lower-level hotels. Folks wouldn’t be able to stay in the summer, but in the winter they could.” And another said, “The rooming houses got shut down because the conditions weren’t great. And they weren’t, but sleeping outside isn’t great either.” Hotels are not a substitute for adequate housing, but the loss of low-cost hotels has reduced options for individuals and made things more difficult for people experiencing homelessness.

Senior managers expressed a desire to see housing planned according to the needs of the community, giving special attention to the needs of people who are at risk of homelessness. As one commented, “I think we need to get our housing under control. Rather than planning around the needs of the people of our city, we gambled on development.” And another said, “There are people who are homeless because the wages that they earn are less than rents. They are excluded from housing.”

Stakeholders acknowledged that some individuals will appropriately reside in supportive housing for life. At the same time, several expressed concerns that there are individuals living in supportive housing solely for financial reasons. As one person articulated, “At some point in supportive housing for the resident it is only about the economics and it is not about the supports. Supportive housing is intended to be supportive. If the reason people are there is just affordability you have an issue.”

Island Health shared that a new supply of appropriate housing would ease logjams in MHSU residential facilities. “We found ourselves with people going into mental health treatment settings and not being able to move anywhere else because there is nowhere to go. We get people more stable and we’re not going to send them back to a shelter, but there is no housing available.”

In April 2021, about 14 per cent of Island Health-operated MHSU beds; 17 in total were occupied by patients who completed treatment and have nowhere to go.⁵ Additionally, between December 2020 and April 2021, 38 people from Island Health operated MHSU residential were discharged into homelessness when their treatment ended and they had no housing to go to. This underscores the lack of suitable and affordable housing. Island Health also shared that they provide health services to people who are experiencing homeless, but outcomes are hindered: “Housing is an enabler for people’s health. We see people stuck in their care plan because they don’t have housing.”

LONG-TERM STAYS IN EMERGENCY SHELTER

“We have a few people that have been in our shelter for more than 800 days.”

Emergency shelters are intended for brief stays and all housing operators expressed concern over the number of people living in their shelters long-term. One simply said, “We have people living in shelters for years.” While another revealed, “We have a few people that have been in our shelter for more than 800 days.” One CEO explained, “That was meant to be a temporary shelter, but some people have been there four years waiting for permanent housing. It is basically cots. It’s a huge gym like room with 40 cots in it. They are remarkably patient. Almost everyone there has been waiting [for housing] for the full four years.” What could be short, episodic experiences with homelessness become long-term chronic homelessness due to lack of affordable housing, supportive housing, and rent subsidies.

During the course of this project, between December 2020 and April 2021, 50 people who were in emergency shelters moved into temporary hotel sites, market housing (with rent supplements), Regional Housing First Program units, or permanent supportive housing.⁶

BC Housing and the Government of B.C. issued a program framework for the Emergency Shelter Program in January 2018. The framework identifies three performance measures for the shelter program, which are:

- Number and percentage of clients housed within 60 days.
- Number and percentage of clients experiencing chronic homelessness housed within 100 days.
- Number and percentage of clients who are verified remain housed at six and 12 months. (BC Housing, 2018)

⁵ Data provided by Island Health on May 19, 2021

⁶ Data provided by BC Housing on May 31, 2021

This project made requests to BC Housing for data that could inform on the average length of stay at emergency shelters, but BC Housing has not yet set up its database to easily produce these reports. The homelessness response system does not yet track long-term shelter stays, so it is not possible to ascertain with accuracy the scope of the problem in Greater Victoria.

A study called Patterns of Homelessness in Greater Victoria examined 45,943 shelter records from 2010 – 2014 of five adult emergency shelters. It found 3,670 individuals experienced temporary homelessness or short term stays at shelters; 590 stayed episodically and 65 stayed long-term. This study found that 85 per cent of individuals in the episodic cluster experienced four or more episodes of shelter stays in the study period. Long-term shelter users had on average 4.6 stays, with each stay lasting on average six months, and some stays were considerably longer. (Rabinovitch, H., Pauly, B., & Zhao, J., 2014)

The problem of long-term shelter usage dates back many years, involves significant numbers of people and needs to become an area of focus to be resolved. Other regions with difficult rental markets have utilized structural supports such as rent supplements combined with diversion programs to successfully reduce the number of people who reside long-term in emergency shelters.

BEST PRACTICE: DIVERSION PROGRAMS AND HOUSING-FOCUSED SHELTERS

Diversion programs help new shelter-users find housing and, if necessary, connect them with services and financial assistance to help them return to permanent housing. (Social Planning, Policy and Program Administration, 2013) Housing-focused shelters employ similar strategies to all shelter clients, including long-term residents. The homeless-serving system in Greater Victoria does not yet include diversion programs or housing-focused shelters, likely because permanent affordable housing or sufficient rent subsidies are unavailable. However, diversion programs have been successful in jurisdictions with difficult rental markets, such as Los Angeles and Calgary.

Diversion programs in other jurisdictions tend to focus on people as they are applying for entry into shelter, and re-housing focuses on people who are already experiencing homelessness. The essential program elements for diversion and rehousing are the same and may include some combination of financial resources, short-term support, conflict mediation, landlord liaison, connection to services and/or benefits, housing search and move-in support.

“A housing-focused shelter is unrelenting in its pursuit to make homelessness as brief as possible while returning people to permanent accommodation.”

Diversion programs and housing-focused shelters prevent and reduce chronic homelessness. As described in Housing-Focused Shelter guide: “A housing-focused shelter is unrelenting in its pursuit to make homelessness as brief as possible while returning people to permanent accommodation.” (Org Code, CAEH, Canadian Shelter Transformation Network, 2019)

Housing navigators can also assist individuals who prefer market housing to move out of transitional supportive housing units, and help ensure that the individuals who most need supportive housing can better access it. Numerous case studies show that diversion programs and housing-focused shelters cause lengths of stays at shelters to go down, positive exits to housing go up, and returns to homelessness to go down. (Org Code, CAEH, Canadian Shelter Transformation Network, 2019)

Program outcomes from other jurisdictions challenged program managers' assumptions about the housing market, about government-definitions of affordability, about housing preferences and about individuals with high needs.

Guelph-Wellington reduced youth chronic homelessness by 76 per cent in three years

Guelph-Wellington

Guelph-Wellington in Ontario, employed diversion workers to prevent youth from becoming chronically homeless, recognizing that if youth access a shelter, it increases their risk of becoming chronically homeless. Since 2018, Guelph-Wellington has reduced youth chronic homelessness by 76 per cent, utilizing diversion workers, mental health services, addiction treatment, and new permanent supportive housing. Diversion workers have dramatically reduced the number of people coming into the shelter in Guelph. (Deutschmann, A. Guelph Today, 2021)

Housing-Focused Shelters

Over the last several years, emergency shelters across Canada have been transforming from a focus on basic needs, to a focus on housing with a mission to end homelessness. Housing-focused shelters play a critical role in preventing and ending chronic homelessness. The Canadian Shelter Transformation Network hosted a webinar on February 12, 2021 on Canadian transformed shelters that provided an overview of the activities and outcomes of Mission Services men's shelter and the Calgary Drop-In.

Mission Services tripled the number of people housed and cut in half returns to homelessness

Mission Services men's shelter in Hamilton, Ontario started their transformation to a housing-focused shelter in 2016 and, within one year, doubled the number of people who secured housing. In year three, they were housing three-times as many people in year one. In 2016, they housed 167 people and in 2019, they housed 512 people.

They used a strategy they call housing-focused engagements: staff work with shelter users to develop housing plans, and consistently engage people on their progress to securing housing. Mission Services closely tracks efforts and discovered that engagements resulted in housing for everyone regardless of their needs. People with higher needs, on average, required more engagements. Individuals with low needs averaged six engagements, while individuals with high needs averaged 24 engagements. The data challenged assumptions about people with high needs and motivated staff to provide consistent support.

The transformation had a positive impact on housing stability. Returns to homelessness were 43 per cent in 2018 and dropped to 20 per cent in 2019. The transformation of Mission Services increased positive exits from homelessness.

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Calgary Drop-In

Calgary Drop-In began their transformation in 2017. Manager Kevin Webb explains why: “We wanted to become an engine to end homelessness. We wanted to be those people that walked alongside individuals experiencing homelessness on ending their homelessness.” (Canadian Shelter Transformation webinar, 2021)

The Calgary Drop-In had individuals living in the shelter for 10, 15 and 20 years. They found the rental market was a challenge, but not insurmountable. Conversations with clients provided a new perspective and they started to recognize that some clients preferred communal living or rooming houses.

At the outset, most thought that everyone had high needs and couldn't be successful in housing without supports. It turned out to be not accurate. They learned that people with high needs can live on their own with minimal supports if they had the right type of support.

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Strategies like professional landlord liaison and rent supplements help overcome challenges found in the private rental market. A landlord liaison typically commits to returning landlord's phone calls within 24 hours and develops a track record of resolving issues that arise. Landlord liaisons provide benefits to landlords such as zero vacancy rates and quick resolution of problems.

Since 2017, the Calgary Drop-In has seen the number of daily average shelter users drop consistently. In January 2017 there were 1,051 shelter users, and in January 2020 there were 751. While shelter use has consistently declined, housing placements have consistently increased. In 2017, the Drop-In housed 150 people, and in 2020 they housed 428.

Almost all the long-term shelter users now live in a home that they secured themselves with the support of the shelter. The number of chronic shelter users fell by 10 per cent annually, and in December 2020 there were just 78 chronic shelter users, 300 fewer from 2017.

The number of chronic shelter users fell by 10 per cent annually, and in December 2020 there were just 78 chronic shelter users, 300 fewer from 2017.

At Home/Chez Soi – the world’s largest field trial of Housing First – demonstrated that placing people with severe mental illness and long histories of homelessness directly into permanent housing, with supports results in housing stability for the majority and positive life trajectories. The transformation of Mission Services and Calgary Drop-In to housing-focused shelters challenged assumptions about people with high needs and further demonstrated that placing people with long histories of homelessness and high needs directly into market housing with supports is an effective way to end individual’s experiences with homelessness.

The Need to Transition to Person-Centred Care

Person-centred care commits programs to adapting to the service-users needs, wishes and aspirations. (End Homeless Community Task Force, 2014) Person-centred approaches are asset-based and build upon the strengths of the individual to facilitate timely access to resources to enhance housing stability. (COH, n.d.) The needs, strengths and goals of individuals are inseparable from a person-centred approach. (Person-Centred Planning, Housing First Guide Europe)

There is a pressing need to transition to person-centred housing, social and health supports to end homelessness. A person-centred system of care would reduce the length of time a person experiences homelessness by reducing the number of inappropriate placements. It will facilitate more positive exits from homelessness by supporting greater wellness. Person-centred care means individuals get the right help at the right time.

Key components of a person-centred homelessness response system

Indigenous cultural safety.

Service-user determines what services are needed to stay housed and get healthier.

Willing participation of service-user required, therefore relationships and trust must be established first.

Service-user has a right to retain housing regardless of choices.

Commits to service-users needs, wishes and aspirations.

Asset-based approach, builds on individual’s strengths to achieve goals.

Timely access to resources to enhance housing stability.

Emphasizes service-users choice and control.

People chart their own pathway out of homelessness.

Focuses on outcomes.

Requires active dialogue.

Needs, strengths and goals of service-users are inseparable from a person-centred approach.

Person-centred care requires clients to be in active dialogue about what services they need to stay housed and get healthier.

Person-centred care requires clients to be in active dialogue about what services they need to stay housed and get healthier. It is common for those who have survived chronic homelessness to mistrust institutions. (Pauly, 2014)

Efforts must be made to build trust before willing participation can occur. Trust and relationships must be established before collaboration on individualized plans can meaningfully occur.

A person-centred system of care offers choice and control for service users. Housing resources, social and health services are designed to allow people to chart their own pathway out of homelessness. Finally, person-centred takes into account the unique history and experiences of Indigenous people and provides services within an Indigenous cultural safety framework.

People experiencing homelessness, frontline workers and senior managers are in strong agreement that the homeless-serving system in Greater Victoria needs to offer choices. People experiencing homelessness and frontline workers emphasized the need to support people's agency and participation, while senior managers emphasized the need for housing and health to diversify according to different demographics and different levels of needs.

What the stories of people experiencing homelessness tell us

The stories of people who are currently residing in Greater Victoria's homelessness response system underscore the urgency to transform the system to person-centred. The stories portray an overarching lack of communication, disempowerment, inappropriate placements, and unmet needs. The participants demonstrated a strong desire to take an active role in their recovery from homelessness, and the system needs to evolve to meet and expand on that desire.

Six out of seven participants made explicit recommendations to make it possible for people to take an active role in their lives. All made recommendations to transform the system to a person-centred approach, whether through the provision of health and housing for a specific demographic such as women, or by looking at people's strengths to collaborate on an individualized housing plan. George and Abby's stories remind us that some people thrive with structure and accountability. Transitioning to a person-centred system of care includes offering structure and accountability for those who need it.

"It's like being stuck on stupid."

Bennet's story is especially instructive. She repeatedly seeks help to gain access to housing that better matches her needs and desires. The response to her requests is to fill out a form and wait. It is apparent that there is no one in the system dedicated to working with her to fulfill her needs and aspirations. Her story reveals that the system is lacking necessary human resources.

It is apparent that there is no one in the system dedicated to working with her to fulfill her needs and aspirations. Her story reveals that the system is lacking necessary human resources.

Bennet also talks about the need to see information that could inspire her to take steps towards a healthier life. She says, “There are posters everywhere telling you where you can go to get high, but nothing about where you can go to get sober. We need some encouragement.” She says living in a transitional hotel, with no power to initiate a step towards something permanent or greater wellness is like “being stuck on stupid.”

“I know it’s temporary, but I don’t know more than that.”

Eric attends multiple intake interviews while homeless before being offered housing. This illuminates the need for trauma-informed approaches to revise the design of outreach and intake procedures. Eric’s story shares similarities with Bennet’s. He is bored, eager to start a new life, and frustrated that there is no-one to help him. He has post-traumatic stress disorder and wants treatment for trauma. If treatment is available, it is not accessible to him. Like Bennet, no-one is identified as his assigned support worker to gain his trust and help him navigate the system.

“You get all your agency stripped away.”

Hannah lived in one of the emergency shelters in the city for two years. Her story shows us that the homelessness response system is so deeply under-resourced that it is simply unable to provide a level of care that is acceptable. A person-centred system of care provides timely access to resources to enhance housing stability. Hannah’s experiences further confirm there is little to no opportunity for active participation to enable people to chart their own way out of homelessness. She fights to retain her dignity but the stigma she experiences is overwhelming and the shelter system “takes away all agency”. Hannah worked her whole life and has under-utilized skills and knowledge. This tells us that the homelessness response system has not adopted asset-based approaches to facilitate exits from homelessness.

Hannah lived in one of the emergency shelters in the city for two years. She fights to retain her dignity but the stigma she experiences is overwhelming and the shelter system “takes away all agency”.

TRUST THROUGH CONSISTENT ONE-ON-ONE SUPPORT

George’s story is important. He exited homelessness seven years ago, after experiencing homelessness for 20 years. He was an active participant in his transition out of homelessness while supported by a community group. His story demonstrates that multiple avenues out of homelessness create more opportunities to match different individual’s needs. George tells us about the importance of trust, active participation, and the need for ongoing dialogue.

Those involved wrote a year-long contract. In it, George made clear what he expected of the group and they relayed what they expected of him. “The most important thing to include is the one-on-one support and it’s important to be the same people, not different, because you have to be able to trust them. Trust doesn’t come easy on the street.”

What frontline workers said

Frontline workers emphasized the need for trauma-informed responses, Indigenous cultural safety, and for the system to facilitate self-determination and choice.

INDIGENOUS CULTURAL SAFETY

San’yas Indigenous Cultural Safety Training defines cultural safety: “Cultural safety is about fostering a climate where the unique history of Indigenous peoples is recognized and respected in order to provide appropriate care and services in an equitable and safe way, without discrimination.”

Interviews with frontline workers identified a need for more Indigenous workers and better training for non-Indigenous workers to ensure First Nation, Metis and Inuit clients receive services in a culturally safe environment. One worker revealed, “I had an issue with one of my co-workers. I said you shouldn’t be working with this person because she didn’t understand Indigenous worldview and experiences.”

Another stated, “My grandma went to residential school. My mother went to residential school and I grew up in foster care. When I see someone who is Indigenous I don’t need to ask them about that. The only question I might ask is what Nation are you from, or where is your family from.”

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Workers expressed desire for more Indigenous workers. One worker described a need for an Indigenous Outreach Team: “A real mix of Indigenous communities. There would be an Indigenous nurse, Indigenous doctor, Indigenous outreach, Indigenous social worker, Indigenous peer worker and more.”

TRAUMA-INFORMED HOUSING AND SERVICES

Outreach workers observed that untreated trauma is common amongst people who are unhoused: “We know the unsheltered folks have disproportionately experienced trauma.” Workers argued that trauma-informed approaches and training should be embedded into the systems responses, including municipal responses. Trauma-informed practice essentially means you assume an individual has experiences with trauma, and you understand trauma responses and take steps to reduce the risk of further traumatization.

Frontline workers elaborated that trauma-informed practices give people choices. As one worker stressed, “Having people being part of the process instead of being on the outside of the process. Person-centred means there must be some sort of choice. If the choice is go or don’t go, that isn’t really a choice.”

Workers explained that trauma needs to be considered when designing processes for housing people. One interviewee explained, “Obviously trauma is important. When you have uniforms telling people to do something, we don’t know what experiences they have had with institutions. Immediately it has the opportunity to be causing more trauma.” Another emphasized that trauma should inform, not only how agencies interact with people who are homeless, but also how decisions are made.

One worker shared her frustration, “People are framed as problematic and challenging, and the reality is that people are carrying a lot of trauma, pain and anger. It’s hard to see people framed as problematic instead of saying what supports need to be put in place?” Interviewees expressed disappointment that trauma-informed responses were not already embedded in the system. “It’s obvious that folks don’t understand trauma. We bring it up and it’s dismissed. It shows a lack of trauma-informed concepts. And it shows a real resistance to considering it.”

“People are framed as problematic and challenging, and the reality is that people are carrying a lot of trauma, pain and anger. It’s hard to see people framed as problematic instead of saying what supports need to be put in place?”

Participants shared observations that supportive housing is not adequately resourced to provide individualized support, but people working in the system do their best. One remarked, “I don’t think I’ve seen anyone who has the role to support people to meet individual goals. They say hold me accountable on this. Some of that is done on individual basis, but it’s outside the role of their job, they do it because they know it is needed.”

“Let’s dig into recognizing people’s agency.”

Frontline workers identified the need to provide housing choices to people exiting from homelessness, with several specifically naming individuals’ preferences for market housing. “Some people do aim to get their own apartment and market housing.” If people are given the chance to influence the location or type of housing, they are more likely to stay.

Workers also identified a need for housing organized to different levels of care. As one worker imagined, “There could be different levels of support. There could be more structured living.” Another frontline worker reflected on the need to recognize individual differences and demographics. “This hotel became a shelter. We were not able to group people according to their needs. Just get them in. There wasn’t the option of grouping women together or creating safe spaces for trans folks. That was an oversight.”

Workers recognized that supporting people to have agency and self-determination are professional practices that are needed to strengthen the homelessness response system. One said, “Create dialogues for that person to create their own safety plan, their own life goals. Where do they want to live, how can we make that happen?” Others simply called for a greater commitment to encouraging people’s agency. “Let’s dig into recognizing people’s agency.”

Stakeholders identified that recognizing and strengthening client’s agency is connected to the sector’s ability to implement bottom-up processes. As one worker shared this concern, “They took my work as a criticism. They didn’t see how it could open up empowerment for people to make decisions about themselves and their lives.” Another interviewee offered, “What about working more from a bottom-up? That would be a dream. It would be amazing for them (BC Housing and other decision-makers) to meet with people who are homeless.”

What senior managers and sector experts said

Managers and sector experts argued for housing solutions tailored to the diversity of people who experience homelessness. As one manager offered, “There’s the working poor that need a house. There are people with mental health or addictions. There’s a small criminal element. We need a multitude of housing options.”

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Housing Gaps

KEY INFORMANTS IDENTIFIED THE FOLLOWING HOUSING GAPS:

- Indigenous-led housing
- housing for women and their children, or facilitates visits with children
- housing that is safe and inclusive for LGBTQ2S+
- dry housing
- couples housing
- family housing
- communal housing such as intentional communities or shared housing
- independent subsidized housing with or without community support services
- seniors housing
- youth housing

Senior managers were in strong agreement that more diverse housing and supports are required to improve people's well-being and to facilitate their exit from homelessness. More diverse housing options enable user choices — an inalienable principle of person-centred care. Key informants agree that to support more people to exit homelessness, and to reduce the length of time people experience homelessness, there needs to be a much wider diversity of health and housing models tailored to different levels of need, and inclusive of more demographics.

One key informant discussed the necessity for an Indigenous-led healing house.

“We definitely see the need for what our elders call a healing house. It would be amazing to tap into what a healing house can look like whether it is another dual model of care. It could have doctors and nurses merge together with traditional medicine and land-based healing practices. The reason why a healing space is so important, there are so many cognitive and mental health challenges that are more than what our supportive housing can offer. They want to see Indigenous people serving them. It creates safety. They experience racism and discrimination.”

“We definitely see the need for what our elders call a healing house. They want to see Indigenous people serving them. It creates safety. They experience racism and discrimination.”

Key informants identified the need for housing that is safe for equity-seeking groups; housing that doesn't replicate the conditions that contributed to a person's homelessness in the first place. Interviewees identified a need for housing that is safe and welcoming for women, LGBTQ2S+, and Indigenous people. Stakeholders see a need for supportive housing for different demographics including families, couples, and women with children.

“A lot of affordable housing that is available for higher needs folks is not for families.”

In addition to different demographics, there needs to be options tailored to different levels of need. Informants identified a wide diversity in clientele service needs. One manager said, “I talk a lot about people being appropriately housed. Some people need more services and some people need less. I know this comes up a lot. It can't be one size fits all.” And another shared this observation: “There are some people who need intense support, more support than you can provide, and down the hall is someone who drinks too much and keeps getting fired.”

Some identified a need for dry supportive housing. One housing manager shared this concern: “People are working really hard on their addiction issues, they will go to treatment and come back to wet housing and to boredom. It sets them up for failure. People are trying really hard to change their lives. They have an unbelievable load and that margin of opportunity is so slim.”

“People are working really hard on their addiction issues, they will go to treatment and come back to wet housing and to boredom. It sets them up for failure.”

Stakeholders also identified the need to connect services to individuals rather than to buildings. One shared that, “Many people [experiencing homelessness] will say, ‘I’m not opposed to supports, but I’d much rather live in a basement apartment.’ Another emphasized that, “We have to have more nuance in our offerings. Some people want to live in apartments.” And more directly, “We need to think about what services should be in every housing. And what needs to be in the community. People talk about low, moderate, and high needs housing. We need to tie services to the individual.”

HEALTH AND HOUSING NEED TO BE TAILORED TO DIFFERENT LEVELS OF NEED

The Health & Housing Think Tank 2021 Summary Report: A Vision for Greater Victoria shares a detailed vision of health and housing services for people exiting homelessness tailored to different levels of need. The report envisions four different levels of need: low, medium, high, and residential care. It articulates which services should be accessible to residents through community care and in-reach and which should be available onsite for different levels of care.

The report includes 40 recommendations for system transformation, from site size (20 – 30 people in the higher needs cohorts) to community connections (connect people living in housing to their local community) and prompt access to primary health care and services to support the social determinants of health (economic, social, cultural support). The vision laid out by the Think Tank is a vision to transform the homelessness response system to a person-centred system of care. (Island Health & GVCEH, 2021)

GIVE PEOPLE CHOICES

More choices will lead them to being more successful in housing. Some prefer communal housing and have told me they never would have survived if they had to live by themselves.

Like frontline workers, senior managers spoke directly to the need to give people a choice to facilitate better health and housing outcomes. For example, “More choices will lead them to being more successful in housing. Some prefer communal housing and have told me they never would have survived if they had to live by themselves. It was so good to have people to talk to.” While others emphasized that agency and choice are foundational elements of Housing First. “Plus, we have to give people choice. We as a system shouldn’t decide what kind of housing people get. The people who are experiencing homelessness should have an active voice.”

A person-centred system of care offers clients the right help at the right time. Senior managers agreed that new models need to be developed to serve excluded demographics, to offer services based on different levels of need and to give people choices.

Housing Instability: Returns to Homelessness

Housing instability refers to returns to homelessness, whether through eviction or voluntary leave. Housing stability reduces the frequency and duration of returns to homelessness and relies on efforts to foster health and well-being of the individual. (Tunis, C. Housing Stability Policy, 2017) Housing stability is necessary to end homelessness and is the presumptive goal of housing programs. (Distasio, J., & McCullough, S. 2014 as cited in Tunis 2017)

Housing stability was identified as a priority area in the 2016/2017 Greater Victoria Coalition to End Homelessness Community Plan to End Homelessness. And in 2017 the GVCEH engaged the Community Council to carry out the Housing Stability Policy project to reduce the number of evictions and support more secure, stable, and successful housing. The project articulated best practices for eviction prevention and rapid rehousing strategies. Eviction prevention means taking proactive steps in cases where a resident may be at risk of eviction. Several of the issues raised in that report were raised in discussions for this project, suggesting the issue of evictions and housing instability persists.

This review found that the main issues that create risks to returns to homelessness are:

1. Long-term residency in emergency shelter or transitional programs with no general plan or active engagement to move to a permanent home.
2. Lack of dedicated support workers to establish trust, then work with individuals towards better health and housing.
3. Lack of a system-wide approach to evictions, with a focus on eviction prevention and rapid rehousing.
4. Isolation and loneliness are common immediately upon transition from homelessness to housing. It may lead to deteriorating health and well-being and hinder housing stability.
5. The system envisions multiple moves for some individuals, from shelter to transitional housing, from transitional housing to supportive housing, and from supportive housing to independent housing. Whereas the evidence for Housing First identifies high rates of success associated with moving people directly from homelessness to permanent housing with support.
6. Lack of mental health care for people experiencing psychosis, paranoia, and suicide ideation.

What the stories of people experiencing homelessness tell us

Tim and Abby seem to be well on their way to finding housing stability. George remains connected to the community of people who helped him exit homelessness and credits these connections with helping him maintain housing success and greater wellness.

Hannah, Jeff, Eric and Bennet are living in different hotels purchased or leased by the province as a response to the pandemic. The hotels were set up as transitional programs designed to enhance housing skills and help get residents ready to move into 'great, permanent homes.' In practice, there are no conversations about getting ready to move into permanent homes. They have a roof over their head, but they do not feel they have left homelessness and have not achieved housing stability.

Hannah tells us it is impossible to stay healthy living in an emergency shelter, and, for Hannah, deep depression is the consequence of her conditions. Although she was recently moved to a transitional hotel site after more than two years, she is still not in a permanent home. To help us understand that the hotel is not her permanent home, she tells us she is not allowed a kettle for making tea or allowed any guests.

Eric is more explicit – the no guest policy makes him feel as though he is being treated like a child. He is cut off from his friends and these factors come together to “create a desire for him to return to the street.” When he tells people about his concerns they are not taken seriously. Eric says, “That’s why homelessness is re-occurring. It is affecting me deeply and I tell people all the time and they are like, ‘Oh yeah.’” Eric’s story gives us insight that, for some, being housed in long-term temporary accommodation creates feelings of anxiety and insecurity. There is a risk Eric may return to homelessness. He’s asking for help, but help isn’t accessible.

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The experiences of Hannah, Eric, Bennet and Jeff raises the question whether housing stability can be achieved via long-term, indeterminate lengths of stay in temporary facilities in the absence of income or housing supports and a general plan to facilitate exits.

The top priority for residents of transitional supportive hotels is secure and stable housing, followed by substance use management and other health goals. (Elliott, L., Phillips, R., Jarvis Neglia, J., 2020) Both Bennet and Eric are seeking additional support to improve their life circumstances. The structure of funding and social supports is insufficient to achieve housing stability for some.

The contributions to this study from people experiencing homelessness, as well as findings from the Housing Stability Policy Project and 2016 Process Mapping Report for the CRD, establish that many living in transitional housing have signed program agreements, as opposed to landlord-tenancy agreements, and have no plan to transition to permanent housing and will likely stay in transitional housing beyond intended program lengths.

The Residential Tenancy Policy Guideline (46) for Emergency Shelters, Transitional Housing, Supportive Housing clarifies the definition and criteria for emergency and transitional housing. Both emergency and transitional housing are defined as temporary and transitional housing must include ‘at least’ a general plan for how a person residing in this type of housing will transition to more permanent accommodation. The guideline states that transitional housing must meet all the criteria of the definition even if a transitional program agreement has been signed.⁷

The guideline also clarifies that the Residential Tenancy Act applies to supportive housing, but not emergency shelters and transitional housing. The lack of available income or housing supports may result in a lack of a general plan to facilitate transition to permanent housing. This may lead to a situation where individuals are living long-term in transitional housing without the rights and responsibilities outlined in the Residential Tenancy Act. This review presents evidence that, at least some transitional housing programs in Victoria do not meet the criteria of the definition for transitional housing in the Residential Tenancy Policy guideline.

When individuals exiting homelessness sign program agreements that stipulate they are provided accommodation in a transitional program to prepare them for permanent housing, and there are no opportunities presented to prepare for permanent housing, progress towards housing stability is hindered and the risk of return to homelessness increases.

Conversations with BC Housing staff confirmed that many buildings considered supportive housing by BC Housing use program agreements rather than residential tenancy agreements. The status of the three hotels purchased by BC Housing is unclear. On one hand, they are considered permanent supportive housing according to BC Housing staff, and on the other hand, residents have signed program agreements.

What frontline workers said

Frontline workers expressed the need for a support worker role that can stay with an individual as they move through the system.

Interviewees emphasized the need to support people through transitions. One informant shared, “People have been out here 10, 20 years. Giving them a roof over their head is minimal. There was a young lady and I still see her today. She’s been housed quite a few years and she told me that when she was first housed, she camped all the time.” Another acknowledged that the decision-makers are beginning to recognize the importance of supporting transitions: “CRD and BC Housing are mostly concerned with housing people. The pandemic has created an environment for dialogue where they recognize general support services, and they recognize that transitions are important.”

Frontline workers identified a need for support workers and community development approaches to combat isolation and loneliness. As one outreach worker explained, “All of a sudden you are in four walls and you are alone. To close the door and be alone. They need support workers when they are moved into housing. That’s one of the pieces that is really missing in the system.”

⁷ RESIDENTIAL TENANCY POLICY GUIDELINE 46. Emergency Shelters, Transitional Housing, Supportive Housing

Workers commented that emergency shelters can contribute to housing instability. As one outreach worker revealed, “You have people with multiple levels of trauma, substance use, alcoholism, everything and they are all in the same room. You can’t get away from anything. So what happens is that when people get thrown out again, that just adds to their trauma. It adds to their level of anger. They become so angry.”

EVICTION CONCERNS

Workers expressed concerns about evictions, citing a need for an ombudsperson or an ethics committee. Evictions are an extreme form of housing instability resulting in homelessness when there is no rapid rehousing strategy. And the perception of unfair evictions, inadvertently causes housing instability. Workers described eviction stories and shared that when residents meet people who were evicted it can lead them to feel insecure in their housing. Workers also expressed concern that there are no appeal or review procedures for evictions as there would be if tenants were protected by the Residential Tenancy Act. As one peer worker stated, “I want to see an ethics committee for this region. If someone is banned from services and it is because of a personal issue and they lose their access to food, clothing and shelter, where do they go to make a complaint?”

What senior managers and sector experts said

Senior managers expressed concern that the system sets people up for housing instability by not having support workers and programs to tend to people’s whole health, to combat isolation and loneliness, and to build social networks. There was strong agreement that the gaps in mental health care are major, and that untreated mental health issues maintain people’s homelessness. Some stakeholders questioned how housing stability can be achieved when the system envisions multiple moves through a myriad of housing typologies. Managers, like frontline workers, raised evictions as a cause for concern. Managers emphasized they’d like to see a solution in place for eviction events that cannot be prevented.

ISOLATION AND LONELINESS INCREASE THE RISK OF RETURN TO HOMELESSNESS

They experience isolation and loneliness. If you can’t support them to develop social networks you are setting them up for failure.

Senior managers named social networks as key to housing stability and affirmed frontline workers call for strategies to combat isolation and loneliness. As one interviewee shared, “They experience isolation and loneliness. If you can’t support them to develop social networks you are setting them up for failure.” Many agreed that not enough is being done to help people develop non-professional relationships and community. As one sector expert observed, “Why would we think people should choose between community and housing? And that’s what people feel they need to choose between right now.” The development of social networks and non-professional relationships includes development of healthy family relationships for some. As one executive director said, “We need family reunification as part of a strategy to end homelessness.”

One stakeholder shared his concern that the isolation some experience in supportive housing may lead to a decline in wellness and heightened drug use. He said, “I got a fellow housed and when I circled back to check in, I would see decompensation. Drug use would skyrocket. I’ve had my clients talk about disconnect. I’ve had people talk about the feeling of the walls closing in on them. We have to have some mechanism for support. It’s counter-intuitive, but they came from community living and are now isolated.”

Several managers spoke to the need to provide in-community support for people living in market rental apartments with the help of a rent supplement. As one interviewee commented, “The subsidies have moved people into market rentals. I don’t know that we have things in place to be able to do a good job to support people. There is a risk that people will fall back into homelessness.” While another key informant maintained, “BC Housing has asked us if we can get more of those folks into market rent. They would need to continue to have some types of support.”

SUCCESS IN HOUSING STABILITY

Alternatively, some participants talked about what it takes to set people up for success. One participant mentioned, “Have a sounding board, an elder over a meal, so the individual can reflect upon a memory. It brings grounding moments in their lives.” And some spoke to the importance of tending to an individual’s emotions and their spirit. As one interviewee communicated, “Emotional supports are needed to create success.” Another remarked, “We do land-based healing through camps and that is where people really get stronger.”

HOUSING STABILITY THROUGH MULTIPLE MOVES?

Key informants questioned how housing stability can be achieved when our homelessness response system envisions people moving over many years through a variety of shelter and housing typologies. Several noted that the evidence demonstrates that placing people directly into permanent housing with an appropriate level of care achieves housing stability. This approach is called Housing First. As one sector expert noted, “Right now we’re asking people to make multiple transitions potentially. To be unsheltered, to be sheltered, to being in a hotel, to supportive housing, to market housing. When individuals are moving from place to place, they are in the position where their services and supports are constantly disrupted, because supports are tied to place instead of tying supports to the individual.”

The homeless-serving system in Victoria heavily emphasizes emergency shelters and transitional housing as preparing people for housing; this approach does not align with a rights-based approach to housing or Housing First. However, Victoria also has a program called Streets to Homes (S2H) which adheres closely to Housing First.

Streets to Homes (S2H) secures housing in the private market, provides rental subsidies and intensive case management through both direct service delivery and referrals to community partners. When operating at full capacity, S2H has the capability to support 125 individuals. There are five workers who each support 25 clients. The program supports individuals experiencing chronic and or episodic homelessness because of significant barriers to stable housing. These barriers may be mental health, substance use challenges, health concerns, early aging, brain injury, trauma, and or intergenerational poverty. The goal of the program is to ensure participants remain housed, rise to their highest potential, and progress towards self-sufficiency.

EVICITION CONCERNS

Housing organizations do not share common practices with respect to evictions. Some put considerable effort to prevent evictions by rehousing residents within the system and others have a policy to only evict individuals who are violent with residents or staff. A manager explained, “Our goal is to have people successfully housed. We try to never evict to homelessness, we always try to have a plan. We move people between buildings.” Another manager emphasized rehousing as an eviction prevention strategy. “We had an incident where someone was moved into our building and it wasn’t an appropriate fit. She started a fire. We had to initiate an eviction around health and safety. She was moved to a different building. If we cannot accommodate in our portfolio, we reach out to other agencies.” Other agencies evict people without rehousing for starting fires.

Managers shared a common desire for a new approach to house the small cohort of people who have been evicted multiple times from supportive housing facilities. As one stakeholder mentioned, “Back to evictions, there are issues that are challenging like people who are violent. People who steal. They are hard to work with because they are unpredictable. So we need to look at those issues.” One manager reported that the only reason for eviction from his organization is violence. He said, “It is very hard to lose your housing with us. People say we have a no eviction policy. That’s not true. We understand there is a lot that comes with mental health issues and we are adept at dealing with that, but if someone perpetuates real violence on someone else they will get kicked out.”

Some spoke to a desire to co-develop a solution to evictions with residents and others. As one manager said, “There are people who have multiple things going on in their life and that can shift. For a long time that has been criminalized. If we can come together and listen to them, we can figure out a solution. It’s easier for us to do in the comfort of our easy chair to make plans for people’s lives, but we’re talking about people’s lives.” While the organizations do not share common eviction policies and approaches, most share a desire to work together and some put considerable effort into rehousing people to avoid evictions.

MENTAL HEALTH SERVICES

Participants often described lack of mental health services for their clients as an impediment to housing stability and to ending homelessness. Frustrations were expressed with both the hospital and Mental Health Substance Emergency Response (MSERT). One interviewee shared, “I often instruct my staff to call MSERT, but we expect that MSERT is not going to respond. I can have someone naked in the street and MSERT will tell us to call the police. That is not the correct resource.” Others relayed that the hospital won’t treat people who are experiencing drug-induced psychosis. “The hospital will say this is drug-induced psychosis and if they didn’t take drugs they wouldn’t have psychosis. Then they send them back to us. But why not treat whatever happened in their life that caused them to take the drugs?”

“If someone is experiencing psychosis we are not trained or resourced to respond. We send them to the hospital, and they send them back.”

Interviewees described regular occurrences in which people experiencing mental health crises were discharged from the hospital to non-profit housing operators. As a housing manager relayed, “If someone is experiencing psychosis, we are not trained or resourced to respond. We send them to the hospital, and they send them back.” Untreated mental health issues are common and yet some non-profit housing operators clarified that treating mental illness is beyond their mandate and resources. “For non-profit housing agencies, mental health is beyond our level of care. But if we don’t say yes, they’re out on the street, so we say yes. Sure, we could say no but where would they go? We push back on the hospital and say no you cannot discharge, but the hospital discharges them anyway.”

“For non-profit housing agencies, mental health is beyond our level of care. But if we don’t say yes, they’re out on the street, so we say yes.”

One manager detailed the impact this has on residents and staff. “It’s a drain on people, both clients and workers, with no support for people with drug induced psychosis, severe paranoia, and violence. One resident had been picked up several times brought to the hospital, and then brought back to the hotel.”

Failures in the health care system to deliver adequate mental health services create and maintain people’s homelessness. Housing operators welcome and attempt to support people with severe mental illnesses to the best of their ability but do not have the appropriate resources or training to do so. As one participant succinctly said, “Mental health plays a big part in keeping people homeless. The supports are not there.”

The Need for Service Integration

Fragmented services and organizations operating in silos were identified as a critical barrier to ending homelessness. Service or system integration is the coordination of activities across systems or between organizations to improve individual outcomes. Individuals experiencing homelessness often interact with multiple agencies such as shelters, hospitals, income assistance, corrections, the Ministry of Children and Families or multiple housing agencies.

The goal of service integration is to improve outcomes for the individual. For service integration to ensure benefits to users it must implement and maintain meaningful outcomes data, feedback loops, opportunities for critical reflection and commit to persistent improvements. Service integration should transform the experience of the individual such that the individuals experience a seamless system of care. (Flatau et al, 2013 as cited in Turner 2019)

A critical first step in systems integration is defining the boundary of the system. If the boundaries of the system include only local non-profits, system optimization leading to better outcomes is possible, but structural change is not. Local agencies can use system integration to facilitate more positive health and housing outcomes after people have fallen into homelessness. Structural changes can prevent people from becoming homeless in the first place. Local systems integration efforts can be designed to include opportunities for structural change if the boundaries of the system are wide enough. Systems integration efforts that do not intentionally seek structural changes can fall victim to program blaming.

Several U.S. studies suggest service coordination that is closest to the client is more effective than top-down structural integration to achieve positive health and housing outcomes for individuals. (Hambrick and Rog, 2000 as cited in Turner 2014) Effective service integration starts at the local level. Systems that are external to the local homelessness serving agencies need to be engaged to stop inflows to homelessness. In Alberta, for example, this has taken the form of discharge planning from corrections, health, and child welfare. (Turner, 2014) Systems integration is a deep form of collaboration and requires government and non-profit agencies to rethink significant aspects of their approach. (Turner, 2014)

“Integration is so much more than piecemeal strategies aimed at repairing a broken system; it is a full-scale transformation of that system.” (Turner, 2019)

Common Elements of Integrated Homeless-serving System ⁸	Elements of Victoria's Homeless-serving system
Interagency management info system	Early stage of development
Co-locating services within programs	Supportive transitional hotels
Dedicated authority for system planning and system coordination	Absent
Common protocols and policies	Absent
Coordinated service delivery and training	Absent
Having staff dedicated to integration	Absent
A local interagency coordinating body	Greater Victoria Coalition to End Homelessness

What the stories of people experiencing homelessness tell us

The stories of those experiencing homelessness demonstrate the disjointed nature of services on the ground. Specific opportunities for service integration arising from these stories are integration between outreach and housing placements, elimination of referrals to ineligible services, integration between hospitals and emergency shelters, and integration between transitional and permanent housing.

Eric and Tim's stories highlight opportunities to improve outcomes by integrating outreach with transitional housing placements. They are both left to their own to navigate the myriad of applications and interviews required to access transitional housing. They have no assigned outreach or case worker to aid communication. The process is confusing. Within the same week, an outreach worker told Tim he would be offered a hotel room, and a shelter worker asked him to complete an application for a bed in a shelter. While experiencing chronic homelessness, Hannah, Tim and Eric were interviewed for housing they were ineligible for and subsequently denied. The impact of being denied housing while homeless could range from anger, trauma, and depression to suicidal ideation. Systems integration would eliminate interviews and referrals for services that individuals are ineligible for.

⁸ Adapted from Alina Turner's presentation for the Canadian Alliance to End Homelessness 2017 Conference "Systems Integration as Prevention: Considerations & Possibilities"

While experiencing chronic homelessness, Hannah, Tim and Eric were interviewed for housing they were ineligible for and subsequently denied. The impact of being denied housing while homeless could range from anger, trauma, and depression to suicidal ideation.

Hannah's story describes a heart-breaking return to an emergency shelter after surgery. During the daytime when shelter residents are required to leave the shelter, she recuperates in her car observing a fellow shelter resident recuperating from cancer treatments on the sidewalk. Her surgeon wanted to pay for a hotel room so she could recuperate from her surgery, but she could not avail of this generosity due to shelter policies. This highlights another opportunity for systems integration between hospitals and emergency shelters.

Bennet's and Eric's stories reveal how difficult the transition to housing can be for some. There are peer workers, social workers and case managers within the homeless-serving system, but these resources are not available or accessible to Bennet or Eric.

Bennet makes repeated attempts to move from her setting – a transitional supportive hotel – to a permanent home and completes two separate applications. This demonstrates an opportunity to integrate structural income and housing supports with transitional housing.

The stories of people experiencing homelessness confirm that they are interacting with several services, that multiple entry points to shelter and housing exist and that services are unavailable or difficult to navigate. Service integration may transform the experiences of individuals to enable access to a seamless system of care resulting in better outcomes.

What frontline workers said

The pandemic facilitated a new level of integration. Frontline workers expressed appreciation for co-located services at transitional supportive hotel. As one worker shared, "It was really cool to see the city come together in the wake of this crisis. This hotel became a shelter. The nurses started a clinic on the second floor. It's well used. Being in this building together, all these different agencies collaborating is a positive first step."

However, there is much more work to do and frontline workers described a system that is largely disjointed. One long-time worker said, "We're not together. We're in our own little silos." While another worker connected the lack of integration with outcomes: "There's no fluidity in any of the programs that work. There are over 1,500 homeless people in Victoria. It doesn't work together. The homeless person pays. I often say that the life expectancy of a homeless person is 43 years of age."⁹

⁹ The BC Coroners Service released a report in 2019 of Reportable Deaths of Homeless Individuals (2007 – 2016) that 62 per cent of deaths of homeless individuals happened at 49 years old or younger.

Other frontline workers revealed specific opportunities for systems integration. Some commented that initiatives of the City of Victoria's Bylaw and Parks departments need to be integrated with outreach services. "The public health nurse and myself work quite closely together from day one of working in parks. We've been able to offer additional care. That happens in the middle of an upheaval. Maybe moving from an entire park to another park. We're losing continuity of care. We're not able to keep up with them. That's pretty dangerous for people who need care every day."

While others highlighted the need for hospital discharges to be better integrated. "There's definitely been times where people have been in the hospital and they come back and all their belongings are gone." Frontline workers identified the need for outreach to be integrated with housing placements. As one peer-worker said, "I was asked to take someone to their suite viewing and I had never met her before. Of course, I said yes because she needs a ride, but they obviously don't get it."

Lack of integration between outreach and housing impedes relationship development. As one worker said, "People [who are homelessness] questioned us about housing and then our relationships were compromised and all we could say is BC Housing promised something." While another worker shared, "Mostly, as Indigenous people, we are very relational. There are deeper connections we make to one another. Sometimes it just felt like we were asked to go out with Bylaw and then BC Housing so other agencies could piggyback on our relationships to get their info."

APPLICATIONS ARE PROBLEMATIC

Frontline workers expressed disapproval with the number of applications required. Many held a common concern that the applications hindered the workers ability to build and maintain trust. As one worker said, "I have spent years building trust with people on the street and I am not going to throw that away with some idea about maybe housing at some point in the future. They have all filled out housing applications at some point." Workers reported that many people who are homeless have filled out the same application multiple times, as many have been waiting for five, 10 and 20 years for housing.

They shared that BC Housing renders applications inactive after six months¹⁰ if a person doesn't phone BC Housing to keep their file active. Outreach workers explained that this is not realistic given the daily need to eat, shower, and sleep and doesn't recognize that homelessness is a form of extreme poverty that prevents people from having telephones and phone plans. This represents an opportunity for systems improvement.

Workers reported that many people who are homeless have filled out the same application multiple times, as many have been waiting for five, 10 and 20 years for housing.

¹⁰ BC Housing confirmed that as of spring 2021 applications are rendered inactive after 12 months.

Some workers felt the questions on the form are too personal to ask someone if the setting isn't right and if continuity of care is not promised. One stated, "I get [that] BC Housing wants to know, but we met this person 35 seconds ago and we're asking about their substance use, their physical health. We're asking folks to open up their private life." Another said, "I find the applications problematic. They were saying in the meeting today that you don't need to fill out all the personal stuff, just proof of ongoing support services."

OUTREACH COORDINATION

Housing outreach workers are not assigned to individuals and instead carry open-case loads. Workers throughout the pandemic visited the same sites and people. There was an increase in the number of outreach workers during the pandemic and it is unclear what services will remain. However, there were still large gaps in homeless outreach such as assisting with acquiring identification, facilitating access to housing appointments or facilitating access to social assistance. A few outreach workers expressed a desire for better coordination between them. One commented, "I can see how a database would be so useful. We have talked about having a shared drive with basic information about folks we're supporting." Another expressed a need for staff to support coordination. She said, "We tried to do a larger, outreach workers meeting to establish coordination. If there could be a staff person to coordinate. I've tried numerous times, but it falls apart when you're doing it off the side of your desk."

COMMON PRACTICES AND COORDINATED TRAINING

Some workers expressed concern at the high level of turnover and shared a perception that many workers had huge responsibilities, such as the well-being of individuals, with little to no work experience and specialized training. Frontline workers expressed a desire to see common practices and training. One worker suggested, "It could be great if the curriculum is based on people with lived experience. That is the core of what's needs to be taught to people." While another underscored the need for training to result in stronger alignment between approaches of staff of different agencies. She said, "I went to a hotel shelter and I can really notice a difference in the housing workers and other workers. It would be so much less confusing if there was standardized practices or training."

What senior managers and sector experts said

INTEGRATION BETWEEN THE STRUCTURAL SYSTEMS

Senior managers and sector experts spoke to the need for integration for structural policy responses acknowledging that poverty, housing markets, racism, child welfare, and colonization are drivers of homelessness. Stakeholders identified youth aging out of government care as a priority concern. As one manager stated, "There's also youth who are transitioning from foster care. There's a little wiggle room, but often those folks end up homeless quite quickly. That puts them at risk for all those other issues. Addiction itself doesn't cause homelessness. Often homelessness causes addiction. It isn't safe to sleep. People might start taking drugs to stay awake." Stakeholders want to see cross-ministry mandates and funded programs between children and family development, health, mental health and addictions, municipal affairs, and social development and poverty reduction to end homelessness.

COORDINATED ACCESS

Coordinated access is a service integration best practice within the homeless-serving sector that aims to:

- make access to housing easier
- improve health and housing outcomes by connecting individuals with housing and support matched to their needs and goals
- reduce the length of time individuals and families experience homelessness by making better connections with appropriate health and housing
- provide a systems-wide look at the resources and needs to help identify gaps and implement a cycle of continuous improvement.

A shared database called a homelessness management information system, is the backbone of coordinated access. In 2019, the CRD, BC Housing and Island Health initiated Coordinated Access and Assessment (CAA).

CAA - STREAMLINED ACCESS TO MULTIPLE HOUSING RESOURCES

The CAA process replaces separate application forms from individual housing operators with one standardized application. CAA placement table reviews applications and supportive housing vacancies and attempts to match individuals with suitable housing. This process reduces the number of doors an individual must knock on to access housing. Stakeholders confirmed there are more housing and shelter sites locally that need to join the CAA process before this outcome is fully realized. One manager expressed a desire to have the shelter she manages be part of the CAA: “We get referrals from across the community. We use our own internal waitlist. We get referrals from Island Health.” While another suggested more sites would enable better referrals: “Improve the referral system. Make sure that we’re matching people to their needs. Bring the diverse sites all into one pot.”

CAA - MATCHING AND REFERRALS

We can continue to do trial and error, which is what we’re doing now.
That’s setting people up for failure.

Coordinated access aims to reduce the amount of time people experience homelessness by improving the process of matching people with resources. Senior managers spoke frequently about the need to improve the process of referring people to housing. Their perspective is best summed up with this comment: “We can continue to do trial and error, which is what we’re doing now. That’s setting people up for failure. I would like it to be a little more fulsome with the referrals.” Some spoke to the need for better information: “If we want to support people we have to know what kind of support they need.” And another shared, “One of the tools that is used to provide information is called vulnerability assessment tool (VAT). That is used to determine whether or not someone is suitable for supportive housing. But we find that some of the VAT info is outdated. It’s not very robust.”

Some stakeholders argued that to end homelessness the CAA needs to include more pathways out of homelessness.

Some stakeholders argued that to end homelessness the CAA needs to include more pathways out of homelessness. “CAA is only about streaming people into supportive housing programs.” For contrast, Edmonton’s coordinated access facilitates people’s access to Supportive Housing, Assertive Community Treatment (ACT), Intensive Case Management (ICM), Rapid Rehousing and Youth Critical Time Intervention.

There are ACT and ICM teams in Victoria but access to them is not coordinated through CAA. Island Health maintains its own intake procedures, and shares information with CAA. Some identified the need for CAA to include case management. Case management is a client-driven, collaborative approach to ensuring that a person who experiences homelessness gets the services and supports they need to move forward with their lives. (COH, n.d.) As one CEO explained, “We should have case management across mental health, addictions, and housing. We ascertain what will set them up for success and sustainability for their housing and their health and we work together to package it up for them.”

Impacts of Coordinated Access

Impacts for Clients

Greater understanding of the process to access community and housing-specific resources.

Faster connection to housing resources without needing to share personal information multiple times.

Supportive diversion from emergency services, where safe and appropriate, while still addressing immediate needs.

Shorter lengths of homelessness because the process better matches people to appropriate resources.

Fewer returns to homelessness because the process supports continuous service planning with potential for greater upstream intervention.

Referrals only to services that people are eligible for and will accept immediately.

Impacts for Service Providers

Prevents referrals to services that do not match client needs.

Shared understanding of who will be served and how, and the rationale behind these decisions.

Improved communication between service providers.

Greater collaboration and shared accountability for positive housing outcomes when working with common clients.

Ability to work together to jointly problem-solve complex cases.

Supports knowledge sharing, reflected in common service planning tools.

Source: Reaching Home Coordinated Access Guide, Employment and Social Development Canada, 2019

Coordinated access in Greater Victoria is in the early stages of development. The CRD has recently hired a community planner to facilitate members of the CAA to make decisions about new services to bring to CAA and to ensure it is fully supported by a homelessness management information system.¹¹

HOMELESS MANAGEMENT INFORMATION SYSTEM AND A BY-NAME-LIST

A centralized database providing real time, person-specific data, called a homeless management information system (HMIS) is the backbone of coordinated access. A by-name-list, often a subset of a larger HMIS, is a shared database providing real time data on the number of people who are experiencing homelessness. It may include demographic information such as age, to enable youth-specific interventions as an example. It also can track the relative effectiveness of housing and support service interventions (Turner, A. and Hansen, C. 2017) The Canadian Alliance to End Homelessness contends that actionable real time data is foundational to ending chronic homelessness. A by-name-list provides the information necessary to stop an individual's homelessness and provides monthly visibility of the dynamics of the system. It begins to coordinate the system and very specifically identifies a region's housing needs.¹²

A by-name-list provides the information necessary to stop an individual's homelessness and provides monthly visibility of the dynamics of the system. It begins to coordinate the system and very specifically identifies a region's housing needs.

Places that share publicly real-time, person-specific data include Edmonton, Toronto, Medicine Hat, Fort McMurray, Red Deer, Moncton, Saint John, Peterborough, London, and many other places. Many places such as London, Guelph-Wellington, and Edmonton attribute their ability to reduce homelessness to their ability to track it and develop more nuanced responses for sub-groups.

To that end, in 2017, the CRD and the GVCEH engaged a consultant to produce a plan to implement this database. Considerable effort went into reviewing current data practices and needs: identifying common data elements, developing an implementation plan, and completing a conceptual privacy impact assessment.

The federal government created a licensed product called the Homeless Individuals and Families Information System (HIFIS) and the CRD, in its role as Community Entity, is required to adopt HIFIS as the local management information system. BC Housing licenses HIFIS from the federal government and uses it to track information about programs that they fund. One key informant claimed, "BC Housing has a licence with the federal government to use HIFIS for all of B.C., but they only use it to track shelter spaces and supportive housing stays."

¹¹ For further reading on coordinated access, see the Reaching Home Coordinated Access Guide: https://homelessnesslearninghub.ca/wp-content/uploads/2021/06/HPD_ReachingHomeCoordinatedAccessGuide_EN_20191030-1.pdf

¹² Pers. Comm. Tim Richter. May 10, 2021

Housing operators are required to input data into BC Housing's database. In 2017, in hopes to avoid duplicating databases, the consultant identified BC Housing as the steward of the database on behalf of local users. It was anticipated that a shared database would roll out in 2018/2019 but that has not happened. The 2019-2024 Community Plan to End Homelessness, produced by the CRD and the GVCEH, identified the need to develop a by-name-list and a HMIS.

The absence of a by-name-list means no organization is tracking homelessness in Victoria. The homeless-serving system cannot precisely identify health and housing needs. As one interviewee stated, "What we're finding is we do point-in-time counts to give us the demographics, but the number [of people experiencing homelessness] changes daily. Because housing is so expensive, trying to find accommodations that are affordable and liveable is not viable, so those numbers are always shifting."

The homelessness response system relied on supportive housing applications throughout the beginning of the pandemic as an indicator of the numbers of people who are absolutely unsheltered. One stakeholder helped to illuminate the difference between a by-name-list and supportive housing applications: "Parksville is doing their own by-name-list. They have 200 people on the list, but only 70 people have filled out supportive housing applications."

A real-time, person-specific database will resolve several issues raised in this report including:

- Make visible the number of people experiencing homelessness in our region in real time.
- Tell us how long (on average) people are experiencing homelessness in our region.
- Track progress towards ending chronic homelessness.
- Eliminate the need, and associated harms, for individuals to repeatedly fill out applications because housing operators and Coordinated Access and Assessment (CAA) request up-to-date information.
- Reduce harmful mistakes such as referring people to services, such as housing, that they are not eligible for.
- Increase housing stability by matching people to housing better. Enable CAA to streamline access, assessment, prioritization, and referral to housing.
- Enable data-driven cycles of continuous improvement. Identify critical success factors for people to achieve positive exits to homelessness.
- Identify sub-populations such as youth who are couch-surfing and develop targeted interventions.
- Enhance adherence to provincial privacy legislation by eliminating the practice of casual sharing of personal information and observations about people who are experiencing homelessness in efforts to make assessments and placements.

A community effort to develop a by-name-list and HMIS must work with Indigenous partners to resolve data sovereignty issues. The protection of personal information is critical and must abide by provincial privacy legislation.

STREAMLINE APPLICATIONS, INTEGRATE OUTREACH WITH HOUSING PLACEMENTS

Senior managers, like frontline workers, acknowledged that the applications are problematic: “It’s hard for workers here, you don’t want to give people false hope. It’s hard for staff too.” Senior managers also indicated a need for outreach efforts to be integrated with housing placements. “There are some outreach workers who don’t want to get into doing applications for BC Housing, knowing there is no housing available.” Key stakeholders echoed frontline workers concerns that multiple applications paired with lengthy waits for housing offers causes institutional mistrust which may hinder future efforts to engage individuals in wellness plans to facilitate positive housing outcomes.

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COMMON PRACTICES AND COORDINATED TRAINING

Senior managers, like frontline workers, want to see coordinated training and practices. Some identified difficulties hiring qualified staff, while others identified a need for professionalization. As one sector leader shared, “The percentage of Indigenous workers is too low. We want to see a certificate or diploma program that ladders into public health so we can hire skilled workers.” Others expressed concern about staff burnout: “We have a big level of burnout especially over the last year. We have a greater demand for staffing. We cannot find people who have the skills. Many people have a knack, but a good education and baseline is needed.”

Each non-profit housing operator employs their own approach to staffing and training. Some non-profit operators emphasize the importance of cleaning while others emphasize the importance of unconditional love. In practice, the differences are less stark and the variance in training comes down to organizational culture and philosophy. Some managers see coordinated training and common practices as a way to improve housing stability outcomes. As one manager shared, “We go out of our way to train everyone from reception to finance how to have positive communication with tenants.” While another offered this criticism: “Staff often sit back. People should be engaged in support. And if they are just sitting back their job becomes surveillance.”

CODIFIED STANDARDS

Several senior managers believe staffing ratios should be codified. Stakeholders explained that older buildings have fewer staff than newer buildings and, as turnover happens, people with higher needs move into older buildings, increasing the need for staffing. One interviewee argued, “The buildings are quite large. There’s not enough staff. One of the standards should be a staff-to-resident ratio.”

Some people expressed a preference for BC Housing to develop standards for supportive housing and emergency shelters. As one manager put it, “BC Housing lets its operators form their own practices. Who else is going to keep standards of supportive housing? There should be basic standards.” Another said, “BC Housing selects operators and they need to say if you want to run this place, you need to do it this way.”

One senior manager raised the possibility that new legislation and accompanying regulations are required to improve the level of care in supportive housing noting, “If a senior goes into residential care, they are under the Community Care and Assisted Living Act.” The Government of B.C. issued a policy guideline in July 2020 clarifying that the Residential Tenancy Act applies to supportive housing, but not emergency shelters and transitional housing.

One interviewee spoke to the need for BC Housing to bring basic standards and a new funding structure to emergency shelters: “If we could transform shelters to adequate, safe, free from violence places then functional zero would be a humane goal on the road to ending homelessness. It’s the structure of the way the funding is allocated that forces people to run shelters like this.” They further elaborated that safety is different for the person who has untreated trauma, who feels constantly under threat. He concluded, “I would argue that the trauma that people experience in shelters keep them homeless.”

Policy Context

Provincial context

British Columbia is in a better position to end homelessness than it has been in decades. COVID-19 made visible the inequities in our community and the gaps and weaknesses in the systems that serve people experiencing homelessness.

The requirements for physical distancing and isolation within the public health emergency measures led to reductions in shelter occupancy capacities, new discharges from corrections and health institutions, and many relocations from couch-surfing arrangements. These moves led to large numbers of people sheltering in place in parks and along boulevards. The onset of the pandemic made homelessness highly visible across Canada, setting loose significant new investments and commitments to advance housing rights to the unhoused.

The Government of B.C. purchased or leased five hotels in Victoria, which have been operating as temporary supportive housing sites for people experiencing homelessness since spring 2020. Local stakeholders say the move was unprecedented – not only did the resources expand significantly, but with them came a new level of service integration between BC Housing and Island Health. The transitional supportive hotels have onsite primary healthcare, harm reduction services, meals, 24-hour building staff, security guards, visits from social workers, and some even include peer support workers.

When individuals moved from absolute homelessness into the hotels, the B.C. government promised that they would not be returned to homelessness when the hotels closed. And, in March 2021, the B.C. and federal governments announced plans to make good on that promise, with 280 new permanent homes set to open in 2022, located at six supportive housing sites. BC Housing owns three hotels and will continue to operate them as transitional supportive housing sites until the government can redevelop them into affordable mixed-income housing.

In the Capital Regional District (CRD) in the past 10 years, the B.C. government has completed 646 homes for those exiting homelessness. Of those, 246 homes — nearly 40 per cent — were created in the last fiscal year. Almost 70 per cent were created in 2017 and 2021; the investments were in response to increased visibility of homelessness arising from 2017 Super Intend City and from the pandemic.¹³ The B.C. government, together with the federal government, plans to build 280 more homes in the region by the end of 2022. Cool Aid plans to complete an additional 54 units of supportive housing and by the end of 2023 the Regional Housing First Program plans to complete 115 new units, but after decades of senior government neglect, it will not be enough to end homelessness.

B.C.'s forthcoming homelessness strategy is led by David Eby, the new Attorney General and Minister Responsible for Housing and is supported by six other provincial ministers: Children and Family Development, Health, Mental Health and Addictions, Municipal Affairs, and Social Development and Poverty Reduction. This indicates the strategy may include attention to prevention, turning off the tap into homelessness from child welfare, mental health, and poverty.

¹³ Unit Completion by Service Allocation Subgroup, Prepared by BC Housing's Research and Corporate Planning Department - May 2021.

Federal context

In 2019, the federal government launched a new strategy, called Reaching Home, to reduce chronic homelessness by 50 per cent, and enshrined the right to housing in legislation. In 2020, Ottawa launched the Rapid Housing Initiative with a \$1 billion investment. In the 2021 budget, the federal government committed an additional \$1.5 billion towards the Rapid Housing Initiative.

The federal government affirmed the fundamental right to housing with the National Housing Strategy (NHS) Act. In the September 2020 Throne Speech, the federal government committed to ending chronic homelessness in 10 years. And the Canada Mortgage and Housing Corporation recently committed to ensuring that everyone has a secure, affordable place to call home by 2030.

The NHS Act requires Canada to undertake actions that progressively realize the right to housing. It requires the government to ensure that all policies and programs serve to ensure the right to housing. An independent office of a Federal Housing and Homeless Advocate will provide accountability to the Act. The Advocate's primary role is to independently monitor the federal government's housing policy implementation, consult with rights holders – individuals with lived experience of housing needs and homelessness – and present information on systemic housing issues to the federal government. The Act created the National Housing Council to advise on federal housing policy. The Advocate and the Council will hold the government accountable for its commitment to realize the right to housing. (NRHN. n.d.)

To comply with human rights standards, homes must be affordable, accessible, safe, and culturally appropriate; residents must have security of tenure and be protected from arbitrary eviction; and housing must be located near employment and services and equipped with heat, water, sanitation, and information and communications technologies. (Paradis, E, 2020)

According to the Canada Mortgage and Housing Corporation, housing is considered affordable if it costs less than 30 per cent of a household's gross income. Throughout the 1970s and 1980s when the federal government was building between approximately 12,000 and 30,000 social housing units per year, the terms social and affordable housing could be used interchangeably. Today, social housing does not necessarily meet the Canadian definition of affordability and is best understood as housing protected from market forces by virtue of its ownership by a non-profit society, land trust, government or co-operative.

The following chart was published in the journal article, *The political economy of mortgage securitization and the neoliberalization of housing policy in Canada* and shows the impacts of federal government withdrawal from social housing production. (Walks & Clifford, 2015)

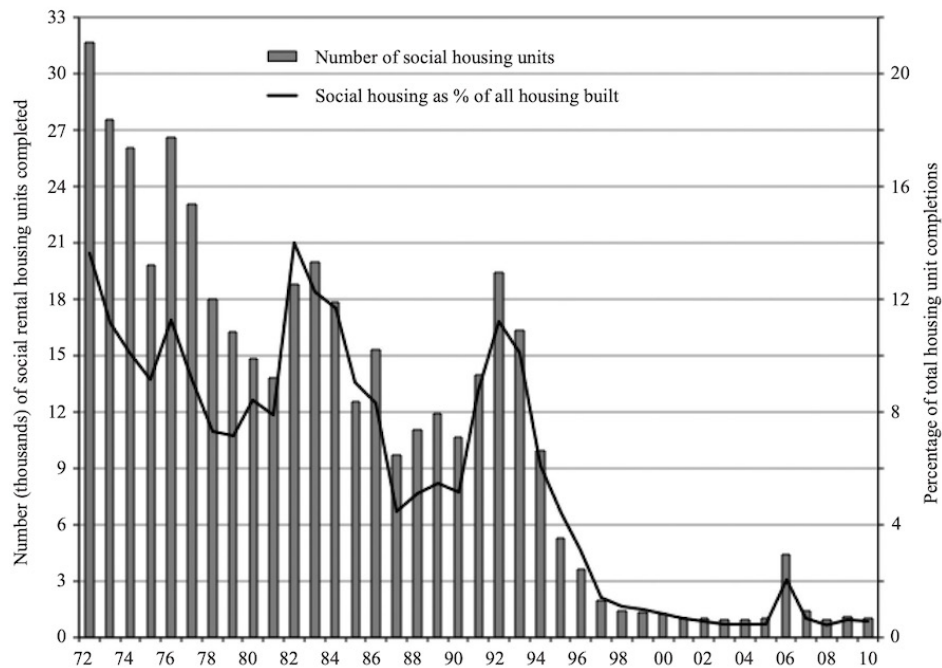
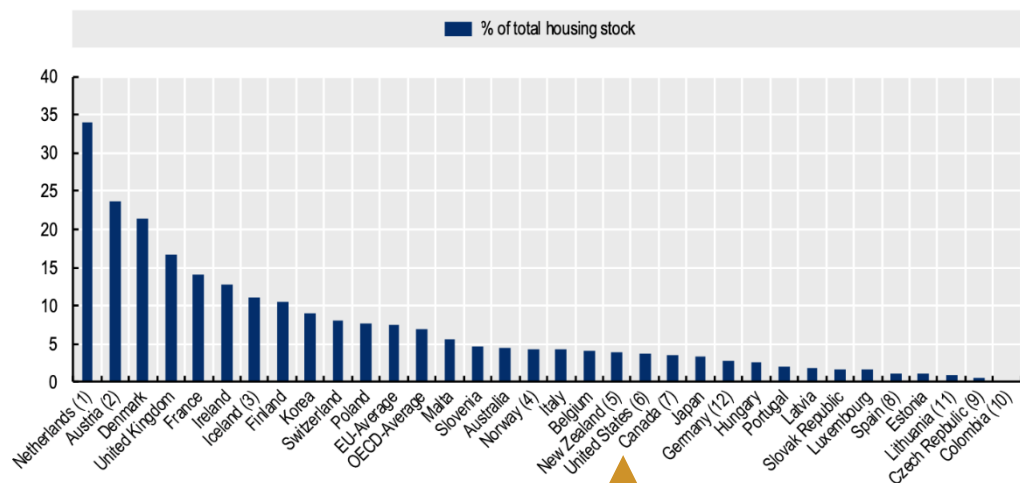


Figure 2. Social housing units built, by year, Canada 1972–2010 (source: calculated by the first author)

As a result of federal government disinvestments in social, affordable housing, Canada now has one of the most privatized housing markets of the 38 member countries in the Organization for Economic Co-operation and Development (OECD). Only 3.5 per cent of Canada's housing stock is protected from market influences.¹⁴

Share of social rental dwellings as a % of total dwellings, 2020 or latest year available



¹⁴ Source: <https://www.oecd.org/els/family/PH4-2-Social-rental-housing-stock.pdf>

Researchers like Gaetz and DeJ identify the rise of mass homelessness in Canada with the federal withdrawal of affordable housing investments and cuts to social assistance in provinces and territories. (Gaetz & DeJ, 2017)

Local context

In 2007, the City of Victoria Mayor's Task Force on Mental Illness, Addictions, and Homelessness called for a Housing First program with assertive engagement and treatment, coordinated funding and integrated service delivery, and 1,550 net new units. The Task Force recommended a community-based governance structure to coordinate planning, policy, funding, and drive the integration of fragmented programs and services. The community launched the Greater Victoria Coalition to End Homelessness (GVCEH) in 2008 in response.

The City of Victoria provides \$100,000 annually, over and above the contribution via taxation to the Capital Region District, to the GVCEH for the following services:

- a. **Regional Planning and Coordination:** ensure plans and initiatives have a region-wide focus and that housing and services are well-coordinated and integrated.
- b. **Ongoing Research:** conduct research in support of evidence-based strategies and policies to end homelessness, including effective practices used in other jurisdictions.
- c. **Communication:** implement community engagement and awareness strategies to ensure the underlying contributing factors of homelessness, the extent of homelessness in the region, and solutions to ending homelessness are better understood by stakeholders and the general public.
- d. **Monitoring:** develop and implement a monitoring framework to ensure efforts to address homelessness are effective and are providing the necessary outcomes for the region.
- e. **General Administration:** perform administrative functions required to support the Board and Committee activities, including overall day-to-day operations, annual business planning, and reviews of the long-term strategic plan as needed.

The City of Victoria contributes to the Aboriginal Coalition to End Homelessness (ACEH) via the CRD but does not directly contribute to the ACEH. Colonialism shapes Indigenous homelessness, and more than one-third of people experiencing homelessness in the region are Indigenous. The City can demonstrate its commitment to reconciliation by directly providing core funding to the ACEH.

The CRD and the City of Victoria contract the GVCEH to ensure homelessness initiatives are regional, coordinated, and integrated. The GVCEH convened stakeholders to produce a regional, collaborative 2019 – 2024 Community Plan to End Homelessness.

The CRD, BC Housing, and Island Health co-chair the Coordinated Access and Assessment Advisory (CAA) Committee, which convenes community partners to integrate services within the homeless-serving system. The CRD is the federal government's community partner to end chronic homelessness. In its role, the CRD coordinates community partners to design a homeless management information system and facilitate decisions about governance for the CAA. Many organizations and collaborations are working to coordinate better responses to homelessness in our region.

Since 2008, there has been a regional approach to homelessness, led by the GVCEH and, more recently, the CRD, in its role as Community Entity for the federal government's homelessness strategy. The CRD plays an important role in the homelessness response system. As the official partner for Reaching Home, it is responsible for allocating federal government funding strategically to end chronic homelessness. While the funding program is flexible to respond to unique community needs, there are several requirements of Reaching Home partners. Designated communities are required to implement coordinated access, supported by a homeless management information system and to convene community stakeholders to develop plans to end chronic homelessness.

The Reaching Home program provided the CRD \$4.7 million over five years. During COVID 19, the federal government almost doubled the investment in the strategy and transferred an additional \$3,231,049 to the CRD.¹⁵ The CRD was required to allocate this funding to essential emergency survival services. The Government of Canada has promised to sustain this elevated funding annually from April 2021 – March 2024. The CRD is currently preparing a call for proposals to direct this funding toward strategic investments to end chronic homelessness and to prevent individuals and families from falling into homelessness.

The CRD is also facilitating the Regional Housing First Program partnership between the CRD, BC Housing, Canadian Mortgage Housing Corporation (CMHC) and Island Health. The Regional Housing First Program was launched in 2016 to address chronic homelessness in the CRD. The program was born out of pivotal research completed by the GVCEH called *Creating Homes, Enhancing Communities*. This report estimated there were 367 – 479 individuals experiencing chronic homelessness in 2015. (Elliot, 2015)

The City of Victoria contributes to the Regional Housing First Program and the GVCEH through tax contributions to the CRD. Many of the homeless services typical to municipal governments, such as outreach or delivering the federal government Reaching Home program, are carried out by the CRD, the GVCEH, or the CAA. The City of Victoria supports a regional approach to homelessness and this does not preclude the City of Victoria from articulating a value-added policy and role.

Of the municipalities in the Capital Region, the City of Victoria experiences a disproportionate impact of the homelessness crisis. Without a designated staff role or department to lead the City of Victoria's involvement in homelessness, the approach has been largely reactive.

The August 2020 budget update noted that \$850,000 was set aside for City Bylaw, Parks, Facilities, and Public Works to manage issues arising from encampments. This does not include the additional significant police expenses related to homelessness. At the same time, there are no staff or departments with a specific mandate to address homelessness or, more importantly, undertake steps to end and prevent homelessness.

¹⁵ Extracted on May 1, 2021 from <https://www.crd.bc.ca/project/reaching-home>

Emergency responses to homelessness are much more costly than providing rapid access to housing with appropriate supports — an approach known as Housing First. The At Home/Chez Soi field study found that, on average, the Housing First intervention costs \$22,257 per person per year for participants connected to Assertive Community Teams (ACT), and costs \$14,177 per person per year for participants connected to Intensive Case Management (ICM). Every \$10 invested in Housing First resulted in an average savings of \$21.72.

One of the advantages of Housing First for those who have high levels of chronic mental and physical illness is shifting their care from institutions to the community. Most service use changes represent shifts from crisis to community services, and program involvement addresses unmet needs. (Goering, P., Veldhuizen, S., Watson, A., Adair, C., Kopp, B., Latimer, E., Nelson, G., MacNaughton, E., Streiner, D., & Aubry, T., 2014) A newer study by Nick Falvo *Cost Savings Associated with Housing First* affirmed similar cost savings. It studied data from 2,222 individuals between 2012 – 2017 and found that supporting a person in Housing First in Calgary typically cost between \$14,000 and \$30,000 each year. Every \$1 spent on Housing First resulted in \$2 in savings to the public system. (Jadidzadeh, Falvo, Dutton., 2020)

Municipal governments are limited in their ability to raise revenue to pay for Housing First interventions but are critical authors of housing policy. Municipal governments can use disaggregated data and qualitative evidence to make systemic exclusions from housing visible and communicate this to senior governments. Cities can adopt a rights-based approach to reframe the conversations that create housing policy. For example, do renters have a right to housing security? Do property owners have a right to redevelop land?

While several City departments (Public Works, Parks, Bylaw and Police) are responding to homelessness, community planning is not involved. Despite this, community planning is making contributions to preventing and ending homelessness. Community planning has a mandate to identify housing needs and undertake initiatives that will contribute to a healthy and adequate housing supply. Victoria's Housing Strategy has several actions that contribute to the prevention of homelessness and assist in the realization of the progressive right to housing.

In the Victoria Housing Strategy (Phase Two: 2019 - 2022), the City of Victoria recognizes that housing is a human right. The strategy is pulling many municipal levers to advance housing rights. The City of Victoria has developed policy to regulate vacation rentals, introduced inclusionary zoning to incentivize purpose-built rentals, introduced new standards of maintenance bylaws in conjunction with tenant resources, introduced tenant assistance policies to mitigate adverse impacts of redevelopment, hired a Tenant Planner and accelerated the development process for non-market housing, and more. The Strategy has advanced housing rights in Victoria.

While there has been no formal homelessness function, the Victoria Housing Strategy does advance several actions that prevent homelessness, such as the land acquisitions and partnerships creating supportive and affordable housing and the proposed rapid approval process for non-profit housing. In addition to facilitating supply, the Housing Strategy prevents homelessness by providing supports to tenants.

In conjunction with the new Rental Property Standards of Maintenance Bylaw, the Tenant Planner position was created to provide related support and education. The Tenant Planner can help to answer questions from renters and landlords about the Bylaw and to provide information about local resources and support. Through general education and individual case communication, the intention of the Bylaw and the role of the Tenant Planner are to help resolve maintenance issues without tenants having to escalate the issue to a dispute resolution hearing with the Residential Tenancy Branch.

In developing the Bylaw, a major consideration was the potential risks to tenants if they filed a complaint with the City, particularly if they are living in an illegal unit or where the required upgrades might result in having to vacate the unit. With the new Tenant Planner position, cases requiring a more nuanced approach can be handled in a tenant-centred way, with priority being given to an approach that supports tenant housing security.

However, without a dedicated homelessness function, there are gaps. The process of developing this report identified areas that need consideration including:

- The need for better methods to ascertain housing needs that quantify the scope of housing need for those that are at risk of homelessness.
- The need for disaggregated data to identify groups that are systemically excluded from housing.
- Tracking losses of low-cost housing and the impact on homelessness.
- Anti-stigma training and welcoming homeless action plans for recreation centres, neighbourhood associations and other civic places.
- Coordination of extreme weather responses.
- Emergency shelter and supportive housing site selection and land-use planning.

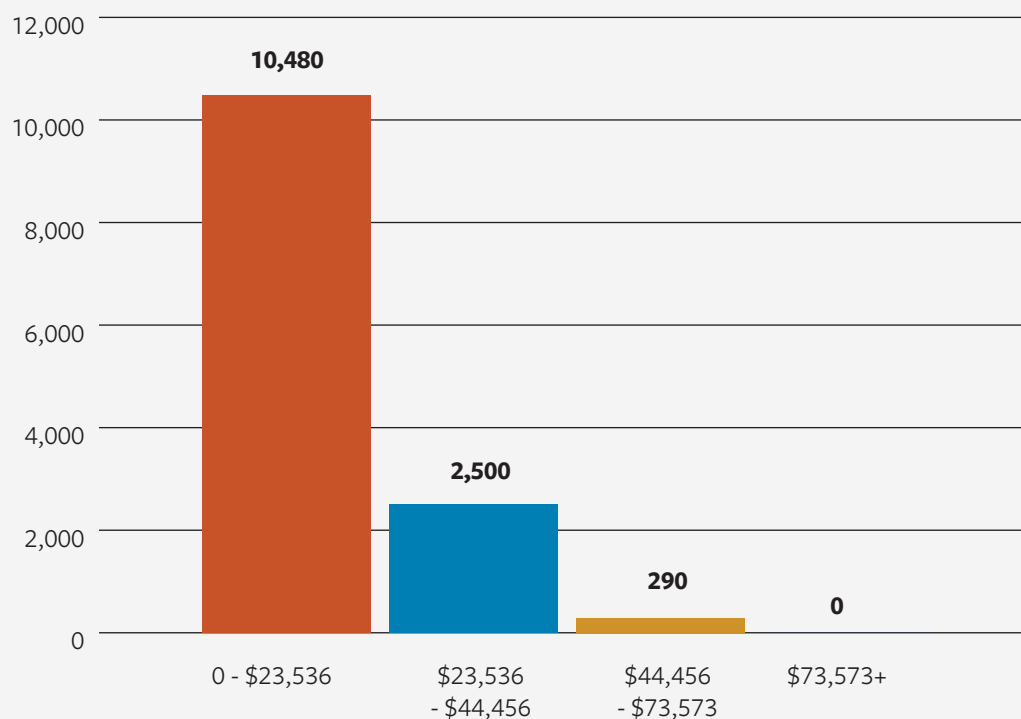
What is the housing reality for those who are at risk of homelessness in Greater Victoria?

A household is said to be in core housing need if its housing does not meet adequacy, affordability or suitability standards and is required to spend 30 per cent or more of its gross income on rent. Core housing need is an indicator of the number of people who are at risk of homelessness. (Albert, M., Penna, T., & Pauly, B., 2015) Extreme core housing need has the same meaning except that the household has shelter costs that are more than 50 per cent of before-tax household income. Extreme core housing need is more conservative indicator of the number of households at risk of homelessness than core housing need.

There are 10,480 households in need in the Capital Region and 4,975 in the City of Victoria in extreme core housing need with annual incomes below \$23,536 and averaging \$13,908.¹⁶ A portion of this population lives on provincial disability income assistance or senior's income assistance and has no way to increase their income. One-third of income is considered an affordable amount to spend on housing. Housing that is affordable to this income bracket costs approximately \$375 to \$650 each month.

¹⁶ The Canadian Rental Index using 2016 Census Data

Number of Renter Households in the CRD spending 50% of their income on rent, by income bracket



Source: Canadian Rental Index (using 2016 Census Data)

What separates those who are at risk of homelessness due to core housing need and those who are at imminent risk can be the onset of a crisis, such as an illness or job loss, or a turn of events, such as an eviction. (COH, 2012)

The impossible math of disability income assistance

Six out of seven participants experiencing homelessness interviewed for this report rely on disability income assistance. People with disabilities, or those with diagnosed mental health conditions, make up an estimated 45 per cent of Canada's homeless population. (CERA, NHRN, SRAC, 2021)

Provincial disability income assistance is for people who live with a disability, including mental illness, that is expected to continue for more than two years, and in many cases for life. Many who live on disability income assistance have constrained opportunities to increase their income. In May 2021, in Victoria, disability income assistance rates are too low to enter the rental market.

Disability income assistance rates for individuals in British Columbia beginning in April 2021 is \$1,358.42 each month. The median available rent in Victoria in May 2021 for a studio apartment is \$1,265 and for a one-bedroom apartment is \$1,595.¹⁷ The median available rent for a studio apartment is 93 per cent of disability income assistance and the median available rent for a one-bedroom apartment is 117 per cent. Others on social assistance have even less income.

The BC Expert Panel on Basic Income recommended a series of reforms to social assistance and housing benefits to ensure persons with long-term disabilities are no longer confined to poverty and housing insecurity. They put forward 65 recommendations to result in a targeted basic income including a recommendation to increase disability social assistance to at least the market basket measure poverty line and to provide housing support to all low-income renters. (Green, D., Kessleman, J., & Tedds, L., 2020)

Recipients of social assistance are provided a monthly \$375 shelter allowance. The report *Housing Discrimination and Spatial Segregation in Canada* calls this grossly inadequate in comparison to the cost of housing and identifies this as the leading cause of homelessness. Setting shelter rates at levels that make it impossible to secure housing is systemic discrimination from governments to social assistance recipients. (CERA, NHRN, SRAC, 2021) Setting total monthly income assistance rates at less than median available rental rates puts numerous households at risk of homelessness.

There are households in Victoria that rely on income assistance, have lived in the same apartment for many years, and have had their rent increases limited by legislation. These households could face homelessness with any event – such as a family break-up or eviction caused by redevelopment – that results in a new attempt to secure a market rental apartment at today's rents.

Plans for new housing affordable to the lowest income group

While increasing supply of market housing helps slow down housing price increases, the gap between what the lowest income households can afford and housing costs can only be ameliorated through government subsidies of income or housing. (Been, V., Gould Ellen, I., and O'Regan K. 2018)

The B.C. government is building new rental housing for the lowest income group for the first time in decades. The Community Housing Fund Program will build 14,350 non-market homes over a 10-year period across the province and 2,870 (20 per cent) of those homes are planned to be affordable to the lowest income group. This program has resulted in 193 homes are completed or in process in the Capital Region that will be affordable to the lowest income group, those at risk of homelessness.¹⁸

¹⁷ The median available rent is the median of rents of apartments that are currently available and advertised for rent. The median available rent is higher than average rents as it excludes rents of apartments with long-term tenancies that have had rent increases restricted by legislation. The median available rent indicates the general cost to enter the rental market. Extracted on May 12, 2021 from <https://www.padmapper.com/apartments/victoria-bc>

¹⁸ Data provided by BC Housing staff June 30, 2021

We're losing affordable housing faster than we can create it

The Capital Region is losing affordable housing faster than we can create it. Using the methodology and terminology created by housing policy researcher, Steve Pomeroy we find that between 2011 and 2016 the number of homes renting for less than \$750 per month declined by 12,880 in the Capital Region.¹⁹

The financialization of rental housing — an asset that is attracting large and small investors seeking to benefit from on rapidly increasing rents — is primarily responsible for the losses of low-cost rental housing. (Pomeroy, 2020) Turnover, renovation, and redevelopment of modest rental properties contributes to losses of naturally occurring affordable housing and accelerates the transformation of rental housing from a social good to an investment class.

To get an accurate determination of community needs for housing, we need to pay attention to the stock of affordable housing that is being lost in addition to plans for new supply.

What are the indicators of housing need for those who are currently experiencing homelessness?

The following indicators point to the current number of people who are experiencing homelessness and provide an indication of the amount of new housing resources required to end current levels of homelessness.

The indicators below suggest the number of housing units required to address current levels of homelessness and do not attempt to estimate the numbers required to deal with new inflows assuming the status quo to overarching socio-economic policies.

2020 Point in Time Count

The 2020 Point in Time Count found 1,523 people experiencing homelessness in the Capital Region, living unsheltered, in emergency shelters, transitional housing, couch-surfing, or in public systems. Eighty-two per cent of survey respondents met the federal government definition of chronic homelessness. In 2020, it is estimated there were 1,249 people experiencing chronic homelessness in the CRD.

Active Applications for Supportive Housing

BC Housing had 1,524 active applications for supportive housing as of March 31, 2021. The number of applications is limited to applications that are new or renewed within the prior year. The application is available online and likely includes applications from people who have moved to other jurisdictions or who filled out the application by mistake. Given how closely this number matches the Greater Victoria 2020 Point in Time Count (2020 PIT Count), and in the absence of better data, the number of active applications for supportive housing can be used as an indication of the housing resources needed to end current levels of homelessness.

BC Housing Registry for Non-Market Housing

As of March 2020, there was a total of 938 households on BC Housing's housing registry for non-market housing in Victoria. This list does not consider any other waitlists of housing providers that are unaffiliated with BC Housing and should not be considered comprehensive. (CRD, 2020)

¹⁹ See Augmenting the National Housing Strategy with an affordable housing acquisition strategy by Steve Pomeroy, June 2020.

Long-term Stays at Emergency Shelters and Transitional Housing

All three non-profit operators of emergency shelters report that there are significant numbers of people who have been staying in long-term emergency shelters for one to five years. The 2020 PIT Count identified 1,093 people in emergency shelters, transitional housing, and institutions; 82 per cent of survey respondents were chronically homeless. Therefore, we can estimate, that as of March 2020, there were approximately 896 people living long-term in shelters, transitional housing and institutional settings.

Mental Health Substance Use Residential

As a snapshot as of April 2021, 17 people, taking up 14 per cent of available Island Health-operated MHSU beds, no longer require the level of care provided in MHSU residential.²⁰ They need an affordable place to live, either in supportive housing, subsidized independent housing, or market housing with a rent supplement.²¹

Supportive housing completions 2011 - 2021

According to data provided by BC Housing, over a 10-year period from 2011 – 2021, BC Housing created 640 units of housing for people experiencing homelessness in the Capital Region. The largest single investment in supportive housing was in 2020-2021 which increased the availability by 246 units.

This chart shows the number of new supportive housing units introduced to the CRD in a two-year period, compared to the estimated number of people experiencing homelessness from semi-annual PIT Counts.²²

For example, 26 new supportive housing units were added to the CRD supply of supportive housing over two fiscal years 2012/13 – 2013/14, and in 2014, the Point In Time Count, called a Facility Count that year, estimated 1,167 individuals were experiencing homelessness. The methodology for PIT Counts has improved over time, and the chart below does not show a trend in the numbers of people experiencing homelessness over time. The chart compares supportive housing completions to homeless estimates.

²⁰ Data provided by Island Health on May 19, 2021.

²¹ This type of data is included in the Point in Time Count. It is included here to enhance understanding of what it means to be 'sheltered homeless' and to highlight the impacts of affordable housing shortages. An adequate supply of housing will help end homelessness and free up treatment beds.

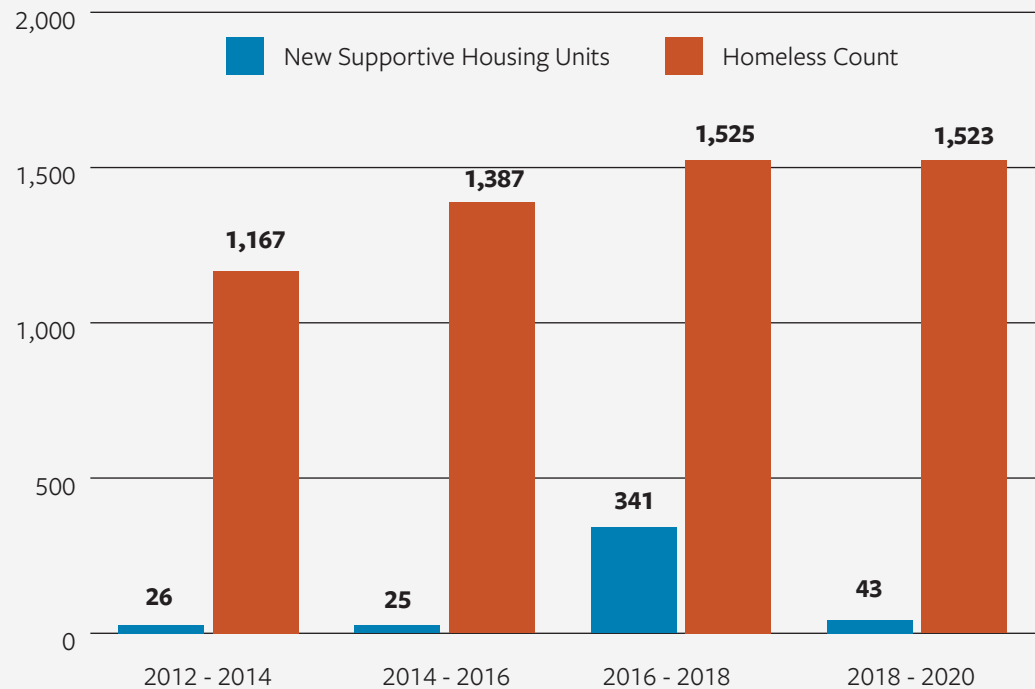
²² 2014 Facility Count https://victoriahomelessness.ca/wp-content/uploads/2018/09/FacilityCount2014_FINAL.pdf

2016 PIT Count https://victoriahomelessness.ca/wp-content/uploads/2012/07/PITCountReport_Final.pdf

2018 PIT Count 2018-PiT-Count-Community-Report-FINAL.pdf (victoriahomelessness.ca)

2020 PIT Count <https://victoriahomelessness.ca/wp-content/uploads/2020/07/crd-pit-count-2020-community-report-2020-07-31.pdf>

2011-2021 Capital Region New supportive housing units compared with the estimated number of people experiencing homelessness



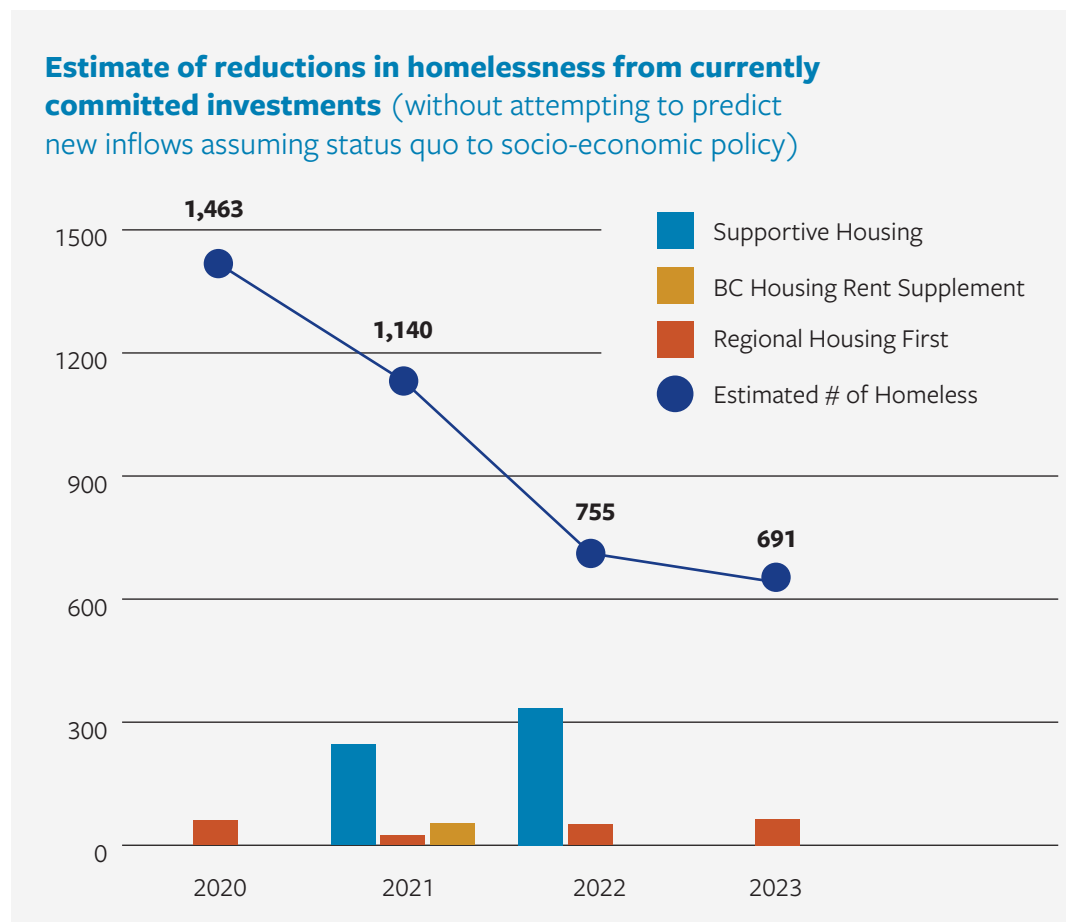
Forecast of the number of people experiencing homelessness in Greater Victoria

The following chart shows an estimate of the reductions of numbers of people experiencing homelessness, using the 2020 Greater Victoria Point-in-Time Homeless Count and Housing Needs Survey (2020 PIT Count) as a starting point (1,523), and subtracting one for each new unit of supportive housing, Regional Housing First Program, or rent supplement that has been deployed or committed since the 2020 PIT Count. BC Housing forecasts no new rent supplements in the CRD in the next three years.²³

²³ Data provided by BC Housing's Research and Corporate Planning Dept., May 2021. Source: Unit Count Reporting Model, March 31, 2021

This should be understood as a rough estimate of the impact of the new housing on the number of individuals experiencing homelessness in our region. It does not consider new inflows to homelessness. There will be discharges from corrections into homelessness, youth aging out of care, personal events like illness, job loss, or eviction of households whose income is less the amount required for re-entry into the rental market.

In 2023, this estimates there will be roughly 691 people experiencing homelessness in Victoria. It is an underestimation as we do not attempt to predict inflows to homelessness.



Two hundred and eighty modular units of new supportive housing are planned to be completed in 2022 in the Capital Region. This will be approximately enough housing to transition the approximately 283 people living in the temporary sites that are planned to close in 2022.²⁴ About 325 people will remain in three transitional hotel sites, and several hundred in other temporary institutional settings and an unknown number will still be sheltering outside. Two new supportive housing projects were announced in Spring and Summer 2021 within the City of Victoria, which will add 90 more units possibly by the end of 2024.²⁵

²⁴ Data provided by GVCEH research department. The Travel Lodge (capacity ~100), Howard Johnson (~80), Tiny Town (30) Russel Street (30) and Mt Tolmie (43) are scheduled to close in 2022.

²⁵ 2021.06.09_MR_New Housing and Community Centre.pdf (victoria.ca)
<https://letstalkhousingbc.ca/victoria-225-russell>

Conclusion

This report is a call to action for the B.C. government to lead a full-scale transformation of the homeless-serving system. The government of B.C. has an unprecedented opportunity to partner with federal and local efforts to end homelessness in its forthcoming homeless strategy.

The most important actions the provincial government can take is tackling the housing crisis experienced by the lowest income bracket, and re-aligning the homeless-serving system towards ending homelessness.

The system is overly focused on getting people inside, without enough attention paid to preventing homelessness, to the ability of individuals to recover from homelessness and achieve stability, and to facilitating positive exits from homelessness. The system is directed towards outputs rather than outcomes, tracking the number of people who have moved inside, rather than tracking the changes in the number of people experiencing chronic homelessness. The report recommends a full-scale transformation of the homeless-serving system to a rights-based approach to housing and a person-centred approach to care.

There is an urgent need to provide immediate access to permanent housing direct from homelessness, a preference by some for community-integrated, market rental housing, an imperative to introduce choices, and a generalized need for the sector to align practices to Housing First. The introduction of new rent supplement programs and expansion of S2H could resolve these issues.

People who are homeless must have a say in their lives. The stories of those experiencing homelessness show us the wide diversity of people who have experienced homelessness and help us understand that there needs to be many more pathways out of homelessness.

Individuals and families want to know there is something positive on the other side of homelessness, want help for untreated trauma, and want to be inspired by stories of those who have recovered from homelessness or ‘slowed down on drug use.’ Those who participated in this study overwhelmingly request that the system make it easier for them to take an active role in getting permanent housing, jobs, or take steps towards better health.

The system is not currently set up to support this.

By not making room for the experiences, analysis, needs and desires of those struggling to exit from homelessness, we risk facilitating returns to homelessness and to maintaining a number of people who cycle between absolute homelessness, supportive housing, emergency shelters and back again.

By not paying particular attention to the affordable housing crisis experienced by the lowest income group – those at risk of homelessness – we take away the ability for individuals and families to proactively address their current or pending homelessness independently. By ignoring the affordable housing crisis, especially as it pertains to the lowest income group, we have – to some degree – institutionalized homelessness.

The recommendations in this report call on governments to make transformative changes that will ensure that homelessness is rare, brief, and non-recurring.

Recommendations

The recommendations are organized into four calls to action.

CALL TO ACTION 1

Resolve the housing crisis by re-aligning policies and programs to realize the human right to housing.

1. That the Government of B.C. adopt the Human Right to Housing as a guiding framework to resolve the affordable housing crisis.

In practical terms, this will set new priorities, targets, and goals, resulting in housing strategies to prevent homelessness and to facilitate exits from homelessness. Government-wide procedures and practices would be reviewed to ensure they do not cause or maintain homelessness.

Adopting the human right to housing as a guiding philosophy will advance housing rights over time, prioritize those most in need, and ensure systemic exclusions to housing are identified and resolved. Implementing a right to housing approach will also breach the divide between ministries and/or departments, ensuring that there is coordination so that drivers of homelessness can be identified in various portfolios, and solutions to homelessness can be integrated therein.

Homelessness is a *prima facie* violation of the right to housing. As such, homelessness is a prioritized area of action.

Adopting the human right to housing would align British Columbia with the Government of Canada and the City of Victoria.

2. That the Government of B.C. ensure that homelessness, housing funds and or income supports are allocated according to community needs and are sufficient to realize the right to housing for all within a reasonable timeframe.

There are more than 10,000 households in the CRD spending more than 50 per cent of their income on housing, with annual incomes below \$23,536. The British Columbia Community Housing Fund Program will result in roughly hundreds of new homes in Greater Victoria that are considered affordable to this income bracket.

The Government of B.C. needs to devise a strategy that resolves the housing crisis for very low-income households to prevent new inflows to homelessness.

3. That BC Housing allocate a proportion of shelter rate units developed through the Community Housing Fund Program to the Coordinated Access and Assessment process.

There are hundreds of new shelter rate units recently completed or under construction in the Capital Region that are not accessible to those living in emergency shelters, unsheltered or the homeless-serving system. Homelessness is a violation of human rights. As such, BC Housing, through funding agreements, should require a proportion of new shelter rate units be filled through the Coordinated Access and Assessment process to reduce the number of people experiencing homelessness.

4. That the Government of B.C. strategically support new rent supplement programs.

Building supportive housing takes years. Each year that an individual experiences homelessness is a year of trauma, social exclusion, and extreme poverty to recover from. This report estimates after completions of planned supportive housing, there will remain hundreds of people experiencing homelessness in the Capital Region.

The Government of B.C. should strategically invest in rent supplement programs to provide immediate access to permanent housing, to support rapid rehousing (such as diversion programs) and to move people who are inappropriately residing in MHSU residential or supportive housing.

Rent supplements wrapped into rapid rehousing or diversion programs can return individuals to market housing after a brief experience of homelessness and is an effective strategy to reduce the risk of chronic homelessness.

Given the need to increase immediate access to permanent housing direct from homelessness, a preference by some for market rental housing, a desire to introduce more choices and a generalized need for the system to align practices more closely to Housing First principles, priority should be given to expanding Victoria's Streets to Homes program to serve more people and to include serving those with lower levels of need.

5. That the Government of B.C. establish a non-profit and co-operative provincial acquisition strategy, combined with tenant protections, to safeguard existing low-cost rental homes and expand the supply of deeply affordable housing.

The Capital Region is losing affordable housing faster than we can create it. A non-profit acquisition strategy will help prevent homelessness and expand the supply of homes preserved for non-speculative uses. An acquisition strategy must go hand in hand with tenant protections, especially for tenants in the lowest income bracket, to ensure there is no displacement or homelessness due to future redevelopment projects.

6. That the City of Victoria fully embrace the Human Right to Housing to guide its future responses to homelessness, and to continue to advance housing rights.

Implementing a right to housing approach will breach the divide between departments, ensuring that there is coordination so that drivers of homelessness can be identified in various portfolios, and solutions to homelessness can be integrated therein. Embracing the human right to housing requires reviewing government-wide procedures and practices to ensure they do not cause or maintain homelessness.

While phase 2 of the Victoria Housing Strategy advanced considerable housing rights, phase 3 could further advance housing rights by incorporating a stronger focus on the housing needs of the lowest income group and of the unhoused. The City of Victoria does not have revenue powers to provide supportive or subsidized housing, but it can quantify and communicate community needs for subsidized housing by income bracket, as this report has done. A rights-based approach also requires closer attention to the losses of low-cost housing, as losses of low-cost housing is a driver of homelessness.

7. That the City of Victoria establish a full-time staff position in the 2022 budget with a focus on homelessness in the city.

The purpose of the position is to accelerate the shift from reacting to homelessness to realizing the right to housing for all. The role will identify drivers of homelessness and assess municipal policy and programs to ensure they are in keeping with the City of Victoria's commitment to advance the right to housing. The position will add value to regional efforts to end homelessness, while not duplicating activities. The proposed duties are listed in Appendix 2.

CALL TO ACTION 2:

Lead a full-scale transformation of the homeless-serving system.

8. That the Government of B.C. ensure all homeless programs have a laser-like focus on the goal to ensure homelessness is rare, brief, and non-recurring in its forthcoming homeless strategy.

The B.C. Government through BC Housing and Island Health operate programs that are essential to those experiencing homelessness. The pandemic has unlocked a new level of information sharing between the two agencies, but programs are not integrated and not clearly oriented towards ending homelessness. This report recommends that BC Housing and Island Health and other agencies be provided with a mandate, and sufficient resources, to work together to end homelessness.

For the most part, these government efforts occur after an individual has already fallen into homelessness. To truly end homelessness, the Government of B.C. needs to integrate prevention efforts from health, children and families, corrections, Indigenous relations and reconciliation in its forthcoming homelessness strategy.

9. That the Government of B.C. support Indigenous-led solutions to homelessness.

The participants who are experiencing homelessness recommended more opportunities to participate in cultural programming. Experiences of Indigenous homelessness are directly related to colonization. This report identified a need for more Indigenous workers, cultural programming, Indigenous cultural safety, and Indigenous-led approaches to ending homelessness. The Government of B.C. can demonstrate its commitment to reconciliation by supporting Indigenous-led solutions to homelessness.

10. That the Government of B.C. fund the implementation of the recommendations of the Health & Housing Think Tank 2021.

The current model of supportive housing is described as ‘one-size-fits-all’ and works for too few people. This report identified the need to transition to a person-centred model of care and housing.

The Health & Housing Think Tank 2021 Summary Report: A Vision for Greater Victoria shares a detailed vision of health and housing services for people exiting homelessness tailored to different levels of need. It articulates which services should be accessible to residents through community care and in-reach and which should be available onsite for different levels of care.

The report includes 40 recommendations for system transformation, from site size (20 – 30 people in the higher needs cohorts) to community connections (connect people living in housing to their local community) and prompt access to primary health care and services to support the social determinants of health (economic, social, cultural support). A high-level summary of the recommendations can be found in Appendix 1.

11. That the City of Victoria support Indigenous-led regional collaborations to end homelessness.

Before the end of the 2021/2022 fiscal year, that the City of Victoria review the funding and services agreement with the Greater Victoria Coalition to End Homelessness and consider providing an equitable amount of funding to the Aboriginal Coalition to End Homelessness.

12. That the homeless-serving system provide consistent one-on-one support workers to build trust before or immediately upon a move into emergency, transitional or supportive housing.

Individuals with lengthy experiences of homelessness have high levels of mistrust. Motivation and effort towards individual health and housing goals depends upon willing participation. Trust is a prerequisite for willing participation. Drop-in services, even those that are onsite, may not be an effective model to connect some individuals with the resources they need and want.

Some of the individuals experiencing homelessness who shared their stories for this report expressed strong desire to connect with resources to make life improvements but need a dedicated worker to stand shoulder-to-shoulder with them as they walk through their journey to exit homelessness.

13. That Cool Aid or Our Place partner with BC Housing to pilot a diversion program and a housing-focused shelter to reduce the length of time people stay in emergency shelters and to reduce the number of people who are at risk of chronic homelessness.

This review documented that long-term usage of emergency shelters is a persistent widespread issue in Victoria. Shelters from across the country have taken leadership on this issue, not satisfied to wait for government intervention, with great success.

Diversion programs divert people from emergency shelters, thereby preventing chronic homelessness. Professional landlord liaison recruits and maintains landlords, while rent supplements make up the difference between incomes and market rents. Housing-focused shelters use a strategy called ‘housing engagements’ to support, prod and encourage individuals to work on their housing plans each day they stay at the shelter. All programs report outcomes that challenged their assumptions about the housing market, about government-definitions of affordability, about housing preferences and about individuals with high needs.

Sheltered homelessness is a violation of the human right to housing, therefore the local homeless-serving system has an obligation to act and be open to having assumptions challenged.

14. That the Greater Victoria Coalition to End Homelessness, the Coordinated Access and Assessment Advisory Committee and the Community Advisory Board (for Reaching Home) prioritize the implementation of a Homeless Management Information System (HMIS) and by-name-list.

The homeless-serving system needs to prioritize the implementation of a HMIS and a by-name-list to track homelessness, to precisely quantify housing needs, to track and report progress on ending homelessness, to use data to test assumptions and develop more robust programs, to better connect individuals with appropriate health and housing resources and to shift the focus from managing homelessness to ending homelessness.

15. That the Greater Victoria Coalition to End Homelessness track and report publicly, monthly:

- The number of people who are new to homelessness.
- The number of people who have returned to homelessness.
- The number of people who have exited homelessness.
- The average length of time individuals experience homelessness.
- The average length of time long-term users reside in emergency shelters.
- The average length of time residents live in transitional housing.
- The number of people who are chronically homeless.

16. That the Greater Victoria Coalition to End Homelessness develop coordinated staff training to:

- Connect staff efforts to positive exits from homelessness.
- Introduce or reinforce trauma-informed practices and Indigenous cultural safety, including within decision-making.
- Introduce new practices to support self-determination.

17. That the eviction prevention subcommittee of Coordinated Access and Assessment Advisory Committee lead a collaborative process resulting in a standardized system-wide approach to eviction prevention and rapid rehousing strategies to reduce returns to homelessness.

Each housing operator has a unique approach to evictions. Some agencies have a strong tendency towards no evictions, some report a deep commitment to rapid rehousing, while others evict people more easily. The CAA is currently conducting a review of evictions and this review should be focused on the development of common eviction prevention and rapid rehousing policies for all housing operators. The 2017 Housing Stability Project by the GVCEH and the CRD outlines the core elements of eviction prevention policies and strategies. Eviction prevention means taking proactive steps in cases where a resident may be at risk of eviction.

A lack of a common, system-wide approach to preventing evictions is at odds with local plans to end homelessness.

18. That the Greater Victoria Coalition to End Homelessness undertake systems planning to integrate trauma-informed practices, Housing First practices and Indigenous cultural safety throughout all aspects of the system, including decision-making, with the Government of B.C. as a full partner.

This review identified a need for systems integration to improve outcomes for people. This report cannot replace a thorough systems integration process, but did identify the following areas for attention:

- Integrate outreach activities with housing placements.
- Integrate hospital discharges with shelters.
- Consider replacing housing applications and interviews with a quality by-name-list.
- Ensure individuals are not occupying resource-intense MHSU or supportive housing who would prefer and thrive in independent housing, with or without in-community supports.

19. The homeless-serving system support the Greater Victoria Coalition to End Homelessness as the lead organization to drive collaborations and facilitate systems integration.

This review revealed multiple organizations and committees are convening stakeholders to collaborate on activities including the GVCEH, the CRD, the Community Advisory Board (CAB) and the CAA.

To achieve functional zero homelessness, there needs to be a designated authority with a staff team responsible for the specialized work examining and improving how the system works, while maintaining a clear line of sight on the goal. Data management, systems planning, the introduction of common practices and protocols are mutually reinforcing activities that need to be housed together to maintain a clear line of sight, and accountability for the community's agreed upon target to end homelessness.

The systems planner organization drives collaborative efforts towards ending homelessness.

20. That the Government of B.C. provide core funding to the Greater Victoria Coalition to End Homelessness to develop an integrated homeless-serving system.

The Government of B.C.'s forthcoming homeless strategy should provide core funding to backbone organizations to support the transformation of fragmented programs and services into integrated homeless-serving systems.

21. That the Government of B.C. give BC Housing, supported by other appropriate government agencies and or departments, a mandate and resources to collaborate with communities to develop regional HMIS.

BC Housing uses a HMIS to track program outputs. Housing operators are required to input data into BC Housing's database. The CRD is convening a committee of stakeholders to determine what a HMIS would do in our region. If BC Housing had a mandate and resources to collaborate on the development of regional databases, it may avoid the potential for two fragmented databases in operation.

CALL TO ACTION 3:

Improve standards and introduce accountability mechanisms.

22. That the Government of B.C. define the intended length of time for an emergency or transitional program in the Residential Tenancy Policy Guideline 46: Emergency Shelters, Transitional Housing, Supportive Housing.

Emergency shelters are not a substitute for adequate housing. There is no evidence to suggest people stabilize or prepare for housing in emergency shelters. This review raised evidence that shelters are not appropriate for people who have untreated trauma, and that the system should assume that everyone who is experiencing homelessness has trauma. Further, emergency shelters may cause additional trauma. While the majority of shelter-users are short-term, shelters are widely used as a substitute for housing in Victoria and as such are a prioritized area of focus for government interventions.

The BC Housing framework for the Emergency Shelter program suggests shelter clients should be housed within 60 days, and those experiencing chronic homelessness within 100 days. The Canadian Observatory on Homelessness suggests transitional housing stays are typically three months to three years depending on the program.

23. That the Government of B.C., through BC Housing operating agreements, ensure that landlords and residents of permanent supportive housing enter into residential tenancy agreements.

Non-profit operators of buildings that are considered permanent supportive housing by BC Housing have entered into program agreements with residents, as opposed to residential tenancy agreements. With program agreements there are no appeal or review procedures for evictions as there would be if tenants were protected by the Residential Tenancy Act. The Residential Tenancy Policy Guideline 46: Emergency Shelters, Transitional Housing, Supportive Housing states that the Residential Tenancy Act applies to supportive housing. It also says that transitional housing must meet all the criteria of the definition of transitional housing, even if a program agreement has been signed. The guideline also states:

Under section 5 of the Act, landlords and tenants cannot avoid or contract out of the Act or regulations, so any policies put in place by supportive housing providers must be consistent with the Act and regulations.

BC Housing should ensure that all its funded programs are operating in alignment with the Residential Tenancy Act.

24. That housing operators and BC Housing ensure the collection, storage, use and sharing of personal information is compliant with provincial privacy legislation.

To ameliorate the perception of surveillance in shelters and buildings, to build trust with residents and to comply with privacy legislation, housing operators must communicate consistently and clearly with residents how their personal information is collected, stored, utilized, shared, and protected.

CALL TO ACTION 4:
Engage people experiencing homelessness as equal partners.

25. That the Government of B.C. through BC Housing and Island Health fund or implement a user-centred design process with people experiencing homelessness to inform the program design of new supportive housing sites.

Supportive housing works for some, but not all. There are many who experience declines in well-being after moving into supportive housing. There are six new planned supportive housing sites to be completed by 2022 in Greater Victoria. User-centred design is an iterative design process that requires validation from users at every stage of use (in this case of services) to improve user outcomes.

This review found there are many people not served by the current system. They move between shelters, absolute homelessness, and supportive housing sites regularly. Transitioning the homelessness response system to person-centred will achieve better outcomes and user-centred design can support that transition.

Recommendations from people experiencing homelessness who participated in this report include better access to cultural programming, peer workers, inspiration for managing and reducing drug use in addition to harm reduction, women-centred housing, animal therapy programs and programs to connect people with nature.

26. That the homeless-serving system collaborate with clients to take an active role in their health and housing future and support self-determination through access to case management.

Six out of seven participants who shared stories for this report made explicit recommendations to make it easier for people to take an active role in improving their circumstance and well-being. Participants demonstrated a strong desire to take an active role in their recovery from homelessness whether that mean moving to an apartment, getting a job or healing from trauma. Case management supports self-determination and relies on the ongoing dialogue and engagement with the client.

27. That housing operators and BC Housing develop a communications strategy to facilitate two-way communication with people who are experiencing homelessness.

There is considerable confusion and frustration amongst people experiencing homelessness with respect to accessing services designed to meet their needs, and regarding their rights and responsibilities in transitional supportive housing. People want clear, consistent, written information about timelines and procedures for accessing permanent housing and services to improve quality of life. People want to be communicated with as equal partners and as individuals with resources and assets to contribute.

The presumptive goal of transitional and supportive housing is housing stability. Housing stability is measured by tracking progress towards individual needs and goals. The homeless-serving system needs to develop feedback loops to ensure there is a clear line of sight between program investments and outcomes for individuals. The system needs to develop ways to solicit and act upon quality feedback.

28. Provide people with the choice of where to live (such as near their work, partners, family, or friends) by making new rent supplement programs and in-reach supports readily available when required.

Providing choices is fundamental with Housing First and a person-centred approach. Providing choices will facilitate better housing stability outcomes, as people will be matched with their housing preferences. The system currently does not offer any choices.

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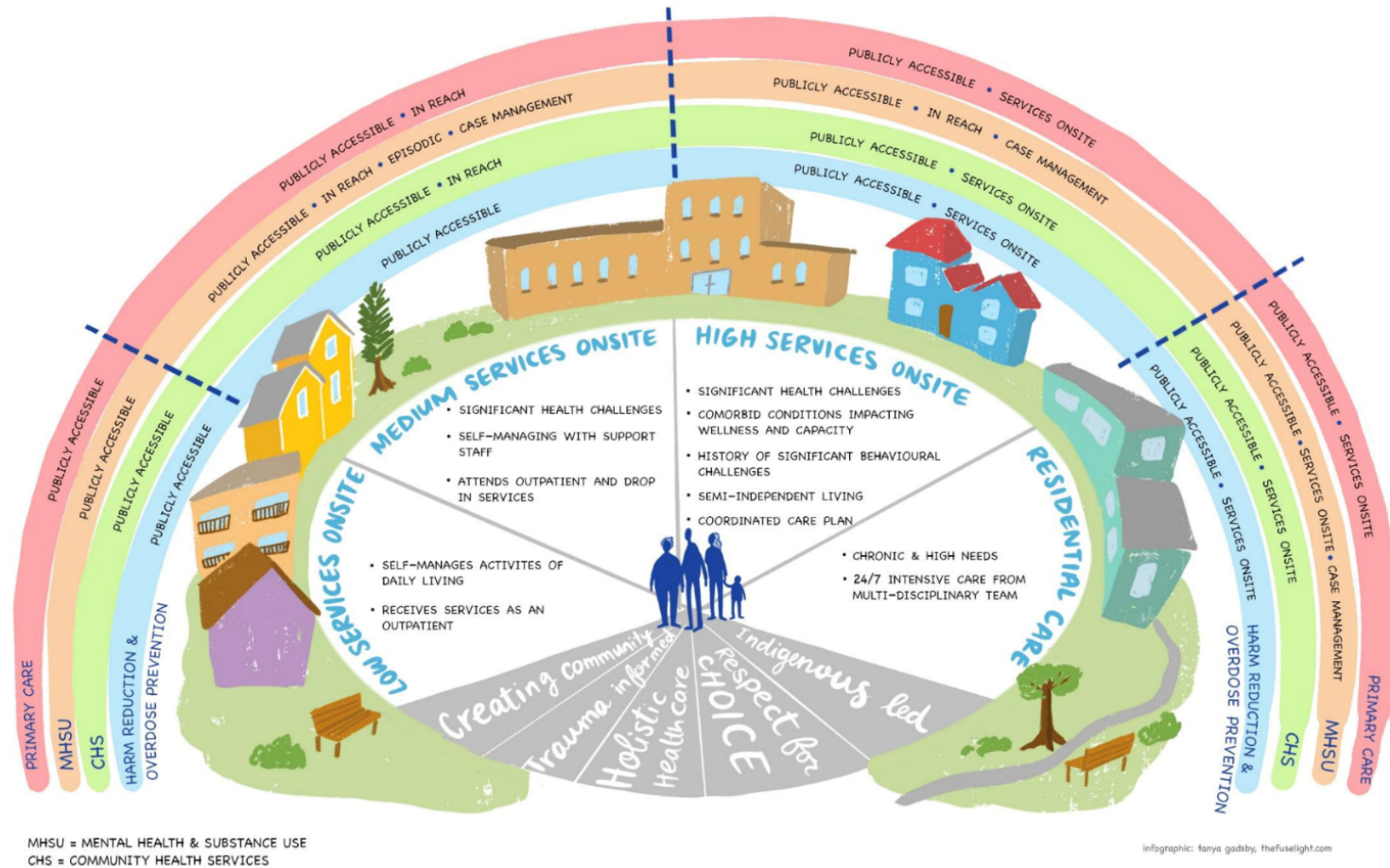
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Appendix 1: Health & Housing Think Tank Summary of Recommendations

Spectrum of Housing



Publicly Accessible: Person travels to a publicly accessible space to receive care **In-reach:** Services are brought to the person **Episodic:** Delivered as needed, not on a scheduled basis **Case Management:** Longitudinal, multidisciplinary team support, Assertive Community Treatment (ACT), Intensive Case Management Team (ICMT) **On-site:** Services are fixed on site and have regularly scheduled hours of services **Outreach/Mobile:** Services are delivered in community where people are

OPS: Overdose Prevention Site / **SCS:** Supervised Consumption Site

Appendix 2:

Full-time position to focus on homelessness.

The purpose of the proposed role is:

- To accelerate the shift within the City of Victoria, and with partners in the region, from managing, responding, and reacting to homelessness to advising on how to achieve housing for all.
- To identify gaps where the City can contribute most meaningfully, to complement the work of non-profits and other levels of government.
- To accelerate the shift to real-time, person-specific data on unhoused individuals seeking housing.
- Complete an annual state of homelessness report to inform the public on progress towards realizing the right to housing for all, as part of the annual housing update.
- Advise on municipal data collection to advance progress on implementation of Canada's Right to Housing Legislation.
- To communicate information regarding systemic barriers to ending homelessness to the new Federal Office of the Housing Advocate and the provincial office of homeless coordination.
- To provide support to the city's homelessness initiatives, including those funded by the city.
- To identify drivers of homelessness, and assess municipal policy and programs to ensure they are in keeping with the City's commitment to progressively realize the right to housing.



Council Member Motion
For the Committee of the Whole Meeting of July 22, 2021

To: Committee of the Whole **Date:** July 21, 2021
From: Councillor Jeremy Loveday
Subject: Advocacy for the acquisition and protection of older rental housing

BACKGROUND:

Older rental stock in City of Victoria and across the Capital Regional District is quickly being purchased by large investment firms. These rental housing units are a crucial part of the housing eco-system and represent most of the workforce affordable rental housing in the City of Victoria. It is in the public interest to protect these older housing units, while providing tenant protections and ensuring rents remain affordable.

The *COVID 19: The beginning of the end of homelessness A report on the barriers and recommendations to ending homelessness in the Capital Region* report states that:

The Capital Region is losing affordable housing faster than we can create it. A non-profit acquisition strategy will help prevent homelessness and expand the supply of homes preserved for non-speculative uses. An acquisition strategy must go hand in hand with tenant protections, especially for tenants in the lowest income bracket, to ensure there is no displacement or homelessness due to future redevelopment projects.

RECOMMENDATION:

That Council:

1. That Council request the Mayor to write to the Minister Responsible for Housing and local MLAs advocating for the Government of B.C. to establish a non-profit and co-operative housing acquisition strategy to be combined with tenant protections, to safeguard existing low-cost rental homes and expand the supply of deeply affordable housing;
2. And that Council request the Mayor write to the CRD and CRHC advocating for the consideration of the inclusion of the acquisition and operation of older rental stock as part of future affordable housing initiatives.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Jeremy Loveday".

Jeremy Loveday

COVID-19: The beginning of the end of homelessness

A report on the barriers and recommendations to ending homelessness in the Capital Region

July 22, 2021 Committee of the Whole

2021



1

Purpose

- The purpose of this report is to identify the barriers to ending homelessness and recommendations to resolve those barriers.
- The recommendations will equip the City of Victoria to work with provincial and local partners to prioritize actions that reduce the number of people experiencing homelessness.



COVID-19: The Beginning of the End of Homelessness

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Key Definitions

- **Chronic Homelessness:** At least 6 months of homelessness or recurrent experiences with at least 18 months in past 3 yrs.
- **Functional Zero:** There are enough, or more homeless-serving resources than needed and those services, such as emergency shelters, are being used as intended.
- **Indigenous Homelessness:** Colonization, implemented via Canadian public policies including the residential school system, the 'Sixties Scoop,' and the current child welfare system, are the most common drivers of Indigenous homelessness.
- **Housing First:** Immediate access to permanent housing, offers consumer choice, self-determination, person-driven supports, social and community integration and is recovery oriented (including harm reduction).



COVID-19: The Beginning of the End of Homelessness

3

How this report was created

- Collaborative engagement with people experiencing homelessness
- Key stakeholder interviews
- Qualitative analysis, coding text, identifying themes
- Report and research review
- Limitations



COVID-19: The Beginning of the End of Homelessness

4

Takeaways from experiences of people who are homeless in the Capital Region

- Diverse people need diverse exits from homelessness
- Accessing housing is confusing and disempowering
- Some in supportive housing do not require onsite support
- Some living in supportive transitional hotels are not connecting with support services they want and need, lack of trust
- Untreated trauma and sobriety are reasons to avoid shelters
- Hannah's story helps us understand long-term 'sheltered homeless'
- Bennet's story draws a line from colonization to homelessness
- George & Abby's stories demonstrate some need structure and accountability to recover from homelessness



COVID-19: The Beginning of the End of Homelessness

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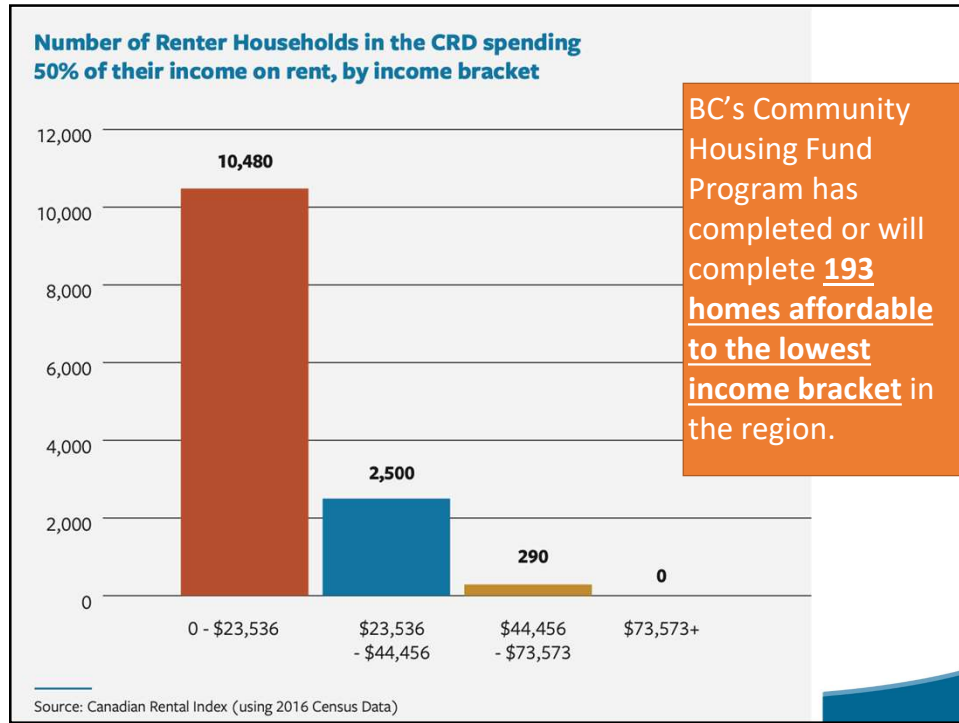
Findings: the barriers to ending homelessness

- The affordable housing crisis
- The need to transition to person-centred care
- Housing instability: returns to homelessness
- The need for service integration



COVID-19: The Beginning of the End of Homelessness

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7

Impacts of the housing crisis

- Individuals and families cannot proactively prevent and resolve their own homelessness, this has led to institutionalization of the homeless-serving system.
- Bottlenecks in Mental Health Substance Use (MHSU) residential, shelters, transitional & supportive housing
- Findings question the wisdom of excluding people from non-market housing when they are homeless and do not meet the minimum income requirement

In April 2021, **17** Island Health-operated MHSU beds were occupied by patients who completed treatment and have nowhere to go.

Between December 2020 and April 2021, **38 people** from same were discharged into homelessness.

8

Impacts of housing crisis: Long-term stays in emergency shelters

- Majority of shelter-users are short-term
- Three big operators expressed concern for those living for 2 - 4 years in their shelters
- Between Dec 2020 & April 2021, 50 people moved out of shelters into either transitional hotels, market, Regional Housing First (RHF) or supportive housing
- No quantitative data available to precisely ascertain scope of issue


BC Housing & B.C. Government performance measures for shelters


- # housed within 60 days
- # chronically homeless housed within 100 days
- # who remain housed at 6 and 12 mos



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**CANADIAN SHELTER
TRANSFORMATION NETWORK**



TRANSFORMING SHELTER

from an **Emergency Service**
to a **Housing Focus**

“A housing-focused shelter is unrelenting in its pursuit to make homelessness as brief as possible while returning people to permanent accommodation.”



COVID-19: The Beginning of the End of Homelessness

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Outcomes of diversion programs

- Guelph-Wellington since 2018 reduced youth chronic homelessness by 76%
- Mission Services housing placements increased from 167 in 2016 to 512 in 2019.
- Calgary Drop-In housing placements increased from 150 in 2017 to 428 in 2020. Reduced chronic shelter users by 300 individuals in same 3 years.
- Mission Services & Calgary DI showed the strategy works for long-term chronically homeless and high need clientele.



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Victoria's Streets to Homes Program

- Secures housing in the private market
- Provides rental subsidies and intensive case management
- S2H has the capability to support 125 individuals. There are five workers who each support 25 clients.
- For individuals experiencing chronic and or episodic homelessness with mental health, substance use challenges, health concerns, early aging, brain injury, trauma, and or intergenerational poverty.



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Elements of person-centred homelessness response system

- Indigenous cultural safety.
- Service-user determines what services are needed.
- **Willing participation of service-user required.**
- Service-user has a right to retain housing regardless of choices.
- Commits to service-users needs, wishes and aspirations.
- **Asset-based approach, builds on individual's strengths to achieve goals.**
- **Timely access to resources to enhance housing stability.**
- **Emphasizes service-users choice and control.**
- **People chart their own pathway out of homelessness.**
- **Focuses on outcomes.**
- **Requires active dialogue.**
- **Needs, strengths and goals of service-users are inseparable from a person-centred approach.**



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The need to transition to person-centred

- Strong **unmet** desire amongst people exiting homelessness to take an active role in their housing future and recovery from homelessness.
- Frontline workers: trauma informed, Indigenous cultural safety.
- Senior managers: more diverse housing options for women, families, dry housing, gender diversity, communal, seniors, youth, independent subsidized.
- Health and Housing Think Tank - services offered in community or onsite according to different levels of need.



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Housing instability: returns to homelessness

- Long-term residency in emergency shelter or transitional programs
- Lack of dedicated support workers to establish trust, then work with individuals towards better health and housing.
- Lack of a system-wide approach to evictions, with a focus on eviction prevention and rapid rehousing.
- Isolation and loneliness upon transition
- The system envisions multiple moves for some individuals, from shelter to transitional housing, from transitional housing to supportive housing, and from supportive housing to independent housing.
- Lack of mental health care for people experiencing psychosis, paranoia, and suicide ideation.



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Housing instability: special concern

- The status of the three hotels purchased by BC Housing is unclear. On one hand, they are considered permanent supportive housing according to BC Housing staff, and on the other hand, residents have signed transitional program agreements 'to prepare for housing'.
- Residential Tenancy Policy Guideline (46) for Emergency Shelters, Transitional Housing, Supportive Housing
- Program agreements vs. residential tenancy agreements
- Eviction prevention & rapid rehousing



COVID-19: The Beginning of the End of Homelessness

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Evidence of service fragmentation

- Participants referred to services they are ineligible for
- Multiple applications for housing, shelters & rent subsidies
- Hospital, MHSU, & corrections discharges to homelessness
- Outreach with no housing resources a source of mistrust
- Lack of common practices, codified standards and coordinated training
- Referrals “trial and error”
- No-one tracking homelessness in Greater Victoria

“Integration is so much more than piecemeal strategies aimed at repairing a broken system; it is a full-scale transformation of that system.” (Turner, 2019)



COVID-19: The Beginning of the End of Homelessness

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Service integration is in early stages

- Frustrated attempt to launch a shared homeless management information system (HMIS) in 2017, back on the table in 2021
- Coordinated Access & Assessment (2019)
- Pandemic unlocked new level of information sharing and cooperation between BC Housing and Island Health
- Many services and agencies co-located at transitional supportive hotels.



COVID-19: The Beginning of the End of Homelessness

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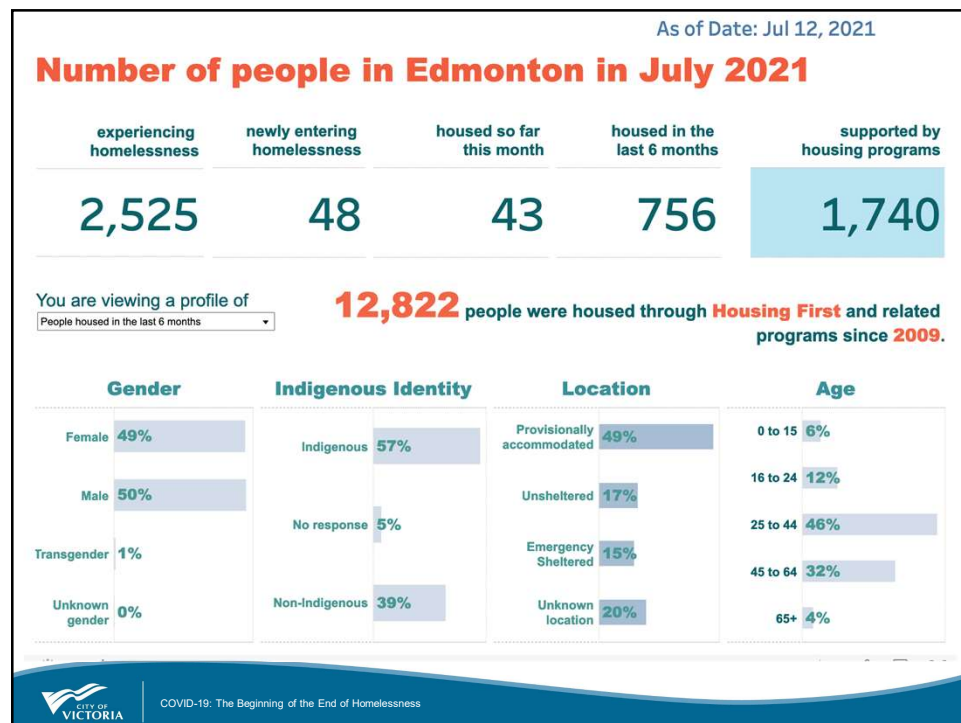
What is a HMIS & a by-name-list and why do they matter?

- Backbone to coordinated access
- Precisely identify housing and resource needs
- Real time information on how the system is working
- Cycle of continuous improvement
- Develop targeted interventions i.e. youth diversion program in Guelph
- Track progress towards community goal such as functional zero homelessness
- **There is no pathway to ending homelessness that does not include a real-time, person-specific database.**



COVID-19: The Beginning of the End of Homelessness

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20

Common Elements of Integrated Homeless-serving System ⁸	Elements of Victoria's Homeless-serving system
Interagency management info system	Early stage of development
Co-locating services within programs	Supportive transitional hotels
Dedicated authority for system planning and system coordination	Absent
Common protocols and policies	Absent
Coordinated service delivery and training	Absent
Having staff dedicated to integration	Absent
A local interagency coordinating body	Greater Victoria Coalition to End Homelessness

21

Federal Context: beginning of the end of homelessness

- Reaching Home: Solid evidence-based framework for reducing chronic homelessness by 50% + \$\$ (2019)
- Rapid Housing Initiative (2020)
- Affirmed the right to housing National Housing Strategy Act (2019)
- Commit to ending chronic homelessness in 10 yrs (2020 Throne Speech)
- CMHC commit to housing all Canadians by 2030

22

Local Context

- The City launched the Greater Victoria Coalition to End Homelessness in 2007 to ensure a regional and integrated approach to ending homelessness.
- CRD has important role: 1) federal government partner to ending chronic homelessness through Reaching Home program, and 2) Regional Housing First program.
- The City does not have a homelessness function, but Victoria housing strategy has actions to prevent homelessness and recognizes the right to housing.



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Equity & Housing Gaps within the City

- The need for better methods to ascertain housing needs that quantify the scope of housing need for those that are at risk of homelessness.
- The need for disaggregated data to identify groups that are systemically excluded from housing.
- Tracking losses of low-cost housing and the impact on homelessness.
- Anti-stigma training and welcoming homeless action plans for recreation centres, neighbourhood associations and other civic places.
- Coordination of extreme weather responses.
- Emergency shelter and supportive housing site selection and land-use planning.



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Provincial Context

- Leased or purchased 5 hotels in response to the pandemic. 2 hotels will close, 3 will be redeveloped into mixed income housing.
- Island Health and BC Housing working together.
- With federal government, 280 new permanent supportive housing opening by 2022.
- Developing a new homeless strategy.
- David Eby appointed Minister of Housing and new Attorney General tasked with developing a new homelessness strategy, supported by 6 Ministers: Children and Family Development, Health, Mental Health and Addictions, Municipal Affairs, and Social Development and Poverty Reduction.
- Don't take your foot off the gas now!

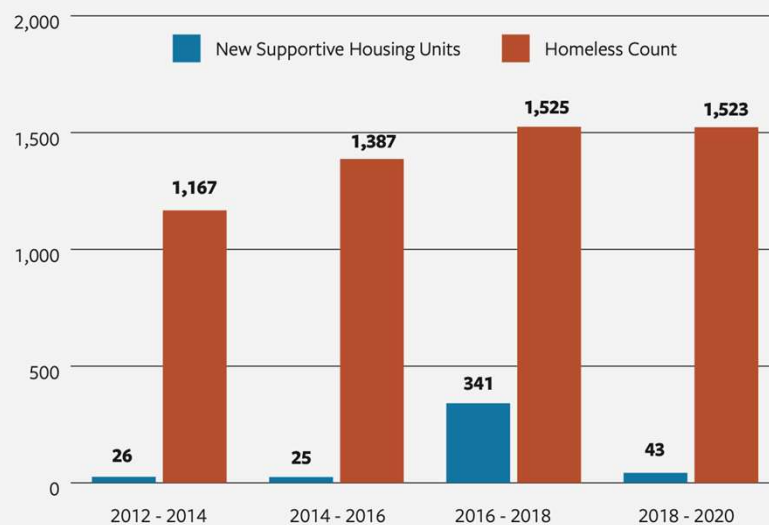


COVID-19: The Beginning of the End of Homelessness

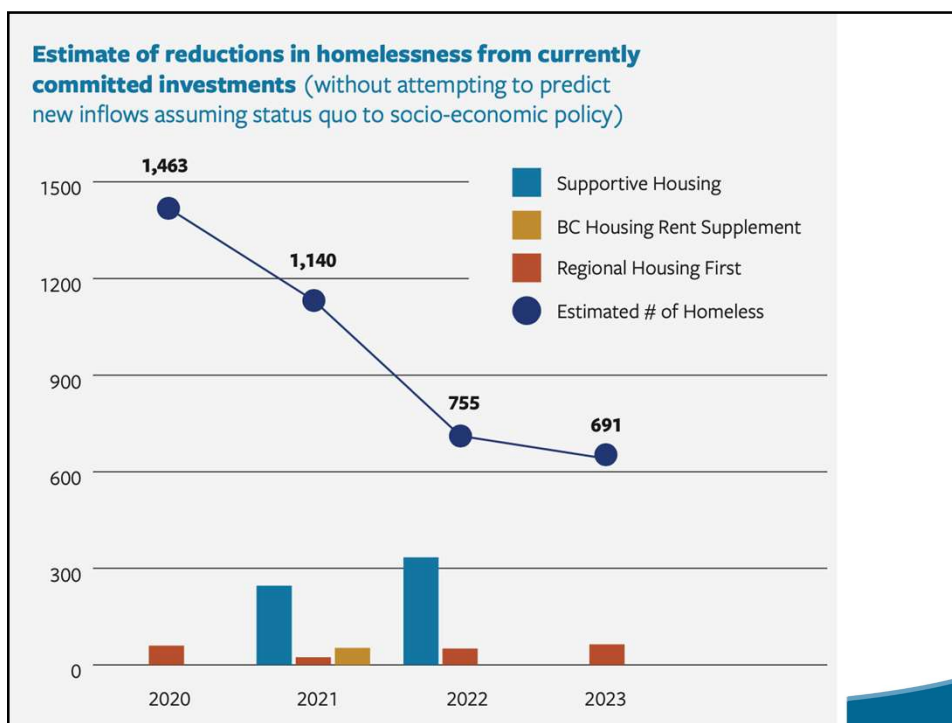
25

2011-2021 Capital Region

New supportive housing units compared with the estimated number of people experiencing homelessness



26



27

Recommendations under four calls to action

- Resolve the housing crisis by re-aligning policies and programs to realise the human right to housing
- Lead a full-scale transformation of the homeless-serving system
- Improve standards and introduce accountability mechanisms
- Engage people experiencing homelessness as equal partners
- *Full 28 recommendations listed on pages 88 - 96*

28

1. That B.C. resolve the housing crisis by re-aligning policies and programs to realize the human right to housing

- New priorities, targets, and goals, resulting in housing strategies to prevent homelessness and to facilitate exits from homelessness.
- Government-wide procedures and practices would be reviewed to ensure they do not cause or maintain homelessness.
- Homelessness is a *prima facie* violation of the right to housing. As such, homelessness is a prioritized area of action.
- Align B.C. with the City of Victoria and Federal Government



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2. That B.C. strategically support new and expand existing rent supplement programs

- Building supportive housing takes years, whereas homelessness is a daily emergency for the person.
- After supportive housing and RHF program completions several hundreds will remain homeless.
- Rent supplements wrapped into rapid rehousing or diversion programs can return individuals to market housing after a brief experience of homelessness and reduce the risk of chronic homelessness.
- Rent supplement programs, with community supports, can introduce choices, enhance community integration resulting in greater alignment with Housing First.
- Expand Streets to Homes



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Prioritized recommendations under Full Scale Transformation of the Homeless-Serving System

- 8. That the Government of B.C. ensure all homeless programs have a laser-like focus on the goal to ensure homelessness is rare, brief, and non-recurring in its forthcoming homeless strategy.
- 14. That GVCEH, CAA, CAB, prioritize a HMIS and by-name-list.
- 15. That the GVCEH track # entering/exiting homeless & duration and report publicly, monthly.
- 19. The homeless-serving system support the Greater Victoria Coalition to End Homelessness as the lead organization to drive collaborations and facilitate systems integration.
- 20. That the Government of B.C. provide core funding to the Greater Victoria Coalition to End Homelessness to develop an integrated homeless-serving system.



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Prioritized recommendations to improve standards and accountability mechanisms

- 22. B.C. define length of program duration at emergency shelters and transitional housing programs.
- 23. BC Housing operating agreements ensure landlords and tenants of supportive housing enter into residential tenancy agreements.



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Recommendations to engage people experiencing homelessness as equal partners.

- BC Housing and Island Health fund or implement a user-centred design process with people experiencing homelessness to inform the program design of new supportive housing sites.
- That the homeless-serving system collaborate with clients to take an active role in their health and housing future and support self-determination through access to case management.
- That housing operators and BC Housing develop a communications strategy to facilitate two-way communication with people who are experiencing homelessness.



COVID-19: The Beginning of the End of Homelessness

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Recommendations to the City of Victoria

6. That the City of Victoria fully embrace the Human Right to Housing to guide its future responses to homelessness, and to continue to advance housing rights.
7. That the City of Victoria establish a full-time staff position in the 2022 budget with a focus on homelessness in the city.*
11. That the City of Victoria support Indigenous-led regional collaborations to end homelessness.

*Review the funding and services agreement with the Greater Victoria Coalition to End Homelessness and consider providing an equitable amount of funding to the Aboriginal Coalition to End Homelessness in the 2022 budget.**

*Included in COTW report for Council consideration today.



COVID-19: The Beginning of the End of Homelessness

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Thank you!





Committee of the Whole Report

For the Meeting of July 15, 2021

To: Committee of the Whole **Date:** July 2, 2021

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

Subject: Village and Corridor Planning Phase 1 Summary, Draft Directions and Next Steps

RECOMMENDATION

That Council:

1. Receive the Village and Corridor Phase 1: Stage Two Engagement Summary (Attachment A) and the What's Proposed Executive Summary (Attachment B).
2. Direct staff to prepare draft neighbourhood plans and design guidelines based on directions provided in Planning Summary and Draft Directions reports (Attachments C, D, E, F) and begin the final stage of engagement in accordance with the Stage Three Engagement Plan (Attachment G).
3. In addition to referral to other governments as directed by Council in September 2020, refer draft neighbourhood plans and design guidelines to the Advisory Design Panel and the Heritage Advisory Panel for comments.

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with a summary of engagement, technical analysis and draft planning and design directions for the first phase of Village and Corridor Planning, which includes areas of the Hillside-Quadra, North Park, and Fernwood neighbourhoods; and to seek direction for the next steps in the planning process. Staff recently concluded the second stage of engagement for this project. The engagement approach was adapted based on public health restrictions related to the COVID-19 pandemic but retained an emphasis on equity, diversity, and inclusion.

Following the closing of engagement and the conclusion of several technical studies and analysis, staff prepared a summary of the process and draft planning and design directions. These key directions will form the basis for neighbourhood plan updates, design guidelines, and bylaw amendments.

The next step in the process will be to translate the key directions into polished planning documents and proceed with a third and final stage of engagement. This last stage of engagement will continue to emphasize equity, diversity, and inclusion and will remain nimble and responsive to community needs in the context of evolving public health circumstances.

PURPOSE

The purpose of this report is to provide Council with a summary of engagement, technical analysis and draft planning and design directions for the first phase of Village and Corridor Planning, which includes areas of the Hillside-Quadra, North Park, and Fernwood neighbourhoods; and to seek direction for the next steps in the planning process.

BACKGROUND

The three-phased Village and Corridor Planning process was directed by Council on October 24, 2019. Early engagement for the first phase (including Hillside-Quadra, North Park, and Fernwood neighbourhoods) proceeded in the spring of 2020 and technical and policy analysis continued through the summer. In September 2020, following a report of engagement to date, Council directed staff to proceed with the next stage of engagement to prepare the anticipated *Official Community Plan* bylaw amendments. This engagement has concluded, and staff are now providing an update and proposed next steps.

ISSUES & ANALYSIS

About Village and Corridor Planning

The purpose of Village and Corridor Planning is to guide growth for more sustainable and inclusive communities over the next 10 to 20 years. Through the process, the City works together with the community to explore how to increase housing choice, advance sustainable mobility, design active, attractive and joyful public spaces, and create more resilient urban villages.

The process recognizes that the City of Victoria has worked closely and extensively with residents and stakeholders in recent years to develop a set of shared values around a variety of issues, notably housing affordability and climate action. It is focused on implementing these values and strategies at the local level.

The process also recognizes that village and corridor boundaries are permeable, and it is difficult to consider and plan for some things with a constrained geographic scope. Advancing sustainable transportation, for instance, requires consideration of mobility options outside of a defined area to get safely to and from that area. However, in terms of future land use, the process is focused on villages, mobility corridors, and nearby areas that may be considered for multi-family housing. Topics related to future land use and housing in areas expected to remain lower density (“Traditional Residential” areas) are largely addressed through the parallel Missing Middle Housing Initiative.

Engagement To Date

The Village and Corridor Planning engagement process is focused on reaching diverse audiences, especially those that tend to be underrepresented in community engagement and emphasizes quality over quantity. Key aspects of engagement to date include:

- **Community-led Engagement:** Each neighbourhood association was provided a planning grant to complete community-led planning work that would inform the final outcomes of this process. Some have prepared surveys, others organized community events, and others commissioned independent studies. The diverse approaches to this work led to increased involvement of community members, deep discussions, and new ideas.

- **Working Group:** A Working Group was formed at the start of the planning process to help reach diverse stakeholders. Members include residents recommended by community associations and their land use committees, other community organizations, the local business community, the arts and culture community, the Intercultural Association and a diverse cross-section of residents.
- **Early Engagement (January 2020 to March 2020):** This stage explored issues, opportunities and big ideas. Key components included a survey, community pop-ups and discussions, and a “Meeting in a Box” tool. The result was a sampling and illustrative synopsis of what people love about these places today and what they would like to see improved in the future. See the Early Engagement Summary Report for details.
- **Stage Two Engagement (September 2020 and April 2021):** This stage involved a workshop series and a virtual open house. The approach included two series of planning and design workshops, adapted for a virtual setting, and a virtual open house which included four surveys and discussion forums, videos, targeted focus groups, presentations, and a variety of promotions to reach a diverse audience. See the Stage Two Engagement Summary Report (Attachment A) for details.

Though the process faced challenges, the novel forms of engagement, focused efforts to converse directly with equity seeking populations, and great support from the Working Group made up of diverse residents resulted in a robust and equitable process that can inform future engagement efforts. Engagement themes and results are provided by subject area in the individual summary and draft directions reports (Attachments C, D, E, and F).

Technical, Policy and Design Analysis

Key findings of technical studies and analyses are also provided by subject area in the attached individual reports. Studies and analyses include:

- *Village and Corridor Planning Backgrounder* (made available throughout engagement) which provided a summary of the existing City plans, policies, and initiatives that would guide or influence the process.
- *Planning and Design Brief* (prepared to inform the workshop series) which included urban design analysis of the three villages and summaries of early engagement.
- *Victoria’s Housing Future* document (made available during the second round of engagement) describes the study of latent demand, household projections, and an assessment of capacity to meet future housing needs based on existing conditions.
- A retail study used population projections to estimate how much additional space would be needed to serve the growing population without detracting from existing businesses in the area using a gravity model for a variety of retail sectors.
- A land economic analysis reviewed development costs, land costs, and revenues to estimate the viability of different types of housing forms, particularly for rental housing.
- Additional urban design testing of forms and densities for mixed-use and residential buildings was conducted later in the process.
- Mobility-focused design studies for specific corridors are referred to in the summary and key directions reports as part of implementation. These studies will also consider the value and strategic role that corridors will play to support housing priorities as well as mobility priorities – at a local and regional scale.

Summary and Draft Directions Reports

An executive summary of the key changes for the entire study area is provided for convenience (Attachment B).

Four planning summary and draft directions reports have been developed: Housing and Design (Attachment C), North Park (Attachment D), Fernwood (Attachment E), and Hillside-Quadra (Attachment F). Each report is divided into subject areas which include an analysis of what was revealed through engagement, how that relates to technical studies and existing policy, and based on this, the proposed draft directions and implementation avenues. The draft directions in this report form the basis for neighbourhood plan updates, design guidelines, and bylaw amendments.

Concepts that were developed together with the community through the focused workshops held in the fall received high levels of support in broader public engagement that followed, and most were supported by the technical studies and analyses. Many of the concepts also reflect or support established City objectives, like increasing diversity of housing options in the right locations (i.e., those that support sustainable mobility objectives and contribute to complete communities).

Next Steps

The next step in the planning process will be to translate the key directions included in the reports into draft neighbourhood plans and design guidelines and proceed with a third and final stage of engagement in summer/fall 2021.

The next stage of engagement will continue to emphasize equity, diversity, and inclusion. Given the current public health restrictions, much of the proposed engagement approach continues to be virtually focused. However, in light of the Province of British Columbia's Restart Plan (*BC's Restart: A Plan to Bring Us Back Together*), opportunities for physically distanced and safe in-person engagement are also included and will be implemented, if possible. A summary approach, including potential strategies is provided in the Stage Three Engagement Plan (Attachment F).

The draft neighbourhood plans, design guidelines, and implementation steps will be further refined and detailed following this stage of engagement. As a final step, staff will present the planning documents to Council for approval and begin the process for related *Official Community Plan* amendments and, if required, *Zoning Bylaw* amendments, including the scheduling of a public hearing.

As part of implementation, we will be undertaking one or more corridor studies to prepare a regulatory framework that supports land use, housing, and transportation policy goals and objectives.

OPTIONS & IMPACTS

Accessibility Impact Statement

The City's Accessibility Framework is considered in all local area 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 including 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 1 is being delivered through existing funding for OCP Implementation.

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.

CONCLUSIONS

The latest round of engagement for Village and Corridor Planning Phase 1 has concluded. The results, together with technical studies and analyses has informed key directions for the study area and three neighbourhoods. These directions form the basis for neighbourhood plans, design guidelines, and bylaw amendments, draft versions of which can now be developed and presented to the public in a proposed third and final round of engagement.

Respectfully submitted,

Marc Cittone
Senior Planner
Community Planning

Lauren Klose
Senior Planner
Community Planning

Karen Hoese, Director
Sustainable Planning and
Community Development
Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: Stage Two Engagement Summary.
- Attachment B: What's Proposed – Executive Summary of Key Directions.
- Attachment C: Housing and Urban Design – Summary Report and Draft Directions.
- Attachment D: North Park Neighbourhood – Summary Report and Draft Directions.
- Attachment E: Fernwood Neighbourhood – Summary Report and Draft Directions.
- Attachment F: Hillside-Quadra Neighbourhood – Summary Report and Draft Directions.
- Attachment G: Stage Three Engagement Plan.

Engagement Summary

Quadra, Fernwood & North Park

Villages, Corridors & Surrounding Areas





Phase I Village and Corridor Study Area

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A Community for Everyone

Background

The Broader Engagement Process

Working Group

A Working Group was formed at the start of the planning process to help reach diverse stakeholders. Members include residents recommended by community organizations, neighbourhood associations, land use committees, the local business community, the arts and culture community, the Intercultural Association, the Native Friendship Centre, the Renters Advisory Committee, the Disabilities Resource Centre, and a diverse cross-section of residents.

The working group has supported the design and implementation of engagement activities, participated in workshops and walkshops, reviewed materials, and provided connections within the community. Over the course of the planning processes membership evolved, with some members stepping down due to capacity

issues and others joining, but the group continued to represent a diverse cross-section of the community.

For more information about the Working Group roles, responsibilities, and composition, see the [Working Group Terms of Reference](#) on the project website.

Community-Led Planning

Each neighbourhood association was provided a planning grant to complete community-led planning work that would help to inform the final outcomes of this process. The diverse approaches to this work led to increased involvement of community members, deep discussions, and new ideas.

The Fernwood Community Association prepared and implemented a survey in fall 2019 (mail-in and online, with over 400 responses), and hosted a focused discussion circle on housing and affordability. The North Park Neighbourhood Association hosted community events during the early engagement process, and prepared and implemented an online survey (with over 250 responses). The Hillside-Quadra Neighborhood Association commissioned an equity study that looked at the needs of the Hillside-Quadra neighbourhood using a variety of statistics,

including socio-economic status, housing options, and access to services and amenities. Detailed findings of community-led planning work were shared with the City as part of the input to the key directions provided in the accompanying Planning Summary and Key Directions Document. More information on this work can be made available through the community associations.

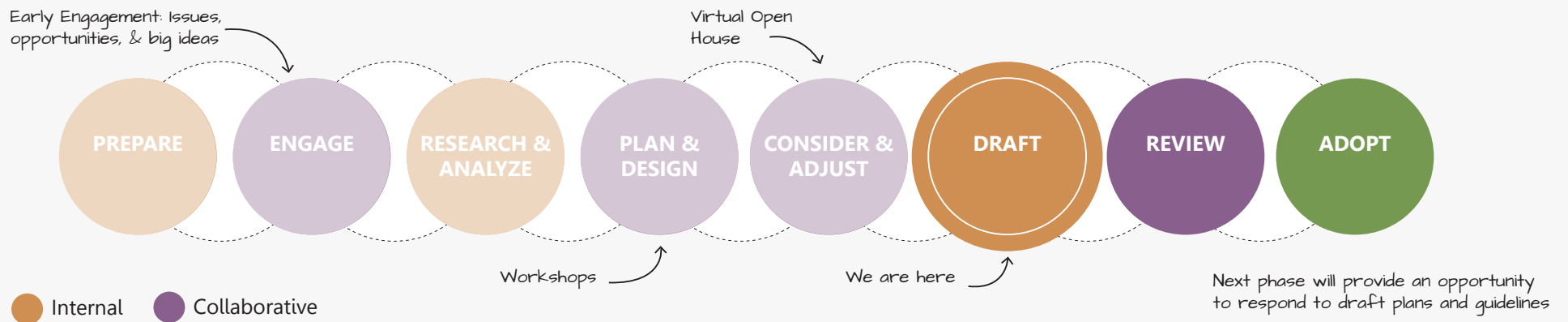
For more information about the community-led planning objectives and funding criteria, see the [Neighbourhood Funding Terms of Reference](#) on the project website.

Early Engagement

Between January 2020 and March 2020, the City explored Issues, Opportunities, and Big Ideas together with the community. Key components of this process included a survey, community pop-ups and discussions, and a “Meeting in a Box” tool. Through these efforts the City reached over 1,000 residents. The result was a sampling and illustrative synopsis of what people love about these places today and what they would like to see improved in the future. See the [Early Engagement Summary Report](#) for details.

Where We Are Now

The City is now reporting out on the second phase of engagement and providing the resulting key directions for developing draft neighbourhood plans and design guidelines that will be shared with the community for another round of input. A quick summary of the process is available in the *How We Got Here Photo Gallery* on the project page.



A Focus on Equity

After lessons learned from previous local area planning processes, this process included a strong focus on equity and diversity in engagement – including reaching people who tend to be underrepresented in community engagement. These underrepresented groups include those who rent, families with children at home, single parent families, low-income residents, those who lack stable housing, minority populations, youth, Indigenous residents, Canadian newcomers, and other equity-seeking populations.

The formation of the Working Group was centred around the desire to reach these diverse residents. The feedback and input from Working Group members continually challenged older approaches to engagement and brought forward new ideas to reach people where they are, slow conversations down, simplify language and remove jargon, and promote participation in meaningful ways (including in different languages and with targeted questions).

Pivoting in a Pandemic

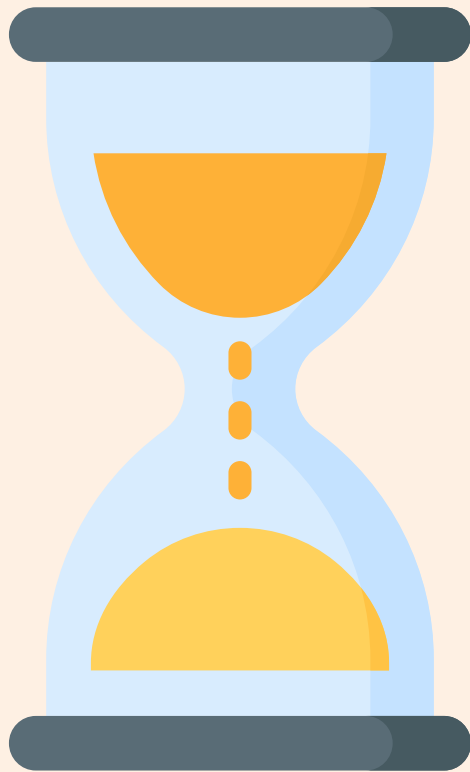
Toward the end of the early engagement phase, the World Health Organization declared the COVID-19 pandemic and public health restrictions were put in place. While the restrictions presented the challenge of rethinking what the next phase of engagement could look like, it also presented the opportunity to pivot in a way that brought greater emphasis to equity in engagement.

The virtual focus, the ability to connect in new and different ways, and the ongoing support and thoughtful contributions from the Working Group resulted in an engagement approach that felt different from those previous, but one that resulted in a diversity of voices providing meaningful feedback.



Stage Two Engagement Process

Engagement: from Broad to Focused to Broad



Early Engagement in the spring of 2020 was broad, diverse, and far-reaching.

In the fall of 2020, emphasis focused during the Planning and Design Workshops so concepts could be developed together with the community.

These concepts were then presented to the broader public during another diverse and far-reaching Virtual Open House.

How does this compare to similar processes?

The Planning and Design Workshop series, modeled after intensive planning charrettes, are similar to what the City has done in previous neighbourhood planning processes (adapted to be virtual as described in the following sections.).

The Virtual Open house was designed to provide interactive elements that would fulfill the same objectives as a public pin-up and open house that would typically follow a charrette. It included a survey element (which would also traditionally be included online).

Virtual Workshop Series

Approach and Adaptations

Where a typical process may include an all-day event (on a Saturday), with the walkabout incorporated into the process, the approach was modified to take place over several days. The process included a voluntary walkabout on the weekend, followed by two consecutive virtual workshops held on weekday evenings. In total, five intensive, two-hour evening workshops were held (two each for Quadra / Fernwood-North Park and one joint pin-up), as outlined to the right.

The physically distanced walkabout included interested workshop participants and covered both areas over the course of the day. Additionally, physically distanced and virtual walk-about were held with staff and consultants. These walkabouts, early engagement findings, technical studies, and urban design analyses, informed the [Planning and Design Brief](#) that participants received in advance of the workshops to inform the discussion.

40
participants




Screenshot from one of the virtual workshops.

Series 1: Quadra		Series 2: Fernwood - North Park		Joint: Study Area
Workshop 1: Setting Directions <ul style="list-style-type: none"> Review Design Brief. Breakout groups to explore and develop concepts. Plenary report back with draft directions. 		<i>design team work time</i>		Workshop 2: Mid-Point Check-in <ul style="list-style-type: none"> Brief presentation of draft concepts and directions. Roundtable discussion, refinement, and next steps.
		<i>design team work time</i>		Final Workshop: Joint Pin-up <ul style="list-style-type: none"> Review refined concepts. Finalize draft directions to prepare for broad public review.

Summary of Workshop Series.

Virtual Tools

In place of in-person participation, the workshops were held virtually via Zoom (organized through a consultant) and included breakout rooms. The workshops made use of a digital whiteboard tool called Miro, which replicated, and in many cases improved upon, the interactive elements of a typical in-person process, including: drawings

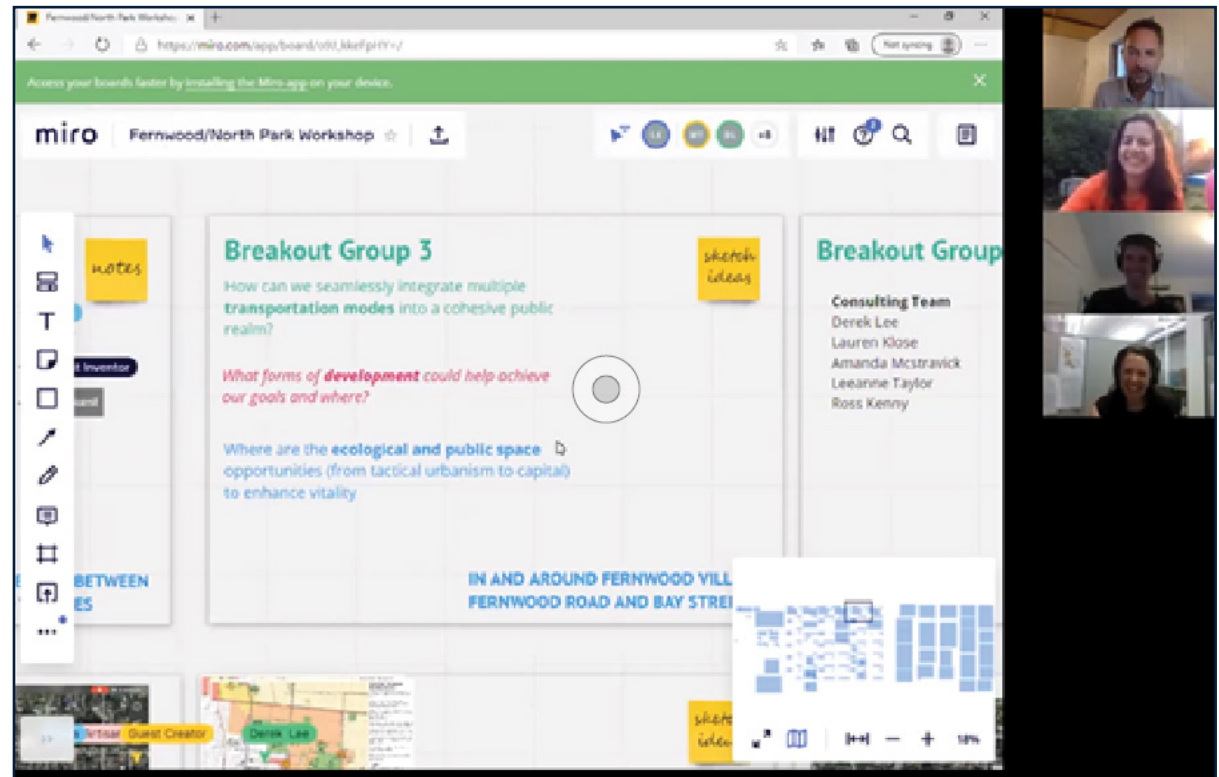
- Real time drawings of people's ideas by architects and urban designers.
- Sharing of maps, aerials, street views, and precedent images.
- Digital sharing of agendas, discussion questions, and background materials.
- Opportunity to provide feedback with digital "sticky notes" on specific drawings and concepts.
- Ability to participate via video, sound, in the chat space, or on the white board, depending on capacity and comfort level (also included ability to join by phone).

The diverse ways to participate meant people who may be less comfortable voicing opinions in a large group setting or were less familiar with the content could still participate (for example in the chat spaces or with digital "sticky notes"), resulting in a greater quantity and diversity of inputs and ideas. The physically distanced walkabouts provided opportunities to share for those who are more comfortable in a physical setting.

Recruitment and Attendance

For a typical charrette process, the series would be open to the public and in previous circumstances a single workshop may have seen attendance of about 80 over the course of the day. Given the limitations of the virtual setting, and the increased staff capacity required for each breakout room (to facilitate, illustrate, note-taking, manage chat spaces, and manage technical issues), attendance had to be limited to a degree.

About 40 people were recruited for each of the two series. Attendees included Working Group members, participants from or recommended by community associations, land use committees, community organizations, and diverse stakeholder organizations (such as the Metis Nation of Greater Victoria, the Intercultural Association, the Youth Council, arts and culture organizations, local businesses, and others) for a diverse cross-section of different ages, incomes, backgrounds, and housing situations.

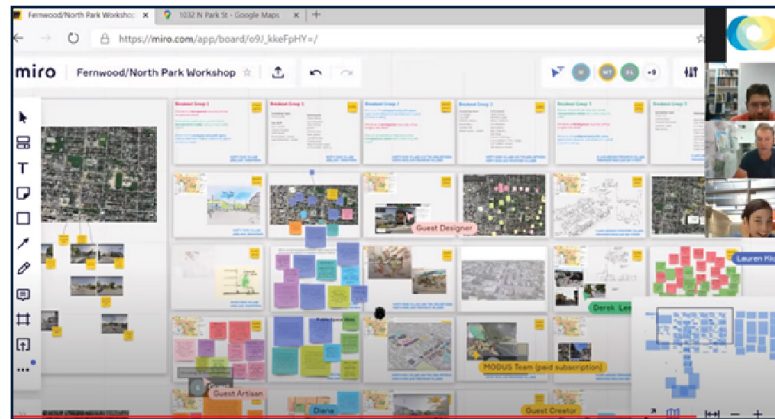


Screenshot from one of the virtual workshop breakout groups with the digital whiteboard.

Outcomes

Between the workshops, planners and urban designers took the ideas generated and priorities identified to flesh out concepts. These were reviewed at the mid-point check-in by the workshop participants and then refined and compiled for a joint pin-up session. These final concepts formed the content for the open house that would follow. Big ideas and key concepts from the workshops went through an inter-departmental review at the City to confirm potential for them to be realized but were left largely intact for broader community review during the virtual open house.

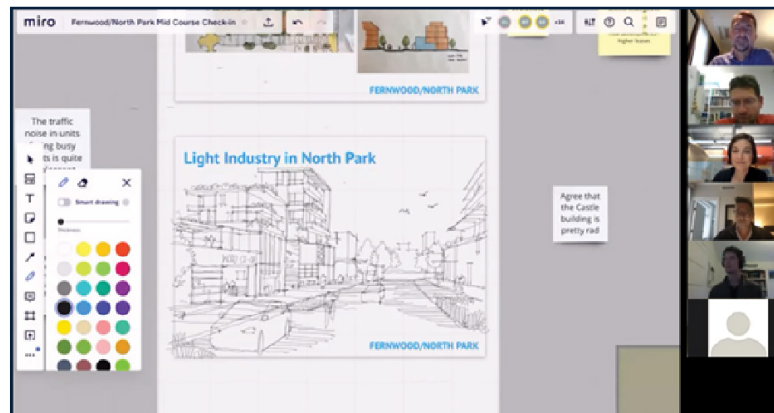
The shorter, evening workshops, and voluntary weekend walkabout provided an added degree of flexibility and enabled a diversity of participants. Lunch was provided for those who attended the walkabout, making half or full day of participation easier. A map of the route with key questions was provided to those who preferred to go independently. Targeted recruitment and organized breakout groups helped to ensure that a balance of interests and perspectives could be heard.



The digital whiteboard during a workshop, with concepts, maps, illustrations, and participant sticky notes.



Planning and design team work time between workshops.



Concepts being presented and reviewed at a mid-point check-in.

Virtual Open House

Following an interdepartmental review, the concepts generated during the workshops were translated into a virtual open house for broad public feedback. In total, the Virtual Open house received over 8,800 visits, with over 6,400 unique “aware” visitors.

A priority at this phase of engagement, due to the circumstances and stresses of the pandemic, was to remain flexible and responsive to the community. Different elements were added to this phase over time, and the online engagement was extended to reflect the desires of the community. In total, the Virtual Open House ran for over three months (from December 8 to March 15). The Open House had several components, described in the following pages with stats that illustrate how they were used and received.



6,400+ visited at least one page.

2,000+ visited multiple pages, viewed information, or engaged.

637 took a survey, asked a question, or contributed to a forum.



How We Got Here Photo Essay

The [How We Got Here Photo Essay](#) provided a quick and easy way for people to understand what the City is doing, where process stands, and what brought it to this stage. The photo essay is kept up-to-date and remains available on the project page. Photos were viewed by 112 visitors, 586 times.



586
views 

Surveys

Surveys brought forward the big ideas and key concepts and asked about general support, additional ideas, and some specific question (regarding trade-offs). They were visually focused (using illustrations and images from the workshops) and included background information and proposed directions for realizing the concepts. In total, there were 627 unique contributors and 869 submissions.

- [Fernwood 2040](#) (311 contributors)
- [Hillside-Quadra 2040](#) (209 contributors)
- [North Park 2040](#) (144 contributors)
- [Housing and Amenities Survey](#) for the entire study area (204 contributors)

Detailed statistics regarding participation are included in the next section. Full copies of each survey are provided through links below:

- [Fernwood 2040 Survey](#)
- [Hillside-Quadra 2040 Survey](#)
- [North Park 2040 Survey](#)
- [Housing and Amenities Survey](#)

869
submissions 

Background Materials

Background materials from earlier phases remained available, including the Village and Corridor Planning Backgrounder and the Planning and Design Brief. Additional materials were added to support understanding of the objectives, concepts, and ideas, including:

- [Victoria's Housing Futures](#) is a document that describes the city's future housing needs and ways to meet them. It was provided, with a summary of key findings, at the start of the Housing and Amenities Survey to provide an understanding of shared values, needs, and objectives related to future housing (211 downloads).
- The [Placemaking Toolkit](#) was a concept that was discussed throughout engagement; a brief summary to describe the idea was included to inform participants in the survey (101 downloads).
- Big Ideas Diagrams were created for each neighbourhood area to summarize the ideas that came out of the workshops.

300
downloads 

Videos – Virtual Tours

Three videos were created, one for each village area, to help people understand the concepts that were developed in context. The videos included ideas, illustrations, and precedent images that were generated in the workshops and were set up as a “virtual tour” of the local area. The scripts provided a sense of what a typical day in 2040 might feel like if the concepts are realized. They were voiced by local performers recruited through SKAM Theatre Company. An additional overview video was prepared to provide a quick summary of the process.

- Fernwood 2040 (733 views)
- Hillside-Quadra 2040 (546 views)
- North Park 2040 (479 views)
- Local area planning overview video (168 views)

The videos were included at the start of the corresponding survey and discussion forum to provide a quick overview of the concepts before participants reviewed and responded to them in detail. They remain available on the website.

1,946
views



Discussion Forums

The intent of the discussion forums was to provide a space, outside of standard social media, where community members could engage virtually with one another (and with the City as desired) in considering the big ideas being presented. Forums were set up for each neighbourhood area and for housing and amenities for the entire study area. Each forum provided background information (including, respectively, the three village area videos and the Victoria’s Housing Futures document) and a prompt to engage. There were 17 unique contributors and 34 contributions to the discussion forums.

- Fernwood Forum (5 contributors)
- Hillside-Quadra Forum (7 contributors)
- North Park Forum (0 contributors)
- Housing and Amenities Forum (7 contributors)

34
contributions



Q & A Section

In addition to regular contact information provided on the website for direct questions and concerns, the project page included a Q&A Section which allowed people to post a question that could be answered privately or publicly (if of interest to others). In total, 9 contributors asked 10 questions.

10
questions



Positive responses were received about the flexibility of the virtual open house – residents could participate at their leisure, with detailed feedback, questions, or discussions, or quickly by indicating level of support on a scale of 1-5 in the survey.

Virtual Focus Groups

Virtual Focus Groups

While the Virtual Open House ran, the City organized a series of virtual focus groups to ensure diverse perspectives were heard (particularly from equity seeking populations). The idea for the focus groups arose through the Working Group, who also helped to provide key connections in the community. These focus groups turned out to be an important step in picking up where traditional engagement tends to fall short.

The City worked with community groups and organizations to arrange, design, and recruit for the focus groups in ways that worked best for that particular community. A flexible approach to the design of the discussion, timing, format, and degree of participation helped ensure diverse involvement. Honoraria was also offered to encourage participation.

In addition to the Virtual Open House participants, an estimated 200 people participated in virtual focus groups and community meetings and presentations.

~200
participants



Parents Focus Group – The City coordinated with the Single Parent Resource Group and local community centres to recruit a diversity of parents who have kids at home, focused on concepts that might most impact them, and made the timing and format accessible for working parents.

Canadian Newcomers and Newcomers Youth Focus Groups – The City partnered with the Inter-Cultural Association (ICA) to design specific sessions that could be accessible to Canadian newcomers (including those who speak English as a second language), recruited through the ICAs channels, and used an existing youth group to have a discussion with newcomer youth (3 sessions in total).

Indigenous Focus Group – The City coordinated with the Metis Nation of Greater Victoria and the Native Friendship Centre to recruit a diversity of urban Indigenous residents, focused on concepts that might most impact them, and hosted a second discussion meeting with the participants to make space for the desired discussion.

Youth Focus Group – The City virtually attended a Victoria High School Social Studies course to present concepts in an accessible and meaningful way; as part of the course students took the survey after the discussion.

Other Community Conversations, Presentations, and Focused Discussions

The City also reached out or responded to other community groups, organizations, and residents to provide presentations, promote engagement, and collect feedback at regular or specially organized meetings, including:

- Fernwood local business discussion.
- North Park local business and service providers focused discussion.
- Tolmie Village local business discussion.
- Bay Street local business discussion.
- Haultain Corners local business visits.
- Evergreen Terrace Community Connections Group discussion.
- Quadra Village CREW (youth group) walkshop and distanced meeting.
- Urban Food Table discussion.
- Renters Advisory Committee regular meeting.
- Active Transportation Advisory Committee regular meeting.
- Community Association, CALUC, and VCAN regular, special, and public meetings.
- Finlayson Street area residents reached out for a presentation and discussion.

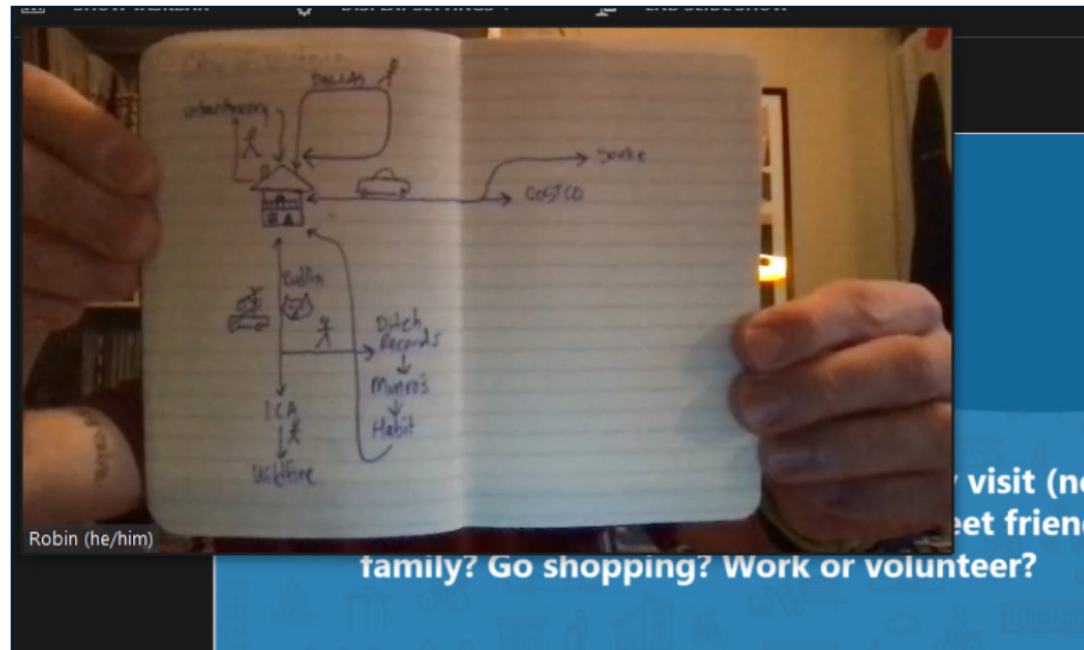
Lessons Learned

Not all groups that the City reached out to had the interest or capacity to get involved, even with the flexibility in the degree of participation and the incentive of the honoraria. For example, the City reached out to the Victoria Tenant Action Group (VTAG) to coordinate a focus group among a diversity of renters, but they felt they did not have the capacity to be involved. (The City continued to reach renters through other focus groups and presentations to the Renters Advisory Committee).

Similarly, the City worked closely with the Coalition to End Homelessness to design a focus group with people who are experiencing or have recently experienced homelessness, but given the circumstances of the pandemic, were ultimately not able to host the discussion during this period of engagement (these conversations may still be possible in the next phase if there is capacity).

Community capacity and interest also seemed to vary among different community groups and organizations. While some community organizations worked with the City to host substantive discussions with residents and business owners, others did not express interest when approached.

Still, intersectionality among groups resulted in a diverse cross-section of participants in most focus groups and community discussions (for example, some households in the parents focus group were also renters).



Overall, the focus groups were very successful in contributing a greater diversity and quality of engagement. The participants that were recruited enjoyed the discussion and appreciated the flexibility to focus on subjects that mattered most to them, resulting in quality, meaningful feedback (compared to a typical open house which may have a greater total number of participants, but less meaningful discussion with the City and community).

A participant sharing results of an activity from the New Canadian Youth virtual focus group.

Concurrent “Real World” Opportunities

The City heard during engagement that virtual participation is not suitable for all residents. Given the public health restrictions and staff capacity, there were limits to how staff could respond to this concern, but through the support of the Working Group, several “real world” opportunities were implemented.

Paper surveys were made available at City Hall, each community centre, and the Belfry Theatre in Fernwood Square. Some were also delivered and picked-up directly to residents or businesses at their request. However, there was little uptake of paper surveys (2 in total).

The City developed another “**Meeting in a Box**” tool (which had some success in the first round of engagement). This tool was intended to provide residents with a way to host their own discussion. However, just one was submitted to the City in this phase (possibly because it was not made available until later in the process and not a key focus in promotions).

A **self-guided walking** tour pamphlet was prepared and included a map of the locations throughout the neighbourhoods where large boards and posters were put up with key concepts for the future of that location. These pamphlets were made available at local coffee shops, retailers, grocery stores, and restaurants. They promoted the walking tour and provided details about how to participate in the survey.



Staff engaging with residents at a Fernwood community board near the Compost Education Centre.



A community board at Blackwood Park.



Promotions at the Save-on Foods Memorial Arena.

Promotions and Recruitment: Reaching Diverse Audiences

The long timeline of the virtual open house offered multiple opportunities to promote the engagement in diverse ways and contributed to increased involvement.

Mailers went out to all residents, businesses, and property owners in the study area at the start of the virtual open house.

Community boards illustrated the concepts being considered with information about how to get involved, and pamphlets were distributed throughout the community that provided a map for a self-guided walking tour to see them all in context.

Community signage such as the digital display at the Save On Foods Memorial Centre and the digital information board at Royal Athletic Park were used to remind residents of engagement opportunities.

Flyers promoting the survey and virtual open house were distributed multiple times over the course of the virtual open house to stores, coffee shops, restaurants, community centres, shopping bag stuffers at two major grocery stores, little free libraries, Crystal Pool, an arts school, and food distribution programs. Two versions, one with more detailed information, and one simple, bold version to promote involvement were used throughout.

Posters promoting the survey and virtual open house were provided to local businesses, community centres, and put up on community boards.

Earned media, including an interview on CBC Radio 1 On the Island, discussed some key concepts and promoted involvement.

Paid advertisements including in the Village Vibe and via an online advertising campaign.

Regular stakeholder updates via email lists, the City's communications mediums (Have You Heard, Enews, Neighbourhood Hotsheets, and Latest News), and community association newsletters.

Social media was used throughout the process, promoting the survey, sharing the concepts, and engaging with targeted questions. Targeted posts and paid promoted posts contributed to the success of reaching diverse audiences via social media. Partner organizations also helped to share via social media, including in private community groups.

Based on the website traffic and survey submissions following social media posts this medium had the greatest impact in generating awareness and engagement.



A promotional social media post was translated into six languages to reach diverse audiences (Arabic translation show to the left).

Takeaways for Future Engagement

The following are a few lessons learned that will be brought forward for future engagement opportunities:

Virtual engagement opportunities can increase diversity. While some residents expressed concern that virtual engagement approaches could be difficult for some to access or simply less desirable, many noted that the ease and flexibility that a virtual setting provided (particularly for focus groups and the open house) made participating much more appealing.

Plain language should be a priority in engagement materials. Based on best practices for inclusion and equity, it is recommended that a grade 6-8 reading level be used in engagement, which can be challenging when trying to convey complex planning concepts. The next stage of engagement will work to address this through providing layers of information and engagement opportunities, as suggested by the Working Group.

Translation takes time. Translation of promoted posts and options to translate virtual materials was a good step towards greater inclusion. However, identifying the appropriate languages, finding translators, and

accurately fleshing out terms takes time. In the future, materials should be identified for translation early in the process.

Participants desire a variety of ways to submit feedback. While online engagement reduces barriers for some, printed materials or the opportunity to provide feedback over the phone, or in person (when public safety protocols allow) are also important.



Who We Heard From

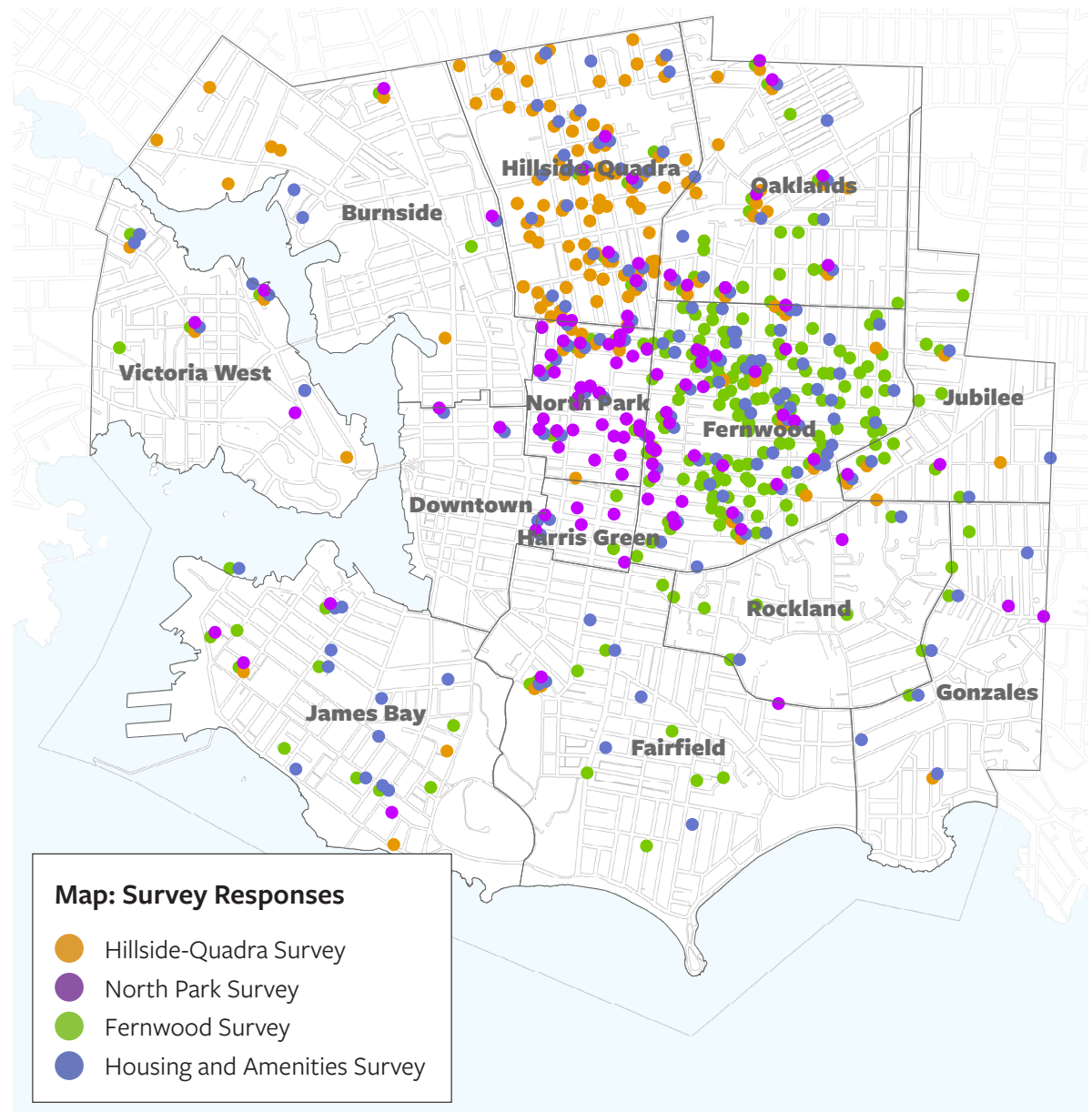
Where Participants Live

A key engagement objective was to hear from anyone who lived, worked, or spent time in the study area. The map below illustrates that we heard from residents across the city who may have an interest in affected villages and corridors, but that most participation was from residents of the three neighbourhoods in the study area (Hillside-Quadra, North Park, and Fernwood), as well as the nearby Oaklands Neighbourhood.

Understanding the Data

The Have Your Say engagement platform requires registration to participate in most components (non-registered users can view content and download documents, including paper surveys). Registration asks questions that allow the City to better understand who is engaging, including postal code. Other questions were asked in the surveys to better understand the diversity of participants.

It is important to note that the statistics in this section apply only to virtual open house participants and do not reflect the diversity captured through other means, including the focus groups and conversations.



Survey Demographic Summary

A series of demographic questions was asked in each survey to better understand who is participating. A summary of all surveys is provided here, breakdowns for each survey are available in Appendix 2.

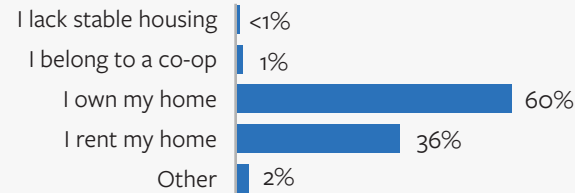
Looking Beyond the Survey for a Diversity of Voices

The voluntary surveys conducted in this and similar processes are one tool used to collect feedback on draft ideas and concepts.

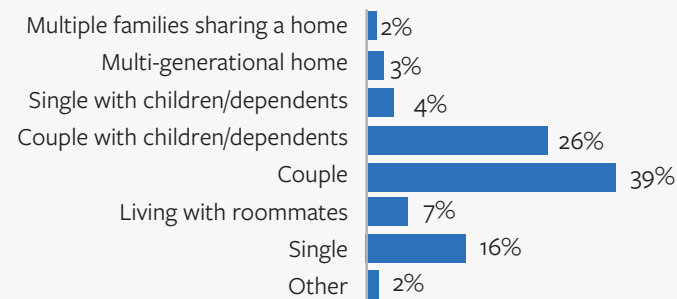
While the surveys in this process succeeded in reaching more diverse audiences than comparable surveys in the past, the respondents still do not perfectly mirror the diversity of the city.

Other engagement activities including focus groups, workshops, and community conversations attended by renters, new Canadians, and diverse household types help to fill in gaps and provide a deeper understanding.

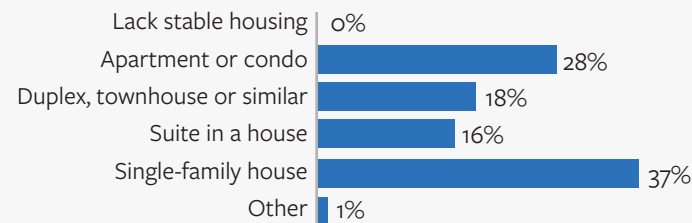
Housing Tenure



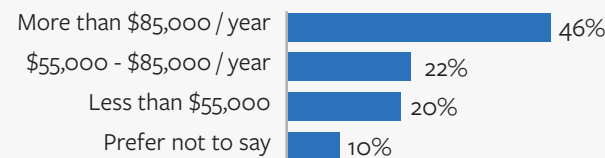
Housing Composition



Housing Type



Household Income



627 individuals completed surveys.

At a high-level it appears renters may have been somewhat underrepresented at 36% of respondents (compared to about 60% Victoria households).

Larger households are potentially somewhat overrepresented: the most common types were those who live with a partner or spouse (39%). While single-persons and those with roommates were only 23% of respondents (compared to roughly half of Victoria households). Single-parent families participated at a rate similar to the city proportions.

Residents of single-detached housing were over-represented in the sample. More than half of respondents lived in a single-family home or suite, compared to 24% of Victorian households, while 28% of respondents lived in an apartment or condo building and 18% in missing middle housing (townhouse or similar attached form).

Respondents reported diverse incomes: 48% reported household incomes higher than the City's "moderate income" of \$85,000 per year, while 22% earned a "moderate income" (\$55,000 - \$85,000) and 20% earned less than moderate income (less than \$55,000 annually). This in part may reflect that respondents tended to come from larger households than the city average.

Demographic Comparisons

The Virtual Open House generally, and the surveys specifically, saw greater diversity in participation than previous planning processes (based on the statistics collected). However, the survey data still show underrepresentation of some groups, especially those that may be part of equity seeking populations. This fact reinforces the need for diverse engagement approaches, like the virtual focus groups that ran concurrent to the survey.

About Comparative Statistics

Comparative statistics are provided as a reference point, but do not provide an “apples to apples” comparison of representation; they are at the household scale while survey statistics are for individuals.

For example, larger households may appear to be somewhat overrepresented, but a two-person household has twice as many individuals who may complete a survey so the degree of over-representation, if any, is not clear. Unfortunately, individual comparative statistics are not readily available and the household comparative statistics should only be considered a loose indicator of representation.

Demographic Category	Metric	Survey Respondents (individuals)	City of Victoria (households)
Age	15-24	3.3%	12.8%
	25-34	23.0%	22.6%
	35-44	35.8%	13.7%
	45-54	18.3%	14.3%
	55-64	9.9%	14.6%
	65-74	7.3%	12.3%
	75-84	2.3%	5.9%
	85+	.2%	3.7%
Housing Tenure	I rent my home	37.4%	60.6%
	I own my home	62.6%	39.4%
Family Size	I live alone	15.9%	48.4%
	I live with one or more roommates	6.8%	8.1%
	I live with partner/spouse	39.4%	24.8%
	I live with my partner/spouse and one or more children (or adult dependents)	28.7%	10.8%
	I am a single parent with one or more children	4.5%	7.4%
	I live in a multi-generational home OR two or more families sharing the same home	4.7%	0.5%
Housing Type	Detached home (single-family house)	38.1%	14.0%
	Suite in a house (including basement, above-ground suite or a garden suite)	15.9%	10.0%
	Duplex, townhouse or similar attached home	18.2%	7.0%
	Apartment or condo in a multi-family building	27.9%	68.0%
Household Income	Less than \$55,000/year	22.7%	52.0%
	\$55,000-\$85,000/year	24.6%	18.0%
	More than \$85,000/year	52.7%	30.0%

Engagement Themes

General Support for Proposed Directions

Most directions in the survey received support from participants. On a scale of 1 (do not support) to 5 (fully support), 60% or more participants responded with a 4 or 5 for most of the directions. Focus groups and community conversations reinforced this support and offered opportunities to explore further why some directions received less support, and what alternatives might work well. Many of the ideas that emerged in the focus groups were reflected in survey comments as well.

There were fairly consistent levels of support among different population groups. Respondents identifying as renters tended to be somewhat more supportive of housing concepts (for example, locating housing off-corridors) and proposed amenities. Overall, however, support was generally consistent.

Broad Themes and Prominent Concerns

This section provides high-level findings of what we heard. Detailed feedback and analysis is available in the Summary and Draft Directions Reports. The themes here provide a broader context and may inform other city-wide initiatives.

Note: related survey comments are shown in italics.

Equity

Equity was a common theme throughout the engagement process and came up in many different contexts. Comments revealed that people have different ideas about what equity means and how it can be achieved.

Equity in engagement and decision making was another common theme. Some residents expressed concern that the growing shift to online engagement excludes some equity-seeking populations, while others felt it provided more flexibility for some to engage. Additionally, some residents felt that a virtual focus meant that neighbours would miss the chance to hear different perspectives. Others felt the extensive engagement process was stalling opportunities to move forward with

implementation that would address key issues like housing affordability and climate action.

Many participants focused on the need to address the housing crisis as a fundamental way to resolve inequities in the city. the potential for displacement of current renters emerged as a common concern. In other areas, however, there is some disagreement as to what equity means and how it can be achieved.

Many stakeholders, both owners and renters, see expanding the availability of non-market and affordable housing options as critical to achieving equity and maintaining the ability of diverse people to live in Victoria in the future. Focus groups brought up the intense need for affordably priced housing options for singles and families of different sizes, including larger or multi-generational families. Many felt adding more housing choice of different types and tenures, both market-rate and below-market or non-market, especially while protecting existing rental housing, as important to meet needs.

On the other hand, some believed that their neighbourhood had too much concentration of affordable housing and thus more should not be created. Yet a few others felt that new

market-rate housing should be discouraged outright because it is not affordable to the lowest-income earners.

Multi-family Housing Throughout the City

Related to ideas of equity, the location of housing (particularly of non-market or higher density housing) was a common theme. It was brought up several times that other communities (Fairfield, Gonzales, and Oak Bay were often singled out) accommodate less multi-family or affordable housing despite having a high concentration of parks and amenities that could support it.

There was also a strong theme to make room for multi-family housing in diverse locations and frustration with single family zoning. While most participants understood the benefits of locating housing along transit corridors, there was recognition that apartments and condos serve diverse populations (and will more in the future), including renters, families, and seniors with mobility issues. People were supportive of housing that is 4-6 storeys (generally) off corridors, in neighbourhoods, and on “green leafy” streets.

“Six story is good, but really if you want to control house prices much larger swaths of the greater victoria area need to be six story. This is the case for places like Paris for example. I suspect that this will not provide enough supply to help control house prices. Villages are the nexus of growth and

community in Victoria. Will the city provide a nucleus for new village centers in other locations throughout Victoria to provide a similar growth of density? Such as thriving Estevan Village in Oak Bay vs. Oak Bay Village. Are there small village centers possible with vision and support at the intersection of Dominion and Craigflower streets? What about Lang and Cedar Hill?

“Single family zoning is out of place as the dominant form of zoning in this proximity to the city and the robust villages (NP, Fernwood, Quadra Village).

Notwithstanding the general support for medium density, multi-family housing throughout the city, some participants still noted that they hope the “character” of the neighbourhood be preserved, that new development should be “compatible” with the area, or, in some more specific cases, that 4 storeys should be a max height.

These sentiments and the general support for multi-family housing are integrated into the proposed directions for the current phase of local area planning but should also be considered in future land use and housing plans. Relevant comments were also forwarded to the Missing Middle Housing Initiative.

Accessibility and Adaptable Housing

In addition to support and desire for housing in the right locations, there were many comments that related to housing

type – including accessible and adaptable housing for those with accessibility barriers. While local governments do have tools to ensure a greater supply of diverse, accessible housing is encouraged, they are not typically implemented through local area plans (but rather via a city-wide mechanism).

Diverse Family Housing

There is a strong demand for more family-friendly housing, including in multi-family rental and condo buildings (noting that 32% of Victoria’s families with children at home live in multi-family buildings). In addition to the desire for units with more bedrooms or lock-off units that can meet the needs of larger families and be adapted to diverse family sizes, there is a desire for thoughtful building design that includes ample storage space, on-site and functional outdoor space, etc. Like accessible housing, encouraging more family-friendly housing is something that would be done city-wide. Again, the Missing Middle Housing Initiative will play a role in this, but it will be further addressed through a city-wide family housing policy.

“The City and Provincial governments need to incentivize non-luxury, 3-4-bedroom apartments for working families close to the core. Developers are not building homes for families in Fernwood, because the margin on more, smaller and higher-end condos is better. This can be reversed if various levels of government work together to prioritize higher-density housing that can accommodate a family (3-5 people).

A 15-Minute City

The 15-minute city, an idea emerging from France that took hold and made waves throughout the world during this engagement period, came up frequently. The general idea of a 15-minute city is that all residents can meet most of their needs within a short walk or bicycle ride from home. This concept reflects the existing approach in Victoria's OCP to creating a connected network of complete communities. Participants expressed great appreciation for the city's network of walkable villages and want to see that framework reinforced in the future to ensure equitable access for a diversity of household types and incomes.

Many ideas emerged through engagement that could enhance the quality and vibrancy of villages – both those that are currently being planned for and others around the city. In addition to access to shops and services, ideas include increased access to amenities and open spaces, support for arts and artisan production spaces, and desire for car-free gathering space in each village. Many of these elements, including locating community amenities, arts and cultural spaces, are considered in the current phase of local area planning.

It was also noted that parts of the city are not within in walkable access to a large urban village, particularly northern and eastern portions of Fernwood, Oaklands, and Hillside-Quadra. This was reflected in retail and spatial analysis as well, and new village areas are being proposed.

Advancing Climate Action

Climate action, particularly as it relates to integrated land use and transportation was another common theme. There is wide recognition that the City's plans, including the *Official Community Plan*, *Climate Leadership Plan*, and *Go Victoria*, the sustainable mobility strategy, need to continue to be implemented to address the climate crisis.

“ I see three legitimate options at this point with our twin housing and climate crises - grow super tall with vertical suburb high-rises, grow out with sprawling suburbs of low rises (exacerbating the climate crisis), or densify our cities with a mix of reasonable household sizes in 4-6 storey buildings. I think the last option is the best. I like Lloyd Alter's term “Goldilocks density” - enough to support active and public transit and accessibility to services without a need for vehicles, while supporting a cohesive neighbourhood.

Other ideas often emerged that are already being implemented through the *Climate Leadership Plan*, including green building design, electric vehicles, and waste management.

Rethinking Retail

The future of retail and the changing retail landscape was a common theme in discussions of future land use changes. Residents greatly appreciate the local stores and restaurants in the city and neighbourhoods and want to seem them flourish and adapt. Despite recognition

that some additional retail will be needed, particularly in those areas lacking easy access to a large urban village, residents wanted to ensure existing businesses would remain supported.

“ The General Store on Haultain is strong in support of local producers, Damascus on Hillside at Cedar Hill (strong in Middle eastern products), small grocer at Gladstone (wealth of South African products) Hearth (raw food) are anchors. I'm afraid a grocery at Bay and Fernwood would kill them.... How about small production facilities expanding on idea of Cold Comfort and Mt Royal bagel shop that would attract people to the 'hood as destination for procuring best foods in town. Another covered market would not be a bad thing - especially if prepared foods could be ordered ahead for people short on time to cook.

Other than being thoughtful about land use approaches, participants posed new ideas to support local business, including: rethinking parking requirements for commercial uses, providing more support for establishing Business Improvement Areas (BIAs), providing more flexibility in zoning and land use to establish and nurture small business, and contemplating the use of public spaces to support local businesses. *Victoria 3.0*, the City's long term economic action plan, includes a focus on supporting local businesses. Additionally, retail analysis conducted for this process will feed into a broader retail strategy for the city to support recovery and resilience.

Modernizing Parking

Parking in and near the village areas was a key topic of discussion, and the same needs in other villages around the city were often highlighted. Many of the comments point to a city-wide consideration of parking management in and near villages and advancing the incremental shift toward car-light living while supporting accessibility.

“... the incentive is pretty clear to me personally -- I way prefer livable space or green space to highways and parking lots. But I am not sure that most people are ready to forego the SUV and rely on their feet, bikes, scooters and public transit in the manner required by a truly densely populated and cosmopolitan city. As we begin to transition towards that city, people may need additional incentive, or be shown that it can work.

I'm not buying the parking rationale. It is high time the City changed the by-law that says one parking spot must be provided per unit. This is wasteful. It adds to the costs of development and unit price, and it takes up valuable public space for parking. New buildings should be built with the understanding that at least 20% of units will NOT have individual parking, nor would there be street parking provided. People in these units should be encouraged to car-share or use other transport modes. If they insist on having personal vehicles they can pay to garage it privately somewhere else.

Some key recommendations that have support from the community and are supported by

technical analyses are included in the draft key directions for each area, however, most concerns would be addressed through the advancement of curb side management per the directions in *Go Victoria*, the City's Sustainable Mobility Strategy.

Indigenous Spaces and Reconciliation

Indigenous residents emphasized the need for gathering spaces where Indigenous people of different nations and backgrounds can gather for events, cultural practices and cultural production. This includes a need for both outdoor spaces (Na'tsa'maht at Camosun College was provided as an example) and indoors spaces. Qualities desired for outdoor spaces include Indigenous design features that serve not only Indigenous residents, but to educate all community members; ability to conduct cultural practices that may involve burning sage or producing traditional products and arts; and for outdoor spaces, features that allow comfort for longer events: weather protection, washrooms.

Indigenous residents also indicated a desire for plantings that reflect native plants (as opposed to manicured imported species) and arts and historical interpretation that reflect Indigenous heritage, make spaces more welcoming, signify that these lands belong to Indigenous peoples, and educate the broader community.

All of this feedback is valuable to city-wide arts, culture, and public space planning.

Engaging and Implementing

Some participants expressed a desire to shift focus from engagement to implementation and concern that concepts would never be realized without the right policy and regulatory tools or a clear path secure funding (e.g., for amenities). Some implementation is city-wide in nature as noted above in the sub-sections (e.g., a family housing policy) and others are locally specific and noted in the *Planning Summary and Key Directions Report*.

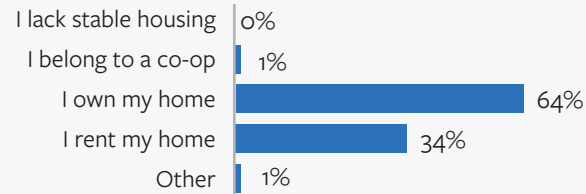
However, others expressed a desire for increased engagement and more opportunities to hear directly from a diversity of neighbours so they can understand other perspectives, local desires, and support general community-building. A Community-Led Action process is being considered to support such initiatives.

Appendix

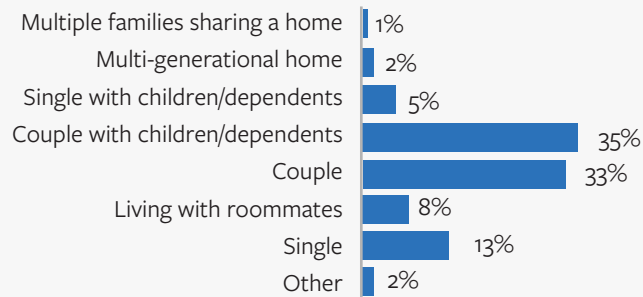
Participant Demographic by Survey

Hillside-Quadra Survey Respondent Demographic Summary

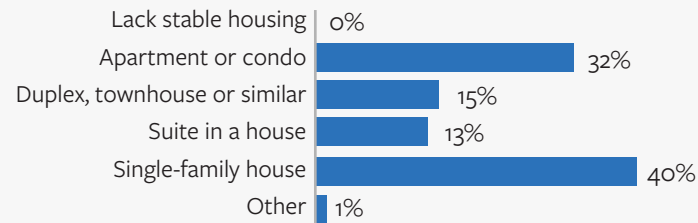
Housing Tenure



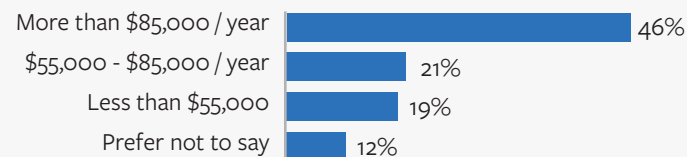
Housing Composition



Housing Type



Household Income



209 individuals completed the Hillside-Quadra survey. Like other surveys, renters were under-represented: 35% of respondents were renters (compared to about 60% both in the neighbourhood and city-wide).

Larger households were somewhat over-represented: the most common household type were those who live with a partner or spouse (32%), 35% were two-parent families with children, and almost 5% were multi-generational homes or homes shared by two or more families. Single-parent families completed the survey at a rate similar to their proportion of the population: 5% were single-parent families. Single-person households were under-represented: 14% lived alone and 8% with roommates (compared to half of Victoria households being single-person).

Residents of single-detached houses and ground-oriented attached (“missing middle”) housing were over-represented in the sample: more than half of respondents lived in a single-detached home, either indicating a “detached home” (40%) or “suite” (13%) compared to about 30% of Victorians. On the other hand, 32% lived in an apartment or condo building, and 15% in missing middle housing (townhouse or similar attached housing).

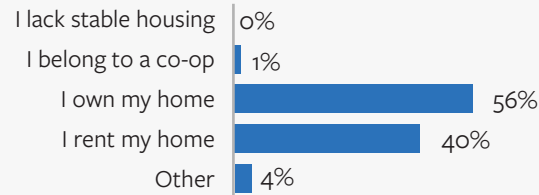
Respondents reported diverse incomes: 54% reported household incomes higher than the City’s “moderate income” limit of \$85,000 per year, while 24% earned a “moderate income” (\$55,000 - \$85,000) and 22% earned less than moderate income (less than \$55,000 annually). This in part may reflect that respondents tended to come from larger households than the city average.

Note: Comparative statistics are provided as a reference point, but do not provide an “apples to apples” comparison of representation; they are at the household scale while survey statistics are for individuals.

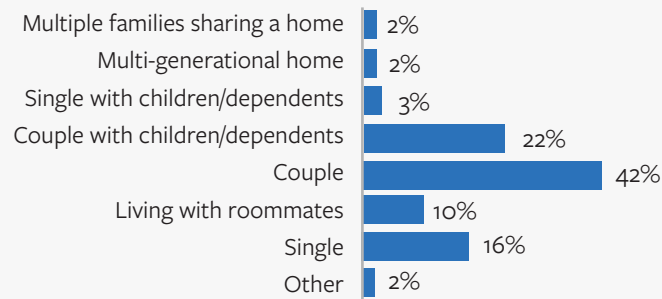
Demographic Category	Metric	Hillside-Quadra Survey Respondents (individuals)	Hillside-Quadra (households)	City of Victoria (households)
Age	15-24	2.2%	15.9%	12.8%
	25-34	24.0%	26.4%	22.6%
	35-44	38.5%	18.0%	13.7%
	45-54	19.0%	14.2%	14.3%
	55-64	11.2%	13.2%	14.6%
	65-74	2.8%	7.7%	12.3%
	75-84	1.7%	3.3%	5.9%
	85+	.6%	1.2%	3.7%
Housing Tenure	I rent my home	35.1%	59.0%	60.6%
	I own my home	64.9%	41.0	39.4%
Family Size	I live alone	13.9%	39.0%	48.4%
	I live with one or more roommates	8.1%	11.0%	8.1%
	I live with partner/spouse	32.5%	22.0%	24.8%
	I live with my partner/spouse and one or more children (or adult dependents)	35.4%	15.0%	10.8%
	I am a single parent with one or more children	5.3%	12.0%	7.4%
	I live in a multi-generational home OR two or more families sharing the same home	4.8%	1.0%	0.5%
Housing Type	Detached home (single-family house)	39.9%	26.6%	14.0%
	Suite in a house (including basement, above-ground suite or a garden suite)	13.0%	9.8%	10.0%
	Duplex, townhouse or similar attached home	14.9%	8.2%	7.0%
	Apartment or condo in a multi-family building	32.2%	54.4%	68.0%
Household Income	Less than \$55,000/year	22.9%	52.6%	52.0%
	\$55,000-\$85,000/year	24.0%	21.5%	18.0%
	More than \$85,000/year	54.1%	25.9%	30.0%

North Park Survey Respondent Demographic Summary

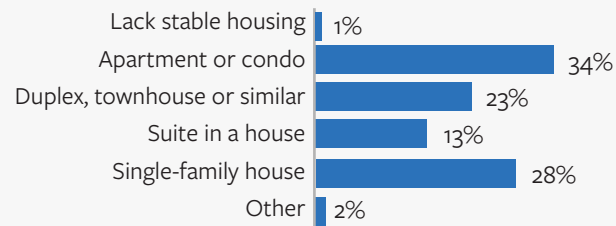
Housing Tenure



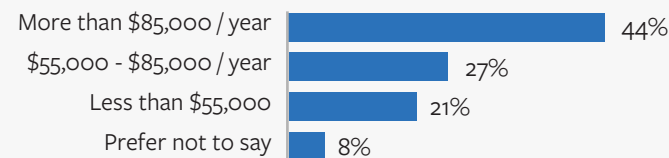
Housing Composition



Housing Type



Household Income



145 individuals completed the North Park survey. Like other surveys, it attracted a diverse population, but less diverse than the neighborhood as a whole, where 79% are renters (compared to about 60% city-wide).

Larger households were somewhat over-represented: the most common household type were those who live with a partner or spouse (43%), 23% were two-parent families with children, and over 4% were multi-generational homes or homes shared by two or more families. Single-parent families completed the survey at a rate similar to their proportion of the population: 4% were single-parent families. Single-person households were under-represented: 18% lived alone and 10% with roommates (compared to half of Victoria households being single-person).

Residents of single-detached houses and ground-oriented attached (“missing middle”) housing were over-represented in the sample: a little less than half of respondents lived in a single-detached home, either indicating a “detached home” (30%) or “suite” (13%) compared to about 30% of Victorians. On the other hand, 35% lived in an apartment or condo building, and 23% in missing middle housing (townhouse or similar attached housing).

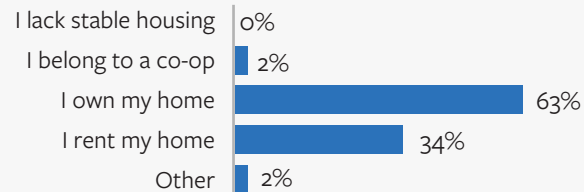
Respondents reported diverse incomes: 48% reported household incomes higher than the City’s “moderate income” limit of \$85,000 per year, while 29% earned a “moderate income” (\$55,000 - \$85,000) and 23% earned less than moderate income (less than \$55,000 annually). This in part may reflect that respondents tended to come from larger households than the city average.

Note: Comparative statistics are provided as a reference point, but do not provide an “apples to apples” comparison of representation; they are at the household scale while survey statistics are for individuals.

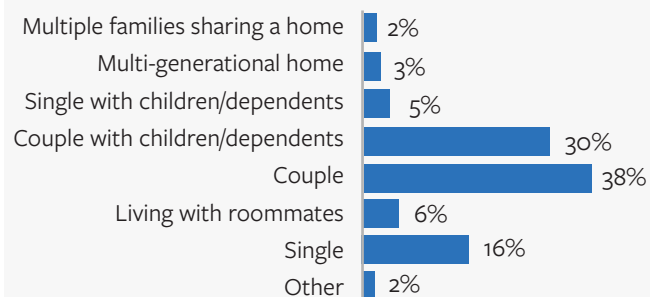
Demographic Category	Metric	North Park Survey Respondents (individuals)	North Park (households)	City of Victoria (households)
Age	15-24	2.4%	14.1%	12.8%
	25-34	28.3%	27.3%	22.6%
	35-44	33.1%	13.8%	13.7%
	45-54	20.5%	12.3%	14.3%
	55-64	7.1%	14.1%	14.6%
	65-74	7.1%	12.3%	12.3%
	75-84	1.6%	4.2%	5.9%
	85+	0.0%	1.8%	3.7%
Housing Tenure	I rent my home	41.5%	79.0%	60.6%
	I own my home	58.5%	21.0%	39.4%
Family Size	I live alone	17.7%	59.0%	48.4%
	I live with one or more roommates	9.9%	11.0%	8.1%
	I live with partner/spouse	42.6%	16.0%	24.8%
	I live with my partner/spouse and one or more children (or adult dependents)	22.7%	6.0%	10.8%
	I am a single parent with one or more children	3.5%	8.0%	7.4%
	I live in a multi-generational home OR two or more families sharing the same home	3.5%	0.0%	0.5%
Housing Type	Detached home (single-family house)	29.5%	3.6%	14.0%
	Suite in a house (including basement, above-ground suite or a garden suite)	12.9%	4.0%	10.0%
	Duplex, townhouse or similar attached home	23.0%	7.1%	7.0%
	Apartment or condo in a multi-family building	34.5%	85.3%	68.0%
Household Income	Less than \$55,000/year	22.9%	68.7%	52.0%
	\$55,000-\$85,000/year	29.0%	16.3%	18.0%
	More than \$85,000/year	48.1%	15.0%	30.0%

Fernwood Respondent Demographic Summary

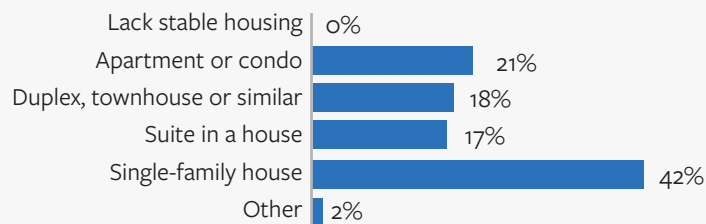
Housing Tenure



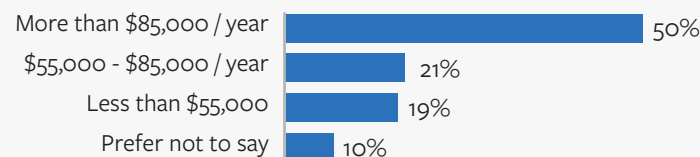
Housing Composition



Housing Type



Household Income



311 individuals completed the Fernwood survey. While it attracted a diverse participation, like in other surveys renters were under-represented: about 35% of respondents were renters (compared to about 66% in Fernwood and 60% city-wide).

Larger households were somewhat over-represented: the most common household type were those who live with a partner or spouse (39%), 30% were two-parent families with children, and over 4% were multi-generational homes or homes shared by two or more families. Single-parent families completed the survey at a rate similar to their proportion of the population: 4% were single-parent families. Single-person households were under-represented: 16% lived alone and 7% with roommates (compared to half of Victoria households being single-person).

Residents of single-detached houses and ground-oriented attached (“missing middle”) housing were over-represented in the sample: more than half of respondents lived in a single-detached home, either indicating a “detached home” (43%) or “suite” (18%) compared to about 30% of Victorians. On the other hand, 22% lived in an apartment or condo building, and 18% in missing middle housing (townhouse or similar attached housing).

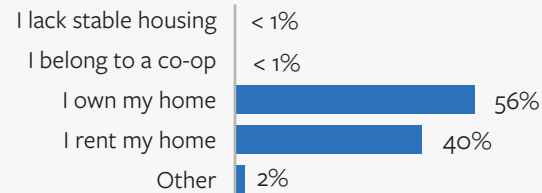
Respondents reported diverse incomes: 55% reported household incomes higher than the City’s “moderate income” limit of \$85,000 per year, while 24% earned a “moderate income” (\$55,000 - \$85,000) and 21% earned less than moderate income (less than \$55,000 annually). This in part may reflect that respondents tended to come from larger households than the city average.

Note: Comparative statistics are provided as a reference point, but do not provide an “apples to apples” comparison of representation; they are at the household scale while survey statistics are for individuals.

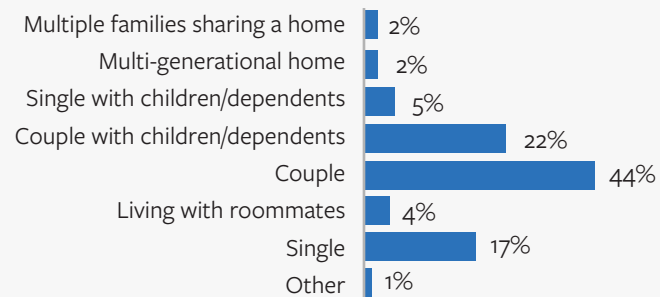
Demographic Category	Metric	Fernwood Survey Respondents (individuals)	Fernwood (households)	City of Victoria (households)
Age	15-24	4.5%	15.4%	12.8%
	25-34	19.7%	28.3%	22.6%
	35-44	35.3%	16.7%	13.7%
	45-54	16.7%	13.9%	14.3%
	55-64	10.4%	12.5%	14.6%
	65-74	10.4%	8.1%	12.3%
	75-84	3.0%	3.3%	5.9%
	85+	0.0%	1.8%	3.7%
Housing Tenure	I rent my home	34.8%	66.0%	60.6%
	I own my home	65.2%	34.0%	39.4%
Family Size	I live alone	15.8%	45.0%	48.4%
	I live with one or more roommates	6.6%	12.0%	8.1%
	I live with partner/spouse	38.9%	22.0%	24.8%
	I live with my partner/spouse and one or more children (or adult dependents)	30.4%	12.0%	10.8%
	I am a single parent with one or more children	4.0%	9.0%	7.4%
	I live in a multi-generational home OR two or more families sharing the same home	4.3%	0.0%	0.5%
Housing Type	Detached home (single-family house)	43.0%	17.1%	14.0%
	Suite in a house (including basement, above-ground suite or a garden suite)	17.5%	12.9%	10.0%
	Duplex, townhouse or similar attached home	17.8%	6.8%	7.0%
	Apartment or condo in a multi-family building	21.7%	63.2%	68.0%
Household Income	Less than \$55,000/year	20.9%	55.1%	52.0%
	\$55,000-\$85,000/year	23.7%	22.6%	18.0%
	More than \$85,000/year	55.4%	22.3%	30.0%

Housing & Amenities Respondent Demographic Summary

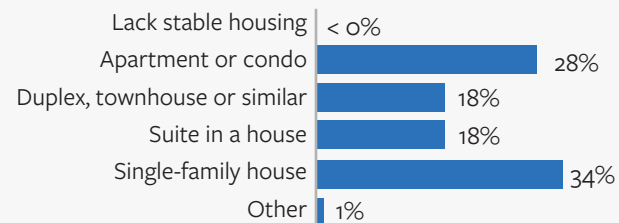
Housing Tenure



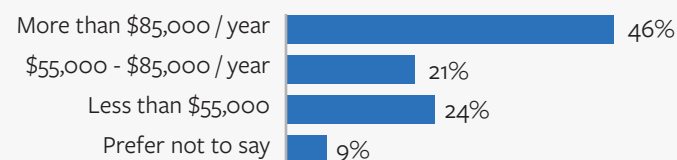
Housing Composition



Housing Type



Household Income



204 individuals completed the Housing and Amenities survey. Compared to the neighbourhood surveys, it attracted a somewhat more diverse participation: 44% of respondents were renters, while 56% were homeowners. This reflects a pattern where broader issues such as housing, as opposed to more geographically focused issues, tend to attract more diverse participation.

Larger households were somewhat over-represented: the most common household type were those who live with a partner or spouse (44%), 22% were two-parent families with children, and almost 4% were multi-generational homes or homes shared by two or more families. Single-parent families completed the survey at a rate similar to their proportion of the population: 5% were single-parent families. Single-person households were under-represented: 17% lived alone and 4% with roommates (compared to half of Victoria households being single-person).

Residents of single-detached houses and ground-oriented attached (“missing middle”) housing were over-represented in the sample: more than half of respondents lived in a single-detached home, either indicating a “detached home” (34%) or “suite” (18%) compared to about 30% of Victorians. On the other hand, 28% lived in an apartment or condo building, and 18% in missing middle housing (townhouse or similar attached housing).

Respondents reported diverse incomes: 46% reported household incomes higher than the City’s “moderate income” limit of \$85,000 per year, while 21% earned a “moderate income” (\$55,000 - \$85,000) and 24% earned less than moderate income (less than \$55,000 annually). This in part may reflect that respondents tended to come from larger households than the city average. 9% preferred not to report income.

Note: Comparative statistics are provided as a reference point, but do not provide an “apples to apples” comparison of representation; they are at the household scale while survey statistics are for individuals.

Demographic Category	Metric	H&A Survey Respondents (individuals)	Fernwood Neigh. (HH)	HQ Neigh. (HH)	North Park Neigh. (HH)	City of Victoria (HH)
Age	15-24	3.9%	15.4%	15.9%	14.1%	12.8%
	25-34	23.6%	28.3%	26.4%	27.3%	22.6%
	35-44	29.8%	16.7%	18.0%	13.8%	13.7%
	45-54	17.4%	13.9%	14.2%	12.3%	14.3%
	55-64	14.6%	12.5%	13.2%	14.1%	14.6%
	65-74	8.4%	8.1%	7.7%	12.3%	12.3%
	75-84	1.7%	3.3%	3.3%	4.2%	5.9%
	85+	0.6%	1.8%	1.2%	1.8%	3.7%
Housing Tenure	I rent my home	40.3%	66.0%	59.0%	79.0%	60.6%
	I own my home	56.2%	34.0%	41.0%	21.0%	39.4%
Family Size	I live alone	17.4%	45.0%	39.0%	59.0%	48.4%
	I live with one or more roommates	4.0%	12.0%	11.0%	11.0%	8.1%
	I live with partner/spouse	44.3%	22.0%	22.0%	16.0%	24.8%
	I live with my partner/spouse and one or more children (or adult dependents)	22.4%	12.0%	15.0%	6.0%	10.8%
	I am a single parent with one or more children	5.0%	9.0%	12.0%	8.0%	7.4%
	I live in a multi-generational home OR two or more families sharing the same home	5.5%	0.0%	1.0%	0.0%	0.5%
Housing Type	Detached home (single-family house)	33.7%	17.1%	17.9%	3.6%	14.0%
	Suite in a house (including basement, above-ground suite or a garden suite)	18.8%	12.9%	19.5%	4.0%	10.0%
	Duplex, townhouse or similar attached home	19.3%	6.8%	8.2%	7.1%	7.0%
	Apartment or condo in a multi-family building	28.2%	63.2%	54.4%	85.3%	68.0%
Household Income	Less than \$55,000/year	26.1%	55.1%	52.6%	68.7%	52.0%
	\$55,000-\$85,000/year	23.4%	22.6%	21.5%	16.3%	18.0%
	More than \$85,000/year	50.5%	22.3%	25.9%	15.0%	30.0%

What's Proposed

Executive Summary of the Key Changes



What We Heard

People want to see:

- Housing opportunities across the continuum, including rental, strata, market-rate and affordable homes.
- The “right housing” in the “right places” for diverse household types, ages, incomes, and lifestyles in areas close to services, amenities, and sustainable, low cost transportation options.
- On- and off-corridor options: Diverse housing opportunities along transit routes, but also just off of them on quieter streets, providing residents with choice.
- Minimized displacement of affordable rental and opportunities for more.
- Design of new buildings that considers both livability and neighbourliness.
- Vibrant, walkable urban villages close to home, and opportunities for local business.
- Public spaces that support a growing city, contribute to the identity of local areas through everyday use and community celebration.

What We Learned

Studies, reviews and policy analysis revealed:

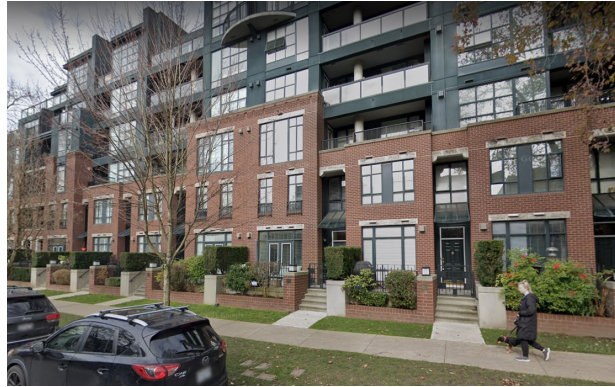
- Victoria’s household needs are diverse and evolving - over the next 20 years, people will come of age, start families, locate, and seek to age in place in our community.
- The City needs to plan to keep up with projected household growth, and catch up with the housing needs of residents today.
- The City needs to plan for local economic opportunities and future commercial and retail needs, including by enriching villages and creating new ones.
- With limited space, we need to enable creative development of new public gathering places, including temporary tactical improvements and more permanent capital projects.
- The City needs to balance, coordinate, and integrate mobility, environmental, and urban development and design objectives.

Residential Areas

Make room for more multi-family housing in diverse forms and locations.



Along key mobility corridors, **change the OCP designations from Traditional Residential to Urban Residential** with densities of approximately 1.2:1 to 2:1 envisioned (including areas along Bay Street, Cook Street, Quadra Street and Finlayson Street).



Add new **Opportunity Areas** within **Urban Residential** with densities of approximately 2.5:1 considered where proposed development can support objectives including rental or affordable housing or public amenities (including eastern portions of Bay Street, north Quadra Street, and Cook Street).



Add new **Mixed Density Areas** within **Traditional Residential** with densities of approximately 1.6:1 envisioned in a mix of ground-oriented homes and multi-unit residential buildings (including areas between North Park Village and Fernwood Village, south of Bay Street, along Kings Road, and just northeast of Quadra Village).



Define the North Park Core Residential District to incorporate a density bonus framework for this shoulder area of the Downtown Core that aligns with the densities envisioned for Urban Opportunity Areas.



Update design guidelines to encourage livability for new residents and neighbourliness for surrounding or planned future homes, human-scale architecture, and “green and leafy streets”.

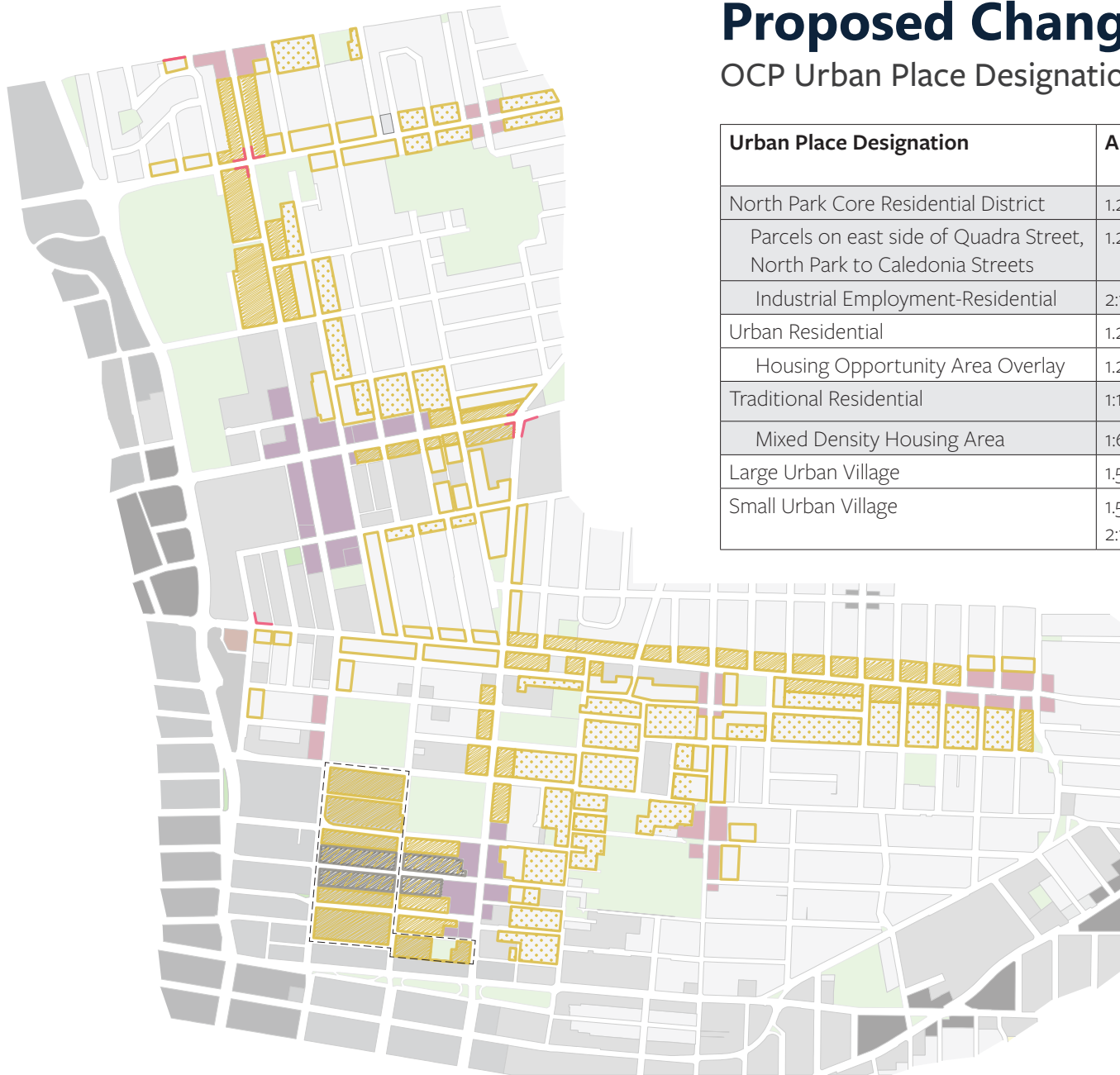


Identify potential areas to consider Residential Rental Tenure Zoning to enable a diversity of homes and tenures.





Proposed Changes

OCP Urban Place Designations

Urban Place Designation	Approximate Density*	Approximate Bonus Density*
North Park Core Residential District	1.2:1 FSR	2.5:1 FSR
Parcels on east side of Quadra Street, North Park to Caledonia Streets	1.2:1 FSR	3:1 FSR
Industrial Employment-Residential	2:1 FSR	n/a
Urban Residential	1.2:1 FSR	2:1 FSR
Housing Opportunity Area Overlay	1.2:1 FSR	2.5:1 FSR
Traditional Residential	1:1 FSR	n/a
Mixed Density Housing Area	1:6 FSR	n/a
Large Urban Village	1.5:1 FSR	2.5:1 FSR
Small Urban Village	1.5:1 FSR 2:1 in key locations	n/a



Proposed Land Use Changes

-  Change to Urban Residential
-  New Housing Opportunity Areas
-  New Mixed-Density Housing Areas
-  New North Park Core Residential District
-  Change to Industrial Employment-Residential
-  New Commercial Corner
-  Large Urban Village (including expansion)
-  Small Urban Village (new and expanded)

Includes only Designations Shown

*See the Official Community Plan and local area plans for details and guidance.

**Bonus density is intended to support the advancement of plan objectives, including in the Official Community Plan and local area plans and as guided by the City's Inclusionary Housing and Community Amenity Policy.

Urban Villages

Make room for thoughtful expansion, enhancement, and development of new Urban Villages.

Enable incremental change in villages by **supporting small-footprint mixed-use buildings without the need for on-site parking** that tends to drive larger land assembly.

Adopt **updated design guidelines and regulations** for each urban village that encourage human-scale architecture, enliven sidewalks and public spaces, support healthy street trees, and support the heritage character especially of Fernwood Village.



Envision the evolution of Quadra Village and Quadra West, supporting a diverse, walkable village with opportunities for mixed use development and quality public spaces.

- Maintain the eclectic, fine grain, small-business footprint of much of the village.
- Enable larger future developments in key locations to support retention/replacement of the Roxy Theatre, a central plaza/open space, and diverse housing options.
- **Enable Quadra Village to expand** and “turn the corner” along a more pedestrian-friendly Hillside Avenue with new opportunities for mixed use development and sense of place.
- Identify principles for the future of major residential sites to support on-site amenities and open spaces for residents.

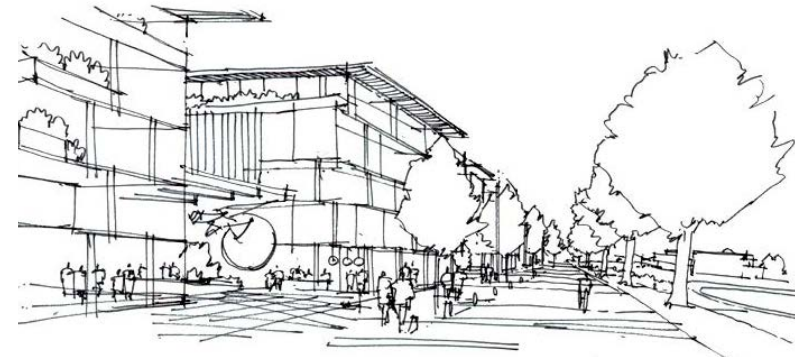


Envision the evolution of North Park Village as a diverse, walkable place with opportunities for mixed use development, public spaces and connection to nearby green spaces.

- Maintain the fine grain, small-business footprint of much of the village.
- Enable larger developments in key locations to support the development of a central plaza and diverse housing options.
- **Enable North Park Village to expand** and “turn the corner” to establish a stronger connection to Franklin Green Park.
- Encourage the retention and revitalization of light industrial uses, maker, and artisan spaces along North Park Street through the **Industrial Employment-Residential Designation**.

Enable Fernwood Village to expand to the west, north, and south with new opportunities for mixed use development at a sympathetic scale, the evolution of a high street along Fernwood Road, and better connections between Fernwood Square, the Community Centre, and green spaces.

- Maintain the small scale feel of the village and support a commercial desired approach in certain areas to ensure appropriate redevelopment is possible, with or without ground floor retail and community services.
- Allow opportunities for **future expansion of the Belfry Theatre**.
- Connect Fernwood Square to Gladstone Road east of Fernwood Road through placemaking and mobility improvements.



Conceptual view of Gladstone Avenue west of Fernwood Square

Enable the Quadra at Tolmie Village to expand east and west with new opportunities for mixed use development and the evolution of a neighbourhood “high street” along Tolmie Avenue.

Create new Small Villages and Community Corners to serve areas not within a 15-minute walk of an existing village:

- Bay-Fernwood Village (at Bay Street and Fernwood Road).
- Bay Street Village (along Bay Street between Shakespeare and Shelbourne).
- Central Park Village (west of Central Park along Quadra Street).
- New community corners and potential future villages to meet the needs of a growing community.



Conceptual view of a commercial corner at Bay Street and Fernwood Road

Public Spaces and Placemaking

Identify placemaking opportunities in and near villages.



In **North Park Village**, consider areas within the village, including along North Park Road or Balmoral Street for placemaking that could evolve into a permanent plaza if opportunities arise. Seek to add greenery and enhance pedestrian conditions.



In **Quadra Village**, seek a series of open spaces along Kings Road, with a shared roadway or plaza, retain existing and/or add new green space. Envision additional future public spaces with major rezonings. Seek to add greenery and enhance pedestrian conditions.



In **Fernwood Village**, build on the Gladstone patios developed as part of Build Back Victoria that could evolve into an expansion of Fernwood Square. Consider a light touch in refreshing Fernwood Square, and enhance pedestrian conditions.



Envision the evolution of a pedestrian-friendly, landscaped **"Quadra Mews"** laneway along the west side of Quadra Village with opportunities for new shopfronts and maker spaces.

Sustainable Mobility

Continue to advance land use and mobility objectives together.

Locate housing and mixed-use development close to sustainable mobility options, including designated Frequent Transit and active transportation routes.

Through **integrated land use, mobility, and urban design corridor studies**, balance and fine-tune policies and regulations to meet transportation, housing, urban design, and environmental objectives along key corridors, including:

- Bay Street
- Quadra Street
- Hillside Avenue
- Cook Street

Continue to **evolve streets as places for people** with high quality urban design and the integration of the public spaces, seeking an image of “green and leafy streets” when new development occurs.

Modernize parking requirements in new development to support small-footprint mixed-use buildings and new rental housing

Manage on-street parking to better balance the needs of business, residents, and the environment, considering areas where public parking management can be explored and tested.

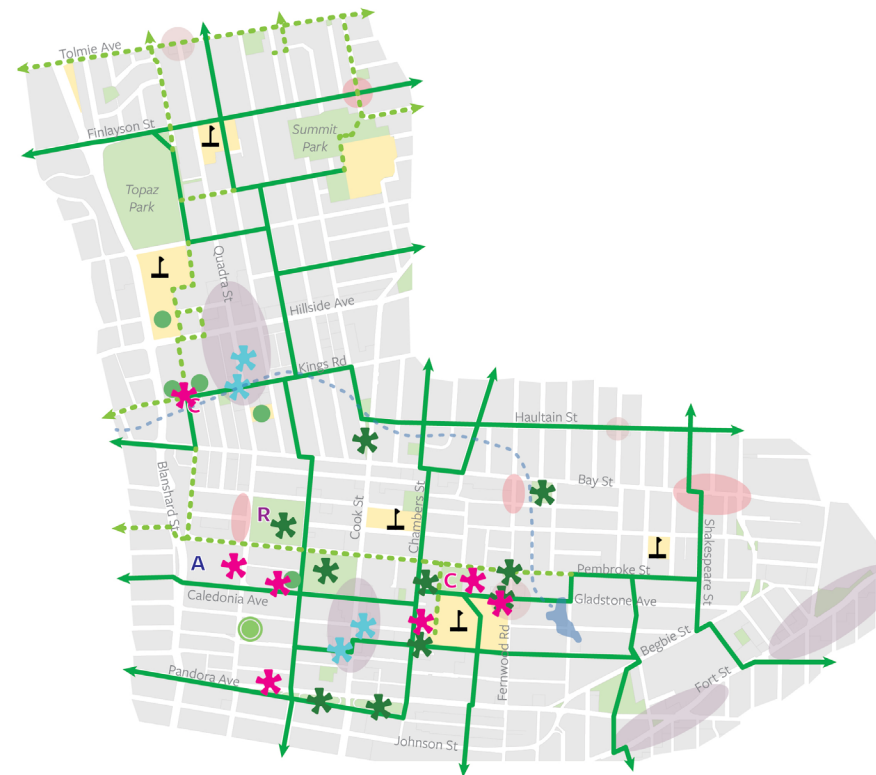
Develop an integrated system of tree-lined Greenways, comfortably linking homes, parks and key destinations for those walking or rolling (see map on the following page).



Parks and Open Spaces

Continue to support the City's parks and open space objectives.

- Continue to seek a new park or open space serving North Park Neighbourhood, consistent with the Official Community Plan.
- Seek to establish a new park or green space in Hillside-Quadra between Hillside Avenue and Bay Street, through partnerships, opportunities with rezoning, and parks planning.
- Continue to enhance Parks and Open Spaces in these neighbourhoods and offer features and programming consistent with Parks and Open Spaces Master Plan goals.
- Seek to expand community centre space serving Hillside-Quadra and North Park residents, consistent with the Council Strategic Plan.
- Support community-led efforts to enhance or establish additional community gardens.
- Seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city through ongoing parks and facilities planning and partnership.
- Consider a location for a small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria when creating the City's Music Strategy.
- Explore opportunities for celebrating or daylighting parts of the historic "Rock Bay Creek" on public or private lands.



LEGEND

	Designated Greenway		Park
	Proposed Greenway		Desired Park (As per OCP)
	Community Centre		Desired Open Spaces (As per draft Local Area Plan)
	Recreation Centre		Open Space
	Arena		Plaza or Formalized Public Space (Proposed)
	Existing Public School		Community Use Space (Proposed)
			Desired Enhancement to Park or Open Space
			Rock Bay Creek

Housing & Urban Design

Summary Report and Draft Directions



Village and Corridor Planning

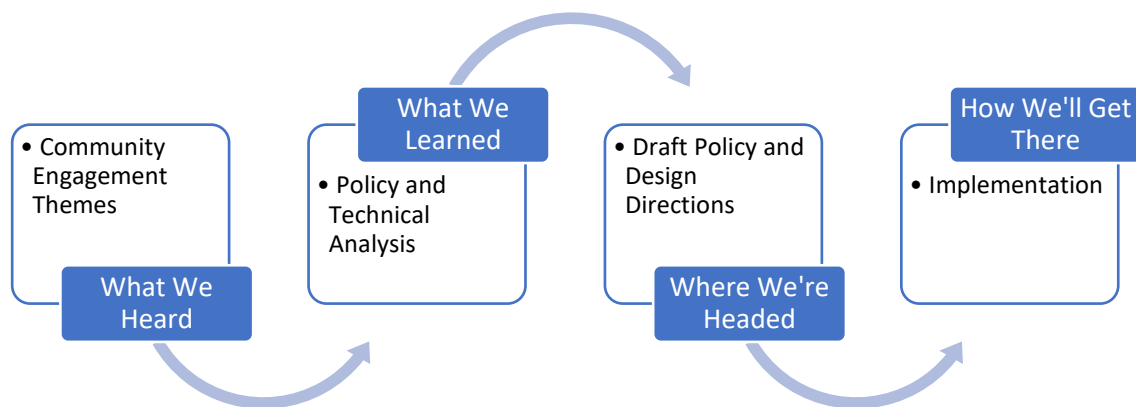
Quadra, Fernwood & North Park Villages, Corridors & Surrounding Areas

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About this Report

This report outlines the planning process and **draft housing and design directions for the Village and Corridor Phase 1 Study Area**, which includes areas of North Park, Hillside-Quadra, and Fernwood neighbourhoods. The report describes community engagement themes, policy and technical analysis, the resulting draft policy and design directions, and finally the required implementation steps.



Please see the Stage 2 Engagement Summary for details of the engagement process.

Urban Design Guidance for Development in Urban Villages

What We Heard & What We Learned

Please see the Urban Design and the Public Realm sections of the neighbourhood *Planning Summaries* for North Park, Fernwood, and Hillside-Quadra for:

- Summary of engagement relevant to each village
- Analysis of urban design conditions of each village.
- Summary of existing design policies (including design guidelines that apply in each village).

Where We're Headed

Draft Directions for **Design of New Development in Urban Villages**

The following principles and directions would guide the development of public spaces and of proposed Design Guidelines for the Development Permit Areas within villages. Much of the below is already contained in the City's existing design guidelines, such as the *Design Guidelines for Multi-Unit Residential, Commercial and Industrial* or the *Revitalization Guidelines for Corridors, Villages and Town Centres*. However, some of the below directions represent a refinement of existing guidelines and/or guidance that is unique to the area. The objective is to refine and consolidate guidelines with additional content focussed on emerging directions and specific place-based objectives. For this reason, this section is not a comprehensive listing of all design objectives and policies, but rather addresses what is new, noteworthy, or unique to these villages and proposed directions.

Principles for Urban Design in Urban Villages

1. **Identity:** Create a series of welcoming, diverse and inclusive public spaces that support community gathering, to reflect the community's identity and adapt to its changing needs over time.
2. **Historic Character:** Ensure new development in and adjacent to villages is compatible with and complementary to, but is distinguishable from heritage buildings, including the iconic, intact, and regionally significant heritage fabric of Fernwood Village.
3. **Liveability:** Ensure homes of all types have sufficient access to sunlight, air, views, privacy, open space, play areas and other amenities that support livability
4. **Great Streets:** Design, locate and shape buildings to create sunny, welcoming, and walkable public streets with space for pedestrians, patio seating and greenery. Emphasize Quadra St and Hillside Avenue as the core retail and pedestrian spines for Quadra Village and Central Park Village, and Cook Street for North Park Village. In Fernwood, emphasize Gladstone Street and identify opportunities to enhance pedestrian spaces along Fernwood Road, particularly in Fernwood Village, and Bay Street, particularly at the proposed Bay Street and Bay-Fernwood Villages, as well as frontages and corner spaces.
5. **Human Scale:** Design buildings and open spaces that create visual interest, diversity and identify when approached by pedestrians.
6. **Neighbourliness:** Ensure new buildings are good neighbours within the street and with existing and future buildings next door
7. **Urban Forest:** support a healthy, mature, and continuous tree canopy along all streets with a priority for key gathering spaces, pedestrian routes and connections to parks and other greenspaces.
8. **Making Room:** Make room for new housing in and near villages that appeals to households of different types, ages, incomes, and lifestyles.
9. **Sustainable Mobility:** Integrate support for sustainable mobility options (walking, cycling, transit, and electric vehicles and reduced on-site parking) into building and public space design.

10. **Public Spaces:** Create joyful and welcoming public spaces for everyday use and community celebration. Incorporate public seating and gathering areas appropriate to the scale of urban villages and commercial corners and consider opportunities for placemaking and/or new public spaces on both public and private lands.
- a. In Quadra Village, a series of interconnected, accessible public spaces of different sizes designed to welcome diverse use, both everyday and for smaller and larger events, in three or four seasons.
 - b. In Fernwood Village, to refresh Fernwood Square while maintaining its beloved function and character for everyday use and community celebration. Consider future public seating along Gladstone Street. Consider the establishment of a smaller public gathering space in the proposed Bay Street Village.
 - c. In North Park Village, to provide opportunities for public spaces or shared use streets at key locations near North Park Village, including North Park Street, Balmoral Street, and corners in general.
 - d. Along Bay Street Villages, to consider new public spaces at corners and explore opportunities for partial closure of a side street when there is sufficient activity to support a public space.
 - e. At Quadra Street at Tolmie Avenue, to identify improvements within and adjacent to the right of way that help create a “sense of place” naturally slow traffic.
 - f. At or near the Finlayson-Highview Community Corners, to consider opportunities for placemaking in the right of way relating to the community corners and/or Summit Park.

Urban Design Emerging Directions

This section identifies potential design directions which are new or in need of enhancement, including area-specific considerations.

Building Form and Siting

- Encourage the stepping back of the upper storey or storeys to create a sense of openness and access to sunlight.
- The height of the façade (portion of the building closest to the street) of buildings should relate to the width of the street and building-to-building distance. Generally, facades in urban villages are desired to be up to 3 to 4 storeys in height.
- Encourage building siting and massing that transitions to adjacent lower-scale development, with attention to impacts such as shading, overlook and privacy.
- Site and design buildings and public spaces to create activity at ground level (with entries, shops, services, and other “active” uses) and “eyes on the park/plaza” with windows and balconies above.
- On larger sites, site taller buildings towards the centre of the block or in places where shading of public spaces is minimized.
- Maintain sufficient building separation between buildings located on one site, and between new buildings and existing or potential future buildings on adjacent sites.

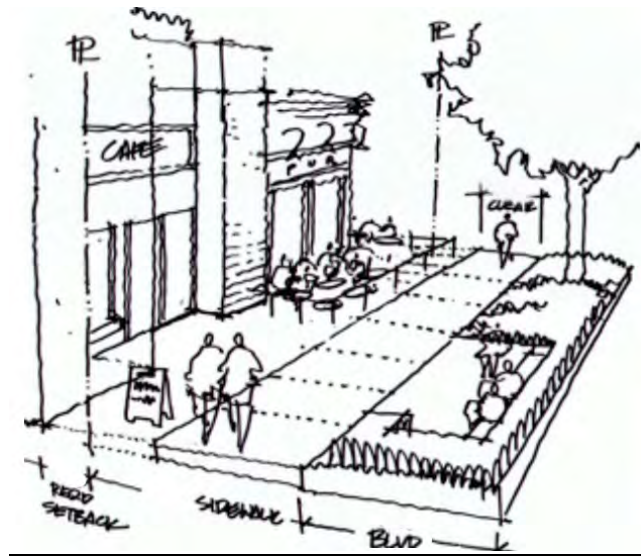


Figure 1. Building frontages set back to accommodate patio spaces in private lands, a clear sidewalk, and a boulevard zone with space for street trees.

Human Scale Architecture

- Maintain and create human-scaled building frontages with a “fine-grained” expression at the street level (ground floor) and upper storeys along streets and adjacent to public spaces. This means ground floors should be characterized by frequent smaller storefronts which create pedestrian interest; frequent entries; generous areas of windows; and generous floor-to-ceiling heights.
- For medium-format ground floor retail uses (e.g., a medium-sized grocery store), ensure the use activates the street front and creates visual interest, including through frequent entries, shop windows, and of the inclusion of smaller retail units in larger buildings.
- Where the ground floor use is private residential use in new development, provide a semi-private transition such as a patio or a stoop.

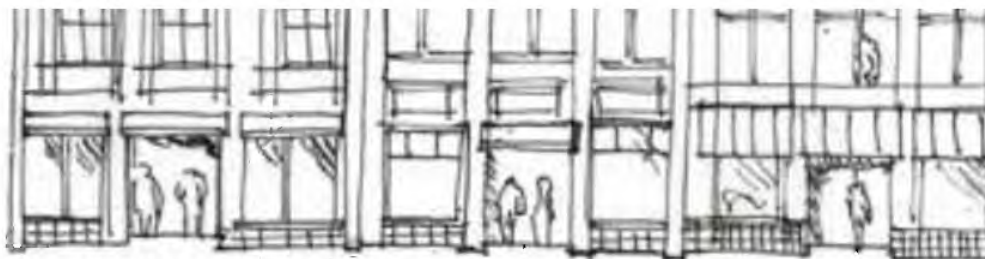


Figure 2. An example of a fine-grained pattern of smaller storefronts with frequent entries.

Diverse and Incremental Change

- Encourage the maintenance of existing patterns of smaller lots (approximately 15.2-30.5m in width) and smaller-footprint buildings, allowing for varied change over time while maintaining diverse commercial spaces conducive to smaller businesses. This may be accomplished by removing parking requirements for smaller buildings (as parking requirements tend to encourage the assembly of larger sites that can provide underground parking).

- Encourage a mix of commercial unit sizes within new development to support new, emerging and expanding businesses. Consider including “micro-spaces” (as small as 150-300 sq. ft.) to nurture eclectic start-up businesses, single proprietors, and creative uses.
- If a larger site is proposed for redevelopment, seek a mix of commercial unit sizes that create activity adjacent to streets and public spaces while maintaining a full-service grocery store in the village and providing spaces for mid-sized businesses and services such as drugstore/pharmacy, hardware store, or medical offices.



Figure 3. Diverse setback conditions and building design.

Identity, Context and Character

- In established villages, encourage new building form and design that relates to positive, established aspects of surrounding built form, considering the rhythm and pattern of existing building façades and architectural elements such as building articulation, roof-lines, window placement, entryways, canopies and cornice lines, while creating a diversity of design to enhance the eclectic look and feel of the village.
- Fernwood Village displays a strong heritage character. New design guidelines should reflect that heritage character:
 - Ensure the design of new buildings complements without mimicking, the established heritage character of Fernwood Village by reflecting the spatial organization, rhythm, ratios and composition of nearby historic structures and their character defining elements.
 - Contribute to a cohesive urban fabric with unique visual interest and character.
 - Ensure the spire of the current Belfry Theatre building remains a prominent feature of the village, including through design of new development and public spaces to respond to and preserve public views of the Belfry spire.
- Quadra Village and North Park Village, in contrast, display eclectic design that has evolved over the years. In these areas, a diversity of building forms and designs are encouraged to celebrate and enhance the eclectic look and feel of the street and create a diverse expression and visual interest along the street, avoiding uniformity while supporting human-scale architecture.
- Orient buildings towards corners with features such as corner plazas, public spaces, or patios of varied sizes (drawing direction from Local Area Plans) and/or building forms and architectural features such as corner entries, chamfered corners, rooflines, and architectural expression. Ground-floor glazing (shop front windows) should “turn the corner” and secondary shopfronts may be considered along side streets, drawing interest down these streets especially in places where its desired a village “turns the corner”

(e.g., along Mason Street towards Franklin green Park; at Bay and Fernwood Street to draw pedestrians towards Fernwood Village).

- For buildings located at T-Intersections (as are common on Bay Street), building design should emphasize and positively respond to terminating vistas by incorporating pedestrian oriented features and architectural expressions.

Material

- Consistent with existing policies in city-wide and *Corridors and Villages* guidelines, use exterior materials that are high quality, durable, and capable of withstanding a range of environmental conditions throughout the year, particularly on lower portions of buildings that are more closely experienced by pedestrians.

Public Spaces and Pedestrian Circulation

- To support spaces for pedestrians and healthy mature boulevard trees, seek rights-of-way that expand the sidewalk and tree planting space as well as seeking setbacks for patio and display areas (excepting on sites with heritage buildings).
 - Larger setbacks may be required on larger sites to support future directions for public transit along Quadra Street and Hillside Avenue.
 - In areas where lot depth constrains development (such as some parts of Bay Street and North Park Village), patios and smaller publicly-accessible open spaces may be focussed on corners rather than along the main fronting street, to accommodate landscape, seating, and/or pedestrian spaces. Ground floors may also be inset to accommodate patio seating and display zones.
 - At the corners of Bay and Fernwood Roads, patio seating is encouraged to be oriented towards Fernwood Road as a “high street”, to take advantage of the locations along a quieter street and draw pedestrians towards Fernwood Village.
- Improve pedestrian accessibility through widened unobstructed sidewalks.
- In areas where sidewalk width is likely to remain constrained, consider smaller public spaces oriented towards corner sites.
- If redevelopment is proposed adjacent to one of the sites identified for a potential future plaza, the design of that development should support and respond to plaza opportunities, considering human-scaled building facades, setbacks, design of frontages, access to sunlight on public spaces, and other aspects of a future public space.
- In Quadra Village:
 - Support the evolution of the lane directly west of Quadra Street and north of Kings Road into a multi-use, pedestrian-friendly “mews” space through the creation of patio seating, display areas, landscape and new storefronts facing the lane, as envisioned in the “Quadra West” section.
 - Encourage east-west connectivity from the Quadra Mews laneway to Fifth Street, by formalizing and enhancing pedestrian pass-throughs east and west of Quadra Street, and a mid-block crossing of Quadra Street. Locate patio seating areas at the corners along Quadra Street and the laneway created by the pass-through.

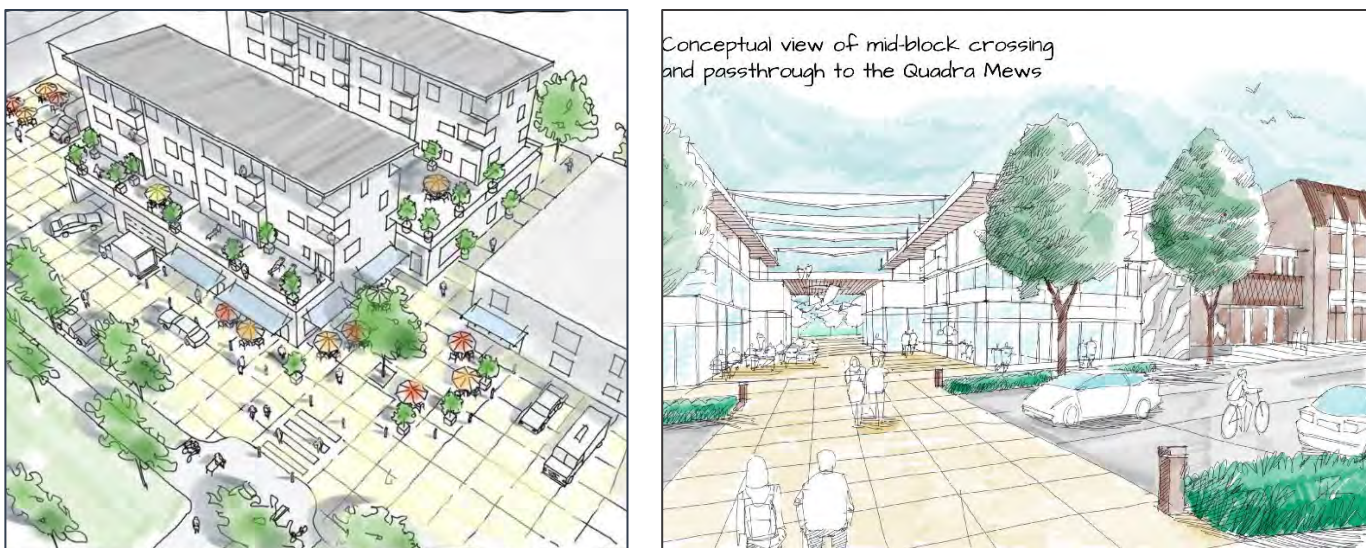


Figure 4. Example of eclectic building forms fronting a Quadra Mews laneway (left) and a mid-block pedestrian passthrough from Quadra Street (right).

- In North Park Village:
 - Establish a north-south laneway, parallel to and east of Cook Street, over time through the acquisition of rights-of-way and design of new buildings to incorporate parking access from the laneway.

New Public Spaces on Private Lands - Quadra Village

- If redevelopment of the eastern block (shopping centre) site is proposed, seek a public space within that site, containing both hardscape (plaza) and landscape, as well as pedestrian connections through the block, with a preferred plaza location along the Quadra Street frontage, either to the centre of the block or on the corner of Quadra Street and Kings Road to take advantage of solar orientation and adjacency to the Kings Street greenway.
- If a larger redevelopment is proposed near the Quadra and Hillside intersection, seek to create a smaller public plaza that provides space for pedestrians and transit users, along with public seating and other features.
- If redevelopment of the 950 Kings Site is proposed, seek improvements that enable the Quadra Mews laneway concept and that create a public space ("village green").
- Encourage buildings to respond to corner sites, considering small seating or plaza areas at the corners of Quadra-Kings and Quadra-Hillside.
- Public plaza spaces should encourage rest, play and social activity and encourage 3-4 season use with features like publicly-accessible seating, large canopy trees, a combination of hard and soft landscaping, and attention to shade in summer and access to sunlight, especially during colder months.



Figure 5. Example of a public plaza space.

Sustainable mobility

- When new development occurs adjacent to transit stops, integrate transit stops and waiting areas (with weather protection) into building design or street frontage.
- In addition to the current requirements and guidelines for bicycle parking and electric vehicle charging, consider bold and innovative solutions to design to manage parking and incorporate transportation demand management measures (see Mobility section for more details).

Light Industrial and Light Industrial Mixed-Use Buildings

These guidelines apply to areas, such as North Park Street between Quadra Street and Cook Street, where continued light industrial, artisan and maker spaces are envisioned and where they may be mixed with residential units on the same site or in the same building.

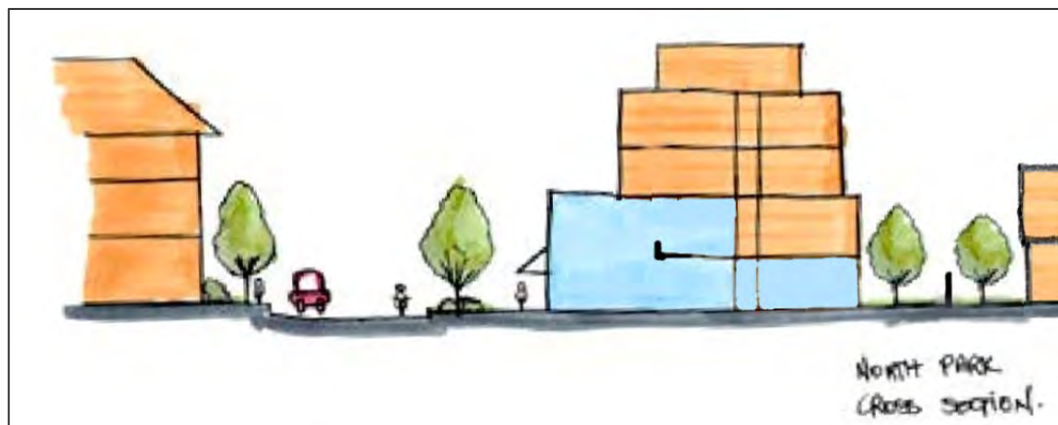


Figure 6. Diagram of how a light-industrial mixed-use building might be arranged,

- Buildings should include the necessary qualities to support diverse productive and arts activities, including extra-height ground floors and access for smaller trucks.
- Building forms should create sensitive transitions between employment uses and residential uses, whether on the same site or adjacent areas, subject to design guidelines for industrial-residential buildings. This may be informed by existing design guidelines that address light industrial and light

industrial-residential mixed-use buildings in the *Revitalization Guidelines for Corridors, Villages and Town Centres*.

- Street-facing facades are encouraged to incorporate larger areas of windows that activate the street and allow for incidental retail, production and displays to be viewed by passers-by.

How We'll Get There

Implementation Steps for **Urban Design for Guidance in Urban Villages**

Update Neighbourhood Plans
Update neighbourhood plans as required to reflect the directions herein.
Update the Official Community Plan Development Permit Areas and Design Guidelines
Update Development Permit Areas and Design Guidelines to reflect the directions herein.

Study Area Housing: Policy and Zoning

What We Heard

Community Engagement Themes for **Study Area Housing**

Summary Themes – City and Study Area

- Both owners and renters expressed desire for a diverse range of housing choices to maintain a diverse community, meet future needs, and support households of different incomes, family types, ages, and lifestyles.
- Many were also concerned about preventing displacement of current low- and moderate-income residents, although there were differing opinions on the best approach to prevent displacement.
- There was broad support for housing that provides opportunities to live and move more sustainably, including through parking management and recognizing the trade-off between parking, green space, and affordability.
- Specific concerns included:
 - Provision of amenities with new housing.
 - Providing multi-family housing choices in quieter neighbourhoods, not just transit corridors.
 - Inclusion of affordable housing options.
 - Distribution of new housing within the region.
 - High quality design, including form and character, accessibility, green space, and heritage retention.

Housing Choice and Affordability

Public input during early engagement in spring 2020 and the most recent round of engagement revealed a desire for diverse housing choice. Diversity is desired for tenures (rental, ownership, and other forms like cooperative housing), incomes (market and non-market across the continuum), and forms (multi-family and missing middle or ground-oriented housing). Different stakeholders emphasized different needs (e.g., non-market housing for renters with low incomes; options for moderate income households; opportunities for first time homebuyers; transitional housing for those facing homelessness). Prominent themes, in both the surveys and focus groups were the struggles to find family-appropriate housing and housing for those with low incomes.

Some expressed a desire to focus efforts on different forms, for example, house conversions, garden suites, or tiny homes, or smaller apartment buildings (some historic examples on local streets were specifically noted). Others felt the city should focus primarily or exclusively on needs as they relate to income or household make-up (e.g., only or primarily non-market, market-rate, rental housing, single-detached, suites/house conversions, or missing middle housing). Others focused on specific barriers, such as needing pet-friendly rentals or larger units in multi-family housing.

A small number believed that the creation of housing to meet needs was not desirable, should simply be done elsewhere, or that the neighbourhoods in question should only accommodate those who can afford increasing housing prices or single-detached homes.

On and Off Corridor Multi-family Housing Perspectives

Perhaps one of the most consistent themes throughout community meetings, workshops and the survey is a desire for multi-family housing options that are not limited to busy arterial road corridors. For some, it is seen as an equity issue: renters are concerned that the economics of development combined with land use policies that limit multi-family housing to busier streets will result in a lack of choices for living environment, or as one put it, limit renters (many of whom take transit) to living on busy streets while reserving more desirable locations for

those who can afford a single-detached house. The Equity Study commissioned by DBAC (Hillside-Quadra's community association) identified air pollution and noise as potential health impacts along busy streets. For the most part, comments did not oppose housing on corridors, seeing these choices as appropriate for some, but wanted to provide multi-family housing options in both off-corridor and on-corridor areas.

"One thing I will say is that the City seems tied to what Dr. Gordon Price calls "the Grand Bargain" - density along corridors without touching the sea of detached housing elsewhere. This proposal already notes an issue with that, by saying it would "encourage housing with bedrooms facing away from Bay Street" If that's the case, why put all of the housing on Bay? Why not allow it a block or two away? That would reduce the exposure to traffic related air pollution for a lot more people. Same for Fernwood. So my more tepid support for [housing on Bay Street] is because I believe there should be other places for mid-rise housing that isn't along corridors. I'm sharing an example of that in Vancouver - density right between Broadway and Fourth, between Cypress and Maple: <https://goo.gl/maps/6HGaiP9cKpoJSyAa6>"

"I fully support the described new housing along the Bay Street corridor, but only insofar as it isn't used as a politically-expedient alternative to building more desirable housing off-corridor (including off-corridor 3-5 story buildings 1-2 blocks off of Bay). I.e. my strong preference is for both and I'd be disappointed if the majority of new residents were concentrated along busy, noisy streets."

"I think it is unfair to locate multi-unit, 'affordable' housing only on major transit corridors, where air quality is worse and noise is higher. I strongly support locating higher densities within local and neighbourhood streets."

Support for More Urban Forms

There were several comments throughout engagement that illustrated support for more urban forms in residential areas. Often references to other cities, like Montreal were cited. For example, this comment from the North Park survey:

"Six story is good, but really if you want to control house prices much larger swaths of the greater Victoria area need to be six story. This is the case for places like Paris for example. I suspect that this will not provide enough supply to help control house prices. Villages are the nexus of growth and community in Victoria. Will the city provide a nucleus for new village centers in other locations throughout Victoria to provide a similar growth of density?"

Support for Missing Middle Housing

Though this process did not specifically address ground-oriented housing, feedback and some common themes on the subject emerged. These comments will feed into the Missing Middle Housing Initiative (a parallel process).

Equity Perspectives

Equity, as it relates to new housing, was a common topic in engagement, although it was brought up in different ways. As identified above, the potential for displacement of current renters emerged as a key concern. In other areas, however, there is some disagreement as to what equity means and how it can be achieved.

Many stakeholders, both owners and renters, see expanding the availability of non-market and affordable housing options as critical to achieving equity and maintaining the ability of diverse people to live in Victoria in the future. Focus groups brought up the intense need for affordably-priced housing options for singles and families of different sizes, including larger or multi-generational families. Many felt adding more housing choice of different types and tenures, both market-rate and below-market or non-market, especially while protecting existing rental housing, was a key step toward a more equitable city. On the other hand, some believed that their

neighbourhood had a concentration of affordable housing and that no more should be added. A few others felt that new market-rate housing should be discouraged because it is not affordable to the lowest-income earners.

Some view level of amenity and risk of neighbourhood change as equity issues. Many cited the need for amenities and open spaces in areas that have existing multi-family housing, especially housing serving those with lower incomes. Areas south of Hillside Avenue and in the North Park Neighbourhood were noted specifically as areas in need of amenity. Another perspective is that some neighbourhood improvements – such as plazas or streetscape improvements – or newer “trendy” shops might drive rent increases in existing apartments.

A common concern expressed by stakeholders was a perception that those in other neighbourhoods – particularly in southern Victoria (Fairfield/Gonzales) as well as in the Municipality of Oak Bay, had used planning processes to avoid accommodating a “fair share” of multi-family housing or affordable housing.

Other Approaches to the Housing Crisis

In comments, communications, or discussions, a few stakeholders suggested changes to broader frameworks that are beyond the scope of the current plans or suggest entirely different directions. While these comments were from a minority of respondents, they are noted here for transparency:

- Revising regional plans and/or expanding the Urban Containment Boundary so a greater share of housing need can be met outside of Victoria (note: regional plans currently call for 80% of net new housing in the region to be accommodated outside of Victoria, consistent with population projections);
- Seeking to reduce the number of Canadian and/or immigrant households locating in Victoria; or,
- Changing the system of housing to focus on a significantly more “de-commodified” system, where most new housing is public or cooperative.

Areas for New Multi-Family Housing

The survey asked respondents to indicate where they would support opportunities for more multi-family housing of varying scales as follows:

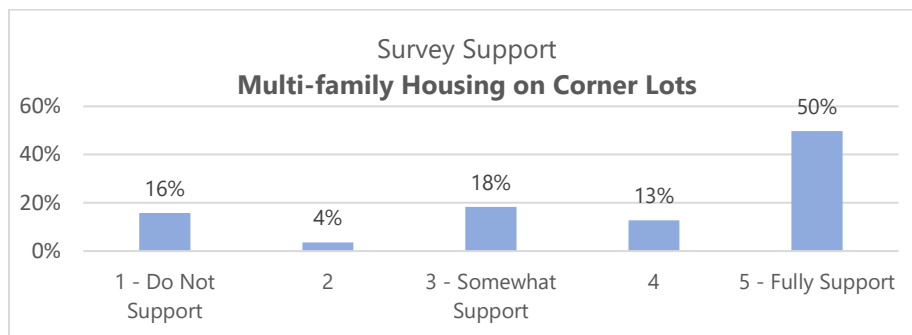
- Six areas were suggested for consideration of **On-Corridor Housing** (housing along Frequent Transit corridors), generally considering housing of 5 storeys in height (a scale at which both rental and strata is likely viable). One corridor that is currently identified for local transit service only, Finlayson Street, was proposed for a mix of scales, with the caveat that this would likely support only strata housing.
- Nine areas were suggested for consideration of **Off-Corridor Housing** (multi-family housing off of corridors, but generally proximate to urban villages and/or sustainable transportation options). The survey indicated that 3-4 storey housing may be viable in many areas, but that to support rental housing, buildings of 4-5 storeys may be necessary depending on location.
- Respondents were asked about their support for multi-family **Corner Lot Housing** of 3-5 storeys on corner lots off of corridors, either as an alternative to or in addition to other areas proposed. Notable benefits of this approach include better design outcomes (because of the availability of two street frontages) and a broader distribution of multi-family buildings.

Most survey respondents favoured considering multi-family housing in both on-corridor and off-corridor locations. Some minor variations in levels of support between renter and owner respondents were noted:

- Of the 6 on-corridor locations proposed, the average respondent supported considering multi-family housing in approximately 4 areas.
- Of the 9 off-corridor locations proposed, the average respondent supported considering multi-family housing in approximately 6 areas.
- Both renters and owners expressed similar preferences for location of new multi-family housing:

- On-corridor options were supported by renters and owners at similar rates.
- Off-corridor options were supported by renters in an average of 6.3 of 9 areas and by owners in an average of 5.7 of 9 areas.
- The corner sites option was rated an average of 3.5 (somewhat support) by owners, and 4.2 (support) by renters.
- There was limited variation in the level of support among geographic areas.
 - On-corridor areas received support from 62% to 71% of respondents, depending on location.
 - Off-corridor areas received support from 55% to 66% of respondents, depending on location.

Proposed Areas for Consideration of Multi-Family Housing	Survey support
On-Corridor Housing Areas	
Quadra Street - Near Tolmie Village	71%
Cook Street - Near North Park Village	69%
Bay Street	67%
Quadra Street - Near the parks	66%
Cook Street - Near Blackwood Park	63%
Finlayson Street – For consideration as a secondary corridor with lower scale 3-4 storey buildings (likely to support strata but not rental housing)	62%
Off-Corridor Housing Areas	
In Between North Park and Fernwood Villages	66%
Off of Bay Street – A) North and B) South	61%
Off of Hillside - South (around the Bakery Mews laneway)	60%
Along 5th Street - North of Quadra Village	59%
Off of Hillside - North (along Vista Heights)	59%
Along 5th Street - South of Kings Road	59%
Along Tolmie - East of Quadra Street	57%
Fernwood Road to George Jay School	56%
Along Kings Road - East of Quadra Village	55%



In focus groups and community meetings, these options were also presented and discussed. Key themes that emerged are noted above and there was generally support for both on- and off- corridor opportunities (though desire for off-corridor multi-family housing came through more strongly among a few groups, including renters and those with children at home).

What We Learned

Policy and technical analysis for **Study Area Housing**

Guiding Policy and Objectives

Engagement findings largely reinforce several key policies and strategic directions established at the City of Victoria. Many of these existing policies and directions will be implemented through local area planning or otherwise inform the proposed policy and design directions of this process. Relevant policies are noted below.

The *Official Community Plan*, as well as guidance for Local Area Planning contained in the *City of Victoria Strategic Plan* (2019-2022), indicates that all Local Area Plans should create opportunities for a range of housing choices, including affordable housing, in all neighbourhoods.

The *Victoria Housing Strategy* includes the following related actions:

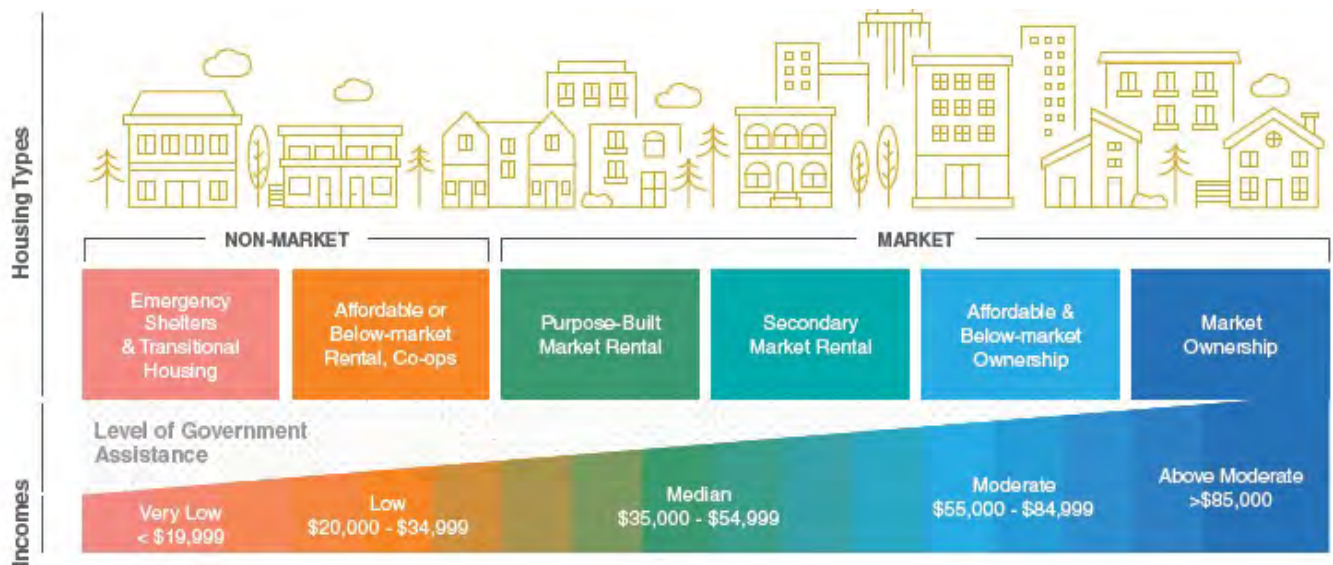
- Focus on Renters:
 - Explore policy opportunities to preserve existing rental housing stock.
 - Explore policy opportunities to incentivize the development of rental housing.
 - Continue to implement Residential Rental Tenure Zoning.
- Increase Supply:
 - Consider pre-zoning areas of the city for increased density with provisions for purpose-built rental and affordable housing (Bonus Density Zoning), and for increased density in low density zones.
 - Identify opportunities for affordable housing in all local area plans (also noted in the City's 2019-2022 Strategic Plan).
- Housing Choice
 - Explore policy opportunities to support the development of housing for families (also noted in the City's 2019-2022 Strategic Plan).
 - Explore how to facilitate, incent, and support collaborative housing forms including co-op housing (also noted in the City's 2019-2022 Strategic Plan).

City of Victoria Strategic Plan (2019-2022) includes the following targets and outcomes related to housing:

- Increase number of co-operative housing units.
- Increase rental apartment and housing vacancy rate.
- Increase percentage of Victoria residents who own their own homes.
- Victoria is seen as development friendly.
- Neighbourhoods are diverse, accessible, and affordable across all ages, incomes, and abilities.

Housing Across the Continuum

The city needs to make room for housing across the entire continuum. There is a strong need for affordable housing targeted to very low, low, and moderate-income households, however, 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. Through this process the City heard from people in moderate and above moderate incomes struggling to find housing.



“Right Supply” in the “Right Places”

Current City objectives focus on creating a diverse range of housing types, sizes, bedroom configurations, and tenures, as well as housing to support different incomes (market-rate, below-market and non-market housing). These objectives to support current and future populations reflect the need for the “right supply” (distinguished from simply “supply” which may be illustrated in a simple count of housing units). Objectives further focus on accommodating housing in locations that have access to services and amenities, parks and open spaces, shopping, transit, and mobility options close to home (housing in the “right places”). The *Official Community Plan* and companion plans focusses on multi-family housing located within a short walk of the downtown, town centres or large urban villages, with access to transit, parks, and open spaces within a 400m walk.

Housing + Transportation Costs

Part of creating the “right supply” includes the design of buildings and how they promote and encourage the use of shared mobility and sustainable transportation options. The City’s bylaws require well-located and designed bicycle parking, as well as electric vehicle readiness, in new mixed-use buildings. Through *Go Victoria*, the City’s Sustainable Mobility Strategy, and through re-zonings, transportation demand management (TDM) methods are being integrated into new multi-family and mixed-use buildings. TDM includes things like providing transit passes and/or carshare memberships for residents, dedicating car share spaces (and in some cases vehicles) for residents and the surrounding community, and other ways such as enhanced bicycle parking to make sustainable transportation easier. Victoria already has a relatively good mode share (with over half of trips by non-auto means), but the *Climate Leadership Plan* recognizes that we need to do even better if we intend to meet our greenhouse gas reduction targets for transportation-related emissions.

Reducing the need to own a car has additional benefits: by linking TDM to reductions in bylaw-required parking spaces in new buildings, housing becomes more viable to build – increasing available homes as well as choices like rental housing (which can be a less viable development option). Providing practical options to live without a vehicle also benefits household budgets. While not everyone can or desires to live without their own car, providing the choice can allow people to reduce their total housing plus transportation (H+T) costs, noting that the typical Canadian car costs \$700 monthly, on average, to own and maintain. Providing choices recognizes that some people – because of the nature of their jobs, mobility limitations, lifestyle – will choose to own a car, while others may not.

Minimizing Displacement

Existing, older purpose-built rental housing provides an important source of stability for current residents, and a source of relatively affordable rentals for those seeking housing (especially if vacancy rates increase, giving renters more choices). The *Official Community Plan* contains a rental retention policy (13.23) that seeks to preserve the same number of rental units in any redevelopment (there are plans to update this policy in 2022 as part of implementing the *Victoria Housing Strategy*).

Land use planning can further support rental retention and reduce the pressure to redevelop these sites by considering new multi-family housing development in locations that do not already have purpose-built rental buildings. Local area housing and land use policies being proposed seek to minimize displacement by opening additional areas near villages and transit to consider multi-family housing development, including for rental housing.

Catching Up and Keeping Up: Needs and Capacity for New Housing

The *Victoria's Housing Future* report provides a summary of the City's diverse objectives, current and future housing needs, gaps in existing capacity, and what they collectively mean for planning for future growth.

The report estimates the number of housing units needed in the longer term (by 2040), beginning with an estimate of 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 housing units in diverse forms will be required for the projected 11,300 households that will form between 2016 and 2041.

The report also describes an assessment of the city's existing capacity to accommodate housing based on the *Official Community Plan* (OCP) Urban Place Designations. The constrained capacity assessment considers recent trends and the likelihood of development on any given site based on several conditions (such as lot size, value of building improvements, value of land, and heritage status). Comparing latent demand estimates and future growth projections to assessed capacity in the OCP's Urban Place Designations reveals a potential gap of about 15-30% between 2020 and 2040 (depending on the latent demand indicators used).

The capacity assessment also illustrates potential locational trends based on existing policy. Only about 29% of future housing would be located 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. This projected distribution results in a more diffused pattern of growth than envisioned in the OCP and impedes transportation and climate change objectives, as well as the development of complete, connected communities. It is also counter to many of the desires noted in community engagement.

Potential to Close the Gap

Local area planning is a key way in which we can make room for more housing in the right locations. The areas considered in this process could potentially help to fill some of the identified gaps in capacity and move the city towards being more sustainable, equitable, and inclusive.

The on-corridor and off-corridor areas proposed for multi-family housing were assessed to understand how much housing they might accommodate over 20 years, and how they might help to close the gap in capacity. If the proposed land use changes are implemented and, over time, achieve the average densities recently observed, they could help to close the city-wide capacity gap by roughly 25% in an area that is approximately

the same share of the city's land base. The remainder of the capacity gap could be closed through additional local area planning processes planned for other parts of the city.

Notes about potential growth and accommodating it well:

- Constrained capacity represents a projection of the potential to create housing over time, based on existing development and lot patterns, past trends, and land use policies. How much housing is realized, and of what types, depends on many factors, and a myriad of decisions by homeowners, housing providers, and developers who are influenced by economic and non-economic factors.
- Design guidelines help to ensure new development is neighbourly and allows all residents to live comfortably in their homes.
- New development contributes to Development Cost Charges (DCCs) that support expansions to infrastructure and parks, based on adopted master plans.

Paying for Growth: Development Cost Charges, Inclusionary Housing and Community Amenities

Like many areas in the city, infrastructure in these areas is aging and will need to be replaced in the next 10-25 years, regardless of development patterns. New development contributes Development Cost Charges (DCCs) to finance upgrades to infrastructure that are required because of increasing population or demand.

DCC rates are updated annually based on inflation, and periodically based on changes to plans and policies. Water, sewer, and stormwater master plans are updated every 5-7 years. DCCs also help to finance parks acquisition and development (in addition to financing from amenity contributions, general fund revenue, senior government grants, and other sources). The City of Victoria does not at this time have a DCC for schools.

The *Inclusionary Housing and Community Amenity Policy* guides considerations of community benefits considered from new development.

Economic Analysis: Rental Housing, Economic Viability, and Parking Provision

A 2020 land economics analysis helped to inform recommended policies. The analysis identified conditions under which redevelopment to a multi-family housing form may be viable, including for market rental homes. The provision of rental housing is a key objective of the *Victoria Housing Strategy*, given low vacancy rates, high demand, and rising rents. Many stakeholders also expressed a desire that new rental homes, not just strata housing options, be added.

The analysis found that in Hillside-Quadra, market rental housing could be viable to build at densities of 2.3:1 Floor Space Ratio (FSR) and above, depending on the location and assuming underground parking is provided at 0.5 spaces/unit on average. Alternatively, a building with "tuck-under" or surface parking may be viable for market rental housing at densities as low as 1.6 FSR and above, depending on the location.

Within Fernwood, market rental housing was found to be potentially viable at densities of 1.6 FSR and above in some locations, but other locations would likely require 2:1 FSR or more, assuming underground parking is provided at 0.5 spaces/unit on average. Alternatively, a building with "tuck-under" parking may be viable for market rental housing at densities as low as 1.5 FSR and above, depending on the location. North Park likely shares characteristics of both adjacent neighbourhoods.

The analysis represents market conditions as of 2020. It is meant to paint a broad picture as it cannot predict with accuracy what may be viable on any given site, or over time. It assumed that no government subsidies are provided, and profit margins are towards the lower end of the range of what is considered for private financing. Viability is also sensitive to factors such as lot size and pattern (as smaller lots tend to be more expensive per

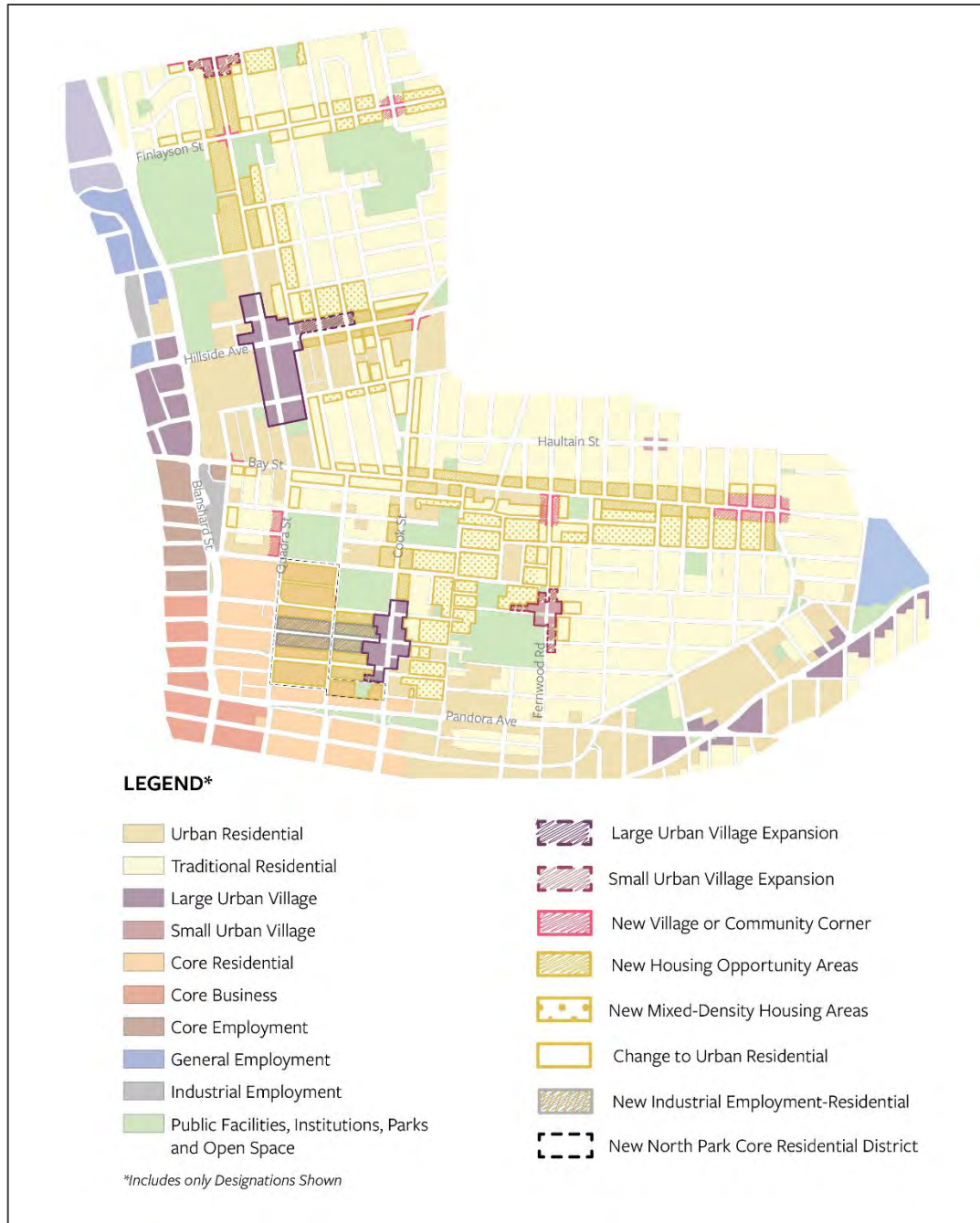
square metre of land area). The variability in viability between locations occurs mainly because of lot size and because land values and achievable rents vary between areas.

The above findings are focused on market rental viability. Generally, a strata development is viable at lower densities than a rental development. If a strata development were developed at the densities mentioned above, it would likely support contributions towards public amenities or housing benefits (affordable housing). These calculations cannot consider the economics of creating non-market housing for public or non-profit housing providers, who are generally looking for land that is viable for development but also require subsidies to provide housing at below-market rates.

Where We're Headed: Housing Policy

Draft Planning Directions for **Study Area Housing**

Areas Considered for Additional Multi-Family Housing



Map 1: Study Area Multi-family Housing Locations Considered

Note: For a discussion of specific areas considered for additional multi-family housing and their merits, please see the Planning Summary and Key Direction Reports for individual neighbourhoods.

Principles for Housing

Consider opportunities for additional multi-family housing that:

- Support multi-family, rental, and affordable housing in all of Victoria's neighbourhoods.
- Are proximate to the downtown, large urban villages, and public transportation corridors with access to shops, services, amenities, parks, and open spaces to enhance livability and support Victoria's climate leadership targets for reducing greenhouse gas emissions.
- Support the creation of varied tenure options including rental housing.
- Support the inclusion of homes of various sizes for different household types.
- Support the creation of below-market and non-market housing.
- Support rental as well as strata housing in a variety of locations, not just on busy street corridors, but in quieter locations, to support varied needs, lifestyles, and preferences.
- Provide opportunities to meet Victoria's housing needs while minimizing displacement of existing purpose-built rental housing.
- Complement opportunities for lower-scale, ground-oriented housing including missing middle housing and house conversions.
- Meet the urban design principles and directions below.
- Provide diverse mobility options and allow people to choose "car-light" lifestyles, reducing negative environmental impacts, and reducing the "Housing + Transportation" costs to households who can make this choice.

Housing Directions: All Areas

- Encourage the retention and continued use of buildings of heritage merit in all areas considered, including through an adaptive reuse that adds housing.
- All relevant City policies and regulations, including policies for the retention and/or replacement of rental housing units, for inclusionary housing and community amenity contributions, for energy efficiency and green building, for urban forest, and for heritage, continue to apply in these areas.
- Consider further neighbourhood-based heritage surveys and consideration of Heritage Conservation Areas through the Citizen-Initiated Heritage Conservation Area program.
- Until the *Official Community Plan* policy regarding rental retention is updated through implementation of the *Victoria Housing Strategy* (expected in 2022), any proposed rezoning at the densities described herein that displaces existing purpose-built rental units is generally discouraged, unless the proposal includes significant housing benefit, including provisions for affordability.
- Rezoning, particularly along arterial streets, should establish sidewalks of proper width and landscaped boulevards that accommodate healthy mature canopy street trees.
- New housing, particularly rental housing, should allow for reduced parking requirements in tandem with Transportation Demand Management measures as required in the Zoning Bylaw or specified in the Sustainable Mobility Strategy (e.g., convenient bicycle parking; car share; transit passes).
- Along busier arterial corridors, building forms that maximize livability for individual units (by minimizing impacts of busy traffic corridors) are encouraged. Depending on lot sizes and depths, this may include forms like courtyard buildings that provide multiple frontages for individual units; "T-shaped", "L-shaped", or "C-shaped" buildings; corner buildings oriented to side streets; buildings with greater front yard setbacks; buildings with shared rear yard green spaces; and buildings with commercial-style ground floors.

Summary Table of Land Use Directions

Urban Place Designation	Approximate Density*	Approximate Bonus Density**
North Park Core Residential District	1.2:1 FSR	2.5:1 FSR
East side of Quadra Street, North Park Street to Caledonia Street	1.2:1 FSR	3:1 FSR
Industrial Employment-Residential	2:1 FSR (1.5:1 of which residential)	n/a
Urban Residential	1.2:1 FSR	2:1 FSR
Urban Opportunity Overlay Areas	1.2:1 FSR	2.5:1 FSR
Traditional Residential	1:1 FSR	n/a
Mixed Density Overlay Areas	1:6 FSR	n/a
Large Urban Village	1.5:1 FSR	2.5:1 FSR
Small Urban Village	1.5:1 FSR 2:1 in key locations	n/a

*See the *Official Community Plan* and local area plans for details and guidance.

**Bonus density is intended to support the advancement of plan objectives, including in the *Official Community Plan* and local area plans and as guided by the City's *Inclusionary Housing and Community Amenity Policy*.

Housing Directions: Core Residential Areas

- Establish the North Park Core Residential District generally in the Core Residential Areas between Quadra and Vancouver Streets and Mason and Pembroke Streets.
- Consider new residential and mixed-use buildings in this area as follows:
 - Consider new buildings of generally 5 to 6 storeys depending on location, site size, site depth, and context.
 - Consider new residential buildings of approximately 1.2:1 Floor Space Ratio.
 - Consider new residential buildings of approximately 2.5:1 Floor Space Ratio, with consideration of community objectives including affordable housing and/or community amenities.
 - On the parcels along the east side of Quadra Street between North Park Street and Caledonia Street, consider additional bonus density of approximately 3:1 Floor Space Ratio, considering public benefits and amenities identified in City policies.
 - Retain and renew light industrial and artisan spaces along North Park Street between Quadra Street and Cook Street, by changing the OCP Urban Place Designation to Industrial Employment with Limited Residential per the directions in the *North Park Planning Summary and Draft Directions*.
 - All other areas of Core Residential in the Study Area follow existing guidance in the Downtown Core Area Plan.
 - Buildings sited near the heritage landmark structures along Quadra Street south of North Park Street should respond to these landmarks through siting, massing, and design that maintains the prominence of, and public views of, landmark buildings and steeples.
 - Along Quadra Street between Pandora Avenue and the north side of North Park Street, commercial, production, arts and culture, or other active uses are encouraged on the ground floor.
 - Maintain the designation of this area as a Development Permit Area and Heritage Conservation Area.

Housing Directions: Urban Residential and Housing Opportunity Areas

- Consider new, primarily residential buildings within Urban Residential areas as follows:
 - Consider new buildings of generally 4 to 6 storeys depending on location, site size, site depth, and context.
 - Consider new residential buildings of approximately 1.2:1 Floor Space Ratio.
 - Within Urban Residential areas with a “Housing Opportunity” overlay (along arterial roads and frequent transit corridors, adjacent to Large Urban Villages and near the Downtown Core) as shown in Map 1, consider additional density of approximately 2.5:1 Floor Space Ratio with consideration of public benefits including public amenity contributions, non-market or affordable housing, or heritage conservation consistent with City policies.
 - Elsewhere within Urban Residential areas, consider additional density of approximately 2:1 Floor Space Ratio with consideration of public benefits including public amenity contributions, non-market or affordable housing, or heritage conservation consistent with City policies. Actual achievable densities are dependent on factors including lot size and depth, context, heritage status, and ability to meet urban design criteria.
 - Achievable densities are dependent on factors including site size, site depth, context, heritage status, and ability to meet urban design criteria.

Housing Directions: Traditional Residential and Mixed Density Areas

- Consider new primarily residential buildings within Traditional Residential areas as follows:
 - Consider new residential buildings of approximately 1:1 Floor Space Ratio subject to adopted City policies, including anticipated Missing Middle Housing policies.
 - Within Traditional Residential areas with a “Mixed Density Housing” overlay as shown on Map 1, consider residential buildings of approximately 1.6 Floor Space Ratio in order to:
 - To provide multi-family housing options along quieter residential streets.
 - To accommodate an appropriate transition from higher density Urban Residential areas to lower density Traditional Residential ground-oriented areas with transitional forms that generally may range from 3 to 5 storeys in height depending on site conditions and the ability to sensitively transition to the surrounding context and mitigate impacts on adjacent properties.
 - To further support the development of rental, cooperative, or non-market rental or homeownership in these areas, consider flexibility in density and built form and/or mechanisms such as pre-zoning, parking reductions, or others.

General Urban Villages Directions

Urban Villages permit mixed-use development and will likely play an important role over time in providing housing options for Victorians. See individual neighbourhood Summary and Key Directions reports for proposed directions for specific villages.

Where We're Headed: Residential Rental Tenure Zoning

Consideration of Rental Tenure Zoning for Housing in the Study Area

Summary and Background

Residential Rental Tenure Zoning (RRTZ) was introduced by the Province of British Columbia in 2018 and gives municipalities new legislative authority to limit housing tenure to rental in multi-family residential zones. As part of implementation of the *Victoria Housing Strategy*, local area planning processes assess areas that may provide good opportunities to use RRTZ. This process considered the following factors to identify candidates for RRTZ:

- Falls within the areas that were identified through community engagement as appropriate locations for increased density and new development.
- Has a lot type and orientation (generally measured in lot depth) that can fit desired building types including setbacks, stepbacks, and transitions to adjacent development, while meeting densities that economic analysis indicates are likely to be viable for redevelopment as rental housing, thus advancing the City's rental housing objectives as identified in the *Victoria Housing Strategy*.
- Supports the *Official Community Plan's* 30-year Growth Management Framework and long-term capacity to meet housing needs.
- Supports other city-wide objectives including those related to sustainable mobility and climate action.
- Does not contain a building whose heritage merit has been recognized by heritage designation, listing on the heritage register, or inclusion in a neighbourhood heritage survey/tour.

Updating zoning regulations could be undertaken as part of a larger initiative of the *Victoria Housing Strategy*, or upon completion of Local Area Planning. However, supportive policies and bylaws need to be updated, developed, or clarified before a consistent zoning approach can be undertaken:

- Comprehensive transportation studies for corridors are required for Quadra Street, Hillside Avenue, and Bay Street to determine the desired right-of-way, frontage works, and sidewalk and boulevard conditions along these corridors (which may be identified in zoning).
- Updates are needed to the mechanisms, such as the Streets and Traffic Bylaw or Subdivision and Development Servicing Bylaw, by which the City indicates desired rights-of-way and frontage works along streets to accommodate desired mobility objectives. Objectives may include sufficiently wide sidewalks for the context, boulevards and street trees, and corridor-specific mobility needs such as transit-supportive enhancements or bicycle facilities. Some corridors do not currently have sufficient width to support their desired functions and character.
- A city-wide policy should determine if sites that are zoned for residential rental tenure would also consider rezoning to strata development. Such a rezoning would allow for the consideration of public amenities or affordable housing benefits as identified in the *Inclusionary Housing and Community Amenity Policy*.

General Directions for Zoning

- Zones should establish clear minimum lot sizes, setback requirements, lot coverage requirements, and soft landscape requirements that support building separation, sensitive transition to adjacent buildings, areas for landscape and trees, and mitigation of shading impacts. Desired setbacks are generally:
 - Approximately 4 to 6 metres for front setbacks, which may vary on busy streets by housing type (for example, a courtyard housing form may consider a smaller front setback to make the courtyard viable, while other buildings on busy streets may seek greater setbacks).
 - Approximately 7.5 metre rear setbacks for facades of 3 storeys, and approximately 9 metre rear setbacks for facades of 4 storeys.

- Setbacks contained in zoning are meant to be supplemented by design guidelines regarding livability and impacts to adjacent properties.
- Lot size and orientation may constrain the density that can be achieved.

Regardless of zoning, multi-family residential developments are still required to obtain a Development Permit which controls the form and character and other features of the development based on adopted design guidelines.

Potential Areas to Consider for RRTZ

The following areas may be considered for updated zoning to support rental housing.

Hillside-Quadra:

- Along Quadra Street north of Quadra Village to Finlayson Street.
- Along the east side of Quadra Street from Finlayson Street to Tolmie Village.
- Along the west side of Quadra Street from Finlayson Street to Tolmie Village.
- Along the east side of Fifth Street between Bay Street and Kings Road.
- In the area between Hillside Avenue, Prior Street, Kings Road, and Cook Street.
- Along Glasgow Street and the west side of Fifth Street north of Quadra Village to Summit Street.
- Along Finlayson Street from Glasgow Street to Blackwood Street.

North Park:

- Along Cook Street from North Park Village north to Bay Street.

Fernwood:

- Along Bay Street.
- In select parts of the "Mixed Density" area, considering lot size and orientation, heritage merit, proximity to urban villages, and other factors, in order to make the creation of rental housing more attractive at moderate heights and densities (generally 4 storeys and approximately 1.6:1 Floor Space Ratio).

Study Area Housing: Design Guidance for Multi-family Development

What We Heard

Community Engagement Themes for **Study Area Housing Design**

Open Space, Trees and Landscape

There was general support for useable open space on site, with the note that some felt front setbacks should be modest. Comments focused on space for trees and space which is usable for recreation by residents, including for families with children and food growing. Many participants indicated preference for limited and/or underground parking to support more green space on site or using rooftop spaces as on-site open space. One comment expressed that building courtyards, while desirable, should be balanced with public open spaces to encourage people to use their neighbourhood. A few comments focused on maximizing the viability of housing, especially affordable housing, or providing opportunities for those who do not desire private open space (or at least the need to maintain private open space). Some wanted to mandate food-growing spaces on multi-family housing sites.

Mobility and Parking

Several comments were made regarding mobility and parking. In general, there was support for a balanced approach to parking that supports more sustainable transportation goals while still providing choices including owning a car, cycling, walking, transit, and car share. Some expressed reservations or caveats, including that some need a car for work, daily routines, or because of accessibility needs. Others noted that strata owners are more likely to own a car and desire a parking space than renters or concern that residents may rely on street parking if sufficient parking is not provided in buildings. This reliance then in turn reduces support for modifications to streetscape to support more accessible sidewalks, new transit stop amenities or cycling infrastructure. Those expressing outright opposition to “car light” living opportunities often feared that this would require everyone to live without a car.

Setbacks

Many valued front and back setbacks and the notion of tree-lined streets and landscaped front yards for multi-family buildings was reinforced through workshops and early discussions. At the same time, several survey comments focused on keeping front setbacks relatively small. Reasons for a desired smaller setback included: making the development of housing/rental housing more viable; encouraging buildings to interact with the public realm; and focusing on rear setbacks with useable green space. Some were also concerned that setbacks become a place for grass with low biodiversity.

Building Mass and Height

There were varied opinions on the range of building mass and height that should be permitted. Some expressed that height should be determined based on non-quantitative metrics like access to natural light, avoiding shadowing of key open spaces, or relationship to adjacent buildings rather than a fixed height limit. Among those expressing a preference for certain heights of buildings, the preferences varied. Some felt that 4 storey buildings were most appropriate while others felt that 5 storeys or 6 storeys should be considered, mainly to provide housing at what they consider a neighbourhood scale (e.g., one that does not feel like downtown). Others felt mid-rise buildings over 6 storeys should be encouraged, with conservation of green spaces.

Some felt that housing outside of the Downtown Core or off arterial street corridors should be limited to either single-detached housing forms or “missing middle” forms like duplex, triplex, or fourplex, and thus did not comment on design guidance for multi-family housing.

Architectural Style and Design

Comments on design tended to emphasize a desire for design that was compatible with the existing neighbourhood, used more natural/warm materials or avoided overly “modern” designs. Some focussed on supporting passive design or simpler buildings for energy efficiency (e.g., fewer stepbacks below the 4th storey).

Heritage

Some comments focused on the concern that heritage-worthy buildings might be lost if redevelopment is supported or expressed preference for encouraging house conversions as a way to retain character homes. Some were concerned that new development be designed in a way that is sympathetic in style to existing character buildings and areas.

Other Prominent Themes with City-Wide Connections

Several common themes emerged in relation to housing design that are not locally specific or would not be addressed via unique design guidelines for one area, but rather through city-wide policies and initiatives. These are noted in the Stage Two Engagement Summary and briefly summarized here:

- Accessible Housing: Concern for accessibility and adaptability of housing for people with mobility limitations was expressed.
- Family-friendly Buildings and Units: A prominent theme for new multi-family housing was that there needs to be options for families, including larger units, units with more bedrooms or adaptable spaces, more storage and shared amenity / play spaces.
- Process: Some cautioned that design guidelines should not be too prescriptive and should enable flexible design that responds to context and incorporates different ideas and solutions. Others wanted to see easier process / less regulation for housing, including smaller-scale housing proposed by owners or less experienced developers.
- Environmental Impact: Many comments indicated support for directions towards development with fewer environmental impacts. Comments included support for existing directions (such as electric vehicle charging in multi-unit building parking), and promoting passive house, solar energy, green roof/walls, or other approaches.

What We Learned

Policy and technical analysis for **Study Area Housing Design**

There are several Design Guidelines already in place to govern the design of multi-family residential areas in the study area:

- The *Design Guidelines for Multi-Family Residential, Commercial and Industrial* (2012) apply to new development that is commercial, residential, or contains three or more residential units throughout most of the City, except for areas where more detailed design guidelines apply (note they do not apply to village and corridor areas in this study area as it was anticipated more detailed guidelines would be created through local area planning).
These guidelines cover several topics including context and transitions; streetscape, relationship to the street, and orientation; human scale, massing, height and architectural features; exterior finishes; open spaces and landscaping; lighting; universal accessible design and safety; parking; access and circulation; and, loading / service areas, ancillary mechanisms, and unenclosed storage.
The guidelines were most recently updated in 2019 to require that a portion of all landscapes include native, food-bearing, or pollinator species.
- Areas west of Vancouver Street and south of Pembroke Street in North Park are subject to the *Downtown Core Area Design Guidelines*, which are being updated in 2021.
- Quadra Village is subject to the *Quadra Village Design Guidelines* (1996), which contain specific direction for urban form, but, in other ways, are less comprehensive than the *Design Guidelines for Multi-Family Residential, Commercial and Industrial* (2012).
- Fernwood Square is subject to general guidelines that incorporate the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- Most areas are subject to the supplementary *Guidelines for Fences, Gates and Shutters* and *Advisory Design Guidelines for Buildings, Signs and Awnings*.

There are also some Design Guidelines in place that have not yet been applied to the study area:

- None of the areas incorporate the newer *Revitalization Guidelines for Corridors, Villages and Town Centres* (2019). These guidelines have been applied to many areas designated as Urban Residential or Small or Large Urban Village in recently-planned neighbourhoods, including the Burnside, Vic West, and Fairfield Neighbourhoods. These guidelines work in tandem with the *Design Guidelines for Multi-Family Residential, Commercial and Industrial* (2012) to provide additional guidance on form, character, siting and landscape, and contain both general and place-specific guidelines.
- No areas within these neighbourhoods incorporate the *Design Guidelines for Attached Residential Development*, which are tailored to design review of townhouses and smaller "houseplexes". Two versions of these guidelines have been adopted, one for Vic West and one for Fairfield. The Missing Middle Housing Initiative is anticipated to create a city-wide, context-sensitive set of guidelines to provide for additional design review of these housing types in 2021.

Where We're Headed

Draft Design Directions for **Study Area Housing Design**

Principles for New Multi-family Housing

- **Human Scale:** Design buildings and open spaces that create visual interest, diversity, and identity when approached by pedestrians.
- **Great Streets:** Design, locate, and shape buildings to create sunny, welcoming, walkable, green and leafy public streets.
- **Liveability:** Ensure homes of all types have sufficient access to sunlight, air, privacy, open spaces, and other amenities that support livability, with special consideration for buildings along busy arterial streets.
- **Neighbourliness:** Ensure new buildings are good neighbours within the street and transition sensitively to existing and future buildings next door.
- **Urban Forest, Landscape and Ecology:** Support a healthy, mature urban forest along streets and on private lands, and integrate sustainable landscapes and ecological services into sites (e.g., stormwater retention, climate resilience).
- **Making Room:** Make room for new multi-family housing for different incomes, household types, and lifestyles, in close walking distance to urban villages, downtown and Frequent Transit routes, considering a diversity of locations both on- and off- of busier corridors to provide choice.
- **Sustainable Mobility:** Integrate support for sustainable mobility options into building and public space design (including for walking, cycling, transit, shared mobility, electric vehicles, and reduced on-site parking).
- **Amenity and Diversity:** Support the ability of multi-family housing to deliver both rental and strata tenure homes and to provide public amenities, affordable housing, family-sized housing, accessibility, and other benefits identified in broader City policies to support living opportunities for a diverse community.
- **Energy Efficiency and Climate Change:** Support built forms that allow new development to meet increasing efficiency requirements and design strategies such as passive house design, while continuing to meet all principles.

Design Guidance for New Multi-Family Housing

This section contains key design principles and emerging design directions that are critical to the multi-family housing proposals in the three neighbourhoods. It is not an exhaustive list of design guidance that already exists in current City guidelines for multi-family housing, but rather meant to inform the creation of refined design guidelines, inform the public on key aspects of the proposal which reflect public consultation to date, and inform the creation of future zoning.

Much of the below is already contained in the City's existing design guidelines discussed in the previous section. However, some of this represents a refinement of these guidelines and/or represents design guidance that is unique to these areas.

Guidance For Zoning, Rezoning and Design Guidelines

The concepts in this section will guide the creation of zoning, consideration of rezoning, and development of design guidelines:

- Front setbacks of 4m – 6m to create a sense of "green leafy streets" and allow for transitional landscaped outdoor spaces while creating strong connections between buildings and streets.
- The dedication and creation of landscaped boulevards with street trees where these are not present.

- Rear setbacks of approximately 7.5 metres are generally desired for buildings of 3 storeys, and approximately 9 metres for buildings of four storeys, to provide for building separation, reduce shading and overlook, and provide space for outdoor amenity space, landscape, and healthy trees.
- Alternatively, where a building is sited with a primary façade facing a sideyard, an approximately 7.5 m sideyard setback is desired, while a reduced rear-yard setback of 6m may be considered.
- Stepping back of the topmost floor of a building above the fourth storey, is desired to reduce shadowing impacts and apparent building height and provide for more sensitive transitions to adjacent development.
- Additional setbacks may be desired to provide for sunlight access or reduce impacts on neighbouring development depending on lot orientation, topography, and other factors.
- Parking requirements should be reduced, for rental housing in particular, in tandem with delivery of comprehensive Transportation Demand Management measures (such as dedication of carshare spaces and memberships, provision of transit passes, or other means identified by the City's Transportation programs and parking modernization efforts).
- Design guidance should incorporate the *City's Design Guidelines for Multi-Unit Residential, Commercial, and Industrial (updated 2019)* and the *Revitalization Guidelines for Corridors, Villages and Town Centres (2019)*.
- Design guidance should incorporate emerging directions outlined below.

Relationship to Streets and Public Spaces

- Consistent with existing guidelines, create a friendly, human-scale relationship between building front and street, considering incorporation of front entries and patios or similar spaces for individual units, with direct visual and physical connections to the fronting public sidewalk.
- Consistent with existing guidelines, orient windows and balconies on upper storeys to create a sense of safety and "eyes on the street."
- Set buildings back from the sidewalk to incorporate a landscaped transition area between building and sidewalk, with greater setbacks considered for busy roadways.
- Along busy streets, buildings that are designed around a courtyard may have reduced front setbacks in order to accommodate space for courtyard designs. Alternatively, on some prominent transportation corridors, particularly near villages, a building may be built with a storefront-type ground floor located closer to the back of the sidewalk, especially where providing flexibility for different uses (e.g. a live-work unit or a unit that can switch from commercial or artisan use to residential use). To maintain a sense of openness and reduce apparent scale, incorporate step-backs of upper storeys, especially of the top floor above the fourth storey.
- Enhance guidelines to minimize the impacts of parking ramps and parkade entries on the public realm and ensure accessible grades are maintained on sidewalks.

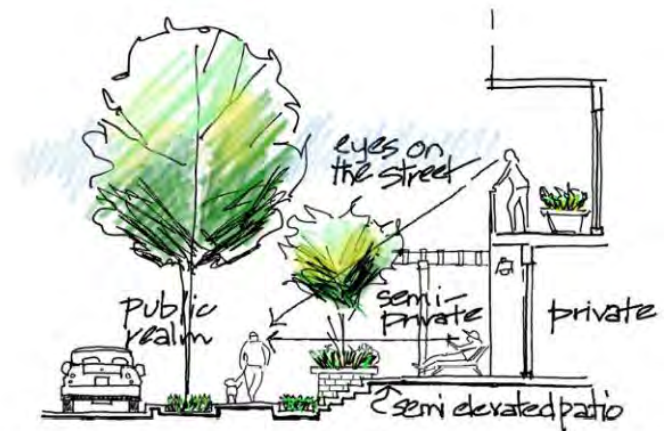


Diagram showing incorporation of entries to individual ground floor units that are clearly visible from the fronting street.

Building Form and Massing

- Consistent with existing guidelines, design multi-unit buildings to provide a sensitive transition in scale to adjacent, smaller developments and to consider sufficient building separation from existing or potential future multi-family developments. This will be informed by proposed setbacks and stepbacks (above).

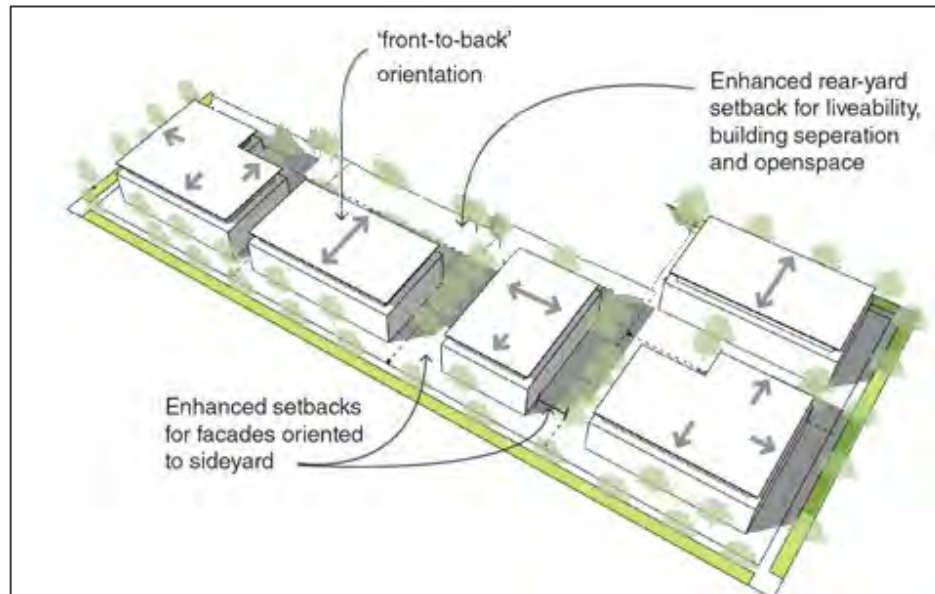


Figure 7. Examples of buildings oriented parallel to the street or oriented to a larger side yard.

- Generally, building massing should be oriented parallel to the street with primary facades facing front and rear yards.
- Where a building is oriented with a primary façade facing a sideyard, greater sideyard setbacks of approximately 7.5m are desired (see Guidance for Zoning, Rezoning and Design Guidelines, above)
- For taller buildings, a shadow study is desired to show impacts at the solstice and equinox.
- Buildings that extend along sloping sites should be designed to respond to the natural topography.

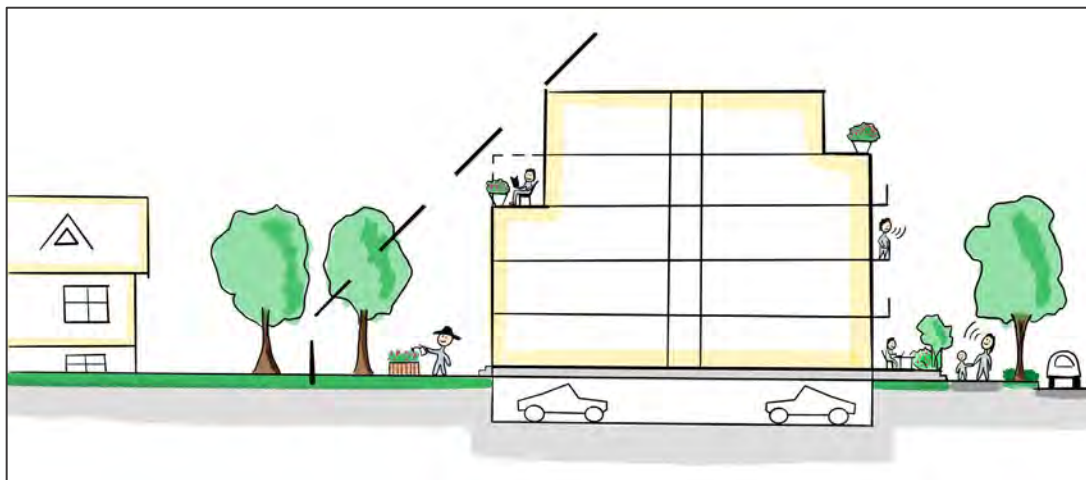


Figure 8. Example of setbacks and upper-floor stepbacks that result in a building envelope for a residential building.

Landscape, Stormwater, and Urban Forest

- Incorporate enhanced guidance for landscaped open spaces in front and rear yards, with sufficient space and soil volumes to accommodate healthy, mature tree planting in accordance with tree planting standards.
- Consistent with existing guidelines and city-wide bylaws, mitigate stormwater run-off on-site.
- Consistent with existing guidelines, incorporate common open spaces that encourage sociability among residents with features such as shared seating areas, play areas, rooftop patios, courtyards, community gardens, and others.
- Opportunities for urban food production (e.g., allotment gardens, food-bearing plants) are encouraged consistent with the City's voluntary guidelines for *Growing Food and Gardening in Mixed-Use, Multi-Family Residential Developments* (2019) and the existing design guidelines for native, food-bearing, and pollinator plants.

Materials

- Consistent with existing policies in city-wide and *Corridors and Villages* guidelines, use exterior materials that are high quality, durable, and capable of withstanding a range of environmental conditions throughout the year, particularly on lower portions of buildings that are more closely experienced by pedestrians.

Contextual Design

- Particularly for off-corridor and mixed-density housing, enhance guidelines to respond to the positive aspects of the surrounding context, including rhythm and pattern of existing building facades, materials, and architectural elements such as building articulation, rooflines, window placement, entryways, canopies, and cornice lines.
- In areas near prominent landmark buildings (such as Quadra Street south of North Park Street) the siting, design, and massing of new buildings should respond to and maintain the prominence and public views of these landmarks.
- The retention and reuse of buildings with heritage merit is encouraged, including through the addition of housing or incorporation of the heritage-merit building into a larger site that adds housing.

Livability and Sustainability

- Provide a comfortable separation space for residential units where they face another building or part of a building on the same or adjacent lots, considering existing or planned future buildings.
- Buildings that include residential units should include private open space and/or easily accessed shared open space such as courtyards, green spaces, terraces, yards, play areas, or rooftop gardens.
- Where possible, design residential or mixed-use buildings so that individual residential units can receive daylight and natural ventilation from at least two sides of the building, or from one side and a roof. Where possible, provide dwelling units with a choice of aspect: front and back, or on two sides (for corner units).
- Consistent with existing design guidelines for *Corridors and Villages*, residential buildings located along busy arterial streets should incorporate design features that minimize noise and pollution impacts.

A new guidelines section is proposed that will provide added direction for livability along busy Arterial streets, including for different built forms:

- Along busy arterial roads, street-facing units may be impacted by traffic noise and related impacts. Where there is sufficient lot depth, building forms should consider means to mitigate these impacts by

providing greater distances between traffic and dwelling units or creating dwelling units with more than one aspect (for example, street-facing and courtyard or side). Examples include:

- Additional front setbacks to provide more space between residential units and traffic.
- Courtyard forms that allow street-facing units to have two aspects: one fronting the street and one fronting a courtyard.
- Side-facing units with sufficient side yard setbacks (see above).
- Other building massing that provides a mix of unit aspects (e.g., "C", "L" or "T"-shaped buildings).

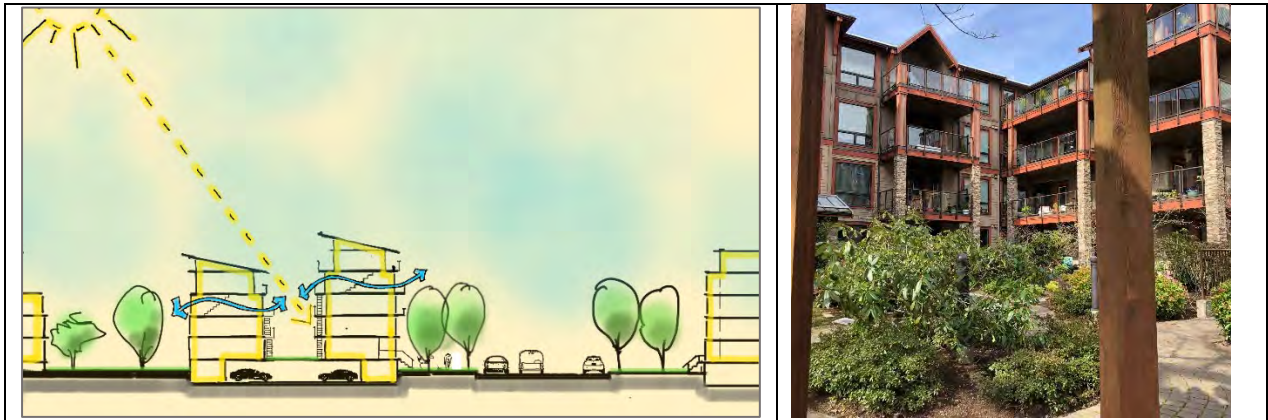


Figure 9. Examples of a courtyard building form on a busier street.

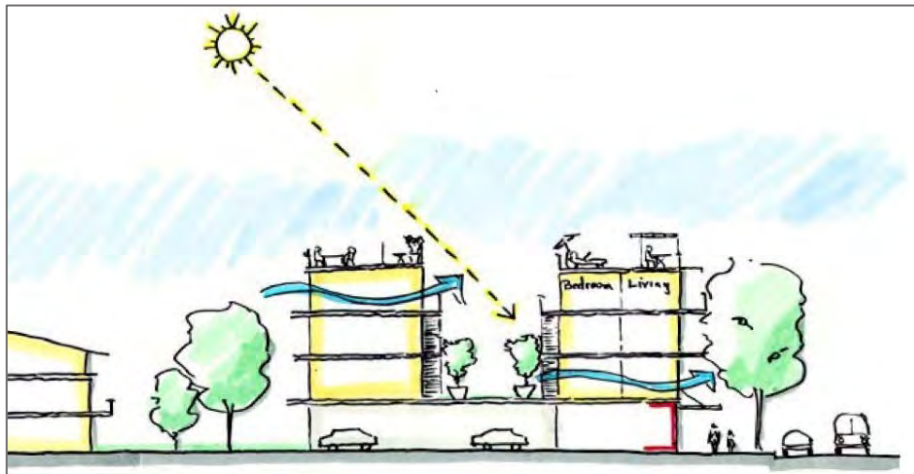


Figure 10. Example of a mixed-use courtyard building along a busier street with a reduced setback.

Parking and Sustainable Mobility

- Parking should be located underground to provide people-oriented pedestrian environments and support landscaped sites.
- Where surface parking is proposed, building designs and landscaping interventions should be employed so that parking is integrated into sites in a manner that results in an attractive and safe environment and is screened from adjacent properties.
- One option for building with limited parking is to include tuck-under parking oriented to the side of the building, to reserve the rear yard and opposite side yard for open spaces and reinforce a "perimeter"

block” pattern where buildings are located near the street and green open spaces towards the centre of the block.

- New construction should meet the City’s requirements for accessible parking, bicycle parking and electric vehicle charging.



Figure 11. Massing study of a building with side-accessed "tuck under" parking, with landscaped open space in rear yard.

Design for Buildings with Family-Sized Housing

- Larger units (2- and 3-bedrooms) are encouraged to be sited with access to or overlooking outdoor open spaces to support family living opportunities.
- Buildings with a significant share of larger units are encouraged to incorporate spaces that support family living, including safe, common outdoor spaces and play areas.
- Additional guidance should be developed as part of creating the *Family Housing Policy* through implementation of the *Victoria Housing Strategy*.

Specific Conditions

- Lots that front on two streets are encouraged to be sited in a courtyard form with building elements fronting both streets and providing for transitions in scale where appropriate.

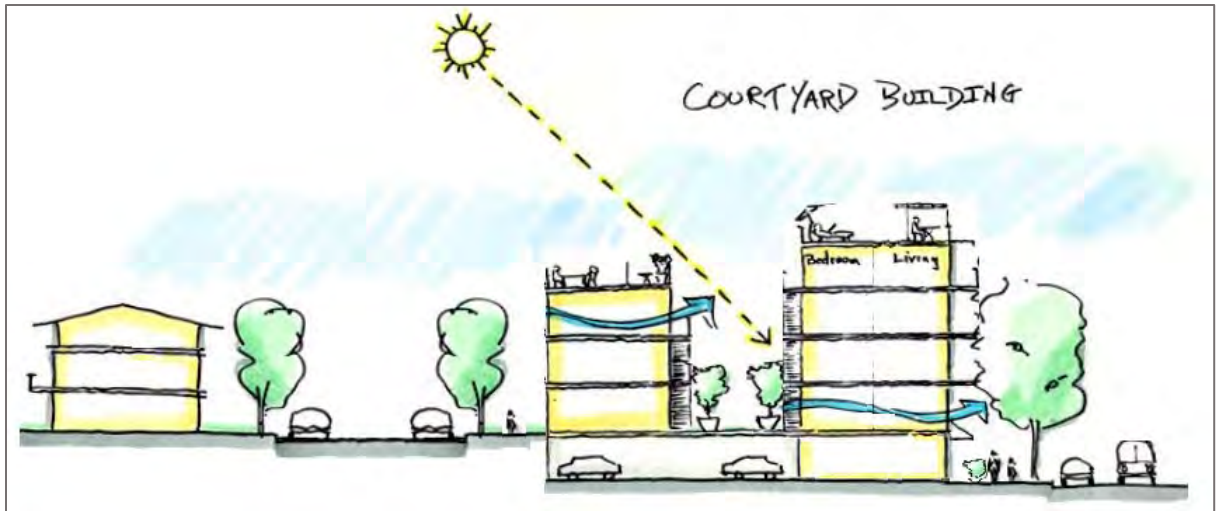


Figure 12. Example of a double-frontage lot with two people-oriented building frontages at street level. Changes in grade can be used to create positive interfaces with the street and transitions in scale and facilitate underground parking.

How We'll Get There

Implementation Steps for **Study Area Housing and Design**

Update the Official Community Plan Update Urban Place Designations to reflect the land use directions herein.
Update Neighbourhood Plans Update neighbourhood plans as required to reflect the directions herein.
Update the Official Community Plan Development Permit Areas and Design Guidelines Update Development Permit Areas and Design Guidelines to reflect the directions herein.
Complete Comprehensive Studies for Planning Area Corridors The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.
Updated the Zoning Bylaw Update the Zoning Bylaw as required to implement directions herein, including related to rental housing.

North Park

Planning Summary and Draft Directions



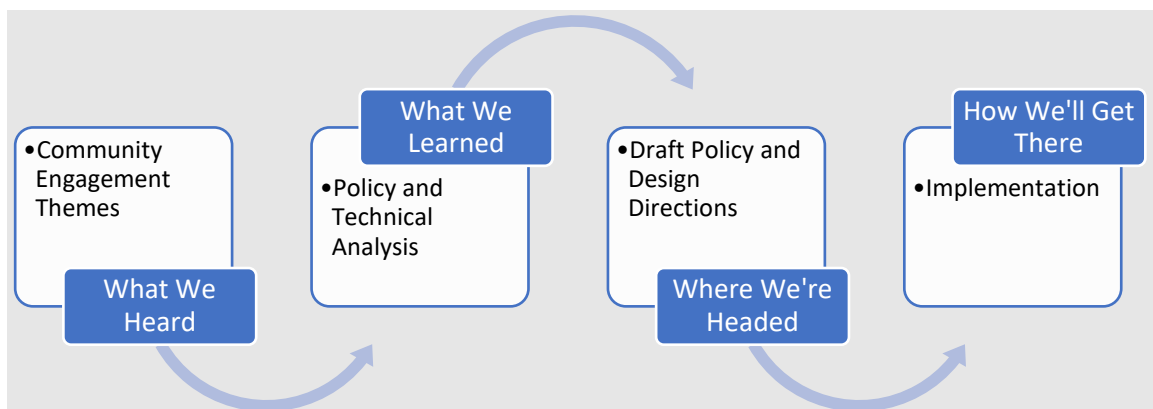
Village and Corridor Planning Phase 1:
Quadra, Fernwood & North Park Villages, Corridors & Surrounding Areas

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About this Report

This report outlines the planning process and **draft directions for North Park**, which includes North Park Village, the Quadra Street Corridor, and surrounding areas. Each of the subject matter sections describes community engagement themes, policy and technical analysis, the resulting draft policy and design directions, and finally the required implementation steps.



Please see the Stage 2 Engagement Summary for details of the engagement process.

About the North Park Neighbourhood

North Park is a neighbourhood characterized by its vibrant, inclusive community and proximity to the downtown core. The community is known for being home to artists, artisans, and makers, as well as families and workers. The neighbourhood has close to 3,600 residents and over 2,000 households. North Park's household composition is diverse, composed of families, seniors, youths, couples, and singles. Once known as a blue-collar neighbourhood, North Park had some of the highest shares of singles and young adults aged 15-34 in the city in 2016. However, rising housing costs in the neighbourhood, and the city, have left fewer opportunities for young families and others looking to make a start find suitable housing.

The neighbourhood is bounded by Hillside Avenue to the north, Pandora Avenue to the south, Cook Street to the east, and Amelia Street, Blanshard Street, and Dowler Place to the west (see Map 1 below). Many of North Park's residents benefit from its proximity and connections to the downtown core and North Park Village.



Map 1: North Park Neighbourhood

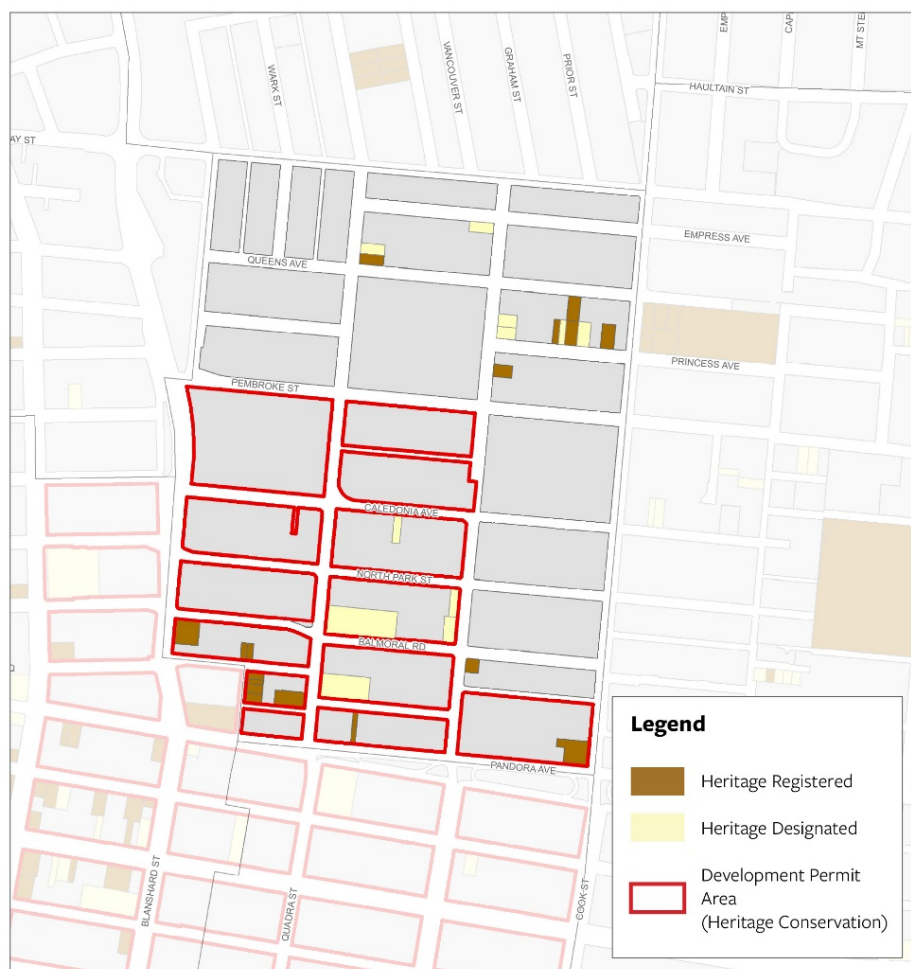
The neighbourhood has a high share of multi-family housing and apartments, as well as some single-family homes (with and without suites). Most apartment buildings are closer to Downtown, Pandora Avenue, and Quadra, and Caledonia streets, are typically three to four storeys, and include both rental and strata. Most were built between the 1960's and 1990's. The neighbourhood has a higher share of renters (79% of households) than the city as a whole (at 60%).

In recent years, several parts of North Park, as well as other areas within the city, have housed encampments for those without stable housing. During the COVID-19 pandemic, after the City allowed temporary sheltering in

parks, Central Park became a centralized encampment. Following a flooding event and community leadership from the Neighbourhood Association, campers were moved to 940 Caledonia, a City owned parking lot, across from Royal Athletic Park. Recently, a temporary use permit was issued for a tiny home village to support those without stable housing.

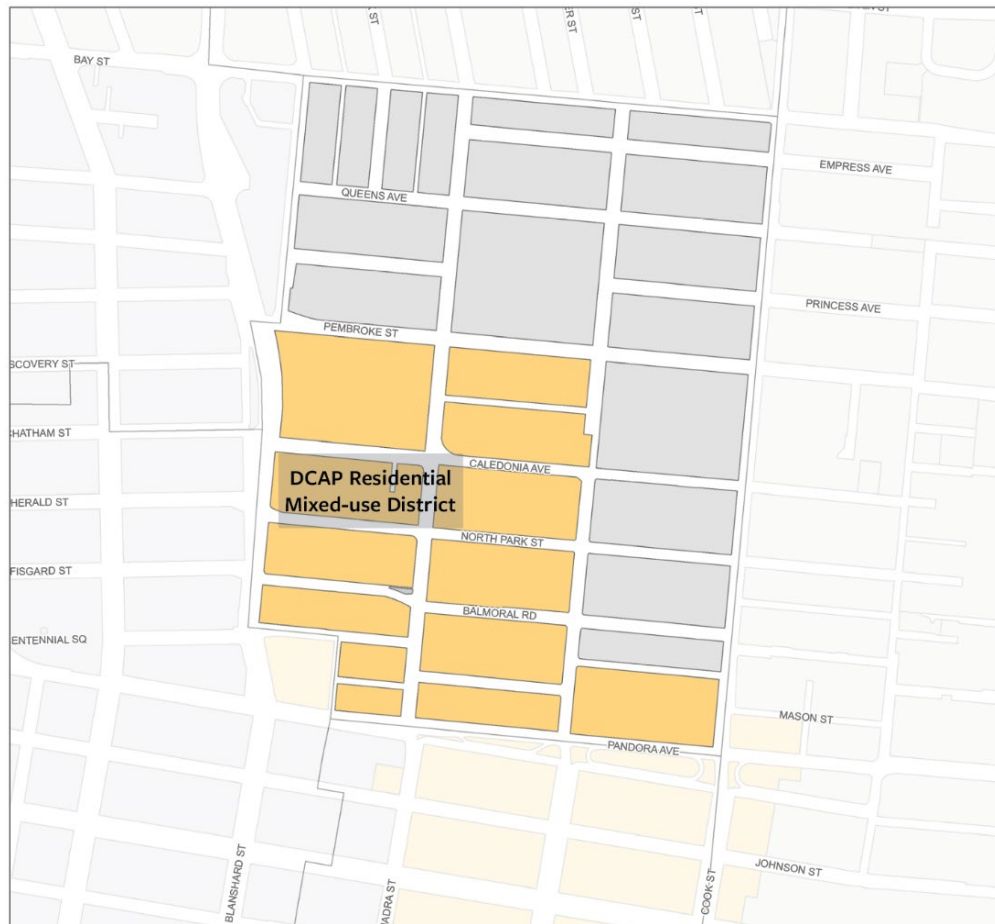
There are several registered and designated heritage assets in North Park (Map 2), notably along Quadra Street in the form of older church buildings, in addition to several older character homes near Central Park. The area has seen some growth in recent years. According to the City's building permit data, 233 new housing units were built in the neighbourhood between 2012 and 2018, with 3 more building permits approved in 2019-2020. Recently approved project proposals would result in an additional 148 residential units, primarily in the redevelopment of the Wellburns Building (with retention of historic facades) and a proposed rest home west of North Park Village.

The City also recently acquired land at 930-932 Pandora Avenue for the purpose of creating housing and amenity space. A recent announcement identified the potential for approximately 200 units of rental housing and supportive housing in partnership with the Capital Regional District and BC Housing, as well as community centre space that could include neighbourhood programming, child care and a gym. Further consultation will be held.



Map 2: North Park Heritage

Given North Park's proximity to the downtown core, parts of the neighbourhood are subject to the Downtown Core Area Plan (DCAP), see Map 3 below. DCAP provides guidance for development in areas of North Park identified in the *Official Community Plan* as Core Residential, including a density framework for certain blocks (primarily west of Quadra Street and south of Mason Street).



Map 3: North Park Areas on the downtown shoulder -
Core Residential in the Downtown Core Area Plan's Residential Mixed-use District

Proposed Key Directions for the Plan (North Park)

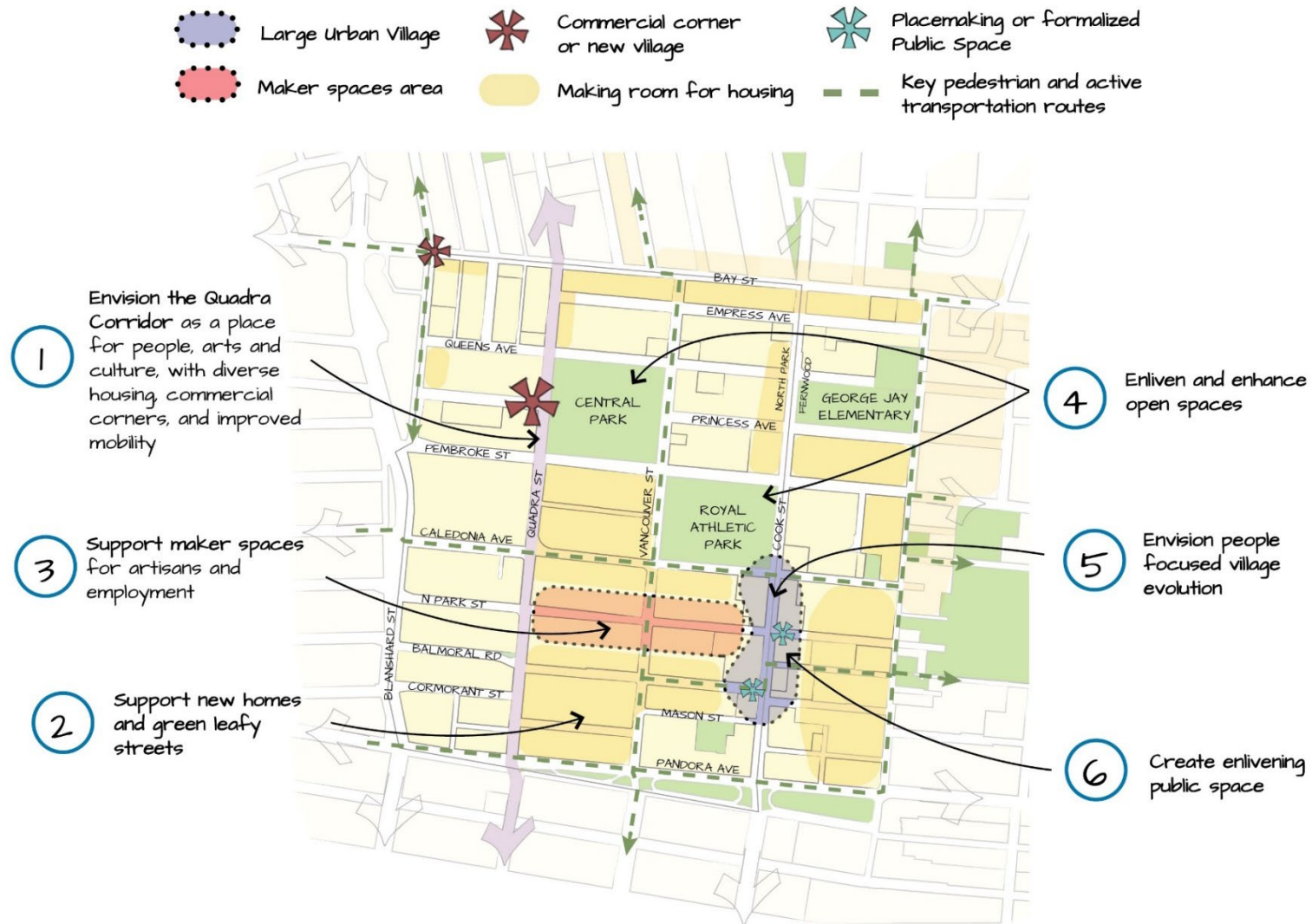


Figure 1: Proposed Key Directions for North Park

North Park Village



About North Park Village

North Park Village is the heart of the North Park neighbourhood. Residents appreciate the variety of shops and services available throughout the village which spans along Cook Street north of Caledonia Ave and south past Mason Street and spills both east and west of Cook Street (including into the Fernwood neighbourhood).

A large hardware store, a pharmacy and clinic, cafés and bakeries, and a liquor store are the main commercial and service anchors activity in the Village. The Parsonage Cafe, Patisserie Daniel, Castle Building Supply, North Park Bike Shop, WIN Consignment, Jones BBQ, and Mason Street Farm draw residents from across the city and region.

There are several major community assets in and near the village that strengthen social and physical connections in the neighbourhood and enliven the area. The Crystal Pool & Fitness Centre is located in Central Park and provides year-round programming to all residents of Victoria. Royal Athletic Park offers a variety of sports and recreation opportunities including the Victoria Harbour Cats baseball team, City of Victoria programming, as well as festivals including Victoria Beer Week and historically the Rifflandia Music Festival. Nearby Victoria Highschool grounds offer residents and dog owners a place to gather and socialize. Finally, Franklin Green Park provides a playlot and a pickleball court for residents of the neighbourhood.

Both Pandora and Cook Street are important bus routes, providing strong connections to downtown jobs and services as well as connection to Cook Street Village and the waterfront at Dallas Road. The Pandora Avenue protected bike lanes and the Vancouver Street All Ages and Abilities route provide safe cycling opportunities to and around North Park Village and the surrounding neighbourhood. As of 2016, 43% of trips are made by car, slightly lower than the city as a whole (44%), with the balance of trips by walking, cycling, transit or other means.

North Park Village is identified as a Large Urban Village in Victoria's *Official Community Plan*. The area has many of the features that characterize a Large Urban Village, including:

- Ground-oriented commercial along Cook Street, primarily made up of local businesses occupying older commercial or mixed-use buildings with smaller footprints. Services include restaurants, cafes, convenience stores, and personal and professional services.
- A large format grocery store in close proximity, a hardware store, pharmacy, and medical building.
- Cohesive design features such as pedestrian islands, public art features, and banners marking the entrance to the village have improved the public realm.

North Park Village Directions

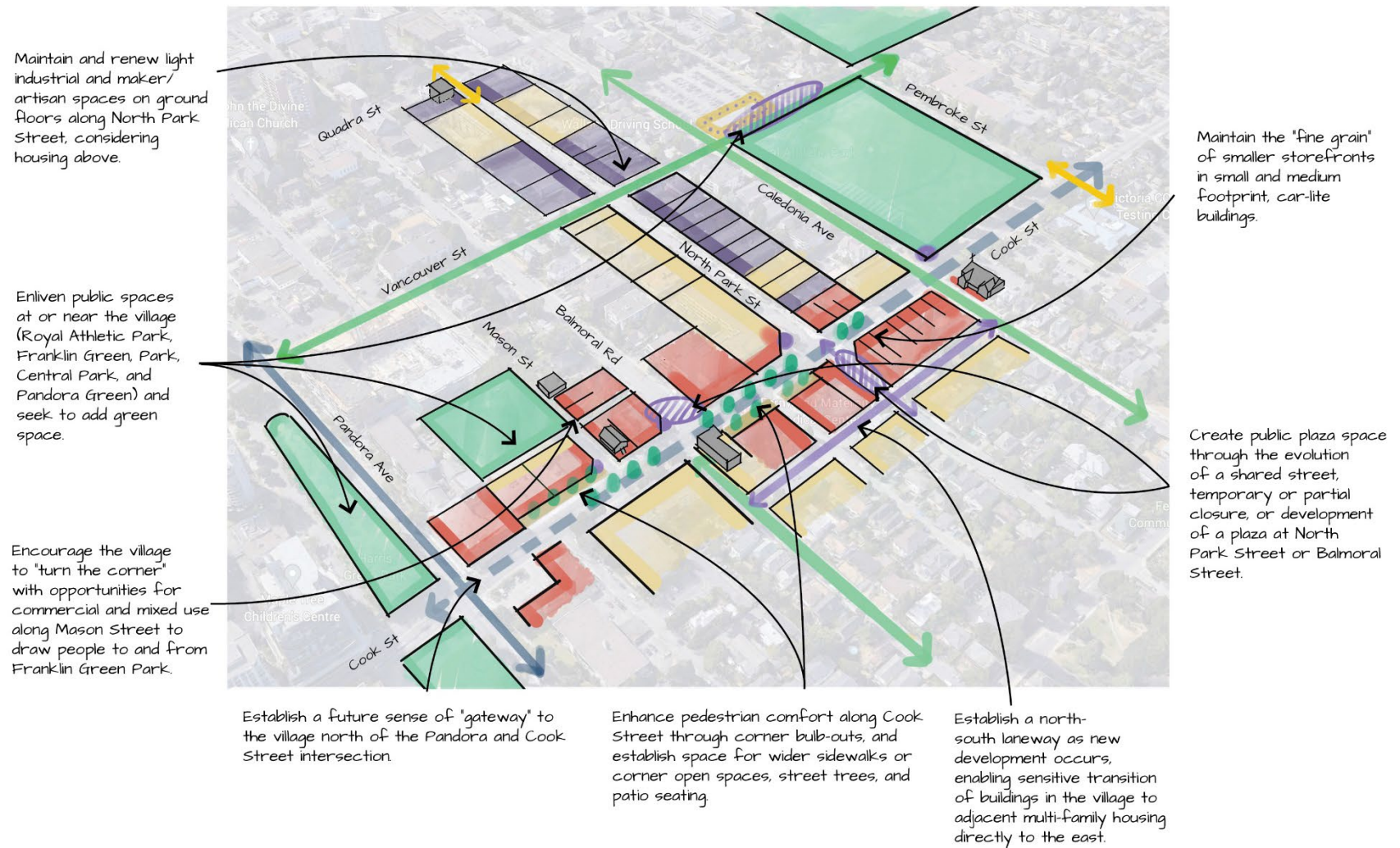


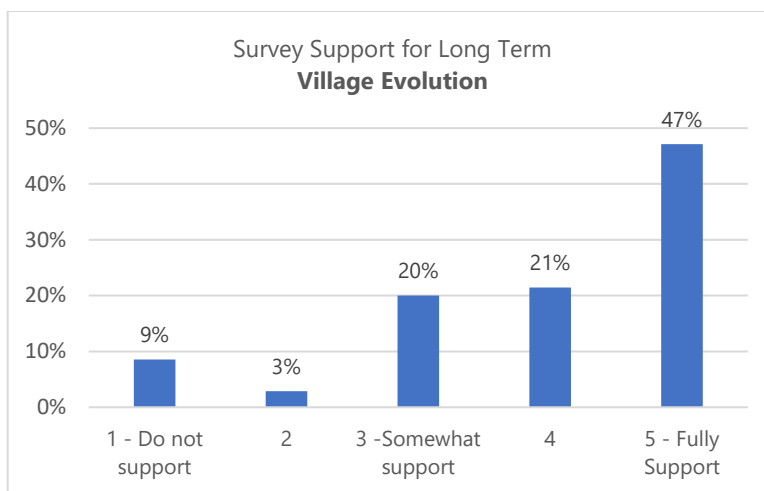
Figure 2: Proposed North Park Village Directions

What We Heard

Community Engagement Themes for **North Park Village**

Support for “Fine Grained” Fabric of Diverse Businesses in the Village

An ongoing theme throughout engagement was how valued the small storefronts are to North Park Village. Residents generally appreciate the variety, age, and size of buildings in the village which allow for a diverse set of businesses. Feedback revealed that many residents support additional density in the village, as long as it does not take away from the fine-grained fabric of Cook Street. Some residents felt that there was little architectural value to the current buildings in the Village, while others would like to see the retention and protection of the buildings to save the village from redevelopment.



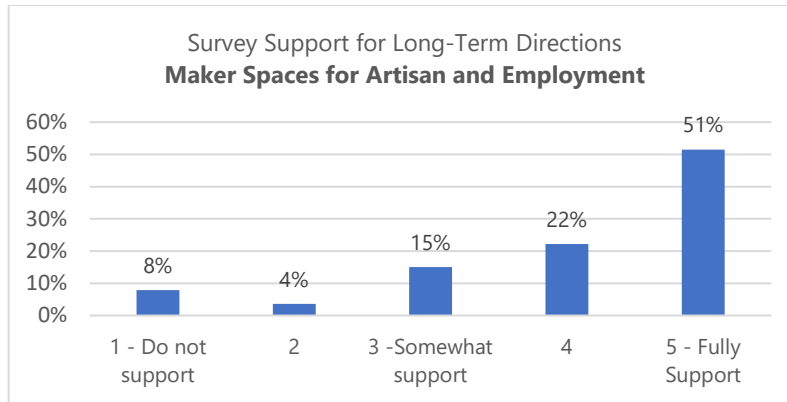
Though there was general support for evolution of the village, some residents highlighted that the level of change and density taking place in nearby Harris Green would not be suitable for North Park Village.

“Buildings more than four storeys high do not fit with a village concept. It is difficult to tell what buildings would have to be replaced, too.”

“the north park village area has been on a trajectory towards gentrification, and the loss of Logan’s Pub and Wellburns [Market] means both night and day traffic of the area will be reduced; further development should be done in such a way that rents are affordable for community-gathering businesses like venues, and essential services like grocery stores.”

Support for Local Artisan and Maker Spaces on North Park Street

There was broad support for long-term directions for maker spaces for artisans and employment in North Park Village and surrounding areas (notably on North Park Street). Participants supported maintaining such spaces on the ground floor with housing above and high ceilings to accommodate a variety of uses. Beyond the proposed directions in the survey, residents would like to see more live-work spaces in the area, a loosening of restrictions on home-based businesses, and mobility improvements or traffic calming along North Park Street.



"Maker spaces are definitely needed, and their rents must be protected to truly include artists and artisans in Victoria's future."

"Yes! Please do not remove these types of spaces from the neighbourhood. Would fully support be increasing these types of spaces, while building housing above."

"Consider loosening restrictions of home-based businesses. Make it easier for residents to do small scale food and manufacturing out of their houses, garages and apartments."

"North park village is a perfect place for artist-centric revitalization."

"I think having public plaza and creative space in the "maker" area on North Park could create a great energy! Lots of focus here on the village on Cook but more effort could be spent between Cook and Vancouver especially now that it will be a great connection to the city's [All Ages and Abilities cycling] network. Focus on revitalizing this "zone" and add public pop ups as a pilot."

Grappling with Growth, Public Space, and Parking

Additionally, some business owners and residents highlighted the lack of suitable parking in the village and that any new development, or changes to public spaces in the village should consider parking issues. Many noted the lack of commercial parking compared to residential parking only zones. Some businesses highlighted that their business is regional-serving and thus clients often drive to reach them so turn-over in the village is essential. Some residents highlighted that parking is necessary for them as owning and operating a vehicle as a tradesperson is necessary.

"Parking is tricky. I'm in support of reduced parking, but would like to see residential permit parking allowed, namely on streets that are currently 1 or 2-hour free parking."

"There needs to be consideration that due to age, physical disability, etc., some residents will not be able to take advantage of options like active transportation, transit passes. Parking reduction, while desirable in many ways, still needs to be within reasonable limits."

"I think North Park St is a great location for placemaking and discouraging driving is a good thing, but the anchor businesses (Cold Comfort, Patisserie Daniel, and Toes N Taps) draw regional customers, so consideration needs to be given to them. RAP parking lot is a bit far for many who would consider driving to North Park so closer parking will still be required."

"Working class neighborhoods need parking for trades vehicles. We are not all tech and government workers. Tools don't fit on bikes."

What We Learned

Policy and Technical Analysis for North Park Village

North Park Village Development Patterns and Public Spaces

North Park Village includes diverse land patterns. Several larger sites, occupying a half-block or full block, front along Cook Street (including at 1720 Cook Street where the Castle Hardware Store is located, with apartments above). Smaller commercial or mixed-use buildings also front on both Cook Street and side streets. Except for the Castle site, the village is characterized mainly by small commercial spaces hosting a variety of businesses. With a mix of local-serving and destination business, the village relies both on local traffic and on people visiting by car, bus, or bike.

Public sidewalks vary in width from as little as 2 metres on the eastern side (with several obstructions) of Cook Street to 3.5 metres along the west side of the street, with modest “bulb outs” at corners. There are some street trees along the west side and at corner bulb-outs, but generally there is little space in the public realm for larger street trees (though some buildings have established additional spaces for landscape, seating or displays). Without removing parking spaces, or acquiring additional right-of-way space during redevelopment, there are limited opportunities to permanently widen sidewalks. Recent rezonings have resulted in increases to the right-of-way, such as the area in front of 1620 Cook Street.

There is no formal gathering space to serve the businesses, residents, and visitors, nor is there a regular space for community celebrations. However, in recent years a food truck court has evolved at 1580 Cook Street, and was often mentioned as a valued gathering space, although temporary and on private land. In addition, in response to the COVID-19 pandemic, temporary patios (parklets) have been installed on North Park Street near several coffee shops and eateries, in an area where there has been high demand for outdoor seating.

Recent streetscape improvements on Cook Street completed in 2016 created median islands that support improved pedestrian safety and host some landscaping and village entry features. There are two travel lanes, occasional turn lanes, and a parking lane on each side of the street. Also in response to the pandemic, on-street parking was removed on the east side of the street to temporarily make room for expanded pedestrian space.

Current Prominent Development Proposals

The City recently approved a development proposal at the corner of Cook and Pandora (the former site of the Wellburns Market). The project will preserve about 50% of the historic building while incorporating six- and four-storey additions, a café, underground parking, and 105 units, including studios, one- and two-bedroom units. The City also recently purchased two parcels of land in the 900-block of Pandora Avenue (north), with consultation anticipated on the creation of approximately 200 units of mixed-income housing and a community space that can include space for activities, child care and a gym, as part of the City’s plan to address affordable housing and provide more community services and programs in the downtown and North Park neighbourhoods.

Light Industrial, Arts, and Maker Spaces

Along North Park Street, there is a mix of residential, service, and light industrial uses and zoning reflecting the working history of this area. Over the years, spaces for small businesses have slowly been replaced by residential uses, resulting in the mixed pattern today despite policies recognizing the value of these spaces.

Recent studies by the Capital Regional District show a strong need for light industrial spaces in the region. Vacancy for light industrial spaces has been near 1% for years. Remaining light industrial sites are important for production, service, artisan, and artist businesses (sometimes called “maker spaces”). These businesses provide

well-paying jobs, support start-ups, and enhance the creative and artistic economy. *Create Victoria* the Arts and Culture Master Plan also indicates a need for these spaces.

Existing Land Use Policy and Zoning

North Park Village is currently designated as a Large Urban Village in the City's *Official Community Plan*, (OCP), which can consider a range of uses with ground floor commercial spaces of approximately 6 storeys and 2.5:1 Floor Space Ratio, with street wall facades of 3 to 5 storeys, generous sidewalks and street trees, and active building frontages and storefronts. Much of the area to the west of the village is designated Urban Residential or Core Residential with policies that generally support low to mid rise residential development.

The Village is primarily zoned CR-4, which considers mixed commercial-residential buildings of up to 1.6:1 Floor Space Ratio and four storeys, with extensive 6 metre setbacks from the front (as well as encouraging a 5m easement along Cook Street). Zoning represents current entitlements and not necessarily the future vision.

Making room for new housing in and near urban villages is an important element of the OCPs 30-year Growth Framework, which emphasizes focusing growth in areas that will create complete communities and support sustainable mobility objectives. Areas in and near North Park Village have some capacity for development based on current OCP Urban Place Designations.

Retail Needs, Capacity, and City-wide Objectives

A retail assessment concluded that the area encompassing Hillside-Quadra, Fernwood, North Park, Oaklands, and Jubilee neighbourhoods could accommodate up to approximately 255,000 additional square feet of retail and services (an approximate 26% increase) between 2020 and 2040. This growth would help to meet the needs of people, without negatively impacting the amount spent per square foot (i.e., without negatively affecting existing or future business viability). The assessment is based on anticipated population changes and trends regarding consumer behaviour. It captures sectors like general merchandising, restaurants and coffee shops, grocers and specialty food shops, and personal, professional, and health services. Without changing existing policy, it is estimated that about 20% of this would be accommodated within existing urban villages at sites which are likely candidates for redevelopment over the next 20 years.

The report recommended that North Park Village could largely stay the same, and that within its current footprint, it would likely accommodate just 1,400 additional square feet of retail and service space over the next 20 years, considering sites that are likely candidates for redevelopment and would likely add commercial space.

Victoria 3.0 - Recovery Reinvention Resilience - 2020-2041 is the City's long-term economic action plan. It supports local retail and small businesses, both in recovery and resilience and growth and expansion into the future. The plan emphasizes diversity and inclusion of youth, Indigenous residents, and Canadian newcomers.

Other directions, outside of the local area planning process, will address identified concerns and some desired actions to support local businesses. *Build Back Victoria* is a set of city-led initiatives to support local reopening and recovery after the COVID-19 pandemic, including \$575,000 in economic stimulus grants. The City's *2019-2022 Strategic Plan* includes an action to "Explore the creation of a Legacy Business Program that specifically protects and highlights longstanding local businesses that are being priced out of our neighbourhoods."

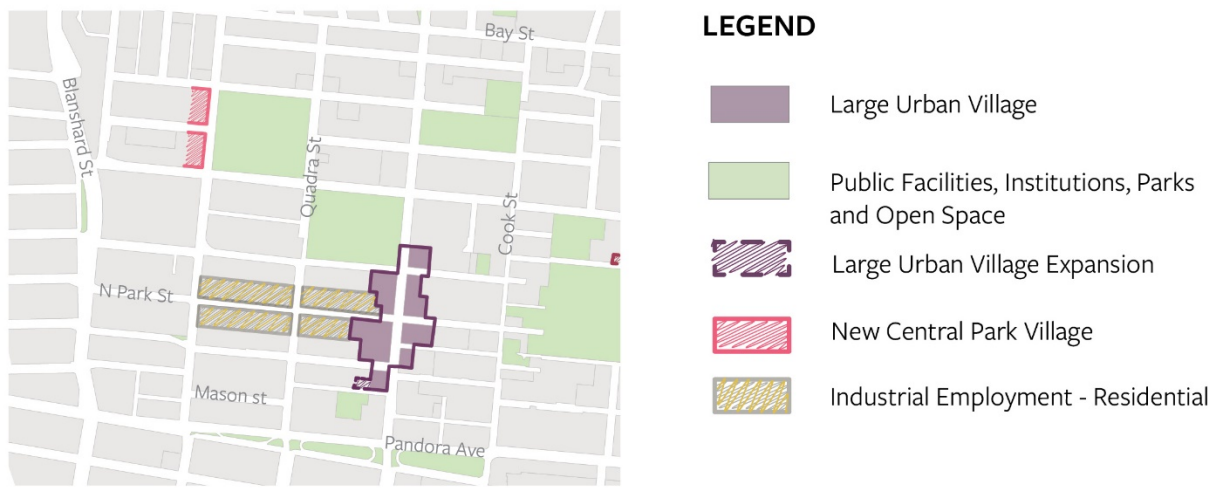
Land Economics Analysis

Land Economic analysis carried out in 2020 shows that on typical sites to create rental tenure housing with retail/commercial uses on the ground floor generally requires densities around 2.5:1 Floor Space Ratio in North Park Village, generally accommodated in buildings of 5-6 storeys. Because strata housing tends to create higher values than rental housing, strata housing is likely to be viable at lower densities and could support contributions

for public amenities or affordable housing. This analysis is meant to paint a broad picture, as it cannot predict the viability of any one site or how that may change over time. Smaller developments without below-grade parking may be more feasible without lot consolidations, while larger sites would have site-specific considerations.

Where We're Headed

Draft Planning and Design Directions for **North Park Village**



Map 4: North Park New and Expanded Villages and North Park Street Light Industrial

Principles for North Park Village

- **Incremental Change:** Create opportunities for smaller footprint buildings rather than assemblages of existing smaller lots, to retain the local-serving nature of the village that is reflected in its practical and inclusive commercial uses, public art and placemaking features, and mix of older and new buildings with diverse designs. Support some larger scale redevelopment that complements the small spaces and visually eclectic storefronts that exist today and can provide a public amenity in the form of a permanent public plaza in a central area of the village.
- **Business Diversity:** Support and strengthen key shops and community services, and a diversity of local eateries, through improved public realm, the use of placemaking programs, the maintenance of a variety of smaller-size storefronts, and changes to parking management such as metered parking or flexible parking which accommodates businesses during the day and residents at night.
- **Arts, Culture and Maker Spaces:** Support the retention and attraction of arts and culture spaces for performance, production, learning and sale in the area, as well as affordable living opportunities. Focus on supporting continued light industrial, artisan and “maker” spaces along North Park Street.
- **Quality Urban Design:** Seek a high-quality design in new buildings and public spaces, guided by the Principles for Urban Design (see Urban Design, Placemaking and Public Realm section).
- **Connected Public Realm:** Create a high-quality pedestrian realm with interconnected, accessible open spaces, enhanced sidewalks, and laneway connections through public and private investments and new development.
- **Placemaking and Public Space:** In the short-term, seek to provide a dedicated public gathering space in or near the village through community-led and City-supported Placemaking initiatives.
- **Housing Choice:** Create opportunities to add a mix of housing in and near the village that supports people of different incomes, lifestyles, and household types.
- **Sustainable Mobility:** Support growth and change that encourages walking, cycling and transit, and shared mobility; that improves the pedestrian experience within and to the village, and ensure access for deliveries, commercial needs, and those with mobility challenges. Parking management will help to encourage turn over and ensure that there is a balance between residential and commercial interests.

- **Urban Forest and Landscapes:** Consider opportunities to bring experiences of nature into the area, including healthy street trees and public and private landscapes, and a better sense of connection between the village and nearby parks.



Figure 3: Concept of North Park Village developed during engagement.

Key Policy Directions for North Park Village

General Land Use

- Consider mixed-use development, consistent with the intent of the *Official Community Plan (OCP)* Large Urban Village Designation, taking into consideration the scale of adjacent sites (including existing buildings and future potential developments).
- Consider development of approximately 5 storeys and approximately 1.2:1 Floor Space Ratio.
- Consider additional density of approximately 2.5:1 Floor Space Ratio, considering public benefits that offset the impacts of development.
- Consider limited mixed-use development of higher densities but consistent with the intent of the OCP Large Urban Village Urban Place Designation where community amenity in the form of a public plaza can be achieved.
- Provide flexibility in building height and density to achieve amenity objectives and include diverse housing choices (e.g., inclusion of rental housing and/or affordable housing consistent with City policies) while creating human-scaled frontages along public streets through setbacks and stepbacks of upper floors.
- Encourage the village to “turn the corner” onto Mason Street and bring activity and “eyes on the park” towards Franklin Green Park by extending the village footprint to the west along Mason Street, as shown in Map 4, in order to seek a continuation of storefronts extending to the historic building at 1046 Mason Street in the future.
- Encourage buildings with smaller footprints (15.2-30.5 metre frontages along Cook Street) by reducing or eliminating vehicle parking requirements for smaller-footprint buildings (see Mobility section for more details).
- Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain the existing narrow shop front pattern. Consider the inclusion of small commercial spaces (as small as 150-300 square feet) for emerging businesses.

- Secure public rights-of-way through development as required to facilitate wider sidewalks, pedestrian and cycling improvements and enhanced transit stops throughout the village (see Mobility section).
- Seek public right-of-way to create a formal laneway parallel to Cook Street (on the east side) as shown in Figure 2: Proposed North Park Village Directions.
- Consider bold moves for commercial and residential parking per the directions in the Mobility section.
- Consider community-led placemaking initiatives, partnerships, and public investments that:
 - Provide opportunities for local artists and entrepreneurs, including through temporary or seasonal markets, or more permanent fixtures like kiosks and food trucks.
 - Provide a central public gathering place in the village (see Public Realm and Placemaking and Mobility sections), including through partial or temporary road closures on North Park Street from Cook Street to roughly the border of the village, or Balmoral Street from Cook Street to roughly the border of the village.

Principles for North Park Street Artisan Area

- Preserve the current and future potential for light industrial, artisan and “maker” spaces, given the limited opportunities for such spaces in the region, their value to artists, creative businesses and employment, and their relevance to the history of North Park as well as its future.
- Consider uses which are good neighbours within a mixed residential neighbourhood.



Figure 4: Concept for a mixed-use light industrial area along North Park Street developed during engagement.

Key Policy Directions for North Park Street

- Retain and renew light industrial and artisan spaces along North Park Street between Quadra Street and Cook Street, and discourage future rezonings for purely residential or retail uses, by changing the OCP Urban Place Designation to Industrial Employment with Limited Residential, and by:

- Considering development of approximately 2:1 Floor Space Ratio, with residential components comprising up to 1.5:1 Floor Space Ratio, per the intent of the Industrial Employment-Residential designation.
- Considering a variety of building forms.
- Encouraging a ground floor light industrial use (including maker and artisan spaces).
- Enabling future industrial use of the ground floor through the provision generous ceiling heights (with or without mezzanine), appropriate access and circulation, loading bays, and adequate separation from uses above.
- Considering upper floor residential uses on these sites, where the ground floor is maintained for light industrial/artisan/maker space.
- The types of light industrial uses should not create significant off-site impacts in terms of noise, odours, glare, and other impacts.
- Building forms should create sensitive transitions between employment uses and residential uses, whether on the same site or adjacent areas, subject to design guidelines for industrial-residential buildings.

How We'll Get There

Implementation Steps for North Park Village

<p>Update the Official Community Plan (OCP)</p> <p>Update the OCP, including the Urban Place Designations, maps, development permit areas, and neighbourhood sections, as required to implement the draft directions herein.</p>
<p>Update the North Park Neighbourhood Plan</p> <p>Update the North Park Neighbourhood Plan to reflect the community objectives and draft directions herein.</p>
<p>Update the Zoning Bylaw</p> <p>Update zoning for North Park Village and surrounding areas to support the directions herein, including for mixed light industrial and residential uses smaller footprint sites within North Park Village.</p>
<p>Deliver Village Parking Management and Undertake Parking Modernization for New Developments</p> <p>Guided by <i>GO Victoria</i>, the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.</p>

Quadra Cultural Corridor and Central Park Village



About the Quadra Cultural Corridor

The Quadra Street Corridor is a prominent north-south connector in the city and has been an important part of this planning process. It has been identified as an emerging cultural corridor, with rich arts and culture assets that stretch from Quadra Village through North Park and into the Downtown Core. The corridor provides several opportunities to increase housing choice in diverse locations. And, as Frequent Transit route that connects Victoria's downtown to Saanich, presents opportunities to align land use, mobility, and climate action objectives, while developing complete communities along the way.

The diagram on the following page summarizes the assets that exist along the corridor; assets that can be preserved, enhanced, and built upon in the coming decades. The emerging village across the street from Central Park is discussed in the subsequent section, and specific themes related to design, mobility, and housing for Quadra Street are included in the corresponding sections of this report.

Quadra Cultural Corridor



Figure 5: Quadra Cultural Corridor Key Assets

What We Heard

Community Engagement Themes for **Quadra Corridor and Central Park Village**

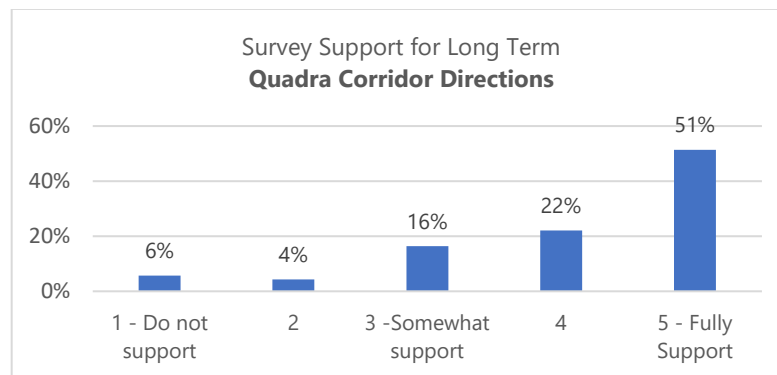
Support for the Cultural Corridor and a Central Park Village

Early engagement revealed an emerging “cultural corridor” along Quadra Street. Stretching through Quadra Village, from Dance Victoria to the churches and arts venues in North Park and into the downtown. There is hope to enhance, celebrate and brand this organically evolving corridor, while protecting its cultural assets.



Figure 6: Concept for sensitive infill along the Quadra Cultural Corridor developed during engagement.

There was broad support for long-term directions for the Quadra Cultural Corridor, including to consider mixed-use development across the street from Central Park. Primary concerns for the long-term concepts were that development accommodate a diversity of residents and housing options.



“Services and amenities to serve residents on the west side of Quadra would be ideal. e.g. No need to cross busy street.”

“I believe that adding more housing options across from Central park is a nice idea, but central park is at its limit currently. Plus there is no indication what this housing would be and who for? There needs to be more green space which is probably not possible. I would recommend that Royal athletic become a public park so it can actually be used. It is a shame such a large green space is not properly being utilized.”

“In the proposed Commercial Precinct, would love to see space made available for artist studios and art programs -- ie. at affordable rates”

What We Learned

Policy and Technical Analysis for **Quadra Corridor and Central Park Village**

Quadra Street Corridor Development Patterns

Development along the Quadra Street Corridor is characterized by a mix of multi-family buildings, mixed-use buildings, free standing commercial and retail, and a variety of arts, cultural, institutional, and public uses. There area mix of lot sizes along the corridor, with smaller lots on the northern end. There are several cultural and community assets along the corridor, as illustrated in [Figure 5: Quadra Cultural Corridor Key Assets](#). The southern portion of the corridor includes many heritage assets.

Quadra Street is a Frequent Transit Route with high levels of service that connect Saanich with the Downtown. It parallels an All Ages and Abilities (AA) cycling route that runs along Vancouver Street. The Housing and Mobility sections of this report describe conditions of the Quadra Street Corridor in greater detail and propose directions that would support a new village adjacent to Central Park, including through increasing population along and adjacent to the corridor.

Existing Land Use Policy and Zoning

There is a wide mix of zoning and *Official Community Plan* (OCP) Urban Place Designations along the corridor that largely reflect the uses and nodes on the ground today. The stretch between Pembroke Street and Princess Avenue (across from Central Park) is designated Urban Residential in the OCP and zoned C-SS (service station) and M-2 (light industrial). Just north of these parcels, the Urban Place Designation is Traditional Residential with a mix of residential and limited multi-family and commercial zoning (note a residential zoned parcel in this area is home to the Masjid Al-Iman Mosque).

Retail Needs, Capacity, and City-wide Objectives

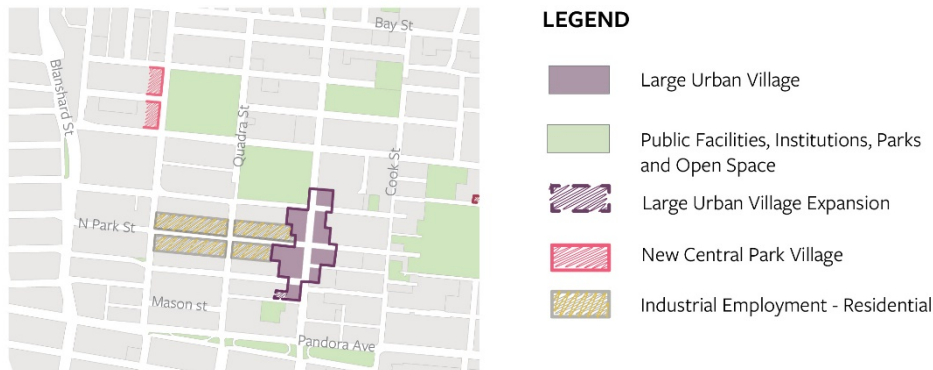
The retail assessment (discussed in detail in the North Park Village section of this report) estimates that 15,000 sq. ft. of additional retail and services space could be accommodated in a new Central Park Village by 2041 (adding to the existing 5,000 sq. ft.) if supportive land use policies are adopted, with businesses strongly supported by the local population and proximity to the downtown, not to mention proximity to transit and destinations like Central Park. For comparison, this is a little over half of the total commercial floorspace in Haultain Corners.

Land Economics Analysis

Land Economic analysis more generally carried out for the city shows that on typical Small Urban Village sites, to create mixed-use commercial-residential buildings generally requires densities of at least 2:1 Floor Space Ratio. Buildings that include rental housing may be marginal at this density; analysis for other villages (North Park Village and Quadra Village) show that rental housing in a mixed-use building with commercial uses on the ground floor may be viable at densities for 2.5:1-3:1 FSR (generally requiring 5-6 storeys). Because strata housing is generally more viable than rental housing, strata housing at these densities could likely provide public benefits in the form of amenity contributions or affordable housing benefits.

Where We're Headed

Draft Planning and Design Directions for **Quadra Corridor and Central Park Village**



Principles for Quadra Corridor and a New Central Park Village

- Maintain and enhance the potential for Quadra Street to be a vibrant Arts and Cultural Corridor and asset to the city's residents and visitors.
- Preserve the heritage assets along the Quadra Street Corridor and ensure all new development complements them.
- Consider the current and future needs of residents in North Park, Hillside-Quadra and downtown areas, and proximate commercial uses to ensure diverse needs are met and existing commercial areas flourish.
- Through redevelopment and investments, consider the current and future function of Quadra Street as a mobility route for transit and emergency vehicles, as well as pedestrians and those with mobility devices (see Mobility section for further details).

Key Policy Directions for Quadra Corridor and a New Central Park Village

- Consider multi-family housing along the Quadra Corridor, per the *Housing and Urban Design Report*, to provide diverse housing options, enhance the corridor as a place for people, and complement nearby heritage and cultural assets (see Urban Design and the Public Realm section for further detail).
- Apply the Small Urban Village Urban Place Designation on the west side of Quadra Street from Pembroke Street to Queens Avenue to establish a Central Park Village (Map 4 and copied above).
 - Consider mixed-use development in the Central Park Village, up to 4-5 storeys, with commercial, service, or arts and maker spaces on the ground floor that support both local and destination customers and enliven the area.
 - Consider mixed-use development of approximately 1.5:1 Floor Space Ratio.
 - Consider additional density, of approximately 2.5:1 Floor Space Ratio, where public benefits, rental, or affordable housing are considered consistent with City policies.
 - Encourage small format ground floor uses to better support a diversity of smaller, local businesses.
- The design of new developments and public spaces should meet the the principles and directions in the Urban Design and Public Realm section.
- Secure public rights-of-way through development as required to facilitate continued pedestrian and public transit improvements.
- Consider bold moves for commercial and residential parking per the key directions in the Mobility section.



Figure 7: Concept for a new Central Park village developed during engagement.

- Consider improvements on Quadra Street that enhance pedestrian comfort and safety and create a sense of “destination” for various nodes along the corridor to signal to drivers to slow down, including through banners, gateway features, pavement treatment, public art, pedestrian-scale lighting, street trees, and the design of new buildings and streetscapes.
- Support the retention and renewal of arts, community, and cultural assets along the Quadra Street Corridor, including those identified in Figure 5: Quadra Cultural Corridor Key Assets.
- Consider zoning for and creation of arts and culture spaces, including low-impact artisan production where appropriate along the corridor.
- Support the placemaking, arts, and cultural related directions in this report and the *Hillside-Quadra Planning Summary and Key Directions Report* to ensure Quadra Village remains a central node along the Quadra Cultural Corridor.
- Support the creation of affordable and non-market housing and, where appropriate along the corridor and in proximity to it, including live-work spaces that encourage artists to locate in the area.
- Encourage public art programs through community action and existing grant programs, to create events, murals, art installations and other artistic and cultural expression identified by the community.
- Encourage public art programs and events that involve, empower, and reflect Indigenous and multi-cultural people and perspectives.



Figure 8: Concept for Quadra Street that emerged during engagement.

How We'll Get There

Implementation Steps for **Quadra Corridor and Central Park Village**

Update the Official Community Plan (OCP)
Update the OCP, including the Urban Place Designations, maps, development permit areas, and neighbourhood directions, as required to implement the draft policies and design directions herein.
Update the North Park Neighbourhood Plan
Update the North Park Neighbourhood Plan to reflect the community objectives and draft directions herein.
Complete a Comprehensive Study for the Quadra Street Corridor
The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.

Urban Design and the Public Realm

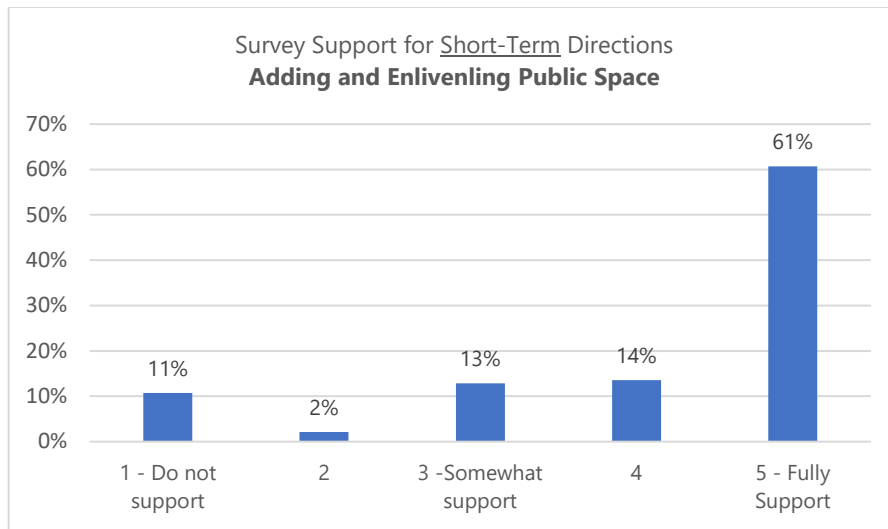


What We Heard

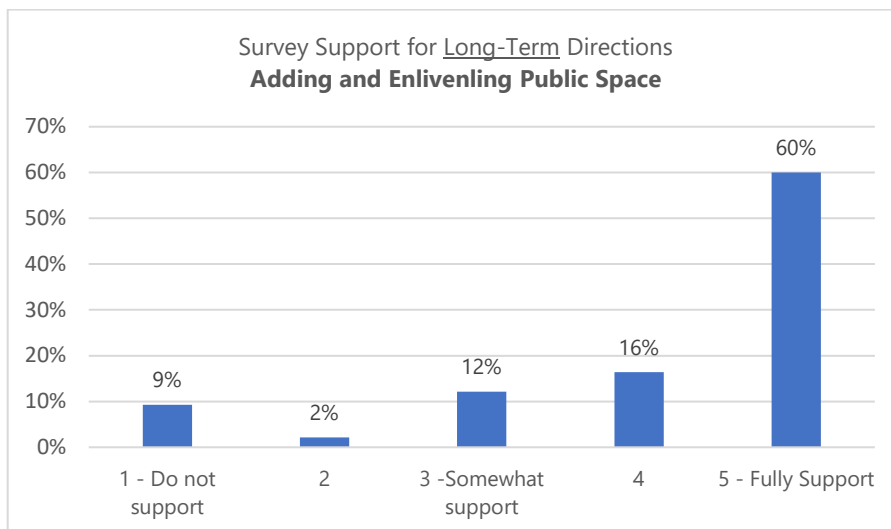
Community Engagement Themes for **Urban Design and the Public Realm**

Support for a Central Gathering Space

Residents highly supported adding and enlivening public space in the village including a partial closure of North Park Street on the east side of Cook Street. However, others noted that Balmoral Street, on the west side of Cook Street may be a more appropriate place. Some noted that an area outside of the village would suffice, however any commented that there is a lack of seating, and space for small events within the village to support its businesses. Comments generally supported further placemaking features in and around the village and noted that the murals and art around the village were appreciated.



Support for longer term directions of establishing a more permanent public plaza space also received high levels of support. Indeed, a plaza space has been one of the most consistent desires for the village in both rounds of consultation (with Fernwood Square often mentioned as an example).



Some stakeholders did express concerns that a public space should not limit access to businesses, or were concerned about maintaining direct access to residential buildings east of Cook Street (i.e. in the case that a street closure were the means of creating a space).

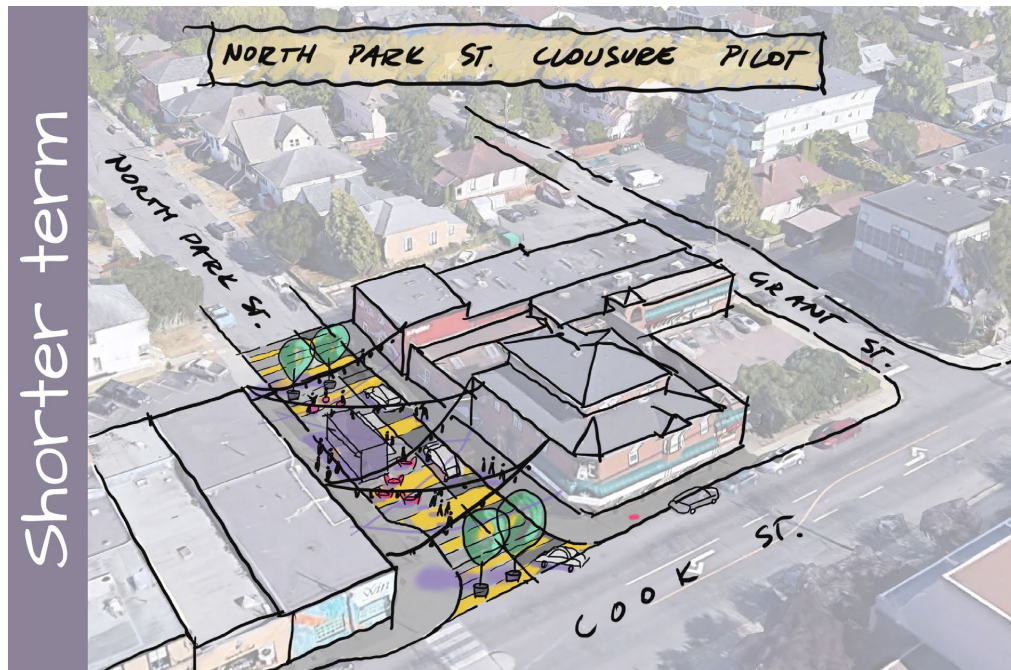


Figure 9: Concept developed during engagement for the evolution of a public space along North Park Street, other ideas included Balmoral Street and Vancouver Street adjacent to Royal Athletic Park.

"I do wonder whether the stretch of RAP along Cook St could be something more than it is. Even when the park is in use (and that seems to be less than half the year) there is a stretch of that park that is not used by baseball or Rifflandia or outdoor Crystal Pool camps. Seems like that could be more accessible. Perhaps that is the place for the plaza? It would need trees/ greenery between it and Cook St traffic."

"I would love to see a street plaza on North Park Street just east of Cook."

"Partial closures lead to unnecessary conflict and confusion. It would be more successful to fully close it at Cook & North Park and be a placemaking success story."

What We Learned

Policy and Technical Analysis for **Urban Design and the Public Realm**

In North Park Village along Cook Street there are a mix of building forms, including older apartment buildings, mixed-use buildings, commercial office, and free-standing commercial retail, all which contribute to the vibrancy of the village. There are a mix of local-serving and destination businesses.

There is a mix of smaller and medium-sized storefront buildings along Cook Street and side streets; full-block mixed-use buildings such as the Castle at 1720 Cook Street, and shopping plazas with parking lots. Many buildings are older, some which may have heritage merit, and are loved for the sense of inclusion they provide and their contribution to the “edgy” identity of the community.

The village is characterized by narrow sidewalks with limited opportunities for street trees or patio seating; those that exist are quite popular. Some pop-up patios have been installed along North Park Street, a typical gathering place. Food trucks on private land at Cook and Mason also provided space for gathering. Newer buildings, such as at 1610 Cook Street, provide generous setbacks for new patios, trees and pedestrian areas.

North of the village, there are several large sites that occupy full blocks, including Royal Athletic Park, a site owned by the Public Health Authority, and the George Jay School.

The Quadra Street Corridor has a mix of building forms and several heritage assets, mostly in the form of older church buildings. Given the heritage assets in certain locations, a consistent pattern of redevelopment that could contribute to expansion of the right-of-way (for instance, to accommodate wider sidewalks) may be complicated or require coordinated efforts. Quadra Street also has several unique transportation conditions and functions. It is a key north-south route linking Saanich to the downtown and is part of the Frequent Transit Network (FTN). It accommodates cyclist with painted bike lanes for portions. More details about the corridor are available in the Mobility section.

Other areas of North Park have properties with heritage merit, primarily in the residential areas. There are opportunities for redevelopment in these areas, especially given the proximity to the downtown, mobility networks, and the two beloved urban villages but design is a key consideration.

Existing Design Policies

The current North Park Neighbourhood Plan includes guidelines for new development; however, these are not formalized through the *Official Community Plan* (OCP). Portions of North Park and the Quadra Street Corridor fall within the Downtown Core (see Map 3). These areas are within Development Permit Area 3(HC) and subject to the *Downtown Core Area Plan Design Guidelines* (currently being updated). The rest of the neighbourhood, including North Park Village, falls within the City's general Development Permit Area 16, which applies the *Design Guidelines for Multi-Unit Residential, Commercial, and Industrial*, a comprehensive set of city-wide guidelines.

The City has a DPA for *Corridors, Villages and Town Centres* that establish objectives for the form and character of new development to enhance commercial areas. However, this DPA has not been applied to North Park Village, ahead of Local Area Planning.

Existing Public Space Policies

The OCP outlines the desired aspects of a Large Urban Village public realm, including tree-lined streets with wide sidewalks, seating, and a central gathering space or plaza.

Public Space Considerations and Placemaking Guides

City of Victoria encourages the community to utilize public areas for Placemaking. Streets, alleyways, sidewalks, boulevards, parking areas all can serve as a canvas for creating new public spaces. The *Placemaking Toolkit* provides direction, guidelines, and support for realizing placemaking opportunities. Community-led Action is way for the community to come together and create strategic directions for placemaking opportunities and other issues of community importance.



Figure 10: Examples of placemaking: parklet (left); interactive musical installation (right).

Where We're Headed

Draft Planning and Design Directions for **Urban Design and the Public Realm**

Multi-family Housing Design Guidance

For design policies and guidance for new residential development, see the *Housing and Urban Design* report.

Village Built Form Design Guidance

For design policies and guidance for new development in villages, see the *Housing and Urban Design* report.

Guidance for the Public Realm and Placemaking

The following principles and directions would guide the development of public spaces and of proposed Design Guidelines within villages. These principles and directions build on the unique qualities and identity of North Park village and neighbourhood to guide the next chapters in its evolution.

Principles for Public Space and Placemaking

1. **Identity:** Create a series of welcoming, diverse and inclusive public spaces that support community gathering, celebrate creativity, reflect the community's identity, and adapt to its changing needs over time.
2. **Great Streets:** Design, locate, and shape buildings to create sunny, welcoming, and walkable public streets with space for pedestrians, patio seating, and greenery. Emphasize Cook Street and opportunities for public gathering along side streets in North Park Village, and Quadra Street including an emerging small urban village near Central Park as key pedestrian areas.
3. **Human Scale:** Design buildings and open spaces to that create visual interest, diversity and identity when approached by pedestrians.
4. **Neighbourliness:** Ensure new buildings are good neighbours within the street and neighbourhood and to existing and future buildings next door.
5. **Urban Forest:** Support a healthy, mature, and continuous tree canopy along all streets with a priority for key gathering spaces, pedestrian routes, and connections to parks and other greenspaces.
6. **Public Spaces:** Create joyful and welcoming public spaces for everyday use and community celebration, incorporating public seating and gathering areas appropriate to the scale of urban villages and commercial corners. Provide opportunities for public spaces or shared use streets at key locations near North Park Village, including North Park Street, Balmoral Street, and corners in general, while also turning the corner to better connect to Franklin Green Park and Pandora/Harris Green.
7. **Incremental and flexible improvement:** Pilot new public space ideas through placemaking in the public realm and/or on private lands. Successful ideas may evolve to become more permanent features for public gathering and enjoyment in the future.
8. **Sustainable Mobility:** Integrate support for sustainable mobility options (walking, cycling, transit, and shared vehicles and reduced on-site parking) into building and public space design.

Key Public Realm and Placemaking Directions

- Together with the community, prepare a design and seek funding for a new public space in North Park Village that considers the following options and community desires:
 - Assess options off Cook Street at both North Park Street (east) and Balmoral Street (west).
 - Elements to encourage use and provide comfort in all seasons.
 - Diverse opportunities for gathering for people of all ages, abilities, cultures, and lifestyles.

- Heritage elements that reflect the story of the community, including both Indigenous and environmental history in addition to the settlement history that is evident in the built form.
- Pockets to stay and enjoy, as well as routes that allow people to pass through.
- Pockets that support free, public enjoyment of the space as well as opportunities to support the nearby businesses and community spaces.



Figure 11: Examples of shared use or pedestrianized streets: a pilot/periodic street closure. Changes to Kings Road would accommodate the All Ages and Abilities bicycle route, as well as provide automobile access for businesses and residents.

- Support the evolution of a future lane directly east of Cook Street between North Park and Grant Streets into pedestrian-friendly space that provides vehicle access and egress for adjacent multi-family housing. This would ultimately be realized through seeking right-of-way acquisitions and frontage works when rezoning occurs (see Mobility section for more details).
- Consider the introduction of parklets (pop-up patios) in parking spaces along Cook Street and/or side streets, where proposed by area businesses.
- Consider expanded sidewalk bulb-outs at corners to accommodate pedestrian spaces, landscape, and public seating near intersections.
- In the design of publicly-accessible spaces:
 - Integrate accessibility principles for all users, including those with different abilities, and to provide a range of spaces and activities for people of different ages, incomes, and interests.
 - Include seating and picnic areas in public spaces that welcome both business customers and the general public.
 - Design for three- or four-season enjoyment, considering shelter from rain, sun, and wind at different seasons.
 - Accommodate small and pop-up events as well as larger community celebrations.
 - Include landscaping, canopy trees, and interactive elements in public spaces.
- Support community-led placemaking initiatives that activate other parts of the village and neighbourhood, including:
 - Temporary or seasonal markets and festivals.
 - Flexible, but more permanent fixtures like kiosks and food trucks.
 - Improved lighting, planters, benches, murals, and other elements of art.

- Outside of North Park Village and existing parks, locations suggested for enhanced placemaking include but are not limited to Vancouver Street along the west side of Royal Athletic Park.



Figure 12: Examples of partial closure or longer-term transformation into a formal plaza (below, right). Changes to roads in and near North Park Village would provide necessary automobile access for businesses and residents.

How We'll Get There

Implementation Steps for **Urban Design and the Public Realm**

Update the Development Permit Areas and Design Guidelines
For North Park Village and Central Park Village, prepare updated Design Guidelines based on the directions contained herein and in the <i>Housing and Urban Design Report</i> .
Update the North Park Neighbourhood Plan
Update the North Park Neighbourhood Plan to reflect the directions herein.
Updated the Zoning Bylaw
Update the Zoning Bylaw as required to implement directions herein, including related to rental housing and for typical rezonings (e.g., not larger sites) in Urban Villages.
Support a Community-led Action Process
If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g., for local food and placemaking projects).

Mobility

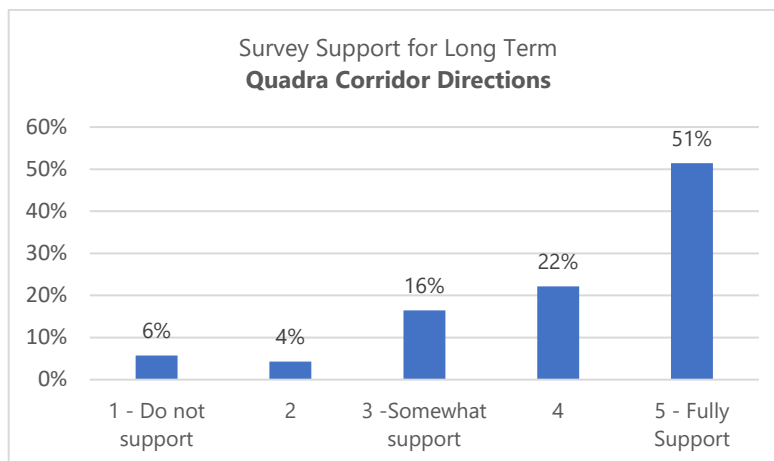


What We Heard

Community Engagement Themes for **Mobility**

Quadra Street Improvements and Support of a Cultural Corridor

The transit service along Quadra Street is highly valued, however, some residents noted that walkability should be a top priority given the numerous cultural and community assets sprinkled along the corridor. Accessibility, safety and comfort along Quadra Street are top concerns.



"Adding a pedestrian crosswalk at Quadra and North Park. People try and cross there in busy traffic. Making it very risky in high traffic times. Especially in light of the future plans..."

"In addition to placemaking, add traffic calming to make streets nice places to visit rather than walk quickly through to get away from the car noise and pollution. Also improve safety by adding protected bike lanes."

"Quadra is a big ugly car route and I don't feel assured that it will be less of a big ugly car route with these changes. I'd like to feel confident that there'll be fewer cars than this shows."

North Park Village and Cook Street Improvements

Residents appreciate the traffic calming features that have been added to the village in recent years, but still highlighted some areas for improvement. The narrow sidewalks and placement of utility poles present notable problems for those with accessibility issues or young children.

Support for Traffic Calming and Active Transportation Connections

Residents expressed a desire for increased traffic calming, safety, and active transportation options throughout North Park and surrounding areas.

"I like the traffic calming, added trees and wider sidewalks."

What We Learned

Policy and Technical Analysis for **Mobility**

The *Official Community Plan* and *GO Victoria*, the City's sustainable mobility strategy, provide the framework for an integrated approach to land use and transportation planning. The broad vision is to align land use planning and transportation investment to create complete, connected communities. Key policy positions include:

- Streets are places for people.
- New growth is serviced by transit.
- Compact land use and densification reinforces sustainable travel behaviour.
- Complete communities centre on multi-modal mobility hubs.

This framework, and the existing and planned mobility conditions and functions (see Maps 5, 6, and 7) inform future planning for both land use and transportation.

Quadra Street

Quadra Street mobility functions include:

- It is identified as part of the Frequent Transit Network (FTN) in BC Transit's *Transit Futures Plan*, connecting downtown and points north. It is one of the busiest Frequent Transit routes, carrying 7,600 passenger trips on weekdays prior to the COVID-19 pandemic.
- It is designated as an emergency route and, north of Hillside Avenue, as a truck route.
- The functional classification is Arterial, and it carries approximately 11,000 vehicles per day between Pandora Avenue and Bay Street, of which 2.2% were trucks of 3 or more axles (2018).

Current conditions on Quadra Street include:

- Sidewalks are generally attached (not separated from the roadway by a planted boulevard). Parts of Quadra Street located in the North Park neighbourhood has sidewalks of approximately 3.5 metres wide and include street trees.
- As an arterial roadway, current bylaws indicate a desired width of 30 metres to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (e.g., the public land which includes roadway, boulevards, and sidewalks) is currently 20.12 metres (66 feet) wide, with a roadway of approximately 13.4 metres (44 feet) or wider to accommodate turn lanes or medians. When rezoning of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions. A corridor study could better refine what is desired.
- Quadra street is currently considered a high crash corridor and targeted for safety improvements, particularly at intersections.
- While not identified as a freight route south of Hillside Avenue, it does experience truck traffic accessing the Bay Street Bridge.
- Most of the corridor allows on-street parking outside of the peak ("rush") hours. Some parking, such as in Quadra Village and parts of North Park, is time-limited.

Cook Street

Cook Street mobility functions include:

- It is a local bus route, carrying two local routes that see an average of 2,000 passenger trips per day (prior to the COVID-19 pandemic). Key destinations along the two routes include Cedar Hill

Recreation Centre, Saanich Centre, North Park Village, Downtown, Vic West and Esquimalt. It is currently designated as part of the local Transit Network.

- The functional classification is arterial (secondary arterial south of Fairfield Road), and carries approximately 17,900 vehicles per day between Pandora and Bay Street, of which 0.4% were trucks of 3 or more axles (2016).
- Outside of the study area, it is a Truck Route (south of Pandora).

Current Conditions on Cook Street

- Sidewalks are generally attached (not separated from the roadway by a planted boulevard). In North Park Village, sidewalks tend to be as narrow as 2 metres on the east side of the street, and a little wider on the west side. This is below the desired widths for a commercial area with higher levels of pedestrian traffic and limits the presence and size of street trees. There are some smaller bulb-outs near corners.
- Through the village, alternating medians and turn lanes provide pedestrian refuge at crossings.
- As an arterial roadway, current bylaws indicate a desired width of 30 metres to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (e.g., the public land which includes roadway, boulevards, and sidewalks) is currently 20.12 metres (66 feet) wide. When rezoning of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions. A corridor study could better refine what is desired.
- It is considered a high-crash corridor and targeted for safety improvements, particularly at intersections.
- There is a mix of parking conditions, including time-limited parking in and near North Park Village, unrestricted and residential only north of the village.

Other Corridors, Streets and Connections

Related corridors and neighbourhood streets mobility conditions and functions include:

- There is an All Ages and Abilities (AAA) north-south cycling on Vancouver Street, just west of North Park Village.
- There is an AAA east-west cycling route along Pandora Avenue, which is also a Frequent Transit Route.



LEGEND

Planned | Existing



Priority On-Street AAA

Planned



Long-term AAA Corridors



Long-term Bicycle Network



Large Urban Village



Small Urban Village



New Urban Village (Proposed)



Commercial Corners (Proposed)

Map 5: Approved bicycle network, including All Ages and Abilities network.



LEGEND

Proposed | Existing



Rapid Transit



Frequent Transit



Local Transit



Transit Hub



Large Urban Village



Small Urban Village

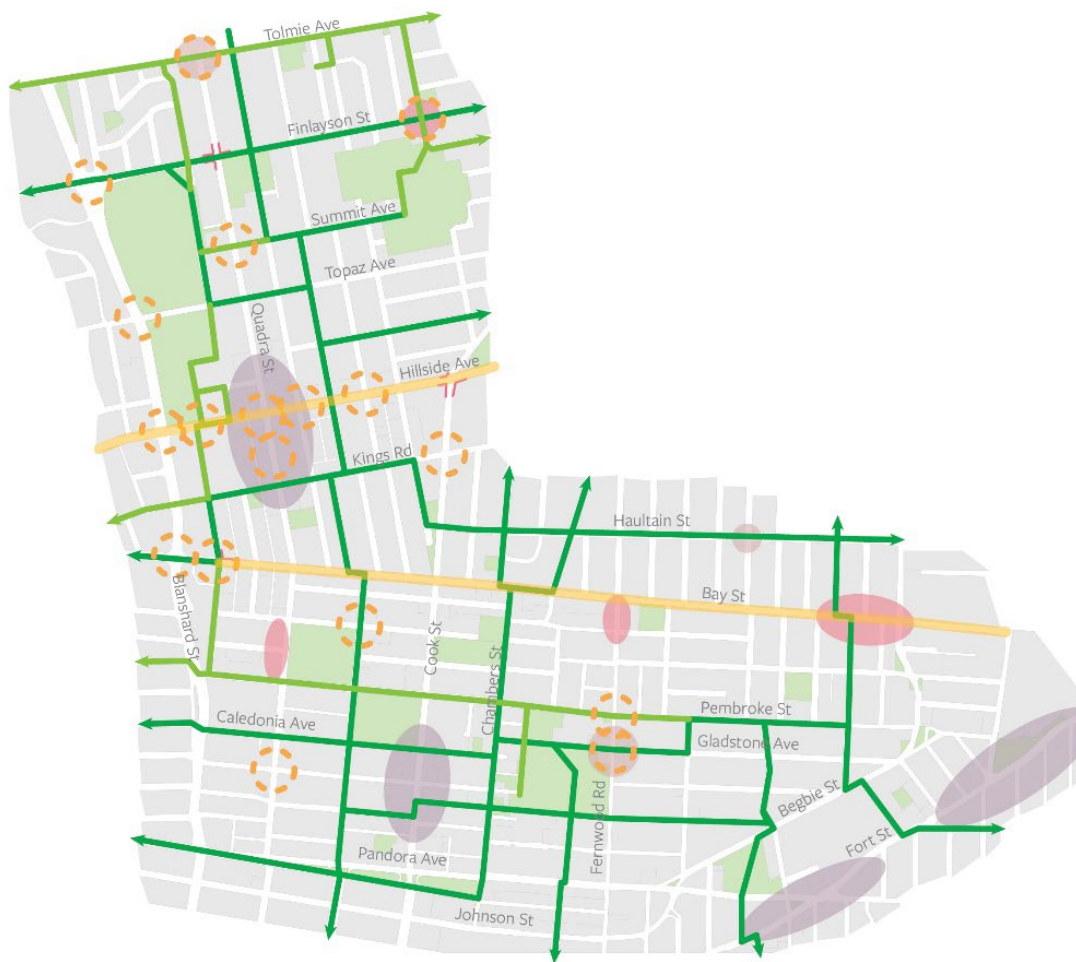


New Urban Village (Proposed)



Commercial Corners (Proposed)

Map 6: Designated Rapid and Frequent Transit Network (2011 Transit Futures Plan, BC Transit).




LEGEND

 Greenway (Designated)

 Greenway (Proposed)

 Key transit corridor in need of pedestrian improvements

 Crossing improvements/
Proposed new crossings

 Large Urban Village

 Small Urban Village

 New Urban Village (Proposed)

 Commercial Corners (Proposed)

Map 7: Designated Greenways network, with proposed additions and desired crossing improvements.

Where We're Headed

Draft Planning and Design Directions for **Mobility**

Principles for Integrated Mobility Corridors

- Continue to advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:
 - Integrate land use and transportation.
 - Align different transportation networks.
 - Improve multi-modal level of service.
 - Value the public right-of-way to support our goals.
 - Operate and maintain our assets to support these goals.
- Continue to advance the six key priority areas in *GO Victoria*:
 - Achieve Vision Zero to eliminate traffic fatalities.
 - Transform Public Transit.
 - Accelerate Active and Accessible Transportation.
 - Shift to Zero Emissions.
 - Rethink the curb (how we use space adjacent to the curb).
 - Harness data and technology to improve transportation choice and efficiency.
- Consider the unique role of Quadra Street as an Arts and Cultural Corridor in land use and mobility policies and decisions.
- Enhance corridors as places for pedestrians, those using mobility devices, and transit.
- Consider enhancements to mobility for people walking, cycling, or using mobility devices to support the future vision for North Park Village, placemaking features, and improved connections from the village to the surrounding areas.

Pandora Avenue

- Continue to advance the prioritization of cycling, walking, and multi-modal movement along Pandora Street.

Key Directions for Local Mobility

Urban Villages

- Develop Urban Villages Public Realm Design Standards to update existing pedestrian standards, considering desired sidewalk widths to accommodate accessibility, activity, pedestrian traffic, and furnishing and frontage zones consistent with best practices and local contexts.

Quadra Street

- Complete a comprehensive integrated mobility study and design for Quadra Street between Pandora Street and Tolmie Avenue, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:
 - Prioritize investments and development contributions to support walking, frequent transit, and vehicle movement as the priority modes.
 - Define the right-of-way acquisition that would be required through new development to realize the priorities described above, and ways to balance acquisition requirements with envisioned land uses and built forms (as described in related sections).

- Identify priority locations for transit shelter improvements, bus waiting areas, and any additional required right-of-way acquisition that may be needed.
- Identify opportunities to add crossing and other interventions to support safety in key zones, including at North Park Street, in Quadra Village, and near Central Park.
- Consider opportunities for small-scale placemaking on local intersecting streets that could accompany mobility improvements described above.

Cook Street

- Complete a comprehensive integrated mobility study and design of Cook Street between Pandora Street and Finlayson Street, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:
 - Prioritize investments and development contributions to support walking, local transit, potential future frequent transit, and vehicle movement as the priority modes.
 - Define the right-of-way acquisition that would be required through new development to realize the priorities described above, and ways to balance acquisition requirements with envisioned land uses and built forms (as described in related sections).
 - Identify priority locations for transit shelter improvements, bus waiting areas, and any additional required right-of-way acquisition that may be needed.
 - Identify opportunities to add crossing and other interventions to support safety in key zones, including in North Park Village (specific considerations detailed in the North Park Village section below), at Royal Athletic Park, and at the crossing of Cook Street at Kings Road.
 - Consider opportunities for small-scale placemaking on local intersecting streets that could accompany mobility improvements described above.
- Together with BC Transit, explore opportunities to increase levels of transit service along Cook Street as the population of the area grows.

North Park Village

- Create more bike parking in and near the village at public sites, including Royal Athletic Park and the Save On Food Memorial Arena, through the renewal of Crystal Pool, through reallocation of curb space, and through redevelopment.
- On Cook Street in North Park Village (Mason Street to just north of Caledonia Avenue):
 - Through redevelopment seek wider, accessible sidewalks, as well as transit stop improvements or boulevard spaces as applicable.
 - To better facilitate the improvements described above, consider applications to add parklets w, and consider further expansions of features like corner bulbouts where feasible. Where redevelopment occurs, seek wider sidewalks, spaces for street trees, and setbacks for patios on private land to preserve the right-of-way for pedestrians while encouraging lively street frontages.
- On North Park Street east of Cook Street:
 - Continue to monitor the success of the current placemaking features (patios in on-street parking sounds in front of 1107 and 1115 North Park Street).
 - As part of the design of a public space in the village consider a partial closure of North Park Street or Balmoral Street (see Placemaking section for further details).
 - Should a closure and additional placemaking features be designed, funded, and implemented, ensure access to truck loading zones, and consider the parking needs of adjacent businesses.

- Through redevelopment, formalize a laneway to the east of North Park Village that connects Grant Street and North Park Street for the use of businesses and new multi-family housing, as well as public access as appropriate.
- At the intersection of Balmoral and Cook Streets:
 - Consider traffic calming measures, including bulb-outs and other pedestrian realm improvements through the City's Traffic Calming Program.

Neighborhood and Connections

- On North Park Street between Cook Street and Quadra Street:
 - Prioritize road and right-of-way space for deliveries and movement of small trucks to support existing light industrial businesses and the future vision for ground floor artisan and maker spaces, including through the implementation of a flex space approach that includes adaptable stalls with parking permits (see also key directions for parking below).
 - As sites redevelop, in addition to ensuring right-of-way allocation to support businesses as described above, identify frontage improvements to support walking and accessibility, including wider sidewalks, relocation of utility polls, and landscaping as possible.
- Ensure boulevards and street trees are achieved in new development, including through establishing desired right-of-way to support them in model zones and other city-initiated zoning updates.
- Complete bicycle connectors on Vancouver Street and support community-led placemaking along the route, including the proposed project at Vancouver Street and Caledonia Street.
- For key directions related to Chambers Street see *Fernwood Planning Summary and Key Directions Report*.

Principles for Parking Management and Modernization

- Per the goals and objectives in *GO Victoria*, the City's sustainable mobility strategy, value the City's limited right-of-way to support access for people, sustainable travel behavior and convenient access for high-occupancy, low-carbon, and active travel modes and the efficient delivery of goods.
- Given the limited allocated parking and curb space in and near North Park Village, prioritize parking management to encourage turnover and to align with broader goals, including accessibility, vibrancy, and local economic development.

Key Directions for Parking Management and Modernization

- Create a parking management plan for the village which considers parking management and wayfinding signage, and potential future opportunities at 940 Caledonia Street.
- Encourage the inclusion of an underground, public parkade at the existing parking lot located at 940 Caledonia Street (adjacent to Royal Athletic Park) should the site redevelop for permanent a public use including a community facility, affordable or rental housing (following the conclusion of the current Temporary Use Permit on the site for the Tiny Village).
- Implement flexible approaches to parking along North Park Street that support access and delivery for existing and future maker and artisan spaces.
- As part of a city-wide parking modernization program, seek to implement parking management solutions in and near North Park Village and along Quadra Street in areas proximate to commercial uses, including:
 - Working with neighbours and local businesses to reallocate public space from vehicle parking to bicycle parking, in addition to other placemaking initiatives.
 - Piloting the elimination or modification of resident only parking.

- Piloting time-limited parking that supports improved turn-over of business patrons.
 - In the long-term, supporting other transportation demand measures (TDM) to be included in the parking modernization program (including elements like increased and diverse bicycle parking, car share spaces, and others).
- Support updates to relevant bylaws to be included in the parking modernization program that reduce parking requirements for commercial uses where appropriate (e.g., where the use does not require extensive parking and/or where alternative mobility options are highly accessible).
- Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and TDM, particularly for purpose-built rental projects and for housing near large urban villages, active transportation routes and frequent transit routes.

How We'll Get There

Implementation Steps for **Mobility**

Complete Comprehensive Studies for the Quadra Street and Cook Street Corridors The studies would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.
Deliver Village Parking Management and Undertake Parking Modernization for New Developments Guided by <i>GO Victoria</i> , the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.
Develop Urban Villages Public Realm Design Standards As part of implementing <i>GO Victoria</i> update existing pedestrian standards for urban villages through an integrated consideration of desired mobility and urban design.
Update the Subdivision and Development Servicing Standards Bylaw Guided by the <i>GO Victoria</i> , corridor studies, and updated Urban Village Public Realm standards, update the desired elements, widths, and frontage works desired in the public right-of-way.
Update the North Park Neighbourhood Plan Update the North Park Neighbourhood Plan to reflect the community objectives and draft directions herein.
Update the Official Community Plan (OCP) Update the OCP to reflect any changes in the greenways or active transportation network based on the directions herein.

Housing



What We Heard

Community Engagement Themes for **Housing**

Summary Themes – Broader City and Study Area

The below key summary themes are elaborated in the *Housing and Urban Design Report*.

- Both owners and renters expressed desire for a diverse range of housing choices to maintain a diverse community, meet future needs, and support households of different incomes, family types, ages, and lifestyles.
- Many were also concerned about preventing displacement of current low- and moderate-income residents, although there were differing opinions on the best approach to prevent displacement.
- There was broad support for housing that provides opportunities to live and move more sustainably, including through parking management and recognizing the trade-off between parking, green space, and affordability.
- Specific concerns included:
 - Provision of amenities with new housing.
 - Providing multi-family housing choices in quieter neighbourhoods, not just transit corridors.
 - Inclusion of affordable housing options.
 - Distribution of new housing within the region.
 - High quality design, including form and character, accessibility, green space, and heritage retention.

Support for Improved Housing Choice and Affordability

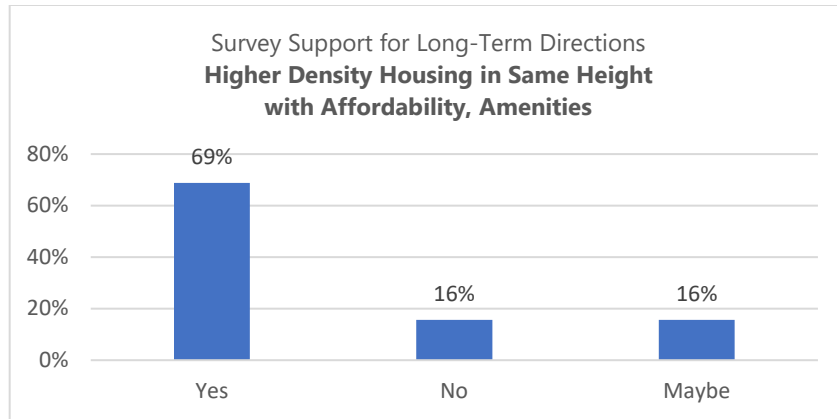
Support for more housing choice, diversity, and affordability in North Park was typically grounded in a desire to have diverse housing forms to meet the needs of diverse household types. Residents would also like to see more options for more people to have better access to the services and amenities that villages provide, including sustainable transportation options. Both the City's engagement and the survey promoted by the North Park Community Association found support for higher densities within the anticipated height ranges (e.g. 4 to 6 storeys for much of the neighbourhood east of Quadra Street, north of Pandora Avenue and south of Pembroke Street) if it enabled the inclusion of affordable housing.

"I would support higher density and increased height of residential buildings if it means that diverse housing options can be built (row houses, townhouse complexes, condos, apartment buildings up to ~6 storeys)"

However, feedback also revealed that some residents would prefer not to see further condo developments and micro suites in the area. Residents highlighted the need for more missing middle housing forms, such as row houses, along some arterials in the neighborhood. Generally, residents would also like to see more options suitable and affordable for families including in new multi-family development.

"I think it's super important to make sure there is accessible and/or non-market housing for families. I also like the idea of encouraging more porches/front yards instead of private backyards to encourage community building and integration."

"I love the idea of increasing building height along Quadra but maintaining the homes behind. I think that stand alone homes provide a lot of character and have historical significance."



Transitioning from Downtown: Support for Housing with Green and Leafy Streets

There was general support for new homes and green leafy streets between Quadra Street and North Park Village. Some noted that they would like to see full canopy trees instead of some smaller trees that exist in the area. In addition, others noted that they desired residential buildings to be set back from the sidewalk by an area of landscaping, a key feature they felt would differentiate North Park from downtown.

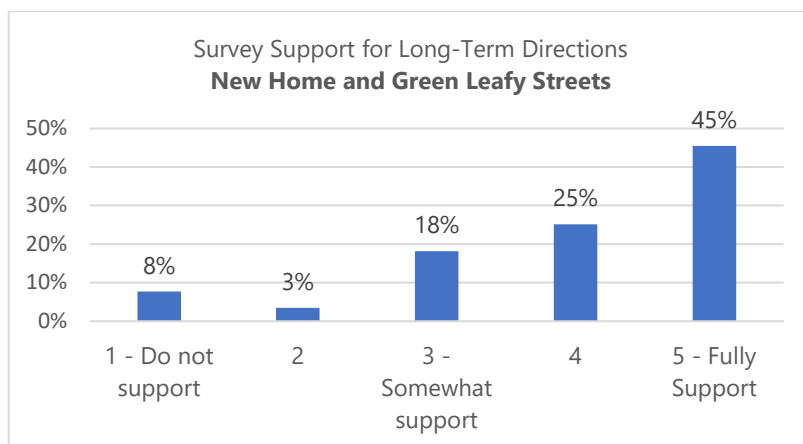
There was broad support for additional car share options and the reducing of parking minimums to encourage more affordable housing. However, some residents noted that any reduced or lost parking would be detrimental to the vibrancy of the village and its business. Others noted that they would like to see the City explore residential parking permits instead.

"I think that we need full canopy trees that meet over the streets, instead of today's small trees."

"Continue making people-places by slowing and reducing vehicles. Eliminate parking minimums."

"Excellent idea to encourage use of car share programs and transit passes."

The potential loss of affordable housing was of great concern to respondents. In both the City's survey and the North Park Neighbourhood Association's survey, participants expressed support for additional density (but not at the scale of downtown) if it meant truly affordable (non-market) housing could be retained and added.



What We Learned

Policy and Technical Analysis for **Housing**

Future Housing Needs and Capacity

The city of Victoria is anticipated to grow by more than 11,000 households between 2016 and 2041. On top of this anticipated growth, there is latent demand in the market today. The city needs to catch up with housing needs today, while keeping up with the anticipated needs of tomorrow.

An assessment of capacity in the *Official Community Plan* (OCP) Urban Place Designations revealed that at a city-wide scale, current capacity falls short by somewhere between 15% and 30%, and that the targets in the OCP's Growth Management Framework related to accommodating growth near walkable urban villages are unlikely to be realized. Through local area planning, the City needs to make room for more housing while considering related objectives, including:

- Creating the "right supply" in the "right places" (providing diverse options for diverse households in areas that reinforce complete communities and sustainable mobility)
- Supporting affordability and equity, both through the development of housing for people of different incomes, and housing that considers housing + transportation costs.
- Minimizing displacement of existing affordable housing stock.
- Meeting the community infrastructure, amenity, and service needs of a growing population.

To continue to preserve the affordable rental and ownership opportunities in and near North Park Village, the OCP's Urban Place Designations should not support rapid redevelopment of such sites. However, the OCP must provide more room for housing in or near the Village to meet the overarching objectives of creating complete communities, advancing sustainable mobility, and improving affordability.

Economic Analysis

A 2020 land economics analysis found market rental housing was potentially viable to build at densities of between 1.5 to 2.3:1 Floor Space Ratio (FSR) and above in various locations in the study area, depending on the location and approach to parking. The variability in viability between locations occurs mainly because achievable rents vary between areas, while underground parking can significantly increase costs, requiring higher densities to make the development viable.

This analysis represents market conditions as of 2020. It is meant to paint a broad picture as it cannot predict with accuracy what may be viable on any given site, or over time. It assumed that no government subsidies are provided, and profit margins are towards the lower end of the range of what is considered for private financing. Viability is also sensitive to factors such as lot size and pattern (as smaller lots tend to be more expensive per square metre of land area, whose minimum value is set by what buyers are willing to pay for a single-detached residential lot).

The above findings are focused on market rental viability. Generally, a strata development is viable at lower densities than a rental development. If a strata development were developed at the densities mentioned above, it would likely support contributions towards public amenities or housing benefits (affordable housing).

Areas for Consideration of additional Multi-Family Housing

This section is organized by sub-areas that were explored through engagement as potential areas to add multi-family housing. See the *Housing and Urban Design Report* to learn more about the draft form, density, and design parameters and potential housing needs that would be met.



- ① Off Corridor: North Park West
- ② Cook Street Corridor

LEGEND*

	Urban Residential		Change to Urban Residential
	Traditional Residential		New Housing Opportunity Areas
	Large Urban Village		New Mixed-Density Housing Areas
	Core Residential		Change to Industrial Employment-Residential
	Core Business		New North Park Core Residential District
	Core Employment		Large Urban Village Expansion
	Industrial Employment		Small Urban Village Expansion
	Public Facilities, Institutions, Parks and Open Space		New Village or Community Corner

*Includes only Designations Shown

Map 8: North Park Multi-family Housing Sub-Areas

Off Corridor: North Park West (North Park Core Residential District) (#1 on Map 8)

This area currently is designated as either “Core Residential” or “Urban Residential” in the *Official Community Plan*, although the “Core Residential” area between Quadra Street and Vancouver Street shares similar policies with “Urban Residential” areas east of Vancouver Street regarding density and built form. The Core Residential Areas are part of Development Permit Area 10(HC) which applies design guidelines and recognizes the important of several heritage properties, including several church buildings along Quadra Street. Key concerns regarding housing form expressed during engagement are the creation of “green and leafy” streets with street trees and setbacks; inclusions of affordable and non-market housing and avoiding displacement of those with lower incomes; and provision of indoor and outdoor amenities. These locations have a number of attributes that support multi-family housing with policies to address these concerns:

A walkable community and diverse mobility options:

- Very proximate to North Park Village, which provides an array of services and shopping.
- On the shoulder of the Downtown Core, and within close walking distance of downtown.
- Proximate to local transit routes, future frequent transit routes, and the downtown which acts as a transit hub for the region.
- Along All Ages and Abilities cycling routes.
- Added population will boost the success of local businesses and support transit investments.

Close to existing and future amenities:

- Area identified for investments in community facilities (including a new library branch, a new North Park Community Centre and a renewed Crystal Pool).
- Regional amenities are available in and near the downtown.
- There are several parks within walking distance, including Central Park.
- This area is identified in the OCP as an area for a new park space, as well as being identified as an area for creation of community centre space which is being explored.

Suitable to diverse household needs and forms:

- It provides the opportunity for multi-family housing off corridors, which is strongly desired by many renters and those living in multi-family housing.
- It is one of the most walkable locations within the Victoria region.



Figure 13: Concept for “green and leafy streets” in off-corridor housing on the downtown shoulder.

Cook Street Corridor (#2 on Map 8)

This area relates strongly to North Park Village and housing here would provide opportunities to live in a walkable neighbourhood and support the success of that village. It largely offers many of the same benefits as outlined for the Downtown Shoulder, above. Specific attributes include:

- A walkable area in close proximity to three urban villages (Quadra, North Park and Fernwood villages) and not far from the Downtown Core.
- Access to mobility options, including Frequent Transit Network (on Quadra Street with future service on Bay Street) and All Ages and Abilities bicycle network. If Cook Street is considered for Frequent Transit in the future, housing has potential to integrate future land use and transit objectives.
- There are several parks within walking distance, including Central Park, Stevenson Park, and Blackwood Park, as well as the Fernwood Community Centre. North Park has been identified in the OCP as an area for a new park space, as well as being identified as an area for creation of community centre space which is being explored.

Bay Street Corridor (#3 on Map 8)

Proximate to two Frequent Transit corridors, downtown and several urban villages, the Bay Street Corridor offers many of the same locational characteristics as the areas above. In addition to several parks in walking distance, the OCP identifies North Park Neighbourhood as a place to seek additional parkland, and the *Key Directions for Hillside-Quadra* present opportunities for adding green space between Bay Street and Hillside Avenue.

Many lots front onto both Bay Street and Empress Avenue. There is a mix of building types in the area, including character houses typical of North Park. Double-fronting lots provide the opportunity to develop new housing in a way which is sensitive to existing buildings of heritage merit.

Where We're Headed

Draft Planning and Design Directions for **Housing**

The areas explored through community engagement and policy, technical, and urban design analysis are proposed to be updated in the *Official Community Plan* to make room for additional multi-family housing.

Draft directions for forms, densities, and design parameters are detailed in the *Housing and Urban and Design Report*. The draft directions in that report are intended to make room for additional housing of varied forms and tenures in locations that help to advance sustainability and equity objectives and have received support from the community. The directions would be implemented through policy updates, design guidelines, and zoning bylaw amendments.

Key Directions

- See the *Housing and Urban Design Report*.

How We'll Get There

Implementation Steps for **Housing**

Update the North Park Neighbourhood Plan Update the North Park Neighbourhood Plan to reflect the community objectives and draft directions herein and in the <i>Housing and Urban Design</i> report.
Update the Downtown Core Area Plan Update sections of the Downtown Core Area Plan related to North Park as required to reflect the community objectives and draft directions herein and in the <i>Housing and Urban Design</i> report.
Update the Official Community Plan (OCP) Update the OCP as required to reflect the draft directions herein and in the <i>Housing and Urban Design</i> report.
<i>See Housing and Urban Design Report for additional implementation steps.</i>

Parks, Facilities, and Community Assets

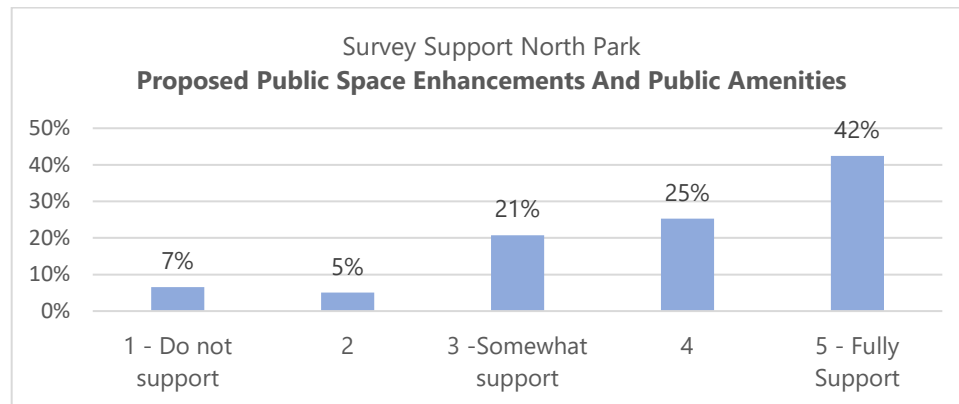


What We Heard

Community Engagement Themes for **Parks, Facilities, and Community Assets**

Overall Support for Proposed Public Space Enhancements and Public Amenities

A majority of respondents expressed support for the range of public space enhancements and community amenities proposed in the survey and which are detailed in the following sections.



A Desire for Enhanced and Formalized Public Use Space

Residents expressed appreciation for Crystal Pool and Central Park and highlighted its importance to the community. Many residents continue to express anxiety regarding the replacement of the pool and the future of Central Park. Many residents continue to note the need for a North Park community space.

"Crystal pool is an important part of North Park that has been missed for a while now. the park is great, the Steve Nash court is great and well used, and we need a public pool."

Some residents highlighted the Curling Club as an important community gathering space for the neighbourhood and city at large. Respondents noted its unique character and comfortable, casual feel. Many expressed desire for the Curling Club use to remain if the site was to redevelop.

"Ensure that with any changes to the curling club, curling remains with food and beverage. It's a very unique community gathering space."

"I support new uses for the curling club site as long as the Victoria Curling Club can still use it for curling! Our roller derby league was able to use the floor during the summer this year, as well, and that was great so it would be cool if more community groups could access spaces like this year round."

Residents appreciate Royal Athletic Park (RAP) as a local and regional asset and the ability to walk, bike, or transit to local games and events. However, many residents expressed their frustration that RAP does not fully serve the local neighbourhood. Residents noted that for a large greenspace, public access is extremely limited (though more programming and events have occurred more recently as part of the COVID-19 pandemic response). Others felt that the design of the park, particularly the walls and fencing was most problematic and that a redesign that supports existing functions while providing more visual access and some open public space would be better.

"Royal Athletic is a large greenspace, but it feels exclusive - how can it be more welcoming and not so (really) fenced off from the neighbourhood."

In a survey conducted by the North Park Neighbourhood Association (NPNA), a significant majority (86%) of respondents felt that RAP should be open for activities other than paid admission events. Residents continue to highlight that North Park does not have a dedicated community space like other neighbourhoods in the city.

"It seems such a shame that Royal Athletic Park is inaccessible to citizens MOST of the time. Aside from summer baseball games and the occasional concert or beer garden, that giant green space sits fenced off and empty day after day, year after year."

"If Royal Athletic Park is going to continue to be included in our green space allotment, then it should be open to the public 24/7 or turned into social housing. A fenced off, admission only park in the least affluent neighbourhoods in Victoria is not demonstrating equity."

What We Learned

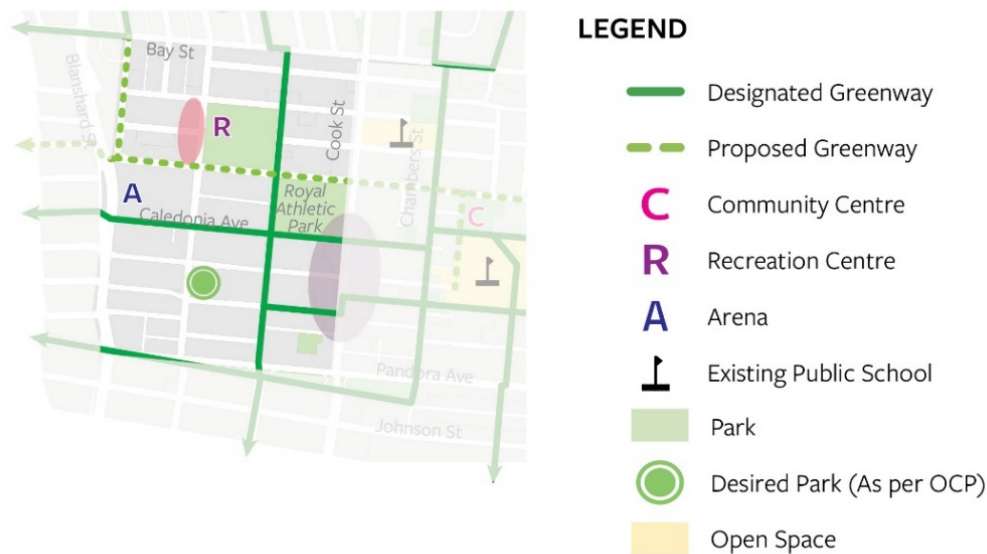
Policy and Technical Analysis for **Parks, Facilities, and Community Assets**

Parks and Open Spaces

The City's *Parks and Open Space Master Plan* provides a high-level road map guiding planning, management, and investment over 25 years. It includes priority short-term, medium-term, and ongoing actions. Individual parks and open spaces may have a park improvement plan to guide improvements. Funding for municipal park improvements comes primarily from the City's tax base or capital reserves. New development also contributes Development Cost Charges (DCCs), which can help to fund park improvement and acquisition based on needs generated by the anticipated population increase.

Parks and Community Assets in the Area (see also Map 9)

- Central Park
- Crystal Pool and Fitness Centre
- Franklin Green Park
- Royal Athletic Park
- Curling Club



Map 9: North Park Parks and Open Spaces, Current

The *Official Community Plan* (OCP) calls for 99% of Victorians to have a park or open space within 400m of home by 2041. While North Park as a whole meets this target, the OCP seeks a proposed park in the neighbourhood that has yet to be realized.

The *Parks and Open Space Master Plan* reflects a theme that was common throughout engagement – the desire to locate a water/spray park in the northeast area of that city because of the limited access to the waterfront.

Though some opportunities to add pockets of green space or environmental enhancement were identified through this process, the emphasis for this area is around improving existing assets for greater public use.

Community Facilities and Assets

The City owns the Royal Athletic Park stadium which is used seasonally by the Harbour Cats Baseball Club as well as other organized sport clubs. It is also used for events and festivals. As part of the COVID-19 pandemic response, the park was opened for programmed outdoor use, a function which the City will continue. In 2022, 190 days are booked for activities, including public health and wellness programming. The City also owns Save-On-Foods Memorial Centre which is operated by RG Properties on behalf of the City, through a long-term contract. The Victoria Curling Club is owned and operated by a non-profit society on land owned by the City.

Local Food Systems

Mason Street Farm is a privately owned and operated urban agriculture enterprise which supplies local food and seedlings to variety of businesses and organizations, as well as a seasonal farm stand. It operates on leased private land. A smaller commons garden exists in Franklin Green Park, maintained by the North Park Neighbourhood Association; and the Victoria Immigrant and Refugee Centre Society (VIRCS) operates a small pollinator garden in the neighbourhood.

A food and vendor market (not exclusively a farmers' market) was established by the North Park Neighbourhood Association in 2020-2021, and there may be opportunities to expand or partner with these offerings. While we heard interest in a Farmers' Market in various neighbourhoods, the viability of a farmers' market depends on capacity and broader demand. A more comprehensive process led by stakeholders to identify a potential market in Victoria's central/northern neighbourhoods might be most appropriate.

The *Growing in the City* urban agriculture program is comprised of several program streams to support community-based initiatives. This model provides local residents with a wide range of benefits including social opportunities and access to healthy food through the establishment of community gardens, orchards, and boulevard gardens on public and private lands. The City provides gardening materials, offers licenses for gardening on public land, along with guidance for boulevard gardening. The City also offers voluntary guidelines to inform food production in multi-family development (food production spaces are one possible use within open spaces identified in various design guidelines documents to encourage sociability and amenity space in multi-family housing).

Planned City Initiatives

The City has identified and will be undertaking a number of actions that will contribute to amenities in the area. Some of these actions are not place-specific, but have been identified in one or more plans or projects including:

- Developing a Community Centre for North Park
- Locating a library branch in the north part of the city.
- Replacing or renewing the Crystal Pool and Fitness Centre
- Consulting on the establishment of a city-initiated community garden within the city.
- Expanding grant streams to support the establishment and operation of community-initiated community gardens.
- Strengthening the Tree Preservation Bylaw (completed 2021) which includes protections for trees on private lands.
- Developing neighbourhood tree planting plans.
- Development of a Neighbourhood Learning Centre at Vic High by School District 61.

The future of the Crystal Pool and Fitness Centre is a key issue for the North Park neighbourhood. This item is listed as an action in the City's *2019-2022 Strategic Plan*.

Where We're Headed

Draft Planning and Design Directions for **Parks, Facilities, and Community Assets**

Principles for Parks and Open Spaces

- **Protect the environment:** Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.
 - Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
 - Improve sustainability and ecosystem services.
 - Mitigate and adapt to climate change.
- **Foster engaging experiences for everyone:** The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.
 - Parks and amenities are equitably distributed and well maintained.
 - Expand the variety of experiences and activities within the parks and open spaces system.
 - Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
 - Improve and maximize the utility of existing sports amenities.
 - Encourage community gardening and local food production by providing multigenerational, collaborative opportunities for learning and growing.
 - Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.
- **Celebrate Victoria:** Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.
 - Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.
- **Strengthen partnerships:** Community members, stewards, and partners help enhance all parks and open spaces in the city.
 - Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.
- **Maintain and enhance the Urban Forest:** The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Key Directions for Parks, Open Space and Community Facilities

- Through the establishment of new parks or development of park improvement plans, consider the following community priorities:
 - Creating a water or spray park and/or other water features that help draw people to and animate the space.
 - Incorporating more benches, tables, and sheltered areas for weather protection and seasonal comfort in parks and public open spaces.
 - Incorporating public washrooms and drinking fountain facilities.
- Through parks and facilities planning and partnership, seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city.
- Through planning for arts and culture facilities and implementation of the Music Strategy, consider the location of an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.

- Seek to establish a new park or significant public open space in the North Park neighbourhood per the direction in the *Official Community Plan* and the *Parks and Open Space Master Plan* and consider the community priorities noted above.
- Seek to establish a smaller linear public open space along the west side of Royal Athletic Park, which works in conjunction with the All Ages and Abilities bicycle route, the functions of the RAP facility and future opportunities at the 940 Caledonia parking lot.
- Continue to consider improvements to Central Park. If the Crystal Pool is relocated or redeveloped, engage the community on the development of a comprehensive site plan or park improvement plan and consider the community priorities noted above, in addition to the following:
 - Reinforcing and enhancing the park for multi-cultural, multi-generational use.
 - Improving drainage.
- Consider future enhancements to Franklin Green Park through a park improvement plan that considers the community priorities noted above, in addition to the following:
 - Improving management of pet zones and added protection to the off-leash dog area.
 - Preserving and enhancing the pickle ball court.
 - Enhancing its role as a place for picnicking and gathering for residents.
- Consider future enhancements to Pandora Green / Harris Green and consider ideas developed during the Pandora Green Charrette.
- Work with the Victoria Curling Club to identify additional opportunities for public use of the facility.
- Identify future opportunities for regular public access and programming at Royal Athletic Park.
- Support community initiatives to explore opportunities to create small green spaces, pockets of nature or food production on underused lands, including through placemaking programs and the *Growing in the City* program.
- Better connect green spaces to one another and to areas of higher-density housing through new greenways (see Mobility section).
- Seek to add community centre space to serve North Park and area residents.
- Consult with the community on the extent and nature of indoor amenity spaces at future development at 930 Pandora Avenue.
- Consider the potential for a public building, whether a community facility or affordable housing, at the 940 Caledonia Parking lot in future.

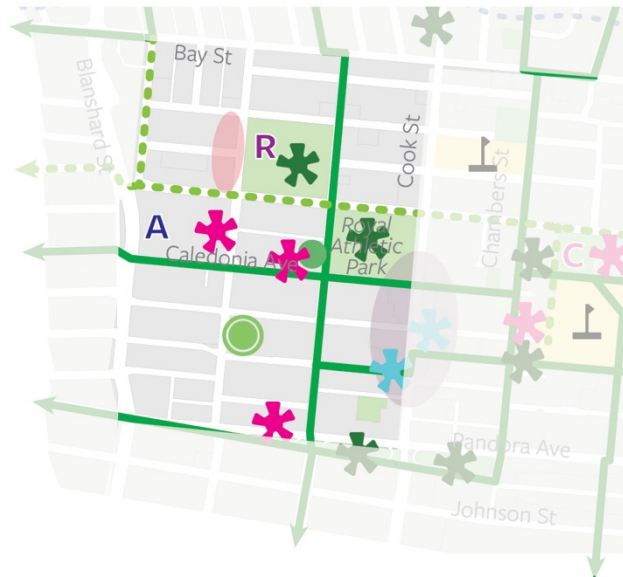
Principles for Local Food Systems

- Build on the strong network of community food systems in North Park to reflect the values of food security and sustainability.
- Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.













Key Directions for Local Food Systems

- Support community-led efforts to enhance or establish additional community gardens (including allotment gardens, commons gardens or community orchards) and to develop other community-led gardening initiatives (such as boulevard gardening and urban food trees), through the *Growing in the City* program.
- Support community programs to distribute food and enhance food security, including “Good Food Boxes”, community supported agriculture, and others.
- As part of any future community facilities, support additional capacity for commercial kitchen uses and space for family meal programs, community teas and other social connections around food (e.g., “Family Dinners,” cooking programs, or social enterprises).

- Support the development and enhancement of public spaces that includes opportunities to share, sell, and grow food.
- Support the continued use of the Mason Street Farm as Urban Agriculture enterprise or location.



LEGEND

	Designated Greenway		Park
	Proposed Greenway		Desired Park (As per OCP)
	Community Centre		Open Space
	Recreation Centre		Plaza or Formalized Public Space (Proposed)
	Arena		Community Use Space (Proposed)
	Existing Public School		Desired Enhancement to Park or Open Space

Map 10: Desired Parks, Open Spaces, Community Facilities and Greenways enhancements

How We'll Get There

Implementation Steps for **Parks, Facilities, and Community Assets**

Update the North Park Neighbourhood Plan Update the North Park Neighbourhood Plan to reflect the community objectives and draft directions herein.
Consider Opportunities for Community Gardens Consider additional gardens through the City's community-led, city-supported food systems initiatives, as well as consideration of a City-initiated, community-managed garden within the city.
Seek Dedicated Cultural Spaces for Indigenous Residents As opportunities arise, seek partnerships to create cultural spaces for Indigenous residents in the centre of the region.
Consider Opportunities Through a Parks Acquisition and Development Plan Continue to explore opportunities for land acquisition or access to greenspace for public use, through a park acquisition/development plan, or as opportunities arise (including through major rezonings or partnerships).
Support a Community-led Action Process If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g. local food and placemaking projects).
Identify Community Facilities Needs and a Strategy for Creating Them Include North Park in consultations scheduled on the proposed public amenities at 930 Pandora Avenue scheduled for 2021-2022.

Fernwood

Planning Summary and Draft Directions



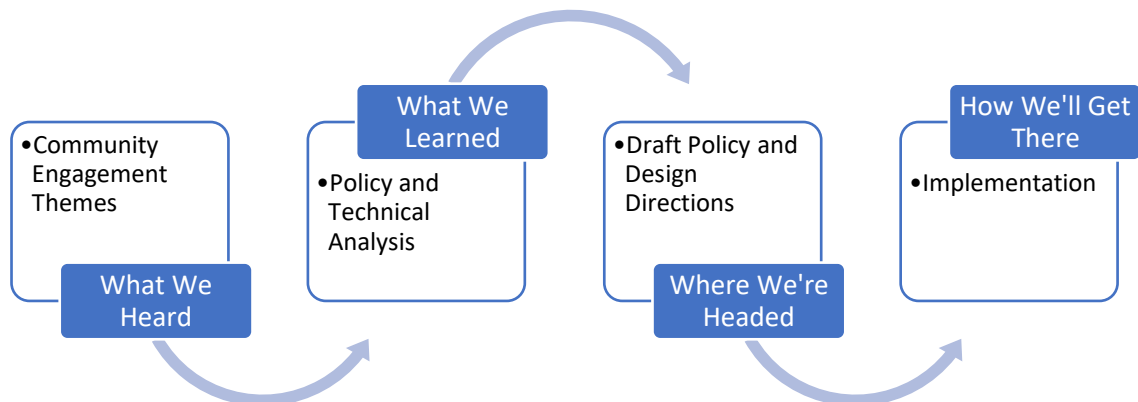
Village and Corridor Planning Phase 1:
Quadra, Fernwood & North Park Villages, Corridors & Surrounding Areas

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About this Report

This report outlines the planning process and **draft directions for Fernwood**, which includes Fernwood Village, the Fernwood Road Corridor, the Bay Street Corridor, and surrounding areas. Each of the subject matter sections describes community engagement themes, policy and technical analysis, the resulting draft policy and design directions, and finally the required implementation steps.



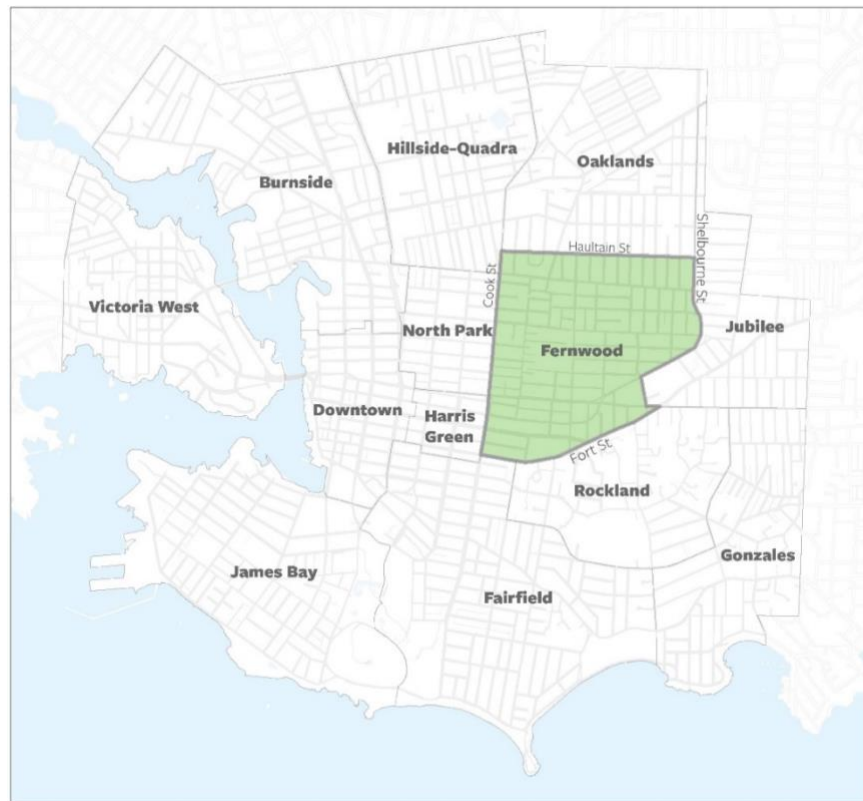
Please see the Stage 2 Engagement Summary for details of the engagement process.

About the Fernwood Neighbourhood

Fernwood is a neighbourhood that is rich with arts, culture, and opportunities for community connection. The community is known for being home to artists, artisans, and makers, as well as people of all ages and many families. As of 2016, the neighbourhood had the city's highest total number of families with children at home, and one of the highest shares of young adults aged 15-34. However, rising housing costs in the neighbourhood, and the city, have left fewer opportunities for young families and others looking to make a start and find suitable housing.

The area's history of offering family and community connections through arts, culture, and local festivals is reflected in its most beloved assets. Among these assets are the Belfry Theatre, Fernwood Square, and local community organizing and supporting groups like the Fernwood Neighbourhood Resources Group (NRG) and the Fernwood Community Association (FCA).

The neighbourhood is bounded by Haultain Street to the north, Fort Street to the south, Cook Street to the west, and Belmont Avenue, Begbie Street, and Shelbourne Street to the east (Map 1). Many of Fernwood's residents benefit from its proximity and connections to the downtown core, and several large and small urban villages (including Fernwood Village, Haultain Corners, North Park Village, and Stadacona Village) within walking distance.



Map 1: Fernwood Neighbourhood

The neighbourhood is home to close to 10,000 residents in over 5,000 households¹. While the neighbourhood has the highest total number of family households, household types and age of residents is quite diverse – with a mix of families, seniors, youth, couples, and singles.

Most of the housing in the neighbourhood is either single family with and without suites (about 24% of dwellings) and apartments (about 63% of dwellings, most of which are closer to Downtown, Stadacona Village, Pandora Avenue and the Fort Street Corridor). Apartment buildings are typically three to four storeys and include both rental and strata, most built between the 1960's and 1990's. The neighbourhood has a slightly higher share of renters (66% of households) than the city as a whole (at 60%).

The area is intrinsically tied to the historical growth of Victoria. Just east of Fernwood Village is a district known as Spring Ridge. Gravel deposits left after the retreat of the last Ice Age 10,000 years ago underlie this area. Numerous freshwater springs gave it its name. Until the damming of Elk Lake in the early 1870s, these springs were the principal source of drinking water for Victoria.

There are several registered and designated heritage assets in Fernwood, particularly in and near Fernwood Village, in addition to a number of older character homes (Map 2). The area has seen little growth in recent years. According to the City's building permit data, just 42 new housing units were built in the neighbourhood between 2012 and 2018. Fourteen additional units were approved through BPs in 2019-2020. An current application near Caledonia Street is seeking a rezoning to provide approximately 140 net additional homes, a majority of which are proposed to be deeply subsidized or rent-geared-to-income.



Map 2: Fernwood Heritage

¹ Unless otherwise noted, data references the 2016 Census.

Proposed Key Directions for the Plan (Fernwood)



Figure 1: Proposed Key Directions

Fernwood Village



About Fernwood Village

Fernwood Village surrounds the intersection of Fernwood Road and Gladstone Avenue, with Fernwood Square providing a central gathering place for much of the community. What now serves as a heart of the neighbourhood, the area first developed in the 1890s and early 1900s as a terminus of the streetcar line connecting the neighbourhood to downtown. Many of the commercial and service buildings from that era still stand today and are home to local businesses, restaurants, and cultural institutions. Fernwood Square saw significant revitalization starting in the 1990s and the square is now an active village and public space.

Several major community assets are in and near the village. The Belfry Theatre is one of the main landmarks of the village, producing contemporary plays and promoting artistic, cultural, and educational events for the Greater Victoria Region. The Belfry building is a former Baptist church and the company's history is rooted in community, having once shared the site with a homeless shelter operated by the Cool Aid Society. The Fernwood Community Centre, operated by the Fernwood Neighbourhood Resources Group (NRG), is located just west of the square on Gladstone Avenue. The NRG provides childcare, family support programs, and recreational activities. The NRG has also developed several social enterprises in the community over the years. Victoria High School, a heritage building, is located just south of the square. And just across the street is the Fernwood Community Association which often displays local art and provides a space for community meetings at Paul Phillips Hall (1923 Fernwood Road).

The area is rich with other opportunities for social connection, including through the Compost Education Centre, Spring Ridge Commons, Gower Park and William Stevenson Park. Smaller retail businesses, restaurants, coffee shops, and a pub all draw local customers as well as others from across the city and region.

Fernwood Avenue is a bus route and collector road, connecting to Bay Street and Pandora Avenue. All Ages and Abilities (AAA) cycling routes (planned, designed, or constructed) are close to the village area. The neighbourhood's travel mode share largely reflects that of the city's, with 50% of trips by walking, cycling or transit (similar to the city-wide average of 49%).

Fernwood Village is identified as a Small Urban Village in Victoria's *Official Community Plan* (OCP). The area has many of the features that characterize a Small Urban Village, and others that are often found in larger villages, including:

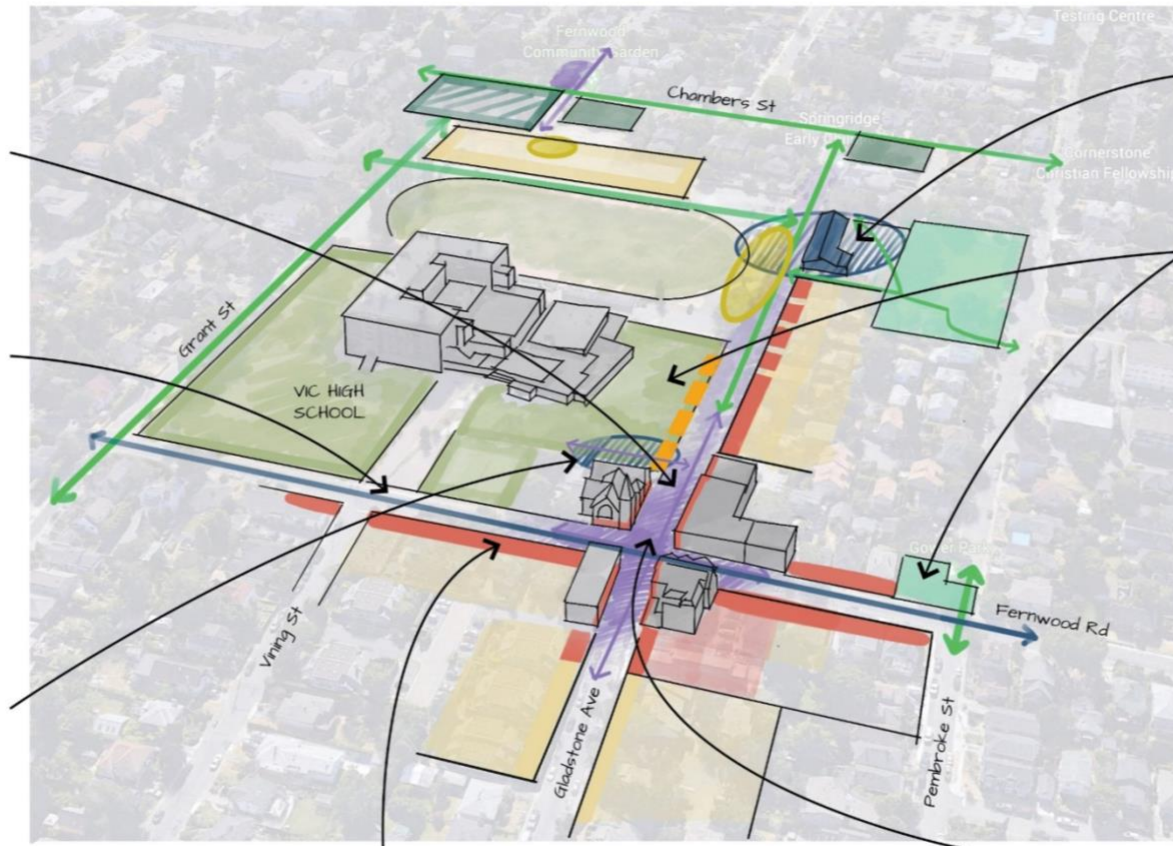
- Ground-oriented commercial and community service buildings in and near the village.
- Services to meet daily needs, including restaurants, cafes, and a small grocer.
- Clear sense of place, character, and identity.
- Local transit service.
- Proximity to parks and community amenities.

Fernwood Village Directions

Enhance the public realm along Gladstone Avenue, considering pedestrian enhancements, pedestrian-scale lighting, and potential locations for kiosks supporting emerging small businesses.

Support pedestrian-priority elements along Fernwood Road including enhanced crossings, relocating or enhancing bus stops, and expanding sidewalks when opportunities arise.

Support the expansion of cultural space adjacent to the Belfry Theatre if the opportunity should arise, with enhanced connectivity between the square and the Vic High grounds.



Support the renewal of the Fernwood Community Centre space, with mixed-income housing above if the opportunity should arise.

Retain existing nearby greenspaces and enhance Gower Park with additional public.

Retain existing heritage buildings, considering sensitive additions.

Encourage urban design, public realm, and placemaking features that build on or complement the historic assets of the Village, including reflections of Indigenous or environmental histories.

Allow for a flexible expansion of Fernwood Village along Fernwood Road and west along Gladstone Avenue in a way that enhances the existing commercial, art, and community uses, emphasizes the creation of diverse housing options, and reflects the small spaces and visually eclectic storefronts that exist today.

Manage parking to balance needs of businesses, arts and culture, and residents.

Refresh Fernwood Square through placemaking and expand the feel and function of the Square along Gladstone Avenue to the east.

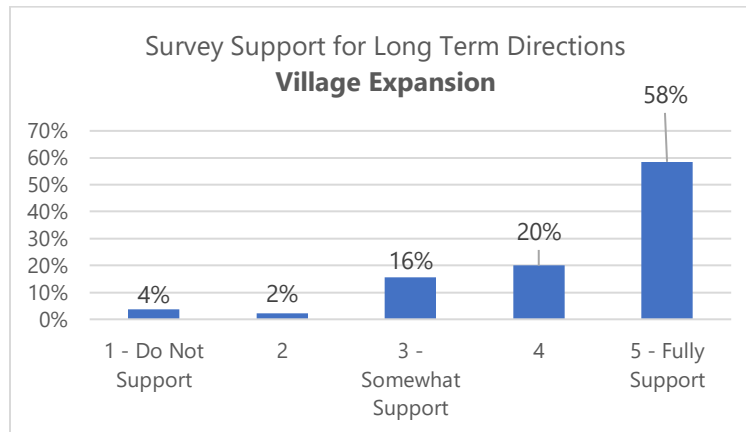
Figure 2: Key Directions for the Village

What We Heard

Community Engagement Themes for **Fernwood Village**

Expanding the Footprint of Fernwood Village

While a priority among residents is to preserve the small village feel and heritage features of the buildings that surround Fernwood Square, and to maintain the lower-cost rents for the businesses that occupy them, there is strong support for more activity in and near the village and increased diversity of retail and personal and professional services. Of the 306 survey respondents to this question, 78% indicated strong or full support for an expanded village footprint.



Participants noted that more businesses could improve the liveliness of the square. There were diverse comments and opinions about the types of retail uses, with some noting that small, eclectic shops would best complement the existing vibe of the village, while others noted the area could use more practical daily services. Childcare spaces and spaces for families and youth are desired. Additionally, participants noted a desire for more free, publicly accessible, and diverse spaces for activity.

"It would be nice to have some more areas where people can go without having to pay. A mix of businesses and other friendly community spaces would be great."

When asked about where the most appropriate locations were for expanding the footprint of the village (see Figure 3), participants saw benefits and drawback of all proposed locations – many noted that all locations should be considered over time, especially if diverse and/or affordable housing options are included.

"I am in favour of all 4 options. More retail/restaurants will create a more vibrant neighborhood for all"

"I'd like to see the option for business expansion in all directions, but I've prioritized the east west options because they'll be more pedestrian friendly and generally nice to lounge in. Fernwood is a busy road."

However, the greatest support for expansion was for the area along Gladstone Ave to the west (C), to better connect the square to the existing Fernwood Community Centre and Vic High grounds. The area along Fernwood Road to the north (B) had the next greatest degree of support (though was quite close in ranking to the other two areas).



Figure 3: Fernwood Village expansion areas explored during engagement.

"I think having C and D for village expansion would allow a commercial strip to flourish along the pedestrian Gladstone St. This would allow these businesses to seasonally expand onto the street and create a more lively strip while not encroaching on the more residential adjacent streets."

"Expanding west has the best connectivity to the growing North Park area and downtown."

"The east part of the Village is definitely the more vibrant, so I'm in favour of encouraging more development on the west side to bring more interest into the square itself. I also think there is a great opportunity to connect [Gower] Park with the rest of the Village. How wonderful would it be to be able to seamlessly go between a shop, say for a coffee or ice cream and enjoy it in the park. Right now there is too much of a disconnect between commercial and the park to make it a destination."

"The intent prioritizing C and A is that if the height and density is enough, it acts as a bit of barrier for the residential behind, allows for more "action" in the square and hopefully less arguments with neighbours about noise and such. Only for these if they do not result in a net loss of affordable housing though."

Many comments, both from survey participants and in focus groups, were concerned with potential impacts to existing rental and affordable housing (including older single-family homes). Many participants also wanted to ensure that any new housing cater to a broad diversity of residents. There were several comments related to design and parking should the village expand. This input is detailed in the related sections of this report.

Support for Arts, Culture and Community Uses

An ongoing theme was how valued arts, culture, and community is in the Fernwood area. Residents appreciate the Belfry Theatre and the way it attracts activity for other local businesses around the square. There is general support for expansion of the Belfry and a desire to manage parking to accommodate regional visitors. There is also a desire among residents to continue to support smaller and diverse arts, culture and community uses in and near the village, including by creating opportunities for local artists and makers to showcase and sell their work in temporary or modular spaces like kiosks.

"I would like to see more public, shared spaces / corners / intersections around Fernwood. Not necessarily with a commercial focus, but just more areas to encourage socializing in neighbourhoods comprised of mostly single-detached homes e.g. benches on corners, seating near little-free-libraries, etc."

What We Learned

Policy and Technical Analysis for **Fernwood Village**

Fernwood Village Development Patterns

Fernwood Village has a mix of commercial and commercial-residential mixed-use buildings of one to three storeys. Commercial spaces range from small spaces to the medium-sized Fernwood Inn, and host a range of beloved eateries, coffee shops, specialty food shops, varied retail, and personal and professional services. Over the years, commercial space has expanded to the south and west typically introduced into existing residential buildings and the creation of one new building at 1310 Gladstone that brought below-grade workspaces in addition to retail and residential space.

Heritage and historical development patterns define the village. The Village is characterized by several heritage-registered or designated buildings, including Paul Philips Hall (1921-1923 Fernwood Road), the Cornerstone Building (1301 Gladstone Street), the Belfry Theatre, and the Rennie Block north of Fernwood Square. The building at 1300 Gladstone Avenue (the Fernwood Inn) was renovated with a faux-heritage façade.

The village's strongest focus is at Fernwood Square and along Gladstone Avenue to the east, with business activity extending north and south along Fernwood Road. The square was rehabilitated in the 1990s and contains a gazebo, information kiosk, two trees (including the "wishing tree"), and some patio seating. The square is well-used most days and especially for community celebrations which often spill into the Vic High grounds. The square suffers from drainage issues as well as wind impacts during winter months. Pop-up patios installed along Gladstone Avenue east of Fernwood Road in response to the COVID-19 pandemic are popular.

Fernwood Road in and near the village has a narrow right-of-way of approximately 12.2m (40 ft), accommodating sidewalks, two travel lanes, and on-street parking on the east side. A bus pull-out on the southwest side of the intersection serves local routes. Most curbside parking spaces prioritize residential use, with only five spaces regulated as short-term for turnover that would support businesses.

Sidewalks along Fernwood Road are approximately 1.8 metres (quite narrow for a commercial area with high amounts of foot traffic) which may limit the ability to draw pedestrians north or south from the square. A single crosswalk at the Gladstone-Fernwood intersection connects the square to the activity along Gladstone east.

Current Prominent Development Proposals

The City is considering a development proposal for affordable housing at the site west of Vic High between Gladstone Avenue and Grant Street. Through this proposed redevelopment amenities and public realm improvements for the area could be secured, including an indoor community amenity space, new expanded community garden, accessible living units, and public realm improvements, including contributions of rights-of-way for pedestrian improvements along Gladstone Avenue, Grant Street, and Fernwood Road.

Existing Land Use Policy and Zoning

Fernwood Village is currently designated as a Small Urban Village in the City's *Official Community Plan* (OCP), which can consider a range of uses with ground floor commercial spaces of approximately 3 to 4 storeys and 1.5:1 to 2:1 Floor Space Ratio. The current OCP considers these higher densities along arterial and minor arterial roads. Much of the area surrounding the Small Urban Village is designated Traditional Residential which generally supports development with a density of 1:1 FSR.

Commercial or mixed-use buildings in the village have a mix of zoning, including C-1 Limited Commercial, which allows buildings up to 3-4 storeys. Buildings around the village have varied zoning including for duplex, townhouse, and single-detached. Zoning represents current entitlements and not necessarily the future vision.

Making room for new housing in and near urban villages is an important element of the OCP's 30-year Growth Framework, which emphasizes focusing growth in areas that will create complete communities and support sustainable mobility. Areas in and near Fernwood Village have limited capacity for development based on current policy, and the village and surrounding area have seen very little redevelopment in recent years.

For larger redevelopments, the City's *Inclusionary Housing and Community Amenity* policy indicates that desired amenities be negotiated. Desired public benefits may be informed by local area plans, design guidelines, the *Victoria Housing Strategy*, and desired elements of a "complete village" as articulated in the OCP.

Retail Needs, Capacity, and City-wide Objectives

A retail assessment concluded that the area encompassing Hillside-Quadra, Fernwood, North Park, Oaklands, and Jubilee neighbourhoods could accommodate up to approximately 255,000 additional square feet of retail and services (an approximate 26% increase) between 2020 and 2040. This growth would help to meet the needs of people, without negatively impacting the amount spent per square foot (i.e., without negatively affecting existing or future business viability). The assessment is based on anticipated population changes and trends regarding consumer behaviour. It captures sectors like general merchandising, restaurants and coffee shops, grocers and specialty food shops, and personal, professional, and health services. Without changing existing policy, it is estimated that about 20% of this would be accommodated within existing urban villages at sites which are likely candidates for redevelopment over the next 20 years.

The retail study shows that by 2041, the Fernwood area could support up to approximately 100,000 additional square feet of retail and service space serving local residents (by comparison, Fernwood Village currently contains 52,000 square feet of commercial space, and Haultain Corners contains 36,000 square feet). This expansion is supported in part by the fact that many residents near and north of Bay Street in Oaklands, Fernwood, Jubilee and Oak Bay live more than a 15-minute walk from existing, larger urban villages or commercial areas, and the current and future population would support additional retail and services.

Village expansion in any direction (noted on Figure 3 above) could be supported, with varying potential for redevelopment. With a continued desire to ensure retail vitality in the downtown, maintain the current feel and scale of Fernwood Village, and to focus on creating more access to services where they are lacking, retail policies within Fernwood Village should take care not to dominate. Rather, policies should emphasize the need to create diverse housing options, while accommodating smaller-footprint spaces for retail and services where possible. Policies for Bay Street could encourage a broader range of neighbourhood-scale retail and service spaces to meet area needs.

Victoria 3.0 - Recovery Reinvention Resilience - 2020-2041 is the City's long-term economic action plan. It supports local retail and small businesses, both in recovery and resilience following the COVID-19 pandemic and growth and expansion into the future. The plan emphasizes diversity and inclusion of youth, Indigenous residents, and Canadian newcomers.

Other existing directions, to be completed outside of the local area planning process, will address other concerns and some desired actions to support local businesses. *Build Back Victoria* is a set of city-led initiatives to support local businesses and the community to reopen and recover from the COVID-19 pandemic, including \$575,000 in economic stimulus grants. The City's *2019-2022 Strategic Plan* includes an action to "Explore the

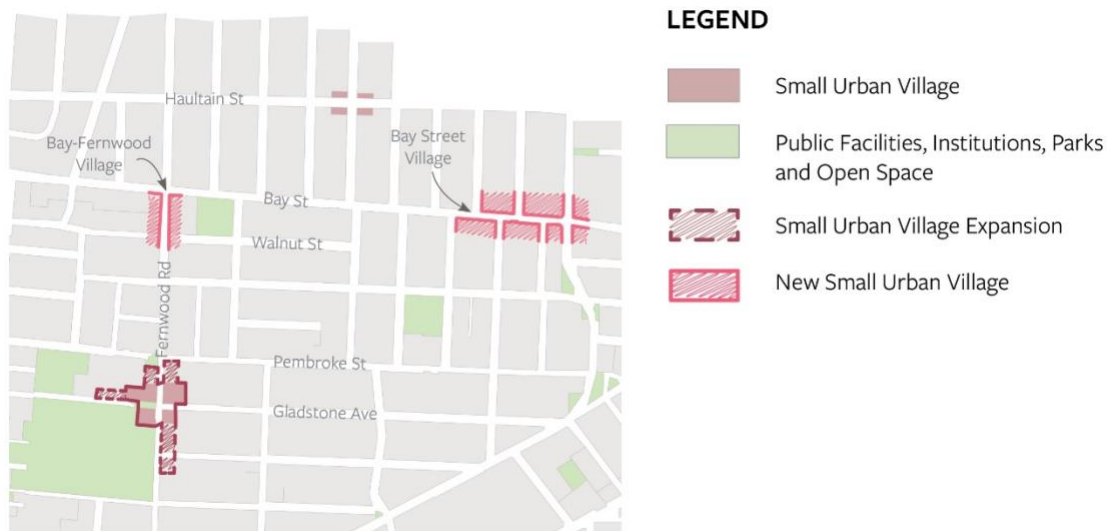
creation of a Legacy Business Program that specifically protects and highlights longstanding local businesses that are being priced out of our neighbourhoods.”

Land Economics Analysis

Land Economic analysis more generally carried out for the City shows that on typical Small Urban Village sites, to create mixed-use commercial-residential buildings, generally requires densities of around 2:1 Floor Space Ratio. Buildings that include rental housing may be marginal at this density. Purely rental residential buildings (without a commercial component) near the village could be viable, however, at 2:1 Floor Space Ratio.

Where We're Headed

Draft Planning and Design Directions for **Fernwood Village**



Map 3: Proposed Village and Village Expansion Areas

Principles for Fernwood Village

- **Historic Character:** Retain and respect the unique and historic scale, fabric and built form of Fernwood Village's buildings and their relation to public space.
- **Community Identity and Public Space:** Maintain and enhance the ways Fernwood Village's public spaces work with the mix of commerce, art, and culture to create a unique community focal point. Seek to refresh Fernwood Square, retaining the key features that make it a beloved amenity; to expand public space in adjacent locations through community-led and City-supported Placemaking initiatives, with a focus on Gladstone Street; and to enhance connections of community activity to surrounding green spaces.
- **Arts and Culture:** Support the success of key arts and culture venues, including the Belfry Theatre which provide a regionally significant cultural space supporting established and emerging artists in the region.
- **Sensitive Urban Design:** Seek a high-quality design in new buildings and public spaces, guided by the Principles for Urban Design in this document. Ensure new development adjacent to the historic heart of the village is of high quality, and is compatible with and complementary to, but is distinguishable from, the iconic, intact, and regionally significant heritage fabric of Fernwood Village.
- **Business Diversity:** Support and strengthen the diversity of smaller shops, community services and eateries, through improved public realm, the use of placemaking programs, the maintenance of a variety of smaller-size storefronts, and changes to parking management. Fernwood Village remains a place for smaller-scale shopping, with opportunities for medium-sized establishments in nearby villages and corridors, including those proposed on Bay Street.
- **Thoughtful Expansion:** Thoughtfully expand the footprint of the Village in a manner that:
 - enhances the existing commercial, art, and community uses available to the local residents;
 - emphasizes the creation of diverse housing options; and,
 - reflects the small spaces and visually eclectic storefronts that exist today.

- **Placemaking and Public Space:** Seek to refresh Fernwood Square, retaining the key features that make it a beloved amenity, and expand public space in adjacent locations through community-led and City-supported Placemaking initiatives, with a focus on Gladstone Street.
- **Housing Choice:** Create opportunities to add a mix of housing in and near the village that supports people of different incomes, lifestyles, and household types.
- **Sustainable Mobility:** Support growth and change that encourages walking, cycling, transit, and shared mobility; that improves the pedestrian experience within and to the village; and that ensures access for deliveries, commercial needs, and those with mobility needs.
- **Urban Forest and Landscapes:** Consider opportunities to bring experience of nature into the area, including healthy street trees and public and private landscapes, and more sense of connection between the village and nearby parks.

Key Policy Directions for Fernwood Village

General Land Use Directions

- Expand the Small Urban Village Urban Place Designation along Gladstone Avenue between Fernwood Community Centre and Fernwood Square, and along Fernwood Road between Vining Street and Pembroke Street (excluding Gower Park), as indicated on Map 3 with the following **commercial desired** strategies:
 - Support mixed-use development with publicly-oriented active ground floor uses that may include retail, community and public serving spaces, arts spaces, and other uses that enliven or activate the street.
 - Consider developments that build flexible ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
 - Consider the adaptive re-use of existing residential houses for commercial or community uses.
- Consider development of approximately 4 storeys in height and approximately 1.5:1 Floor Space Ratio, consistent with the intent of the current Small Urban Village Designation.
- Consider density of approximately 2:1 Floor Space Ratio, considering public or housing benefits consistent with City policies.
- The achievable scale on any one site should consider site size, orientation, and context. See Urban Design and the Public Realm section for specific design guidance for new buildings.

Heritage and Character

- Retain the existing heritage buildings in the village, considering sensitive additions, encourage additions to the Heritage Register and heritage designation, and ensure new development is responsive to the context of these buildings.
- Encourage urban design, public realm, and placemaking features that build on or complement the historic assets of the village, including reflections of Indigenous or environmental histories (see Public Realm and Placemaking directions for further detail).
- Ensure the spire of the current Belfry Theatre building remains a prominent feature of the village (see Public Realm and Placemaking directions for further detail).

Business Diversity

- Encourage buildings with smaller footprints (15.2-30.5 metres frontage along Fernwood Road and Gladstone Avenue) by reducing, eliminating or minimizing vehicle parking requirements for smaller-footprint buildings (see Mobility section for more details).

- Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain the existing narrow shop front pattern. Consider the inclusion of small commercial spaces (as small as 150-300 square feet) for emerging businesses.

Public Space and Mobility

- Together with the community, prepare a design and seek funding for a refresh of Fernwood Square (see Urban Design and Public Realm section for more details).
- Seek improvements to pedestrian connections, including the Fernwood-Gladstone intersection, and bus waiting areas as identified in the Mobility section of this document.
- Secure public rights-of-way through development, to facilitate continued pedestrian improvements and connections, building on those identified in the proposed development west of Vic High.
- Consider bold moves for commercial and residential parking in the village per the key directions in the Mobility section.



Figure 4: Concept developed during engagement for improving the connection between Fernwood Square and Gladstone Avenue to the east

Arts, Culture and Community Uses

- Support expansion of The Belfry Theatre / arts and culture space, consistent with the *Create Victoria* Arts and Culture Master Plan and needs identified in the upcoming Cultural Spaces Roadmap.
- Encourage public art programs through community action and existing grant programs, to create events, murals, art installations, and other artistic and cultural expressions identified by the community, and to involve, empower, and reflect Indigenous and multi-cultural people and perspectives.
- Support community-led placemaking initiatives, partnerships, and public investments that:
 - Enliven Gladstone Street east of Fernwood Square with publicly-accessible seating and spaces.
 - Activate the stretch of Gladstone from Fernwood Square to the Community Centre and provide opportunities for local artists and entrepreneurs, including through temporary or seasonal markets, or more permanent fixtures like pedestrian-scale lighting, kiosks, and sidewalk enhancements (see Urban Design and Public Realm and Mobility directions for further detail).

How We'll Get There

Implementation Steps for **Fernwood Village**

Update the Official Community Plan (OCP) Update the OCP, including the Urban Place Designations, maps, development permit areas, and neighbourhood sections, as required to implement the draft directions herein.
Update the Fernwood Neighbourhood Plan Update the Fernwood Neighbourhood Plan to reflect the community objectives and draft directions herein.
Update the Zoning Bylaw Update zoning for Fernwood Village and surrounding areas to support the directions herein.
Deliver Village Parking Management and Undertake Parking Modernization for New Developments Guided by <i>GO Victoria</i> , the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.

Bay Street Corridor and Villages



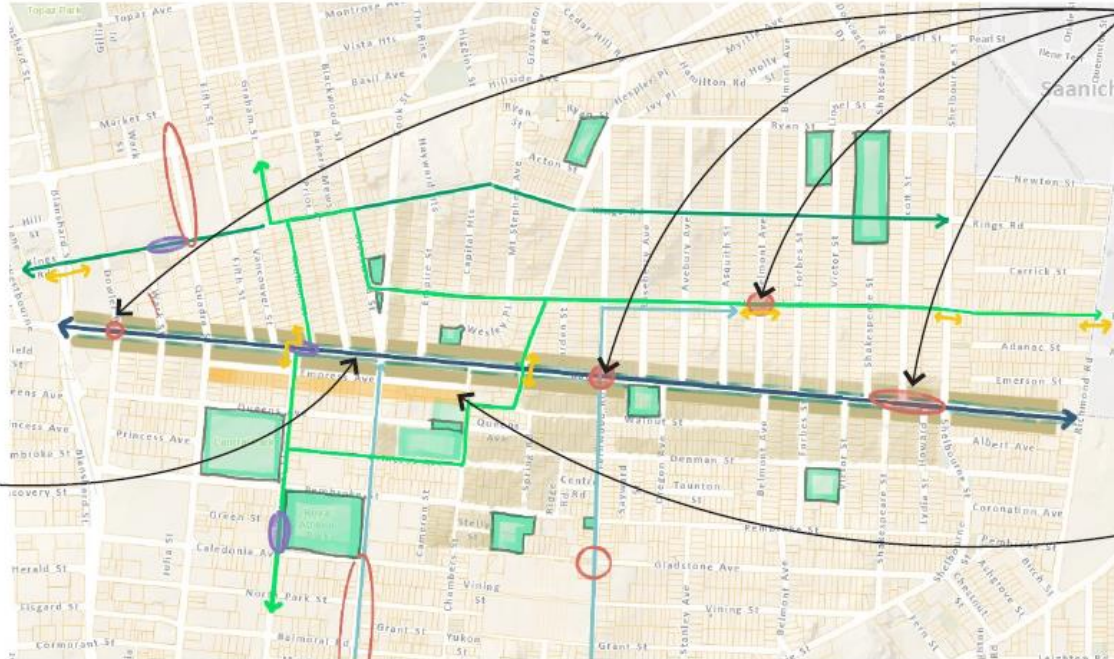
About Bay Street Corridor and Villages

The Bay Street Corridor is a prominent east west connector in the city and has been an important part of this planning process. The corridor provides several opportunities to increase housing choice, align land use, mobility, and climate action objectives, and develop complete communities with walkable villages.

The structure diagram on the following page summarizes key moves for the corridor. The emerging villages in the corridor are discussed in the subsequent section, and specific themes related to design, mobility, and housing for Bay Street are included in the corresponding sections of this report.

Bay Street Directions

Support diverse housing options along and near the Bay Street Frequent Transit Route to connect more people to jobs and communities.



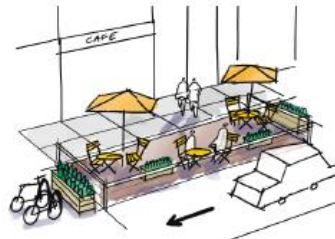
Allow small villages and commercial corners to evolve along the route and support the diverse needs of Oaklands, Fernwood, North Park, Hillside-Quadra and Burnside-Gorge.



Retain and enhance heritage assets.



Improve pedestrian comfort and calm traffic along Bay through planned mobility improvements (AAA network crossings).



Enhance the public realm through placemaking, high-quality urban design, and improvements to public spaces in redevelopment.

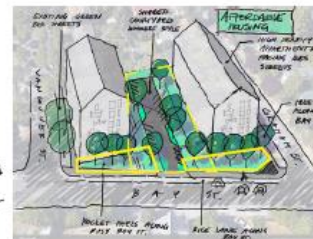


Figure 5: Proposed directions for Bay Street.

What We Heard

Community Engagement Themes for **Bay Street Corridor and Villages**

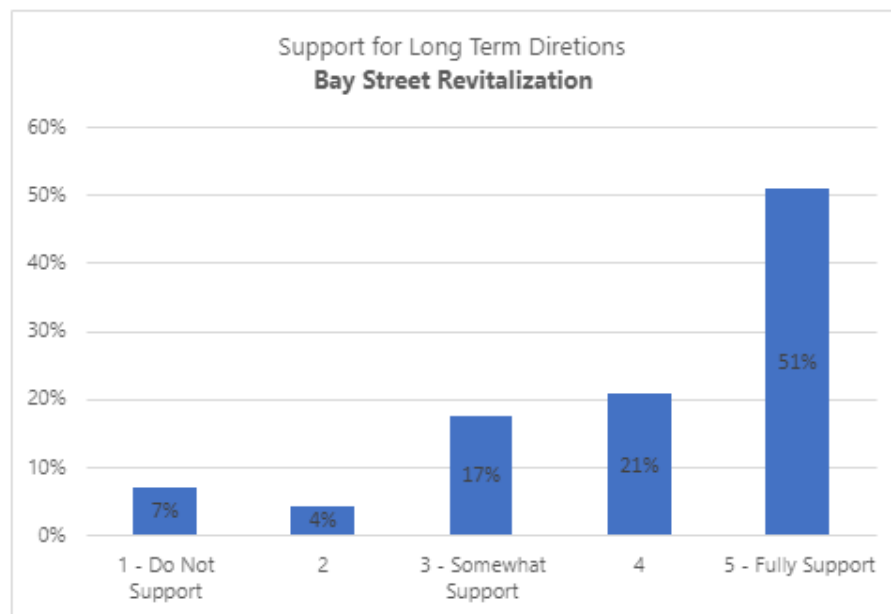
Support for New Small Villages or Commercial Corners

Ideas emerged in the workshops for ways to revitalize Bay Street, including through the creation of a small village or commercial corner. Participants noted that the residential areas around the Fernwood and Oaklands neighbourhood border do not have easy access to the services found in larger villages like North Park and Quadra.

The intersection of Fernwood Road and Bay Street, and the stretch of Bay Street between Shakespeare and Shelbourne Streets were noted as potential locations, which already have some emerging commercial activity. Survey and focus group participants were asked about these locations and many were supportive of either or both, should there be adequate demand to support them. Others noted that Haultain Corners (near Haultain Street and Belmont Avenue) was a more desirable location for enhancing a small village with additional uses and public realm improvements.

Bay and Fernwood received the greatest level of support in both the survey comments and in community discussions. Participants were particularly excited at the idea of a grocery store eventually being located here, with notes about how it would serve residents of Fernwood and Oaklands well. Others, however, noted that any new services should not pull from the smaller, independent, and specialized grocers that already exist in proximity to this area.

"I think Bay and Fernwood is the ideal location. It will bring Fernwood Village and Haultain businesses in closer proximity which will help that area to thrive."



See the Housing and Mobility sections for more of what we heard about Bay Street.

What We Learned

Policy and Technical Analysis for **Bay Street Corridor and Villages**

Bay Street Corridor Development Patterns

Development along the Bay Street Corridor is characterized by a mix of single-family homes and multi-family buildings, with emerging commercial nodes near Fernwood Road and in the area between Shakespeare Street and Shelbourne. Lots vary in shape and size, and there are some heritage assets along the corridor. There are also major employment lands that anchor the corridor including, Royal Jubilee Hospital to the east and the Rock Bay employment areas and the Downtown Core to the west. There are parks and amenities along the corridor as well.

Bay Street is identified as a Frequent Transit Route in BC Transit's Transit Future Plan (with local bus service at present). At the east end of the Bay Street Corridor, a future BC transit hub is identified that would serve up to five Frequent Transit routes. Two north-south All Ages and Abilities (AAA) cycling routes cross Bay Street and an east-west connector is located just to the north along Haultain Street and Kings Road. Current right-of-way, mobility conditions and development patterns pose risks of conflict between vehicles and pedestrians and generally contribute to an uncomfortable pedestrian environment.

The Housing and Mobility sections of this report describe conditions of the Bay Street Corridor in greater detail and propose directions that would support the emerging small villages along Bay Street, including through increasing population adjacent to the villages.

Existing Land Use Policy and Zoning

Most of the Bay Street Corridor is currently designated Traditional Residential in the City's *Official Community Plan* with some Urban Residential areas. The emerging commercial area at Fernwood Road and Bay Street is Urban Residential at one corner and is otherwise Traditional Residential, as is the emerging commercial area between Shakespeare and Shelbourne.

The existing commercial or mixed-use buildings have a mix of zoning, including C-1 Limited Commercial, which allows buildings up to 3-4 storeys. Buildings around the commercial areas are primarily zoned for duplex, townhouse or single-detached residential. Zoning represents current entitlements and not necessarily the future vision.

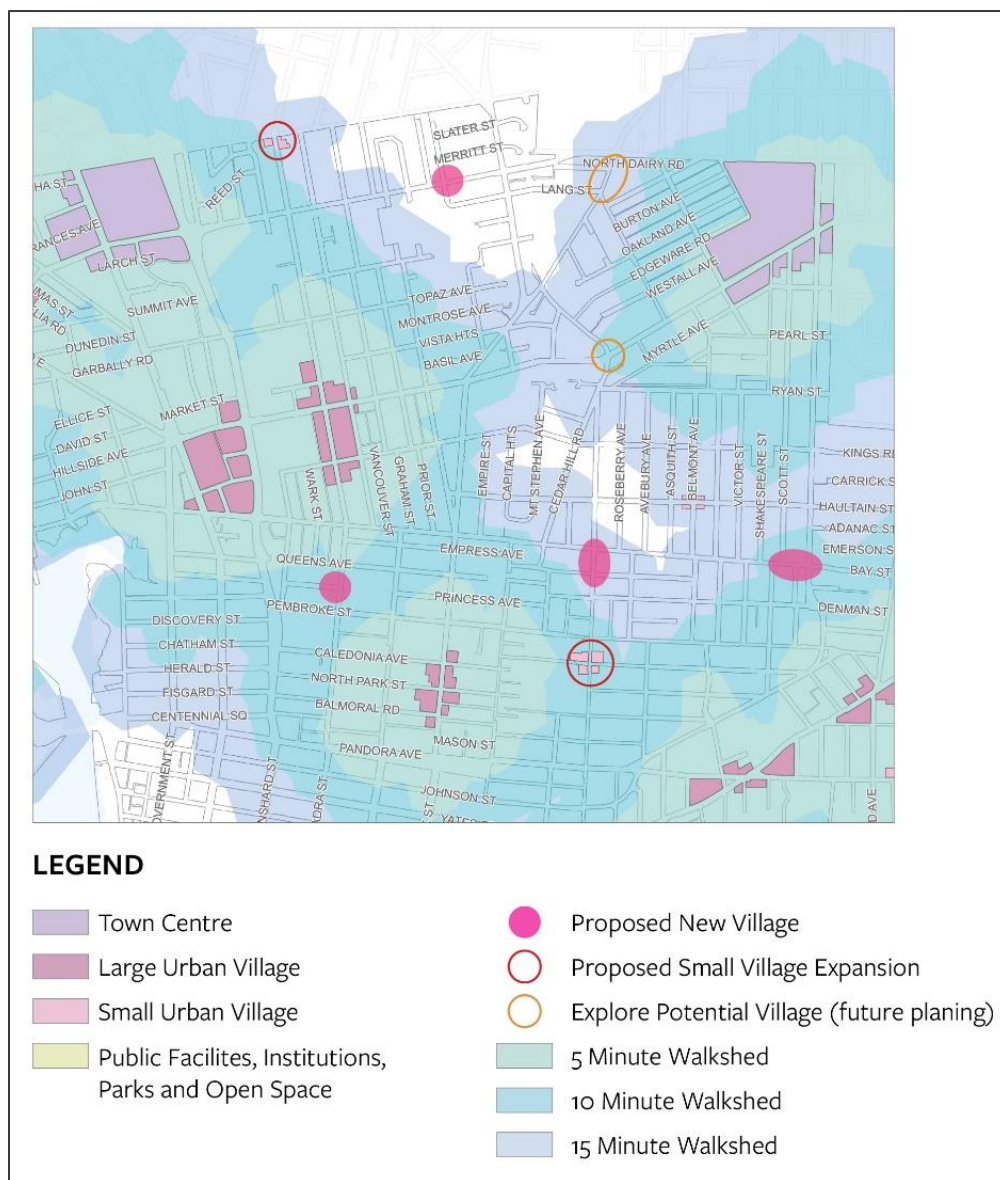
Retail Needs, Capacity, and City-wide Objectives

The retail assessment (discussed in detail in the Fernwood Village section of this report) estimates that the Fernwood area could support approximately 100,000 sq. ft. of additional retail and service space through 2041, meeting the needs of residents without negatively impacting the amount spent per square foot (i.e., without negatively affecting existing or future business viability). It considers sectors like general merchandising, restaurants and coffee shops, grocers and specialty food shops, and personal, professional, and health services.

The proposed expansion (noted on Map 3 above) could accommodate just over half of this retail and commercial space on sites with potential for redevelopment over 20 years (a commercial floor area approximately equal to the existing Fernwood Village), in an area where many residents live further than a 15-minute walk from a large urban village.

Though this process is not specifically considering the future of Haultain Corners (which will be considered through consultation for Oaklands planning), the study did note that even with the proposed Bay Street

commercial corners and village, there would still likely be opportunities to expand or enhance Haultain Corners over time if desired.



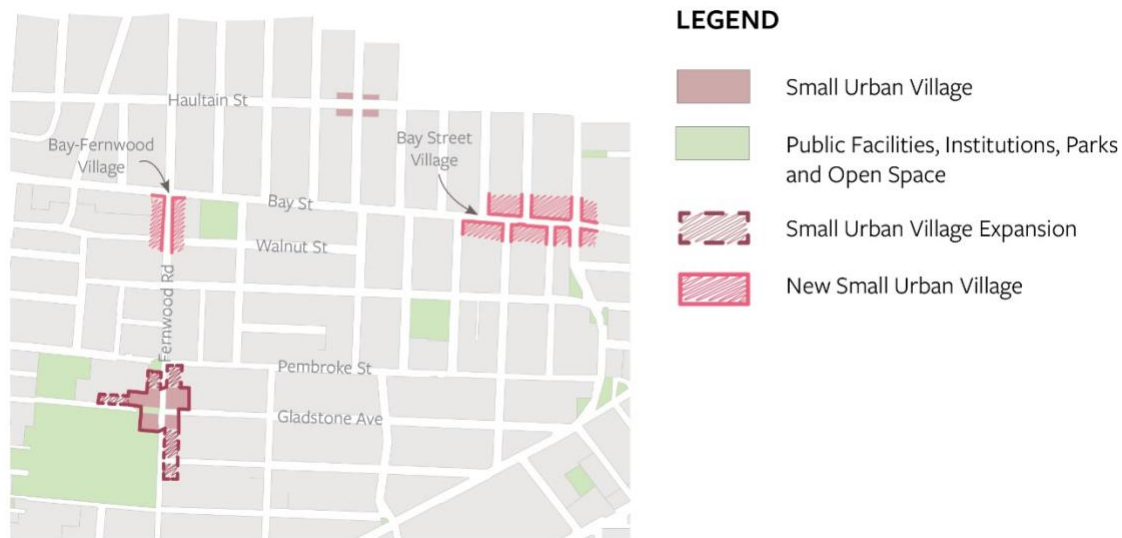
Map 4: Walking distances from large urban villages, with proposed new urban villages shown.

Land Economics Analysis

Land Economic analysis more generally carried out for the City shows that on typical Small Urban Village sites, to create mixed-use commercial-residential buildings generally requires densities around 2:1 Floor Space Ratio for buildings that include strata housing. However, mixed-use buildings containing rental, rather than strata, housing may be marginal at this density and would generally require higher densities. Purely rental residential buildings (without a commercial component) near the village could be viable, however, at 2:1 Floor Space Ratio.

Where We're Headed

Draft Planning and Design Directions for **Bay Street Corridor and Villages**



Map 5: Proposed Fernwood Small Villages

Principles for Bay Street and New Villages

- **Community-Serving Business:** Considering the current and future needs of residents in Fernwood and Oaklands areas, support the development of commercial uses in smaller and medium-sized commercial spaces in the proposed villages along Bay Street (identified on Map 3Map 55) to enhance access to goods and services within a 15-minute walk of home, while ensuring existing commercial areas continue to flourish.
- **Sustainable Mobility and Pedestrian Conditions:** Considering Bay Street as a current and future route for frequent transit and emergency vehicles, enhance the comfort of pedestrians and those using mobility devices along and crossing Bay Street, and accessing new or existing commercial areas (see Mobility section for further details). Support growth and change that encourages walking, cycling, transit, and shared mobility. Ensure access for deliveries, commercial needs, and those with mobility needs.
- **Green and Leafy Streets:** With new development, ensure the maintenance and creation of a healthy tree canopy, adequate sidewalks, and in residential areas, landscaped building setbacks.
- **Public Space:** In the designated village areas, create spaces along the public sidewalks or at corners, for patios, pedestrians, and public seating areas.
- **Quality Urban Design:** Seek a high-quality design in new buildings and public spaces, with sensitive transition to surrounding lower-scale housing, guided by the Principles for Urban Design in this document.
- **Placemaking and Public Space:** Support community-led placemaking initiatives, partnerships, and public investments that enliven Bay Street, particularly in or near the proposed villages, with publicly accessible seating and spaces.
- **Housing Choice and Livability:** Create opportunities to add a mix of housing along and near Bay Street that supports people of different incomes, lifestyles, and household types. Prioritize livability in development and building design (see Urban Design, Public Realm and Mobility directions for further detail).



Figure 6: Concept developed during engagement for livable buildings and a revitalization of Bay Street.

Key Policy Directions for Bay Street Villages

- Apply the Small Urban Village Urban Place Designation on the west side of Fernwood Road from Bay Street to just south of Walnut Street (per Map 55) with the following **commercial required** strategies:
 - Support mixed-use development for this area with publicly-oriented ground floor commercial uses that provide amenities and services for the surrounding areas.
 - Encourage local-serving businesses and a diversity of services that meet daily needs, by providing smaller commercial spaces along with space sufficient to accommodate a medium-sized grocer to serve the surrounding area but is not a regional destination.
- Apply the Small Urban Village Urban Place Designation on the east side of Fernwood Road from Bay Street to just south of Walnut Street (per Map 55) with the following **commercial desired** strategies:
 - Support mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with “doors on the street” and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).
 - Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
- Through any larger development at the Bay-Fernwood Village, seek to create small outdoor spaces at corners or along Fernwood Road to provide a visual cue for entering the Fernwood Neighbourhood.
- Consider development of approximately 4 storeys in height and approximately 1.5:1 Floor Space Ratio, taking into consideration the scale of adjacent sites (including existing buildings and future potential developments).
- Consider buildings of approximately 5 storeys and additional density of approximately 2.5:1 Floor Space Ratio where public amenities or housing benefits are considered consistent with City policies.
- Identify the area along Bay Street from Victor Street to just east of Shelbourne Street as a **Small Urban Village (Bay Street Village)** and continue to explore opportunities for this area through the next phase of Village and Corridor Planning which will consider the nearby Haultain Corners area. As an interim policy, rezoning to purely residential uses (e.g., without commercial or community-serving uses on the ground floor) would be discouraged in this area.
- Support community-led placemaking initiatives adjacent to the proposed Bay-Fernwood Village or the potential Bay Street Village, including in conjunction with the planned AAA cycling improvements (see Public Realm and Placemaking and Mobility directions for further detail).



Figure 7: Concept developed during engagement visioning a revitalization of Bay Street and the proposed Bay-Fernwood Village

How We'll Get There

Implementation Steps for Bay Street Corridor and Villages

Update the Official Community Plan (OCP)

Update the OCP, including the Urban Place Designation definitions and maps and neighbourhood directions, as required to implement the draft policies and design directions herein.

Update the Fernwood Neighbourhood Plan

Update the Fernwood Neighbourhood Plan to reflect the community objectives and draft directions herein.

Complete a Comprehensive Study for the Bay Street Corridor

The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.

Urban Design and the Public Realm



What We Heard

Community Engagement Themes for **Urban Design and the Public Realm**

Village Area Public Realm and Design

Many community members noted desires for more natural features in the public realm, like street trees, bioswales, pollinator routes, and other landscaping features in and near the village, along Fernwood Road, and Bay Street. Abundant parking and cars were often cited as something that detracts from the village feel.

"Prioritize people in your designs. Few are clamouring for further development in our neighbourhood - what we do want is to keep it safe, to reduce traffic and cars that take away the public realm (one only needs to see how people reclaim the streets during a snow day to know that people live here, not cars), and to keep it affordable, so we can retain our grassroots identity and continue to keep creatives and not-for-profit initiatives in the community."

Many referenced the small footprints and closeness of buildings as a key defining feature of the village.

"On a tangent, I do not believe large building set backs suit this neighbourhood or any neighbourhood for that matter. I personally believe they should be banned all together but particularly in this neighbourhood."

Heritage

Throughout engagement the heritage value of Fernwood, particularly in and near the Village was highlighted. Many participants who strongly supported village expansion, additional retail, and more housing options also noted the numerous heritage assets (registered or not) that are valued.

Generally, residents want to see these assets preserved and ensure new structures take care to complement them. Participants also noted that new developments present an opportunity to reflect other heritage elements in the built form or related public realm improvements, including Indigenous and natural heritage.

Bay Street Public Realm and Design

During the workshops, there was broad discussion about the role of Bay Street both as a key mobility route in the city, and proximate opportunities for new housing. Many participants noted that Bay Street feels like a barrier and is uncomfortable to travel on by foot – there is a desire to make the residential areas to the north and south feel more connected. There was ample discussion throughout the engagement process about adding opportunities for more housing along Bay Street.

While many noted the desire to also provide options away from the busy corridor, in quieter neighbourhoods, people also recognize future redevelopment as an opportunity to improve the public realm. Most people agreed that new housing on Bay Street should prioritize livability, health, and safety for the residents, as well as providing good transition to adjacent lower density housing.

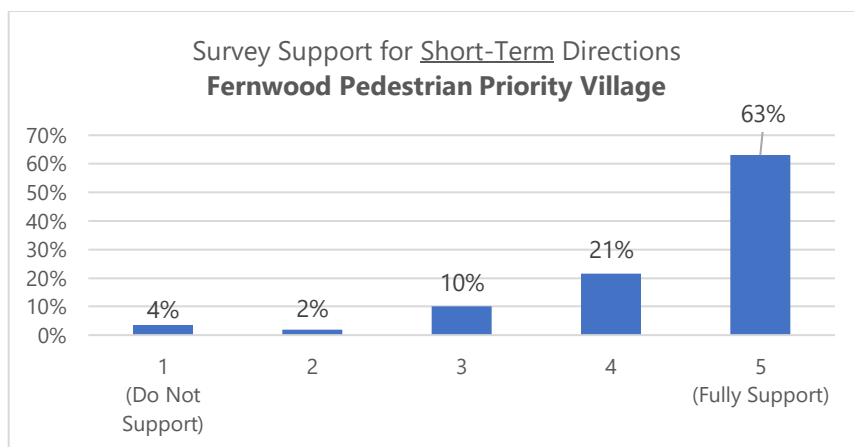
"love the potential for green roofs, more trees, and other ecological considerations while increasing density, providing mixed housing while creating a vibrant street level with local businesses"

"I hate walking on Bay St right now, I LOVE the idea of revitalization. Creating boulevards to make it more pedestrian friendly sounds so good!"

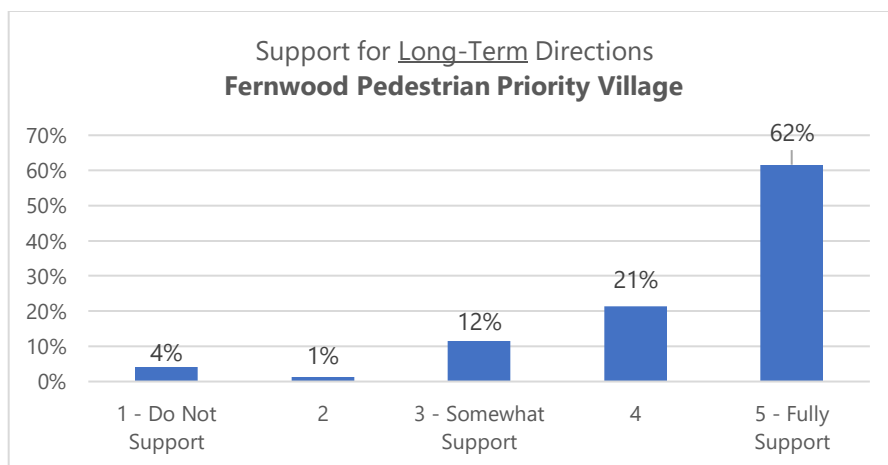
"Ensure set backs on Bay street for all new builds allowing green space, alternatives to concrete, [which is] a non environmental supportive material, and allow for place making activities"

Placemaking: Refreshing and Expanding Fernwood Square

There was broad support for both the short-term and long-term directions to enhance Fernwood as a pedestrian priority village, including a refresh of Fernwood Square through new design and placemaking features. Beyond the proposed directions in the survey, residents would like to see more bike parking, more green features that enhance ecological health (pollinator corridors, bioswales), replacement of the gazebo with a more functional and modular shelter, space to support new small businesses (like food trucks, temporary kiosks), and wind breakers for the colder seasons. There is a desire to have more public washrooms, water fountains, shelters, and seating in public spaces and parks throughout the city, Fernwood Square often came up as an example.



Community members highly value the placemaking features that were introduced as part of the COVID-19 pandemic response on Gladstone Street, east of Fernwood Road and would like to see them made permanent, as proposed in the long-term directions of the survey. Many participants commented that the proposed improvements should even be taken a step further, by incorporating a tabletop crossing and fully closing Gladstone Avenue from Fernwood Road to the driveway at 1315 Gladstone, bridging the existing square to a mirrored version along Gladstone. However, some noted that newly created outdoor spaces should have more public access (i.e. not be limited to patrons of the nearby businesses).



What We Learned

Policy and Technical Analysis for **Urban Design and the Public Realm**

Urban Design Analysis

Fernwood has ample properties with heritage merit. In Fernwood Village, these buildings (both commercial and residential) give a unique identity to the Village and the surrounding residential areas. There are opportunities for redevelopment in the areas, including some mixed-use buildings, without disrupting this identity, but design is a key consideration.

The Fernwood Road Corridor has a mix of heritage, character, and post-war single-family homes. Given the heritage assets in certain locations, a consistent pattern of redevelopment that could contribute to expansion of the right-of-way (for instance, to accommodate wider sidewalks) is unlikely. Fernwood Road accommodates a local bus route, walking and vehicle traffic. More details about transportation conditions are available in the Mobility section.

Bay Street, from Quadra Street to Shelbourne Avenue is predominately single-family homes, with some apartment forms and house conversions. Most are post-war homes, however, there are some pockets with heritage homes or homes with heritage merit (both directly adjacent to Bay Street and just off the corridor). There are a wide variety of lot sizes, depths and conditions, with some under 30 metres deep and some over 45 metres. There is also a mix of single and double lot depths along the corridor.

The Bay Street corridor has several unique transportation conditions and functions. It is one of the few routes that provides a direct west-east connection across the city and as such it has many roles to play. It is an arterial (secondary arterial east of Fernwood Road), and emergency route and is identified as part of the Frequent Transit Network (FTN). It accommodates cyclist with painted bike lanes for portions, and several connections cross Bay for the developing or planned north-south AAA cycling routes, including one at Bay and Shakespeare Streets, which a potential future village is being considered. Per the Subdivision and Development Servicing Bylaw as of 2021, right-of-way acquisition sought in rezoning for new development ranges from 2.7m east of Chambers Street to approximately five metres west of Chambers Street, which can make accommodation of new housing challenging on some sites. Further analysis is needed to determine how much right-of-way is needed and is unlikely to meet the many desired functions and designs for this corridor. More details about transportation conditions are available in the Mobility section.

Existing Design Policies

The whole of Fernwood Village (area identified as a Small Urban Village in the *Official Community Plan*) is within *Development Permit Area (DPA) 6B (HC): Small Urban Villages Heritage*. It is designated as both a Development Permit Area and a Heritage Conservation Area, for the purpose of conserving heritage assets, establishing objectives for the form and character of new development, and revitalizing the commercial district. The applied guidelines are primarily the general *Standards and Guidelines for the Conservation of Historic Places in Canada*, which provide overall guidance but are not very specific in application.

Heritage Conservation Area (HCA) is a tool similar to a DPA in that it enables the City to manage change within the designated area to ensure that new construction is appropriate and that the valued aspects of a neighbourhood preserved. Unlike individually designated properties on the heritage register, properties in an HCA are significant as a group. The City adopted the *Citizen-led Heritage Conservation Policy* in 2019 which establishes a standardized procedure for identifying, evaluating, and approving new HCAs. The policy indicates that the City will primarily rely on citizens to identify and nominate potential new Heritage Conservation Areas.

The City has a DPA for Corridors (not applied to most of Bay Street or Fernwood Road), the intent of which is to establish objectives for the form and character of new development and revitalize commercial areas.

Public Space Considerations and Placemaking Guides

Fernwood Square is considered a park in the City's land use inventory. Long-term asset management and maintenance is a shared role among City departments. Infrastructure issues in the square (such as drainage improvements) may be addressed through the City's Engineering and Public Works departments but require budget allocation for a capital project. Programming of the square, including both for one-time events, like festivals and markets, and more permanent fixtures, like benches and tables can be supported by the City through permits, grants, and coordination.

The City of Victoria encourages the community to utilize public areas for placemaking. Streets, alleyways, sidewalks, boulevards, parking areas all can serve as a canvas for creating new public spaces. The *Placemaking Toolkit* provides direction, guidelines, and support for realizing placemaking opportunities. Community-led Action is way for the community to come together and create strategic directions for placemaking opportunities and other issues of community importance.



Figure 8: Examples of placemaking: parklet (left); interactive musical installation (right).

Where We're Headed

Draft Planning and Design Directions for **Urban Design and the Public Realm**

Multi-family Housing Design Guidance

For design policies and guidance for new residential development, see the *Housing and Urban Design* report.

Village Built Form Design Guidance

For design policies and guidance for new development in villages, see the *Housing and Urban Design* report.

Guidance for the Public Realm and Placemaking

The following principles and directions would guide the development of public spaces and of proposed Design Guidelines within villages. These principles and directions build on the unique qualities and identity of North Park village and neighbourhood to guide the next chapters in its evolution.

Principles for Public Space and Placemaking

1. **Identity:** Maintain and enhance welcoming, diverse, and inclusive public space that supports community gathering, celebrates creativity, reflects the community's identity, and adapts to its changing needs over time.
2. **Fernwood Village Historic Character:** Ensure new development adjacent to the village is compatible with and complementary to, but is distinguishable from, the iconic, intact, and regionally significant heritage fabric of Fernwood Village.
3. **Great Streets:** Design, locate and shape buildings to create sunny, welcoming, and walkable public streets with space for pedestrians, patio seating and greenery. Emphasize Gladstone Street and identify opportunities to enhance pedestrian spaces along Fernwood Road and Bay Street.
4. **Human Scale:** Design buildings and open spaces to that create visual interest, diversity and identity when approached by pedestrians.
5. **Neighbourliness:** Ensure new buildings are good neighbours within the street and neighbourhood and to existing and future buildings next door.
6. **Urban Forest:** Support a healthy, mature, and continuous tree canopy along all streets with a priority for key gathering spaces, pedestrian routes, connections to parks and other greenspaces, and the maintenance and establishment of mature tree canopy along Bay Street.
7. **Public Spaces:** Create joyful and welcoming public spaces for everyday use and community celebration, incorporating public seating and gathering areas appropriate to the scale of urban villages and commercial corners. Refresh Fernwood Square while maintaining its beloved function and character for everyday use and community celebration. Consider future public seating along Gladstone Street. Consider the establishment of a smaller public gathering space in the proposed Bay Street Village.
8. **Incremental and flexible improvement:** Pilot new public space ideas through placemaking in the public realm and/or on private lands. Successful ideas may evolve to become more permanent features for public gathering and enjoyment in the future.
9. **Sustainable Mobility:** Integrate support for sustainable mobility options (walking, cycling, transit, and shared vehicles and reduced on-site parking) into building and public space design). Support the evolution of future Frequent Transit and high quality pedestrian space on Bay Street.

Corridor and Off-Corridor Multi-family Housing (see Housing Section)

- See the Design Principles and Directions in the *Housing and Urban Design* report for directions for multi-unit residential buildings.

Key Directions for Placemaking in the Public Realm

- Prioritize and enhance Fernwood Village public spaces for pedestrian and social activity, including public gathering, seating, patio dining, and other daily social activity, and for a range of special events, performance, and programming.
- Together with the community, prepare a design and seek funding for a refresh of Fernwood Square that considers the following desires:
 - Elements to encourage use and provide comfort in all seasons.
 - Diverse opportunities for gathering for people of all ages, abilities, cultures, and lifestyles.
 - Heritage elements that reflect the story of the community, including both Indigenous and environmental history in addition to the settlement and development history that is evident in the built form.
 - Pockets to stay and enjoy, as well as routes that allow people to pass through.
 - Pockets that support free, public enjoyment of the square as well as opportunities to support the nearby businesses and community spaces.
 - Future opportunities to expand the feel of Fernwood Square east and west along Gladstone Avenue (through community-led placemaking as described below or redevelopment).
- Support community-led placemaking initiatives that activate the stretch of Gladstone from Fernwood Square to the Community Centre and provide opportunities for local artists and entrepreneurs, including:
 - Temporary or seasonal markets and festivals.
 - Flexible, but more permanent fixtures like kiosks and food trucks.
 - Improved lighting, planters, benches, murals, and other elements of art.
- Support community-led placemaking initiatives adjacent to the proposed Bay Fernwood Village.
- Support community-led placemaking initiatives adjacent to the potential Bay Street Village as part of the planned All Ages and Abilities cycling route along Shakespeare Street.

Figure 9. One idea suggested at the workshops was to accommodate free-standing kiosks on Gladstone Street west of the square to support pop-up and emerging small businesses and makers and add to sense of place. The concept shown at right illustrates this idea, albeit in a different setting in Hillside-Quadra.



How We'll Get There

Implementation Steps for **Urban Design and the Public Realm**

Update the Development Permit Areas and Design Guidelines For Fernwood Village and the proposed Bay Street villages, prepare updated Design Guidelines based on the directions contained herein and in the <i>Housing and Urban Design Report</i> .
Update the Fernwood Neighbourhood Plan Update the Fernwood Neighbourhood Plan to reflect the directions herein.
Updated the Zoning Bylaw Update the Zoning Bylaw as required to implement directions herein, including related to rental housing and for typical rezonings (e.g., not larger sites) in Urban Villages.
Support a Community-led Action Process If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g., for local food and placemaking projects).

Mobility



What We Heard

Community Engagement Themes for **Mobility**

Fernwood Road Corridor Desired Improvements

Pedestrian safety and comfort along Fernwood Road are top concerns. The narrow sidewalks and placement of utility poles present notable problems for those with accessibility issues or young children. Fernwood is an important collector road in the neighbourhood, providing private and commercial vehicle access.

Areas of concern were those with high pedestrian activity, like Fernwood and Gladstone, Fernwood and Pembroke, Fernwood and Bay, and the areas near Vic High. Various traffic calming measures that also support active transportation uses, public realm improvements, and enhancement of the natural environment were proposed. Some residents expressed concern that interventions like traffic signals would detract from the charm of the village and would prefer “softer” interventions. Cycling comfort and safety along Fernwood Road was also a common theme (noting that the planned cycling network does not include Fernwood Road).

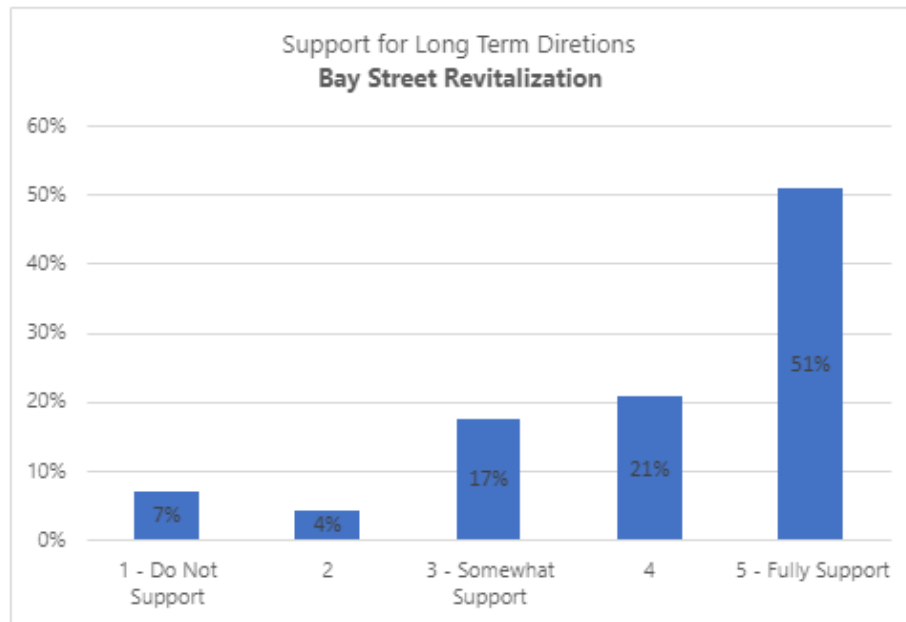
Transit along Fernwood Road is highly valued, with few transit amenities, and many noted a desire for increased service. Traffic along Fernwood Road was a noted concern, specifically regarding expansion of the village and the addition of housing. There was mixed support for moving the north and south bound bus stops near Fernwood Square with some concerns around convenience and proximity to the square as well as traffic flow. But there was support for adding accessible parking in the location of the existing south-bound stop and identifying ways to increase the feeling of safety at all bus stops. Some also noted a desire to move or improve the north-bound bus stop currently outside of Fernwood Inn to reduce conflicts and improve comfort.

“The bus stop and sidewalk on Fernwood Rd. adjacent to the Fernwood Inn should be turned into a bus bulge (i.e. pulling the curb out to the road to keep the bus in the lane and create more sidewalk space) rather than a bus pull in that is there currently. When the bus is there, the travel lane is too narrow anyway for cars to pass. This would provide more pedestrian space in this critical area. It would also make it more accessible as the location of the mailbox and bus stop pole at the current stop makes it harder for people using wheelchairs, strollers, etc. to get around. The same idea could also be done at the Belfry stop but the Fernwood Inn side seems more of a priority right now, especially given COVID and where people are gathering.”

Bay Street Corridor Desired Improvements

Participants value the bus service on Bay Street and look forward to transitioning the service that is currently on Haultain Street to Bay Street, as well as future expansion of services. Many noted that improved bus stops are needed in most locations, and that a more comfortable pedestrian experience, including for transit users, is desired (including benches, trees, and boulevards).

There was general support for revitalizing the Bay Street Corridor, including through redevelopment of higher density housing forms that could support wider sidewalks and boulevards. However, many participants noted the experience along Bay Street is quite poor (noisy, truck fumes, etc.) and is not the most suitable place for housing without improvements.



"I fully support the described new housing along the Bay Street corridor, but only insofar as it isn't used as a politically-expedient alternative to building more desirable housing off-corridor (including off-corridor 3-5 story buildings 1-2 blocks off of Bay). I.e. my strong preference is for both and I'd be disappointed if the majority of new residents were concentrated along busy, noisy streets."

"I think it is unfair to locate multi-unit, 'affordable' housing only on major transit corridors, where air quality is worse and noise is higher. I strongly support locating higher densities within local and neighbourhood streets."

"Would love to see one or two little microparks/refuges from traffic and busy-ness with benches/trees/a bit of space from traffic. For seniors/new parents on walks to and from stores have somewhere to sit and rest."

Local businesses were also supportive of revitalization and suggested traffic calming (including reduced speeds) to improve comfort in the village areas. Others noted the importance of maintaining traffic flow for emergency vehicles. As was a theme in other topics, many participants would rather reduce parking than forgo other improvements.

"Fully support with exception of on street parking. As stated before street space needed for commercial deliveries, [emergency vehicles] etc., but with a regular (preferably electric) park and ride system - no need for on street parking."

Support for Traffic Calming and Active Transportation Connections

Cycling access in and around the area was a common theme. Many participants noted they use Fernwood Road as it is the most practical route, but find it to be uncomfortable. Some specifically expressed a desire for the priority All Ages and Abilities network to be on Fernwood Road, noting the distance from the Vancouver-Graham-Jackson Corridor and lack of continuity in the planned route. However, cycling facilities (even painted bike lanes) cannot fit on Fernwood Road without substantial redevelopment activity that would provide more space along the roadway. Making cycling more comfortable on Fernwood Road can come in the form of slowing vehicle speeds and managing on-street parking to prioritize transit use.

There is a desire to provide better east/west cycling access through Gower Park and generally to seek ways to reduce cycling and pedestrian conflict in public spaces (e.g., through the square, emerging public space on Gladstone, and parks). Ideas included dismount zones and indicators of shared space.

Some participants expressed concern about traffic volumes and safety at Gladstone Avenue and a desired intersection improvements at Stanley Avenue. The safety and comfort of Gladstone Avenue from Chambers Street to Fernwood Square is also a concern, with ideas to add more lighting noted as a potential solution.

Support for Modern Parking Management

There are mixed opinions on how to best manage parking in and near the village, but a recognition that change is needed. Some participants pointed to the lack of parking for the regional serving Belfry Theatre and parking needs of visitors, particularly those with limited mobility or other accessibility concerns. Designated parking for visitors and patrons is desired by some – there was more support for time-limited parking in and near the village than for metered parking. However, some also noted the households of the many secondary suites and house conversions in the area are served by on-street parking. Survey participants and local businesses noted a desire for reduced commercial parking requirements to support more businesses and business expansion.

"The concept is good, but challenging due to lack of parking"

*"I would like to ensure that this expansion encourages multi-modal transportation and prioritizes accessible parking for those who *need* it, not necessarily making it easier for all to drive and park."*

Many participants noted that having adequate parking should not be a priority and that no more space should be allocated for vehicles, even with expansion of housing or services, in order to make it a true pedestrian priority village.

"Do not overestimate the anticipated need for parking and then have inadequate support for public transit. Reduce parking in favour of other uses and find other, non-vehicular options to get people to the site."

"If infrastructure encourages visits by car, by providing parking, there will always be more vehicle traffic than parking capacity. Encourage patrons and users to visit on foot and by bicycle, which will bring more visitors with less impact."

"I like the idea of encouraging new businesses in the area in mixed used buildings, but think that transportation in the area should prioritize pedestrians, cyclists, and public transit over parking spaces. I would love to see the area as a friendly and safe place for people to walk or cycle to from elsewhere in Fernwood and other neighbourhoods. Right now I take an alternate route to get to Fernwood Square as it is not super enjoyable to walk up Fernwood Rd. or that safe to bike it some days."

"It depends upon what is being considered for parking. I would not support the removal of trees or greenspace for parking. Nor do I believe that people own the street in front of where they live. "Residents only" parking is a thing of the past."

Bike parking, including for modern bikes like e-bikes, cargo bikes, and scooters is a top desire, particularly in areas proximate to Fernwood Square, Vic High and the Fernwood Community Centre.

What We Learned

Policy and Technical Analysis for **Mobility**

The *Official Community Plan* and *GO Victoria*, the City's sustainable mobility strategy, provide the framework for an integrated approach to land use and transportation planning. The broad vision is to align land use planning and transportation investment to create complete, connected communities. Key policy positions include:

- Streets are places for people.
- New growth is serviced by transit.
- Compact land use and densification reinforces sustainable travel behaviour.
- Complete communities centre on multi-modal mobility hubs.

This framework, and the existing and planned mobility conditions and functions (see Maps 6, 7, and 8) inform future planning for both land use and transportation.

Fernwood Road

Mobility functions include:

- It hosts a local bus route that carries an average of 2,000 passenger trips per day prior to the COVID-19 pandemic, connecting Victoria General, Hillside Mall, and Downtown.
- The functional classification is Collector Road, providing access and movement for residents and businesses, carrying approximately 2,500 vehicles per day, including autos, trucks and bicycles (2014).

Current conditions include:

- Fernwood Road has a current right-of-way width of approximately 12 metres, widening to approximately 14.5 metres north of Denman Street. While the amount of right-of-way desired in redevelopment per the *Subdivision and Development Servicing* Bylaw is 20 metres, it is unrealistic that the right-of-way would reach this even through redevelopment (noting parts of the corridor contain heritage assets). Given these constraints, southern portions of Fernwood Road are not expected to be able to accommodate separated bicycle facilities.
- It includes a mix of residential and unrestricted parking on one side of the street, including areas where on-street parking is permitted only outside of rush hour in some locations. Of the current parking regulations, approximately five spaces along Fernwood Road provide short-term or time-limited parking serving the village, with limited additional short-term parking found on Gladstone Street.
- Sidewalks are generally 1.6 to 1.8 metres wide (less than the desired minimum of 2 metres), some with impediments such as hydro poles. There is generally no additional space available to widen sidewalks, without acquisition of additional land (the opportunity for which is limited), unless on-street parking were to be repurposed for pedestrian space.

Bay Street

Mobility functions include:

- It is identified as part of the Frequent Transit Network (FTN) in BC Transit's *Transit Futures Plan*, with a planned regional transit hub at Royal Jubilee Hospital, where 6 different transit routes currently meet.
- It currently carries two local bus routes, one connecting Vic West, Douglas Street, the Jubilee area and Foul Bay Road, and another Victoria General, Downtown, Fernwood Village and Hillside Mall. Together these two routes carry an average of 2,500 passenger trips on an average weekday prior to the COVID-19 pandemic.

- It is a primary emergency route.
- The functional classification is Arterial Street west of Fernwood Road, and Secondary Arterial Street east of Fernwood Road, and carries approximately 16,000 vehicles per day, including autos, trucks and bicycles. It accesses Rock Bay, the downtown shoulder, and the Bay Street Bridge to the west and Royal Jubilee Hospital, a major employer, to the east.
- It is currently designated as part of the long-term bicycle network. The sustainable mobility strategy calls for a reconciliation of various networks (e.g., bicycle, transit, freight routes, and priority pedestrian routes) in the future to confirm this status.

Current conditions:

- Bay Street is currently approximately 18.3 metres wide in most areas. Sidewalks are generally attached (not separated from the roadway by a landscaped boulevard, as would be desirable on a higher-traffic street) and 1.5 metres wide (less than the 2 metres generally desired). Outside of the sidewalks (away from the roadway), there is generally a 1.5 metre landscaped boulevard, with street trees planted regularly. Three-phase power lines on the south side result in significant pruning of trees.
- The amount of right-of-way desired by the *Subdivision and Development Servicing Bylaw* varies from 30 metres in the western portion (designated Arterial Street) to 25m in the eastern portion (designated Minor Arterial Street). Additional right-of-way is often sought to support transportation functions and wider sidewalks and boulevards when rezoning of adjacent land is proposed. A corridor study could better define the amount of right-of-way desired to accomplish these functions while allowing sufficient space for future housing.
- The right-of-way includes 2-3 travel lanes, some turn lanes, some stretches of bicycle lanes, and some areas of on-street parking. Recent improvements allow for the easier crossing for people cycling along the Graham Street All Ages and Abilities (AAA) bicycle route.
- Other than major cross streets, most intersections are T-shaped which limits the efficiency of pedestrian and cycling crossings and increases the potential for conflicts.
- Though it is not identified as a freight route, Bay Street does experience truck traffic likely accessing the Rock Bay area and the Bay Street Bridge, which contributes to noise levels along the street.
- Like Cook Street, Quadra Street, and Hillside Avenue, it is considered a high crash corridor.
- Bay Street currently has frequent driveway accesses along both sides, resulting in slower traffic and disruptions of the sidewalk for pedestrians and those using mobility devices.

Other Corridors, Streets and Connections

Related corridors and neighbourhood streets mobility conditions and functions include:

- A AAA north-south cycling route just east of Fernwood Road along Stanley Avenue, Oregon Avenue, and Avebury Avenue ("The Fernwood Connector").
- A planned AAA east-west cycling route along Haultain Street.
- A planned AAA east-west cycling route along Pandora Avenue east of Cook Street (with a constructed AAA facility already in place west of Cook Street).
- A planned AAA north-south cycling route along Shakespeare Street, north of Bay Street.



LEGEND

Proposed | Existing



Rapid Transit



Frequent Transit



Local Transit



Transit Hub



Large Urban Village



Small Urban Village



New Urban Village (Proposed)



Commercial Corners (Proposed)

Map 6. Designated Transit Routes (Transit Futures Plan for the Victoria Region, BC Transit)



LEGEND

Planned | Existing

Priority On-Street AAA

Planned

Long-term AAA Corridors

Long-term Bicycle Network

Large Urban Village

Small Urban Village

New Urban Village (Proposed)

Commercial Corners (Proposed)

Map 7. Designated Bicycle Network, City of Victoria, including All Ages and Abilities network.



LEGEND

- | | | | |
|---|---|---|-------------------------------|
|  | Greenway (Designated) |  | Large Urban Village |
|  | Greenway (Proposed) |  | Small Urban Village |
|  | Key transit corridor in need of pedestrian improvements |  | New Urban Village (Proposed) |
|  | Crossing improvements/
Proposed new crossings |  | Commercial Corners (Proposed) |

Map 8. Designated Greenways network, with proposed additions and desired crossing enhancements

Where We're Headed

Draft Planning and Design Directions for **Mobility**

Principles for Integrated Mobility Corridors

- Continue to advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:
 - Integrate land use and transportation.
 - Align different transportation networks.
 - Improve multi-modal level of service.
 - Value the public right-of-way to support our goals.
 - Operate and maintain our assets to support these goals.
- Continue to advance the six key priority areas in *GO Victoria*:
 - Achieve Vision Zero to eliminate traffic fatalities.
 - Transform Public Transit.
 - Accelerate Active and Accessible Transportation.
 - Shift to Zero Emissions.
 - Rethink the curb (how we use space adjacent to the curb).
 - Harness data and technology to improve transportation choice and efficiency.
- Enhance corridors as places for pedestrians, those using mobility devices, and transit.
- Consider enhancements to mobility for people walking, cycling, or using mobility devices to support the future vision for Fernwood's villages, placemaking features, and improved connections.

Urban Villages

- Develop Urban Villages Public Realm Design Standards to update existing pedestrian standards, considering desired sidewalk widths to accommodate accessibility, activity, pedestrian traffic, and furnishing and frontage zones consistent with best practices and local contexts.

Fernwood Road

- Recognizing the limited right-of-way and limited opportunities to procure additional right-of-way, support improvements for the following prioritized travel modes along Fernwood Road:
 - Walking
 - Transit
 - Vehicles
- Focus on opportunities to create wider sidewalks and improved transit facilities through redevelopment or as funding and programming permits.
- Consider mobility enhancements or interventions to support the future vision for Fernwood Square, placemaking features, and improved connections from the square to the commercial area along Gladstone Avenue east of Fernwood Road.

Bay Street

- Enhance Bay Street as a place for people, by enhancing pedestrian conditions and landscapes through public improvements and new development of housing and village areas, while accommodating key transportation functions, including transit and emergency response.

Pandora Avenue

- Continue to advance the prioritization of cycling, walking, and multi-modal movement through the implementation of the All Ages and Abilities (AAA) network along Pandora Street.
- Consider land use changes along Pandora, east of Cook Street to further support increased access to high-quality facilities in the next stage of Village and Corridor Planning (which includes Stadacona Village and the Fort Street Corridor).

Key Directions for Local Mobility

Fernwood Village and Fernwood Road

- Create more public bicycle parking in and near the village.
- At the intersection of Fernwood Road and Gladstone Avenue, adjacent to Fernwood Square:
 - In the short-term, consider features to improve pedestrian comfort and safety at the crossing of Fernwood Road at Gladstone Avenue, including Rapid Flashing Beacons ; balance interventions with placemaking features that may also increase comfort and retain and enhance the feel of the village.
 - In the long-term, consider additional improvements for comfort, safety, and enhanced sense of place at the crossing of Fernwood Road at Gladstone Avenue, including a tabletop intersection that continues the design themes of Fernwood Square.
 - Continue to monitor the success of the current partial closure and traffic calming measures along Gladstone Avenue east of Fernwood Road and explore opportunities for a full and/or more permanent closure of the road through community-initiated placemaking or a Community-Led Action process, if there is interest.
- On Fernwood Road between Gladstone Avenue and Bay Street:
 - Through redevelopment seek wider, accessible sidewalks, as well as transit stop improvements or boulevard spaces as applicable.
 - To better facilitate the improvements described above, consider removing on-street parking south of Denman Street, balancing the need to accommodate parking and loading near Fernwood Village and the proposed Bay Fernwood Village with desired pedestrian improvements.
 - In the Bay Street Village, encourage new development to accommodate patio spaces on private land to provide lively interaction with street.
 - Consider a new crossing of Fernwood Road at Pembroke Street
- On Fernwood Road between Gladstone Avenue and Pandora Avenue:
 - Consider opportunities to improve or relocate bus stops near Gladstone Avenue to enhance public space and bus waiting areas.
 - Consider removing on-street parking on the east side of the road to facilitate wider sidewalks and boulevards, in conjunction with a broader program of parking management to support village businesses and cultural institutions.
 - Consider additional curb bulges at Vining Street.
- On Gladstone Avenue, from Chambers Street to Fernwood Square:
 - Through redevelopment seek wider, accessible sidewalks and boulevard spaces.
 - Consider temporary, partial closures of Gladstone Avenue to facilitate placemaking in connection with Fernwood Square.
 - Continue to facilitate truck and delivery access to the Belfry Theatre and Fernwood Square businesses and seek opportunities to improve turning movements and facilitate the expansion of the Square if redevelopment occurs.

Bay Street

- Continue to implement pedestrian improvements along Bay Street to improve pedestrian comfort along the street, encourage traffic to slow down, and make it easier to cross.
- Complete a comprehensive integrated mobility study for Bay Street between Blanshard Street and Richmond Road, with the following considerations and draft directions:
 - Prioritize investments and development contributions to support walking, transit, and vehicle movement as the priority modes.
 - Define the right-of-way acquisition that would be required through new development to realize the priorities described above, and ways to balance acquisition requirements with the desire to accommodate quality residential developments (as described in related sections), giving special consideration to the varied size and shape of lots along Bay Street.
 - Identify opportunities to establish a sidewalk on the south side of Bay Street between Wark Street and Quadra Street.

Neighborhood and Connections

- Through redevelopment seek wider, accessible sidewalks with a boulevard.
- Build an accessible pathway from Fernwood Square to the Vic High grounds through new development for a cultural space that may be considered west of the Belfry Theatre.
- Through potential future expansion of Haegart Park, consider a closure of Chambers Street in front of the park with placemaking features (such as planters, benches, murals, and other elements) and cycling access.
- Complete bicycle connections from Haultain Street via Princess and Chambers streets and Oregon and Stanley streets.

Principles for Parking Management and Modernization

- Per the goals and objectives in *GO Victoria*, the City's sustainable mobility strategy, value the city's limited right-of-way to support access for people, sustainable travel behavior and convenient access for high-occupancy, low-carbon, and active travel modes and the efficient delivery of goods.
- Given the limited allocated parking and curb space in and near Fernwood Village, prioritize parking management to encourage turn over and align with broader goals, including accessibility, vibrancy, and local economic development.

Key Directions for Parking Management and Modernization

- As part of a city-wide parking modernization program, seek to implement parking management solutions in and near Fernwood Village and along Bay Street in areas proximate to commercial uses, including:
 - Working with neighbours and local businesses to reallocate public space from vehicle parking to bicycle parking, in addition to other placemaking initiatives.
 - Piloting the elimination of or modifications to resident only parking programs.
 - Piloting time-limited parking that supports improved turn-over of business patrons.
 - In the long-term, consider transportation demand management (TDM) methods such as increased and diverse bicycle parking, car share spaces, and others.
- Consider updates to relevant bylaws to be included in the parking modernization program that reduce parking requirements for commercial uses where appropriate (e.g., where the use does not require extensive parking and/or where alternative mobility options are highly accessible).

- Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and TDM, particularly for purpose-built rental projects and for new housing near large urban villages, active transportation routes and frequent transit routes.

How We'll Get There

Implementation Steps for **Mobility**

<p>Complete a Comprehensive for the Bay Street and Cook Street Corridors</p> <p>The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.</p>
<p>Deliver Village Parking Management and Undertake Parking Modernization for New Developments</p> <p>Guided by <i>GO Victoria</i>, the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.</p>
<p>Develop Urban Villages Public Realm Design Standards</p> <p>As part of implementing <i>GO Victoria</i> update existing pedestrian standards for urban villages through an integrated consideration of desired mobility and urban design.</p>
<p>Update the Subdivision and Development Servicing Standards bylaw</p> <p>Guided by the <i>GO Victoria</i> Sustainable Mobility Strategy and updated Urban Village Public Realm standards, update the desired elements, widths, and frontage works desired in the public right-of-way.</p>
<p>Update the Fernwood Neighbourhood Plan</p> <p>Update the Fernwood Neighbourhood Plan to reflect the community objectives and draft directions herein.</p>
<p>Update the Official Community Plan (OCP)</p> <p>Update the OCP to reflect any changes in the greenways or active transportation network based on the directions herein.</p>

Housing



What We Heard

Community Engagement Themes for **Housing**

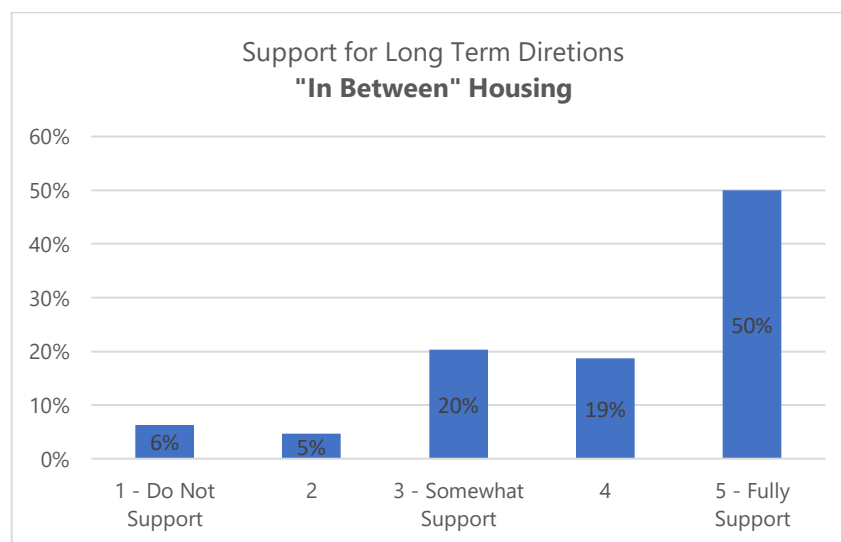
Summary Themes – City and Study Area

The below key summary themes are elaborated in the *Housing and Urban Design* report.

- Both owners and renters expressed desire for a diverse range of housing choices to maintain a diverse community, meet future needs, and support households of different incomes, family types, ages, and lifestyles.
- Many were also concerned about preventing displacement of current low- and moderate-income residents, although there were differing opinions on the best approach to prevent displacement.
- There was broad support for housing that provides opportunities to live and move more sustainably, including through parking management and recognizing the trade-off between parking, green space, and affordability.
- Specific concerns included:
 - Provision of amenities with new housing.
 - Providing multi-family housing choices in quieter neighbourhoods, not just transit corridors.
 - Inclusion of affordable housing options.
 - Distribution of new housing within the region.
 - High quality design, including form and character, accessibility, green space, and heritage retention.

Support for “In-Between” Housing

During the workshops, the idea to consider the unique area in between Fernwood Village and North Park Village as an opportunity for diverse, affordable housing options emerged, particularly unique options that would offer more than the traditional, lower density residential that exists today and the higher density forms found closer to downtown (i.e., in-between forms, in between the villages). When the question was posed in the survey and focus groups there was ample support for the idea, with 69% of survey participants indicating full or strong support. For those that indicated they “somewhat support” the concept (an additional 20%), notes were largely geared towards concern that new housing would not be affordable to people with moderate to low incomes, could result in loss of trees and greenspace to make way for parking and driveways, and loss of buildings with heritage value.



"Greater density and affordability would be great for the area in terms of community, culture and business. Please also consider forcing new builds to include underground parking to all the village to make better use of greenspace and better use of the roads with fewer cars parked on the street."

"It was hard for me to choose, because I love the charm of our neighbourhood current density, but it's really expensive and I am sad that I will never be able to own a house in this neighbourhood. So ultimately I chose to prioritize affordability."

"I believe the most important component of neighbourhood character is people, and option A allows for the greatest diversity and greatest number of people."

"Could there be a mix of A & B offered? Could the mixed density offerings be allocated to areas where there it would make sense to add commercial space on the ground floor?"

"my major concern with this proposed redevelopment is that this neighbourhood currently provides significant low-cost housing, shabby and run-down though it may be, that will be lost through redevelopment. developers profit, the tone of the neighbourhood changes dramatically, and people with lower incomes will no longer be able to afford to live here. part of the pleasure of living in Fernwood is the unique mix of residents and incomes - there's room for students, artists, musicians, seniors, small business owners, families."

Some participants also noted that the proposals don't go far enough in terms of allowing more density, while others noted that making infill (secondary suites and garden suites) easier should be a greater priority.

Support for Improved Housing Choice and Affordability

Throughout the study area, a theme that emerged through engagement was general support for more housing choice, diversity, and affordability in and near the villages. Support was typically grounded in a desire to have diverse housing forms to meet the needs of diverse households, and to provide options for more people to have better access to the services and amenities that villages provide, including sustainable transportation options.

"Primary concern is that these improvements, which I think will be wonderful and are in keeping with the spirit of Fernwood, would continue to drive up housing costs in this area and contribute to further gentrification of the area. As it stands our family, who has lived in Fernwood for 8 years and has a net income of about \$100,000 is unlikely to be able to afford a home in this area if we choose to have a second child. I feel deeply concerned about how many people who come from less privileged economic backgrounds are going to be displaced from this neighbourhood. These improvements will look wonderful, but the true culture and vibrancy of our neighbourhood is in the people who live here."

Support for Renters

Many participants in both the survey and the focus groups identified key struggles for renters in the area, including difficulty in finding rentals that were suitable in size, price, location, or amenity (e.g., for pets or families with children at home). Another key concern among renters was the precarity of the secondary rental market.

"Today's policies are not supportive or even preferable for renters. Third party unregulated basements suites and such in option C can be truly terrible (I would know, I have been there!) Change is needed to retain young people, especially bright university students."

What We Learned

Policy and Technical Analysis for **Housing**

Future Housing Needs and Capacity

The City of Victoria is anticipated to grow by more than 11,000 households between 2016 and 2041. On top of this anticipated growth, there is latent demand in the market today. The city needs to catch up with housing needs today, while keeping up with the anticipated needs of tomorrow.

An assessment of capacity in the *Official Community Plan* (OCP) Urban Place Designations revealed that at a city-wide scale, current capacity falls short by somewhere between 15% and 30%, and that the targets in the OCP's Growth Management Framework related to accommodating growth near walkable urban villages are unlikely to be realized. Through local area planning the City needs to make room for more housing while considering related objectives, including:

- Creating the "right supply" in the "right places" (providing diverse options for diverse households in areas that reinforce complete communities and sustainable mobility)
- Supporting affordability and equity, both through the development of housing for people of different incomes, and housing that considers housing + transportation costs.
- Minimizing displacement of existing affordable housing stock.
- Meeting the community infrastructure, amenity, and service needs of a growing population.

Fernwood Village is identified as a Small Urban Village in the OCP, but given its walkability and nearby community amenities, it is a desirable location to accommodate housing. Modest expansion of the Small Urban Village footprint (as proposed in the Fernwood Village section of this report) would include some additional housing opportunities and support the need to grow in the right locations.

To continue to preserve the affordable rental and ownership opportunities in Fernwood, the OCP's Urban Place Designations should not support rapid redevelopment of such sites. However, the OCP must provide more room for housing in or near Fernwood Village, emerging villages, and proximate to sustainable mobility routes to meet the overarching objectives of creating complete communities, advancing climate action, and improving affordability.

Economic Analysis

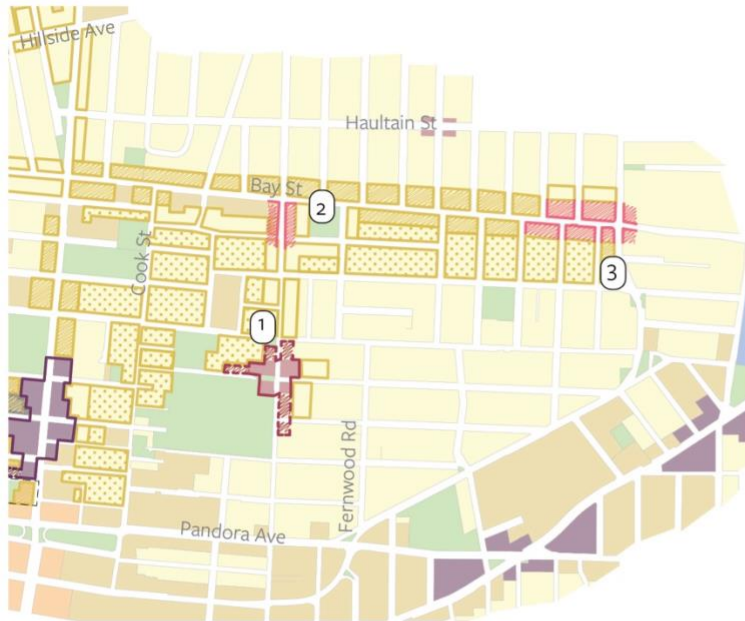
A 2020 land economics analysis found that in Fernwood, market rental housing may be viable at densities of 1.6 Floor Space Ratio (FSR) and above in some locations, but other locations would likely require 2:1 FSR or more, assuming underground parking is provided at 0.5 spaces/unit on average. Alternatively, a building with "tuck-under" parking may be viable for market rental housing at densities as low as 1.5 FSR, depending on the location. The variability in viability between locations occurs mainly because achievable rents vary between areas.

This analysis represents market conditions as of 2020. It is meant to paint a broad picture as it cannot predict with accuracy what may be viable on any given site, or over time. It assumed that no government subsidies are provided, and profit margins are towards the lower end of the range of what is considered for private financing. Viability is also sensitive to factors such as lot size and pattern.

The above findings are focused on market rental viability. Generally, a strata development is viable at lower densities than a rental development. If a strata development were developed at the densities mentioned above, it would likely support contributions towards public amenities or housing benefits (affordable housing).

Areas for Consideration of additional Multi-Family Housing

This section is organized by sub-areas that were explored through engagement as potential areas to add multi-family housing. See the *Housing and Urban Design* report to learn more about the draft form, density, and design parameters and potential housing needs that would be met.



- ① Off Corridor: In Between Villages Mixed-Density Housing
- ② Bay Street Corridor
- ③ Off Corridor: Off Bay Street

LEGEND*

	Urban Residential		Change to Urban Residential
	Traditional Residential		New Housing Opportunity Areas
	Large Urban Village		New Mixed-Density Housing Areas
	Small Urban Village		Large Urban Village Expansion
	Core Residential		Small Urban Village Expansion
	General Employment		New Village or Community Corner
	Public Facilities, Institutions, Parks and Open Space		

*Includes only Designations Shown

Map 9: Fernwood Multi-family Housing Sub-areas.

Off Corridor: In Between Villages Mixed-Density Housing (#1 on Map 9)

In addition to being an area that was identified and supported by many community members, this location has other attributes that support inclusion of multi-family housing, including:

- Walkable access to two established urban villages and an array of shopping and services.
- Within a 10- to 15-minute walk of the Downtown Core.
- Good mobility options, including All Ages and Abilities (AAA) bicycle network, and current and future designated Frequent Transit routes.
- Proximity to current and future amenities, including proposals for renewal of the Crystal Pool within the general area, and the addition of community centre space serving North Park and Hillside-Quadra neighbourhoods.
- Several parks within walking distance, with proposed directions calling for the addition or enhancement of public green spaces nearby.
- Added population will boost the success of local businesses and support transit investments.

In addition, making room for housing in this area would address some key concerns heard during engagement:

- Many stakeholders emphasized the desire for multi-family housing options that are not located on busy transportation corridors, yet still have access to transit and urban villages.
- Given the valued heritage character of the area, and some intact rows of houses with heritage merit, supplementary policies that encourages retention of heritage assets and complementary design approaches could be valuable. Consideration of a Heritage Conservation Area through a citizen-initiated process (if there is local support) would be effective.

This area contains a mix of lot sizes and economic analysis shows that areas with smaller lot sizes would be less likely to be viable for multi-family housing. The area also has a mix of housing types, including single-detached homes, suites, “missing middle”, and multi-family buildings, as well as a mix of existing conditions and properties with heritage merit. Given these conditions, a mixed density approach (generally supportive of lower scale multi-family forms) could be successful in realizing a range of housing choices. Capturing the full extent of the area for mixed density would help to ensure new housing can be achieved, while still being sensitive to this context.



Figure 10: Concept of mixed density housing developed during engagement.

Bay Street Corridor (#2 on Map 9)

Bay Street is an ideal area to better integrate land use and transit objectives, both through the creation of new housing opportunities that support transit ridership and investments, as well as mixed-use opportunities that can support the development of complete communities and offer services and amenities ‘along the way.’

- The corridor is along and adjacent to transportation options, with Bay Street identified as a Frequent Transit Route in BC Transit’s *Transit Future Plan* (providing local service at present). Frequent Transit routes are also provided on Quadra Street and Shelbourne Avenue. At the east end of the Bay Street Corridor, a future transit hub is identified that would serve up to five Frequent Transit routes. The area is also served by two north-south AAA cycling routes cross Bay Street and an east-west connector is located just to the north along Haultain Street and Kings Road.
- The corridor provides connections to employment, at Royal Jubilee Hospital to the east and the Rock Bay employment areas and the Downtown Core to the west.
- There are nearby parks and amenities along the corridor and to its north and south.
- The eastern parts of Bay Street are in an area which can support additional walkable shopping and services, which can be established through the evolution of the proposed villages.
- There are both design constraints and opportunities along the corridor, including varied lot shapes and sizes, which will result in context-specific responses along the corridor. An integrated study of mobility, housing and urban design could better define the desired widths needed along Bay Street to accommodate transportation and establish sidewalks, boulevards which support healthy trees, and building setbacks.

New development opportunities could provide the opportunity to create wider, detached sidewalks and maintain landscaped boulevards that support healthy canopy street trees along a roadway which would benefit from enhanced conditions. In recent years, some properties have been subdivided with new small-lot houses that have driveway access along Bay Street. This subdivision has added curb cuts along Bay Street, which slow traffic, create breaks in the sidewalk, increase the likelihood of conflicts with cars and pedestrians, and reduce the number of tree-planting spaces along the street, while adding little new housing or affordability. As a well-travelled road, emergency route, and designated Frequent Transit Route, improvements the Bay Street corridor may be more desirable through multi-family housing that can reduce curb cuts and enhance frontages with wider sidewalks and boulevards:

Off Corridor: Off Bay Street (#3 on Map 9)

Most of the same advantages noted for the Bay Street on-corridor housing (above) apply to the identified off-corridor opportunities, except the opportunity to use redevelopment as a mechanism to improve the public realm. Additionally, off-corridor housing in these locations is strongly desired as an option for renters and those living in multi-family housing.

Where We're Headed

Draft Planning and Design Directions for **Housing**

The areas explored through community engagement and policy, technical, and urban design analysis are proposed to be updated in the *Official Community Plan* to make room for additional multi-family housing.

Draft directions for forms, densities, and design parameters are detailed in *Housing and Urban Design* report. The draft directions in that report are intended to make room for additional housing of varied forms and tenures in locations that help to advance sustainability and equity objectives and have received support from the community. The directions would be implemented through policy updates, design guidelines, and zoning bylaw amendments.

Key Directions

- See the *Housing and Urban Design* report.

How We'll Get There

Implementation Steps for **Housing**

Update the Fernwood Neighbourhood Plan Update the Fernwood Neighbourhood Plan to reflect the community objectives and draft directions herein and in the <i>Housing and Urban Design</i> report.
Update the Official Community Plan (OCP) Update the OCP as required to reflect the draft directions herein and in the <i>Housing and Urban Design</i> report.
<i>See Housing and Urban Design report for additional implementation steps.</i>

Parks, Facilities, and Community Assets

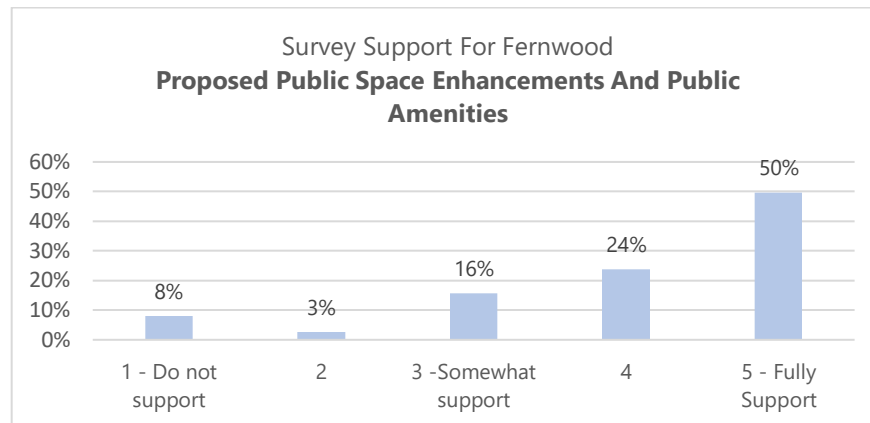


What We Heard

Community Engagement Themes for **Parks, Facilities, and Community Assets**

Overall Support for Proposed Public Space Enhancements and Public Amenities

A majority of respondents expressed support for the range of public space enhancements and community amenities proposed in the survey and which are detailed in the following sections.



Parks and Open Space Improvements

Desired enhancements to specific green spaces (e.g., Stevenson Park, Alexander Park, Grant Park) include new or enhanced playgrounds; benches, seating, and picnicking areas; a splash park; restrooms and water fountains; and more age-diverse recreational opportunities. Some common reoccurring specific ideas included:

- Enhancements to Gower Park and improved connections to Fernwood Square and the surrounding area through placemaking and redevelopment.
- Improvements to the dog park at Alexander Park.

There is a desire for spaces, features, and improvements for different ages, interests, and cultural backgrounds, including:

- Playgrounds for different ages, a splash park, exercise equipment, seniors' activities, youth, skating, bocce, hard spaces for basketball and roller hockey, reservable tennis courts, etc.
- More seating, spaces for picnicking, bar-b-ques, and gathering.
- More washrooms & water fountains for pedestrians and visitors to parks and urban villages.
- Concerns about management and sense of safety (cleanliness, needles in parks, night lighting).
- More celebration of Indigenous cultural heritage and more public spaces designed for and by Indigenous communities.

Community Centre Expansion

People would like to see an enhanced Fernwood Community Centre space, modernized, with more offerings (recreation, meals and teas, and childcare). Additional space for arts incubation, including affordable maker spaces is desired. The most commonly noted desired services include childcare and a library branch.

"More indoor shared space for the arts, coworking and community events like professional workshops or art exhibits."

"I believe there needs to be specific space allowance for teens to feel comfortable to hangout and not feel unwelcome."

Use of School District Lands

The Vic High grounds, track, and bleachers serve as places to recreate, see open views, and watch fireworks. Enhancement of Spring Ridge Commons and improved opportunities for use, which is also owned by the School District, was a common theme.

Rock Bay Creek

Stakeholders have expressed interest in seeing the Rock Bay Creek incorporated into public spaces and the consciousness of the community through opportunities to daylight the creek in the future, and/or ways of celebrating the creek through signage, art, and landscapes. The creek once flowed from Spring Ridge towards Rock Bay and has since been confined to underground storm sewers. Several public art and signage installations recognize the creek, including where it flows below Blackwood Park and along Kings Road. It also flows at varying depths under public spaces including Alexander Park and Wark Street Park, or through larger properties such as the Fairway Shopping Centre and BC Housing's Evergreen Terrace.

What We Learned

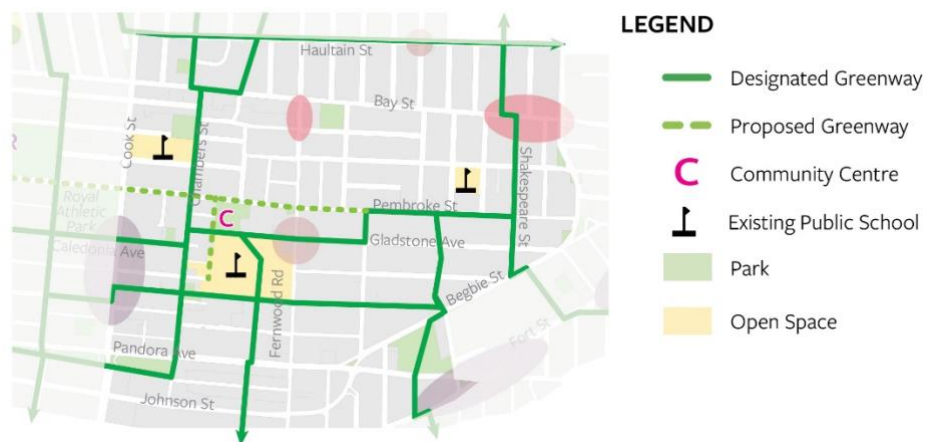
Policy and Technical Analysis for **Parks, Facilities, and Community Assets**

Parks and Open Space Planning

The City's *Parks and Open Space Master Plan* provides a high-level road map guiding planning, management, and investment over 25 years. It includes priority short-term, medium-term, and ongoing actions. Individual parks and open spaces may have a park improvement plan to guide improvements. Funding for municipal park improvements comes primarily from the City's tax base or capital reserves. New development also contributes Development Cost Changes (DCCs), which can help to fund park improvement and acquisition based on needs generated by the anticipated population increase.

Parks and Community Assets in the Area (see also Map 10):

- Gower Park
- Grant Park
- Fernwood Community Centre
- Haegert Park
- Spring Ridge Commons (Permaculture Garden)
- Stevenson Park
- Alexander Park
- Compost Education Centre
- Fernwood Community Centre
- Paul Phillips Hall
- Pandora Green



Map 10: Fernwood Parks and Open Spaces, Current

The *Official Community Plan* calls for 99% of Victorians to have a park or open space within 400m of home by 2041. Fernwood as a whole meets this target.

Though some opportunities to add pockets of green space or environmental enhancement were identified through this process, the emphasis for this area is around improving existing assets for greater public use. The *Parks and Open Space Master Plan* reflects a theme that was common throughout engagement – the desire to locate a water/spray park in the northeast area of that city because of the limited access to the waterfront.

Community Facilities and Assets

Fernwood is served by two community facilities, the Fernwood Community Centre at 1240 Gladstone Avenue and Paul Phillips Hall at 1923 Fernwood Road. They are operated by the Fernwood Neighbourhood Resource Centre (NRG) and by the Fernwood Community Centre respectively and owned by the City of Victoria. The Fernwood Community Centre receives annual funding support from the City and provides a range of services in approx. 8,500 sq. ft., including a childcare centre, recreational and family programming, meals for families and seniors, and food distribution. Paul Phillips Hall, with an additional 5,800 sq. ft., provides meeting space and space for the arts.

Local Food Systems

The Fernwood Neighbourhood is rich with local food system assets and has a passion for food security, evident in the Compost Education Centre, the Spring Ridge Commons, the Fernwood Community orchard, and various allotment and other gardens.

The *Growing in the City* urban agriculture program is comprised of several program streams to support community-based initiatives. This model provides local residents with a wide range of benefits including social opportunities and access to healthy food through the establishment of community gardens, orchards, and boulevard gardens on public and private lands. The City provides gardening materials, offers licenses for gardening on public land, along with guidance for boulevard gardening. The City also offers voluntary guidelines to inform food production in multi-family development (food production spaces are one possible use within open spaces identified in various design guidelines documents to encourage sociability and amenity space in multi-family housing).

Planned City Initiatives

The City has already identified and will be undertaking several actions that will contribute to amenities in the area. Some of these actions are not place-specific at this time, but have been identified in one or more plans or projects including:

- Construction of a new artificial turf sport field at Vic High by School District 61
- Replacement of the playground at Stadacona Park
- Locating a library branch in the north part of the city.
- Replacing or renewing the Crystal Pool and Fitness Centre
- Consulting on the establishment of a community garden within the city.
- Expanding grant streams to support the establishment and ongoing operation of community-initiated community gardens
- Strengthening the Tree Preservation Bylaw which includes protections for trees on private lands (completed 2021).
- Developing neighbourhood tree planting plans.
- Development of a Neighbourhood Learning Centre at Vic High by School District 61.

Current Prominent Development Proposals

The City is considering a development proposal for affordable housing at the site west of Vic High between Gladstone Avenue and Grant Street. Through this proposed redevelopment amenities and public realm improvements for the area could be secured, including an indoor community amenity space, new expanded community garden, accessible living units, and public realm improvements, including contributions of rights-of-way for pedestrian improvements along Gladstone, Grant, and Fernwood Road, in addition to a majority of the homes being deeply subsidized or rent-gearred-to-income.

Where We're Headed

Draft Planning and Design Directions for **Parks, Facilities, and Community Assets**

Principles for Parks and Open Spaces

- **Protect the environment:** Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.
 - Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
 - Improve sustainability and ecosystem services.
 - Mitigate and adapt to climate change.
- **Foster engaging experiences for everyone:** The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.
 - Parks and amenities are equitably distributed and well maintained.
 - Expand the variety of experiences and activities within the parks and open spaces system.
 - Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
 - Improve and maximize the utility of existing sports amenities.
 - Encourage community gardening and local food production by providing multigenerational, collaborative opportunities for learning and growing.
 - Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.
- **Celebrate Victoria:** Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.
 - Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.
- **Strengthen partnerships:** Community members, stewards, and partners help enhance all parks and open spaces in the city.
 - Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.
- **Maintain and enhance the Urban Forest:** The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Key Directions for Parks and Open Spaces

- Through the future expansion of parks or the development of park improvement plans, consider the following community priorities:
 - Creating a water or spray park and/or other water features that help draw people to and animate the space in a park in the north-central neighbourhoods of Victoria.
 - Incorporating more benches, tables, and sheltered areas for weather protection and seasonal comfort in parks and public open spaces.
 - Incorporating public washrooms and drinking fountain facilities.
- Through parks and facilities planning and partnership, seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city.
- Through planning for arts and culture facilities and implementation of the Music Strategy, consider the location of an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.

- Seek opportunities to enhance or expand Haegert Park including through redevelopment, land acquisition, street closures (see Mobility section) and/or a park improvement plan that considers the community priorities noted above.
- Consider future enhancements to Stevenson Park through a park improvement plan that considers the community priorities noted above in addition to the following:
 - Preserving and enhancing the skate park adjacent to the community centre.
- Consider future enhancements to Gower Park that considers the community priorities noted above in addition to the following:
 - Improving the landscaping.
 - Supporting mobility connections through the park.
 - Design features and space planning that better connects the park to Fernwood Square (e.g., seating areas that can be used freely by residents as well as restaurant and café patrons).
- Consider future enhancements to Alexander Park through a park improvement plan that considers the community priorities noted above in addition to the following:
 - Improving management of pet zones.
 - Improving drainage.
- Consider future enhancements to Pandora Green / Harris Green and consider ideas developed during the Pandora Green Charrette.
- Support community initiatives to explore opportunities to create small green spaces, pockets of nature or food production on underused lands, including through placemaking programs and the *Growing in the City* program.
- Consider both community-led or City-led improvements to Fernwood Square, including temporary and permanent placemaking features like moveable tables, improved weather protection, improved drainage, and other design features (see Public Realm and Placemaking section).
- Better connect green spaces to one another and to areas of higher-density housing through new greenways (see Mobility section).
- Work with the Greater Victoria School District to continue to consider publicly accessible uses on the Vic High grounds through partnerships between the City, the District and/or the Community. Work with the School District to enhance and program the Spring Ridge Common space for community use and enjoyment.
- Identify opportunities for daylighting or celebrating Rock Bay Creek, focusing on public spaces (considering how daylighting would interact with other uses of these spaces), large sites that might redevelop in the future, and streets (Haultain Street, Blackwood Street, Kings Road).

Principles for Community Facilities

- Continue to support the current and evolving needs of the diverse population in Fernwood including households of all ages, incomes, family types and lifestyles.

Key Directions for Community Facilities

- Through facilities planning and partnership, seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city.
- Continue to work with the Fernwood Neighbourhood Resource Group and the Fernwood Community Association to sustain and enhance community programming, services, and facilities that meet the evolving needs of the community.
- Work with the Fernwood Neighbourhood Resources Group in exploring the potential redevelopment and enhancement of the Fernwood Community Centre, including opportunities to co-locate affordable housing and additional community amenities like youth and childcare spaces.

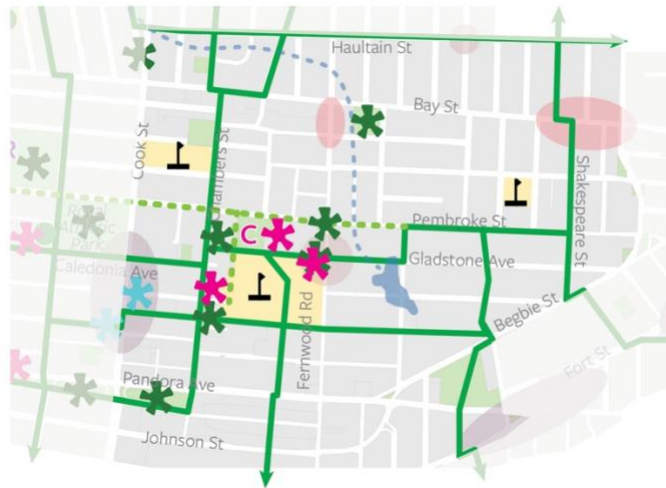
- Seek an indoor community amenity space with the proposed rezoning for affordable and mixed-income housing west of Vic High, with access to outdoor spaces.
- Work with the School District to make school facilities more broadly available for community programming, sports, and indoor and outdoor gathering.
- Support community organizations and groups to prioritize equity, diversity, and inclusion in their services and engagement with the community, in line with the City's emerging equity framework.

Principles for Local Food Systems

- Build on the strong network of community food systems in Fernwood to reflect the values of food security and sustainability.
- Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.

Key Directions for Local Food Systems

- Support the planned enhancement of the Compost Education Centre and encourage ongoing community access and public education.
- Support community-led efforts to enhance or establish additional community gardens including allotment gardens, native plantings, pollinator gardens or community orchards through the *Growing in the City* program and other placemaking programs.
- Support community programs to distribute food and enhance food security, including "Good Food Boxes", community supported agriculture, and others.
- As part of any expansion in community facilities, support additional capacity for commercial kitchen uses and space for family meal programs, community teas and other social connections around food (e.g., "Family Dinners," cooking programs, or social enterprises).
- Support the development and enhancement of public spaces that includes opportunities to share, sell, and grow food.
- Support further exploration of local food systems improvements through community-led planning, including a *Community-Led Action* process, if there is interest.



LEGEND

	Designated Greenway		Park
	Proposed Greenway		Open Space
	Community Centre		Plaza or Formalized Public Space (Proposed)
	Recreation Centre		Community Use Space (Proposed)
	Arena		Desired Enhancement to Park or Open Space
	Existing Public School		Rock Bay Creek

Map 11: Desired Parks, Open Spaces, Community Facilities and Greenways enhancements

How We'll Get There

Implementation Steps for **Parks, Facilities, and Community Assets**

Update the Fernwood Neighbourhood Plan Update the Fernwood Neighbourhood Plan to reflect the community objectives and draft directions herein.
Consider Opportunities for Community Gardens Consider additional gardens through the City's community-led, city-supported food systems initiatives, as well as consideration of a City-initiated, community-managed garden within the city.
Seek Dedicated Cultural Spaces for Indigenous Residents As opportunities arise, seek partnerships to create cultural spaces for Indigenous residents in the centre of the region.
Consider Opportunities Through a Parks Acquisition and Development Plan Continue to explore opportunities for land acquisition or access to greenspace for public use, through a park acquisition/development plan, or as opportunities arise (including through major rezonings or partnerships).
Support a Community-led Action Process If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g. local food and placemaking projects).
Work with the School District for Community Use in Open Spaces Work with the Greater Victoria School District to continue to consider publicly accessible uses on the Vic High grounds and to enhance and program Spring Ridge Common through partnerships between the City, the District, and/or the community.

Hillside-Quadra

Planning Summary and Draft Directions



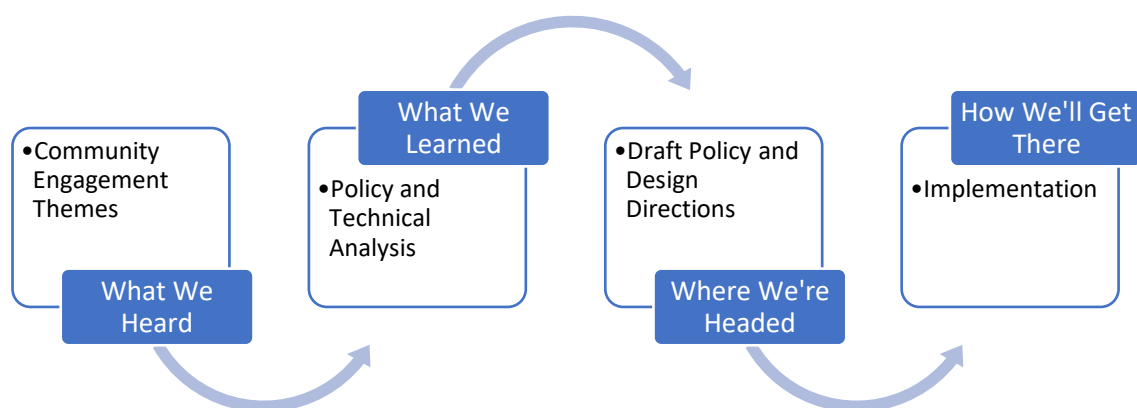
Village and Corridor Planning Phase 1:
Quadra, Fernwood & North Park Villages, Corridors & Surrounding Areas

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About this Report

This report outlines the planning process and **draft directions for Hillside-Quadra**, which includes Quadra Village, the North Quadra Corridor, the Finlayson Corridor, and surrounding areas. Each of the subject matter sections describes community engagement themes, policy and technical analysis, the resulting draft policy and design directions, and finally the required implementation steps.

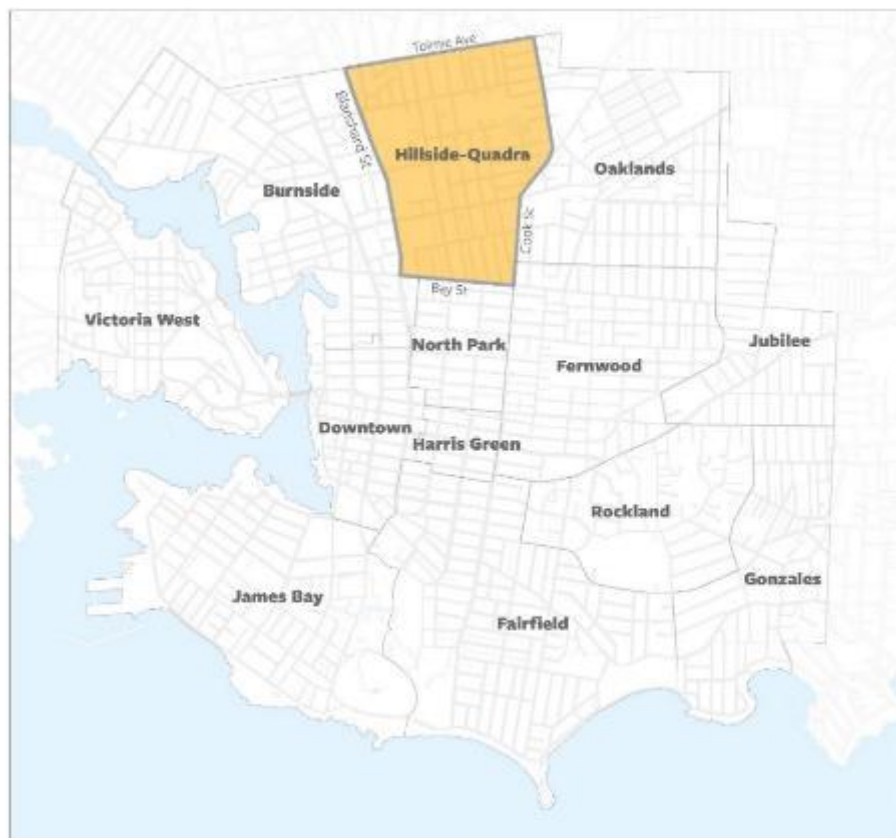


Please see the Stage 2 Engagement Summary for details of the engagement process.

About the Hillside-Quadra Neighbourhood

Hillside-Quadra is a vibrant neighbourhood with working class roots. The community has a long and proud history of welcoming diverse populations, including new Canadians, families, youth, low-income residents, and marginalized groups. As of 2016, 23% of Hillside-Quadra residents were members of what the Census of Canada categorizes as a visible minority ethno-cultural group¹ (compared to 15% city-wide). The area's history of celebrating diversity is reflected in the active and beloved multi-cultural and local businesses found in Quadra Village.

The neighbourhood is situated between several major roadways: Blanshard Street, Bay Street, Cook Street, and the city's northern border at Tolmie Avenue (Map 1). Blanshard Street, the western spine of the neighbourhood, and Douglas Street (a block west) connect the area to the Downtown Core, Uptown (a growing neighbourhood in the District of Saanich with a planned regional transit hub) and the rest of the south island. The historic Rock Bay Creek flows through the neighbourhood, mostly in underground culverts.



Map 1: Hillside-Quadra Neighbourhood

The neighbourhood is home to over 7,500 residents and over 3,600 households. It is a family-oriented area: of all Victoria neighbourhoods, it has the highest share of children aged 0-14 (making up about 14% of the

¹ Visible Minority is defined by the government of Canada as persons, other than aboriginal peoples who are non-Caucasian in race or non-white in color. It is a simplified measure of diversity that is primarily used as a demographic category in connection with employment equity policies. It alone does not provide a complete picture of diversity.

neighbourhood's population). Hillside-Quadra and the neighbouring Oaklands area, have among the highest shares of households with children in the city, while Hillside-Quadra has the single highest share of single parent households. [2016 Census figures]

Most of the housing in the neighbourhood is either multi-family apartment buildings, especially near Quadra Village, or single detached houses (with and without suites). Apartment buildings are typically three to four storeys and include both rental and strata, mostly built between the 1960's and 1990's. The tenure of households in the neighbourhood, 41% owner and 59% renter, is similar to that of the city as a whole (2016). There are relatively few registered or designated heritage buildings in Hillside-Quadra, though there are a number of older character homes. There are few formal house conversions identified by BC Assessment (which tends to capture both conforming and non-conforming conversions), although there may be some additional houses that function as multi-unit rentals.

The area has seen little growth in recent years. According to the City's building permit data, just 42 new housing units were built in the neighbourhood between 2012 and 2018. Development has increased of late, with 241 units approved between 2018 and 2020, thirty percent of which are dedicated affordable (non-market or below-market). Of the total recently approved homes, 20% are two-bedroom homes and 10% are three-bedroom or larger homes.

Hillside-Quadra Equity Study

As part of this planning process the Downtown Blanshard Advisory Committee (the community association in Hillside-Quadra) commissioned an equity study using City grant funds for community-association-led planning. The intent of the study was to encourage the integration of equity considerations into the planning process and outcomes, also an objective identified in the Local Area Planning Terms of Reference. Key findings of the study have been considered in formulating recommendations, and in many cases relate to what was heard in public consultation and reflected in other City plans and policies.

Most of the study's findings illustrate Hillside-Quadra residents face many of the challenges facing the city and region, including how people of different incomes are impacted by the need for affordable housing and/or broader housing choices; the opportunity to further enhance transit and reduce travel times (recognizing Hillside-Quadra is relatively well-served by Frequent Transit compared to much of the city); and the opportunity for enhanced walkability, accessibility, and universal/age-friendly design. Key findings specific to Hillside-Quadra include:

- Pockets of the neighbourhood, particularly directly east and west of Quadra Village, have lower incomes, somewhat higher percentages of families with children and of single-parent families, and higher rates of children experiencing risk factors compared to the city as a whole. There is a desire for services and amenities in this area, including good access to transit, employment opportunities, affordable food, and community services, as well as activities for tweens and older youth (including a planned skate park and bicycle park at Topaz Park).
- In contrast, northeastern parts of the neighbourhood tend to be above-average in terms of income and have access to natural areas, but do not have quick walking access to urban villages, shopping, services, or frequent transit.
- Parts of the neighbourhood along Blanshard Street, Hillside Avenue, and Quadra Street are impacted by air pollution and traffic.

Proposed Key Directions for the Plan (Hillside-Quadra)

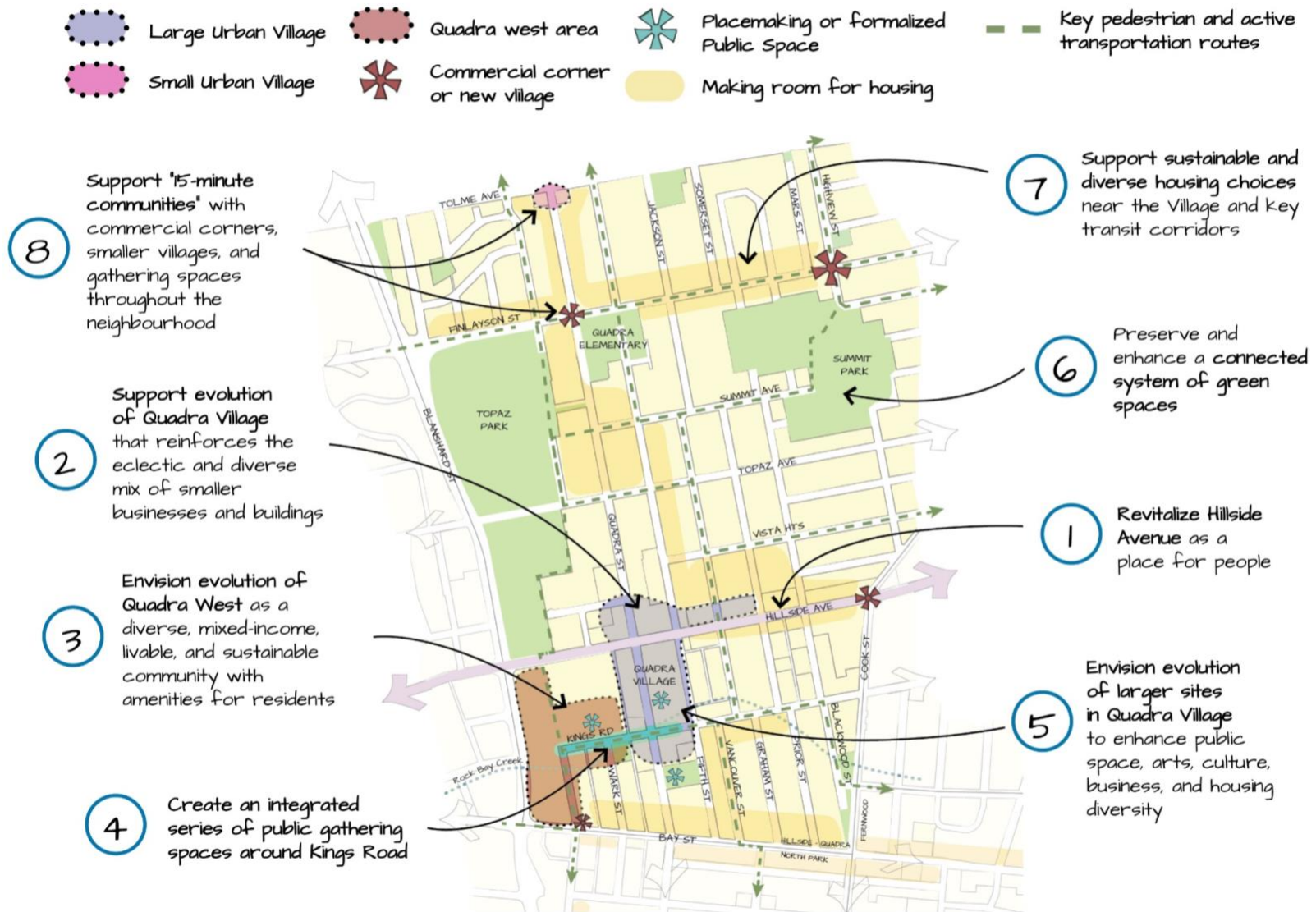


Figure 1: Quadra Key Directions Diagram

Quadra Village and Quadra West



About Quadra Village and Quadra West

Quadra Village is the heart of the Hillside-Quadra neighbourhood. Commercial activity near the intersection of Hillside and Quadra has been steady since the later half of the 20th Century, likely stirred by a flush of purpose-built rental apartment developments in the 1960s. Today, residents appreciate the variety of shops and services available throughout the Village which now spans along Quadra Street from north of Hillside Avenue to the south past Kings Street and spills both east and west along Hillside.

There are several major community assets in and near the Village that strengthen social and physical connections in the neighbourhood and enliven the area. The Quadra Village Community Centre (QVCC) is located a block west of Quadra Street on Kings Road and provides year-round programming, primarily for youth, seniors, and families. Near the QVCC is Wark Street Park, a popular park, playlot and community garden, and the former Blanshard Elementary School site at 950 Kings, which provides an informal greenspace and a community gym that is programmed by the QVCC.

A grocery store, pharmacy and clinic, and liquor store are the main commercial and service anchors of activity along Quadra and Hillside. Though smaller retail businesses, consignment stores, diverse restaurants, coffee shops, and a pub, all draw customers from across the city and region. On the north end of Quadra Street is The Roxy Theatre, operated by the Blue Bridge Theatre Company, featuring live music, theatre and film screenings. Dance Victoria and the Victoria Ballet Company are key cultural anchors on the north end of Quadra, while the old Warehouse School (formerly home to Vancouver Island School of Art) anchors the south end.

Both Hillside and Quadra are important bus routes, providing Frequent Transit connections to downtown jobs and services as well as the University of Victoria. On a typical weekday prior to the COVID-19 pandemic, 3,000 people started or ended transit trips in Quadra Village. The Kings-Haultain connector (east-west) and Vancouver Street (north-south) will provide safe cycling opportunities to and through Quadra Village and the surrounding neighbourhood in the near-term as part of the priority All Ages and Abilities network. Shared mobility is also gaining momentum in this neighbourhood with the addition of designated car share stalls. The neighbourhood's travel mode share, however, reveals there is still notable car dependency (as of 2016, vehicle-based trips by residents for commuting are 54%, slightly higher than the city-wide average of 44%).

Quadra Village is identified as a Large Urban Village in Victoria's *Official Community Plan*. The area has many of the features that characterize a Large Urban Village, including:

- Ground-oriented commercial and community service buildings that line the west side of Quadra Street, primarily made up of local businesses occupying older commercial or mixed-use buildings with smaller footprints. Services include restaurants, cafes, convenience stores, and health care, personal and professional services.
- A large format grocery store, liquor store, post office, pharmacy, and medical building occupy the large parcel on the east side of Quadra Street.
- Design guidelines from the 1990s have helped to contribute to a more pedestrian-friendly environment despite busy traffic on the major cross streets.
- Cohesive design features such as outdoor furnishings, public art features and flags marking the entrance to the Village have improved the public realm.
- On-street, short-term parking is available on Quadra Street during off-peak hours, as well as on some surrounding streets.

However, some important features of a Large Urban Village are not yet present, including a full range of services (childcare is currently available only at the Quadra Village Community Centre) and a central public gathering space. Some key concepts in the existing neighbourhood plan and design guidelines have yet to be realized (e.g. a public plaza; a sense of place along Hillside Avenue; mid-block connections).

Quadra Village Directions

Seek opportunities to daylight or celebrate the covered Rock Bay Creek on public or private lands.

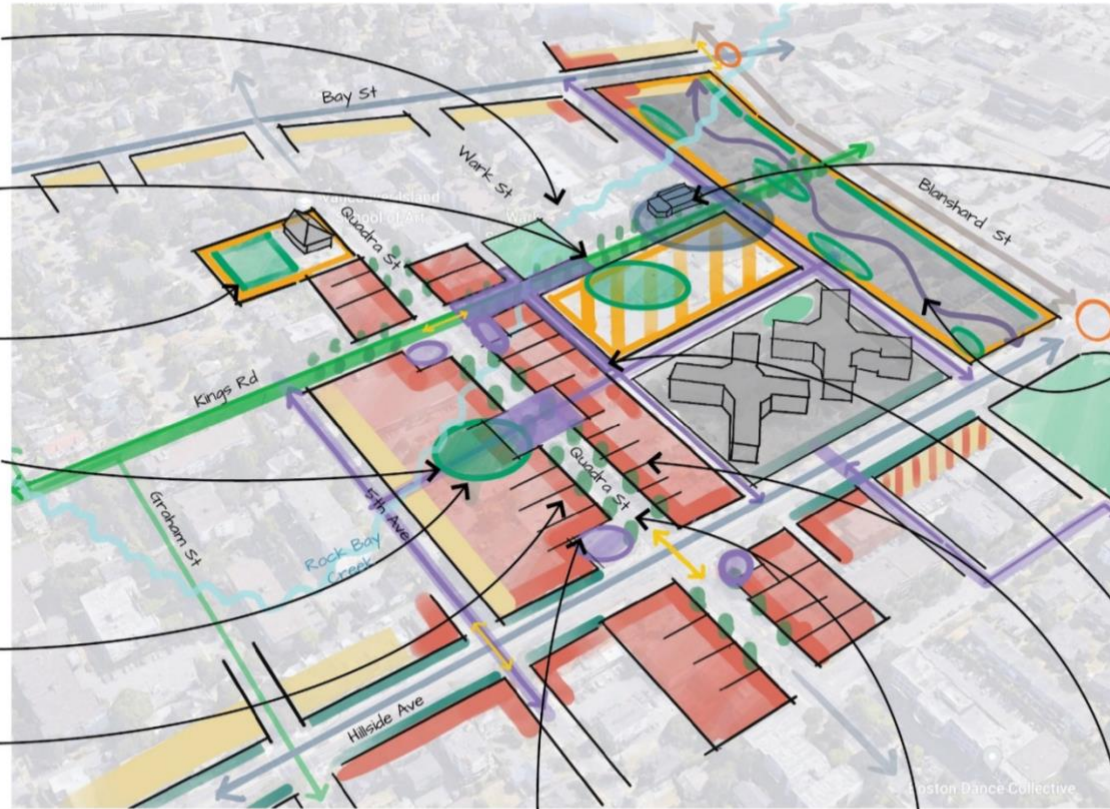
Create an integrated series of open spaces on and around Kings Road.

Seek to retain and program green space for community use at the Warehouse School site.

Maintain a mix of shops and services, including a full-service grocery store, while considering added housing and public space.

Locate taller buildings to the centre of blocks or in locations that minimize impacts.

Seek to renew a performance venue at the Roxy Theatre site, consistent with the City's Arts and Culture Master Plan.



Consider a 'community hub' with added community-serving uses complementing what is offered at Quadra Village Community Centre.

Imagine a future renewal of Evergreen Terrace that includes added affordable and mixed-income housing, a mix of building types, on-site outdoor and indoor and amenity spaces, and sustainable transportation options for residents.

Support the evolution of the lane into a pedestrian-friendly 'Quadra Mews'.

Reimagine Hillside with enhanced pedestrian comfort and landscape so the village turns the corner onto Hillside Avenue and draws people both north and south. Consider off-peak-hour parking, transit priority, enhanced crossings, or other opportunities to support mobility and access.

With future development, create a focal public space near Hillside and Quadra to support pedestrians, patrons and transit users.

In any new development, establish a human-scale interface with the street, with wider sidewalks, space for healthy street trees, frequent storefronts/entries, spaces for patio seating and upper floors stepped back.

Maintain the 'fine grain' of smaller storefronts and small-footprint, car-lite buildings.

Figure 2. Quadra Village Key Directions Diagram

Quadra Village

These directions consider several sub-areas of and near Quadra Village.

- A. Hillside Avenue and the Hillside-Quadra Intersection.
- B. The "East Block" comprised primarily of the Fairway Plaza site and overlapping with above.
- C. The "West Block" and concept of a "Quadra Mews" laneway.
- D. "Quadra West" including Kings Road, 950 Kings (former Blanshard Elementary School) and Evergreen Terrace



Map 2. Quadra Village and Quadra West Sub-Areas

What We Heard

Community Engagement Themes for **Quadra Village**

Support for Local Businesses

People love Quadra Village for its diversity of eateries and multicultural businesses, arts and cultural anchors, access to a grocery store and key services such as a medical clinic and pharmacy, and community celebrations like Quadra Village Days. Concerns over rising commercial rents, property taxes and potential impacts of redevelopment on local businesses emerged. Residents and business owners appreciate the older commercial buildings in Quadra Village that have smaller footprints and are generally lower cost, allowing diverse local businesses to thrive. Local business owners desire support for existing retail while avoiding rapid redevelopment of older commercial buildings. Ideas included encouraging space for small or incubating businesses like micro-spaces (150-300 sq. ft.). Others wanted to see more upgraded or newer spaces and/or improvements to the public realm that can be realized through redevelopment.

Retaining and Enhancing Services and Amenities

It was widely recognized that a complete village includes both services and amenities for residents and visitors. The Quadra Village area already has several services provided by private and non-profit entities. Entities include a medical clinic, pharmacy, family, and social services including family supports and mental health service, and the Camas Book cooperative which is seen as welcoming space whether one is making a purchase or not. The Community Centre is highly valued for the programs it provides to support youth, families, and seniors. There is a desire to maintain services to lower-income individuals, recreation options, and health care options.

Public Spaces in the Village

There was strong interest in formalizing, enhancing, and programming existing and new public spaces in the village, for everyday uses that support community and businesses, as well as events and celebrations for people of diverse backgrounds, ages, and incomes. A prominent desire is to secure existing open spaces at major locations such as 950 Kings Road or on the east block of Quadra Village should redevelopment be proposed (see Quadra West section). Other ideas include identifying new public spaces, enhancing existing spaces and sidewalks, and considering future improvements to places such as Kings Road. For further discussion, see the sections on different geographic areas of the village below, as well as “Urban Design and Public Realm”.

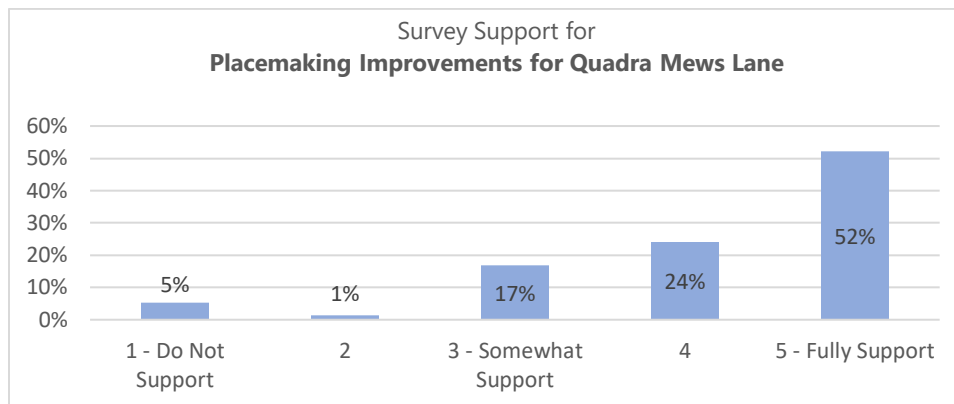
Feedback also revealed an interest to better connect commercial spaces to public spaces, providing opportunities to celebrate the multi-cultural business landscape in the Village. Specific ideas include a food court (similar to the privately-owned Fort Street Commons) which would allow multiple food offerings and business incubation.

Support for the Arts and Culture Sector

Quadra Village was recognized as part of a larger “cultural corridor” along Quadra Street, stretching from the Royal Theatre past Alix Goolden Hall and stretching to Dance Victoria and the Victoria Academy of Ballet just north of Hillside Avenue. Along the way, there are numerous businesses, smaller cultural venues and offices, and organizations (like the Norway House), and places of worship which act as venues. Many Quadra Village businesses support the arts and culture, offering spaces for artistic displays and events. At the same time, key anchors are challenged to remain in the village, including the Vancouver Island School of Arts (which recently found a new location) and the Blue Bridge Theatre Company at the Roxy which lacks appropriate space. See more under the “Arts and Culture” section.

West Side of the Village

There is general support for maintaining the fine-grained pattern of smaller storefronts and smaller-footprint buildings along the west side of Quadra Street, recognizing it hosts a diverse and multi-cultural mix of small businesses. At the same time, some were concerned that even with policies supportive of this pattern, new construction might price out existing businesses.



There was also support for the notion of enhancing the laneway west of Quadra Street as a Quadra Mews, including enhanced pedestrian connections to the Summit and an east-west connection to Quadra Street, a mid-block crossing of Quadra Street, and safer mobility for cyclists accessing the village. There were questions and different opinions on the concept including access for service vehicles, safety at night, opportunities to add greenery and street trees, access to businesses and housing, potential for parking, and concerns that the laneway could not be transformed without public investment.

"Planters and murals are nice touches but in order for a true activation of the space to occur you need micro-business frontage at the back lane along with pedestrian/bicycle access. Cafes, food trucks, bike shops artists studios - these would attract a healthy movement of people day and night."

"As much greenery as possible and spots to congregate. Downtown Kelowna allowed for coffee tables to be built into its streetlights along Bernard Ave which meant that businesses benefited from these assets and people gathered. It changed the feel of Bernard in a great way."

"Love this idea. Perhaps integrate it with the developing bike gateway along kings (add bike parking, a bike services and tire pressure station as seen on the galloping Goose, etc)."

"I think this is a lovely idea! I'm all for it. It reminds me of laneways in Melbourne, Australia."

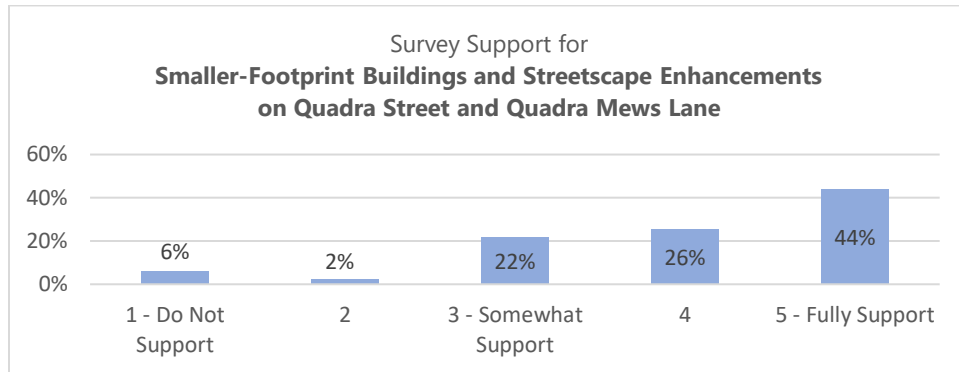
"Sounds great! I worry about the "underused parking" comment though - those back parking areas are difficult to get into (eg only from turning right on hillside for the Thrift store), which is likely why they are underused. The Fairway/drugstore parking lot is always quite busy and can be difficult to navigate (could use a redesign...) Having better/safer bike access will help with car traffic though."

"More benches. Food plants/trees."

"More bike lock-ups."

"I can't imagine anybody wanting to spend time in that lane unless there were a few trees or shade structures. It's very hot there in summer."

"I appreciate the current safely islands in the middle of Quadra for safe passage across. This system is a perfect solution for the able-bodied, but is not good for differently-abled or strollers. I suppose that an official crossing is the right solution; however, people would still like to jaywalk safely all along the street. Especially if there are new exciting shops and spaces on both sides!"



Regarding consideration of small-footprint, car-light buildings of 4-5 storeys along Quadra Street and facing the future Quadra Mews, there was a general support, with a desire for improved streetscapes and pedestrian spaces, but modified by concerns that change be incremental and not displace existing businesses. A small number raised concern that enhancing public spaces and urban design in the village could lead to increasing rents.

"Curious why this lot would not also warrant an increase to the height and density? Oh I see now (below) you've chosen the east side!"

"With these big plans, I can't help but feel concerned for some of the unique small businesses that currently operate in this area. The Island Afrikan Supermarket, the thrift stores, the Caribbean Village Cafe, Alysa's Pho and Bahn Mi, etc. I think it would a shame to lose these unique, culturally diverse small businesses."

"I'm concerned that redeveloping the west side of Quadra would force out the cute little businesses that the plan aims to preserve; these shops can only exist because rents are cheap in old buildings. They'd likely be replaced by coffee shops and stores selling collections of small luxury goods in various pastel shades."

"Changing zoning in the area is important to allow for mixed use housing as well as diverse business opportunities. I think Quadra Village is missing a brewery or a neighborhood pub where people can meet casually after work or on weekends."

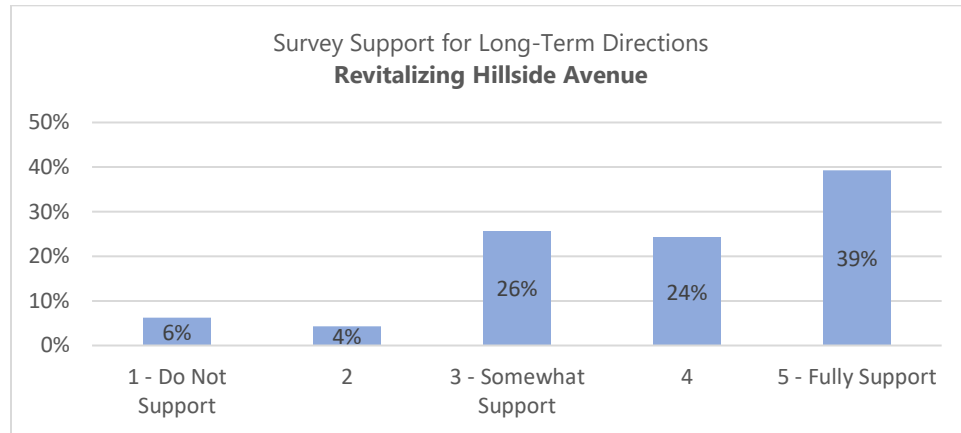
"The greener the better, also, the culture in QV is so diverse and the shops represent that - get input on design and materials so it doesn't end up cookie-cutter glass/concrete apartment style."

"I would support the encouragement of more retail businesses that support a walkable corridor and make the area more of a destination such as Johnson St, Cook St. Village, or Oak Bay Avenue. Short of groceries or alcohol, the corridor doesn't offer much. There are some good restaurants ... I would love to see some more clothing options, more diverse bookstores, or a hardware store. I believe there is an opportunity to develop affordable retail space that would encourage these kinds of businesses and draw them from more expensive locations in the region."

"Stop trying to turn our neighborhood trendy. I am a single parent and am very lucky to have a \$1500 2br place here and every one of these ridiculous changes will only serve to price me and others like me out of it."

Revitalizing Hillside Avenue

There was overall support for concepts to renew the Quadra-Hillside intersection while enhancing pedestrian safety and comfort, adding a small plaza space, and renewing a cultural venue at the Roxy Theatre.



Many people expressed a desire for accommodating better transit, walking and cycling, while some were concerned about potential impacts on automobile travel:

"Would really like to see prominent, covered, well-lit (and beautiful if possible) bus infrastructure for links along Hillside/Quadra to this area. Clearly connected stop placement near the corners of Hillside/Quadra would allow for easy transfers."

"The sidewalks are very narrow in this area and the space feels cramped, especially at the intersections."

"Make this corner safer for pedestrians crossing. I have had too many near misses crossing here and I won't let my children cross without an adult because of it."

"Better connections across hillside from north to south, including pedestrian refuges at fifth, prior etc."

"Hillside is still a dangerous place to ride a bicycle in this design. Will there be a safe east west route nearer it? I recognize Kings is there, but coming from Vic West, it is not accessible in any way."

"Hillside is a major transport artery, keep disruptions to a minimum. Ensure crosswalks signals are coordinated with street lights to prevent midblock stops and keep traffic flowing to prevent unnecessary idling."

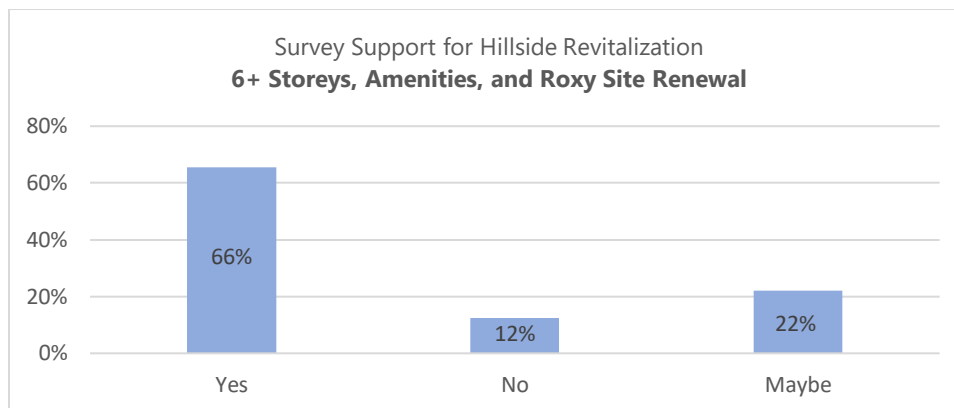
Yet others felt that it would be difficult to improve conditions here or make it attractive for uses like patios:

"So long as Hillside is a main artery for motorized transportation, I don't see how it can be a street I would want to spend any time on. (I am a full time pedestrian)."

There were mixed opinions about parking. Some felt it would enhance access to the area, slow traffic and buffer pedestrians; others that it would cause disruptions for auto travellers going through the area, and yet others that parking encourages driving.

Concepts for the Roxy Theatre Site and Additional Densities

There was positive response for the concept of taller buildings at the Hillside-Quadra intersection with density that can help renew the Roxy Theatre cultural asset, enliven the area, provide needed housing, support amenities or public spaces, or enhance sustainability. Some noted the ability to build taller mass-timber buildings.



Those who did not support buildings over 4 or 5 storeys felt the scale established in the area should be maintained, that amenities like cultural space should be provided in lower-scale buildings or without new development, that a cultural space here was not valuable, or that development would lead to congestion and gentrification.

Those who supported building above the currently zoned 4 storeys indicated various desired scales: many supported 4-5 storeys, 6 storeys or not more than 6 storeys and others supported taller buildings (6-7 storeys, 8 storeys, 10 storeys, or taller buildings in general).

Some used this question to express a desire for services and amenities, including the proposed cultural space (see below) but also library space, childcare, or other services mentioned throughout the survey.

"The Roxy is an important community asset. With all the new housing proposed above, we also need additional public amenities. In particular we need indoor as well as outdoor gathering spaces, and spaces that community groups can rent e.g., for dance events, rummage sales etc."

Many expressed concern that affordable or rental housing be included in such a proposal:

"Please be careful with gentrification. I am very concerned about the possibility of making nicer public spaces allowing for higher rental prices around the neighborhood. It sounds like a good idea, but very concerned about the affordability and quality of living for folks around the neighborhood. Topaz Park, very close, used to be a camping place for unhoused folks. It should be a priority to find affordable and sustainable housing moving forward."

Some expressed concerns about building or open space design:

"Yes, the new building architecture should be of the highest quality and really connect to the identity of the neighbourhood; using natural materials like wood and brick only. We don't want to see anymore of

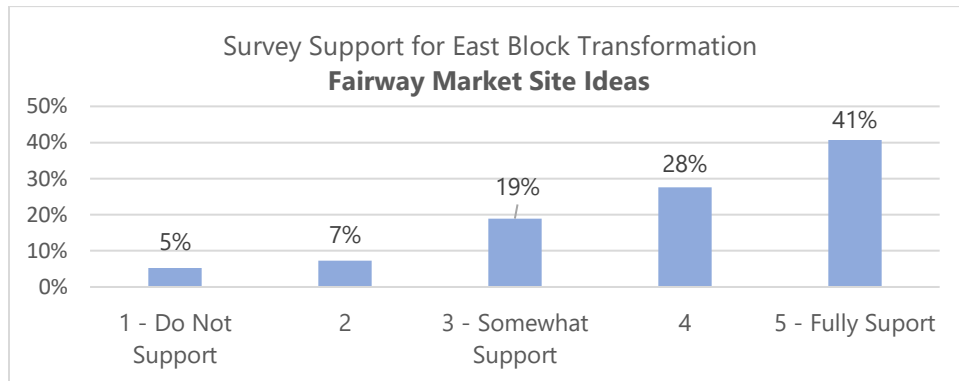
those cheap cement panels with metal moldings Victoria is a city with a soul that deserve to be preserved."

"Love the open corners for pedestrians and the bus lanes (or at least pull-outs). Plaza space along Hillside isn't as valuable as it is a busier street, but anything along Quadra would be very nice for cafe's, seating, etc."

"I would support a higher building only if it is well set back from the street and separated from the street with a plaza as in the image. I do not support tall buildings built right out to the corner."

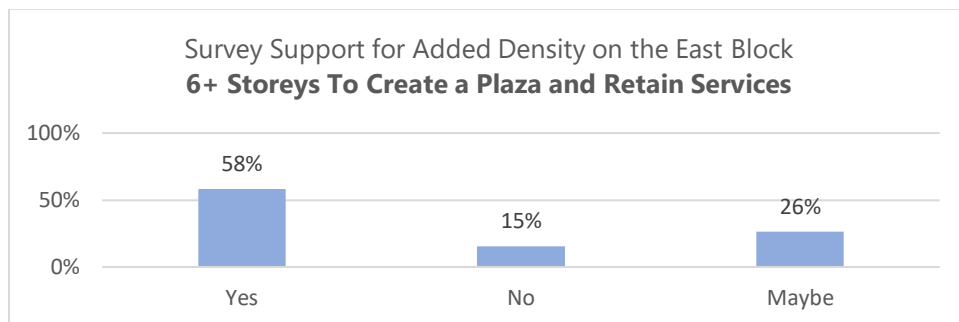
East Side of the Village and Fairway Market Site

There was also general support for concepts presented for the east side of the Village, including the large Fairway Market site, with some specific concerns, cautions, or additions.



Key concerns, opportunities, and desires included:

A majority of survey participants were supportive of increased density that would support public space amenities and retaining valued services.



At the same time, some expressed concern for design, public space, and amenities. Some feared design that would be "were too modern ("glass boxes", "not charming", "too generic") while others emphasized qualities like fine-grained storefronts, tree canopy, public space or "green building". Some noted that new development could accommodate daylighting of Rock Bay Creek.

"In general, there is great opportunity to convert wasted urban space such as parking lots into something much better. I support mixed use buildings, placemaking and greenspace. "

"As previously stated, I am concerned with high rise development as this potentially shatters any hope for a character "village" feel. I am aware that this is not one of the wealthier neighbourhoods and my fear is that the buildings would be ugly and would not stand the test of time. The new development in Cook Street Village (across from what will be the new Root Cellar) is beautiful ---- if this type of quality design could be incorporated in Quadra Village then I would be more supportive."

"More detail needed on building character (not glass boxes) and integration of continuous tree canopy and other greenspace ... ecology of buried Rock Bay creek."

"In general if we are going to put up 6 story buildings a surface parking lot is a good place to redevelop. I would need to see the plans before supporting it and the key would be public spaces and amenities."

Most respondents supported the inclusion of housing and expressed concern for a diversity including rental and affordable housing.

"I hope any high-density housing in the neighbourhood will include a healthy proportion of rental-only and subsidized living spaces. Gentrification through luxury condos that squeezes out long-time residents is not a good direction."

There were different views on parking. Some valued parking underground, while others felt the provision of significant amounts of parking is expensive and encourages driving. A counterpoint was provided by those who see this area's appeal mainly as a convenient shopping area:

"This is not an area for "residences". It is a commercial area. People go there to shop because it is accessible by vehicle and there is enough parking. If you reduce those two attractions, people will not patronize those businesses anymore. Do NOT tamper with the balance."

Others were concerned about maintaining diverse and affordable commercial spaces. There is a desire to maintain the full-service grocery store and medium-scale uses like a liquor store, pharmacy or medical office, while others wanted to add even more services, spaces for artists, child care, and other opportunities. Some felt the market could be refreshed and be more outward facing (noting the large blank wall along the back side facing Kings Road).

"I strongly support density, particularly dedicating those buildings to affordable housing. My main concern is that if the building is upgraded, the grocery store may be replaced with a less affordable groceries option. Would it be possible to subsidize the grocery space to make sure food prices stay accessible to all in the community?"

"If this were to go through, I would not want to lose the essence of Quadra Village and its uniqueness. The Quadra Village Revolution looks like it could be in any city anywhere and if it were allowed to have more chain stores buy into the area I am afraid that it would lose some of the heart of the neighborhood."

"Please include professional spaces for lawyers and medical practices. Maybe loft style artist spaces."

Some others indicated that the addition of public space and amenity was not desirable if it required change, or buildings over the currently-zoned four storeys.

What We Learned

Policy and Technical Analysis for **Quadra Village**

Quadra Village Development Patterns

Quadra Village includes diverse land ownership patterns. In the heart of the village between Kings Road and Hillside Avenue, the west side is characterized by smaller lots that are 15.2-30.5 metres (50-100 feet) wide, while most of the eastern block is a single ownership. Many of the buildings were constructed before 1970 and support smaller storefronts and diverse businesses. While there is significant housing just outside of the village, there are 99 units of rental housing within the village itself (61 along Quadra Street within the village built before year 2000, most in two older and one newer apartment building of 3-4 storeys). Adjacent to the commercial heart of the village, the Capital Region Housing Corporation will increase the number of non-market homes at Forest Heights (2558 Quadra) from 19 to 40, while a recent development on Fifth Street added 65 market-rate rental homes.

The public realm of the village was enhanced through a streetscape improvement project in 1996, however, additional improvements that could be realized through redevelopment should consider the following:

- Public sidewalks vary in width from as little as 2 metres to generally 3.5 metres along the west side of the street. Some buildings have established additional spaces for landscape, seating or display spaces adjacent to the sidewalk. Outer lanes are currently used for on-street parking outside of peak hours.
- Quadra Street and Hillside Avenue are both designated Frequent Transit Routes, meaning that transit is anticipated to continue at a high service level with future investments to further support transit (e.g., signal prioritization, enhanced stops, queue-jumping lanes). Given the needs of transit, there are likely limited opportunities to widen sidewalks into the existing right-of-way.
- Additional sidewalk space can be achieved with the acquisition of right-of-way in new development, but this could impact development viability or detract from other uses of the space such as outdoor patios on private property.

Existing Land Use Policy and Zoning

Quadra Village is currently designated as a Large Urban Village in the City's *Official Community Plan* (OCP), which considers a range of uses with ground floor commercial spaces. Heights of approximately 6 storeys and 2.5:1 Floor Space Ratio (FSR) are envisioned. Urban design characteristics include street wall facades of 3 to 5 storeys, generous sidewalks, street trees, and active building frontages and storefronts, subject to design guidelines. Much of the area surrounding the Large Urban Village is designated Urban Residential which generally supports low to mid rise residential buildings.

The village is currently zoned C1-QV to support mixed-use commercial and residential development up to 4 storeys and 1.6:1 FSR. The zoning calls for a 3-metre setback of lower floors and a 6-metre setback of floors above the second (except near the Hillside-Quadra intersection where a more prominent building form is desired). This zoning has been in place since 1996 and has resulted in very little development, indicating that buildings in their current use are more valuable than new buildings at this density. Zoning represents current entitlements and not necessarily the future vision (which is the role of the OCP and local area plans).

Making room for new housing in and near urban villages is an important element of the OCPs 30-year Growth Framework, which emphasizes focusing growth in areas that will create complete communities and support sustainable mobility objectives. Areas in and near Quadra Village have some capacity for growth based on OCP Designations. The community expressed strong desire to preserve lower scale, affordable mixed-use buildings in much of the village. Many properties are already developed as purpose-built rental or strata multi-unit

homes, which are important to the city's housing stock and should be preserved. Considering these factors, more room for housing is needed nearby, that will not disrupt the key assets in and near Quadra Village today.

The Hillside-Quadra Neighbourhood Plan (1996) seeks a pedestrian pass-through between Quadra Street and the lane to the west, as well as beatification of the lane with any redevelopment. The plan envisions the pass-through to continue as a formalized east-west pedestrian connection across Quadra Street. It envisions a future redevelopment of the Fairway Shopping Centre site that would establish new commercial-residential mixed-use buildings fronting onto both Quadra Street and Fifth Street to activate them as pedestrian places,

For larger redevelopments, the City's *Inclusionary Housing and Community Amenity* policy indicates that desired amenities be negotiated. Desired public benefits may be informed by local area plans, design guidelines, the *Victoria Housing Strategy*, and desired elements of a "complete village" as articulated in the OCP.

Retail Needs, Capacity, and City-wide Objectives

A retail assessment concluded that the area encompassing Hillside-Quadra, Fernwood, North Park, Oaklands, and Jubilee neighbourhoods could accommodate up to approximately 255,000 additional square feet of retail and services (an approximate 26% increase) between 2020 and 2040. This growth would help to meet the needs of people, without negatively impacting the amount spent per square foot (i.e., without negatively affecting existing or future business viability). The assessment is based on anticipated population changes and trends regarding consumer behaviour. It captures sectors like general merchandising, restaurants and coffee shops, grocers, and specialty food shops, and personal, professional, and health services. Without changing existing policy, it is estimated that about 20% of this would be accommodated within existing urban villages at sites which are likely candidates for redevelopment over the next 20 years.

The assessment found that Quadra Village is not likely to add significant retail/service space in its current footprint in the next 20 years. With the proposed expansion of the village, it could potentially add approximately 7,000 sq. ft. of retail/service space.

Victoria 3.0 - Recovery Reinvention Resilience - 2020-2041 is the City's long-term economic action plan. It supports local retail and small businesses, both in recovery and resilience following the COVID-19 pandemic and growth and expansion into the future. The plan emphasizes diversity and inclusion of youth, Indigenous residents, and Canadian newcomers.

Other existing directions, to be completed outside of the local area planning process, will address other concerns and some desired actions to support local businesses. *Build Back Victoria* is a set of city-led initiatives to support local businesses and the community to reopen and recover from the COVID-19 pandemic, including \$575,000 in economic stimulus grants. The City's *2019-2022 Strategic Plan* includes an action to "Explore the creation of a Legacy Business Program that specifically protects and highlights longstanding local businesses that are being priced out of our neighbourhoods."

Land Economics Analysis

A land economic analysis carried out in 2020 revealed, on typical sites, to create rental tenure housing with retail/commercial uses on the ground floor densities close to 3:1 Floor Space Ratio are generally required, (typically accommodated in buildings of 5-6 storeys). Because strata housing tends to create higher values than rental housing, strata housing is likely to be viable at lower densities and could support contributions for public amenities or affordable housing. This analysis is meant to paint a broad picture, as it cannot predict the viability of any one site or how viability may change over time. Smaller developments without below-grade parking may be more feasible without the need for larger lot consolidations, while larger sites would have their own site-specific considerations.

Where We're Headed

Draft Planning and Design Directions for **Quadra Village**



Map 3. Proposed and Expanded Urban Villages

Principles for Quadra Village

- **Incremental Change:** Create opportunities for smaller footprint buildings rather than assemblages of existing smaller lots, in order to retain the local-serving nature of the Village reflected in its practical and inclusive commercial uses, public art and placemaking features, and mix of older and new buildings with diverse designs.
- **Business Diversity:** Support and strengthen key shops and community services, and a diversity of local eateries, through improved public realm and use of placemaking programs and the maintenance of a variety of smaller-size storefronts.
- **Arts and Culture:** Support the retention and attraction of arts and culture spaces for performance, production, learning and sale, and affordable living opportunities as an important aspect of the community, consistent with City strategies.
- **Quality Urban Design:** Seek a high-quality design in new buildings and public spaces, guided by the Principles for Urban Design, Quadra Village (see Urban Design, Placemaking and Public Realm in this document).
- **Connected Public Realm:** Create a high-quality pedestrian realm through a series of interconnected, accessible open spaces and pedestrian pass-throughs, an improved “Quadra Mews”, enhanced sidewalks on Quadra Street and Hillside Avenue, and enhanced crossings in and near the village, through public and private investments and new development.
- **Placemaking and Public Space:** In the short-term, seek to provide a dedicated public gathering space in or near the village through community-led and City-supported Placemaking initiatives, with a focus on the Kings Road area west of Quadra Street. In the short term, seek to provide a gathering space through placemaking and shared use of Kings Road west.

- **Housing Choice:** Create opportunities to add a mix of housing in and near the village that supports people of different incomes, lifestyles, and household types.
- **Sustainable mobility:** Support growth and change that encourages walking, cycling and transit, and shared mobility, and ensures access for deliveries, commercial needs, and those with mobility challenges.
- **Incorporating Nature:** Consider opportunities to bring experience of nature into the area, including healthy street trees, public and private landscapes, and opportunities to daylight or celebrate Rock Bay Creek (which once flowed through the area and has been redirected to a series of storm sewers.)

Land Use Directions for Quadra Village

General Directions

- Consider mixed-use development, consistent with the intent of the current Large Urban Village Designation, taking into consideration the scale of adjacent sites (including existing buildings and future potential developments).
- Consider development of approximately 5 storeys at 1.2:1 Floor Space Ratio and approximately 2.5:1 Floor Space Ratio, considering public benefits that offset the impacts of development.
- Consider somewhat higher scale development on larger sites and where the provision of community amenities or affordable housing benefits is considered. Desired amenities include:
 - A cultural space (e.g., a mid-sized performance venue) as part of redevelopment plans in this area, in partnership with an arts organization.
 - Spaces for arts production, display, or education.
 - Public spaces as generally described in this plan.
 - Space for services such as community centre facilities, childcare, health services, or other community-serving purposes.
 - Space for a library branch.
 - Retention of community-service spaces at the Norway House.
 - Non-market and affordable housing.
- Encourage the village to “turn the corner” onto Hillside Avenue through building, public space, and landscaping design that draws pedestrians to Hillside Avenue and Quadra Street north of Hillside Avenue.
- Extend the Large Urban Village designation along the north side of Hillside Avenue to just east of Prior Street as shown in Map 3.
- Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain the existing narrow shop front pattern. Consider the inclusion of very small commercial spaces (as small as 150-300 sq. ft.) for emerging businesses.
- Integrate housing for a variety of households and incomes into mixed-use developments, including rental-tenure housing and non-market or affordable housing.
- Encourage buildings with smaller footprints (15.2-30.5m frontage) by reducing or eliminating vehicle parking requirements for smaller-footprint buildings while formalizing transportation demand management requirements (see Mobility section for more details).

Mobility and Public Space

- Support community-led placemaking initiatives, partnerships, and public investments that:
 - provide opportunities for local artists and entrepreneurs, including through temporary or seasonal markets, or more permanent fixtures like kiosks and food trucks.

- provide a central public gather place in the village (see Public Realm and Placemaking and Mobility sections), with a focus on Kings Road.
- Secure public rights-of-way through development as required to facilitate wider sidewalks and pedestrian improvements with a focus on Quadra Street and Hillside Avenue.
- Seek public right-of-way to support the evolution of the lane to the west of the village into a pedestrian-friendly “Quadra Mews” as described below.
- Consider bold moves for commercial and residential parking in the village per the key directions in the Mobility section.



Figure 3. Conceptual illustration of a fine-grained pattern of smaller storefront buildings (left) and a what a mid-block crossing and public space (right) might look like in Quadra Village.

Specific Directions for the West Side of Quadra Village

- Seek to establish a series of mid-block connections, crossings and public open spaces as identified in Figure 2: Quadra Village Key Directions.



Figure 4. Conceptual illustration of a mid-block pedestrian passthrough with eclectic building design and public space.

- Support the design and evolution of the lane directly west of Quadra Street and north of Kings Road into a multi-use, pedestrian-friendly “Quadra Mews” space that supports enhanced landscapes, and adjacent new private patios and storefronts. This vision would ultimately be realized through seeking right-of-way acquisitions and frontage works when rezoning occurs and could be supported in the short term through placemaking.
 - The east side of the lane is envisioned as an eclectic, active, mixed 'back-of-house is front-of-house' type of condition that can evolve over time.
 - Future evolution of 950 Kings provides the opportunity for comprehensive improvements on the west side of the laneway, allowing for the inclusion of more improvements. Elements that should be considered along this part of the lane include:
 - A continuous pedestrian sidewalk along the west side of the lane.
 - Street trees, preferred on the west side of the lane to provide shade and canopy.
 - Boulevards/rain gardens to mitigate drainage issues.
 - On-street parking (short-term parking).
 - Public seating areas.
 - Space for auto and bicycle circulation and access to individual sites, emphasizing slow movement.
 - With any future development at 950 Kings, seek to arrange the site so that publicly useable open spaces and/or buildings with active ground floors and pedestrian-scale architecture are located adjacent to the lane.
 - Future development along the east side of the lane is encouraged to establish active uses at grade fronting the lane (e.g., commercial, artisan or production spaces, or patios that are secondary to the Quadra Street frontage).
 - These directions should guide the City in seeking additional right-of-way and frontage works. A primary opportunity for this would be at 950 Kings Road. On the east side of the lane, setbacks or additional right-of-way requests would be minimal to allow for future buildings or patios to interface with the lane.
 - In the short term, activation through public realm improvements and seating areas or temporary uses on existing private lands (e.g., adjacent parking lots) is encouraged. See the *Urban Design, Placemaking and Public Realm* section for details.



Figure 5. Concept and precedent example of what a mews might look like over time.

Specific Directions for Hillside Avenue and Intersection of Quadra Street

- Consider development of approximately 6 storeys, considering desired public space and amenities identified in this section.
- With rezoning, seek to create smaller plaza spaces near the Hillside-Quadra intersection, providing space for pedestrians and transit users along with public seating, and gathering for patrons of arts and culture venues.
- Encourage the provision of a medium-sized cultural venue consistent with direction in *Create Victoria*, the Arts and Culture Master Plan, the Music Strategy, and upcoming Cultural Spaces Strategy, as a public amenity in partnership with an arts organization and as part of redevelopment / rezoning involving the Roxy Theatre site.
- Seek permeability of larger sites with pedestrian connections between streets and to adjacent larger developments.
- Consider a range of ground floor uses including commercial spaces, maker spaces for artisan and small-scale production, and flexible or live-work uses.
- Seek to retain community-serving space at the Norway House (1110 Hillside Avenue).
- Identify opportunities to improve the pedestrian environment along Hillside Avenue and balance concerns of pedestrians, transit users, business access, and automobiles (see Urban Design and the Public Realm, and Mobility sections).

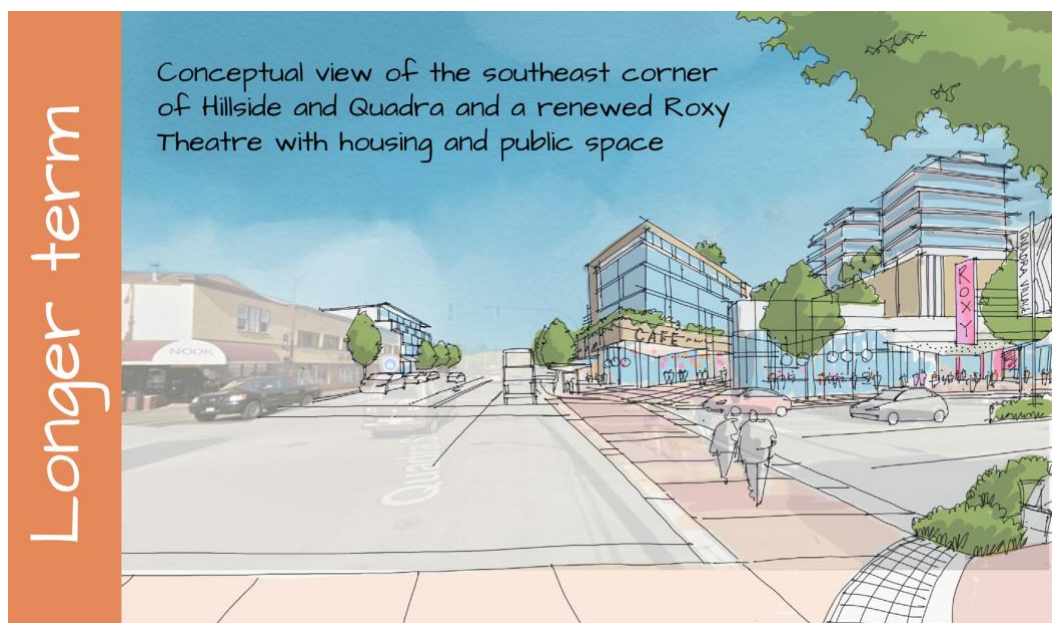


Figure 6. Concepts and ideas for the Quadra-Hillside Intersection with a renewed cultural venue, plaza, and more pedestrian-friendly Hillside Avenue.

Specific Directions for the East Side of the Village

- In the short term, encourage collaboration between the community, businesses, and property owners to establish space for pedestrians and outdoor seating and activity, including near the Fairway Shopping Centre parking lot or along the north side of Kings Road east of Quadra Street.

- Figure 7. One possible idea suggested at the workshops, for placemaking along Kings Road east of Quadra Street to activate an under-used area adjacent to a blank wall with kiosks*



Quadra West



Figure 8. Kings Road and Quadra West, including 950 Kings, Evergreen Terrace, and Wark Street Park area.

What We Heard

Community Engagement Themes for **Quadra West**

Engagement explored a coordinated approach to Kings Road west of Quadra Street, a “Quadra Mews,” and future directions for 950 Kings and BC Housing’s Evergreen Terrace site. General concepts included:

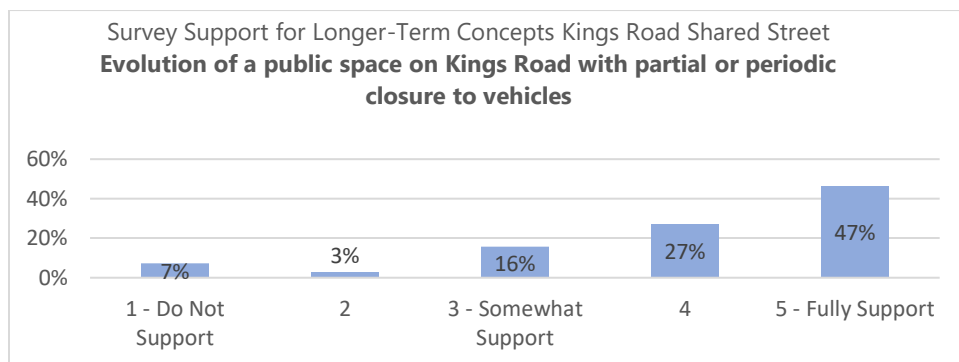
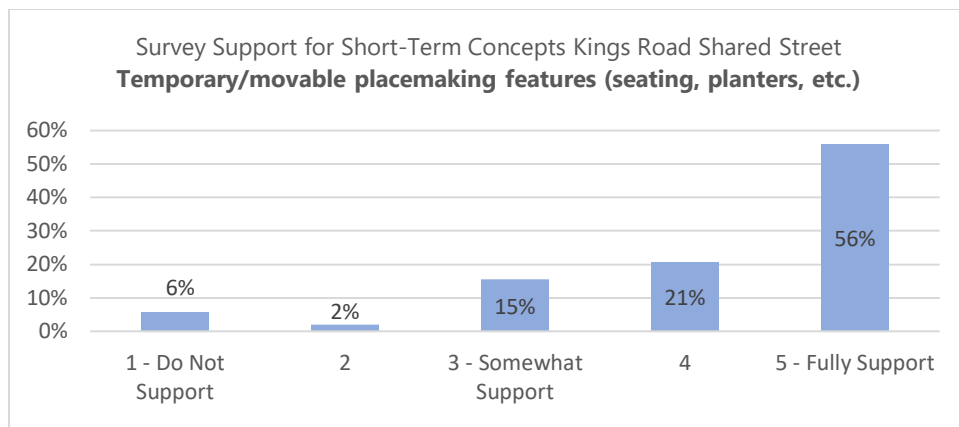
- Establish a series of interconnected public spaces by:
 - Creating a multi-use space along part of Kings Road through partial or periodic street closure.
 - Establishing a public green space at 950 Kings, complementary to Wark Street Park if rezoning provides the opportunity to negotiate for amenities.
 - Over time, establishing the laneway north of Kings Road as a more pedestrian-friendly “Quadra Mews” hosting adjacent patios or storefronts.
 - Linking these to the proposed Dowler-Glasgow greenway.
- Seek to expand community spaces complementary to the Quadra Village Community Centre, through additional community facilities at 950 Kings and/or Evergreen Terrace, through partnerships and/or public amenities at these sites, to create a “community hub.”
- At the 950 Kings site, consider supporting taller buildings (6 storeys or possibly more) through a rezoning that establishes a “Village Green” and considers indoor community facilities.

- Establish principles to guide any future rezoning of BC Housing's Evergreen Terrace, recognizing that building conditions make it likely that change will happen in the near to medium term.

General feedback indicated support for public spaces, amenities and a mix of housing supporting different incomes in this area, along with some more specific desires and concerns described below.

Support for Rethinking use of Kings Road

There is strong support for both short-term directions to establish pedestrian-friendly amenities and seating along King's Road, complementing the establishment of an All Ages and Abilities transportation route in 2021; and to support the long-term vision of a public space or shared-use street. A car-free plaza space was one of the most-mentioned desired village amenities in the early engagement survey.



Desired activities for the plaza and adjacent green spaces include: informal public seating for bringing take-out food or socializing; activities for older youth and teens (e.g. skating, climbing, informal sports); space for small, informal or pop-up music performances and events; ability to easily accommodate a stage and larger music performance; ability to accommodate markets including a potential farmers' market; canopy trees and greenery; "eyes on the street" to create a sense of safety (which may be created by adjacent storefronts or vendors); potential artistic elements reflecting the multicultural neighbourhood; a sense of safety from traffic; and bicycle parking and maintenance station for those accessing the village.

"Quadra Village neighborhood supports low income, seniors health, and is a main traffic vein in Victoria. Let's beautify it. I absolutely support traffic calming. I imagine a more walkable, quieter quadra village. I have three little kids. I hope to see these changes soon, and I'm happy to help these changes happen."

"I would really like it if there were more flowering trees, garden boxes, and bike racks. I see lots of people locking their bikes to poles, as there are not enough good racks. Consider seating under cover, for multi-season use. We are a wet city at times!"

"Outdoor seating has proven to work best when operates in conjunction with a neighboring business. Using taxpayer dollars to create this is a start, but certainly the best and most favorite places link onstreet activities to the neighboring shops, restaurants, etc."

"While the idea is lovely, Kings road is the main access to housing on Wark St and Dowler Pl. Some level of vehicle access (or adjustments to traffic calming/laneways in the area) is important for residents."

"Kings Is perfect! Needs to be like Fernwood square and be permanently closed in at least a one block area with good seating and the possibility for some sort of rain cover for 365 use. Winter farmers markets!!!"

"Rock Bay Creek runs beneath Kings road, any opportunities for daylighting a section would help integrate nature into the area."

"Working with the new hospital, Blanshard Courts, and QVCC would be really special to making meaningful places in the Village."

Some respondents were concerned about access to the area for residents given that left turns are currently constrained at the Bay-Dowler intersection, an issue that would likely need to be resolved as part of future transportation planning and infrastructure changes. A few respondents were concerned about any loss of parking for businesses, many of whom rely on a share of destination customers, some of whom have limited mobility. A few others were concerned that proposed improvements, while good for the village, would favour businesses on the west side of Quadra Street over those on the east side.



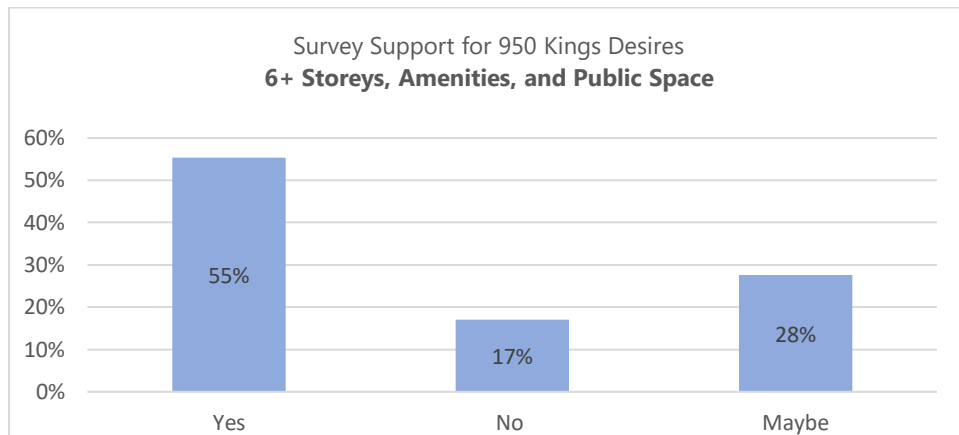
Figure 9: Examples of shared use or pedestrianized streets: a pilot/periodic street closure. Changes to Kings Road would accommodate the All Ages and Abilities bicycle route, as well as provide automobile access for businesses and residents.



Figure 10. Examples of partial closure or longer-term transformation into a formal plaza (below, right). Changes to Kings Road would accommodate the All Ages and Abilities bicycle route, as well as provide automobile access for businesses and residents.

Desires for 950 Kings Site

Concepts for the site at 950 Kings were explored to identify community desires should a rezoning be proposed (recognizing, as with all properties, there are existing zoning entitlements that could result in redevelopment without an opportunity to negotiate for amenity – see policy analysis in the next section for additional details). The concept considering taller buildings on the site (6 or more storeys) to achieve public amenities was supported. There is a strong desire to retain a larger useable green space on this site. Those who supported expressed varied opinions, ideas, and concerns, including site layout and design, configuration of green spaces, the use of buildings, and whether any housing should be affordable or market-rate,



Including green spaces and amenities at the site was very important to most respondents:

"We need a large park and community garden space. The area is very housing dense, and the BC Housing site could redensify, the school site should be kept open, green, and become a community hub of resources and gathering."

"Our neighbourhood families desperately need a family friendly meeting place. I'd like to see a quality park for all ages/stages including a zip line and splash pad like beacon hill park. I think the splash pad at uptown is a brilliant draw for families that need to entertain kids while supporting local businesses. I believe a library would be very beneficial to this neighbourhood as well."

"Green space is a high priority. trade higher buildings for more green space."

"Nature playground elements. Dog friendly infrastructure."

Many felt it was very important to include affordable housing on the site if there were significant development or residential development, given the high cost of new housing. Some felt that there was too much below-market housing in the area now (or that could be created at Evergreen Terrace in the future).

"It depends on the density of the building itself. If you include mandatory inclusionary zoning to ensure low income and families are part of the development, then yes. If it becomes another development of empty studio apartments used as commodities and vacation rentals, no thanks."

"Yes, if that 6+ story building is a local co-op/supportive housing/GVHS/CRD housing/Pacifica housing with mixed income opportunities. That green space is precious in the downtown area."

Others expressed a preference that buildings at the site focus on community facilities and services without residential use. Desired services include medical offices, non-residential health or non-profit spaces, community facilities, childcare, or arts spaces. Some expressed that health care uses that do not serve the immediate neighbourhood should be avoided entirely, because of the recent residential facility (Summit) already constructed in the area.

"Density is not a bad word, and it can be done thoughtfully and respectfully to ensure local residents get access to services they want and need (community centers, libraries, green spaces) while also serving the needs of the current property owners"

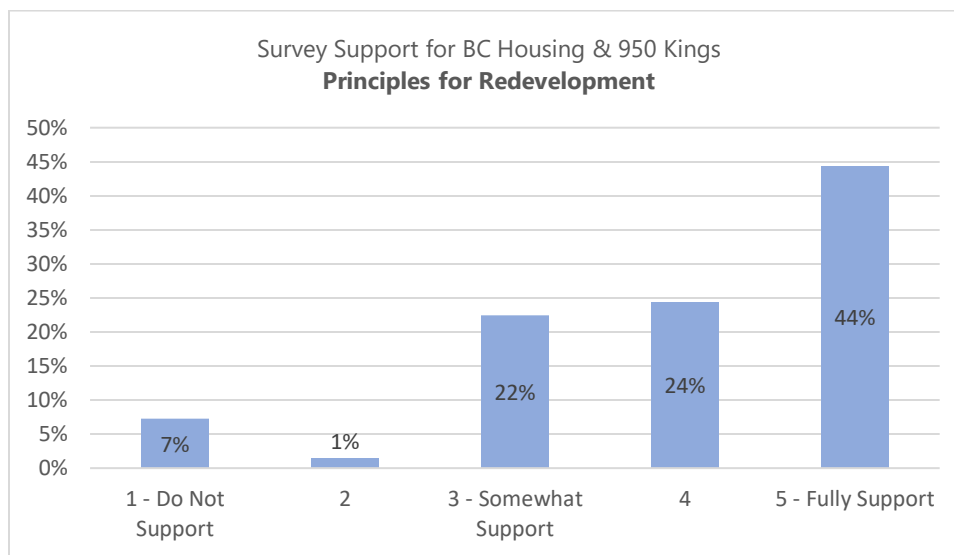
Among those who did not support the directions, some expressed a desire that the site simply be purchased by the City and developed as a park and community facility. Some cited the recent construction of the Summit, the loss of the Blanshard Elementary School, the desire for green space and facilities for current and future residents including those at Evergreen Terrace, or a feeling that the Quadra area had already done their "fair share" in accommodating needed regional facilities. Some others simply objected to the consideration of buildings above a certain height in order to support open space or amenities.

"That would have been great before the rest of the land that used to be an elementary school was essentially taken from the community to build the Summit. Now, every remaining square inch of soil should be preserved."

"Nothing taller than 4 storeys please."

Future of BC Housing / Evergreen Terrace

Principles for redevelopment were proposed, based on early conversations with the community (recognizing, as with all properties, there are existing zoning entitlements that could result in redevelopment without an opportunity to negotiate for amenity – see policy analysis in the next section for additional details).



There was general support for mixed-income housing with on-site open spaces and amenities, preserving or expanding affordable housing on the site.

"Any future redevelopment needs to have residents involved as part of a participatory planning process. Need minimums for outdoor private space per household. Name amenities: library, gym recreation, outdoor play (skateboard permitted and prohibited areas, basketball, flexible places programmed by a larger community/ recreation centre)."

"Social housing geared for families is a vital part of this neighbourhood. The number of publicly-owned, subsidized, family untie should not be reduced through redevelopment. Both Evergreen terrace and 950 Kings Rd function as public green spaces and that should not be reduced through redevelopment."

"Mixing different socioeconomic statuses in one area may reduce crime and create more opportunities. Instead of having a specific area for low-income housing creating more subsidized or rent-capped housing throughout the city for our lowest income members of society would likely lead to a better outcome for everyone."

"Yes the site needs redevelopment but public housing should look like somewhere any one of us could imagine living. I would like to see some ground oriented low income housing- perhaps rowhouses for families and some higher density condo type buildings WITH balconies. So many low income projects are being built without this basic amenity. In addition Evergreen Terrace should have plazas and public spaces incorporated."

Among those concerned about change, opinions varied. Some were fearful that change might displace current residents or result in newer housing that is not affordable to those who currently live either at BC Housing or in older rental housing in the area. Others were concerned that change might result in an increased number of non-market homes within an area that already has a high share of non-market homes compared to other areas and noted that expanding non-market housing would generate a need for services and amenities.

What We Learned

Policy and Technical Analysis for **Quadra West**

Mobility Considerations

Kings Road has been selected as part of the priority All Ages and Abilities Network, with design and construction expected to begin in 2021. Some other factors informing the design of this roadway will be consideration of access to the “Quadra Mews” laneway for businesses and residents; access to any future uses at 950 Kings and BC Housing; and general access to the residential and community uses in the area considering the current configuration of the Blanshard-Kings, Quadra-Kings and Bay-Dowler intersection.

Major Sites

950 Kings Road, the former Blanshard Elementary School which closed in 2007 amid declining enrollment in the Greater Victoria School District (a trend that has since reversed), consists of 3.5 acres owned in 2021 by the Capital Regional Health District, an organization charged with creating health care facilities. Where a rezoning confers higher density than currently entitled, it is possible to negotiate community amenities through a rezoning process. The CRHD’s mandate and budget limit what can be directly funded. Other opportunities may exist through partnerships or other owners. The City’s *Official Community Plan* (OCP) designates this site as Urban Residential, which considers development of approximately 6 storeys and 1:2 to 2:1 Floor Space Ratio. The site’s zoning, which reflects current development rights, is R3-2 Multi-Family Residential, but a rezoning process has been initiated by the City. The building currently hosts numerous community uses on short-term leases, including the Vancouver Island School of Arts, and the gym space is leased by the City for community programming by the Quadra Village Community Centre.

The BC Housing / Evergreen Terrace site consists of 7.8 acres of land accommodating approximately 180 households in both multi-family and townhouse-style buildings, with homes for both families and individuals/couples. The OCP designates this site as Urban Residential, which considers development of approximately 6 storeys and approximately 1.2:1 to 2:1 Floor Space Ratio. Other policies within the OCP allow for additional density on affordable housing sites which maintain or increase the availability of affordable and non-market housing (see OCP Section 13: Housing and Homelessness, Policy 13.24, and others). The site is zoned R3-2 which allows for up to 1.6:1 Floor Space Ratio of residential uses in buildings of up to 4-6 storeys. A recent conditions assessment was completed by BC Housing. Based on this assessment, it seems likely that there will be a proposal to renew the site within the timeframe of the Local Area Plan (through 2041).

Equity Considerations

The census blocks immediately east and west of Quadra Village contain a higher-than average number of households of low incomes, likely because of the location of BC Housing and Capital Regional District housing in the area, and the presence of older rental apartment buildings. While some have expressed concern about too many homes for people with lower income in one area, removing or limiting homes that serve lower-income households is not considered an equitable outcome as it diminishes options for lower-income households. Rather, equity strategies may include seeking a range of incomes in new housing both here and in other areas of the city, and enhancing services, amenities and mobility options that support individuals and families in areas with greater need.

The following policies are relevant:

- The City has identified expansion of community centre space for Hillside-Quadra, as well as establishment of a North Park community centre, as objectives in the *2019-2022 Strategic Plan*.

- The City has also identified the location of a library branch in the northern part of the City as an objective in the Strategic Plan.
- Replacement of the Crystal Pool and Fitness Centre is to be located in either North Park or Hillside-Quadra.
- The City is creating an *Equity Framework* which will inform how equity is considered in various policy and investment decisions.

Where We're Headed

Draft Planning and Design Directions for **Quadra West**

Principles for Quadra West

- Treat the identified Quadra West area (Figure 11) as a cohesive community in all proposed redevelopments and planned investments, considering aspirations for the entire area and implications for potential future redevelopments or capital investments.
- Identify ways to create lively community gathering places while optimizing routes for pedestrians, cyclists, and vehicles.
- Ensure all public spaces are inclusive and welcoming.



Figure 11: Quadra West Area Concepts

Key Directions for Quadra West

Kings Road

- Seek to create an inclusive public space along Kings Road that supports local business, considers mobility needs, and meets the needs of the community for everyday uses, and smaller and larger events and community celebration (see Urban Design and Public Realm section for details.)
- After the establishment of an All Ages and Abilities (AAA) mobility route in 2021, seek to establish improved public space through community- and city-led placemaking initiatives. See Urban Design and the Public Realm section for details.
- Through the programming of this space, welcome people with diverse needs and interests, including families with children, youth, seniors, and those with different abilities.
- Support cycling and rolling access to the village with end-of-trip facilities (e.g., quality covered bicycle parking, maintenance station, public seating).
- Enhance the ability for Kings Road to be closed during festivals and markets, including opportunities for live music and a farmers' market.

- Maintain access for businesses and residents, including to the laneway directly west of and parallel to Quadra Street.
- Seek public space and appropriate frontage works that complement Kings Road through any rezoning of 950 Kings (see below).
- In the long term, seek to formalize a space that complements the village, the AAA mobility route, and adjacent green spaces. Build on 'what works' in placemaking projects with future capital investments by the community, public, or private sectors.

950 Kings (former Blanshard Elementary School site)

The following principles are proposed to be included in the updated Hillside-Quadra Plan to guide consideration of any redevelopment at 950 Kings.

- Seek the creation or dedication of public green space as a public amenity through redevelopment or partnership opportunities. Consideration of open space should be guided by the following principles:
 - Front onto Kings Road for visibility and public access.
 - Seek to provide an area at least equivalent to the current landscaped open space on the southern part of the 950 Kings site.
 - Provide a green, landscaped amenity with canopy tree plantings.
 - Establish visual connectivity between the new open space, Kings Road and Wark Street Park, and function as part of a whole when public celebrations or festival occur.
 - Be programmed for everyday uses that complement Wark Street Park, considering ideas suggested by the community (e.g., picnic seating, activities for older youth such as climbing, and skating, space for informal sports or pop-up music, and outdoor movie nights).
- While the concepts focus on maintaining green space adjacent to Kings Road, consider at least one active use that creates "eyes on the street" for the Kings Road area.
- At 950 Kings and/or Evergreen Terrace, through community amenity contributions and/or partnerships, seek a dedicated community space that works together with the space at the Quadra Village Community Centre to provide a full range of programming for the community, considering desired activities such as gym space, family meals and food programs, youth spaces, and childcare.
- Encourage the inclusion of uses that provide services to the community such as medical offices, childcare, arts, or other community-serving uses.

BC Housing / Evergreen Terrace

The following siting and urban design principles are proposed to be included in the updated Hillside-Quadra Plan to guide consideration of any rezoning of the BC Housing / Evergreen Terrace site:

- Recognizing that the current site provides valuable housing to over 160 households, provide opportunities for residents to be re-housed, on site if they desire) with minimal disruption.
- Seek to, at a minimum, retain the current floor space and number of units of non-market housing, without diminishing the ability to serve lower-income households.
- With any significant increase in total homes on the site, encourage a diversity of incomes and housing forms be accommodated.
- In any mixed-income development, seek an equitable distribution of subsidized or more affordable units across the site and in different building types to avoid segregation of homes by income.
- Create a mix of housing and community spaces that support multi-generational use.
- Consider the needs of Indigenous and newcomer households for housing and amenities (e.g., multi-generational living opportunities; space for cultural practice).

- Encourage diverse housing types and building and scales with direct access to the ground (front doors) for first-floor homes.
- Support site layout and indoor and outdoor amenities that encourage a sense of agency and stewardship among residents.
- Orient buildings, windows, balconies, and entries to promote a sense of safety on public and private streets, walkways, and open spaces through natural surveillance.
- Consider a site layout that gives residents direct and easy access to community amenities and transit, while buffering living areas from heavily trafficked roads (Blanshard Street and Hillside Avenue).
- Encourage connectivity, permeability, and shared public spaces between and within Evergreen Terrace, 950 Kings Road and The Summit, including a north-south walking and cycling route ("Dowler-Glasgow Greenway").
- Create a small active or commercial ground-floor use at the northwest corner of Bay Street and Dowler Street to help create a sense of place and activity at the Bay-Dowler intersection, together with existing or future small-scale commercial uses (e.g., a corner store) at other corners.
- Incorporate indoor and outdoor spaces and amenities considering spaces for play, community services, gardening, childcare, shared meals, opportunities for social connection for existing and new residents, and opportunities for creation and social enterprise.
- Incorporate amenities for food security and connection among residents, including community gardening, recognizing both the social, health, and food security benefits of these activities.
- Incorporate Rock Bay Creek (where it flows under the site in a culvert) into landscape design, considering daylighting of the creek as an amenity, or if that is not possible, celebrating the creek through landscape design.
- Incorporate natural amenities such as tree plantings and stormwater mitigation into the site.
- Incorporate transportation demand management measures that make the site a model for supporting residents to live comfortably without owning a car, considering car share, bike share, access to transit, and innovative parking approaches, while considering access and needs for private automobiles.

How We'll Get There

Implementation Steps for **Quadra Village and Quadra West**

Update the Official Community Plan (OCP) Update the OCP, including the Urban Place Designations, maps, development permit areas, and neighbourhood sections, as required to implement the draft directions herein.
Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.
Update the Zoning Bylaw Update zoning for Quadra Village and surrounding areas to support the directions herein, including for smaller footprint sites within Quadra Village (with larger sites subject to negotiated site-specific zoning).
Deliver Village Parking Management and Undertake Parking Modernization for New Developments Guided by <i>GO Victoria</i> , the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.
Complete a Comprehensive Study for the Quadra Street Corridor The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.

Hillside-Quadra Small Urban Villages



What We Heard

Community Engagement Themes for Hillside-Quadra Small Villages

Desire for Walkable Villages in the North and Northeast

Stakeholders noted that parts of the neighbourhood that are over a 15-minute walk from the heart of Quadra Village. General placemaking, diverse services, and small shops in other locations that can help create a sense of community are desired. Others noted the need for important services, including childcare for a growing number of families. Some expressed a desire for more flexibility to allow local-serving businesses to emerge and to accommodate not-for-profit and social enterprises.

"Would badly like to see this plan look a bit further North and East to provide more options for families toward Summit Park and beyond in this corner/edge of the city."

"Quadra and Finlayson with its single mechanic site and other off bits of zoning/usage, and a school, could be a great spot with a cafe or other community hubs."

Quadra at Tolmie Village

Consultation regarding Tolmie Village found support for a larger village offering more reasons for people to visit, and additional businesses to serve residents. Business owners in Tolmie Village also want to establish a greater sense of place and critical mass through increased housing in or nearby the village. Businesses that rely primarily on destination traffic reported an increase in customers from the immediate neighbourhood in recent years. It was noted that there is a significant amount of housing to the north in Saanich, good connections to surrounding areas via greenways, and good parks (with some noting that Jackson Park feels under-used relative to its space), all pointing to an ability to serve a greater population.

Discussion focussed on how and what an expanded village might look like. There was emphasis on smaller footprint storefronts (recognizing the presence of grocery stores a 7-minute walk north or 15-minute walk south). Opportunities were seen both on Quadra Street (with its busy frequent bus service) and along Tolmie Avenue, at least in the block adjacent to the intersection. While the high traffic on Quadra Street was considered a concern, it was also noted that Quadra Village has created a sense of place with similar traffic volumes, and that properties along Quadra Street might be likely to present redevelopment opportunities. Urban design strategies that could enhance sense of place, increase pedestrian comfort, and create a sense of arrival for drivers to slow down and observe surroundings is desired. At the same time, stakeholders believed that opportunities for the village to turn the corner onto Tolmie Avenue could have many advantages in allowing for storefronts and patio seating along a quieter street.

Finlayson at Highview Village

The concept of a village in the general area of Highview Street and Finlayson Street emerged from conversations with area residents who wanted to support more local services, small businesses or non-profits, rental housing, and sense of community in this area. Comments that emerged independently included general observations that the area is under-served by walkable services (confirmed by analysis) and that the area would be ideal for a small village or flexible policies to support social enterprise. Opportunities for community-initiated placemaking along Highview Street, with its traffic calming and access to parks, were noted. Some community members made comparisons to beloved commercial corners like Haultain Corners as an example.

Other Areas

Other ideas for a village-type area (a small village or commercial or community corner) included Finlayson at Quadra, Finlayson at Cook, Hillside Avenue at Cook, and the Gosworth-Cedar Hill-North Dairy area.

What We Learned

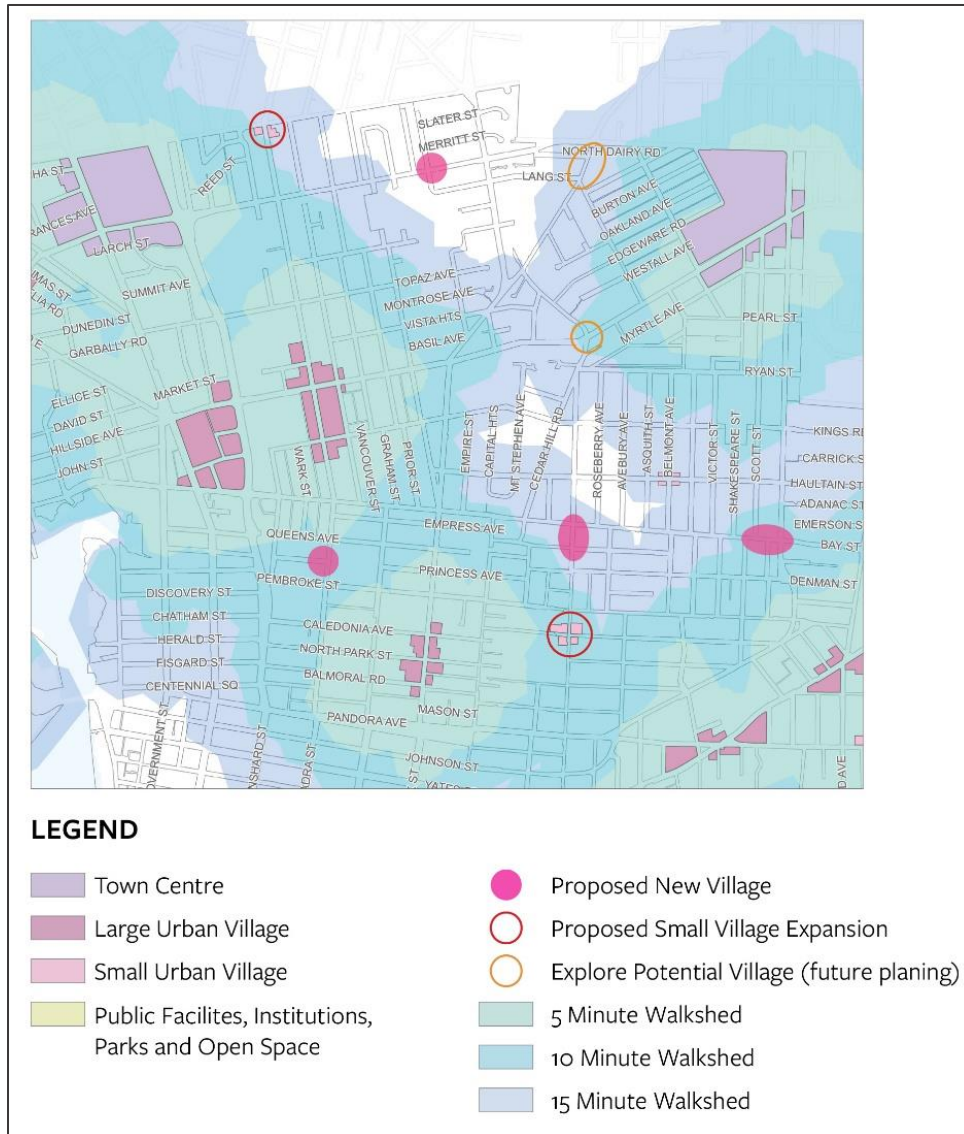
Policy and Technical Analysis for Hillside-Quadra Small Villages

Retail Needs, Capacity, and City-wide Objectives

The retail assessment found that the proposed small village areas in the northern part of the neighbourhood could support an additional 38,000 square feet of retail and service space over the next 20 years to serve residents, if land use designations are changed to match this proposal. This is about the same as the commercial area of Haultain Corners, for comparison.

The locations proposed considered several factors:

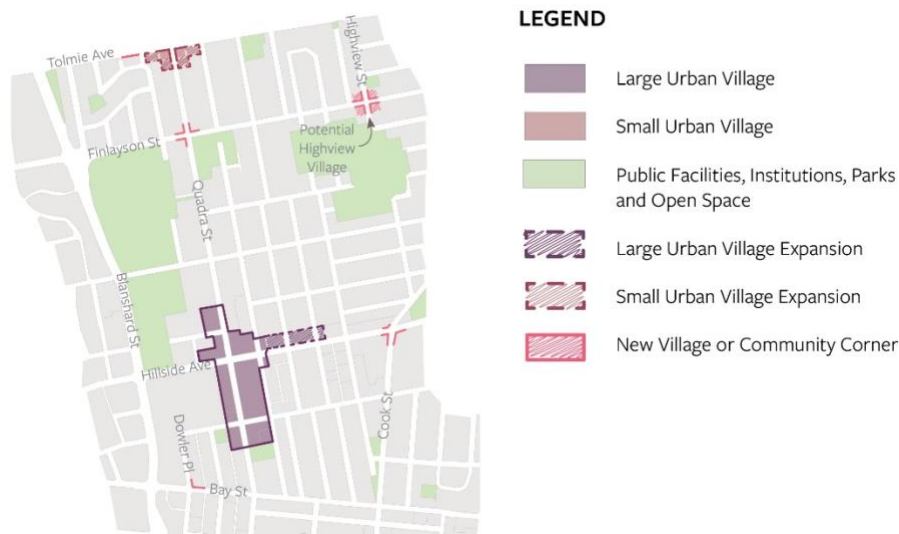
- Residents in the northern and northeastern parts of Hillside-Quadra, northwestern part of Oaklands, and adjacent parts of Saanich generally do not have access to a walkable urban village that offers a range of community shopping, services and gathering.
- . The retail assessment indicated that Quadra at Tolmie Village is well-positioned to expand into a high street and small urban village providing a diversity of smaller retail and service options, at a scale a little smaller than today's Haultain Corners village. It is supported by relatively high and growing population directly north in walkable neighbourhoods around Rutledge Park and along Quadra Street in Saanich.
- Finlayson Street near Highview Street or Cook Street was found likely to support some added retail and services for the community. However, commercial potential is limited by the relatively low population in the immediate area would be at a smaller scale than both the Quadra-Tolmie area and the Gosworth-Cedar Hill-North Dairy area (the latter of which may be explored further through planning for Oaklands).
- Western parts of the neighbourhood are relatively well-supplied by transportation options, especially along Quadra Street which is a Frequent Transit route, and by bicycle networks and greenways.
- This part of the neighbourhood is proximate to several parks in both Victoria and Saanich, including Jackson Park, Peacock Hill Park, Rutledge Park, Cecelia Creek Falls Park, Summit Park and Highview Park.



Map 4. Walking distances to existing larger urban villages, with proposed urban villages shown.

Where We're Headed

Draft Planning and Design Directions for Hillside-Quadra Small Villages



Map 5. Existing and proposed Urban Villages.

Key Directions for Tolmie Small Urban Village

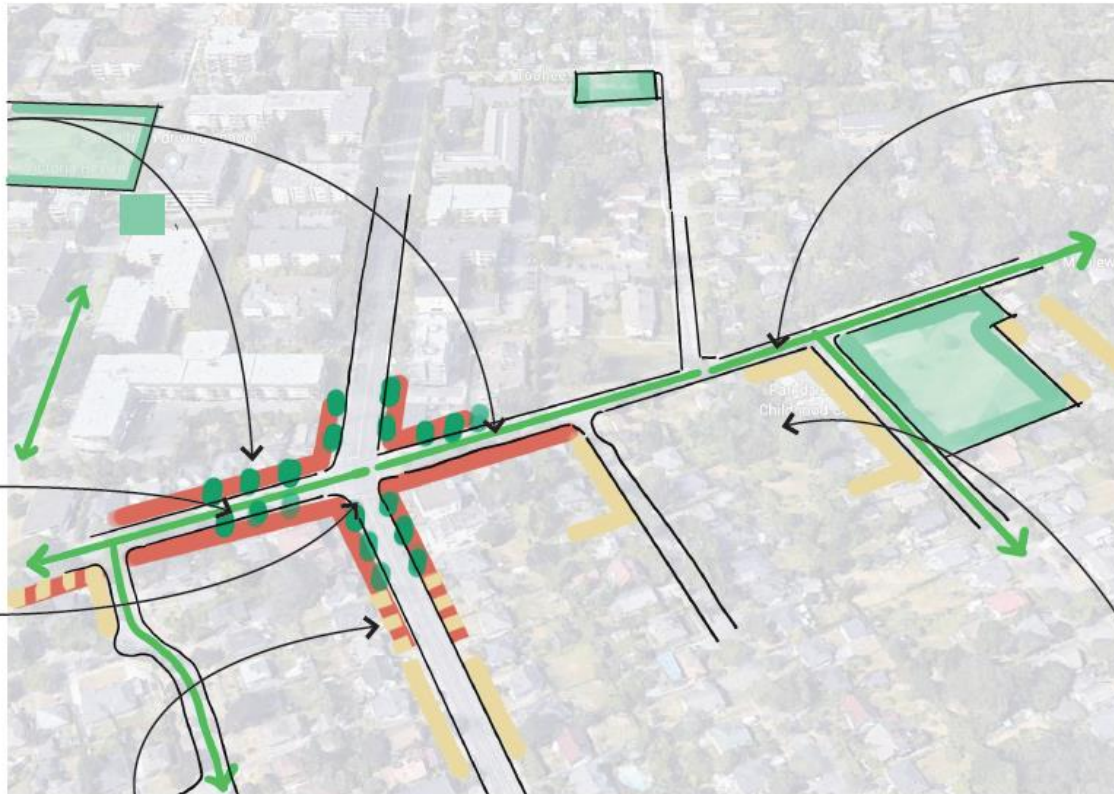
Tolmie Village is envisioned to grow over the next twenty years into a high street with a mix of smaller footprint shopping and services, housing, and human-scale streetscapes featuring trees, enhanced sidewalks, and patio seating, both along Quadra Street and along the blocks of Tolmie Avenue directly adjacent to Quadra Street, where a quieter, neighbourhood high street feel may evolve. The current directions are proposed:

- Expand the area of the current Quadra at Tolmie Village by several properties to the south, along Quadra Street, and by one block to the east and west along Tolmie Avenue.
- Consider mixed-use development in Quadra at Tolmie Village of approximately 4-5 storeys depending on lot depth, with commercial, service, or arts and maker spaces on the ground floor that support both local and destination customers and enliven the area, as shown on Map 5.
- Consider mixed-use development of approximately 1.5:1 Floor Space Ratio.
- Consider additional density, of approximately 2.5:1 Floor Space ratio along Quadra Street and approximately 2:1 Floor Space Ratio in other locations, where public benefits, rental or affordable housing are considered consistent with City policies.
- Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain the existing pattern of smaller shop fronts.
- For areas along Tolmie Avenue between the west side of Yew Street and Fifth Street, apply the following **commercial required** strategies:
 - Consider mixed-use development for this area with publicly-oriented ground floor commercial uses that provide amenities and services for the surrounding areas.
 - Encourage local-serving businesses and a diversity of services that meet daily needs, by providing smaller commercial spaces.
 - A medium-format commercial space may be supported in the village.

Quadra and Tolmie Village Directions

Support the evolution of a 'high street' oriented to Tolmie Avenue and Quadra Street, with additional mixed-use development with a 'fine grain' of smaller storefronts, enhanced sidewalks, street trees, and public and private seating.

Make the Quadra-Tolmie intersection more of a people place with features that create a sense of place and naturally slow traffic (e.g. through gateway features, enhanced sidewalks and crossings, and public art).



Encourage additional development along Quadra Street to create opportunities for active ground-floor uses (shops and services, patios) with enhanced sidewalks and street trees, supporting the designated Frequent Transit route.

Complete the Graham-Vancouver bikeway and consider future enhancements to the long-term bicycle routes along Fifth Street and along Tolmie Avenue, linking the neighbourhood to the Galloping Goose Regional Trail.

Consider additional mixed-density housing including 'missing middle' housing and smaller multi-family buildings in the area near Tolmie Avenue and Jackson Park.

Figure 12. Quadra at Tolmie Village Key Directions Diagram



Figure 13. Quadra at Tolmie Village contains a cluster of unique businesses now, with potential supported by the existing residential population, especially to the north, and the busy Frequent Transit route.

- Apply the following **commercial desired** strategies for properties directly south of the existing village, as well as along Tolmie Avenue between Yew Street and Glasgow Street:
 - Support mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with doors on the street and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).
 - Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
- The design of new developments and public spaces should meet the the principles and directions in the Urban Design and Public Realm section of this document.
- Secure public rights-of-way through development as required for continued pedestrian improvements.
- Consider bold moves for commercial and residential parking in the village per the key directions in the Mobility section.
- Consider improvements on Quadra Street that enhance pedestrian comfort and safety and create a sense of destination that signals to drivers to slow down, including through banners, gateway features, pavement treatment, public art, pedestrian-scale lighting, street trees, and the design of new buildings and streetscapes.

Key Directions for a New Finlayson or Highview Small Urban Village or Community Corner

The Finlayson-Highview area provides opportunities for further small-scale retail service and community uses in a pleasant environment near parks and greenways. With an enhanced crossing planned for intersection and greenways suggested, it would tie into broader mobility options. At the same time, the west side of the Cook-Finlayson intersection also provides opportunities for future retail, commercial or service uses. Because only one node is likely to be viable in over the coming years, and because it is hard to predict where change might occur, this plan provides flexible policies allowing these uses, and seeking them if new development is proposed first in one or the other location.

- Apply the Small Urban Village Urban Place Designation adjacent to the Finlayson-Highview intersection with the following **commercial required** strategies:

- Consider mixed-use development for this area with publicly-oriented ground floor commercial, community service, artisan production, or live-work uses that provide amenities and services for the surrounding areas.
- Encourage local-serving businesses and a diversity of services that meet daily needs, by providing smaller commercial spaces.
- Encourage the retention and continued use of the character house at 1302 Finlayson Street for commercial, artisan production or public purposes.
- Support mixed-use development of approximately 4 storeys and 1.5:1 Floor Space Ratio.
- Consider additional density of approximately 2:1 Floor Space Ratio where public benefits, rental or affordable housing are considered consistent with City policies.
- If the local market for commercial space has already been met elsewhere along the Finlayson Corridor, this corner maybe considered for commercial desired strategies (described below).
- For the half-block of Finlayson Street west of the Finlayson-Cook intersection, apply the Urban Residential Place designation with the following **commercial desired** strategies:
 - Consider mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with doors on the street and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).
 - Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
 - If the local market for commercial space has already been met elsewhere along the Finlayson Corridor, this area may be considered for purely residential land uses.
- Consider community-serving uses, including social enterprises, childcare, and small-scale food service or other businesses, along the Finlayson Street corridor between Cook Street and Quadra Street.
- New developments and public spaces should meet the principles and directions for Urban Design and the Public Realm in this document.
- Secure public rights-of-way through development as required for continued pedestrian improvements.
- Support the creation of a smaller public gathering space in the vicinity of Highview Street and Finlayson Street through placemaking projects.



Figure 14. Finlayson at Highview, identified as an opportunity to expand on what exists to create a small village or community corner.

Key Directions for Community Corners

Two corners are suggested as places to retain or expand ground-floor retail and service uses primarily as a strategy to add activity and eyes on the street at important corner locations, and anticipate the needs of future residents, pedestrians, and transit users.

- At the corners of Quadra Street and Finlayson Street, added ground-floor commercial options can help enliven a corner that already contains a school and service station.
- At Hillside Avenue and Cook Street, ground-floor commercial opportunities are meant to complement the live-work space being built on the southeast corner and create a sense of place and eyes on the street at this intersection.
- At the corners of Quadra and Finlayson Streets, and Hillside Avenue and Cook Street, apply the Urban Residential Place designation with the following **commercial desired** strategies:
 - Consider mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with doors on the street and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).
 - Commercial spaces may be smaller and directed to the corner (e.g., a single commercial unit).
 - Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
- Encourage the conservation and retention of the heritage-registered building at 3107 Quadra Street.
- Encourage the retention of existing purpose-built rental apartment buildings consistent with City policies.

Key Directions for all Small Urban Villages

- As part of a city-wide parking modernization program, seek to implement parking management solutions in and near small urban villages to achieve balanced use of Victoria's valuable curbside spaces to support multiple objectives, including business access.
- Apply urban design guidelines for Small Urban Villages to these areas (see Urban Design and Public Realm Directions).

Key Directions for Future Urban Villages

Both Cedar Hill Road at Hillside Avenue, and the Gosworth-Cedar Hill area may support expanded small urban villages or commercial corners in the future. The latter location has also been identified by some stakeholders in the Oaklands Neighbourhood as a desirable location for a new Gosworth Village. It is recommended that these opportunities be explored through Local Area Planning for Oaklands.

How We'll Get There

Implementation Steps for **Quadra Village and Quadra West**

Update the Official Community Plan (OCP)
Update the OCP, including the Urban Place Designations, maps, development permit areas, and neighbourhood sections, as required to implement the draft directions herein.
Update the Hillside-Quadra Neighbourhood Plan
Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.

Urban Design and the Public Realm



What We Heard

Community Engagement Themes for **Urban Design and the Public Realm**

Quadra Village Area Public Spaces and Placemaking

There are several smaller public spaces in the immediate area: Wark Street Park provides space for plantings, some seating and play space for younger children. At the same time, respondents indicated that spaces could be more responsive to the needs of older youth and teens, and to adults without children who may not gravitate to Wark Street Park. Other smaller green spaces are not formal parks: the space at 950 Kings (former Blanshard School) is valued, particularly by residents of the area west of Quadra Street including Evergreen Terrace. The green space at the Warehouse School also hosts a small community garden. Overall, there is a desire to maintain, enhance or expand existing green space in the area between Hillside Avenue and Bay Street and offer more diverse activities and passive spaces. See the *Parks, Open Spaces and Community Amenities* section for more detail.

Use and Design of Kings Road

Kings Road west of Quadra Village is the most frequently used space for large community events, such as Quadra Village Days, and has been cited as a desirable location for more events, markets, and a plaza-like feel. The creation of a car-free gathering space for Quadra Village has consistently been one of the most desired village improvements. The creation of the All Ages and Abilities (AAA) route along Kings Road provides an opportunity to enhance this area, with strong support for added seating and amenities; consideration of partial or periodic closure; support for smaller and larger events and markets in the area; infrastructure supports for music performance; and bicycle parking and maintenance station.

See the Quadra West section of this document for further detail.

What We Learned

Policy and Technical Analysis for Urban Design and the Public Realm

Urban Design Analysis

The public realm of the village was enhanced through a streetscape improvement project in 1996 with planted medians (interrupted by turning lanes), street trees, pedestrian scale lighting and banners, a public information kiosk and gateway features. These elements contribute to a cohesive design and improved public realm.

The fine-grained fabric of the buildings along the west side of the street is one of the village's defining characteristics and has enabled the diversity of shops and businesses that is highly appreciated. Informal pedestrian passthroughs provide some east-west connectivity, but they are mostly unmarked and unsecured (e.g., walking through parking lots). Sidewalks are narrow and crossings are infrequent given the level of activity, but there is a strong tree canopy and intermittent on street parking which increase levels of pedestrian comfort. There are limited curb cuts on the west side of the street, with two parking areas in front of buildings.

On the west side of Quadra Street in particular, buildings are built near the property line, with modest variable setbacks accommodating pedestrian activity, frequent storefronts, entries, and large areas of windows that establish a coherent urban village pattern. Buildings range from a single storey to four storeys. On the east side of the street, high amounts of surface parking contribute to a less cohesive feel while supporting a range of activity and creating informal pedestrian connections. While there is a coherent building form in parts of the village, there is no coherent architectural style to the village, which evolved over time primarily in the post-World War 2 era.

Outside of the Village, the Quadra Street Corridor has a mix of building forms and several heritage assets, mostly in the southern portion of the corridor in North Park. North of Bay Street, outside of the Village, there are a mix of single-family and apartment forms.

Quadra Street also has several unique transportation conditions and functions. It is a key north-south route linking Saanich to the downtown and is part of the Frequent Transit Network (FTN), and one of the most-used Frequent Transit routes in the region, with a significant number of people transferring buses at Hillside Avenue. It accommodates cyclists with painted bike lanes for only some portions north of Quadra Village. More details about the corridor are available in the Mobility section.

The Hillside Avenue Corridor has several unique transportation conditions and functions. It is one of the few routes that provides a direct west-east connection across the city and as such it has many roles to play. It is an arterial, an emergency route and is identified as part of the Frequent Transit Network (FTN), as well as carrying a significant volume of automobile traffic. It accommodates cyclists with painted bike lanes for small portions near Hillside Mall and right-of-way has been acquired along the Summit to accommodate a bicycle lane in the future. There are pedestrian crossings at Graham Street and Blackwood Street within Hillside-Quadra.

Several active transportation connections cross Hillside Avenue for developing or planned All Ages and Abilities cycling routes, including one at Graham Street and one at Doncaster (outside of the study area). The current right-of-way is 22.5m. There is limited on-street parking, in parking bays east and west of Quadra Street that narrow sidewalks to 1.5m (an ideal sidewalk width for an urban village with higher levels of pedestrian traffic would be 2.4-3m). More details about transportation conditions are available in the Mobility section.

Existing Design Policies

Quadra Village design guidelines were applied in 1996 and regulate built form. These guidelines include many principles expressed in the current plan. Most importantly, they seek to create a comfortable village that

includes pedestrian-friendly buildings with storefronts along main streets and avoids the dominance of surface parking lots, within a village that carries a significant amount of traffic.

Specific objectives of the guidelines include: setting back buildings by 3m to expand landscape and sidewalk space; establishing a landmark massing and small open spaces at the corners of Hillside and Quadra Street to better define this intersection; encouraging infill development that creates frontages along Quadra Street, Fifth Street and the laneway; creating east-west mid-block connections from the laneway to Fifth Street; creating a focal gathering space; active ground-floor frontages with generous areas of window and well-defined entries; weather protection; and use of quality, durable materials. The design guidelines are not prescriptive to architectural style, expression, and material, given the eclectic nature of buildings in the village.

The City has a DPA for Corridors (not currently applied to Quadra Village) the intent of which is to establish objectives for the form and character of new development and revitalize commercial areas. Guidelines also include *Advisory Design Guidelines for Buildings, Signs and Awnings* (1981) and *Guidelines for Fences, Gates and Shutters* (2010), in addition to other guidelines for specific corridors.

Other commercial, residential, and mixed-use areas fall within the City's general Development Permit Area 16, which applies the *Design Guidelines for Multi-Unit Residential, Commercial, and Industrial*, a comprehensive set of city-wide guidelines.

Existing Public Space Policies

The *Official Community Plan* outlines the desired aspects of a Large Urban Village public realm, including tree-lined streets with wide sidewalks, seating, and a central gathering space or plaza.

Public Space Considerations and Placemaking Guides

City of Victoria encourages the community to utilize public areas for Placemaking. Streets, alleyways, sidewalks, boulevards, parking areas all can serve as a canvas for creating new public spaces. The *Placemaking Toolkit* provides direction, guidelines, and support for realizing placemaking opportunities. Community-led Action is way for the community to come together and create strategic directions for placemaking opportunities and other issues of community importance.

Where We're Headed

Draft Planning and Design Directions for **Urban Design and the Public Realm**

Multi-family Housing Design Guidance

For design policies and guidance for new residential development, see the *Housing and Urban Design* report.

Village Built Form Design Guidance

For design policies and guidance for new development in villages, see the *Housing and Urban Design* report.

Guidance for the Public Realm and Placemaking

The following principles and directions would guide the development of public spaces and of proposed Design Guidelines within villages. These principles and directions build on the unique qualities and identity of North Park village and neighbourhood to guide the next chapters in its evolution.

Principles for Public Space and Placemaking

1. **Identity:** Create a series of welcoming, diverse and inclusive public spaces that support community gathering, celebrate creativity, reflect the community's identity, and adapt to its changing needs over time.
2. **Great Streets:** Design, locate and shape buildings to create sunny, welcoming and walkable public streets with space for pedestrians, patio seating and greenery emphasizing Quadra St and Hillside Avenue as the core retail and pedestrian spines.
3. **Human Scale:** Design buildings and open spaces to that create visual interest, diversity and identity when approached by pedestrians.
4. **Neighbourliness:** Ensure new buildings are good neighbours within the street and neighbourhood and to existing and future buildings next door.
5. **Urban Forest:** Support a healthy, mature, and continuous tree canopy along all streets with a priority for key gathering spaces, pedestrian routes, and connections to parks and other greenspaces.
6. **Public Spaces:** Create joyful and welcoming public spaces for everyday use and community celebration, incorporating public seating and gathering areas appropriate to the scale of urban villages and commercial corners. Create a series of interconnected, accessible public spaces of different sizes designed to welcome diverse use, both everyday and for smaller and larger events, in three or four seasons.
7. **Incremental and flexible improvement:** Pilot new public space ideas through placemaking in the public realm and/or on private lands. Successful ideas may evolve to become more permanent features for public gathering and enjoyment in the future.
8. **Sustainable Mobility:** Integrate support for sustainable mobility options (walking, cycling, transit, and shared vehicles and reduced on-site parking) into building and public space design.

Public Realm Directions - Quadra Village

- Maintain the Kings Road-Quadra Street intersection as a heart of the village, integrating a unique pavement design.
- Through design of public spaces, landscapes, and buildings, establish a sense of place that indicates the village "turns the corner" from Quadra Street onto Hillside Avenue and invites pedestrians to continue north across Hillside Avenue.
- Seek to create a series of diverse and welcoming public spaces in Quadra Village, including a public space on the east side of Quadra Street (see Quadra Village "East Block"); a "Village Green" along Kings

Road west of Quadra Street (see “Quadra West”); and a smaller plaza near the Hillside-Quadra intersection that can support pedestrians, transit users and patrons of businesses, arts and culture venues (see “Quadra-Hillside Intersection and Hillside Avenue”).

- Design Kings Road and adjacent public spaces including the existing Wark Street Park, the Kings Road right-of-way, and space at 950 Kings to complement one another while forming parts of a cohesive whole.
- Support the evolution of the lane directly west of Quadra Street and north of Kings Road into a multi-use, pedestrian-friendly space that supports enhanced landscapes, and adjacent private patios and storefronts as envisioned in the Quadra West section. This would ultimately be realized through seeking right-of-way acquisitions and frontage works when rezoning occurs.
- Site and design buildings and public spaces to create activity at ground level (with entries, shops, services, and other active uses fronting the park) and eyes on the park/plaza with windows and balconies above. Consider the integration of kiosks into public spaces, including along Kings Road.
- In the design of publicly-accessible spaces:
 - integrate accessibility principles for all users, including those with different abilities, and to provide a range of spaces and activities for people of different ages, incomes, and interests.
 - Include seating and picnic areas in public spaces that welcome both business customers and the general public.
 - Design for three- or four-season enjoyment, considering shelter from rain, sun, and wind at different seasons.
 - accommodate small and pop-up events as well as larger community celebrations.
 - Include landscaping, canopy trees, and interactive elements in public space.



Figure 15. Precedent images of plazas and village greens.

Key Public Realm Directions – Small Urban Villages and Commercial Corners

- When rezoning occurs, seek expansions of the right-of-way where needed to create sufficient sidewalk widths and street tree zones that support the anticipated levels of activity by pedestrians and those using mobility devices, and healthy street trees.
- At Quadra Street at Tolmie Avenue, identify improvements within and adjacent to the right-of-way that help create a sense of place and image for a growing small urban village, enhance pedestrian comfort, and influence drivers to slow down and be more aware of their surroundings.
- Through setbacks, seek to create spaces for patio seating and other outdoor activity.
- Include features in the right-of-way, such as pedestrian-style lighting, planters, and bicycle parking that create a sense of place within villages and commercial corners.
- Incorporate small public seating and gathering areas appropriate to the scale of small urban villages and commercial corners, including consideration for temporary placemaking opportunities on both public and private open spaces.

Key Directions for Placemaking in the Public Realm

- Consider community-initiated placemaking opportunities through City and community programs (e.g., such as the Great Neighbourhoods grant, Placemaking Toolkit, and *Growing in the City* Program.)
- Placemaking allows for experimentation. Placemaking projects can pilot new ideas, and those that are successful may be considered creation of more permanent public spaces and features, through future capital spending, frontage works by new development, amenity contributions or grants.
- Suggested locations from the community include but are not limited to:
 - A. Kings Road west of Quadra Street (see Quadra West section).
 - B. Locations along the Graham Street bikeway.
 - C. The north side of Kings Road east of Quadra Street, directly south of Fairway Market (this area currently lacks “eyes on the street” and presents opportunities to activate the space, either on the public realm or in partnership with adjacent landowners).
 - D. In conjunction with private property owners, at the Fairway Market site to create an outdoor seating / dining opportunity and enhance pedestrian comfort.
 - E. In conjunction with the School District, the lands at the Warehouse School at 2549 Quadra Street.
 - F. Locations along Fifth Street adjacent to the Fairway site.
 - G. Locations along Fifth Street from Quadra Village northwards towards Quadra Elementary School.
 - H. Near the corner of Finlayson and Highview Street and/or Highview and Lang Street to create opportunities for community gathering.

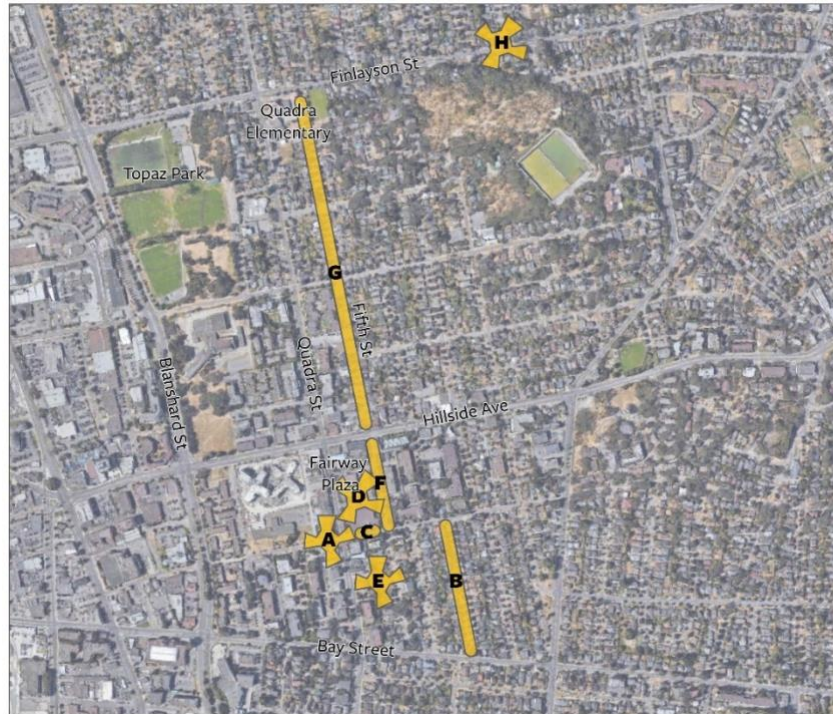


Figure 16. Possible placemaking opportunities identified by the community.



Figure 17. Examples of placemaking: parklet (left); interactive musical installation (right).

How We'll Get There

Implementation Steps for **Urban Design and the Public Realm**

Update the Development Permit Areas and Design Guidelines For Quadra Village and small urban villages in Hillside-Quadra, prepare updated Design Guidelines for consultation, based on the directions contained in the <i>Housing and Urban Design</i> report.
Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the directions herein.
Updated the Zoning Bylaw Update the Zoning Bylaw as required to implement directions herein, including related to rental housing and for typical rezonings (e.g., not larger sites) in Urban Villages.
Support a Community-led Action Process If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g., for local food and placemaking projects).

Mobility

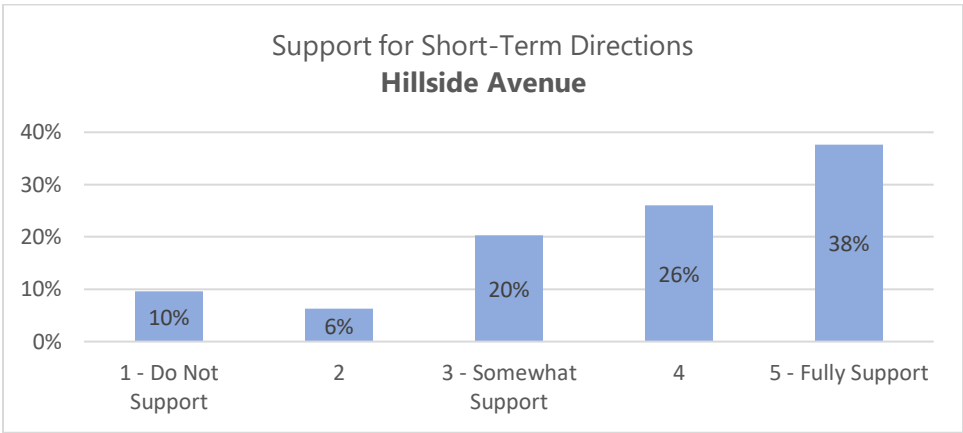


What We Heard
Community Engagement Themes for **Mobility**

Hillside Corridor Desired Improvements

Hillside Avenue is perhaps the most mentioned mobility barrier in the area. The relatively straight road, four lanes of traffic, and slope create a physical and psychological barrier and unpleasant conditions for walking along the street, exacerbated by narrow sidewalks in many locations. There is a desire to add or enhance north-south pedestrian crossings with interest at Fifth Street and/or Prior Street (although a few expressed concerns that any additional crossings of Hillside Avenue would slow automobile traffic).

The survey proposed filling in the existing parking bays near Hillside and Quadra, where sidewalks are narrow, in order to widen pedestrian areas and add landscaping, while examining the viability of off-peak (e.g., outside of rush hour) parking in the outer lane, similar to the way Quadra Street is managed today. Many liked this idea for the public space and pedestrian improvements it would bring, while others were concerned that parking bays are valuable to businesses. Some felt that off-peak parking would benefit businesses, while others felt allowing vehicle traffic to flow freely through the village was a priority. A further perspective was that the bus pull-out bays on Hillside Avenue could feel safer for children and youth if moved further from traffic.



Quadra Corridor Desired Improvements

There is strong interest in creating a crossing of Quadra Street in the heart of the village, mid-block between Kings Road and Hillside Avenue. There is also strong support for additional options for cyclists and pedestrians to move through the area safely. Some wanted to see on-street parking at all hours and allowance for patio dining, although others were concerned about maintaining traffic flow for cars and buses. There was also a desire to improve the sense of place and slow traffic at Quadra at Tolmie to enhance the small village.

Improvements to Blanshard Street Crossings

Blanshard Street has been identified as a significant barrier separating parts of the city. The crossing of Blanshard Street at Kings Road has been very well-received and supports youth accessing shopping, services, and transit. The safety and pedestrian comfort at other crossings – including at Blanshard Street and Bay Street and Blanshard Street and Hillside Avenue, have been mentioned as concerns. In addition, a crossing of Blanshard Street at Topaz has been mentioned in both this process and in the Burnside-Gorge Plan (with the observation that youth from Burnside neighbourhood cross there to access sports at Topaz Park.)

Pedestrian and Bicycle Routes

Several desired routes were mentioned in consultation, in addition to the priority All Ages and Abilities (AAA) routes on Vancouver-Graham Kings-Haultain. These include:

- A proposed concept for a north-south greenway linking Dowler Street near the Save-On Foods Arena to the QVCC, Evergreen Terrace, SJ Willis, Topaz and Park, Tolmie Avenue and Rutledge Park in Saanich received strong support.
- A proposed concept for a walking route between Summit Park, Highview Park and Cedar Hill Park
- A desire to enhance the designated Summit Street greenway to better connect Topaz Park and Summit Park for pedestrians and habitat.
- A desire to examine the potential for a formal bicycle link along Lang Street from Finlayson Street and Highview Street to Cook Street or further east, noting many people use this route already when cycling, to avoid the hill at Cook and Finlayson.
- Several commenters wanted to see safe bicycle routes installed along Cook Street south of Finlayson Street, where it has four lanes.
- A desire for a pedestrian crossing of Cook Street at Kings Road to better connect east-west.
- Some stakeholders expressed a preference for the bicycle route to have followed Fifth Street instead of Graham Street, and as an alternative proposed encouraging Fifth Street as a walking route with crossings of major streets such as Hillside Avenue and encouragement of community-initiated placemaking.
- On the other hand, some stakeholders voiced concerns that any additional street crossings could slow automobile traffic or were not worth the investment.

Transit

While bus routes on Quadra Street and Hillside Avenue are viewed positively, some stakeholders felt that transit options were inconvenient if accessing points other than downtown. Some cited poor access to jobs, out-of-catchment schools, childcare, or where multiple destinations (for example, work, childcare and school) needed to be reached. Others felt that many bus trips require a transfer (or start) downtown. A number of participants wanted to examine enhanced transit service on Cook Street, citing the limited bus service today along with having a wider roadway space.

Parking Management

Parking management was most frequently mentioned in two cases: regarding on-street parking needs of businesses in urban villages, and regarding off-street parking needs for housing. See the *Housing and Urban Design* report for a discussion of parking related to housing. A better balance between residential-only parking and time-limited parking is desired, including time-limited parking during business hours only.

Many village businesses report that they rely on a mix of local customers and destination customers, some of whom arrive by car. On-street, time-limited parking as well as safe and comfortable walking conditions are valued by these businesses, especially for customers who may have mobility limitations. Cultural facilities also rely on on-street parking to support events.

Most stakeholders viewed on-street parking as important for diverse people to access businesses. However, some stakeholders desired to limit parking altogether, seeing it as supporting an automobile-oriented village. Others saw on-street parking as potentially slowing down the free movement of autos through the village.

There is a desire for safer, covered bicycle parking near villages, including on Kings Road along the AAA bikeway, but there is also a desire for quick access to businesses near the Hillside-Quadra intersection.

What We Learned

Policy and Technical Analysis for **Mobility**

The *Official Community Plan* and *GO Victoria*, the City's sustainable mobility strategy, provide the framework for an integrated approach to land use and transportation planning. The broad vision is to align land use planning and transportation investment to create complete, connected communities. Key policy positions include:

- Streets are places for people.
- New growth is serviced by transit.
- Compact land use and densification reinforces sustainable travel behaviour.
- Complete communities centre on multi-modal mobility hubs.

This framework, and the existing and planned mobility conditions and functions (Maps 6, 7, and 8) inform future planning for both land use and transportation.

Hillside Avenue

Hillside Avenue has several core mobility functions that all designs must accommodate:

- It is identified as part of the Frequent Transit Network (FTN) in BC Transit's *Transit Futures Plan*, connecting downtown and University of Victoria, carrying an average of 7,600 passenger trips on weekdays prior to the COVID-19 pandemic. The busiest stops are located at the University of Victoria, Hillside Mall, Downtown, and at key transit connections. It is considered for prioritization for Rapid Transit, a higher level of transit service in the future.
- It is a designated emergency route and a truck route.
- The functional classification is arterial street, and it carries approximately 21,000 vehicles per day between Quadra and Cook Streets, of which 1.7% were trucks of 3 or more axles (2017).
- It is currently designated as part of the long-term All Ages and Abilities (AAA) bicycle network. The sustainable mobility strategy calls for a reconciliation of various networks (e.g., bicycle, transit, freight routes, and priority pedestrian routes) in the future to confirm this status.

Current conditions include:

- Along its length, there is a mix of sidewalk and landscape conditions. There are few street trees in the block immediately east of Quadra Street.
- It currently does not have on-street parking, except for a few spaces in parking bays directly east and west of Quadra Street, which narrow sidewalks to as little as 1.5m (below the minimum 2m desired and far less than best practices would indicate as desirable in such an area).
- Side streets near Quadra Village contain a mix of residential and support parking.
- It is considered a high-crash corridor, along with Bay Street, Quadra Street and Cook Street.
- As an arterial roadway, current bylaws indicate a desired width of 30m to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (i.e., the public land which includes roadway, boulevards, and sidewalks) is 22.86m wide, with an approximate 15.5m wide roadway. When rezoning of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions.
- East of Quadra Street, crosswalks are located every 200m. The crossing at Graham Street is being upgraded in 2021 as part of the AAA bicycle route. Design interventions that make the area more comfortable for pedestrians, including the feasibility of any additional crossings or other treatments (e.g., medians, etc.) should be considered, through a corridor study.

Quadra Street

Quadra Street mobility conditions and functions include:

- It is identified as part of the Frequent Transit Network (FTN) in BC Transit's *Transit Futures Plan*, connecting key regional destinations downtown and to the north, as well as connecting with east-west Frequent Transit routes along Mackenzie, Hillside, Pandora/Johnson and Fort/Yates. It is one of the busiest routes, carrying approximately 8,000 passenger trips on an average weekday prior to the COVID-19 pandemic. The busiest transit stops are located downtown, in Quadra Village, and at Royal Oak. It is designated as an emergency route and, north of Hillside Avenue, as a truck route.
- The functional classification is arterial, and it carries approximately 11,700 vehicles per day north of Bay Street, of which approximately 1.4% were trucks of 3 or more axles (2019).

Current conditions include:

- In Quadra Village, sidewalks vary from as little as 2m (primarily on the east side), up to approximately 3.5m in width (primarily on the west side and adjacent to the Fairway Shopping centre), considered narrow for a commercial area with high amounts of pedestrian activity.
- North of Quadra Village, sidewalks are generally attached (adjacent to the street, rather than detached as would be desired in a higher-traffic residential corridor). Sidewalks are generally 1.8m wide with a 1.8m landscaped boulevard, often with street trees. These sections of the street (within Victoria) contain frequent curb cuts for driveways to adjacent detached homes.
- As an arterial roadway, current bylaws indicate a desired width of 30m to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (i.e., the public land which includes roadway, boulevards, and sidewalks) is currently 22.86m wide. In the village,
- When rezoning of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions. A corridor study could better refine what is desired.
- On-street parking is generally prohibited during peak hours (rush hours).

Cook Street

Cook Street mobility functions include:

- It is a local bus route, carrying two local routes that see an average of 2,000 passenger trips per day prior to the COVID-19 pandemic. Key destinations along the two routes include Cedar Hill Recreation Centre, Saanich Centre, North Park Village, Downtown, Vic West and Esquimalt. It is not currently designated as part of the future Frequent Transit Network.
- The functional classification is arterial, and it carries approximately 12,800 vehicles per day between Pandora and Bay Street, of which 0.8% were trucks of 3 or more axles (2016).
- Outside of the study area, it is a Freight Route (south of Pandora).

Current Conditions

- Sidewalks are generally attached (not separated from the roadway by a planted boulevard).
- From Bay Street to Finlayson Street, there are four travel lanes, and centre turn lanes in some places. Stretches of Cook Street have planted medians, mainly south of Hillside Avenue and north of Summit Avenue.
- As an arterial roadway, current bylaws indicate a desired width of 30 metres to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (e.g., the public land which includes roadway, boulevards, and sidewalks) is currently 20.12 metres (66 feet) wide. When rezoning

of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions. A corridor study could better refine what is desired.

- It is considered a high-crash corridor.
- There are a limited number of marked east-west crossings, at Bay, Haultain, Hillside, Kiwanis, Summit, Finlayson, and Tolmie-Maplewood.

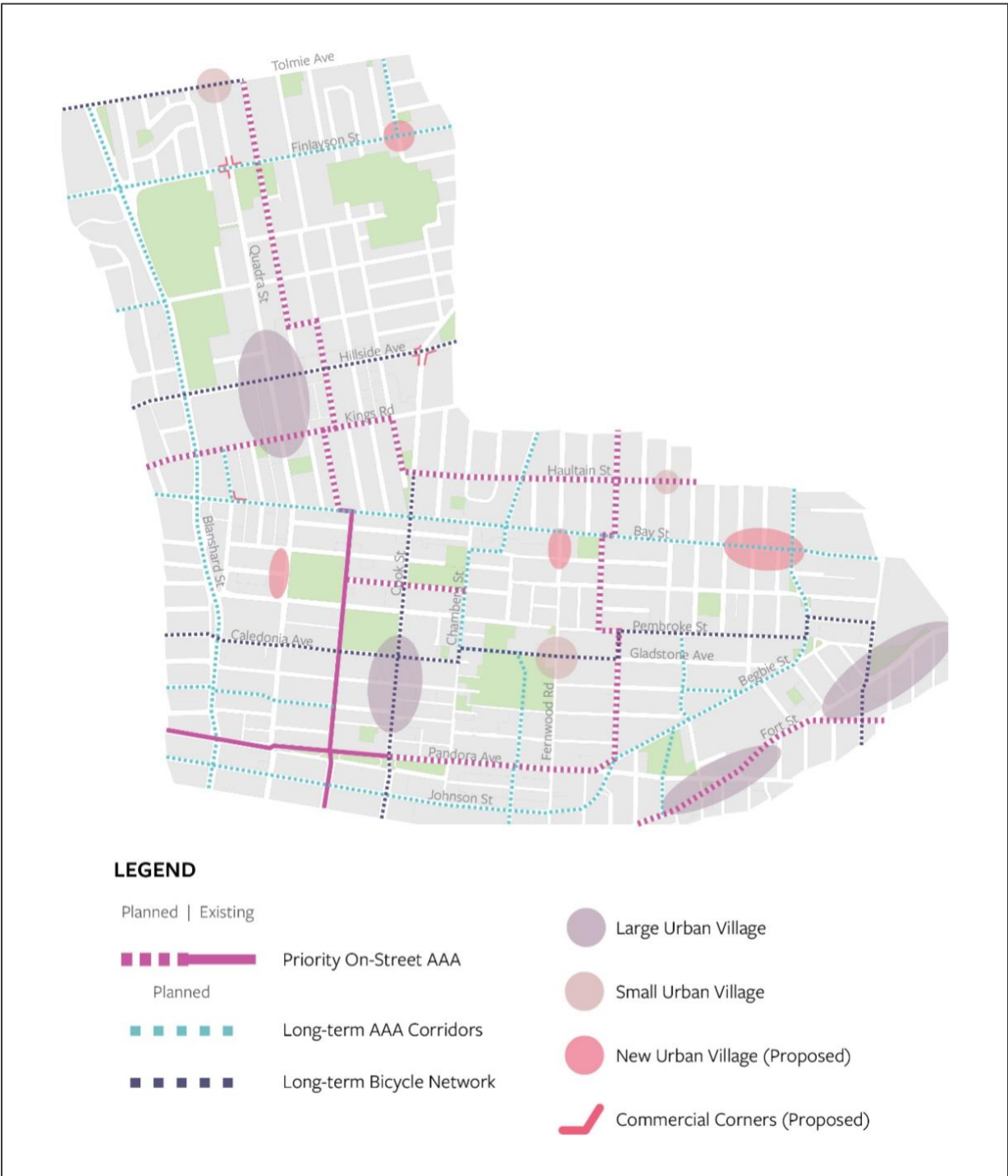
Other Corridors

Related corridors and neighbourhood streets mobility conditions and functions include:

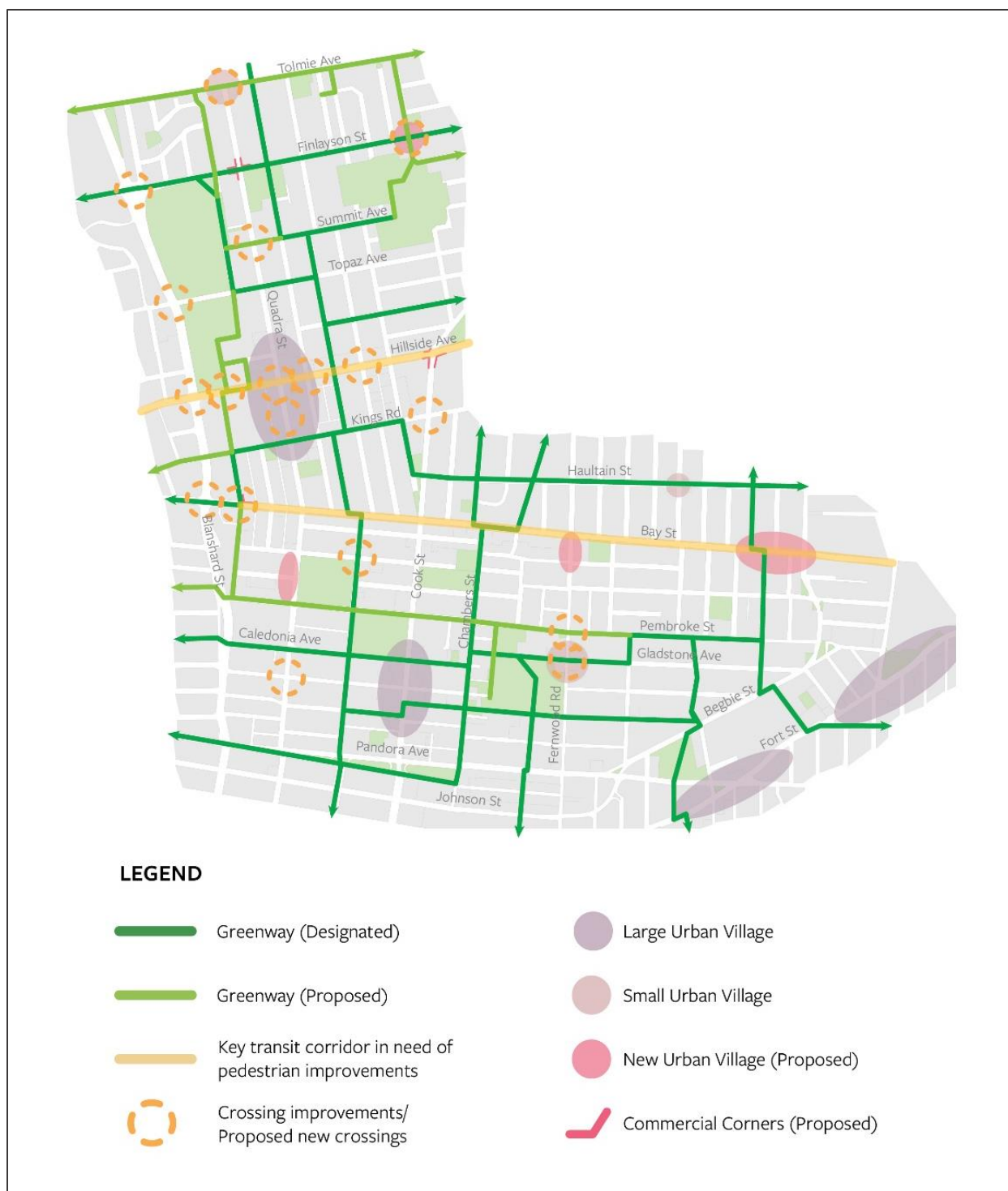
- The priority AAA cycling network and greenways network and the long-term plan is shown below. Because this plan predates updates to the Bicycle Master Plan and Pedestrian Master Plan, reconciling these various networks is a key objective of implementing *GO Victoria*, the sustainable mobility strategy.
- Finlayson Street is a pleasant tree-lined street with median landscape islands, and bicycle lanes improved as a greenway connection, although additional marked pedestrian crossings are desired. While vehicle volume does not exceed that expected for a minor arterial at an average of 8,900 vehicles per day including autos and bicycles (2013), delays occur during rush hours as it is one of the few uninterrupted east-west vehicle corridors in the area.



Map 6. Designated Transit Routes (Transit Futures Plan for the Victoria Region, BC Transit)



Map 7. Designated Bicycle Network, City of Victoria, including All Ages and Abilities network.



Map 8. Designated Greenways network, with proposed additions and desired crossing enhancements

Where We're Headed

Draft Planning and Design Directions for **Mobility**

Principles for Integrated Mobility Corridors

- Continue to advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:
 - Integrate land use and transportation.
 - Align different transportation networks.
 - Improve multi-modal level of service.
 - Value the public right-of-way to support our goals.
 - Operate and maintain our assets to support these goals.
- Continue to advance the six key priority areas in *GO Victoria*:
 - Achieve Vision Zero to eliminate traffic fatalities.
 - Transform Public Transit.
 - Accelerate Active and Accessible Transportation.
 - Shift to Zero Emissions.
 - Rethink the curb (how we use space adjacent to the curb).
 - Harness data and technology to improve transportation choice and efficiency.
- Complete a comprehensive assessment and plan for the Quadra Street, Hillside, and Bay Street Corridors to integrate future land use and mobility, guided by the findings and key directions of the Village and Corridor Planning process.
- Consider the unique role of Quadra Street as an Arts and Cultural Corridor in land use and mobility policies and decisions.
- Support neighbourhood traffic calming initiatives on local streets.

Key Directions for Local Mobility

Urban Villages

- Develop Urban Villages Public Realm Design Standards to update existing pedestrian standards, considering desired sidewalk widths to accommodate accessibility, activity, pedestrian traffic and furnishing and frontage zones consistent with best practices and local contexts.

Quadra Street

- Complete a comprehensive integrated land use and mobility study for Quadra Street between Pandora Avenue and Tolmie Avenue to inform investments to be made through capital programs and adjacent private redevelopments, with the following considerations and draft directions:
 - Through redevelopment and investments, plan for future improvements on Quadra Street as an inter-municipal mobility route that serves transit and emergency services, as well as pedestrians and those with mobility devices.
 - Enhance the pedestrian environment and transit experience in and adjacent to villages with wider sidewalks and street trees, seeking to balance the needs of people walking, cycling, using mobility devices, taking transit, and driving.
 - Develop convenient bicycle parking with new commercial development, and in the public realm in key locations, such as Kings Road, Fifth Street, and Graham Street for cyclists accessing Quadra Village; at small urban villages; and other key destinations including schools and community facilities.

- Pilot an integrated location for safe, secure, and sheltered bicycle parking combined with a bicycle maintenance station in Quadra Village, possibly along Kings Road near Quadra Street.
- Establish a mid-block crossing of Quadra Street between Hillside Avenue and Kings Road as resources allow.
- Explore a crossing in the area of Summit Street as part of a Summit Street greenway.
- Identify opportunities to enhance pedestrian comfort in the area of Quadra and Tolmie.

Hillside Avenue

- Complete a comprehensive integrated mobility study for Hillside Avenue between Blanshard Street and Cedar Hill Road, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:
 - Prioritize public transit and pedestrian amenities on Hillside Avenue, while retaining some commercial loading functions.
 - Reallocate road space on Hillside Avenue to support public transit and accessible pedestrian environments.
 - Consider changes to the management of the Hillside right-of-way that support pedestrian comfort, mobility for transit and automobiles, and access to businesses and cultural venues. This may include prioritizing transit service during peak hours, allowing on-street parking during off-peak (non-rush-hour) times, upgrading, enhancing, or adding pedestrian crossings, and replacing parking bays with landscaping, pedestrian areas, and/or transit stops where sidewalk width is currently compromised.
 - Explore the feasibility and desirability of additional pedestrian crossings in the areas of Wark Street (as part of the Dowler-Glasgow Greenway), Fifth Street, and/or Prior Street.
 - Determine longer-term needs in terms of rights-of-way to support transit and automobile movement, pedestrian comfort, and street trees that can be accomplished when rezoning for new development occurs.

Cook Street

- Complete a comprehensive integrated mobility study for Cook Street between Pandora Avenue and Finlayson Street, to inform investments to be made through capital programs and adjacent private re-developments, as outlined in the North Park Planning Summary and Key Directions Report.

Bicycle and Pedestrian Corridors

- Develop an integrated system of tree-lined greenways linking homes and parks, urban villages, community centres, schools, and other destinations with comfortable, safe connections for people walking or rolling, as indicated on Map 6.
- Along greenway routes, consider enhancements to comfort and safety, crossing enhancements, and integration of trees, landscapes, and habitat corridors.
- Consider opportunities to support a Lang Street-Highview Street public space and community commercial corners through community-initiated placemaking and development.
- Consider enhancements to crossings as indicated on Map 6., as well as at Vista Heights and Cook Street and/or Higgins at Cook (not pictured on map).

Principles for Parking Management and Modernization

- Per the goals and objectives in *GO Victoria*, the City's sustainable mobility strategy, value the city's limited right-of-way to support access for people, sustainable travel behavior and convenient access for high-occupancy, low-carbon, and active travel modes and the efficient delivery of goods.

- Given the limited allocated parking and curb space in and near Fernwood Village, prioritize parking management to encourage turn over and align with broader goals, including accessibility, vibrancy, and local economic development.

Key Directions for Parking Management and Modernization

- Create a parking management strategy for Quadra Village and small urban villages which seeks to balance the needs of mobility, access to businesses, outdoor, and residential parking.
 - Expand bicycle parking at key destinations, including Urban Villages.
 - Evaluate the viability of adding off-peak-hour on-street parking to Hillside Avenue as term-limited parking.
 - In and near small urban villages, seek a balance between residential parking and allowance for term-limited parking during business hours to support the vitality of businesses, most of which must rely on both local and destination customers.
 - Evaluate the introduction of pay parking within the Village to encourage turnover.
 - Support the creation of public spaces within the right-of-way where appropriate.
 - In the long-term, support transportation demand management (TDM) methods such as increased and diverse bicycle parking, car share spaces, and others.
- Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and TDM, particularly for purpose-built rental projects and for housing near large urban villages, active transportation routes and frequent transit routes.
- Consider updates to relevant bylaws to be included in the parking modernization program that reduce parking requirements for commercial uses where appropriate (e.g., where the use does not require extensive parking and/or where alternative mobility options are highly accessible).

How We'll Get There

Implementation Steps for **Mobility**

Complete Comprehensive Studies for Planning Area Corridors The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.
Deliver Village Parking Management and Undertake Parking Modernization for New Developments Guided by <i>GO Victoria</i> , the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.
Develop Urban Villages Public Realm Design Standards As part of implementing <i>GO Victoria</i> update existing pedestrian standards for urban villages through an integrated consideration of desired mobility and urban design.
Update the Subdivision and Development Servicing Standards Bylaw Guided by the <i>GO Victoria</i> , corridor studies, and updated Urban Village Public Realm standards, update the desired elements, widths, and frontage works desired in the public right-of-way.
Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.
Update the Official Community Plan (OCP) Update the OCP to reflect any changes in the greenways or active transportation network based on the directions herein.

Housing



What We Heard

Community Engagement Themes for **Housing**

Summary Themes – City and Study Area

The below key summary themes are elaborated in the *Housing and Urban Design* report.

- Both owners and renters expressed desire for a diverse range of housing choices to maintain a diverse community, meet future needs, and support households of different incomes, family types, ages, and lifestyles.
- Many were also concerned about preventing displacement of current low- and moderate-income residents, although there were differing opinions on the best approach to prevent displacement.
- There was broad support for housing that provides opportunities to live and move more sustainably, including through parking management and recognizing the trade-off between parking, green space, and affordability.
- Specific concerns included:
 - Provision of amenities with new housing.
 - Providing multi-family housing choices in quieter neighbourhoods, not just transit corridors.
 - Inclusion of affordable housing options.
 - Distribution of new housing within the region.
 - High quality design, including form and character, accessibility, green space, and heritage retention.

Support for Improved Choice and Retention of Affordable Options

Though there was general support for more housing choice, diversity, and affordability in and near the villages, feedback also revealed that the Quadra Village area is valued for its economic diversity and existing lower cost living options. Residents appreciate the availability of older, well-kept apartment buildings and condos that offer relatively low rents and provide opportunities to get into the housing market within the city. Some also expressed concern that new multi-unit housing constituted gentrification. A smaller share of participants expressed that only single-detached homes should be encouraged.

Support for Non-Market Housing with Some Concerns

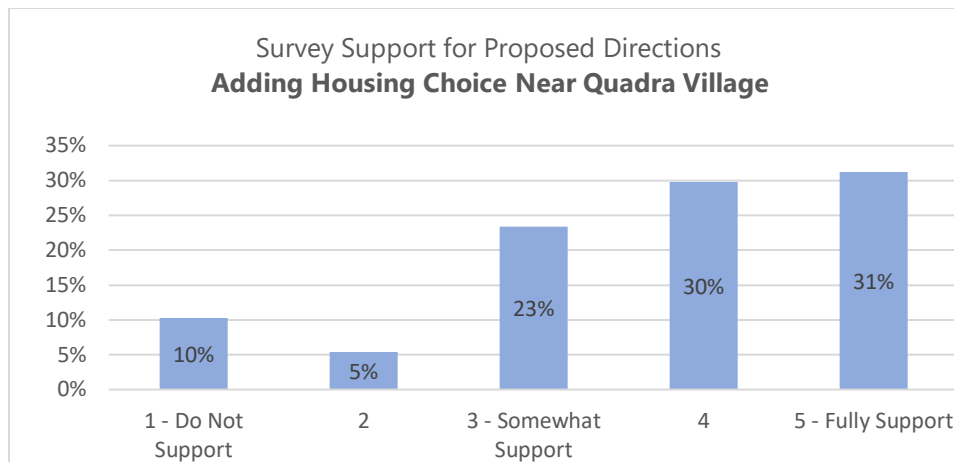
The non-market housing sites around Quadra Village, which primarily provide options for families and seniors to live near the village's amenities are generally valued and were noted to contribute to a sense of community in the area. Many residents voiced support for additional non-market housing in proximity to the village, though some expressed concern over the socio-economic impacts of concentrating low-income housing. Most had the strong opinion that any new housing (market or non-market) should be balanced with an appropriate increase in amenities (which most residents feel are lacking in the area).

Housing Near the Village Area

Overall, the most heard concern was a desire that new housing near the village include rental and affordable housing options for a diverse community. This opinion was consistent in the survey and during in-person engagement, including focus groups with equity-seeking populations. There were differing opinions of what types of housing should be prioritized: some feeling that affordable housing for the lowest incomes is needed; others that housing for moderate-income renters or first-time buyers should be considered.

While many saw diverse housing, including the addition of rental, affordable and below-market options, as critical to supporting a diverse neighbourhood and village, some respondents felt new housing could have a negative impact on the village. Amongst these respondents, some worried that new housing would result in gentrification (that improvements to the area, or an evolving mix of higher-end businesses, might make the area more desirable and lead to rising prices among existing, older rental housing stock, while others worried

that too much affordable housing might be concentrated in the area. Others felt an increased population would stress existing services, amenities, and public spaces.



Most respondents believed that a diversity of housing choices, including the addition of rental, affordable and below-market options, is critical to supporting a diverse neighbourhood and village.

"All of the buildings built need to be able to accommodate the low income people who are living in the neighbourhood currently, the Quadra Village is one of the few "affordable" places left close to downtown."

"I hope any high-density housing in the neighbourhood will include a healthy proportion of rental-only and subsidized living spaces. Gentrification through luxury condos that squeezes out long-time residents is not a good direction."

"Would love to see multi-family housing (i.e. condos) that requires the developer to create a large percentage of family-sized homes - 2/3 bedrooms."

"Ensure that housing is mixed rental - not just expensive condos. Students, new immigrants, and the elderly on fixed incomes make an interesting neighbourhood."

"Please make the housing affordable for the average person living in Victoria (likely with a yearly income of \$30 to \$60 K). Otherwise the neighbourhood will just be gentrified and people who live here now will get pushed out by rising prices."

"We need more housing so badly. I know nobody will actually read this but we're all desperate. Rent never stops climbing, but minimum wage isn't liveable. Please stabilize rent. Please build actual affordable housing instead of calling \$1500/mo affordable. Please. I don't know what else to ask. We just want to be able to live."

However, some respondents felt new housing could have a negative impact on the village or that there was already too much affordable housing in the area compared to other parts of the city or region.

"We do not need any more low income housing in this area. Move it to oak bay or other locations, we are already overwhelmed with poverty."

When it came to scale, form and design of new housing, a majority of respondents supported the addition of multi-family housing but there were a range of specific comments:

"We need more housing, I am all for going vertical to make it happen."

"This is the type of multi-unit housing I feel works best for Quadra/Hillside: Street-fronting doors, smaller footprints, good building design with individual character. Infinitely better than ugly high rises."

"Ensuring new buildings are built smartly so that people actually want to and enjoy living in them is essential. Sunlight is important as well as designing buildings to retain privacy by putting them higher than the sidewalk."

"Mixed housing such as multi storey on the bottom with apartments above would be great to accommodate families and single individuals or couples in one building."

"I would like to see these medium density housing types throughout the neighbourhood. Not just on these streets."

"It depends what form of housing is being proposed. While townhouses and duplexes to fourplexes can integrate well into neighbourhoods it depends on their design."

"We need more density in our urban neighbourhoods. Relaxing zoning to allow for easy development within specific zones could reduce development costs for smaller scale developer and builders. I have many carpenter friends that are unable to enter into the development industry due to zoning delays and needed the capital to hold properties for years before a site can break ground. Infill development where the money stays in the community should be the future for the city."

Some respondents felt that the addition of much new housing was not desirable:

"I do not support housing diversity. In this neighbourhood, there is a strong demand for more single-family homes."

"Fifth street is already zoned for duplexes and should stick to that."

Some expressed a concern for maintaining character and heritage buildings:

"Support only if older homes on this quieter streets are house moved, rather than demolished. Prefer house moving over deconstruction for these homes, but deconstruction is still preferred over demolition. The older homes contribute to the special sense of place for Victoria. It would be a shame from an artistic and heritage perspective to destroy these homes."

"I would prefer to maintain many of the old heritage homes in the area."

"Quadra Hillside like other Victoria 'village centres' retain character from the mix of older housing styles which need to be preserved for future generations. It's barely hanging on to its architecture with houses being replaced constantly. Give people grants to divide into units (many existing houses are already multi family). Replacing these with new (and soon to be outdated) bigger buildings is not a good trade off for simply bringing in a higher population to support business."

Most respondents supported the goal of retaining existing rental apartments while increasing housing supply. However, some respondents felt that new housing should be focussed or limited to areas where multi-family housing already exists:

"I am ... concerned that we will lose existing affordable small apartment buildings which is already happening along Kings east of Quadra. We need to retain affordable housing in this neighbourhood and often the most affordable housing is what already exists."

"I support replacing old apartment buildings with newer apartment buildings that accommodate more people but I do not want to see heritage homes on 5th street destroyed to make high density housing. The heritage homes make this neighbourhood charming."

While throughout the survey most respondents supported public space improvements as desirable or even necessary to accommodate more housing in the area, some expressed concerns that improvements to public spaces could cause area rents to rise:

"Please be careful with gentrification. I am very concerned about the possibility of making nicer public spaces allowing for higher rental prices around the neighborhood. It sounds like a good idea, but very concerned about the affordability and quality of living for folks around the neighborhood."

What We Learned

Policy and Technical Analysis for Housing

Future Housing Needs and Capacity

The city of Victoria is anticipated to grow by more than 11,000 households between 2016 and 2041. On top of this anticipated growth, there is latent demand in the market today. The city needs to catch up with housing needs today, while keeping up with the anticipated needs of tomorrow.

An assessment of capacity in the *Official Community Plan* (OCP) Urban Place Designations revealed that at a city-wide scale, current capacity falls short by somewhere between 15% and 30%, and that the targets in the OCP's Growth Management Framework related to accommodating growth near walkable urban villages are unlikely to be realized. Through local area planning the City needs to make room for more housing while considering related objectives, including:

- Creating the "right supply" in the "right places" (providing diverse options for diverse households in areas that reinforce complete communities and sustainable mobility)
- Supporting affordability and equity, both through the development of housing for people of different incomes, and housing that considers housing + transportation costs.
- Minimizing displacement of existing affordable housing stock.
- Meeting the community infrastructure, amenity, and service needs of a growing population.

To continue to preserve the affordable rental and ownership opportunities in and near Quadra Village, the OCP's Urban Place Designations should not support rapid redevelopment of such sites. However, the OCP must provide more room for housing in or near Quadra Village to meet the overarching objectives of creating complete communities, advancing sustainable mobility, and improving affordability.

Economic Analysis

A 2020 land economics analysis found that in Hillside-Quadra, market rental housing was found to be potentially viable to build at densities of 2.3:1 Floor Space Ratio (FSR) and above, depending on the location and assuming underground parking is provided at 0.5 spaces/unit on average. Alternatively, a building with tuck-under or surface parking may be viable for market rental housing at densities as low as 1.6 FSR, depending on the location. The variability in viability between locations occurs mainly because achievable rents vary between areas.

This analysis represents market conditions as of 2020. It is meant to paint a broad picture as it cannot predict with accuracy what may be viable on any given site, or over time. It assumed that no government subsidies are provided, and profit margins are towards the lower end of the range of what is considered for private financing. Viability is also sensitive to factors such as lot size and pattern.

The above findings are focused on market rental viability. Generally, a strata development is viable at lower densities than a rental development. If a strata development were developed at the densities mentioned above, it would likely support contributions towards public amenities or housing benefits (affordable housing).

Areas for Consideration of additional Multi-Family Housing

This section is organized by sub-areas that were explored through engagement as potential areas to add multi-family housing. See the *Housing and Urban Design* report to learn more about the draft form, density, and design parameters and potential housing needs that would be met.



- ① Off Corridor: East of Quadra Village
- ② Hillside Avenue and North of Hillside Avenue
- ③ On and Off-Corridor “Between the Parks”
- ④ Quadra Street Corridor: Finlayson to Tolmie
- ⑤ Finlayson Street Corridor Cook Street

LEGEND*

Urban Residential	Change to Urban Residential
Traditional Residential	New Housing Opportunity Areas
Large Urban Village	New Mixed-Density Housing Areas
Small Urban Village	Large Urban Village Expansion
Core Employment	Small Urban Village Expansion
General Employment	New Village or Community Corner
Industrial Employment	
Public Facilities, Institutions, Parks and Open Space	

*Includes only Designations Shown

Map 9: Hillside-Quadra Multi-family Housing Sub-Areas

Off Corridor: East of Quadra Village (#1 on Map 9)

This area can provide opportunities for off-corridor housing choices in a walkable community with excellent access to Quadra Village and transportation options. It was identified by stakeholders as a desirable place for off-corridor housing opportunities, which are valued by renters and those who see themselves living in multi-family housing.

This area currently contains a range of lot sizes, development types, and *Official Community Plan* (OCP) designations (Urban Residential and Traditional Residential).

Key qualities of this area include:

- Good access to shopping, services, and employment, proximate to Quadra Village and within a short bus ride or 15-to-20-minute walk of the Downtown Core.
- Good mobility options, including designated Frequent Transit routes on Quadra Street, Hillside Avenue, and Bay Street (future service) and served by two All Ages and Abilities Bicycle (AAA) routes (Graham-Vancouver and Haultain-Kings), with a proposed additional greenway along Dowler-Glasgow.
- Several parks within walking distance: Blackwood Park, Wark Street Park, Topaz Park, Hillside Park, Central Park and, to the north, natural areas at Summit Park. The Key Directions identify additional desired public green spaces in the immediate area south of Hillside Avenue.
- The area is identified for investments in community facilities (including community centre space) and not far from the Crystal Pool and Fitness Centre.
- Some lots are well-oriented to support multi-family housing due to presence of laneways, frontage on two streets (with slope between Vancouver and Fifth Street easing transitions to lower-scale areas) or adjacent multi-family housing and parking lots.
- Added population can boost the success of local businesses in Quadra Village and support transit investments.

In addition, making room for housing in this area would address some key concerns heard during engagement:

- Many stakeholders emphasized the desire for multi-family housing options that are not located on busy transportation corridors, yet still have access to transit and urban villages.
- Stakeholders expressed a strong desire and need for affordable housing options. At the same time, some stakeholders felt that there was too much below-market housing in the area or that it was too concentrated. Considering adding a mix of affordable and market rental homes, and homeownership opportunities that would be more attainable than a single-detached home would help create a more mixed-income neighbourhood while addressing diverse housing needs.

Hillside Avenue and North of Hillside Avenue (#2 on Map 9)

The areas north of Hillside Avenue provide housing options a short walk from Quadra Village, with its mix of shopping and services; from Frequent Transit routes on both Quadra Street and Hillside Avenue; and near the Graham-Vancouver bicycle route, providing an area rich in shops and services, and mobility options. There are two large parks nearby (Topaz Park and Summit Park) that provide a combination of natural area and activities; Topaz Park has a currently active improvement plan. The area could also benefit from planned additions to or enhancements of green space and community facilities and renewal of the Crystal Pool south of Hillside Avenue. Some stakeholders desired enhanced playground space in the area bounded by Quadra Street, Hillside Avenue, Cook Street, and Finlayson Street.

Lots fronting Hillside Avenue are currently designated Large Urban Village or Urban Residential in the OCP, which considers mixed-use and multi-family buildings of approximately 6 storeys and approximately 1.2:1 to 2.5: 1 Floor Space Ratio (for Large Urban Village) and 1.2:1 to 2:1 Floor Space Ratio (for Urban Residential). The *Official Community Plan* supports development along arterial street corridors, including Frequent Transit corridors like Hillside Avenue.

There is currently a mix of smaller and larger multi-family buildings, single-storey commercial buildings, and a community cultural space (the Norway House) along Hillside Avenue, with primarily single-detached homes and religious establishments to the north. Lots vary in depth. Redevelopment along the north side of Hillside Avenue between Blackwood Street and Cook Street would be challenging due to the shallow nature of these lots, combined with the desired additional right-of-way desired for Hillside Avenue.

On and Off-Corridor “Between the Parks” (Glasgow to Fifth Street) (#3 on Map 9)

This area provides a diversity of conditions (locations along a busy street and transit corridor, as well as a large green space and quiet street) that could support new housing over time, with good access to mobility, services, and green spaces. More specifically, it is recommended for consideration of added housing for the following reasons:

- Good access to transportation options, with designated Frequent Transit Network on both Quadra Street and Hillside Avenue, the Graham-Vancouver bikeway nearby and the proposed Dowler-Glasgow Greenway. Access to future regional Rapid Transit along Douglas Street could be improved with a suggested crossing at Blanshard Street and Topaz Avenue.
- Convenient to a range of shopping and services in Quadra Village within a 5- to 10-minute walk.
- Convenient to parks, with Topaz Park amenities and Summit Park natural areas nearby. Topaz Park has an active Park Improvement Plan with skate park, bicycle park and picnic areas being added, and both parks offer natural areas and playgrounds.
- Deeper lots on Quadra Street (40m) can accommodate a variety of built forms, including courtyard housing or buildings with generous setbacks that provide for more livability along a busier street.
- The area can provide both on-corridor and off-corridor housing choices desired by those who live in multi-family housing.
- Much of the area slopes gently upwards towards the north, making transitions to adjacent development easier.
- New development along Quadra Street can help establish separated sidewalks and landscaped boulevards supporting street trees.

Quadra Street Corridor: Finlayson to Tolmie (#4 on Map 9)

The upper stretch of Quadra Street between Finlayson Street and Tolmie Avenue has several attributes that support consideration of multi-family housing. Although it is not as strong a candidate as area south of Finlayson Street, it supports Frequent Transit and a proposed evolving High Street or Small Urban Village at Quadra and Tolmie. Specific reasons for considering this area:

- Quadra Street is a designated Frequent Transit route and is paralleled by the Graham-Vancouver bikeway and a proposed greenway along Glasgow-Dowler. Tolmie Avenue is identified as a long-term bicycle route linking to the Galloping Goose.
- The area has relatively good access to parks, including nearby Jackson Street Park and Peacock Hill Park to the east, Topaz Park and Summit Park to the south, and Rutledge Park in Saanich to the north. Topaz Park has an active Park Improvement Plan with skate park, bicycle park and picnic areas being added.
- While less proximate to large, complete urban villages than areas further south (the centre of Quadra Village lies a 10- to 15-minute walk south), an expanded urban village in at Quadra and Tolmie is proposed in the Key Directions for this plan, supporting evolution of a 15-minute neighbourhood. Thrifty plaza in Saanich lies approximately 7-to-10-minute walk to the north, and additional services can be found on Douglas Street.
- Areas to the north in Saanich are characterized by multi-family housing, with further potential for such housing planned to the north side of Tolmie Street.
- New development will allow for the evolution of improved pedestrian conditions on Quadra Street, with more generous planted boulevards and street trees, and detached sidewalks.
- Lots on the east side of Quadra Street in particular because they are over 40m deep, present opportunities for flexible design approaches including courtyard forms or buildings with more generous setbacks, that can provide enhanced livability.

Finlayson Street Corridor: Blanshard Street to Cook Street (#5 on Map 9)

Finlayson street provides opportunities to allow for expanded housing choice in the area, with some access to transit and parks for residents. Areas closer to Quadra Street have greater access to transit, active transportation and services than do areas further east. Specific conditions of the area include:

- Western parts of the Finlayson Corridor have close access to Frequent Transit on Quadra Street, the Vancouver-Graham Street bikeway, and a proposed Dowler-Glasgow Greenway. Neither Finlayson Street nor Cook Street are currently identified in the Frequent Transit Network, although both host local bus routes.
- Finlayson Street is a pleasant tree-lined street with median landscape islands, and bicycle lanes improved as a greenway connection, although additional marked pedestrian crossings are desired. While vehicle volume does not exceed that expected for a minor arterial at an average of 8,900 vehicles per day including autos and bicycles (2013), delays occur during rush hours as it is one of the few uninterrupted east-west vehicle corridors in the area.
- The area is currently underserved by walking access to a Large Urban Village, shopping, and services, especially the eastern part of the corridor which is over a 15-minute walk from Quadra Village or any other area of shopping and services. The evolution of a smaller community commercial corners along Finlayson Street, and an expanded High Street at Quadra-Tolmie, would add choices. Further to the east, these *Key Directions* suggest consideration of a small urban village near North Dairy Road and Glasgow Street.
- The area is relatively well-served by parks (Summit Park and Topaz Park nearby, with Cedar Hill Park and Recreation Centre, Jackson Street Park and Peacock Hill Park not far away). Both Topaz Park and Cedar Hill Park in Saanich have active park improvement plans.
- The surrounding area has limited housing diversity, consisting primarily of single-detached houses on larger lots. Consequently, there is limited diversity, and the area has higher incomes than the neighborhood and the city as a whole, as well as measures of well-being identified in the Community Association's Equity Assessment.
- In the eastern parts of the corridor, underlying rock may make the construction of below-grade parking challenging.

Where We're Headed

Draft Planning and Design Directions for **Housing**

The areas explored through community engagement and policy, technical, and urban design analysis are proposed to be updated in the *Official Community Plan* to make room for additional multi-family housing.

Draft directions for forms, densities, and design parameters are detailed in the *Housing and Urban Design* report. The draft directions in that report are intended to make room for additional housing of varied forms and tenures in locations that help to advance sustainability and equity objectives and have received support from the community. The directions would be implemented through policy updates, design guidelines, and zoning bylaw amendments.

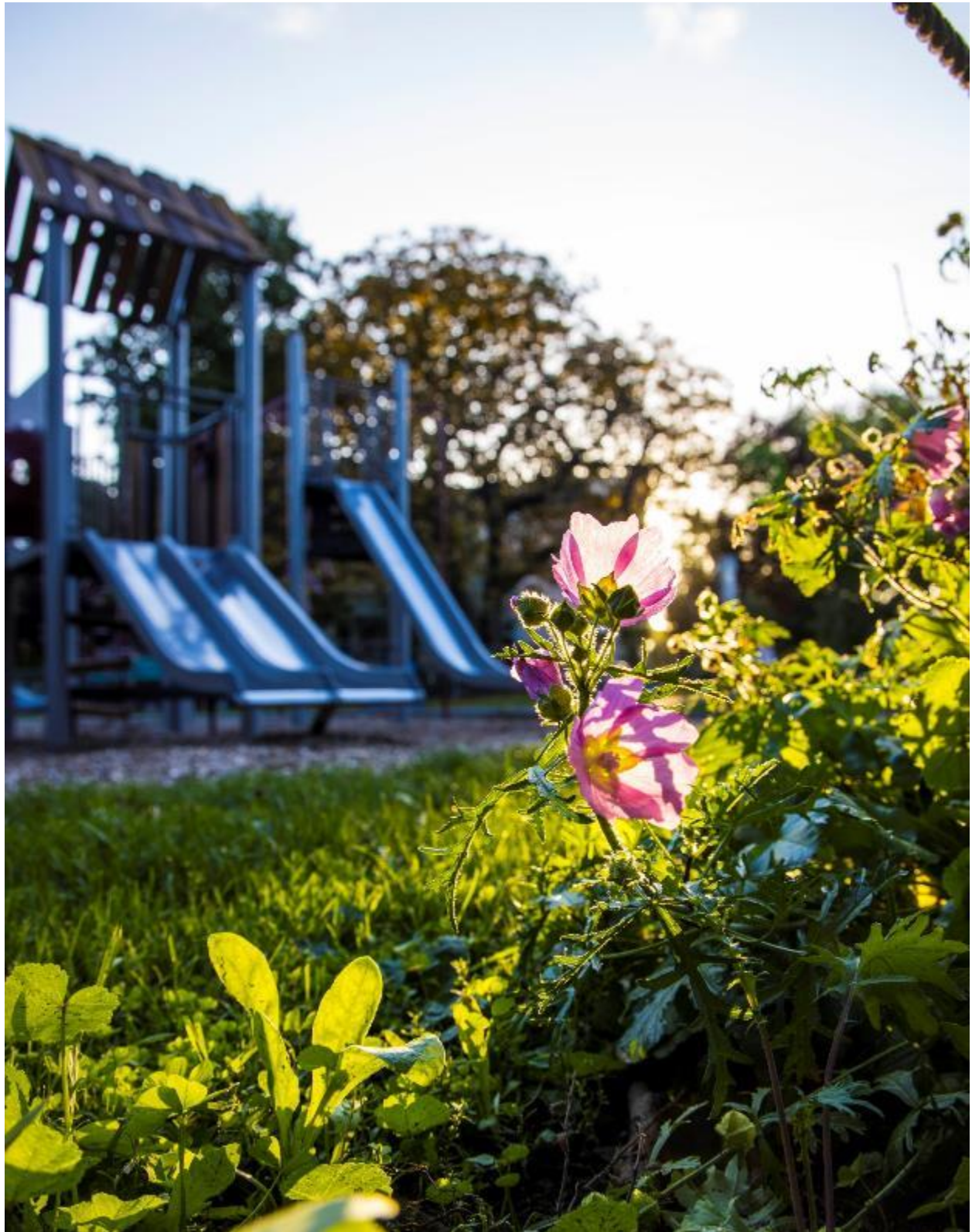
- See the *Housing and Urban Design* report

How We'll Get There

Implementation Steps for **Housing**

Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein and in the <i>Housing and Urban Design</i> report.
Update the Official Community Plan (OCP) Update the OCP as required to reflect the draft directions herein and in the <i>Housing and Urban Design</i> report.
<i>See Housing and Urban Design report for additional implementation steps.</i>

Parks, Facilities, and Community Assets

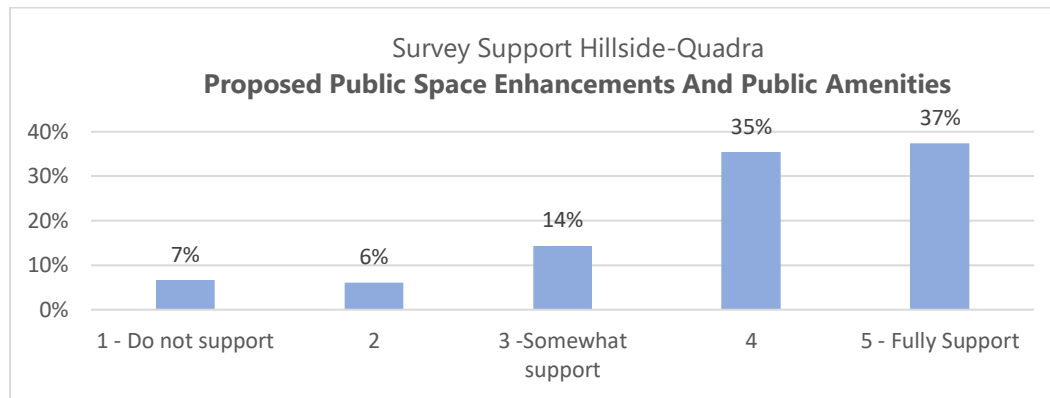


What We Heard

Community Engagement Themes for **Parks, Facilities, and Community Assets**

Overall Support for Proposed Public Space Enhancements and Public Amenities

A majority of respondents expressed support for the range of public space enhancements and community amenities proposed in the survey and which are detailed in the following sections.



Rethinking Parks and Green Spaces

Residents, workers, and visitors to the area highly value the mix of parks, green spaces, and natural areas in and adjacent to Hillside-Quadra, with much of this space in two large parks, Summit Park and Topaz Park. Those who commented on Topaz Park viewed it as mainly a regional-serving amenity with a focus on larger sports fields. The improvements in progress address three key amenities that were more broadly desired by many participants: a skate park, bicycle park. Recent improvements have been made to sports field natural areas, and the Park Improvement Plan envisions enhanced picnic areas. Summit Park is valued as a natural area preserving habitat and providing space to interact with nature, although it is recognized that much of the park is not accessible for those with mobility limitations. It was observed that Jackson Park is not well-used and could benefit from more families living in the area.

On the other hand, stakeholders perceive a lack of dedicated green spaces in the centre of the neighbourhood (between Bay Street and Hillside Avenue), an area which includes a relatively high proportion of multi-family housing as well as non-market housing and older rental housing, resulting in a relatively high proportion of households with lower incomes. Stakeholders are concerned that existing greenspaces in this area which are not formal parks may be lost. There is also a desire to program and use these spaces more. This includes the existing green spaces at 950 Kings (former Blanshard Elementary School), SJ Willis School, and the Warehouse School at 2549 Quadra Street.

There is a desire for spaces, features and improvements for different ages, interests, and cultural backgrounds:

- Playgrounds for different ages with elements like a splash park, exercise equipment, seniors' activities, youth, skating, bocce, hard spaces for basketball and roller hockey, and reservable tennis courts.
- More seating, spaces for picnicking, bar-b-ques, and gathering.
- More washrooms and water fountains for pedestrians and visitors to parks and urban villages.
- Concerns about management and sense of safety (cleanliness, needles in parks, night lighting).
- More celebration of Indigenous cultural heritage and more public spaces designed for and by indigenous communities.
- Access to pockets of nature and habitat.
- Opportunities for three-season enjoyment (considering sunlight, shelter from wind and rain, etc.).
- Places to play and enjoy music outdoors.

Specific desires related to Hillside-Quadra include:

- More activities for teens and older youth, especially near Quadra Village. Activities mentioned include places to skate and a bicycle park, picnic areas, climbing wall/structure/boulder, spaces for impromptu music, space for informal or pickup sports such as basketball, and interactive art/musical structures. Some of these activities are included in the improvement projects for Topaz Park which began in 2021.
- An additional dog park in the central part of the neighbourhood, given that many people with dogs live in multi-family housing and there are social and health benefits to dog ownership.
- Greenways that allow walking, jogging, or rolling between different green spaces and connect to Cedar Hill Park and Recreation Centre, as well as to Oswald Park.
- One interesting concept that emerged is for a youth-run social enterprise which would also provide a chance for “eyes on the street” for an open space near Kings Road: for example, a staffed coffee / snack stand that provided a level of supervision and sense of safety for youth using outdoor areas.
- Some have expressed a desire for a playground north of Hillside Avenue and south of Finlayson Street, given the limited size of the playground at Summit Park.
- Space for larger celebrations, considering live music and markets.
- Public art and interpretation in public spaces was also deemed important (see Arts and Culture, below).

Community Facilities

Community members indicated that programs offered by the Quadra Village Community centre are valued by for families, youth, and seniors, with programming including childcare, youth programs, programs focussed on newcomers (e.g., language and social programs), Indigenous cultural programs, cooking, and food distribution. The use of the gym at 950 Kings, such as Kindergym and youth sports, as well as use by community groups, are also valued. There is a desire to maintain and expand community programming. Some envision a community hub that will unite these services with added amenities such as a library branch.

Consultation revealed a subtle sense of separateness among people of different incomes and parts of the neighbourhood, as some residents reported perceiving the community centre as primarily serving lower-income households in need of service and felt those who live primarily east and north of Quadra Village (where median incomes are higher) do not access centre programs or find offerings they desire, such as recreation classes. Conversely, some youth attending centre programs identified their neighbourhood as primarily the area from Quadra Village to Evergreen Terrace, perceiving lower-density and more affluent areas as a different neighbourhood entirely. This points to opportunities to bring people from different life circumstances together through shared programming and events, without diminishing the ability to meet core needs.

A place for youth that is always open and accessible (as opposed to current programs now which run only at specific times) was desired. Ideas for indoor spaces included a youth-run coffee shop where crafts might be made or sold; library space; and multi-purpose places for classes, arts production, social enterprise, and activities.

The proximity of the Crystal Pool and Fitness Centre was also seen as a benefit by many stakeholders, including families with children. One parent described the pool as a home away from home space where they could take family and children or recreate.

Plazas

Spaces for gathering within large and small urban villages, including formal plazas that support both everyday activity, community celebrations, and markets, were one of the most desired amenities within Quadra Village and have been mentioned for other areas, including a desired new village along Finlayson Street. See the Quadra Village and Small Urban Villages sections.

Indigenous Spaces

Indigenous residents identified a need for spaces where cultural activities and gathering can be held within the central neighbourhoods of Victoria. It was reported that existing spaces at the Native Friendship Centre in Saanich are not convenient to Indigenous residents who make up 5-6% of the population of Hillside-Quadra, Fernwood, and North Park. Right now, a diversity of events take place at community centres and other venues, but there is not central gathering space for Indigenous residents in these neighbourhoods. An example of an outdoor space is Na'tsa'maht, a gathering place at Camosun's Landsdowne campus, although the need for an indoor space is also emphasized. Spaces should accommodate traditional production activities, food, and if located outdoors, have amenities for comfort (such as washrooms) that allow for events to take place.

In addition, Indigenous stakeholders indicated a desire to incorporate Indigenous landscape and design approaches into parks and open spaces, including more native plantings rather than manicured gardens, building on the ongoing conversion of public garden beds to native plantings which has largely been completed in Hillside-Quadra.

Rock Bay Creek

Stakeholders have expressed interest in seeing the Rock Bay Creek incorporated into public spaces and the consciousness of the community through opportunities to daylight the creek in the future, and/or ways of celebrating the creek through signage, art, and landscapes. The creek once flowed from Spring Ridge towards Rock Bay and has been confined to underground storm sewers. Several public art and signage installations recognize the creek, including where it flows below Blackwood Park and along Kings Road. It also flows at varying depths under public spaces including Alexander Park and Wark Street Park, and adjacent or through larger properties such as the Fairway Shopping Centre and BC Housing's Evergreen Terrace.

Local Food Systems

There is a desire to expand the offerings of allotment gardens, recognizing that many Victorians live in multi-family housing, that the immediate Quadra Village area contains a higher proportion of lower-income households, that there are waitlists for community gardens, an expected increase in overall housing, and that community gardening benefits health and social connection, as well as contributing to food security.

In addition, there is a desire to host a farmers' market in the area. Engagement identifies Kings Road west of Quadra Street as an ideal location for a market. Consultation in other area neighbourhoods also indicates a desire for a Farmers' Market.

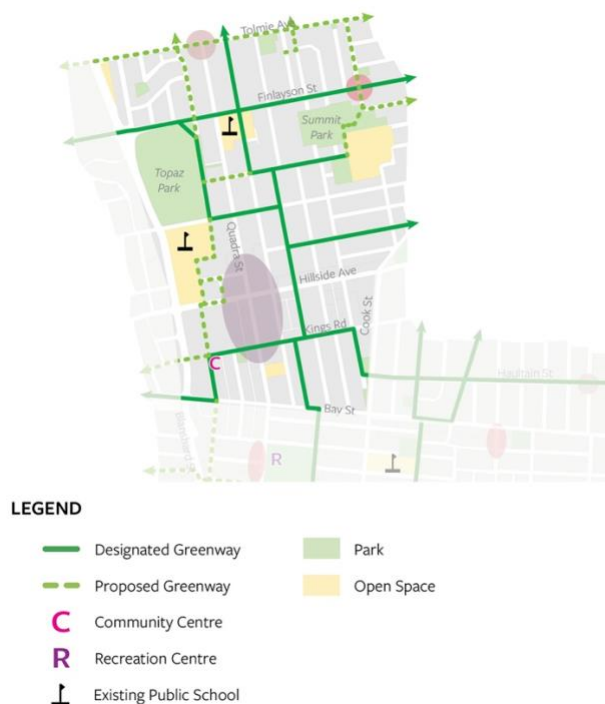
Some have expressed a desire to include more community gardening as part of multi-family housing, including through design guidance for new multi-family housing, as part of landscape or green roofs.

What We Learned

Policy and Technical Analysis for **Parks, Facilities, and Community Assets**

Parks and Open Spaces

Hillside-Quadra is well served by parks and open spaces. Much of the parkland is accounted for by the two large parks in the northern half of the neighbourhood. Topaz Park features multiple sport fields, two large natural areas, a playground, fieldhouse, an outdoor fitness area, a lacrosse box, an off-leash dog area, and will soon host a skate park, bicycle skills park, as well as a new and expanded artificial turf sport facility. The Parks Improvement Plan also identifies future opportunities for a picnic area. Summit Park is largely a protected natural area with a small playground and is adjacent to the CRD-owned Smith Hill Reservoir. The *Official Community Plan* establishes a target that all residents be within 400m of a park or open space and Hillside-Quadra meets this criterion.



Map 10: Hillside-Quadra Parks and Open Spaces, Current

The southern part of the neighbourhood contains three greenspaces that are publicly owned but are not designated parks, at 950 Kings (owned by the Capital Regional Health District as of 2021); at SJ Willis School (owned and operated by the School District 61) and at the Warehouse School (owned by the City of Victoria and operated by the SD61). City-owned properties operated by the School District generally remain under the District's control but would revert back to City control if they are no longer used for educational purposes. There is also a playground and field at Quadra Elementary school. Nearby parks for residents of the neighbourhood include Central Park, Royal Athletic Park, Hillside Park, Oswald Park, and Cedar Hill Park, Camrose Park and Rutledge Park in Saanich.

Community Facilities and Assets

Quadra Village is currently served by the Quadra Village Community Centre, a facility of approximately 10,000 sq. ft. built in 1996, that provides a range of programming including youth and seniors' programs, food distribution and cooking programs, drop-in children's' programs, childcare, and various activities and classes

that support people with a range of incomes and backgrounds, including Indigenous residents and New Canadians. The City currently leases the gym space at 950 Kings, which has allowed for the expansion of programs including sports programs, and the ability to rent the space to community groups. The Centre has identified a desire to secure additional space including permanent access to a gym space into the future.

The Crystal Pool and Fitness Centre is also within a short walk of Quadra Village.

Local Food Systems

The area contains two small community gardens managed by the Quadra Village Community Centre in part with grants through the City's *Growing in the City* program: the Wark Street Commons, and the Apothecary Garden located at the Warehouse School site (which is maintained by the School District). An allotment garden is being established at 955 Hillside Avenue (the Summit long-term care home), as an amenity managed through the QVCC as well. In addition, there is space for community gardening at BC Housing's Evergreen Terrace, and recent efforts to revive these gardens are underway.

While we heard interest in a Farmers' Market in various neighbourhoods, including Hillside-Quadra, the viability of a market depends on capacity and broader demand. Food and vendor markets which are not exclusively farmers' markets have been established elsewhere, for example, by the North Park Neighbourhood Association in 2020-2021, and there may be opportunities to expand or partner with these offerings. A more comprehensive process led by community stakeholders to identify a potential market in Victoria's central/northern neighbourhoods might be most appropriate.

The *Growing in the City* urban agriculture program is comprised of several program streams to support community-based initiatives. This model provides local residents with a wide range of benefits including social opportunities and access to healthy food through the establishment of community gardens, orchards, and boulevard gardens on public and private lands. The City provides gardening materials, offers licenses for gardening on public land, along with guidance for boulevard gardening. The City also offers voluntary guidelines to inform food production in multi-family development (food production spaces are one possible use within open spaces identified in various design guidelines documents to encourage sociability and amenity space in multi-family housing).

Planned City and other Local Government Initiatives

The City has already identified and will be undertaking a number of actions that will contribute to amenities in the area. Some of these actions are not place-specific at this time, but have been identified in one or more plans or projects including:

- Locating a library branch in the north part of the city.
- Expanding Community Centre space serving Hillside-Quadra Neighbourhood, and establishing a Community Centre for North Park Neighbourhood.
- Replacing or renewing the Crystal Pool and Fitness Centre.
- Consulting on the establishment of a community garden in the city.
- Expanding grant streams to support the establishment and ongoing operation of community-initiated community gardens.
- Strengthening the Tree Preservation Bylaw (completed in 2021) which includes protections for trees on private lands.
- Developing neighbourhood tree planting plans
- Development by the School District of a Neighbourhood Learning Centre at Vic High (whose catchment currently serves most of Hillside-Quadra).

Where We're Headed

Draft Planning and Design Directions for **Parks, Facilities, and Community Assets**

Principles for Parks and Open Spaces

- **Protect the environment:** Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.
 - Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
 - Improve sustainability and ecosystem services.
 - Mitigate and adapt to climate change.
- **Foster engaging experiences for everyone:** The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.
 - Parks and amenities are equitably distributed and well maintained.
 - Expand the variety of experiences and activities within the parks and open spaces system.
 - Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
 - Improve and maximize the utility of existing sports amenities.
 - Encourage community gardening and local food production by providing multigenerational, collaborative opportunities for learning and growing.
 - Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.
- **Celebrate Victoria:** Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.
 - Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.
- **Strengthen partnerships:** Community members, stewards, and partners help enhance all parks and open spaces in the city.
 - Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.
- **Maintain and enhance the Urban Forest:** The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Key Directions for Parks and Open Space

- Through the establishment of new parks or development of park improvement plans, consider the following community priorities:
 - Creating a water or spray park and/or other water features that help draw people to and animate the space.
 - Incorporating more benches, tables, and sheltered areas for weather protection and seasonal comfort in parks and public open spaces.
 - Incorporating public washrooms and drinking fountain facilities.
- Through parks and facilities planning and partnership, seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city.
- Through planning for arts and culture facilities and implementation of the Music Strategy, consider the location of an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.
- Seek to preserve, program, and enhance green spaces at School District properties for public use:

- Work with the School District to preserve the green space at Warehouse School and program it for public use. In the long term, seek to preserve this space as a community green space.
- Work with the School District to program and use the green space at SJ Willis School and to preserve identified natural areas. In the case of rezoning, seek to preserve green space here.
- Develop an integrated system of tree-lined greenways linking homes and parks, urban villages, community centres, schools, and other destinations with comfortable, safe connections for people walking or rolling, as indicated on Map 10. Along greenway routes, consider enhancements to comfort and safety, crossing enhancements, and integration of trees, landscapes, and habitat corridors.

Key Directions for Community Facilities and Amenities

- Through parks and facilities planning and partnership, seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city.
- Seek to establish an integrated series of public spaces along Kings Road west of Quadra Street, consisting of the existing Wark Street Park, a public plaza or shared street concept for Kings Road, and opportunities for a “Village Green” at 950 Kings Road that may be achieved through partnership and/or amenity contribution.
- Expand community facilities / community centre space serving the Hillside-Quadra area, through partnerships, facilities planning, and opportunities for amenity contributions through rezoning. Consider the establishment of a “Community Hub” consisting of the Quadra Village Community Centre and expanded spaces that can provide a full range of desired facilities and programming.
- In any rezoning for major sites that add significant residential space, seek indoor and outdoor on-site amenities to support future residents:
 - Seek indoor and outdoor amenities with any major rezoning of Evergreen Terrace to support current and future residents of Evergreen Terrace, as identified in this plan.
 - With any major rezoning, seek a public plaza (Quadra Village Public Square) at the Fairway Market site aligned with a mid-block crossing of Quadra Street.

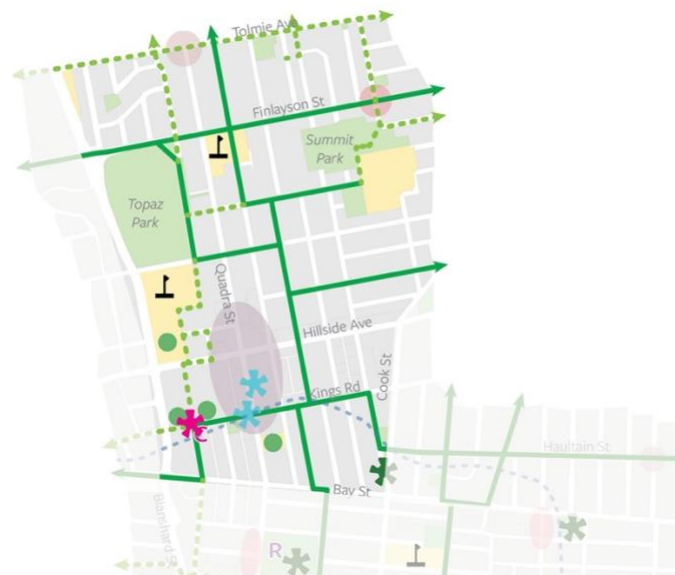
Principles for Urban Food Systems

- Build and enhance access to a network of community food systems to reflect the values of health, social connection, food security and sustainability.
- Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.

Key Policy Directions for Local Food Systems

- Support community-led efforts to enhance or establish additional community gardens (including allotment gardens, commons gardens or community orchards) and to develop other community-led gardening initiatives (such as boulevard gardening and urban food trees), through the *Growing in the City* program.
 - Continue to support the establishment of the community garden at 955 Hillside Avenue.
 - Support the efforts to establish a community garden at Evergreen Terrace and seek community garden spaces for residents as part of any rezoning of this site.
 - Consider formalizing the community garden (Apothecary Garden) at the Warehouse School site.
- Through community-led programming, support programs and spaces that encourage food security and social cohesion. This may include:
 - Offer programs to involve more people, including lower-income households, in community gardening to realize social, health and food security benefits.

- Continue food distribution and food security programs (e.g., “Good Food Box”; Free Market) within the neighbourhood.
- As part of any future expansion in community facilities, consider the need for additional capacity for commercial kitchen uses and space for family meal programs (e.g., “Family Dinner”; cooking programs; social enterprise).
- Through community-led efforts, identify opportunities for a youth-run social enterprise (e.g., youth operated café).
- Through community-led efforts, consider future opportunities to establish a food/vendor’s market or Farmers’ Market serving the area or in the northern/central neighbourhoods of Victoria. Kings Road west of Quadra Street was suggested as one potential location.
- Consider further exploration of Food Security opportunities through community-led planning:
 - Consider identification of opportunities through a Community-Led Action process if there is community interest.
- Encourage community gardening opportunities in new and existing multi-family housing through voluntary design guidelines, and through general design guidelines for useable open spaces in new development (with opportunities for urban agriculture being identified as one possible use).



LEGEND

— Designated Greenway	Park
- - - Proposed Greenway	Desired Park (As per OCP)
C Community Centre	Desired Open Spaces (As per draft Local Area Plan)
R Recreation Centre	Open Space
A Arena	✱ Plaza or Formalized Public Space (Proposed)
⌏ Existing Public School	✱ Community Use Space (Proposed)
	✱ Desired Enhancement to Park or Open Space
	— Rock Bay Creek

Map 11. Desired Parks, Open Spaces, Community Facilities and Greenways enhancements

How We'll Get There

Implementation Steps for **Parks, Facilities, and Community Assets**

Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.
Consider Opportunities for Community Gardens Consider additional gardens through the City's community-led, city-supported food systems initiatives, as well as consideration of a City-initiated, community-managed garden within the city.
Seek Dedicated Cultural Spaces for Indigenous Residents As opportunities arise, seek partnerships to create cultural spaces for Indigenous residents in the centre of the region.
Consider Opportunities Through a Parks Acquisition and Development Plan Continue to explore opportunities for land acquisition or access to greenspace for public use, through a park acquisition/development plan, or as opportunities arise (including through major rezonings or partnerships).
Support a Community-led Action Process If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g., local food and placemaking projects).
Work with the School District for Community Use in Open Spaces Work with the Greater Victoria School District to program the open space at the Warehouse School for community use through partnerships with the District, City, and/or community.
Consider Opportunities for Expanded Community Facilities Consider opportunities for expanded community facilities serving the Hillside-Quadra Area, including opportunities for community centre space serving Hillside-Quadra and North Park and a new library branch in the north part of the city, through capital planning, partnerships and/or amenities provided with major rezonings.



Village and Corridor Planning Phase 1 (Hillside-Quadra, North Park, and Fernwood) Stage Three Engagement Plan Summary (Fall 2021)

Objectives

- To collect feedback on three **draft neighbourhood plans, design guidelines, and potential zoning parameters.**
- To collect feedback on **potential changes to the Official Community Plan.**
- To keep the **community and stakeholders informed** of the project and provide timely information on upcoming opportunities to provide further input.
- To create **opportunities to connect**, including two-way dialogue between the City, stakeholders and the community.
- To hear from a **diversity of perspectives** and ensure that directions take a balanced approach.

Approach

Have Your Say: Virtual Open House

Strategies and components:

- Varying levels of content and information for stakeholders with different interests.
- Discussion forums for each area.
- Surveys for each area with key topics and issues, highlighting what has changed and big moves, including multiple approaches to provide feedback for stakeholders with diverse interests.
- Short video(s) explaining the concepts in plain language.

“Ask a Planner” Sessions

The City will host three interactive dialogue sessions to describe the proposed key directions. Each session will include a question-and-answer component for participants and would be recorded. The recorded sessions will then be posted as a video on the Have Your Say Discussion Forums for each of the three neighbourhood plans. Participants and community members would be encouraged to continue the conversation via the online forum.

Continued Community Conversations

The City will offer virtual presentations and facilitated discussions to community groups and organizations. The City would work to coordinate and encourage joint sessions so that diverse community groups have a chance to hear from one another.

In-Person Opportunities

Now the Province of British Columbia has entered Step 3 of the four-step BC Restart Plan , limited in-person engagement opportunities will supplement the virtual approaches described above, with appropriate safety plans in place. Potential strategies will include:

- Pop-up events at outdoor community gatherings.

Employers	<ul style="list-style-type: none"> • Chamber of Commerce • Viatec 	<ul style="list-style-type: none"> • Primary Strategies (see above).
Students/Youth	<ul style="list-style-type: none"> • Vic High • University of Victoria • Camosun College • Victoria Youth Council • youth groups (e.g. community centres) 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to meet with local youth groups.
Seniors	<ul style="list-style-type: none"> • Silver Threads • Community Centres senior programs 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to meet with groups.
Community Associations	<ul style="list-style-type: none"> • Hillside-Quadra Community Centre • Hillside-Quadra Collective • Fernwood Community Association • Fernwood Neighbourhood Resource Group • North Park Neighbourhood Association 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to coordinate meetings with organizations and committees with renters' groups. • Support ongoing community-led planning and engagement.
Schools	<ul style="list-style-type: none"> • Greater Vancouver School District 	<ul style="list-style-type: none"> • Ongoing staff to staff coordination.
Environmental Groups	<ul style="list-style-type: none"> • Rock Bay Creek Revival • Greater Victoria Acting Together 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to meet with groups.
Active Transportation Groups	<ul style="list-style-type: none"> • Walk On Victoria • Capital Bike (formerly Greater Victoria Cycling Coalition and Bike to Work Week) • Disabilities Resource Centre • Active Transportation Advisory Committee • Accessibility Advisory Committee 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to meet with groups.
New Canadians	<ul style="list-style-type: none"> • Inter-Cultural Association of Greater Victoria (ICA) • Victoria Immigrant and Refugee Centre Society (VIRCS) 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Continue to coordinate for translation as needed. • Offer to meet with groups.
Arts Community	<ul style="list-style-type: none"> • Contacts via City's Arts & Culture staff • Belfry Theatre • Blue Bridge Theatre • Theatre SKAM • HQ Collective 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to meet with groups. • Coordinate potential pop-ups.
Food Security groups	<ul style="list-style-type: none"> • Urban Food Table • Community Centres • Compost Education Centre 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to meet with groups.
Heritage	<ul style="list-style-type: none"> • Heritage Advisory Panel (HAPL) • Victoria Heritage Foundation 	<ul style="list-style-type: none"> • Refer to HAPL. • Primary Strategies (see above). • Offer to meet with groups.
Placemaking	<ul style="list-style-type: none"> • Greater Victoria Placemaking Network 	<ul style="list-style-type: none"> • Primary Strategies (see above). • Offer to meet with groups.

Local Area Planning: Villages and Corridors

A Community for Everyone



Hillside-Quadra | Fernwood | North Park



1

Purpose

- Summarize public engagement and analysis
- Summarize proposed planning and design directions
- Seek direction for next steps



Villages and Corridors Planning

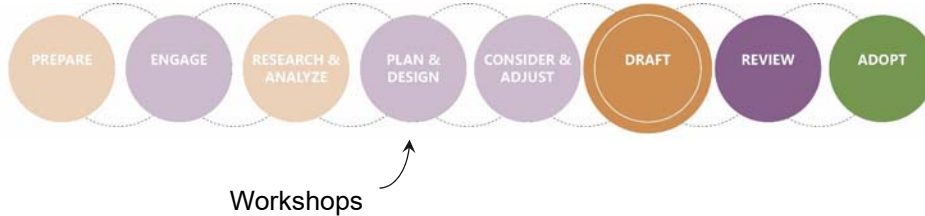
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Process

Early Engagement:
Issues, opportunities &
big ideas

Virtual open house

We are here



Next phase will provide an
opportunity to respond to
draft plans and guidelines



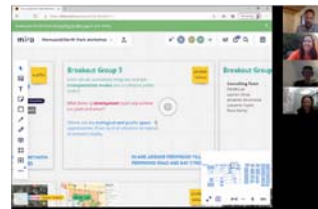
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3

Engagement

Workshops:

- Built on early engagement
- Worked with 40 diverse community members to create concepts for broader engagement
 - ✓ Walk-about
 - ✓ Workshop series
 - ✓ Concept review



Villages and Corridors Planning

4

Engagement

Virtual Opportunities:

- Online Open House (Dec-Mar)
 - ✓ 4 Surveys
 - ✓ 3 Virtual Video Tours
 - ✓ Discussion forum and Q&A
 - ✓ 6,400 aware, 2000 informed, 650 engaged
- Virtual Focus Groups and Community Conversations
 - ✓ 19 events
 - ✓ ~200 participants



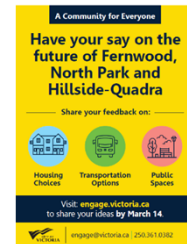
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Engagement

Promotion and "Real World" Opportunities:

- Mailer
- Paper surveys
- Posters and Flyers
- Print, radio, online promotions
- Community associations and related groups



Villages and Corridors Planning

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Housing

What We Heard:

- Desire varied housing opportunities across the continuum
- “Right housing” in the “right places” (on and off-corridor)
- Minimize displacement
- Interest in car-light living but need options
- Design for livability *and* neighbourliness
- Amenities, green spaces, urban forest
- Equitable opportunities across the city



Villages and Corridors Planning

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Housing

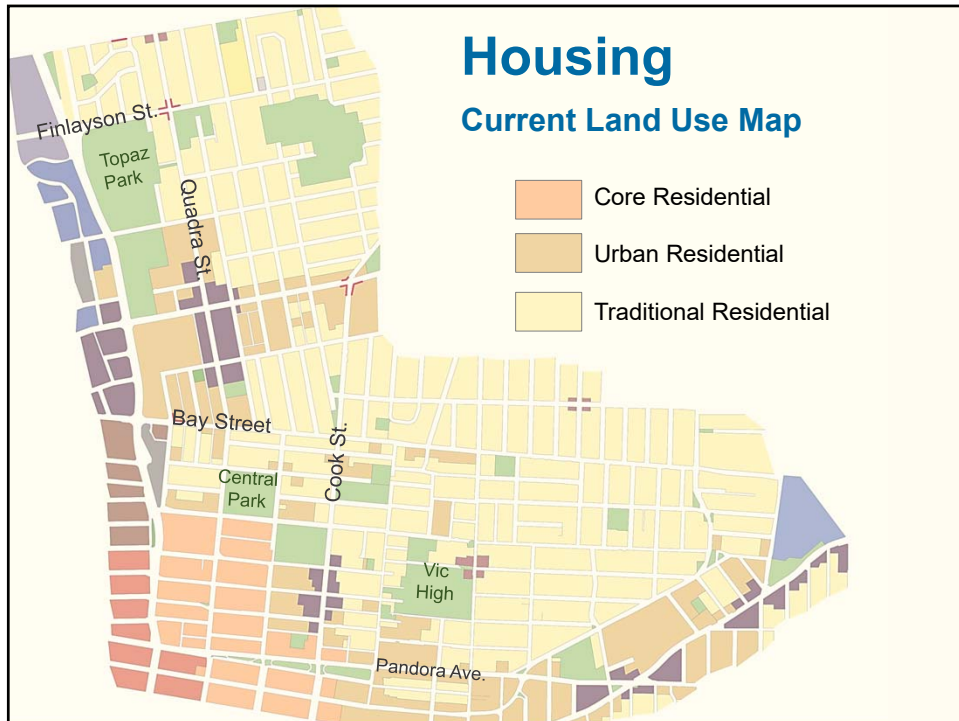
What We Learned:

- Need to catch up and keep up with housing needs as people grow up, start families, locate or age in Victoria
- Rental housing generally requires a bit more density and less parking
- Urban Design testing:
 - ✓ Reduced parking enables better site design
 - ✓ Appropriate building size relates to lot depth and orientation

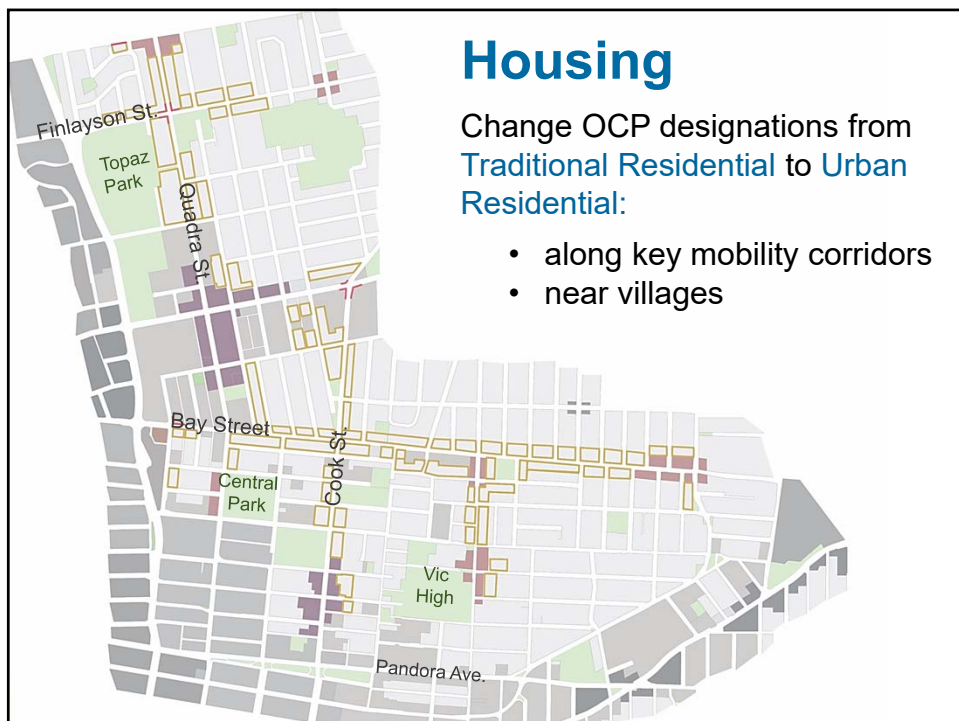


Villages and Corridors Planning

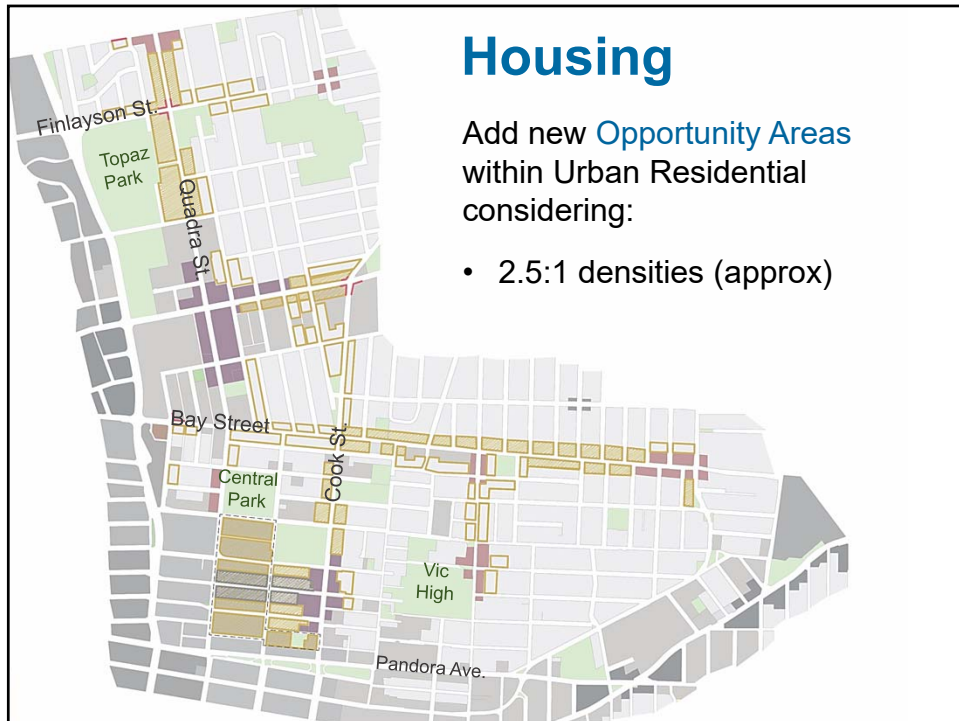
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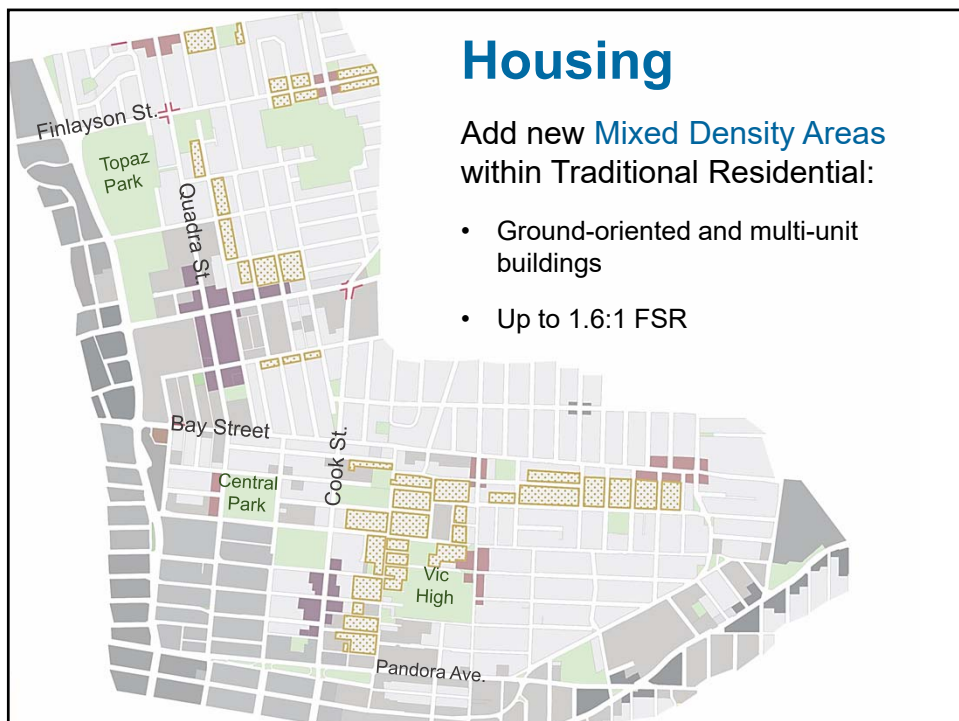
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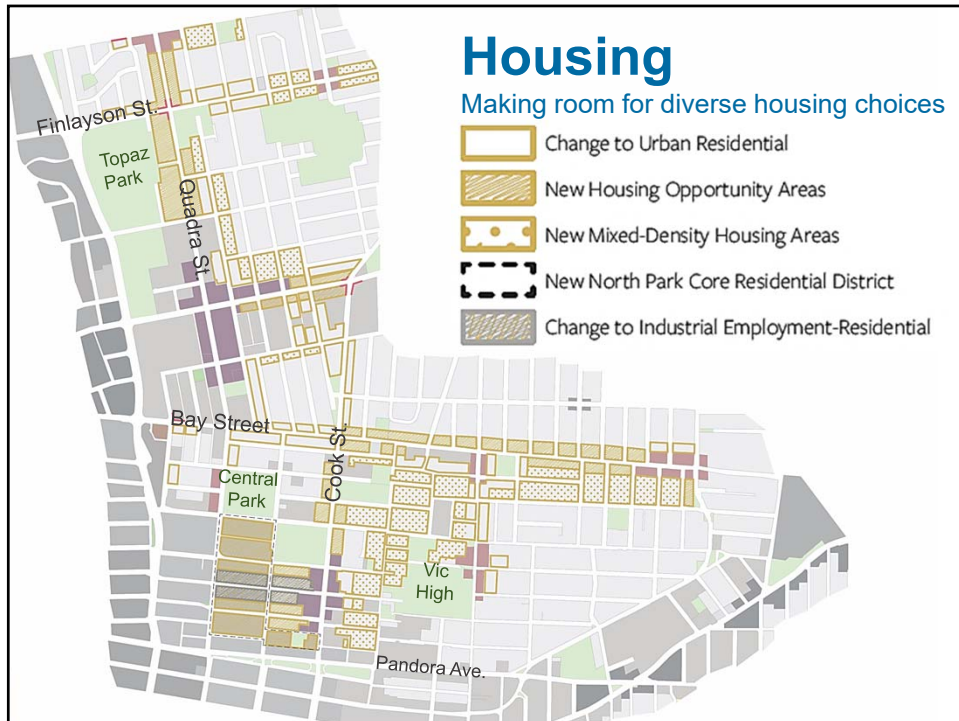
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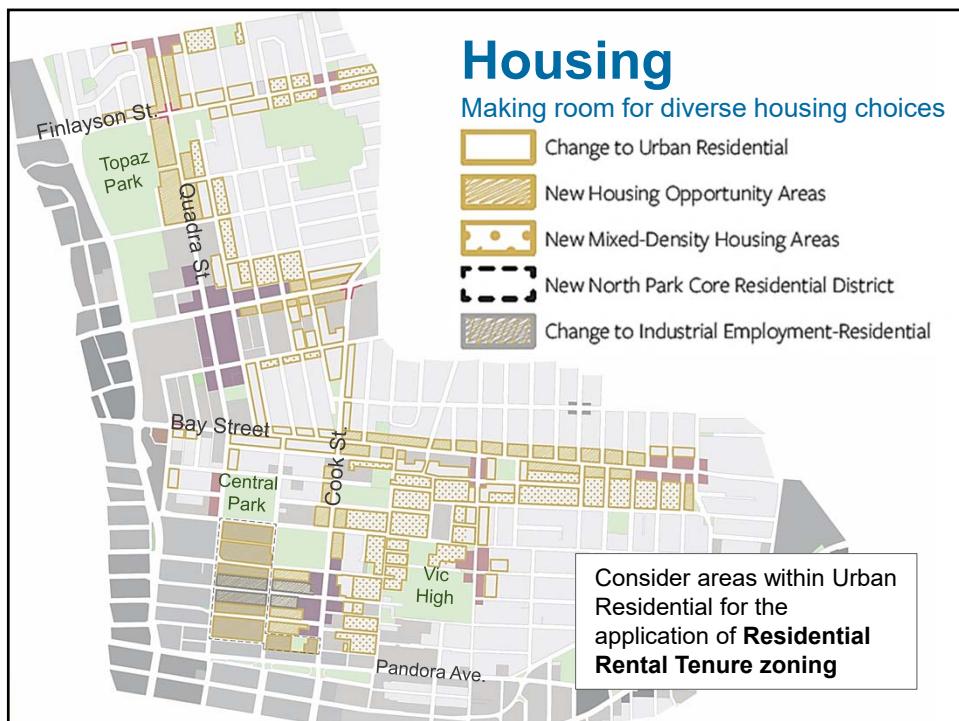
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13



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Design Guidelines

Livability and Neighbourliness:

- Setbacks and transitions for greener streets
- “Green and leafy streets”
- Prioritize green space over parking
- Building designs for busy corridors and quieter streets



Villages and Corridors Planning

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Urban Villages

Planning for
15-minute
neighbourhoods

- Daily needs close to home
- Opportunities for local business
- Joyful public spaces



Villages and Corridors Planning

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Urban Villages

What We Heard:

- Value walkable, diverse villages
- Want public spaces for everyday use, celebration for all
- Desire better pedestrian conditions, urban forest and human-scale architecture
- Parking management, public seating and diverse commercial unit sizes important to businesses
- Concern that smaller businesses not be priced out



Villages and Corridors Planning

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Urban Villages

What We Learned:

- Victorians will support 15-26% growth in retail & services
- Some areas more than 15-minute walk from larger villages, show strong potential for village expansion
- OCP densities in large villages may be marginally viable for commercial with **rental** residential buildings
- Densities in small villages at 4 storeys are marginally viable for commercial with **strata** residential buildings
- Parking requirements may impede incremental changes



Villages and Corridors Planning

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Quadra Village

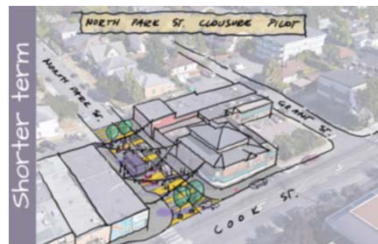
Key Directions:

- Maintain small-footprint pattern
- On larger sites, envision renewed Roxy Theatre, plaza and diverse housing
- “Turn the corner” to a pedestrian-friendly Hillside Avenue
- Envision mixed-income “Quadra West” with amenities, public spaces
- Support evolution of “Quadra Mews”

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North Park Village



Key Directions:

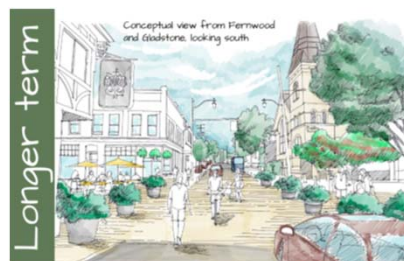
- Maintain small-footprint pattern
- Enable larger developments to support a plaza and housing
- Use placemaking to evolve into a permanent plaza
- Enhance greenery and sidewalks
- “Turn the corner” to Franklin Green Park
- Encourage revitalization of light industrial and artisan spaces along North Park Street

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Fernwood Village

Key Directions:

- Enable village to expand
- Maintain small-scale feel
- “Commercial desired” approach
- Better connect Fernwood Square to Gladstone Avenue (east), green spaces and community centre
- Allow future expansion of Belfry
- Update heritage-sensitive guidelines



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Other Villages

New **Small Villages** and **community corners** to serve more areas:

- Bay Street
- Future 'high street' at Quadra and Tolmie
- Central Park Village
- Community corners near Finlayson-Highview



Villages and Corridors Planning

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Sustainable Mobility

- Corridor studies to align land use, urban design and mobility:
 - ✓ Bay, Quadra, Cook and Hillside
- Streets as greener places for people
- Modernize parking requirements
- Manage on-street parking
- Additions to Greenways system



Villages and Corridors Planning

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Parks, Open Space and Amenities

- Seek new park or open space in North Park and Hillside-Quadra
- Expand or renew community centre space
- Locate spaces for Indigenous gathering and cultural practice
- Consider location for small-scale, outdoor music
- Explore opportunities for celebrating or daylighting Rock Bay Creek
- Support community garden efforts



Villages and Corridors Planning

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Next Steps

- Last phase of engagement
- Consult on draft neighbourhood plans
- Variety of opportunities for input
- Video and promotions
- Virtual meetings and in-person opportunities



Villages and Corridors Planning

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Recommendations

Direct staff to:

- Prepare draft neighbourhood plans and design guidelines based on planning summaries
- Begin next engagement phase based on proposed Engagement Plan
- Refer draft neighbourhood plans and design guidelines to Advisory Design Panel and Heritage Advisory Panel



Villages and Corridors Planning

July 20, 2021

Mayor Lisa Helps and Council
1 Centennial Square
City of Victoria
Victoria, BC V8X 2W7

Dear Mayor and Council,

Re: E.1 Village and Corridor Planning Phase 1 Summary, Draft Directions and Next Steps

The Victoria Residential Builders Association supports increasing housing density to promote missing middle housing supply and more affordability. However, VRBA does not support charging Community Amenities and other costly “objectives” in exchange for “bonus density.”

The City of Victoria’s review document says: “Bonus density is intended to support the advancement of plan objectives, including in the Official Community Plan and local area plans and as guided by the City’s Inclusionary Housing and Community Amenity Policy.”

This bonus density policy undermines housing affordability and is contrary to the recommendations of the new provincial report on housing called “Opening Doors.”

https://engage.gov.bc.ca/app/uploads/sites/588/2021/06/Opening-Doors_BC-Expert-Panel_Final-Report_Jun16.pdf The report says on page 39:

“Zoning-based charges (CACs) discourage proactive zoning for more homes

CACs are negotiated in exchange for rezoning property to accommodate more homes. As a result, local governments that proactively increase zoned capacity or update zoning codes to better reflect anticipated growth and community priorities (as outlined in regional growth strategies and official community plans) lose that revenue opportunity. Indeed, local governments can generate CAC revenue by keeping zoning below levels that make redevelopment possible and selling additional ‘air rights’ through the zoning powers they have been delegated. Consequently, the additional costs, time, and uncertainty associated with the rezoning process—including their negative impacts on housing supply—persist.”

The report recommends phasing out CAC’s. If good planning dictates communities can accommodate higher density, that density should be established without CAC’s adding to the cost of housing. Removing CAC’s and other costly obstructions will also create more transparency and clarity for builders in terms of establishing land value and permit efficiency.

With respect to transparency, our last letter to council on deconstructing homes was not posted on the agenda. Please post this letter as correspondence to enable the public to review all of the input.

Thank you for considering our concerns and feel free to contact me for more information.

Sincerely,



Casey Edge
Executive Director



Committee of the Whole Report For the Meeting of July 22, 2021

To: Committee of the Whole **Date:** July 9, 2021

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

Subject: **Update: Development Variance Permit Application No. 00194 and Heritage Designation Application No. 000162 for 121 Menzies Street**

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following updated motion:

Development Permit with Variance Application No. 00194

"That Council authorize the issuance of Development Permit with Variance Application No. 00194 for 121 Menzies Street in accordance with:

1. Plans date stamped **May 26, 2021**.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. decrease the dwelling unit floor area (minimum) from 33.00m² to **14.79m²**;
 - ii. locate the parking in the front yard;
 - iii. locate accessory buildings in the side yard;
 - iv. increase total site coverage from 40% to 42.30%;
 - v. increase the height of one accessory building from 3.50m to 4.41m;
 - vi. decrease the rear setback of an accessory building from 0.60m to 0.50m;
 - vii. decrease the side setback of accessory buildings from 0.60m to 0.40m;
 - viii. decrease the separation space between an accessory building and a principle building from 2.40m to 1.0m;
 - ix. increase the rear yard site coverage for an accessory building from 25.00% to 29.80%;
 - x. **increase the combined floor area for an accessory building from 37.00m² to 41.61m².**
3. The Development Permit lapsing two years from the date of this resolution."

Heritage Designation Application No. 000162

That Council consider this updated motion with respect to Heritage Designation Application No. 000162:

"That Council give first and second reading of Heritage Designation Bylaw (Bylaw No. 21-038) be for Heritage Designation Application No. 000162 for 121 Menzies Street."

LEGISLATIVE AUTHORITY

In accordance with Section 498 of the *Local Government Act*, Council may issue a Development Variance Permit that varies a *Zoning Regulation Bylaw* provided the permit does not vary the use or density of land from that specified in the *Zoning Regulation Bylaw*.

In accordance with Section 611 of the *Local Government Act*, Council may designate real property, in whole or in part, as protected property.

EXECUTIVE SUMMARY

The purpose of this report is to update Council on Rezoning Application No. 00508, Development Variance Permit Application No. 00194, and Heritage Designation Application 000162. The proposal is for a 10-dwelling unit House Conversion with relaxations to the *Zoning Regulation Bylaw* for minimum dwelling unit size, site coverage, parking in the front yard, and accessory building size and siting.

In 2016, the proposal was submitted as a rezoning application to rezone from the R1-B Zone, Single Family Dwelling District, to a site-specific zone in order to permit a ten-dwelling unit House Conversion. Since Council's motion of July 27, 2017 (minutes attached), the following has occurred which requires updates to the applications:

- Council approved amendments to Schedule G – House Conversion Regulations which resulted in a rezoning application not being necessary for this proposal.
- Council approved amendments to Schedule C – Off-Street Parking which resulted in a variance for the proposed number of parking stalls not being necessary.
- With regard to the preconditions that Council set in relation to these applications:
 - A Statutory Right-of-Way of 1.78 metres along Menzies Street has been executed by the applicant and registered on title.
 - A Housing Agreement has been completed to secure the ten dwelling units as rental housing in perpetuity with one of those units for a caretaker living on site.
- The necessary Heritage Designation Bylaw that would authorize Heritage Designation Application No. 000162 has been prepared.

The application could not proceed for Council's consideration until the conditions were met. These were not completed until the statutory right-of-way was executed on June 12, 2019 and registered on title on January 6, 2021.

Although the rezoning application is no longer required, the Development Variance Permit and Heritage Designation applications have been updated and are ready to proceed to an opportunity for public comment. The updated variances are considered supportable in the context of the overall application which includes heritage designation, a housing agreement to secure the dwelling units as rental, and a statutory right-of-way to improve pedestrian and cycling infrastructure at a future date. The variances also do not appear to substantially impact the adjacent properties.

If Council chooses to not approve this Development Permit with Variance application, the applicant would be required to meet the zoning regulations. Under Schedule G – House Conversion Regulations, they could withdraw the heritage designation and housing agreement and have seven dwelling units in the building.

BACKGROUND

Description of Proposal

The proposal is for a ten dwelling unit House Conversion. The proposed variances are related to:

- decreasing the dwelling unit floor area
- locating parking in the front yard
- locating accessory buildings in the side yard
- increasing total site coverage
- increasing the floor area of an accessory building
- increasing the height of an accessory building
- decreasing the setbacks of accessory buildings
- decreasing the separation space required between a principle building and an accessory building
- increasing the rear yard site coverage associated with an accessory building
- increasing the combined floor area for an accessory building.

Affordable Housing

The applicant proposes the creation of three new residential units which would increase the overall supply of housing in the area. A Housing Agreement has been prepared and executed by the applicant to secure all of the dwelling units as rental in perpetuity.

Tenant Assistance Policy

The proposal is to renovate an existing building. The existing building is approved for seven housekeeping units (without a separate bathroom). At some point in the past, the building was converted to 11 self-contained dwelling units (each with a separate bathroom) and two housekeeping units, and the accessory building was converted into a dwelling unit totaling 14 dwelling units on the site. The current proposal is for 10 dwelling units in the principal building and no dwelling unit in the accessory building.

There is no rezoning associated with this application, so the Tenant Assistance Policy does not technically apply. Regardless, the applicant has provided a Tenant Assistance Plan to outline the plan for existing tenants. Consistent with the Tenant Assistance Policy, the Tenant Assistance Plan, which is attached to this report, confirms that no tenants will be displaced from the building and that the tenants' existing rental rates and lease agreements will not be impacted as a result of this development application.

Sustainability

As indicated in the applicant's letter dated May 20, 2021, the following sustainability features are associated with this application:

- rainwater collection

- recycling and composting
- vegetable gardens
- high efficiency appliances with low water flow.

Active Transportation

The applicant has not identified any active transportation impacts associated with this application.

Public Realm

No public realm improvements are proposed in association with this Development Permit application; however, the applicant is willing to provide a 1.78m statutory right-of-way along Menzies Street.

Accessibility

The *British Columbia Building Code* regulates accessibility as it pertains to buildings. The dwelling unit entryways and pathways surrounding the building include stairs which would impact accessibility.

Existing Site Development and Development Potential

The site is presently illegally developed with 11 dwelling units (with individual bathrooms), two housekeeping units (with a shared bathroom), and one garden suite. The site was previously approved for seven housekeeping units but was subsequently modified into 14 dwelling units (13 in the principal building and one in an accessory building), without securing the necessary City permits. Accessory buildings were also added without the necessary permits.

Under the current R-2 Zone, the regulations in the R1-B Zone, Single Family Dwelling District, would apply due to the size of the lot. The property could be developed as a single-family dwelling with a secondary suite or garden suite. Under the current Schedule G – House Conversion Regulations, the building could be converted into seven dwelling units. If, however, the building is heritage-designated and the dwelling units are secured as rental, then 10 dwelling units would be permitted.

Data Table

The following data table compares the proposal with the R1-B Zone, Single Family Dwelling District, and the House Conversion Regulations under Schedule G of the *Zoning Regulation Bylaw*. An asterisk (*) is used to identify where the proposal requires variances. A double asterisk (**) is used to identify existing legal non-conformities.

Zoning Criteria	Proposal	Current R1-B Zone
Site area (m ²) – minimum	460.17	460.00
Density (Floor Space Ratio) – maximum	1.12	n/a

Zoning Criteria	Proposal	Current R1-B Zone
1 st & 2 nd story floor area (m ²) – maximum	274.49	280.00
Combined floor area (m ²) – maximum	513.39 **	300.00
Lot width (m) – minimum	18.29	15.00
Height (m) – maximum	10.40 **	7.60
Storeys – maximum	3.5 **	2.5
Site coverage (%) – maximum	42.30 *	40.00
Principal Building Setbacks (m) – minimum		
Front	6.90 **	7.50
Rear (east)	3.90 – bldg. ** 1.10 – stairs **	7.50
Side (north)	3.95	3.00
Side (south)	2.30 – bldg. 1.10 – stairs **	1.83
Combined side yards	5.05	4.50
Schedule G – House Conversion Regulations		
Floor area per building for 10 dwelling units (m ²) – minimum	544.15	510.00
Dwelling Unit floor area (m ²) – minimum	14.79 *	33.00
Landscaping of lot (%) – minimum	44.00	30.00
Landscaping of rear yard (%) – minimum	44.00	33.00
Schedule F – Accessory Building Regulations – Side Yard Shed		
Combined floor area (m ²) – maximum	8.76	37.00
Height (m) – maximum	3.00	3.50
Rear setback (m) – minimum	7.80	0.60
Side setback (m) – minimum	0.40 *	0.60

Zoning Criteria	Proposal	Current R1-B Zone
Location	side *	rear
Separation space between buildings (within the site) (m) – minimum	2.48	2.40
Rear yard site coverage (%) – maximum	n/a	25.00
Schedule F – Accessory Building Regulations – Rear Yard Shed		
Combined floor area (m ²) – maximum	41.61 *	37.00
Height (m) – maximum	4.41 *	3.50
Rear setback (m) – minimum	0.50 *	0.60
Side setback (m) – minimum	0.40 *	0.60
Location	side and rear *	rear
Separation space between buildings (within the site) (m) – minimum	1.00 *	2.40
Rear yard site coverage (%) – maximum	29.80 *	25.00
Schedule C – Off-Street Parking		
Parking – minimum	1	0
Parking location	front yard *	behind front yard
Bicycle parking stalls – minimum		
Long Term	12	10
Short Term	0	0

Relevant History

The applicant submitted applications for Rezoning, Development Variance Permit, and Heritage Designation on December 12, 2016 (see attached reports). Council passed the following motions from Committee of the Whole at the July 27, 2017 Council Meeting:

Rezoning Application No. 00508

1. That Council instruct staff to prepare the necessary Zoning Regulation Bylaw amendments that would authorize the proposed development outlined in Rezoning Application No. 00508 for 121 Menzies Street, that first and second reading of the

Zoning Regulation Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation of the following documents, executed by the applicant:
 - a. Housing Agreement Bylaw to secure the 10 dwelling units as rental housing in perpetuity with a caretaker living on site to the satisfaction of the Director of Sustainable Planning and Community Development.
 - b. Statutory Right-of-Way of 1.78 metres along Menzies Street to the satisfaction of the Director of Engineering and Public Works.

Development Variance Permit Application No. 00194

2. That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council and after the Public Hearing for Rezoning Application No. 00508, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Variance Permit Application No. 00194 for 121 Menzies Street in accordance with:

1. Plans date stamped May 25, 2017.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
 - a. decrease the dwelling unit floor area (minimum) from 33.00m² to 28.98m²
 - b. decrease the number of parking stalls from eight to one
 - c. locate the parking in the front yard
 - d. locate accessory buildings in the side yard
 - e. increase total site coverage from 40% to 42.30%
 - f. increase the height of one accessory building from 3.50m to 4.41m
 - g. decrease the rear setback of an accessory building from 0.60m to 0.50m
 - h. decrease the side setback of accessory buildings from 0.60m to 0.40m
 - i. decrease the separation space between an accessory building and a principle building from 2.40m to 1.0m
 - j. increase the rear yard site coverage for an accessory building from 25.00% to 29.80%
3. The Development Permit lapsing two years from the date of this resolution."

Heritage Designation Application No. 000162

3. That Council consider the following motion:

"That Council approve the designation of the property located at 121 Menzies Street, pursuant to Section 611 of the Local Government Act, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set."

Since that time, the applicant has been preparing and registering the legal agreements to satisfy the conditions in the motions. The application could not proceed for Council's consideration until the conditions were met. These were not completed until the statutory right-of-way was executed on June 12, 2019 and registered on title on January 6, 2021.

In addition, the necessary Heritage Designation Bylaw that would authorize Heritage Designation Application No. 000162 has been prepared.

Due to amendments to Schedule G – House Conversion Regulations (adopted October 22, 2020) of the *Zoning Regulation Bylaw*, the rezoning application is no longer required. This is

because the minimum floor area per dwelling unit decreased from 1020m² to 510m² for a building that is heritage-designated and rental in perpetuity. Therefore, this building which is 544.15m² in floor area would permit 10 dwelling units.

Due to amendments to Schedule C – Off-Street Parking (adopted July 26, 2018) of the *Zoning Regulation Bylaw*, the required variances have changed (see Analysis below).

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the applicant has consulted the James Bay CALUC at a Community Meeting held on October 12, 2016. A letter dated October 21, 2016 is attached to this report.

This application proposes variances, therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

ANALYSIS

Regulatory Considerations

The following variances are proposed in association with this proposal. The bold text indicates differences from the proposal presented to Committee of the Whole in 2017:

- i. decrease the dwelling unit floor area (minimum) from 33.00m² to ~~28.98m²~~ **14.79m²**;
- ~~ii. decrease the number of parking stalls from eight to one;~~
- iii. locate the parking in the front yard;
- iv. locate accessory buildings in the side yard;
- v. increase total site coverage from 40% to 42.30%;
- vi. increase the height of one accessory building from 3.50m to 4.41m;
- vii. decrease the rear setback of an accessory building from 0.60m to 0.50m;
- viii. decrease the side setback of accessory buildings from 0.60m to 0.40m;
- ix. decrease the separation space between an accessory building and a principle building from 2.40m to 1.0m;
- x. increase the rear yard site coverage for an accessory building from 25.00% to 29.80%;
- xi. increase the combined floor area for an accessory building from 37.00m² to 41.61m².**

The variances have been updated in the motion as follows:

- The first is a correction to an error. The proposal requires the minimum dwelling unit floor area to be reduced from 33.00m² to 14.79m², not to 28.98m². This error has been corrected.
- The reduction in the number of parking stalls is no longer required due to amendments to Schedule C – Off-Street Parking adopted July 26, 2018.
- A variance has been added to accommodate the increased floor area for an accessory building, instead of embedding it in the site-specific zone that was intended with the rezoning application, and that is now no longer required.

The updated variances are considered supportable in the context of the overall application which includes heritage designation, a housing agreement to secure the dwelling units as rental, and a statutory right-of-way to improve pedestrian and cycling infrastructure at a future date. The variances also do not appear to substantially impact the adjacent properties.

If Council chooses to not approve this Development Permit with Variance application, the applicant would be required to meet the zoning regulations. Under Schedule G – House Conversion Regulations, they could withdraw the heritage designation and housing agreement and have seven dwelling units in the building. In this scenario, it is unlikely that the City would be able to successfully negotiate a statutory right-of-way.

Heritage Designation

The proposed heritage designation of the house is compatible with the *Official Community Plan*, 2012 (OCP), and is consistent with the *Zoning Regulation Bylaw*.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no *Tree Preservation Bylaw* impacts with this application. There are no impacts to public trees with this application.

CONCLUSIONS

This Development Variance Permit Application for relaxations to the *Zoning Regulation Bylaw* for minimum dwelling unit size, site coverage, parking in the front yard, and accessory building size and siting would not substantially impact adjacent properties. The proposal would secure the heritage designation and ten rental dwelling units in perpetuity. Staff recommend that Council consider supporting this application.

ALTERNATE MOTION

That Council decline Development Variance Permit Application No. 00194 and Heritage Designation Application No. 000162 for 121 Menzies Street.

Respectfully submitted,

Rob Bateman
Senior Process Planner
Development Services Division

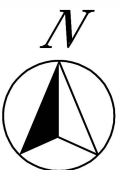
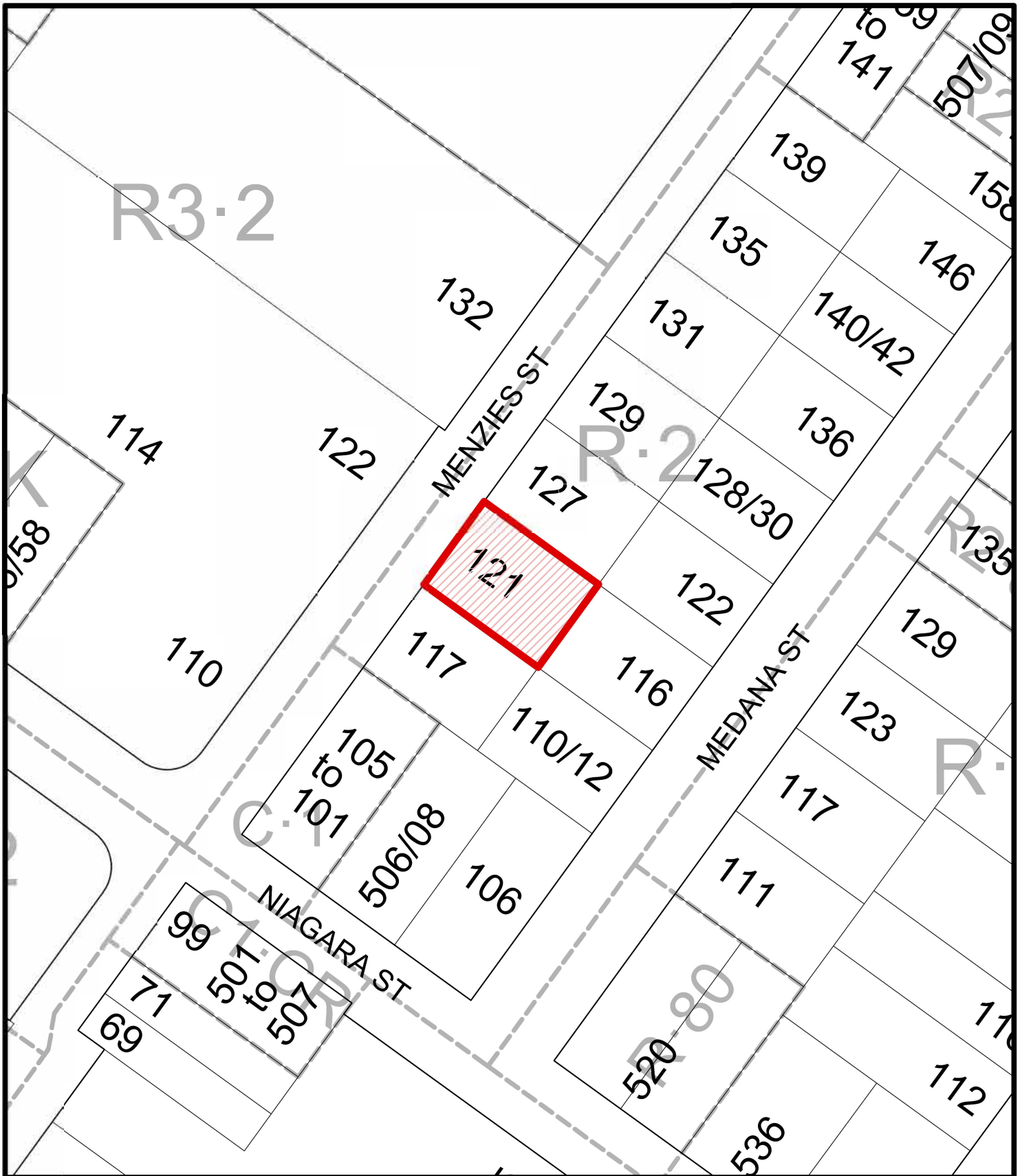
Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager.

List of Attachments

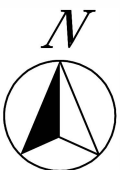
- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped May 26, 2021
- Attachment D: Letter from applicant to Mayor and Council dated May 20, 2021
- Attachment E: Tenant Assistance Plan dated July 7, 2021

- Attachment F: Community Association Land Use Committee Comments dated October 21, 2016
- Attachment G: July 27, 2017 Committee of the Whole meeting staff report and attachments
- Attachment H: July 27, 2017 Committee of the Whole meeting minutes.



121 Menzies Street
Development Variance Permit No. 00194





121 Menzies Street
Development Variance Permit No. 00162

Rezoning Application Drawings




PID: 008674477

Owner: Gordon D. Osborne

121 Menzies St, Victoria, BC, V8V-2G4

Legal: Lot 27, Section 11 Beckley Farm, Victoria, BC

Plan: 753



Revisions
Received Date:
May 26, 2021



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JohnIvison@JohnIvison.com

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Vancouver, B.C. V6K 1X8
Canada

Island 6251 Thomson Terrace,
Maple Bay, Duncan, B.C.
V9L 5R1

SCALE: <u>1/8"=1'</u>	DRAWN: <u>CDM</u>
DATE: <u>MAY.20.2021</u>	CHECKED: <u>JTI/JIAA</u>
Approved for use in Construction (Initials) _____	
DISK NO. <u>NA</u>	FILE No. <u>GDO-001/0814</u>

Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C.		
Rezoning Application Drawings		
Issue Date: May 2021	EDIT VERSION	9

Drwg #:
C1
467

Table of Contents

- C1 - Cover Sheet
- C2 - Table Of Contents
 - Construction Notes
 - Door and Window Schedule
 - Suite Data Information Table
- C3 - Lot Plan - Survey - 2014
 - Project Data Table
- C3A - Bike Storage
- C4 - City to House Site Services

Architectural (APPROVED) 1992 - Drawing #

HOUSE

- A1 - Floor Plans - Main / Bsmnt
- A2 - Floor Plans - 2nd / Attic
- A3 - Elevations - West
- A4 - Elevations - East
- A5 - Elevations - North
- A6 - Elevations - South
- A7 - General X Section
- A8 - Concrete FND, FTG's and Walls
- A8A - Bikes & Garden STG Detail
- A9 - UTILITY BLDG - Elevations
- A10 - UTILITY BLDG - Foundation
- A11 - UTILITY BLDG - Cross section

Window Schedule

- 20-60 8⁄16 -

1
- 40-40 0 -

8
- 26-50 0 -

2
- 40-50 0 -

9
- 26-56 8⁄16 -

3
- 60-30 8⁄16 -

10
- 30-36 8⁄16 -

4
- 60-40 0 -

11
- 36-36 8⁄16 -

5
- 60-50 0 -

12
- 36-56 8⁄16 -

6
- 20-40 0 -

13
- 40-36 0 -

7
- 26-30 0 -

14

Door Schedule (Rating)

- 24" std -

1

24" Fire 1.0 Hour -

1
- 28" std -

2

28" Fire 1.0 Hour -

2
- 30" std -

3

30" Fire 1.0 Hour -

3
- 32" std -

4

32" Fire 1.0 Hour -

4
- 34" std -

5

34" Fire 1.0 Hour -

5
- 36" std -

6

36" Fire 1.0 Hour -

6

General Construction Notes

- 1) Building contractor is to Verify all dimensions on site before proceeding
- 2) Measurements on site take precedence over scaling off drawings.
- 3) All concrete is to be a minimum 20 mpa (3000 psi) @ 28 days
- 4) All lintels in load bearing walls to be a minimum 2@2x10 SPF unless otherwise noted.
- 5) All plates on concrete to be rot treated & or be separation isolated upon installation.
- 6) Flush framed members shall be anchored using joist hangers.
- 7) Flash all unprotected openings and changes in materials on exterior walls.
- 8) All grades shown are approximate only.
- 9) All construction to comply with Local, BC and National Building codes as applicable.
- 10) All materials specified are subject to local availability
- 11) Roof Trusses and Manufactured floor members shall be designed by authorized engineer, who shall ensure that lintels, beams and posts over load bearing points are designed to withstand appropriate loads imposed upon them.
- 12) Design snow loads = 35psf (not to be exceeded)
- 13) All structural framing lumber shall be #1 & 2 SPF or better unless noted otherwise.
- 14) Do not use Fingerjoint (FJ) studs under beams, lintels or girders.
- 15) Lot Survey has been completed and construction is to be contained and maintained within dimensions of observed building envelope.

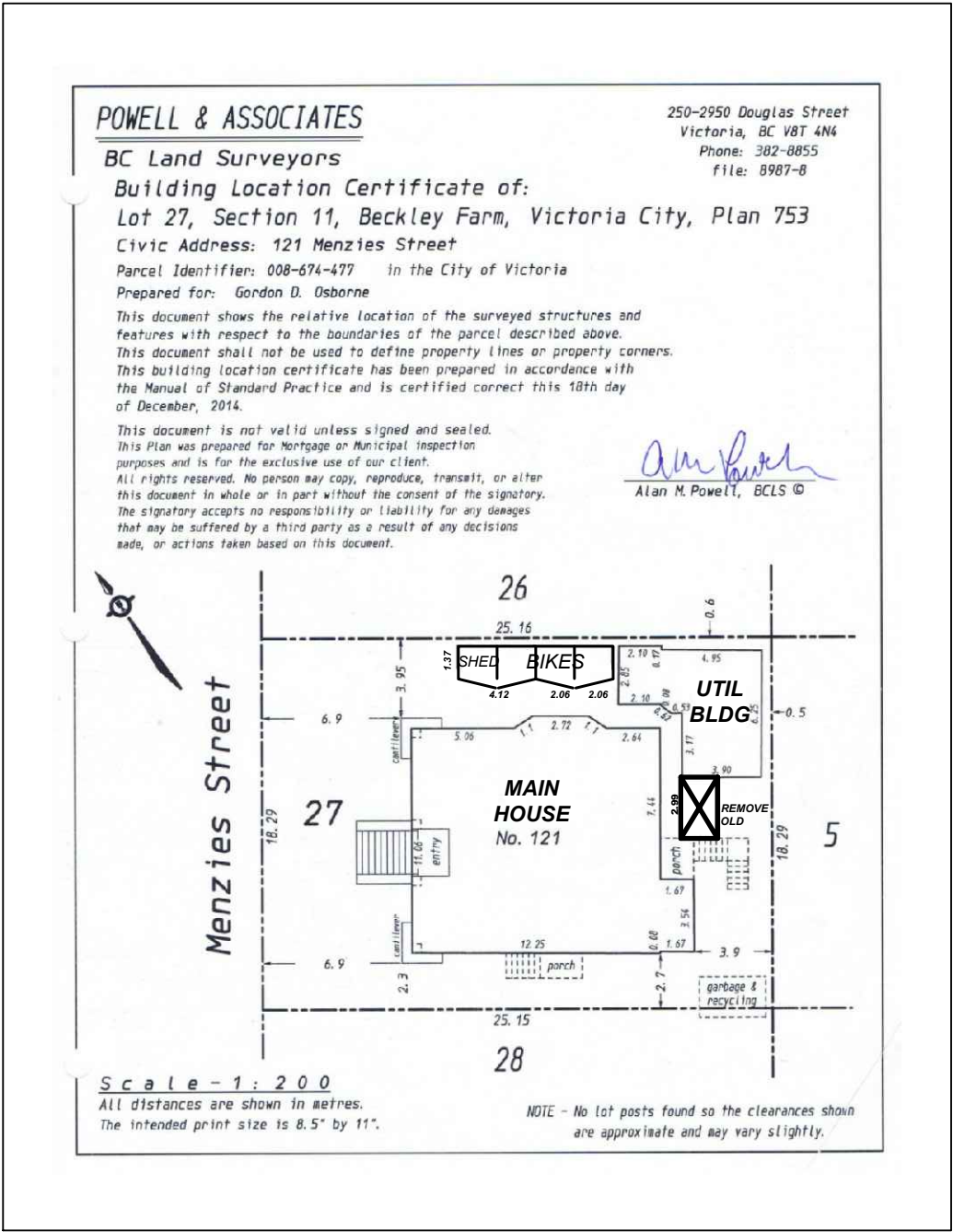
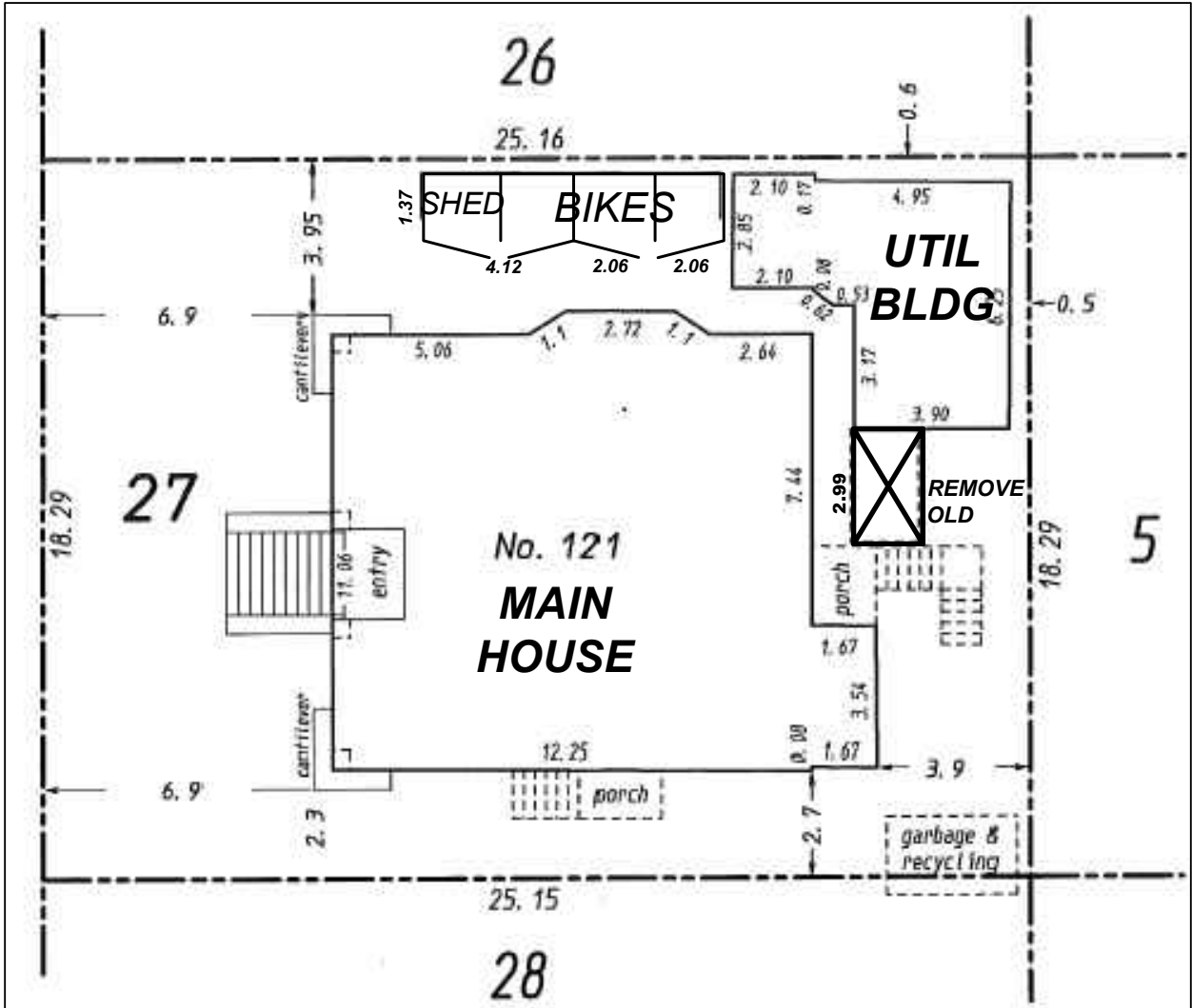
Suite Data Information Table			
Floor / Suite #	ft 2	m2	Configuratiion
Bsmnt #8	312.08	28.99	Bachelor w/ Bath
Bsmnt #9	549.70	51.06	1 Bedroom w/ 2 bath Full Kichen & Dining "Caretaker"
Bsmnt #11	159.15	14.78	Bachelor w/ Bath & Kitchenette
Main Flr #1	317.67	29.51	Bachelor w/ Bath & Kitchen w/ Stg Loft
Main Flr #3	348.49	32.37	1 Bedroom w/ Bath and Kitchen
Main Flr #10	543.34	50.47	2 Bedroom w/ Bath and Kitchen w/ Stg Loft
2nd Floor #4	448.87	41.70	1 Bedroom w/ Bath and Kitchen w/ Stg Loft - 2 Levels
2nd Floor #5	384.12	35.68	1 Bedroom w/ Bath and Kitchen w/ Stg Loft
2nd Floor #6	261.29	24.27	Bachelor w/ Bath and Kitchen w/ Stg Loft
2nd Floor #7	757.99	70.41	1 Bedroom w/ 2 bath and Kitchen w/ Stg Loft - 2 Levels
Bsmnt Office	255.88	23.77	Caretaker / Owner Office space
Totals	4338.58	403.07	Mixed Usage Units

Project Information Data Table	
Zone Existing	R-2 (DP16)
Proposed Zone	New Zone - Site Specific
Site Area	*5028.80 sf (467.19 m2)
Total Floor Area	*5625.95 sf (522.67 m2)
Commercial Floor Area	NA
Floor Space Ratio	*1.12
Site Coverage %	42.3
Open Site Space %	*44
Height of Building	39'-11 ³ / ₄ " (12.19m)
Number of Storeys	4
Parking Stalls on Site #	1
Bicycle Parking	*10

Building Setbacks	
Front Yard	24'-3 ¹ / ₄ " (7.40m)
Rear Yard	12'-9 ¹ / ₂ " (3.90m)
Side Yard (North)	11'-9 ³ / ₈ " (3.59m)
Side Yard (South)	9'-2 ¹ / ₄ " (2.80m)
Combined Side Yards	20'-11 ⁵ / ₈ " (6.39m)

* Denotes Revised Data

Residential Units Details	
Total Number of Units	*10 Mixed Usage
Unit Type	*1 Bdrm / 2 Bdrm / Bachelor
Ground Orientated Units	3
Min Unit Floor Area	*159.15 sf (14.78 m2)
Residential Floor Area	Refer to Suite Data Table - DWG C2

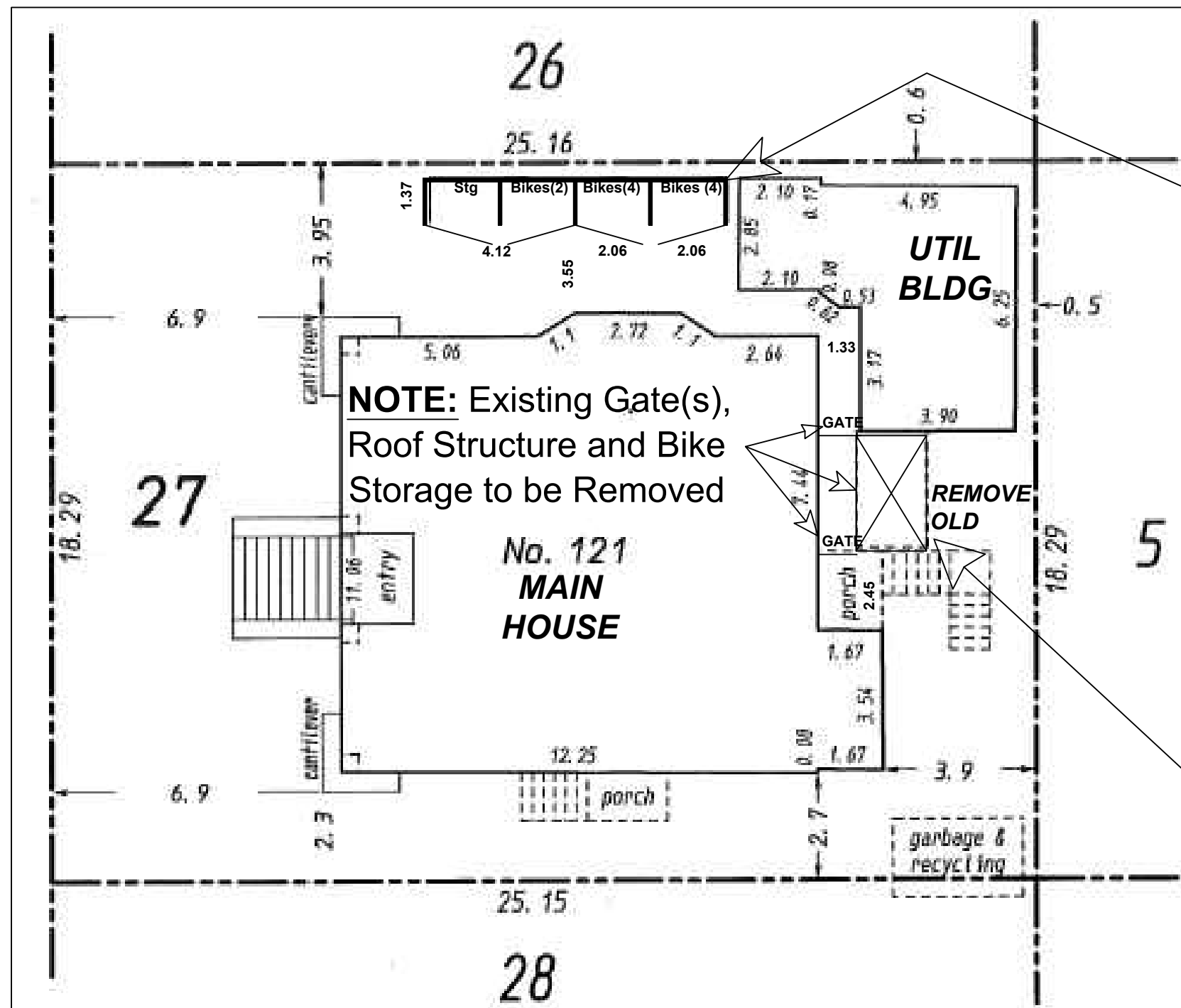


A Proposed Bike Parking - STG Area

SCALE: 1/8"=1'	DRAWN: CDM
DATE: MAY.20.2021	CHECKED: JTI/JIAA
Approved for use in Construction (Initials)	
DISK NO. NA	FILE No. GDO-001/0814

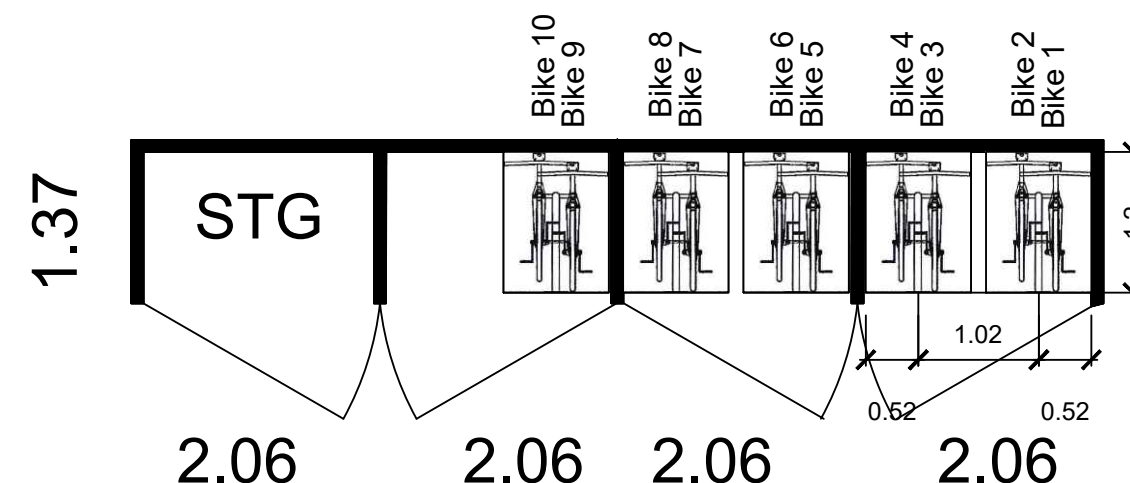
Mr. Gordon Osborne (REZONING DRAWINGS)	
121 Menzies Street, Victoria, B.C.	
Site Plan and Data - Rezoning Dwgs	
Issue Date: May 2021	EDIT VERSION 9

C3
469



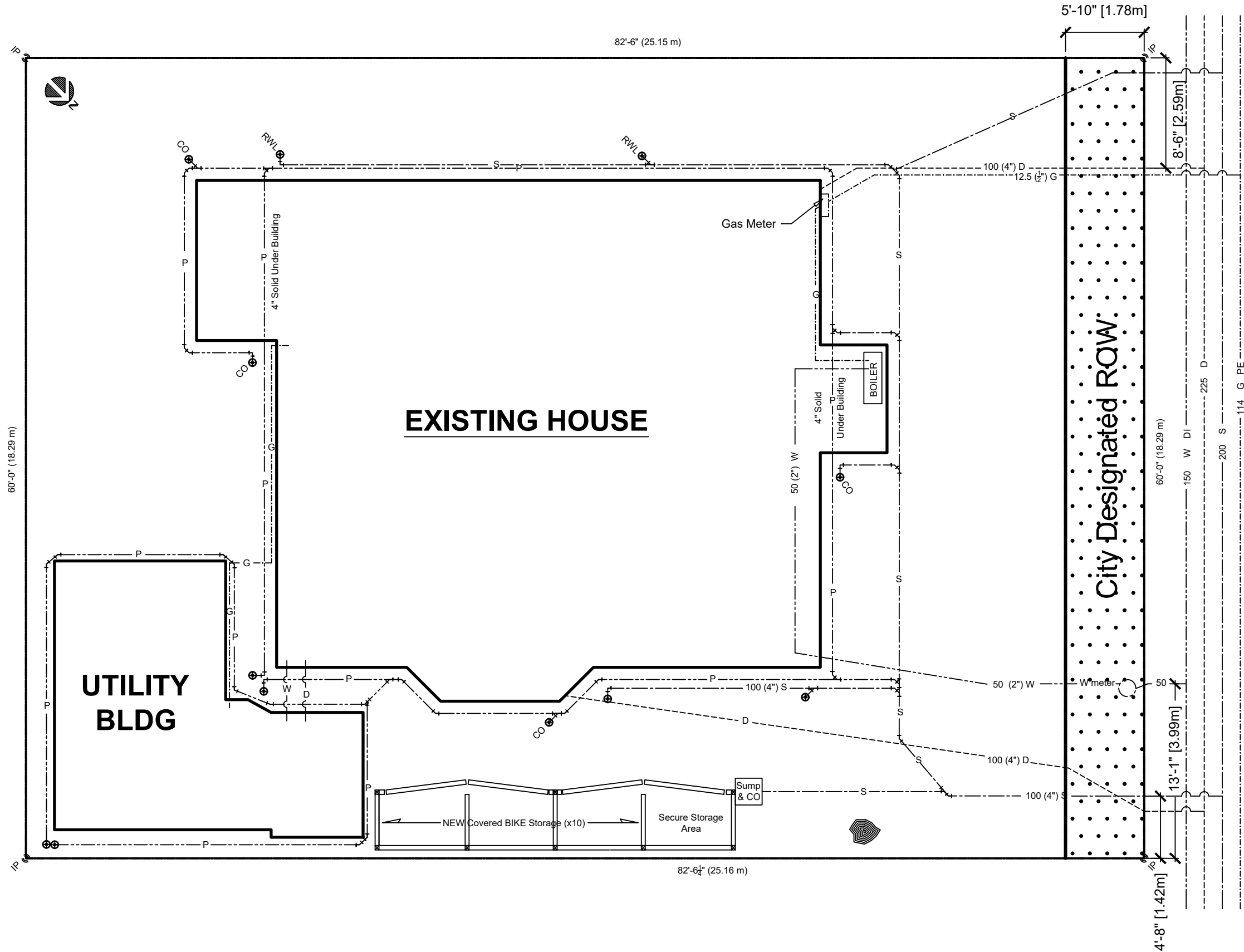
***** NEW *****

SHED & BIKE STORAGE



NOTE 1: 10 Bikes @ Vertical Stg Position (as per City specification)

NOTE 2: Existing Gates, Roof Structure and Bike Storage to be Removed



Menzies Street

LEGEND :

- 4" PVC Street "Y"
- 4" PVC "45°" Elbow
- 4" PVC "90°" Elbow
- Rain Water Leader (RWL) or Clean Out (CO)
- 200 P Domestic Perimeter 4" Solid PVC
- 200 S City Storm - 8" | Domestic 4" PVC
- 150 W DI City Water - 6" | Domestic 2" PVC
- 114 G PE City Gas - 4.5" | Domestic 1/2" Copper
- 225 D City Sanitary - 9" | Domestic 4" PVC
- Iron Pin (IP)

B Site Services

John Ivison & Associates Ltd.
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Island
6251 Thomson Terrace,
Maple Bay, Duncan, B.C.
V9L 5R1

SCALE: 1/8"=1' DRAWN: CDM
DATE: MAY.20.2021 CHECKED: JTI/JIAA

Approved for use in
Construction (Initials)

DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.

Site Services - App'd 1992 - Alternate Plan

Issue Date: May 2021 EDIT VERSION 9

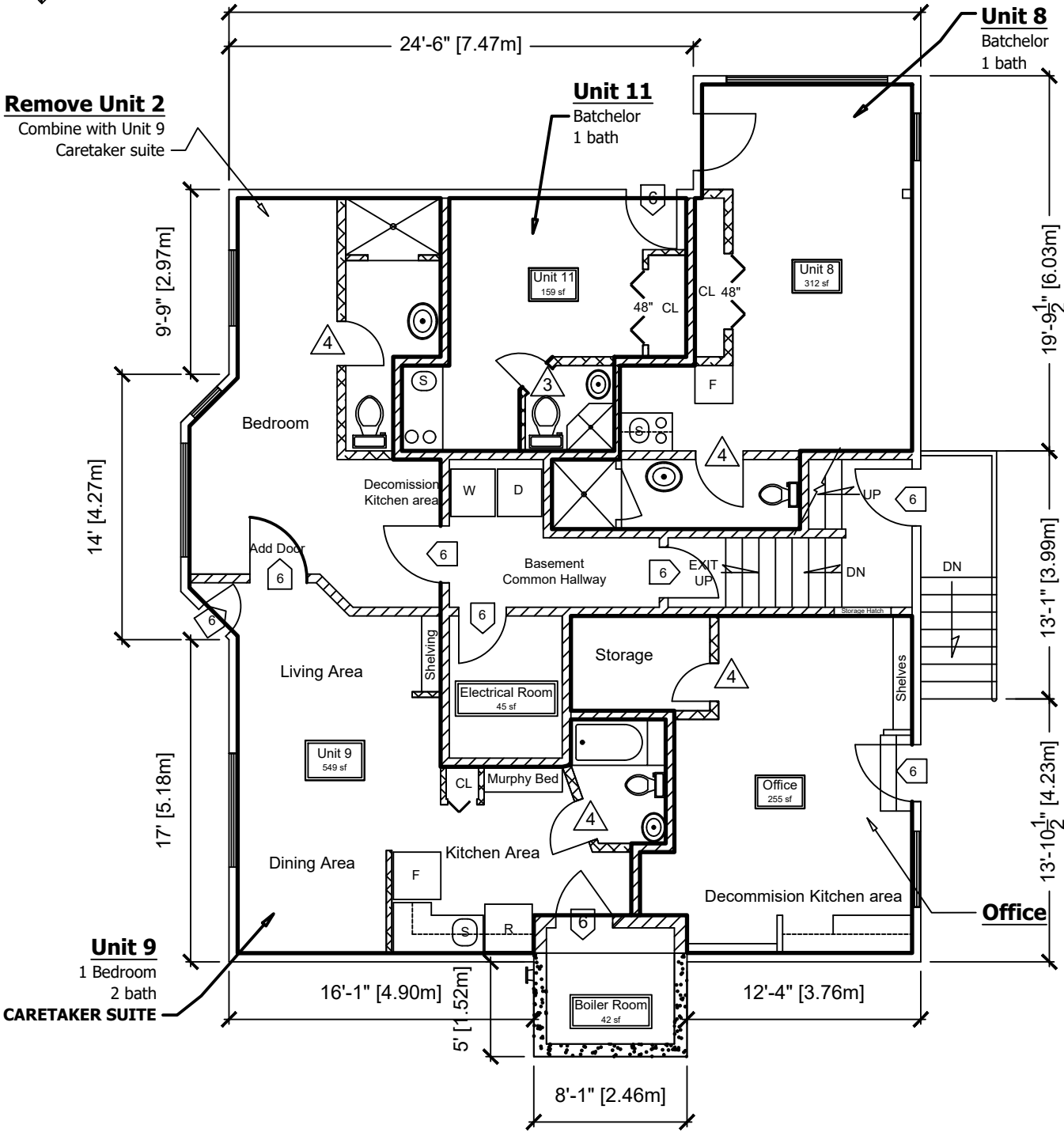
Drwg #:

C4
471



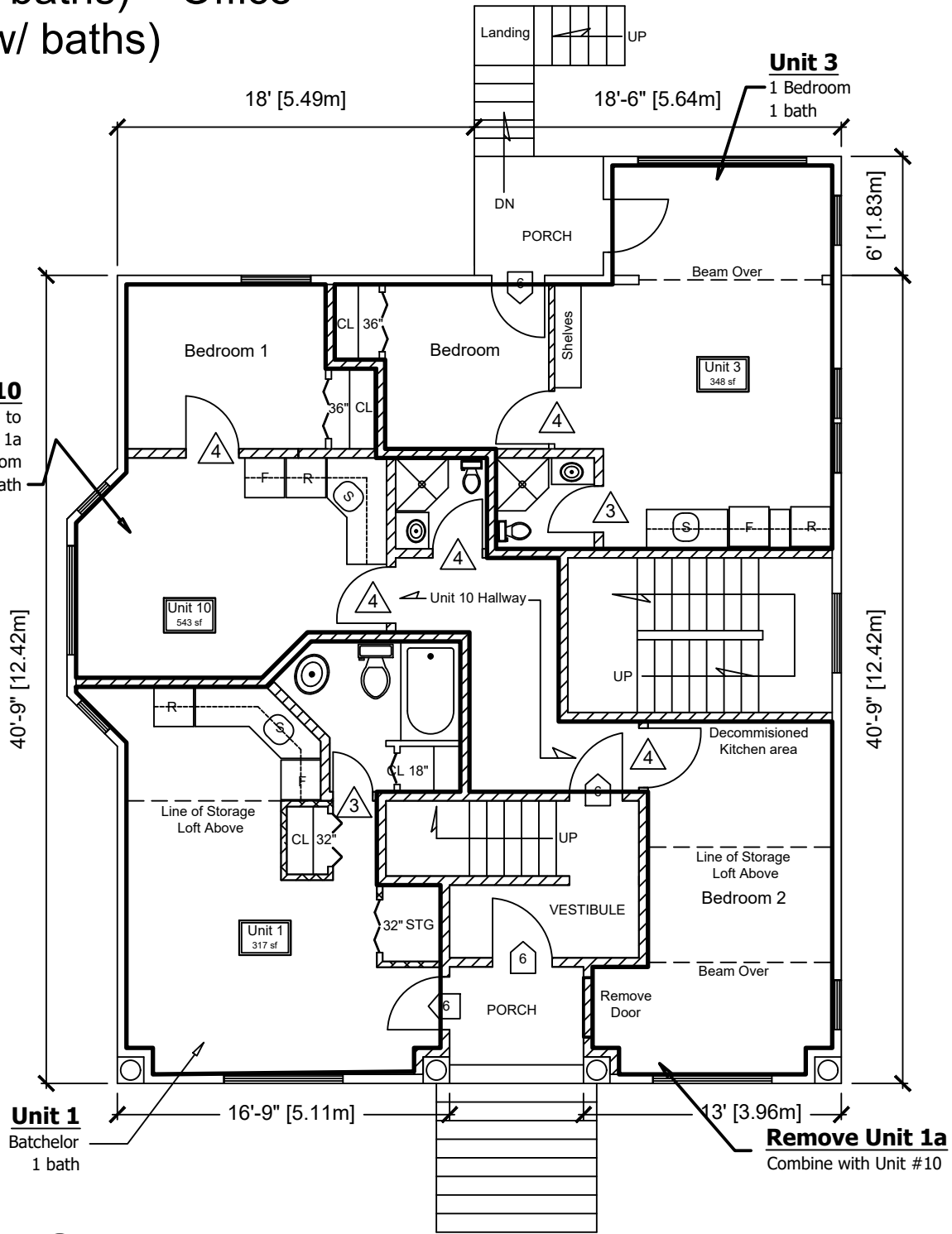
Basement Floor = 3 Suites (w/ baths) + Office
Main Floor = 3 Suites (w/ baths)

Remove Unit 2
Combine with Unit 9
Caretaker suite



A Basement Floor
1576.45 sf [146.46m²]

Unit 10
Reconfigured to
combine with Unit 1a
2 Bedroom
1 bath



B Main Floor
1548.84 sf [143.89m²]

Wall Legend :

- Fire Rated Separation
- Unrated Interior Partition
- Exterior Wall - Existing House Envelope



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V9L 5R1

SCALE: 1/8"=1' DRAWN: CDM
DATE: MAY.20.2021 CHECKED: JTI/JIAA
Approved for use in
Construction (Initials) _____
DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.
Floor Plans House (Basement /Main)
Issue Date: May 2021 EDIT VERSION 9

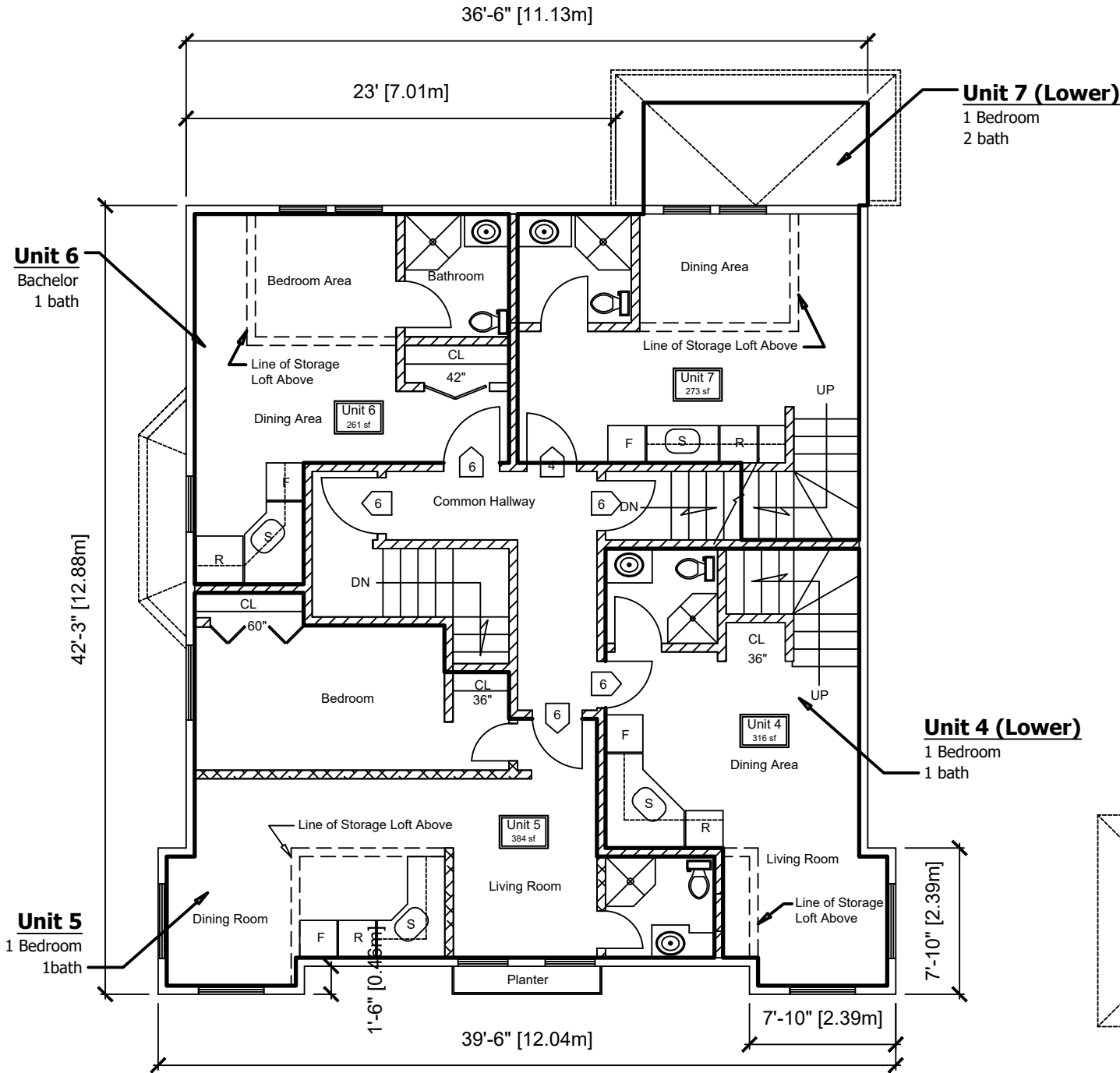
Drwg #:
A1
472



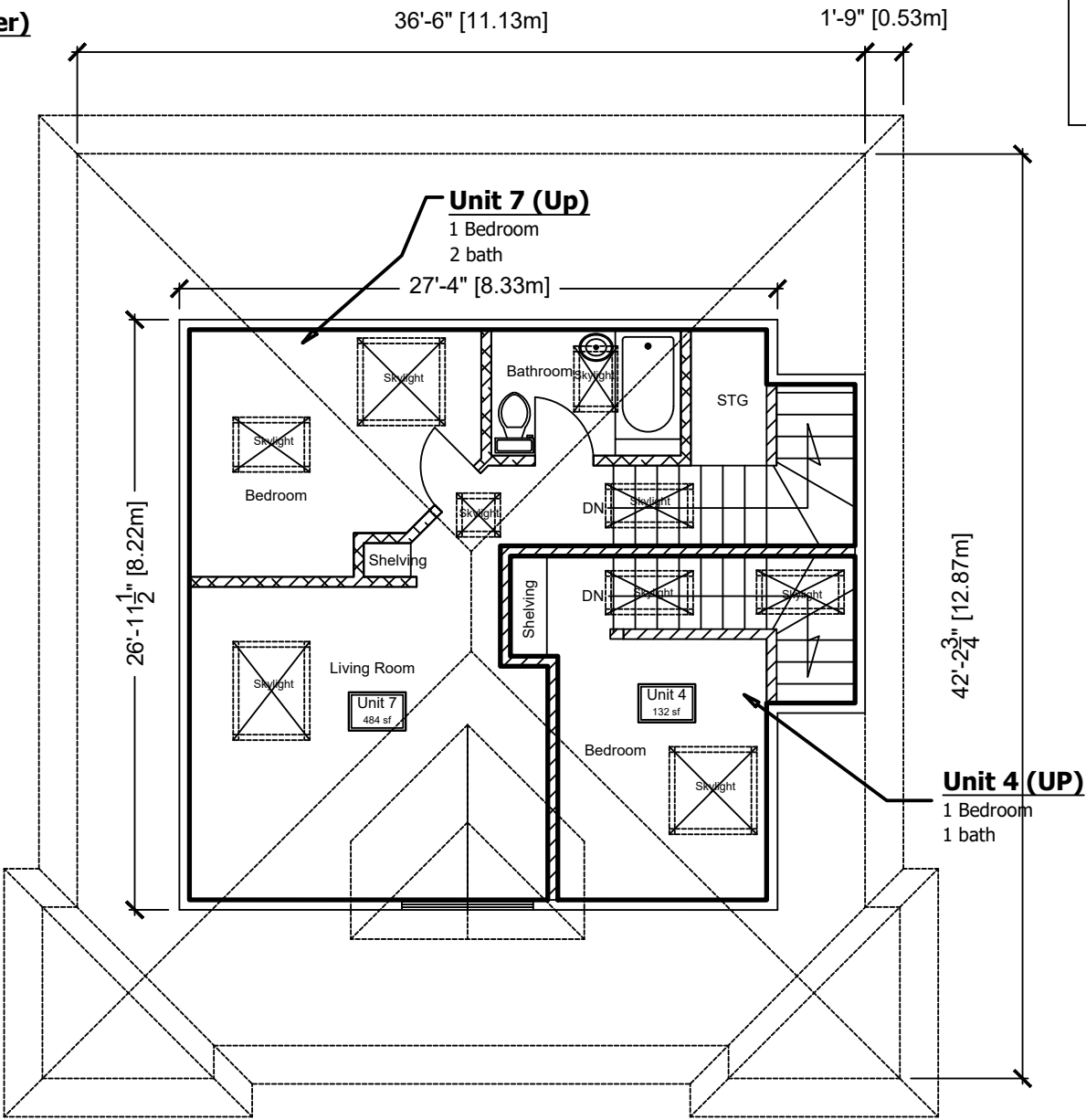
Second Floor = 4 Suites (w/ baths)
Attic Floor = Upper level of existing 2 suites from Second floor (4 & 7)

Wall Legend :

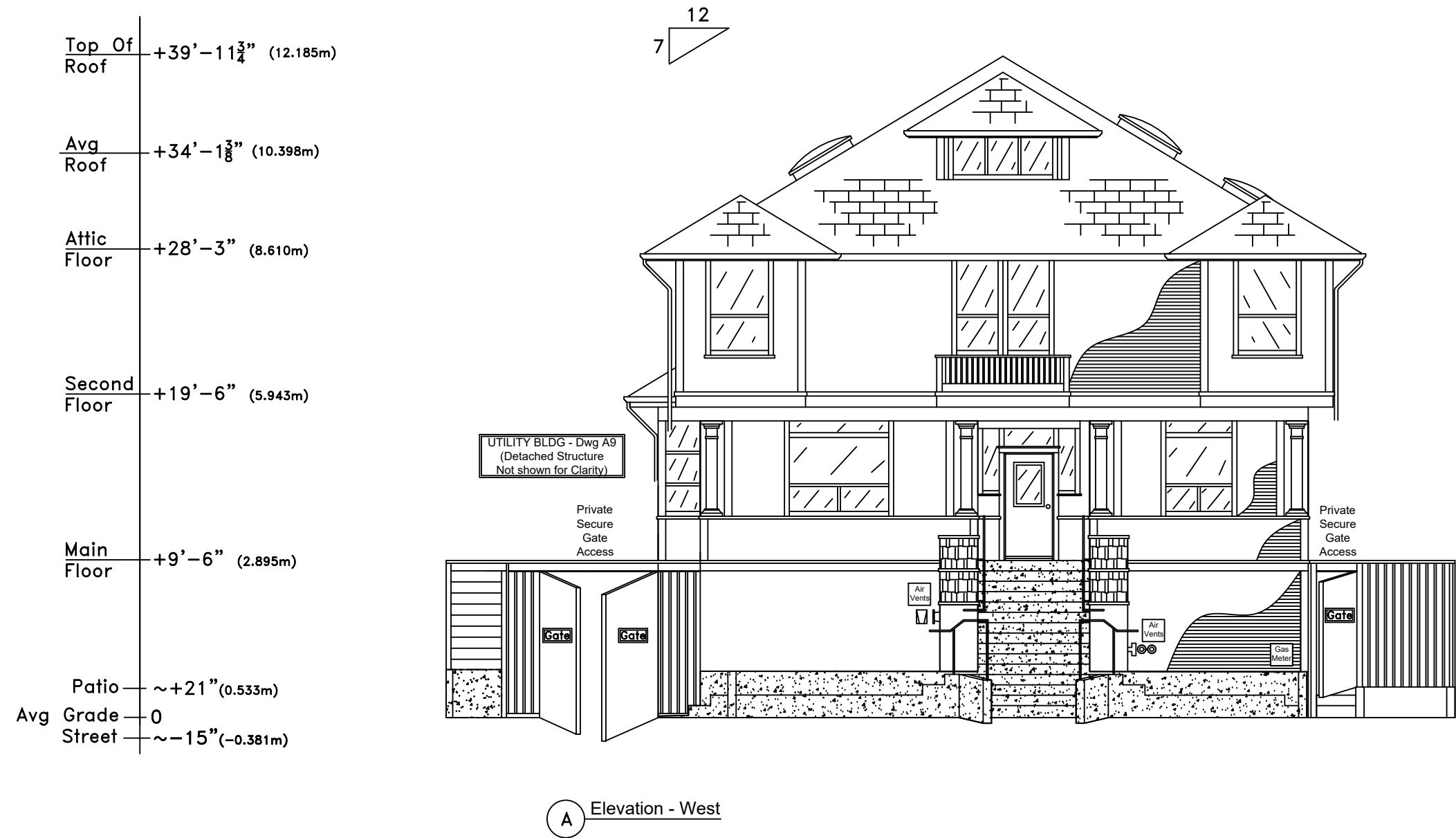
- Fire Rated Separation
- Unrated Interior Partition
- Exterior Wall - Existing House Envelope

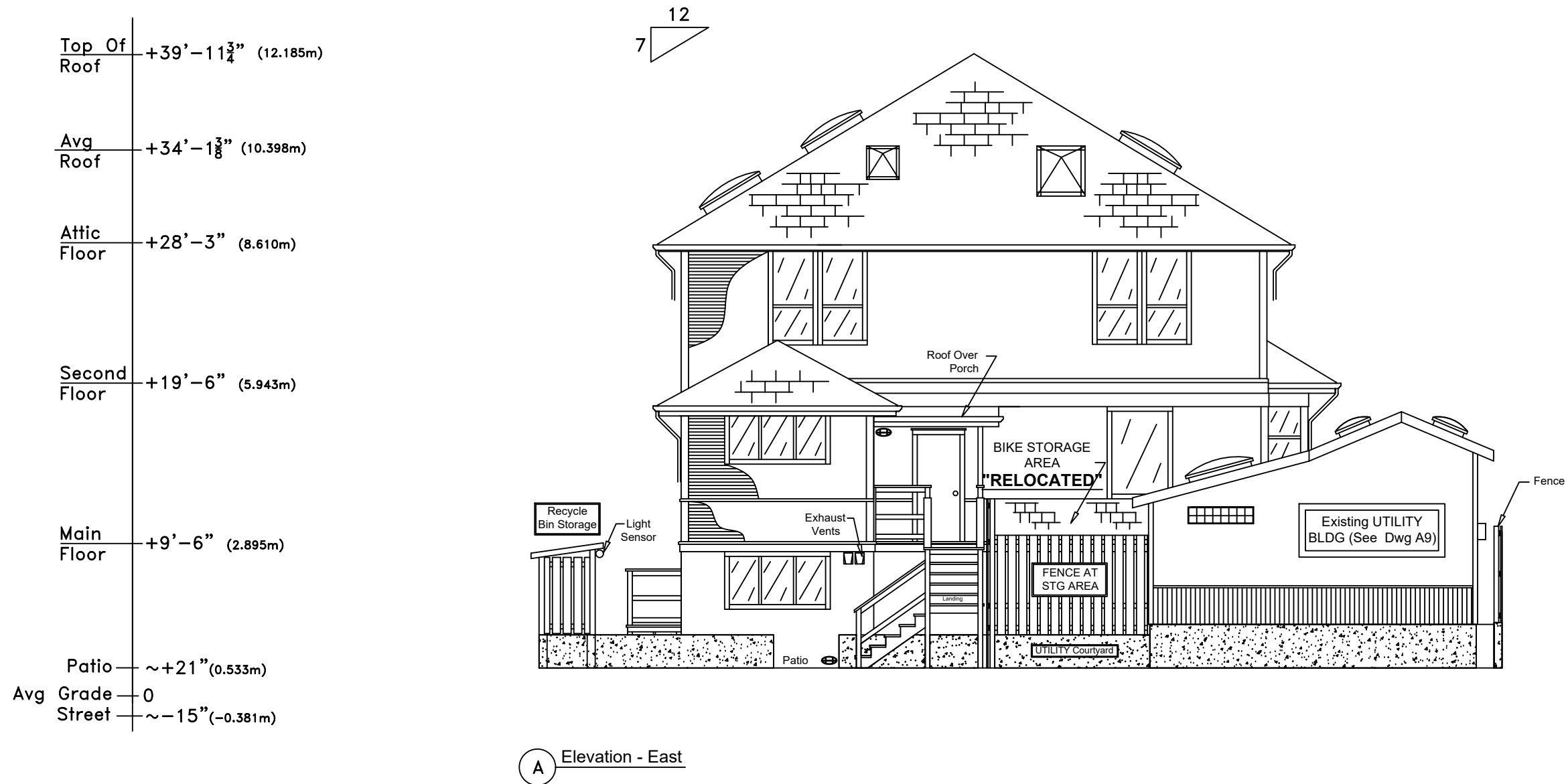


A Second Floor
1601.87sf [148.82m²]

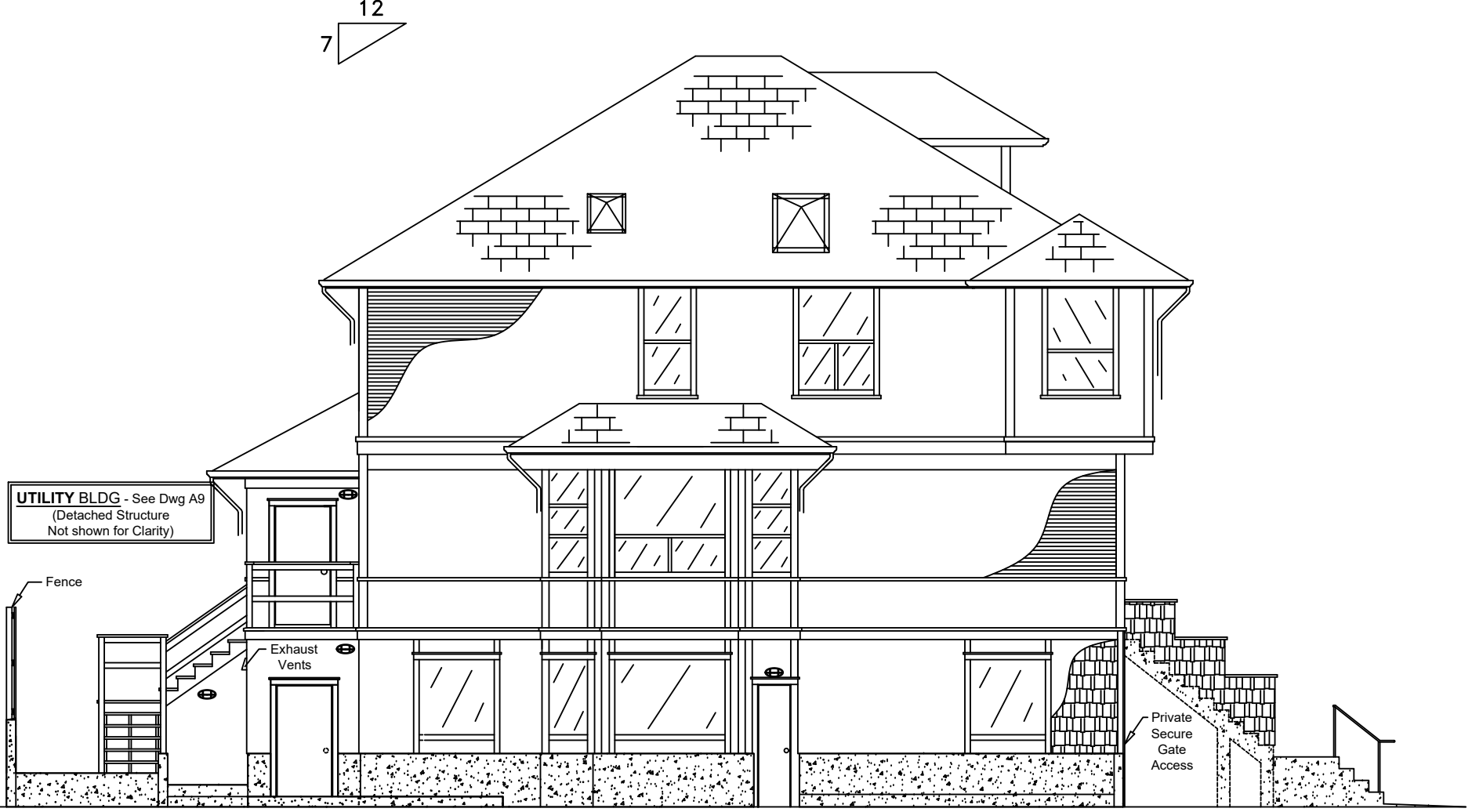


B Attic Floor
798.98 sf [74.22m²]

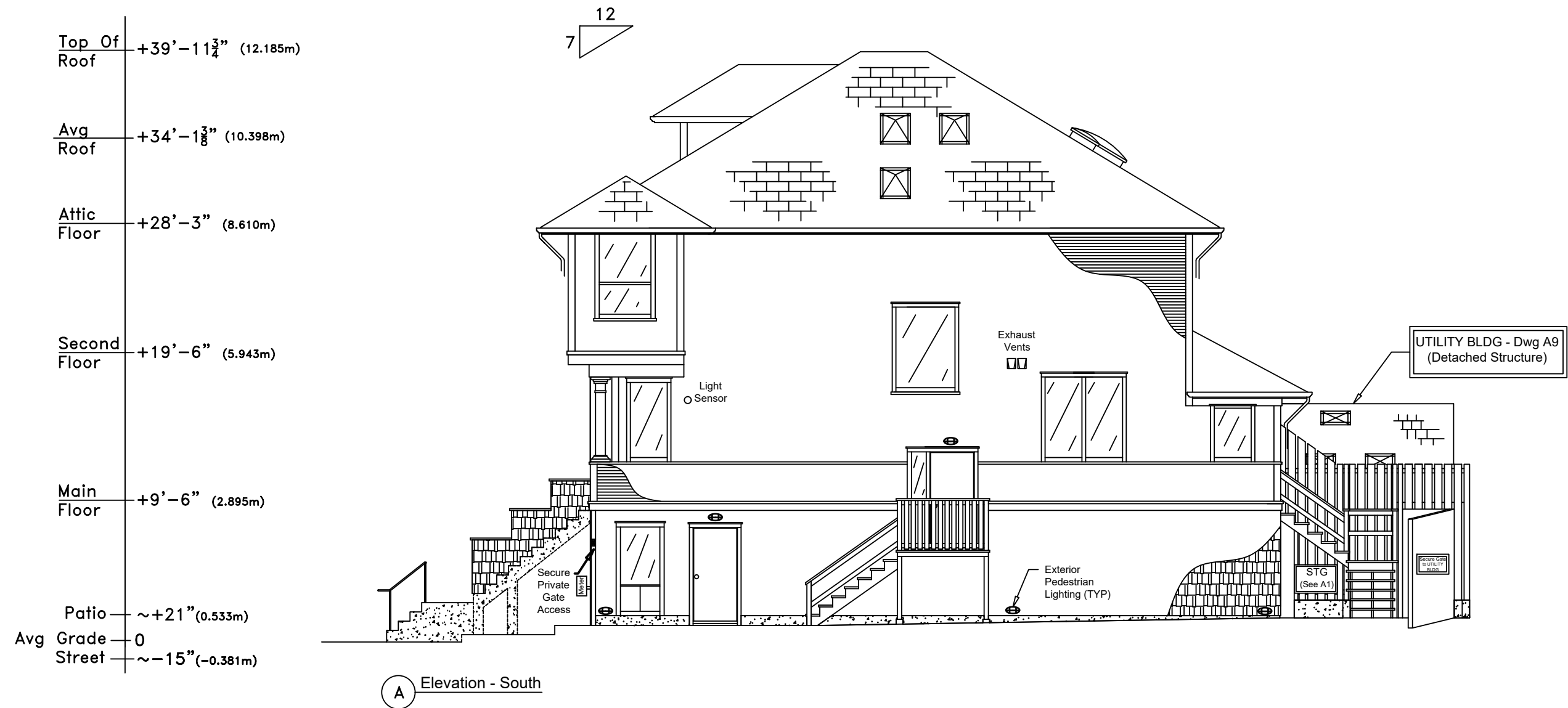


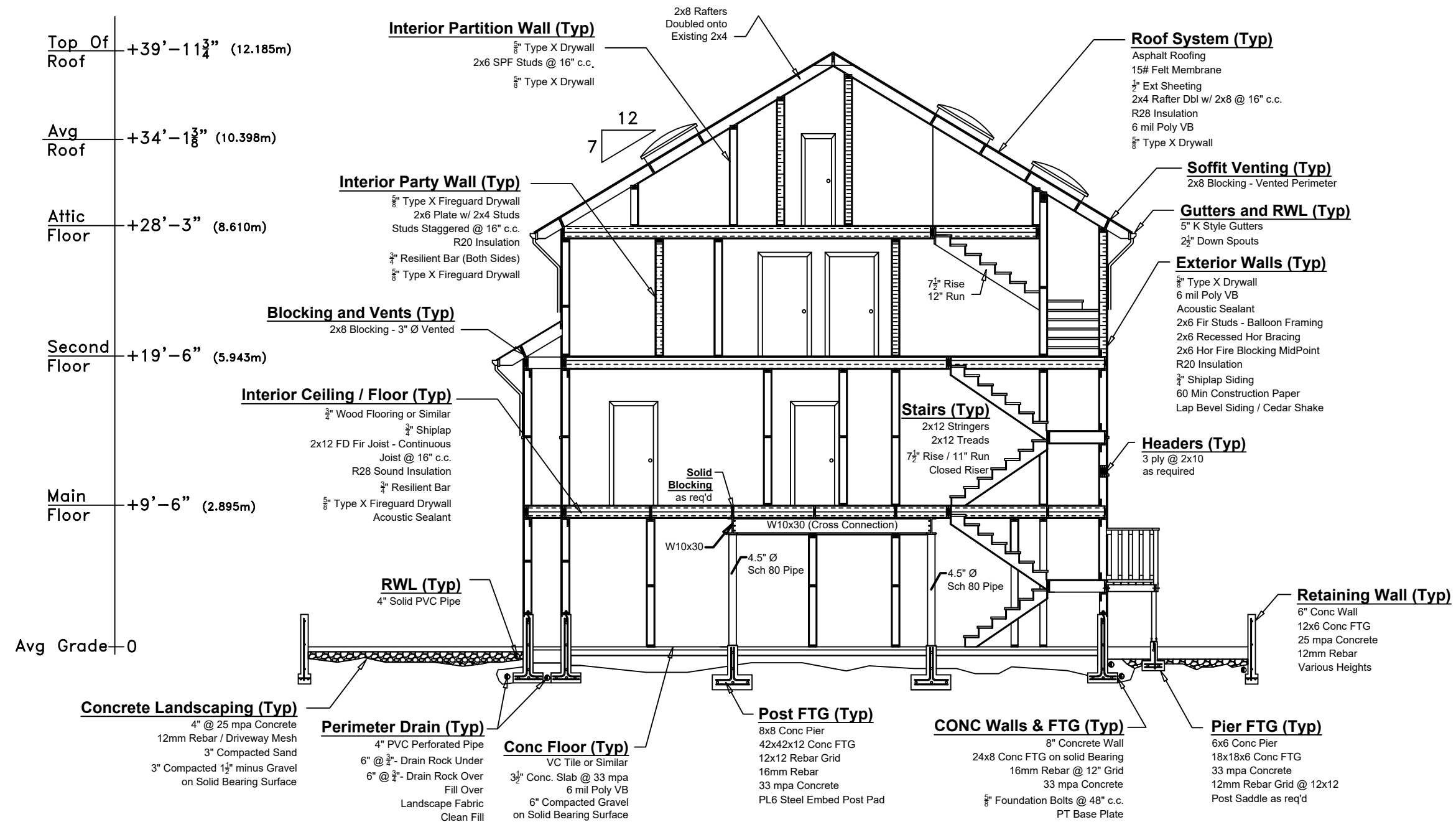


Top Of Roof +39'-11 $\frac{3}{4}$ " (12.185m)
Avg Roof +34'-1 $\frac{3}{8}$ " (10.398m)
Attic Floor +28'-3" (8.610m)
Second Floor +19'-6" (5.943m)
Main Floor +9'-6" (2.895m)
Patio ~+21" (0.533m)
Avg Grade 0
Street ~-15" (-0.381m)

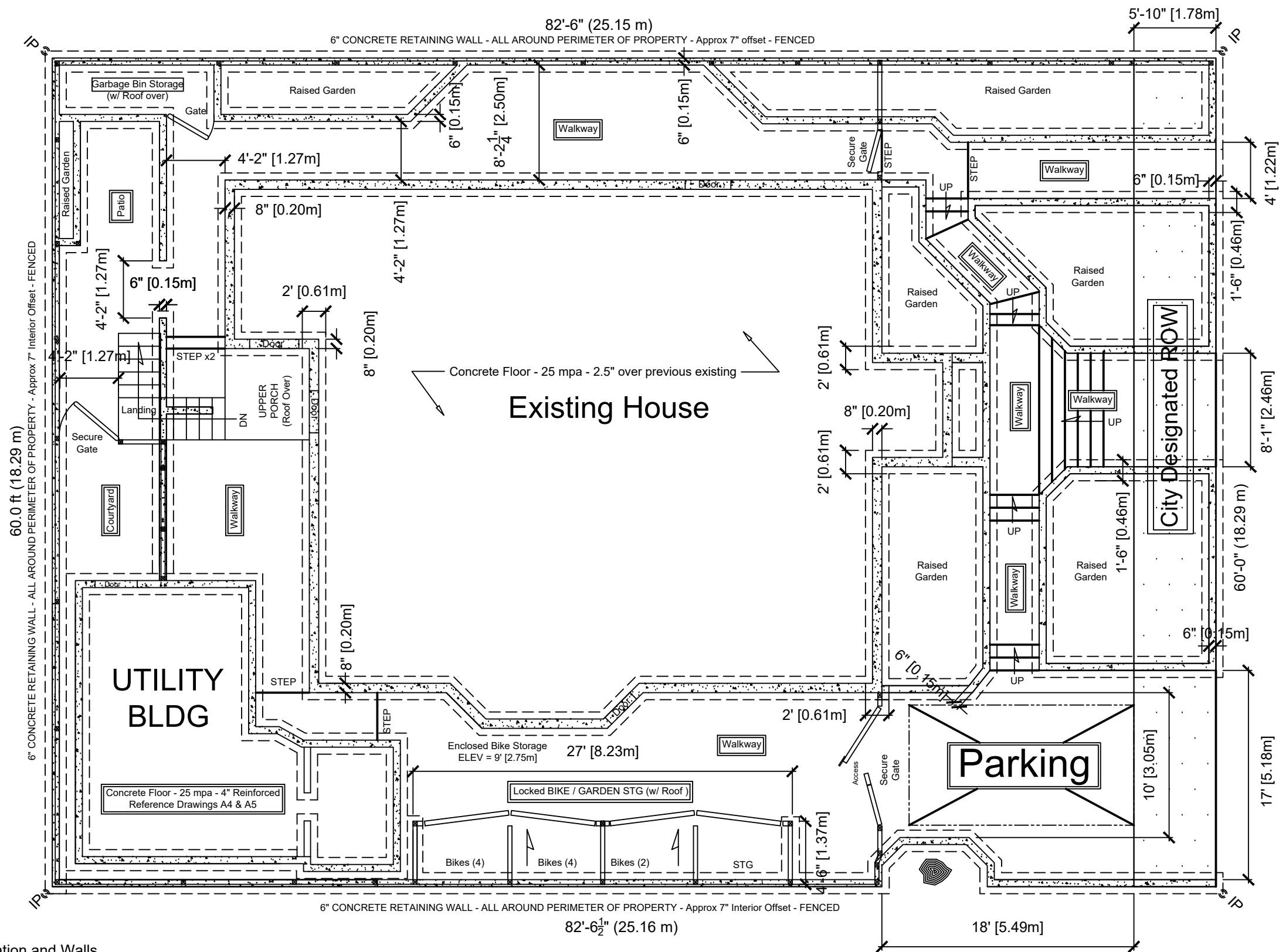


A Elevation - North






A Existing House - General X Section
Information Observed or Confirmed as drawn




Menzies Street

A Concrete Foundation and Walls
- Approved 1992 Construction
Information Observed or Confirmed as drawn


Wall Legend :




Concrete FND FTG & Wall
- Approved Permit 1992

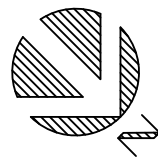


Fence Line with Post
- Fence around perimeter

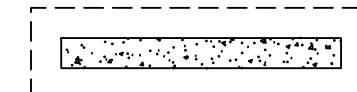


Iron Pin (IP)

 <div>John Ivison & Associates Ltd. 1-778-898-1909 JohnIvison@JohnIvison.com Mainland 3184 W. 6th Ave., Vancouver, B.C. V6K 1X6 Canada Island 6251 Thomson Terrace, Maple Bay, Duncan, B.C. V9L 5R1</div>	SCALE: <u>1/8"=1'</u> DRAWN: <u>CDM</u>		Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C.		Drwg #: A8 479
	DATE: <u>MAY.20.2021</u> CHECKED: <u>JTI/JIAA</u>				
	Approved for use in Construction (Initials) _____		FND FTG & Walls - Rezoning Drawings		
	DISK NO. <u>NA</u> FILE No. <u>GDO-001/0814</u>		Issue Date: May 2021	EDIT VERSION	

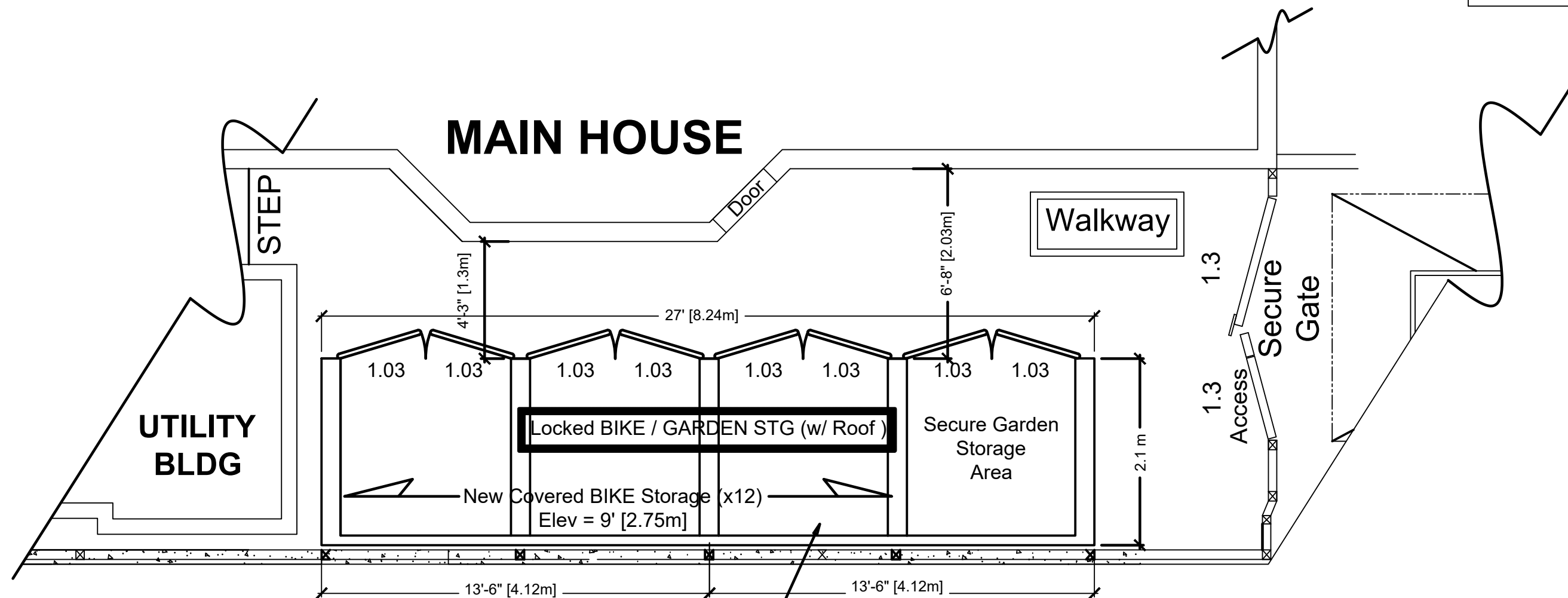


Wall Legend :




Concrete FND FTG & Wall
- Approved Permit 1992

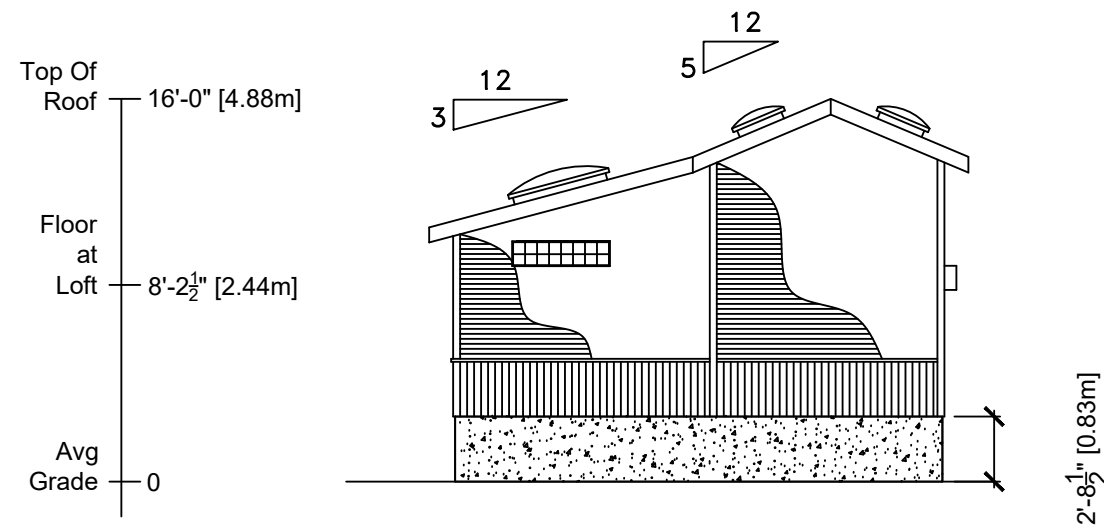
Fence Line with Post
- Fence around perimeter



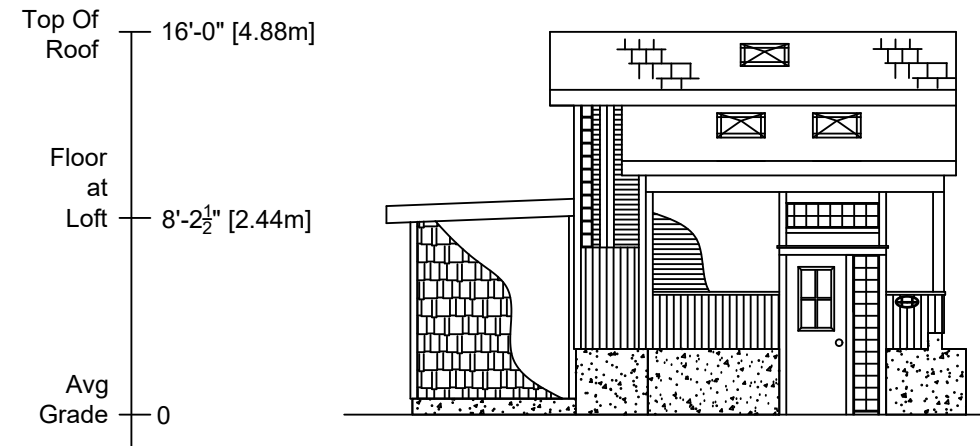
See Also Detail C3a / A8

A Detail Bike / Garden Storage
See DWG A8

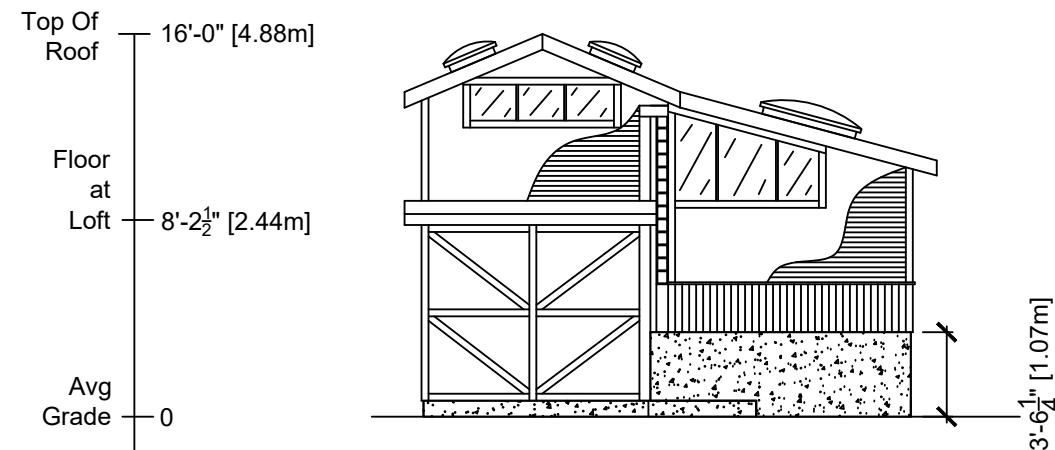
 <div>John Ivison & Associates Ltd. 1-778-898-1909 JohnIvison@JohnIvison.com</div> <div><div>Mainland 3184 W. 8th Ave., Vancouver, B.C. V6K 1X6 Canada</div><div>Island 6251 Thorneon Terrace, Maple Bay, Duncan, B.C. V9L 5R1</div></div>	SCALE: <u>1/8"=1'</u> DRAWN: <u>CDM</u>		Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C.			Drwg #: A8 A 480
	DATE: <u>MAY.20.2021</u> CHECKED: <u>JTI/JIAA</u>					
	Approved for use in Construction (Initials) _____		Detail - Bikes & Garden STG - Proposed			
DISK NO. <u>NA</u> FILE No. <u>GDO-001/0814</u>		Issue Date: May 2021		EDIT VERSION	9	



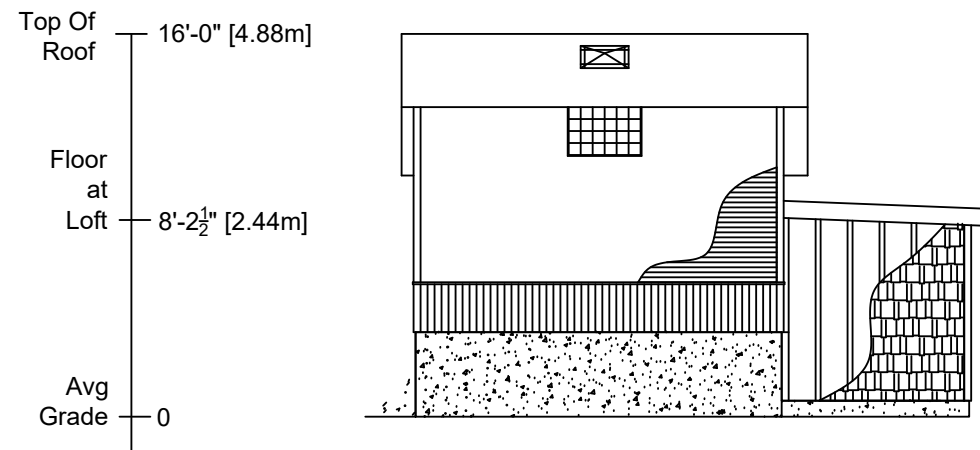
B UTILITY BLDG - East Elev
General Representation



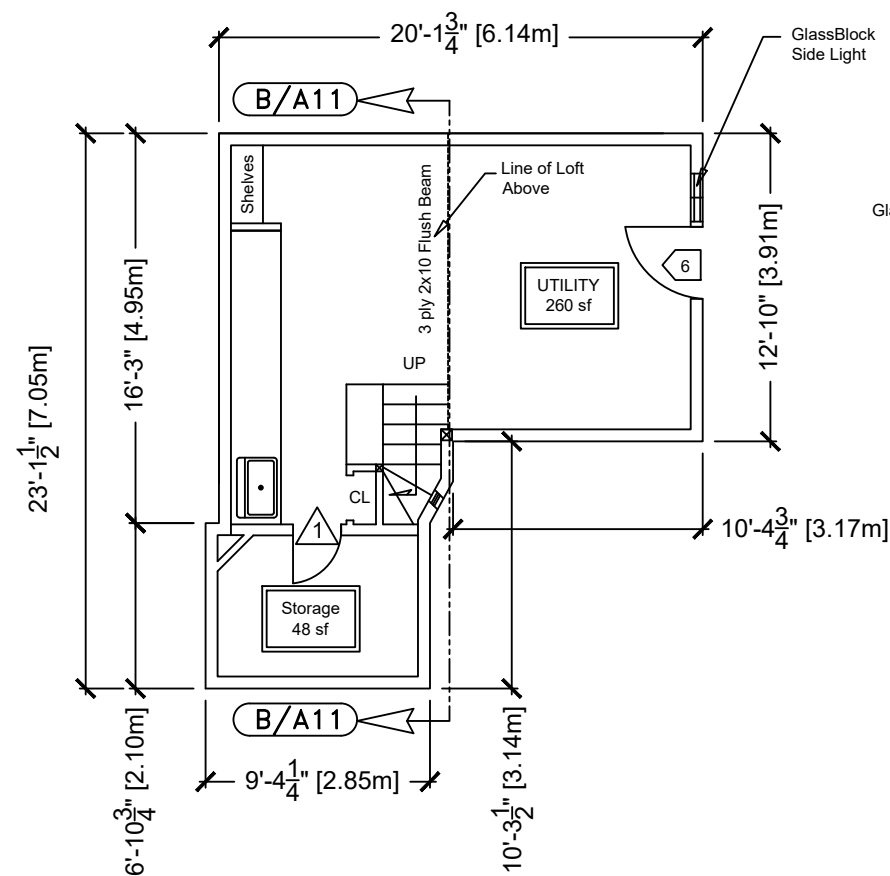
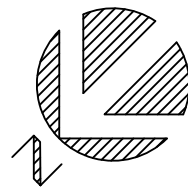
D UTILITY BLDG - South Elev
General Representation



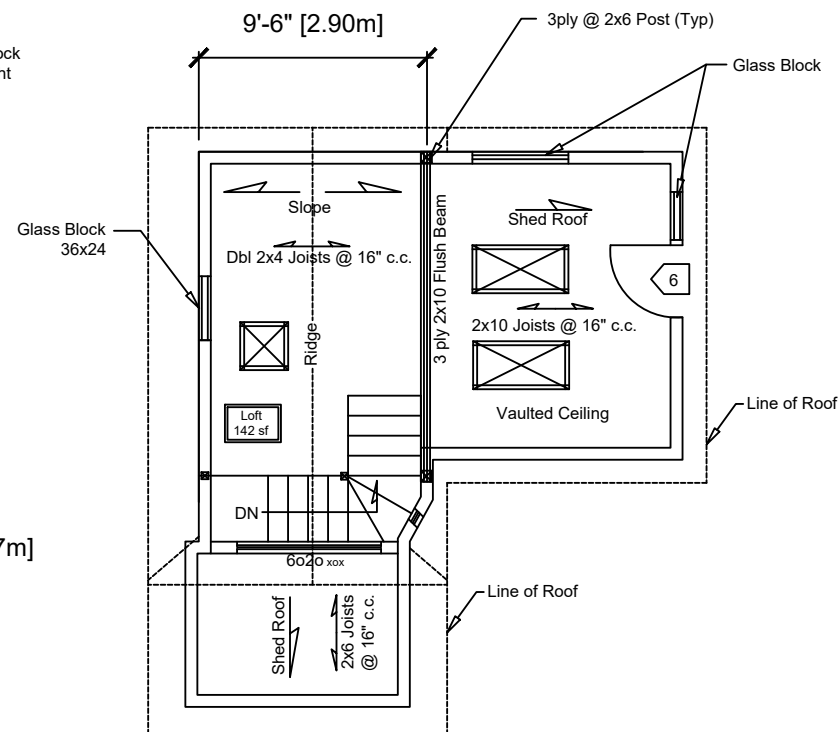
A UTILITY BLDG - West Elev
General Representation



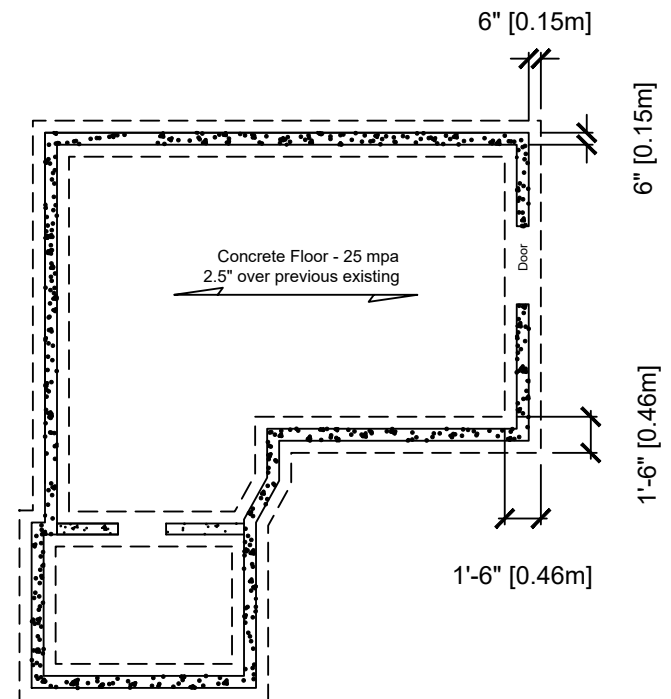
C UTILITY BLDG - North Elev
General Representation



A **UTILITY BLDG - Floor Plan - Lower Flr**
312.94 sf [29.07m²]



B **UTILITY BLDG - Flr Plan - Upper Loft**
134.33 sf [13.22m²]



C **UTILITY BLDG - FND Plan**

UTILITY BLDG

447 sf [41.52 m²]



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Mainland
3164 W. 8th Ave.,
Vancouver, B.C. V6K 1X8
Canada

Island
6251 Thomson Terrace,
Maple Bay, Duncan, B.C.
V9L 5R1

SCALE: 1/8"=1' DRAWN: CDM

DATE: MAY.20.2021 CHECKED: JTI/JIAA

Approved for use in
Construction (Initials) _____

DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.

UTILITY BLDG - FND - Rezoning Dwgs

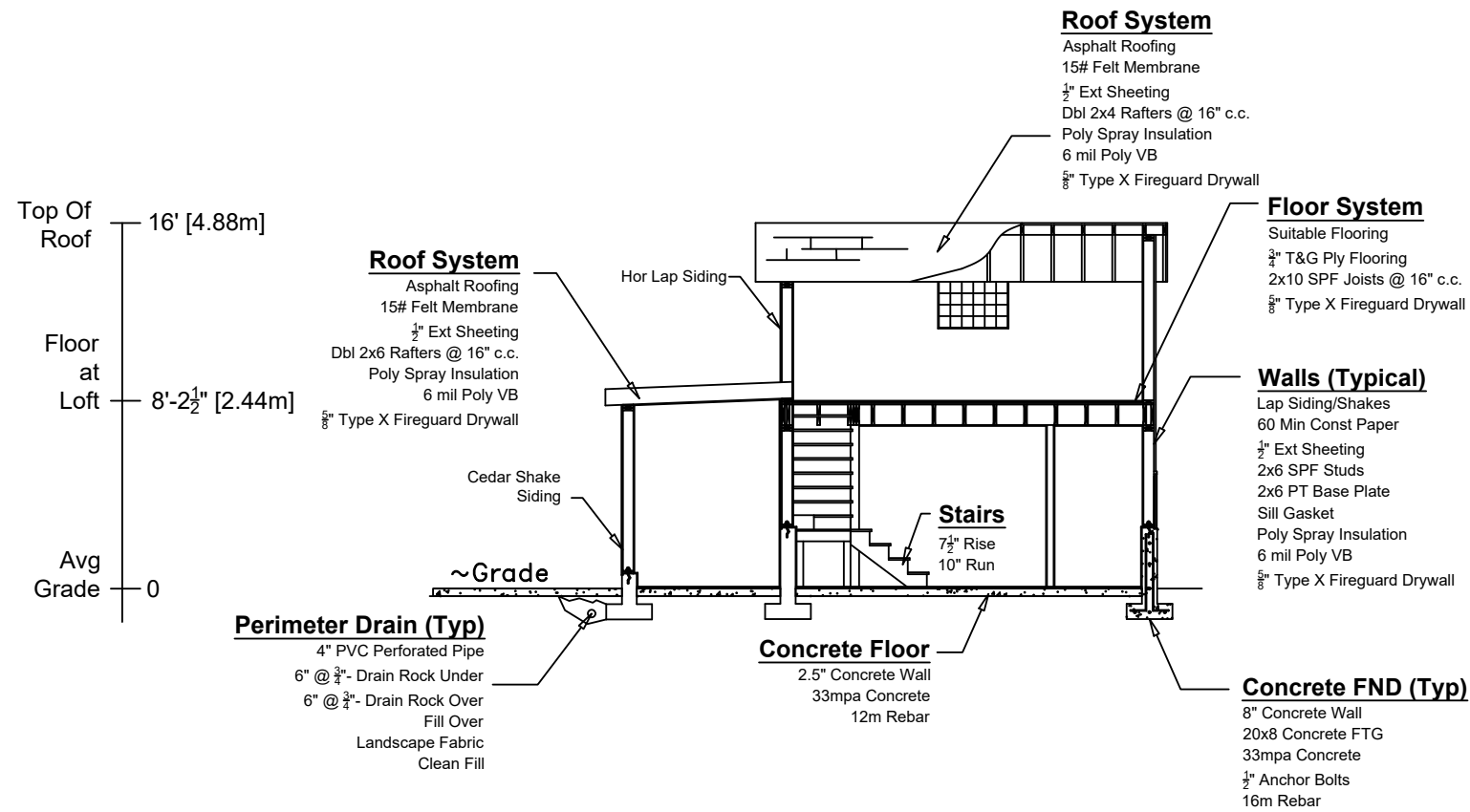
Issue Date: May 2021

EDIT VERSION

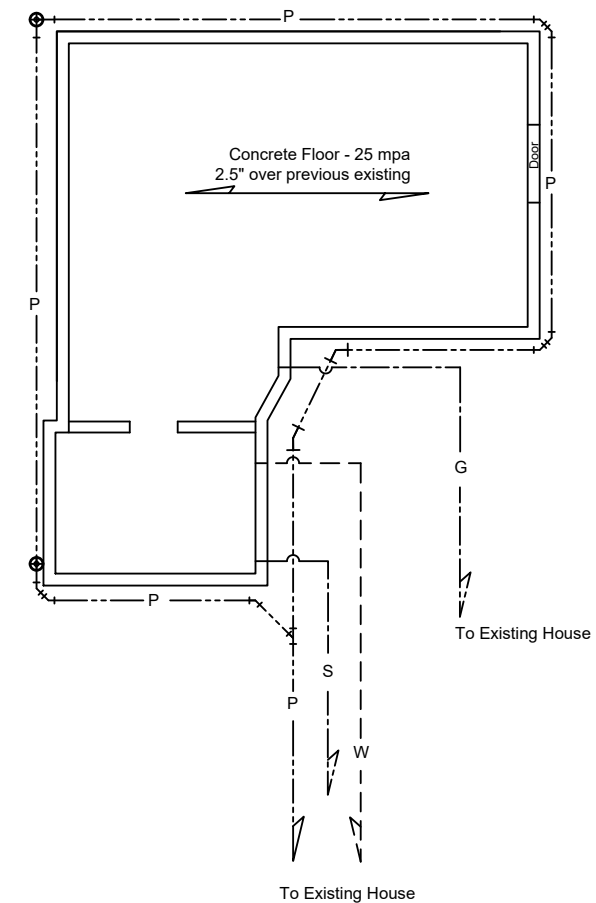
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Drwg #:

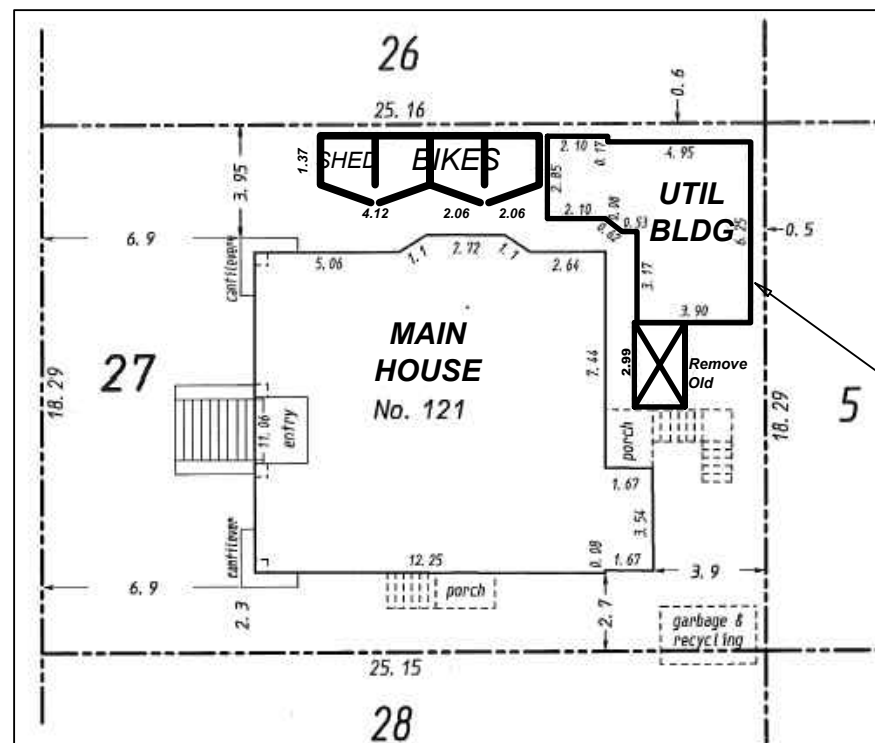
A10
482



B UTILITY BLDG - Gen X Sec
General Representation



C UTILITY BLDG - Services



PROPOSED
UTILITY BLDG

A LOT Survey – UTILITY



John Ivison & Associates Ltd.

1-778-898-1909
JohnIverson@JohnIverson.com

Mainland	Island
3184 W. 6th Ave.,	6251 Thomson Terrace,
Vancouver, B.C. V6K 1X6	Maple Bay, Duncan, B.C.
Canada	V9L 5R1

SCALE: $1/8"=1'$ DRAWN: CDM

DATE: MAY.20.2021 CHECKED: JTI/JIAA

Approved for use in
Construction (Initials) _____

DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C.
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UTILITY BLDG - X Sec - Site & Services - Rez Dwgs

Issue Date: May 2021

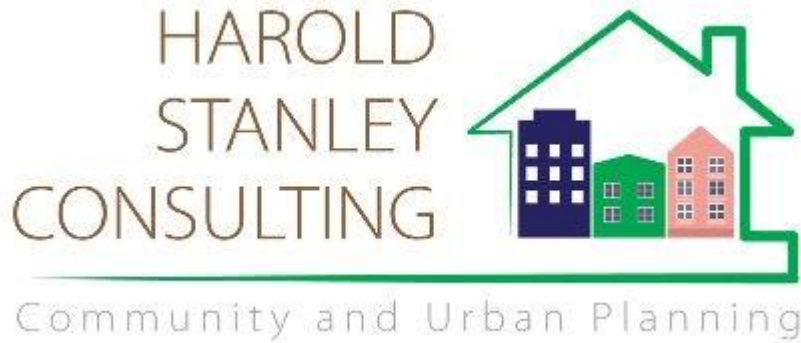
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Drwg #:

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City of Victoria
Sustainable and Community Development
1 Centennial Square
Victoria, BC V8W 1P6

May 20, 2021

Attention: Mayor and Council

RE: Development Variance Permit No. 00194 for 121 Menzies Street: Lot 27, Section 11, Beckley Farm, Victoria City, Plan 753

This letter is an amended version of the letter sent to you in 2017, when we were applying for a rezoning of the property at 121 Menzies. Subsequent policy changes specific to House Conversions mean that a rezoning is no longer required, however a Development Variance Permit is still required.

The rationale for the variances being applied for is given first. This is followed by text based on the original letter sent to you in 2017 as it provides a history of the property as well as context regarding the proposed development's good fit with the surrounding neighbourhood and conformance with the Official Community Plan, the James Bay Local Area Plan, and other City policies and directions.

Rationale for Variances

The proposal is to acquire a Development Variance Permit for the above noted residential R-2 (two family dwelling district) Zone property to permit a House Conversion that would accommodate 10 self-contained suites.

Converting heritage structures into suites is always problematic and requires the need to respect existing support walls and beams, which can lead to unusual layouts. The number of suites proposed are less than what exists now (10 from 14), thus allowing for more space on average per suite. All suites include baths and kitchens.

Variances are requested for 5 suites with floor areas less than the minimum 33.0 sq. m. required under the Zoning Bylaw for House Conversions. The variances for the suites can be justified based on direct access to the rear yard common area with patio and garden (suites 8 and 11); the rear yard porch with direct access to patio and garden (suite 3); and high ceilings which allow for better utilization of space including storage lofts (suites 5 and 6), as well as good fenestration.

The size of the suites was not mentioned as an issue by Council at the Committee of the Whole meeting of July 27, 2017, when this proposal was considered for a rezoning.

In 2017, 54 residents signed a petition in support of the then proposed rezoning of the property. In 2015, 94 residents signed a similar petition. In their comments petitioners expressed concerns regarding the ongoing housing crisis and the possibility of current tenants being evicted.

The current average rents in Victoria for a bachelor suite is \$1300 per month; \$1600 per month for one bedroom; and \$2060 for two bedrooms. The rent currently being charged at 121 Menzies is \$785 to \$995 for bachelor suites; \$995 to \$1265 for one bedroom; and \$1785 for the two-bedroom suite, well below current average rates.

The owner has devised a plan so that no tenants are displaced because of the renovations, which will be done one suite at a time with affected tenants relocating temporarily into vacant suites of which there are currently two.

A recent amendment to the City's parking regulations eliminated the need for on-site parking for House Conversions. In January 2016, prior to the amendment, the owner retained the services of a transportation consultant to conduct a parking review of the property. The review, based on 14 suites, concluded that the few vehicles associated with the building were comfortably accommodated with the existing on street parking and one on-site parking space, which will be retained. There's been only one complaint from neighbours regarding parking, and that was over 20 years ago. Turnover of suites has been extremely low and prospective tenants are made aware of the lack of on-site parking.

The owner wishes to retain the existing accessory building, built prior to this application as a Garden Suite, and repurpose it for utility/storage. Site coverage, which is already tight due to the existing heritage structure, is marginally increased from 40% to 42.30% to accommodate the building. Its peaked roof exceeds the maximum height allowed, but because it is at right angles to the main building and reaches maximum height to the side and away from the windows of the main building, has minimal impact on views into the rear yard.

Decreased side and rear setbacks for this accessory building are minimal, .1 m and .2 m respectfully. The decrease in separation between the accessory building and main building, 2.4 m to 1.0 m, will not affect passage between the two building and will have minimal impact on light coming into the suites and views from the suites to the rear yard.

History of Property and Application

In 1992, the owner of the property was issued a Building Permit to renovate the property to accommodate 7 light housing keeping units with shared bathrooms. At the time the Building Permit was issued the R-2 zoning still applied to the property.

Subsequent to the issuance of the Building Permit, which was followed by an Occupancy Permit in 1993, the owner did further renovations that increased the number of suites to 14 from 7. Eight of the suites are bachelor suites with baths; 3 are one-bedroom suites with baths (one of which is designated as a caretaker suite); 2 are light housekeeping suites with shared bath; and one was a one-bedroom Garden Suite created through the conversion of an existing exterior garage, for a total of 14 suites.

Currently there are 12 suites in the building, 9 of which are rented, and one used as a caretaker suite. The Garden Suite has been converted into a utility room/storage unit and another suite converted into an office.

The current development provides much needed all-inclusive affordable rental housing with utilities and internet provided. The unfortunate aspect of this development was that it was undertaken in contravention of the City's Zoning Bylaw (the property is still zoned as R-2 two family dwelling district) and fifty percent of the work was done without permits, inspections and approvals. To try and resolve the situation the applicant retained a team of professionals to fully determine how much of the work complies with the BC Building Code.

John Ivison and Associates Limited was retained as part of the consulting team to assess all aspects of past construction and liaise with City staff. The consultant has subsequently determined that the work done is largely in conformance with the Code with only minor remedial work required. Consequently, fire and life safety/protection is not an issue.

The revised proposal is to reduce the number of suites within the principal building from 13 to 10. All the suites will be all inclusive and self-contained with their own bathrooms. The current Garden Suite will be decommissioned by removing the kitchen and bathroom fixtures. The building will then be converted to an accessory use utility building, likely for storage space.

One of the suites will be designated as a caretaker suite while a former suite will be converted to an office for use by the caretaker/owner. The caretaker suite and accompanying office will provide on-site supervision of the tenants and their activities, helping to mitigate any concerns neighbors may have regarding noise and unwanted behavior.

The building, built in 1907, fits in well with existing development on this block of Menzies, particularly its neighbors on the east side of the street which are of a similar age and architecture. The grounds are well landscaped with raised garden beds. The lack of large trees and hedges in the front yard provides unobstructed views of the building and its heritage facade.

The proposed Floor Space Ratio of 1.19 is only slightly higher than that of the two and three storey multi-dwelling buildings across the street in the R3-2 zone, which permits a maximum FSR of 1.0. Although the main subject building was raised as part of the Building Permit issued in 1992, the building's original footprint has not changed.

The existing and proposed development conforms to most of the goals, objectives, policies and guidelines contained in the City's current land use legislation including the Official Community Plan (2008) and the James Bay Neighborhood Plan (1993).

The proposal adheres to the vision outlined in the City's Official Community Plan for the community of James Bay, specifically the creation of a densely populated mixed-use neighborhood with a Large Urban Village (21.15.1). Compliance with strategic directions include: maintaining a variety of housing types and tenures for a range of age groups and incomes (21.16.1); maintaining an interesting diversity of land uses, housing types and character areas (21.16.3); and enabling the adaptation and renewal of the existing housing stock (21.16.4).

The property is designated Traditional Residential in the OCP and the proposal complies with many of the designation's guidelines. These include house conversions and ground-oriented buildings as allowable uses, houses oriented to face the street with variable front and rear yards, on street parking and individual driveways, and density up to an FSR of approximately 1:1. As a house conversion in Development Permit Area 16 (General Form and Character) of the OCP, the proposal is exempt from the requirement of a Development Permit.

The subject property is near James Bay Village where development is guided by the Large Urban Village Development Permit Area (DPA 5). James Bay Village is a mixed-use area made up of buildings of a variety of ages, types and forms accommodating commercial and community services, medium to high density housing, and a park. The existing and proposed development of the subject property is a natural complement to the Village.

The proposal adheres to the vision laid out in the James Bay Neighborhood Plan, which includes the preservation of existing community amenities that are of “special historical or community importance, including existing housing stock and streetscapes”, and the provision of “appropriate and affordable housing that meets the needs of a rich diversity of residents”. The proposal also conforms to the goals and objectives listed under the Housing section of the Plan, including: providing a range of housing opportunities; supporting initiatives that house the elderly, disadvantaged and needy; and retention of significant buildings in the neighborhood.

The proposal offers social benefits to the James Bay community and the City by providing affordable housing in a city with an affordable housing shortage. The proposal fits in well with the intentions of the City's Housing Strategy and subsequent changes to the Zoning Bylaw including: the elimination of parking requirements for house conversions; the reduction of minimum dwelling unit size regulations for dwelling units; and zoning that encourages a variety of housing forms including house conversion opportunities. The owner has agreed to keep the suites as rental accommodation in perpetuity should the variances be approved.

The property contributes to the neighborhood's unique character, sense of place and human scale, and is recognized by the City as having significant heritage value. The City's Heritage Planners have met with James Bay residents to go over a list of James Bay properties they'd like to have designated for their heritage value, which includes the subject property. The property's owner attended the meeting as well as a meeting at City Hall with the Heritage Planners. As a result of these meetings the owner has agreed to have the property designated as a heritage property if the Development Variance Permit is approved.

The property, with several suites and windows facing the street and no large trees blocking views to the street, provides excellent “eyes on the street” in keeping with CPTED policies. Previous incidents of members of the public using the building's front porch for illegal activities have been resolved with the enclosure of the porch. The provision of a live-in caretaker/building supervisor will provide additional security

The property is conducive to a car free lifestyle. The property's location, next to James Bay Village, has a walk score of 84 meaning it is in a very walkable location close to commercial, community and government services as well as amenities such as parks. There is good access to transit with the #3 Beacon Hill/Gonzales route on Menzies Street, in front of the subject property, providing quick access to downtown. The area, with its flat terrain, is good for cycling. The proposal includes storage for 10 bicycles in a secure location accessible to tenants. Cycling and pedestrian infrastructure improvements are planned for Menzies Street and will require a widening of the road right of way. These improvements, and the widened road right of way, have been considered and can be accommodated within the new Service Right of Way agreed to by the owner as part of the development.

The building has a number of sustainability features. Rainwater from the eaves is collected via drainpipes into a series of rain barrels around the building, keeping rainwater from entering the storm sewers and providing water for the property's landscaping. Recycling and composting is provided for with a well-designed collection system. The collected compost is used to fertilize the property's raised garden beds. Vegetables grown in the gardens are for the use of tenants and neighbours. The suites include high efficiency appliances with low water flow, features which will be retained should the rezoning be approved.

In summary:

- The variances to suite size are supportable based on direct access to outdoor amenities, good fenestration and high ceilings that allow for storage lofts, as well as rents which are well below the current City average;
- Variances related to the accessory building are supportable based on their minimal impact on views from the main house to the rear yard and circulation around the site;
- The current development of the property, with 14 suites, was undertaken without permits prior to the commencement of this application and has been in place for over 20 years;

- A consultant has determined that the previous work undertaken, while in contravention of City bylaws, is largely in compliance with the BC Building Code and is safe for occupancy;
- The number of suites will be reduced from 14 to 10, including the decommissioning of the Garden Suite and converting it to an accessory use, likely storage space, to bring the proposal more in line with existing municipal policies;
- A caretaker's suite and adjacent office will provide ongoing security as well as maintenance of the building;
- The proposal contributes and conforms to most of the goals, objectives and policies contained in the OCP and James Bay Neighbourhood Plan as well as the City's Housing Strategy and subsequent Zoning Bylaw amendments;
- The property is in a very walkable location with good cycling and transit access, and parking, while not required, has not been a problem;
- The current development contains several sustainability features that will be retained;
- The proposal will ensure the preservation of a valuable heritage asset and streetscape by having the property heritage designated if approved;
- The property will continue to provide much needed affordable all-inclusive housing through a housing agreement with the City that will ensure the suites on site are rental in perpetuity.

Sincerely;

Harold Stanley M. Env. Des.



Tenant Assistance Plan

This form must be submitted with your rezoning or development application. For contact, please send questions to your development services planner.

SUMMARY: Instructions and steps for Developers and Property Owners

STEP 1	BACKGROUND: Understand your rights and responsibilities as a landlord. Please review the documents in the background section pertaining to relocating tenants and the City's rental replacement policies.
STEP 2	POLICY APPLICATION: Complete tenant impact assessment to determine the requirements of your application.
STEP 3	Complete application requirement, including: <ul style="list-style-type: none"> a. Current Site Information b. Tenant Assistance Plan c. Tenant Communication Plan d. Appendix A - Current Occupant Information and Rent Rolls (For office use only) e. Appendix B - Correspondence with Tenants Communication (For office use only)
STEP 4	SUBMIT: Complete form and submit to: <ul style="list-style-type: none"> a. Email digital copy of plan to housing@victoria.ca (include appendices)
STEP 5	REVISE: Applicant to update and return application requirements with staff input.
STEP 6	FINALIZE: City staff to finalize the review and signs off application requirements and used as attachment for the Committee of the Whole report.

BACKGROUND: Rights and Responsibilities of Landlords and Tenants

The rights and responsibilities of landlords and tenants are regulated by the Province and is set out in the [Residential Tenancy Act](#).

Please refer to the City of Victoria's [website](#) for more information regarding the City of Victoria's rental housing policies. Supporting documents include:

- Tenant Assistance Instructions and Checklist
- Tenant Assistance Policy
- Frequently Asked Questions
- Sample Letter to Tenants
- Request for Tenant Assistance Form and Privacy Guidelines
- Final Tenant Assistance Report

POLICY APPLICATION: Tenant Impact Assessment to Determine the Requirements of your Application

Answer the questions below to determine whether a plan is required with your application:

Tenant Impact	Indicate:		Application Requirement
Are you redeveloping or demolishing a building that will result in loss of existing residential units?	Yes	No	If yes, complete the next question.
Does your work require the permanent relocation of tenant(s) out of the building?	Yes	No	If yes, complete and submit a tenant assistance plan.
Do you have tenant(s) who have been residing in the building for more than one year?	Yes	No	If yes, tenants are eligible under the tenant assistance plan

If any are selected no, then a tenant assistance plan is not required as part of your application.

TENANT ASSISTANCE PLAN

A. Current Site Information

Site Address:	
Owner Name:	
Company Name:	
Tenant Relocation Coordinator (Name, Position, Organization):	

EXISTING RENTAL UNITS

Unit Type	# of Units	Average Rents (\$/Mo.)
Bachelor		
1 BR		
2 BR		
3 BR		
3 BR+		
Total		

B. Tenant Assistance Plan

For any renovation or redevelopment that requires relocation of existing tenants, the property owner must create a Tenant Assistance Plan that addresses the following issues:

- Early communication with the tenants
- Appropriate compensation
- Relocation assistance
- Moving costs and assistance
- Right of first refusal

The City has developed a Tenant Assistance Plan template that is available for applicant use. The template includes the required FOIPPA section 27(2) privacy notification which should be identified for tenants.

Please refer to the Tenant Assistance Policy with Tenant Assistance Plan guidelines for Market Rental and Non-Market Rental Housing Development.

Required under the Residential Tenancy Act

Notice to End Tenancies

A landlord may issue a Notice to End Tenancy only after all necessary permits have been issued by the City. In addition, landlords must give four months' notice to end tenancies for renovation, demolition, and conversions. Tenants have 30 days to dispute the notice.

For more information, please refer to the [Landlord Notice to End Tenancy](#).

Renovations and Repairs

Renovations and repairs must be so extensive that they require the unit to be empty in order for them to take place, and the only way to achieve the necessary emptiness or vacancy is by terminating a tenancy. The RTA and associated guidelines provide specific guidance pertaining to whether a landlord may end a tenancy in order to undertake renovations or repairs to a rental unit.

For more information, please refer to [Ending a Tenancy for Landlord's use of Property](#).

Right of First Refusal

In instances of renovations or repairs requiring vacancy, the RTA requires tenants be offered the right of first refusal to enter into a new tenancy agreement at a rent determined by the landlord. This right of first refusal applies only to a rental unit in a residential property containing 5 or more units, and there are financial penalties for non-compliance.

For more information, please refer to [Tenant Notice: Exercising Right of First Refusal](#).

For full details, please check the Government of British Columbia [website](#).

Tenant Assistance Plan Components	APPLICANT		CITY STAFF
	Tenant Assistance Plan		Did the Applicant meet policy?
	Date:	dd/mm/yyyy	dd/mm/yyyy
Compensation Please indicate how you will be compensating the tenant(s).			Yes No
Moving Expenses Please indicate how the tenant(s) will receive moving expenses and assistance.			Yes No
Relocation Assistance Please indicate how the tenant(s) will receive relocation assistance.			Yes No
Right of First Refusal Please indicate whether the applicant is offering right of first refusal to the tenant(s). Please indicate your reasoning.			Yes No
Tenants Requiring Additional Assistance Please indicate whether there are tenants requiring additional assistance. If so, please indicate how the applicant plans to provide additional support.			Yes No
Other Comments			

Tenant Communication Plan Components	APPLICANT	
	Tenant Communication Plan	
	Date:	dd/mm/yyyy
How and when did you inform tenants of the rezoning or development application?		
How will you be communicating to tenants throughout the rezoning or development application (including decisions made by Council)?		
What kind of resources will you be communicating to your tenants and how will you facilitate tenants in accessing these resources? (Please see the City's website for a list of resources)		
Have tenant(s) confirmed with you whether they request assistance? If so, please indicate the staff responsible or whether a third-party service is requested.		
Other communications notes:		

FINAL TAP Review - [For City Staff to complete]

Application received by _____ (City Staff) on _____ (Date)

Did the applicant meet TAP policy? Yes No

Staff Comments on
final plan:



James Bay Neighbourhood Association

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

www.jbna.org

October 21st, 2016

Mayor & Council,
City of Victoria

Re: CALUC Community Meeting - 121 Menzies St

The community meeting to consider the proposal at 121 Menzies was held on October 12th (46 attendees). Attached please find an excerpt of the General Meeting minutes regarding the proposal.

A proposal for this property was presented at the April 8, 2015 JBNA meeting. The letter from that meeting is appended. The R-2 building was renovated in 1992 and subsequently given an occupancy permit for seven LHK suites. The owner soon thereafter completed additional renovations, added five others. The current proposal is for 11 units.

All but one meeting participant expressed strong negative responses to the proposal. The question and response period was quite extensive with further explanation and additional similar comments to the further points raised. The minutes capture some of these comments.

The one positive comment suggested that the units would be "affordable" and therefore the proposal should be supported.

The negative responses focused on the disrespect for the process and the precedent the proposal would set. This train of thought was expressed a few times, more so after the proponent said there are others in the neighbourhood who have done the same thing, meaning created suites beyond permissive zoning.

For your consideration,

Marg Gardiner,
President, JBNA
CALUC Co-Chair

Cc: Harold Stanley
CoV Planning

EXCERPT from JBNA October 12th, 2016 Minutes

JAMES BAY NEIGHBOURHOOD ASSOCIATION

MINUTES - General Meeting October 12th, 2016 – 46 present

7. CALUC: 121 Menzies

Harold Stanley, Planning Consultant,

Charles Miller, Engineering Technologist, Duncan Valley Designs

John Ivison, John Ivison & Associates

Marg Gardiner reported on the Development Review Committee (DRC) pre-meetings:

On July 4th and September 12th JBNA Committee members, Tim VanAlstine, Wayne Shillington, and Marg Gardiner met with the proponents. Trevor Moat was at the July meeting and Tim Sommer at the September Meeting.

A proposal for this property was presented at the April 8, 2015 JBNA meeting. The letter from that meeting will be appended to the letter from this meeting as the issues remain.

The R-2 building was renovated in 1992 and subsequently given an occupancy permit for seven LHK suites. The owner soon thereafter completed additional renovations, added five more suites in the building and then converted a garage to stand-alone accommodation. With changes, there were 13or14 rental suites. The added suites were constructed without City permits or approval.

Since that time, the proponent has had consultations with the City and reworked the interior configuration and is now proposing 11 units.

At the pre-meetings, the items suggested to be contentious remained:

- 1) the precedent it might set and the message to other landowners who could make similar unapproved renovations or that this would set a precedent for the level of density and type of renovation permitted in the community.*
- 2) the parking shortfall which further frustrates residents who are searching for parking near 5-corners and especially Thrifty Foods.*

Community Meeting presentation:

John Ivison . . building constructed in 1906 was originally single family R-2 zoning. Owner G Osborne purchased in 1992. 1992 restoration started; house raised, windows/doors replaced, painting, roof and gutters. Interior changes 7 light housekeeping suites, 7 kitchenettes, 4 common washrooms. Additional work took place which increased units to 14, this was done without permit. Only 1 parking space. The current proposal has no plans to provide additional parking based on parking study. Has a secured area for bikes.

Questions/comments:

Q/A opportunity given to those proposal live within 100m of 121 Menzies, followed by invitation to any resident. (addresses not captured for all speakers)

C: resident – the approval of zoning for 7 units should never have been exceeded

C: Lewis St resident – take offense when you state there are other buildings which have suites greater than permitted and only reason you are here is that it was “*just the one found out*”. This insults those who follow the system and create suites legitimately.

Q: Lewis St - want 11 suites, an office, garden suite are they included in the 11

A: Yes

Q: What is rent range and suite size range

A: range of rent \$330 and \$1000 monthly. Currently 250 sqft, with reduction from 14 to 11 suites range will be 287 to 780 sqft

C – takes great exception to how this has been presented. Defies all zoning requirements. Crams in units.

Q: How many tenants currently in residence

A: 7

C: 17 yr resident, appreciates issue of affordability, worth supporting. 11 units not to be sneered at.

C: Don't support it -flies in face of by-laws, permits, what's the point of other community members following rezoning regulations if people flaunt regulations. Sets a bad precedent. Has had 24 yrs of revenue from the illegal suites. Restore back to original 7 suites. Proponent is trying to pull on heart-strings to rationalise his circumvention of bylaws. Others have followed the rules, and it cost them a lot.

Q: What are alternatives.

A: will have to restore back to original 7 units.

C: 1992 entitled to 7 suites – compromise 11 suites – need to go back to 7 suites. Currently occupied by 7 renters. No one would be displaced.

Q: if reduced to 7 suites won't be as affordable?

A: Yes, would have to revert back to light-housekeeping suites no individual bathrooms would be shared. That is the term of the covenant which was entered into – if proposal does not succeed then must revert.



James Bay Neighbourhood Association

234 Menzies St
Victoria, B.C.
V8V 2G7

www.jbna.org

April 20th 2015

Mayor and Council
#1 Centennial Sq.
Victoria BC

Re: Development Re-zoning: 121 Menzies from 7 to 13 units

Mayor and Council:

A proposal related to an application to re-zone a multi-unit building located at 121 Menzies Street was presented at the April 8, 2015 meeting of the James Bay Neighbourhood Association (JBNA). Approximately 80 people attended the meeting.

The presentation focussed on the fact that the building had been renovated in 1992 and subsequently given an occupancy permit for seven suites. The owner soon thereafter completed additional renovations, added five more suites in the building and converted a garage to stand-alone accommodation, bringing the total to thirteen rental suites. The owner acknowledges that the six added suites were constructed without City permits or approval. The owner now is requesting that the building “stays AS IS and modify the zoning to reflect the structure.”

Re-zoning proposals frequently elicit strong reactions from residents in the immediate vicinity. This particular proposal brought forth comments from people who live in many different parts of James Bay.

In summary, there were those who thought that there is a need for small, affordable rental accommodation. Others stated that the exterior of the building and the lot were well-maintained and in keeping with the heritage look of James Bay and still others were not concerned about there being only a single parking space for the thirteen units. On the other hand, there were those who questioned whether all construction had been done to code and whether all suites were safe for tenants.

Some speakers were frustrated that they had met City standards, incurred permit costs and paid increased property taxes after renovating their property while this landlord had not. There were those who were concerned that approval of this application would be seen as either condoning the owner's actions and thus send a signal that other landowners could make similar unapproved renovations or that this would set a precedent for the level of density and type of renovation permitted in the community.

I have included below the minutes of our April 8th Neighbourhood Association meeting that relate to this rezoning application and a letter I received from a resident who could not attend this meeting.

Yours truly,

CALUC Chair, JBNA

JBNA CALUC - 121 Menzies

April 8th Meeting minutes

Development Re-zoning: 121 Menzies from 7 to 13 units

Charles Miller, Duncan Valley Designs, presenter
Richard Skene, Architectural Securities Inc,
Gordon Osborne, Owner
John Ivison, Structural Eng Alex Apotoli, P. Eng

A multi-unit apt since 1992, density from 7 units to 13. Building build in 1906, single family R2 zoning, owed by Mr. Osborne since 1992. Currently zoned for 7 suites, was over the current R2 zoning but City rezoned to permit 7 LHK suites in 1992. Renovated the house and raised 2 ft. for legal basement. Extensive restoration of exterior and interior in 1992. Likely 7 units in place when inspected. However, additional suites constructed around same time: Unauthorized construction.

Now requesting modified zoning for 12 suite and 1 garden suite, with 4 additional suite in basement, 1 addition al suite on main floor, and the garden suite – garage conversion.

Only 1 parking spot for building – garden suite tenant has this spot. 2 other people in apt who own cars of 13 suites. Building has secure bike location.

Q/A:

Q – Superior St resident who is also a landlord – questions regarding permits, was plumbing done with professionals, electricians etc.

A – Yes for original 7 suites, not conforming for additional suites that's why requesting rezoning. Had over-built (pipes etc) in 1992 so plumbing conformed to code.

Q – Superior Cont'd – As a landlord, one of the houses I manage has a larger footprint than the whole Menzies property and would not consider 13 units for it. This proposal is not supportable.

C - Pilot St resident – I've gone through the rezoning process, followed what was required. You are asking the community to support the rezoning. For 22 years you have benefited from 5 illegal suites and you're asking for forgiveness because you are now making it right. This is not acceptable, the building should be reverted back to the 7 suites that were allowed by the city in 1992. These actions are not acceptable.

C – Simcoe resident – support affordable housing, states tenants are safe

C – Montreal St resident – do I as a single dwelling owner get to do this? Not likely. You've done this before – this is not supportable.

C - San Jose resident – walks past building, likes it, collecting of rain water, clean, no garbage, building a good citizen for street.

Q – Menzie St resident – going through process today are you up to today's standards? You state you can't meet, are you asking for relax of requirements?

A – Want to present an alternate process for today's standards

Q – Kingston St – if city doesn't approve request does the building revert back to 7 units?

A – Reserves right to answer at this time – wants to bring back into standards.

C – You might be a good landlord and your tenants might be good; but the zoning stays with the building and this is too much for this site.

C – Residents may be good citizens, that's all laudable, but 22 years of benefit by the owner, don't know that the owner has been a good citizen.

A – Not here to condone Mr Osborne's conduct, states he was heavily fined by hydro, here trying to rectify situations

Q – What was the original parking requirement for the 7 units?

A – 7 units required 3 parking stalls, currently only 1 parking stall for the

Q – Parking requirement in 1992 was 3 – was garage used as a garage

A – Garage was used as a garage prior to conversion in 1992.

C – So from the beginning you never intended to comply with parking. The garden unit should revert to parking as additional parking is needed..

C – Resident - St James St project was turned down due to parking, I don't believe that a stall is always needed for every resident; but more is needed than being proposed. With the St James proposal the City insisted on a car share requirement, if the City unwisely proceeds with this proposal, there should be a requirement for a couple of car shares spots right there. C – Have major concern for this application as will open floodgates, can't support this.

C – Why is it not possible to consider something less than 13 units?

A – Want to legalize those existing since 1992

Q – Is there egress for all existing suites?

A – All suites have egress

C – Wrong approach taken, my concern what happens when property is sold, what if the next owner isn't as responsible as the current?

A – Can't answer at this time until know what city will do?

C – The rezoning application should be looked at as though the property was Greenfield. If that were the case, what would be permitted.

Q – What about water, plumbing?

A – Already up to code for 13 suites since 1992.

C – For the 7 units was there an occupancy inspection?

A – Yes, all plumbing was roughed in in 1992, and electrical but due to finances the 6 extras suites weren't done.

A – Was approved for occupancy in 1992.

C – Very concerned about the precedence this will set and subsequent owners, put city and this community in a very difficult situation.

Q – Was building up to code in 1992?

A – Yes

Q – What have you done since then? Current codes

A – Met and have gone beyond what is required as of 2012, need to find out from city what can and can't be relaxed.

Q – Are they up to 2012 codes?

A – Have just touched surface of 2012 codes and are reviewing with city.

C – Medana St res – until a week ago didn't know how many people lived in building – support.

Letter from resident on Medana St.

To: Tom Coyle,

I oppose the rezoning of this property to allow 12 units plus a Garden Suite even though this use has been illegally in place for some years. The zoning does not allow this and the fact the property has had so many units for so long does not make it right. The neighbouring house to the north also contains more units than the zoning allows. Parking problems spill over onto neighbouring streets as there is not enough parking on Menzies Street. Thirteen units is excessive for a zoning meant for two units, but permitted to have seven. The small size of the multiple units contributes to more neighbourhood/tenant turnover which affects the character of the neighbourhood.

Even though this is to be a site specific bylaw, a precedent will be set. I am unable to attend the Community Meeting due to a schedule conflict.



Committee of the Whole Report For the Meeting of July 27, 2017

To: Committee of the Whole **Date:** July 20, 2017

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Development Variance Permit No. 00194 for 121 Menzies Street

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council and after the Public Hearing for Rezoning Application No. 00508, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Variance Permit Application No. 00194 for 121 Menzies Street in accordance with:

1. Plans date stamped May 25, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - a) decrease the dwelling unit floor area (minimum) from 33.00m² to 28.98m²
 - b) decrease the number of parking stalls from eight to one
 - c) locate the parking in the front yard
 - d) locate accessory buildings in the side yard
 - e) increase total site coverage from 40% to 42.30%
 - f) increase the height of one accessory building from 3.50m to 4.41m
 - g) decrease the rear setback of an accessory building from 0.60m to 0.50m
 - h) decrease the side setback of accessory buildings from 0.60m to 0.40m
 - i) decrease the separation space between an accessory building and a principle building from 2.40m to 1.0m
 - j) increase the rear yard site coverage for an accessory building from 25.00% to 29.80%
3. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

In accordance with Section 498 of the *Local Government Act*, Council may issue a Development Variance Permit that varies a *Zoning Regulation Bylaw* provided the permit does not vary the use or density of land from that specified in the *Zoning Regulation Bylaw*.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit Application for the property located at 121 Menzies Street. The proposal is to rezone from the R1-B Zone, Single Family Dwelling District, to a site specific zone in order to permit a 10 dwelling unit House Conversion at this location. There is a concurrent Rezoning Application, as well as a Heritage Designation Application, that are presented in separate reports.

The variances are related to decreasing the unit size required in a conversion, reducing the parking requirements and reducing requirements related to siting and height of accessory buildings. The variances are supportable because they are the result of existing conditions and do not appear to substantially impact the adjacent properties.

BACKGROUND

Description of Proposal

This proposal is to rezone from the R1-B Zone, Single Family Dwelling District, to site specific zone to allow a House Conversion with 10 dwelling units. The proposed variances are related to:

- decreasing the dwelling unit floor area
- decreasing the number of parking stalls
- changing the parking location
- increasing total site coverage
- increasing the floor area of an accessory building
- increasing the height of an accessory building
- decreasing the setbacks of an accessory building
- altering the permitted location of an accessory
- decreasing the separation space required between a principle building and an accessory building
- increasing the rear yard site coverage associated with an accessory building.

Sustainability Features

As indicated in the applicant's letter dated April 21, 2017, the following sustainability features are associated with this application:

- rainwater collection
- recycling and composting
- vegetable gardens
- high efficiency appliances with low water flow.

Active Transportation Impacts

The application proposes bike racks which support active transportation.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application; however, the applicant is willing to provide a 1.78m Statutory Right-of-Way along Menzies Street.

Accessibility Impact Statement

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

Tree Preservation Bylaw and Urban Forest Master Plan

There are no Tree Preservation Bylaw impacts with this application.

Existing Site Development and Development Potential

The site is presently illegally developed as 11 dwelling units (with individual bathrooms), two housekeeping units (with a shared bathroom), and one garden suite. The site was approved for seven housekeeping units, but was subsequently modified without securing the necessary City permits.

Under the current R-2 Zone, the regulations in the R1-B Zone, Single Family Dwelling District, would apply due to the size of the lot. The property could be developed as a single-family dwelling with a secondary suite or garden suite.

Relevant History

The existing building is approved for seven housekeeping units. At some point in the past, the building was renovated to accommodate 11 self-contained dwelling units (each with a separate bathroom), two housekeeping units, and the accessory building was converted into a dwelling unit totalling 14 dwelling units on the site.

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the applicant has consulted the James Bay CALUC at a Community Meeting held on October 12, 2016. A letter dated October 21, 2016 is attached to this report.

This application proposes variances; therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

ANALYSIS

Regulatory Considerations

The following table shows the variances that would be required to facilitate this development in conjunction with the concurrent Rezoning Application. This approach, rather than building these unique attributes into a new zoning bylaw, is recommended so these less stringent requirements are not entrenched in the zoning bylaw, running with the land even if the existing building is lost at some future date. Similarly, legal non-conforming conditions, such as height and setbacks will remain as legal non-conforming conditions so that again, if the building was ever destroyed, future development would need to conform to the zoning regulation bylaws of the day.

Zoning Criteria	Proposal	Zone Standard
Principle Building - Conversion		
Dwelling Unit Floor Area (m ²) - minimum	28.98	33.00
Parking - minimum	1	8
Parking - location	Front Yard	Behind Front Yard
Site Coverage (total) (%) - maximum	42.30	40
Accessory Buildings– Schedule F		
Location	Side and Rear Yard	Rear yard
Height (m) - maximum	4.41	3.50
Setbacks (m) - minimum:		
Rear	0.50	0.60
Side	0.40	0.60
Separation space from principal building	1.00	2.40
Rear yard site coverage (%) - maximum	29.80	25.00

The height, number of storeys, setback and site coverage variances are supportable because they are existing and do not seem to have a substantial impact on the adjacent properties. The applicant has supplied a Parking Study (attached) to justify the parking variance and is providing 10 bicycle parking spaces to help with the shortfall.

CONCLUSIONS

This Development Variance Permit Application to permit a 10 dwelling unit house conversion would not substantially impact adjacent properties. The parking variance is supported by a Parking Study and mitigated by 10 bicycle parking stalls. Staff recommend that Council consider supporting this application.

ALTERNATE MOTION

That Council decline Development Variance Permit Application No. 00194 for the property located at 121 Menzies Street.

Respectfully submitted,



Rob Bateman
Senior Process Planner
Development Services Division



Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



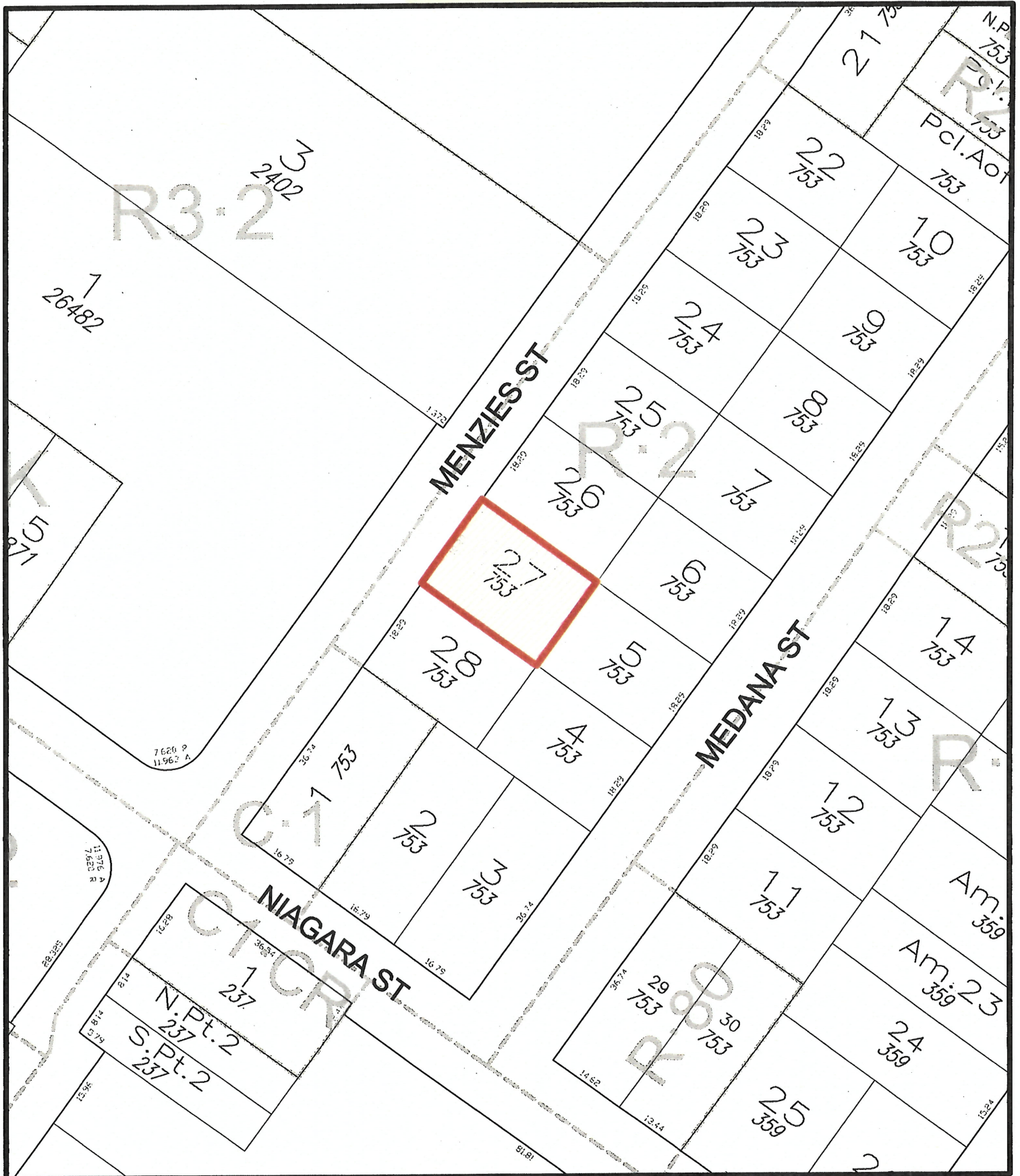
Date:

July 18, 2017

List of Attachments:

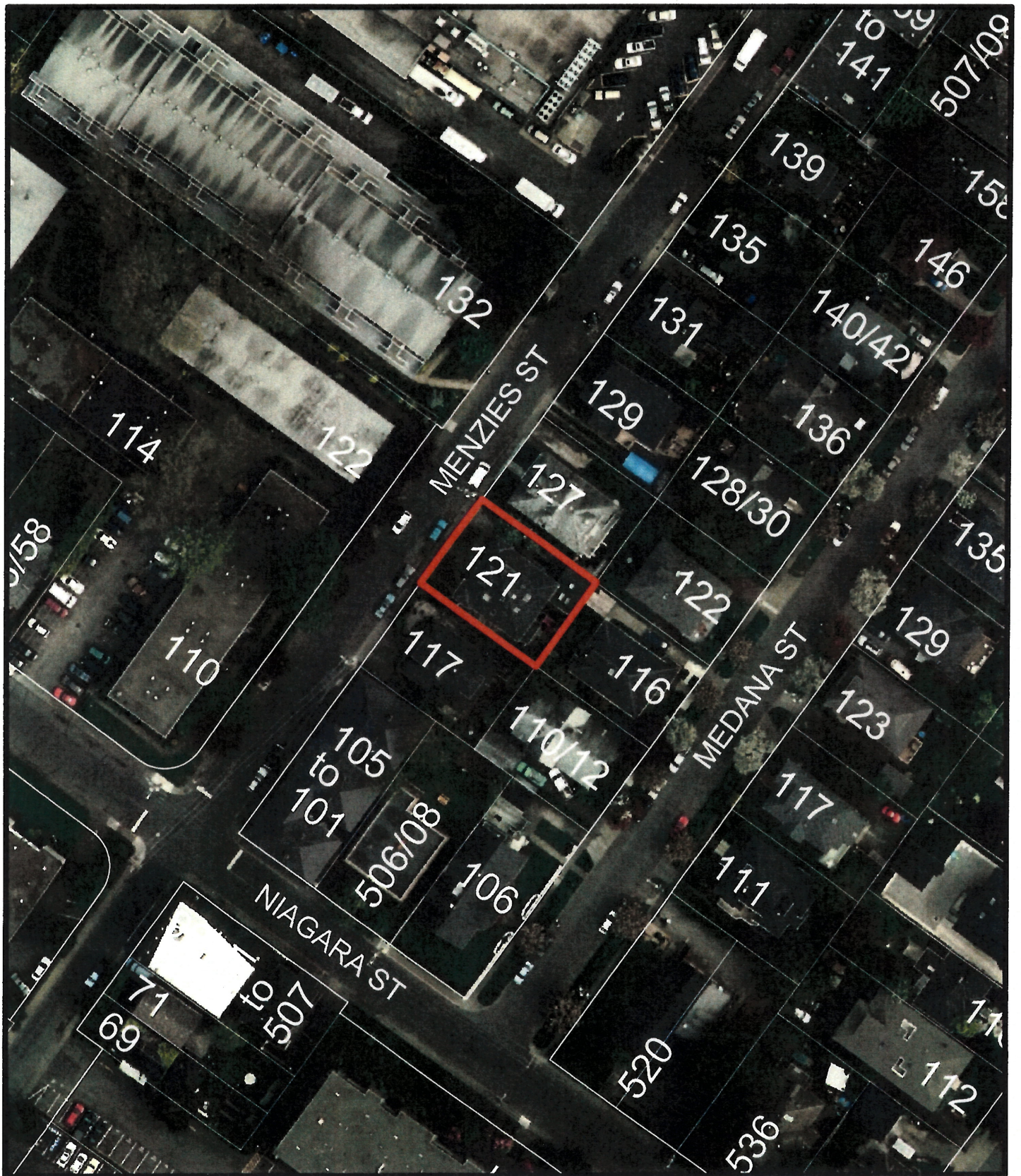
- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped May 25, 2017
- Attachment D: Letter from applicant to Mayor and Council dated April 21, 2017
- Attachment E: Community Association Land Use Committee Comments dated October 21, 2016
- Attachment F: Parking Review dated January 22, 2016.

ATTACHMENT A



121 Menzies Street
Rezoning No.00508





121 Menzies Street
Rezoning No.00508



Rezoning Application Drawings



PID: 008674477

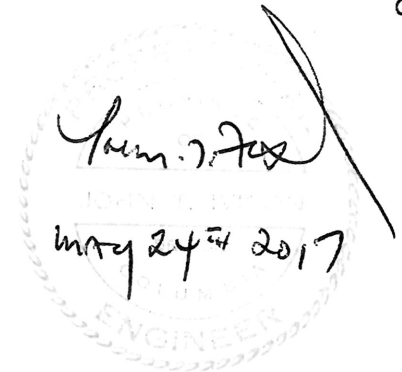
Owner: Gordon D. Osborne

121 Menzies St, Victoria, BC, V8V-2G4

Legal: Lot 27, Section 11 Beckley Farm, Victoria, BC

Plan: 753

ATTACHMENT C



Received
City of Victoria

MAY 25 2017

Planning & Development Department
Community Planning Division


 John Iverson & Associates Ltd. <small>1-778-808-1369 johniverson@johniverson.com</small> <small>John and 2194 W. 9th Ave. Vancouver, B.C. V6K 9P8 Canada</small>	SCALE: <u>1/8"=1'</u> DATE: <u>APRIL 15 2017</u> Approved for use in Construction (Initials) _____	DRAWN: <u>CDM</u> CHECKED: <u>JTI/JAA</u> Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C. Rezoning Application Drawings		Drwg #: C1
	DISK NO. <u>NA</u> FILE No. <u>GDO-001/0814</u>	Issue Date: APR 2017	EDIT VERSION <u>5</u>	

Table of Contents

- C1 - Cover Sheet
- C2 - Table Of Contents
 - Construction Notes
 - Door and Window Schedule
 - Suite Data Information Table
- C3 - Lot Plan - Survey - 2014
 - Project Data Table
- C4 - City to House Site Services

Architectural (APPROVED) 1992 - Drawing

HOUSE

- A1 - Floor Plans - Main / Bsmnt
- A2 - Floor Plans - 2nd / Attic
- A3 - Elevations - West
- A4 - Elevations - East
- A5 - Elevations - North
- A6 - Elevations - South
- A7 - General X Section
- A8 - Concrete FND, FTG's and Walls

Window Schedule

- 20-60" - [1]
- 26-50" - [2]
- 26-56" - [3]
- 30-36" - [4]
- 36-36" - [5]
- 36-56" - [6]
- 40-36" - [7]
- 40-40" - [8]
- 40-50" - [9]
- 60-30" - [10]
- 60-40" - [11]
- 60-50" - [12]
- 20-40" - [13]
- 26-30" - [14]

Door Schedule (Rating)

- 24" std. - [1] 24" Fire 1.0 Hour - [1]
- 28" std. - [2] 28" Fire 1.0 Hour - [2]
- 30" std. - [3] 30" Fire 1.0 Hour - [3]
- 32" std. - [4] 32" Fire 1.0 Hour - [4]
- 34" std. - [5] 34" Fire 1.0 Hour - [5]
- 36" std. - [6] 36" Fire 1.0 Hour - [6]

General Construction Notes

- 1) Building contractor is to Verify all dimensions on site before proceeding
- 2) Measurements on site take precedence over scaling off drawings.
- 3) All concrete is to be a minimum 20 mpa (3000 psi) @ 28 days
- 4) All lintels in load bearing walls to be a minimum 2@2x10 SPF unless otherwise noted.
- 5) All plates on concrete to be rot treated & or be separation isolated upon installation.
- 6) Flush framed members shall be anchored using joist hangers.
- 7) Flash all unprotected openings and changes in materials on exterior walls.
- 8) All grades shown are approximate only.
- 9) All construction to comply with Local, BC and National Building codes as applicable.
- 10) All materials specified are subject to local availability
- 11) Roof Trusses and Manufactured floor members shall be designed by authorized engineer, who shall ensure that lintels, beams and posts over load bearing points are designed to withstand appropriate loads imposed upon them.
- 12) Design snow loads = 35psf (not to be exceeded)
- 13) All structural framing lumber shall be #1 & 2 SPF or better unless noted otherwise.
- 14) Do not use Fingerjoint (FJ) studs under beams, lintels or girders.
- 15) Lot Survey has been completed and construction is to be contained and maintained within dimensions of observed building envelope.

John T. Iverson
 JOHN T. IVESON
 MAY 24 2017
 ENGINEER
 COLUMBIA

Suite Data Information Table

Floor / Suite #	ft 2	m2	Configuration
Bsmnt #8	237.08	22.03	Bachelor w/ Bath
Bsmnt #9	548.70	50.98	1 Bedroom w/ 2 bath Full Kitchen & Dining "Caretaker"
Bsmnt #11	159.15	14.79	Bachelor w/ Bath & Kitchenette
Main Flr #1	256.67	23.85	Bachelor w/ Bath & Kitchen w/ Stg Loft
Main Flr #3	348.49	32.38	1 Bedroom w/ Bath and Kitchen
Main Flr #10	544.34	50.57	2 Bedroom w/ Bath and Kitchen w/ Stg Loft
2nd Floor #4	377.87	35.10	1 Bedroom w/ Bath and Kitchen w/ Stg Loft - 2 Levels
2nd Floor #5	409.24	38.02	1 Bedroom w/ Bath and Kitchen w/ Stg Loft
2nd Floor #6	261.29	24.27	Bachelor w/ Bath and Kitchen w/ Stg Loft
2nd Floor #7	775.99	72.09	1 Bedroom w/ 2 bath and Kitchen w/ Stg Loft - 2 Levels
Bsmnt Office	254.88	23.68	Caretaker / Owner Office space
Totals	4598.29	427.21	Mixed Usage Units

Received
City of Victoria

MAY 25 2017

Planning & Development Department
Community Planning Division

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 Victoria, B.C. V8T 4G6
 Canada

SCALE: 1/8"=1'
 DATE: APRIL 15, 2017
 DRAWN: CDM
 CHECKED: JTI/JAA
 Approved for use in Construction (Initials)
 DISK NO. NA FILE NO. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
 121 Menzies Street, Victoria, B.C.

Table of Contents - Rezoning Dwgs

Issue Date: Jan 2017

EDIT VERSION

Drwg #:

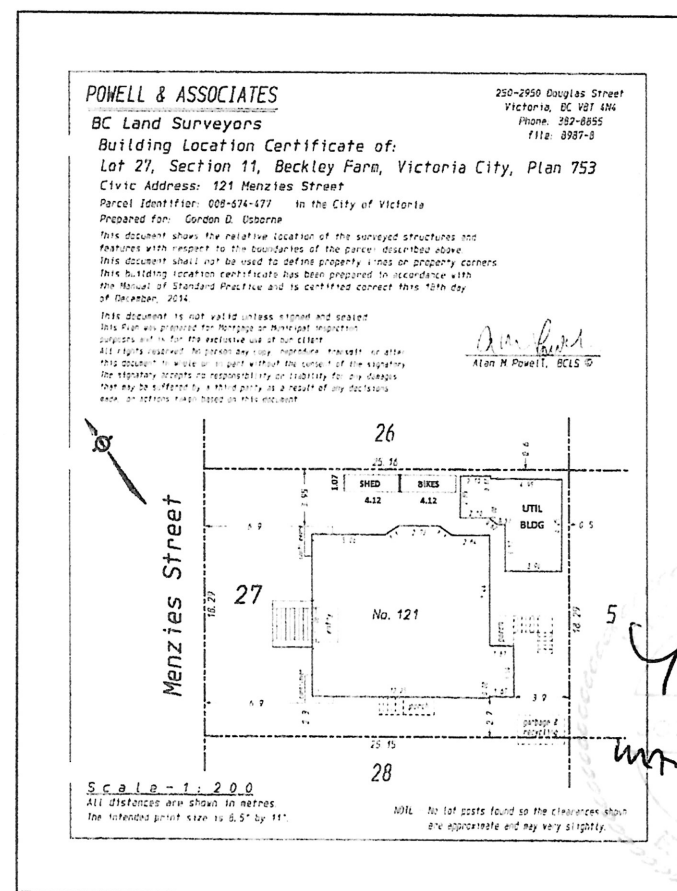
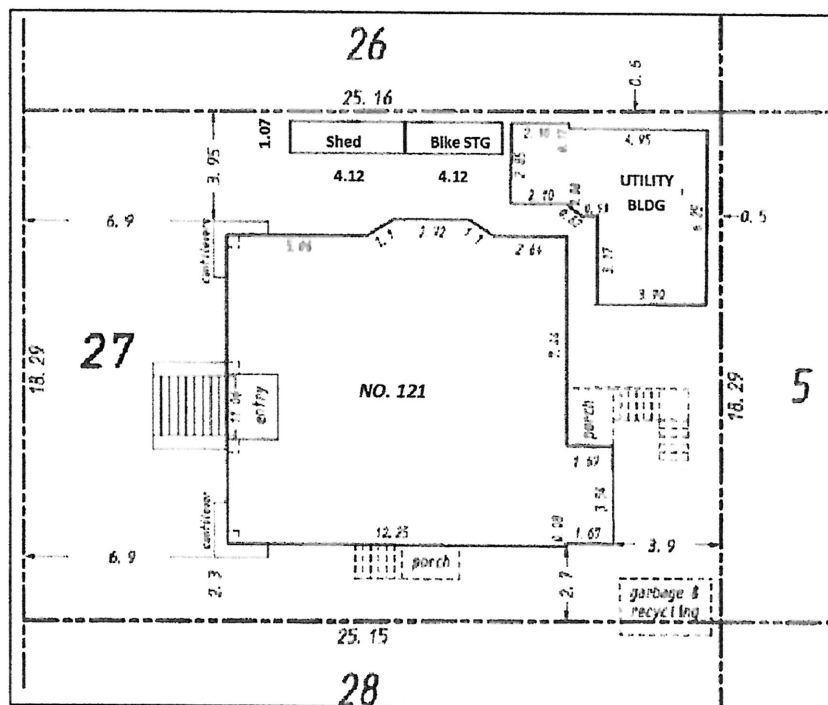
C2

Project Information Data Table	
Zone Existing	R-2 (DP16)
Proposed Zone	New Zone - Site Specific
Site Area	*5028.80 sf (467.19 m ²)
Total Floor Area	*5625.95 sf (522.67 m ²)
Commercial Floor Area	NA
Floor Space Ratio	*1.12
Site Coverage %	42.3
Open Site Space %	*44
Height of Building	39'-11 ³ / ₄ " (12.19m)
Number of Storeys	4
Parking Stalls on Site #	1
Bicycle Parking	*10

Building Setbacks	
Front Yard	24'-3 ¹ / ₄ " (7.40m)
Rear Yard	12'-9 ¹ / ₂ " (3.90m)
Side Yard (North)	11'-9 ³ / ₈ " (3.59m)
Side Yard (South)	9'-2 ¹ / ₄ " (2.80m)
Combined Side Yards	20'-11 ³ / ₈ " (6.39m)

* Denotes Revised Data

Residential Units Details	
Total Number of Units	*10 Mixed Usage
Unit Type	*1 Bdrm / 2 Bdrm / Bachelor
Ground Orientated Units	3
Min Unit Floor Area	*159.15 sf (4.79 m ²)
Residential Floor Area	Refer to Suite Data Table - DWG C2



A Proposed Bike Parking - STG Area

Received
City of Victoria

MAY 25 2017

Planning & Development Department
Community Planning Division

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Island 6251 Thomson Terrace,
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SCALE: 1/8"=1'
DATE: APRIL 15, 2017
DRAWN: CDM
CHECKED: JTI/JMA
Approved for use in
Construction (Initials)
DISK NO. NA FILE No. G00-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.
Site Plan and Data - Rezoning Dwgs

Issue Date: Apr 2017

EDIT VERSION

5

C3

City of Victoria Note:

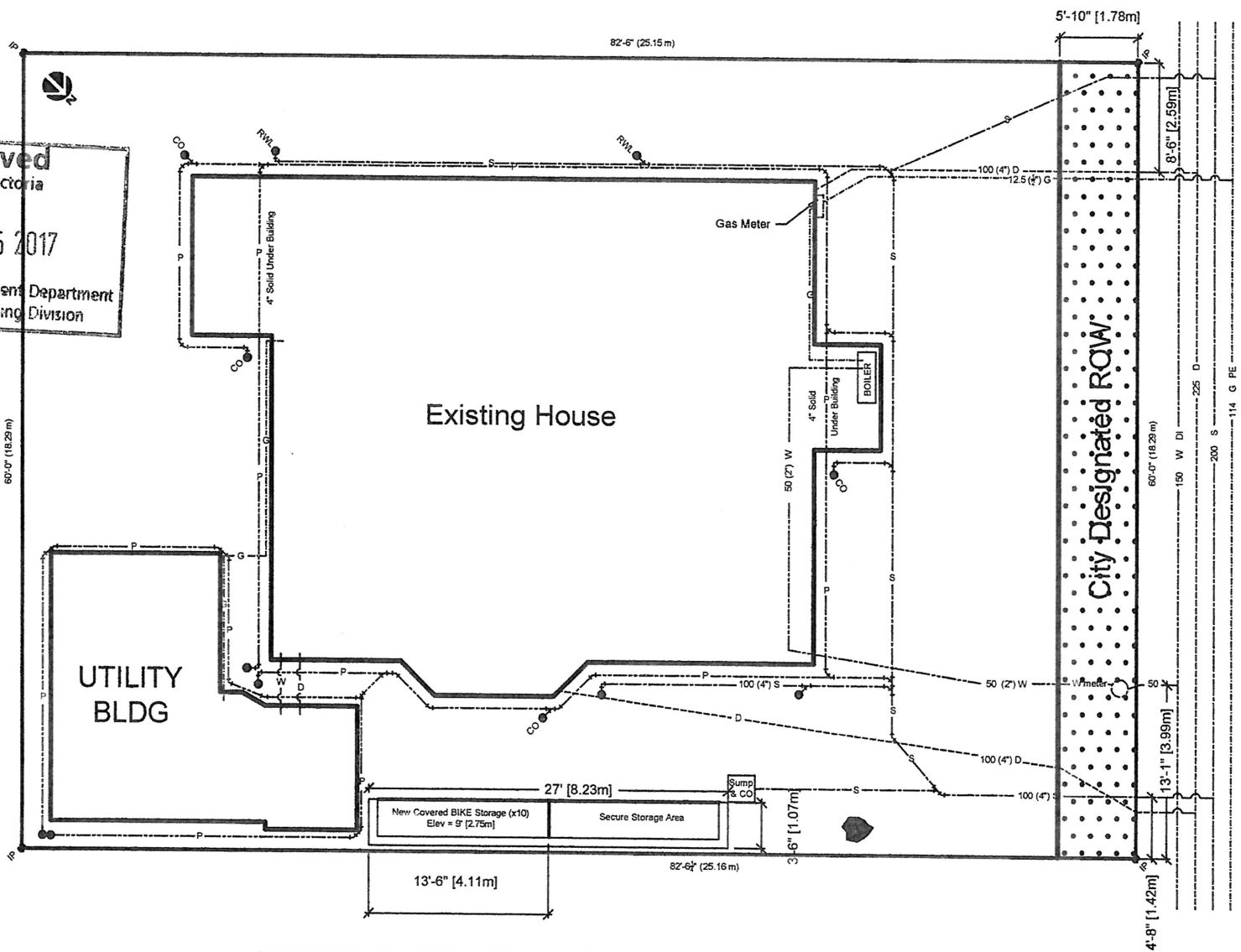
John D. Ivison
May 24th 2017

Menzies Street

LEGEND :

- 4" PVC Street "Y"
- 4" PVC "45°" Elbow
- 4" PVC "90°" Elbow
- Rain Water Leader (RWL) or Clean Out (CO)
- 200 P Domestic Perimeter 4" Solid PVC
- 200 S City Storm - 8" Domestic 4" PVC
- 150 W DI City Water - 6" Domestic 2" PVC
- 114 G PE City Gas - 4.5" Domestic 1/2" Copper
- 225 D City Sanitary - 9" Domestic 4" PVC

Iron Pin (IP)



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City of Victoria

MAY 25 2017

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Community Planning Division

B Site Services

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SCALE: 1/8"=1'
DATE: APRIL 15 2017
APPROVED FOR USE IN CONSTRUCTION (INITIALS)
DISK NO. NA FILE NO. GDO-001/0814

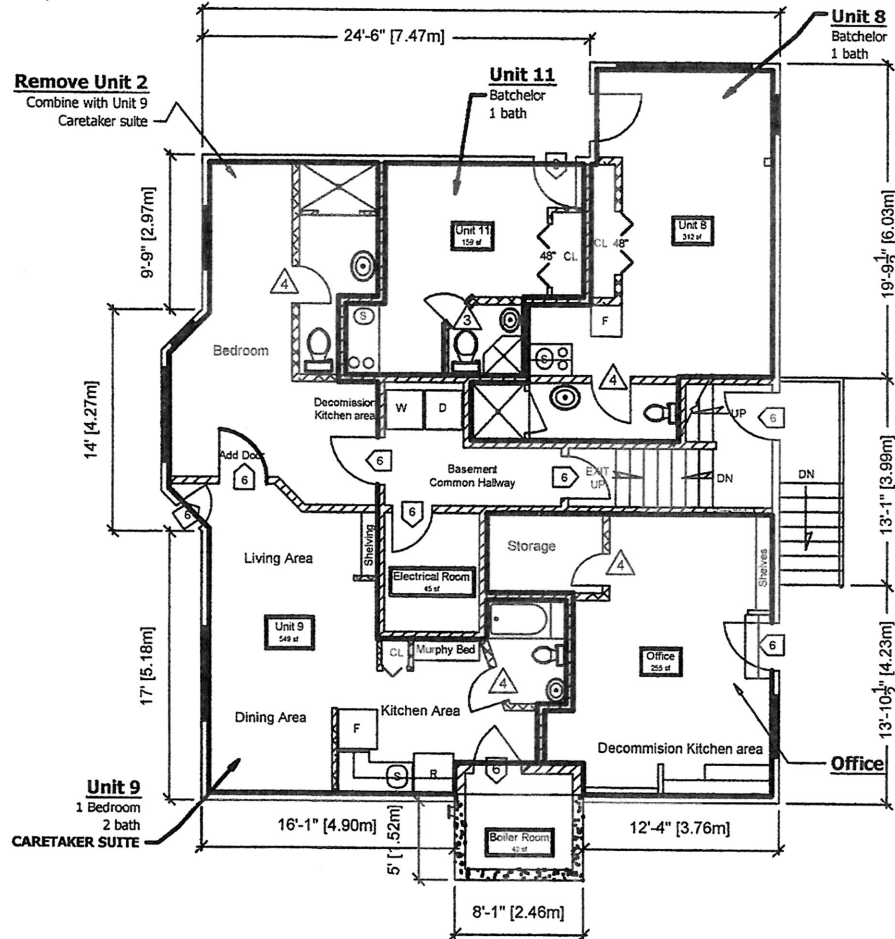
Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.
Site Services - App'd 1992 - Alternate Plan
Issue Date: Apr 2017

EDIT VERSION 5

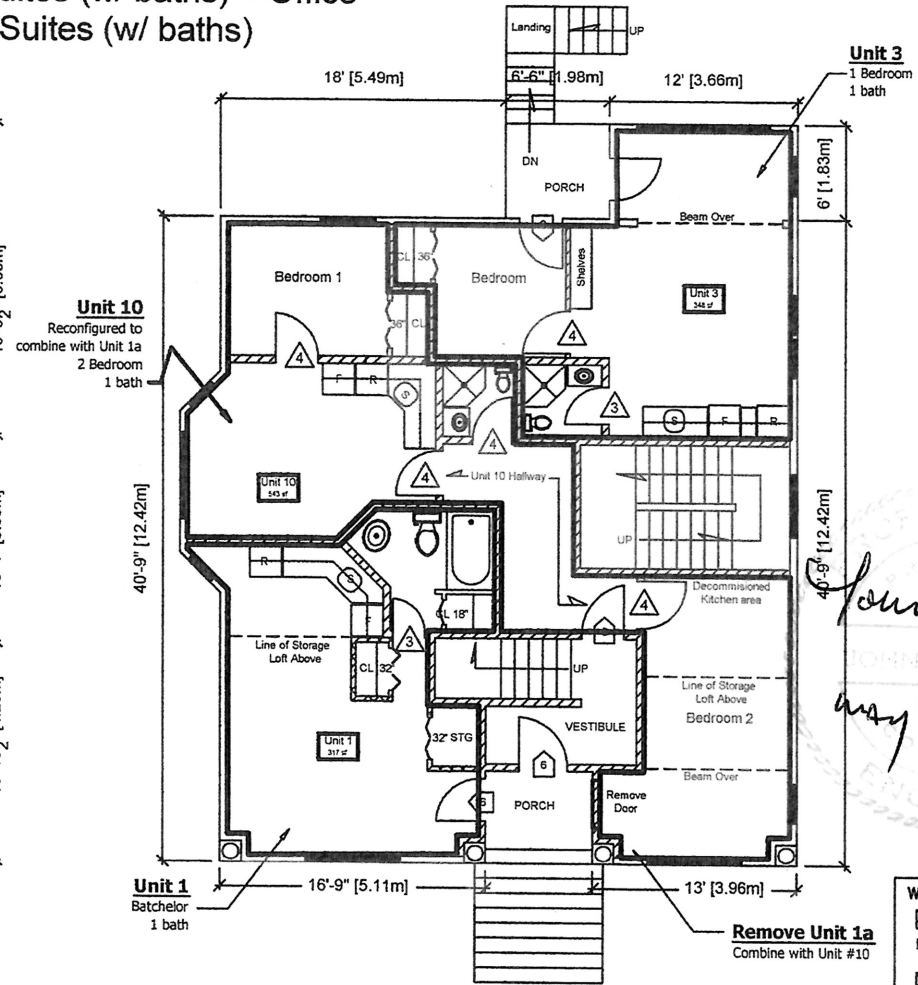
Drwg #:
C4



Basement Floor = 3 Suites (w/ baths) + Office
Main Floor = 3 Suites (w/ baths)



A Basement Floor
1576.45 sf [146.45m²]



B Main Floor
1548.84 sf [143.89m²]

Wall Legend :
Fire Rated Separation
Unrated Interior Partition
Exterior Wall - Existing House Envelope

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City of Victoria

MAY 25 2017

Planning & Development Department
Community Planning Division



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Headland 8251 Thornton Terrace,
Maple Bay, Duncan, B.C.
V9L 6R1

SCALE: 1/8"=1'
DATE: APRIL 15 2017
DRAWN: CDM
CHECKED: JTI/JAA
Approved for use in
Construction (Initials)
DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.
Floor Plans House (Basement /Main)

Issue Date: Apr 2017

EDIT VERSION

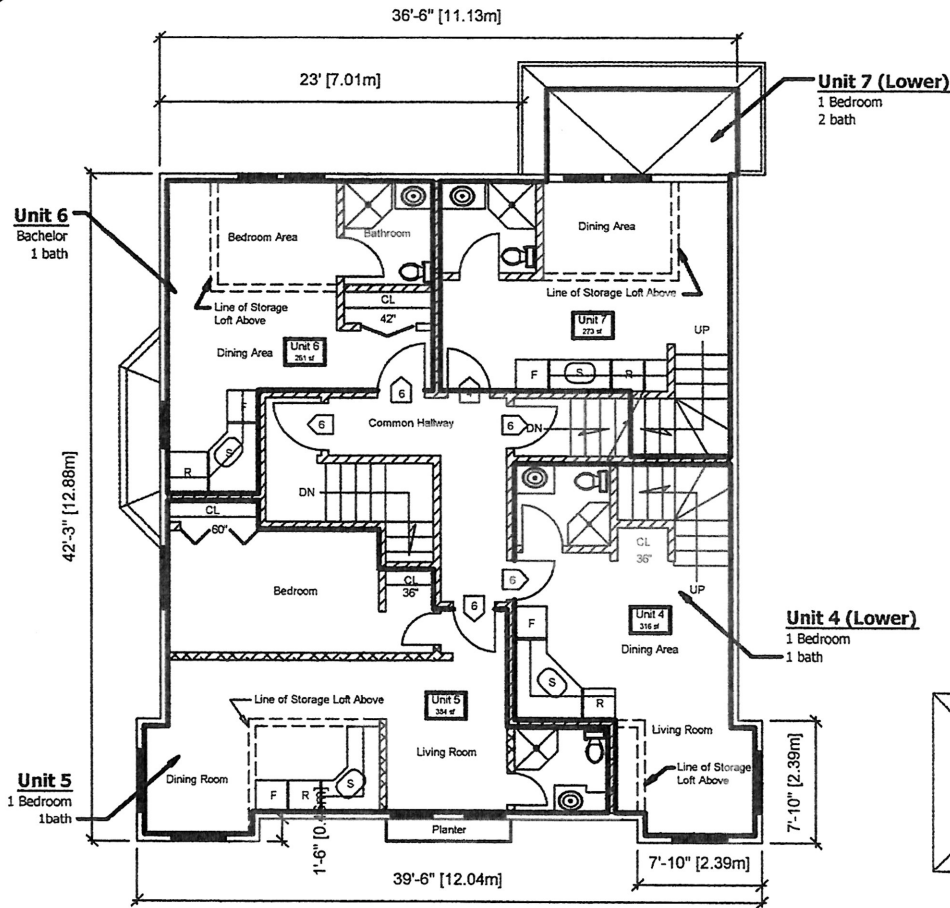
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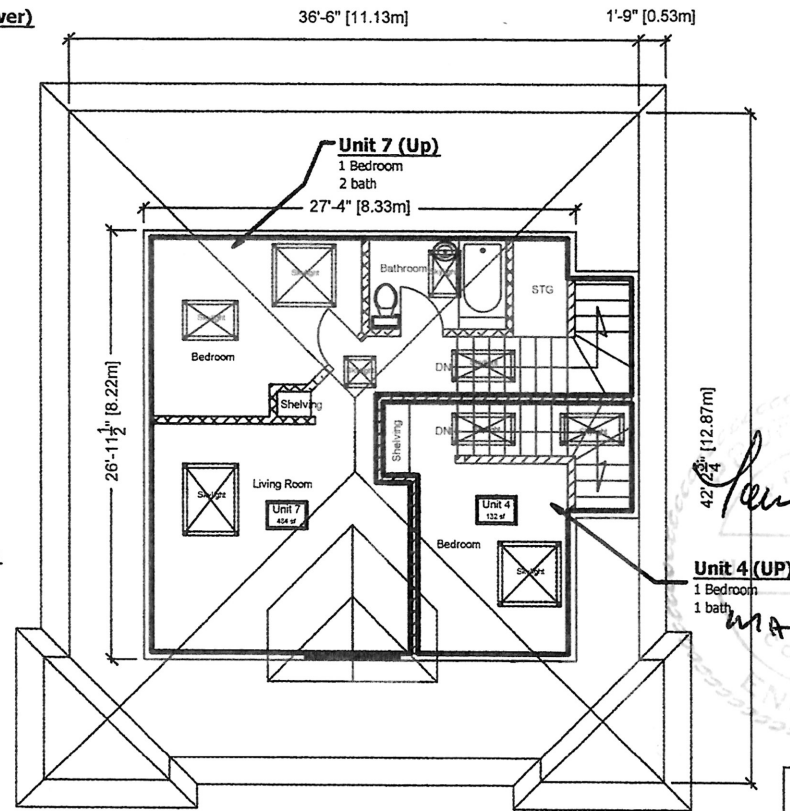
A1



Second Floor = 4 Suites (w/ baths)
Attic Floor = Upper level of existing 2 suites from Second floor (4 & 7)



A Second Floor
1601.87sf [148.82m²]



B Attic Floor
798.98 sf [74.22m²]

Wall Legend :
Fire Rated Separation
Unrated Interior Partition
Exterior Wall - Existing House Envelope

Pen. 7 Jua
May 24th 2017

received
City of Victoria
MAY 25 2017
Planning & Development Department
Community Planning Division

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Canada

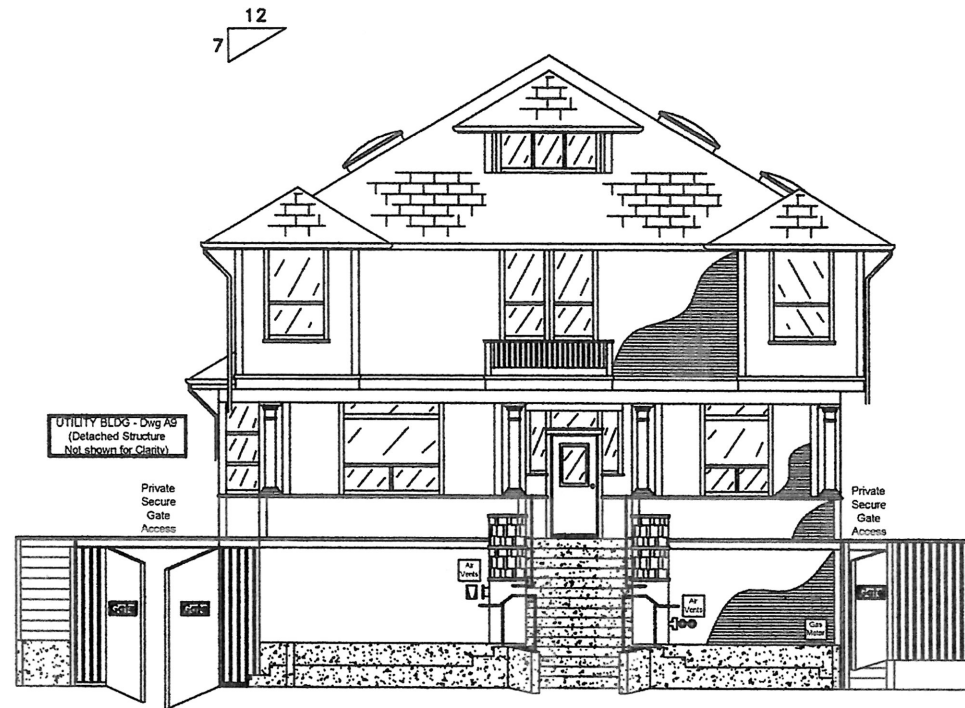
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DATE: APRIL 15, 2017
DRAWN: CDM
CHECKED: JTI/JAA
Approved for use in Construction (Initials)
DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.
Floor Plans House (Second / Attic)
Issue Date: Apr 2017
EDIT VERSION 5

Drwg #:
A2

City of Victoria Note:


Top Of Roof +39'-11 $\frac{3}{4}$ " (12.185m)
 Avg Roof +34'-1 $\frac{3}{8}$ " (10.398m)
 Attic Floor +28'-3" (8.610m)
 Second Floor +19'-6" (5.943m)
 Main Floor +9'-6" (2.895m)
 Patio ~+21" (0.533m)
 Avg Grade 0
 Street ~-15" (-0.381m)



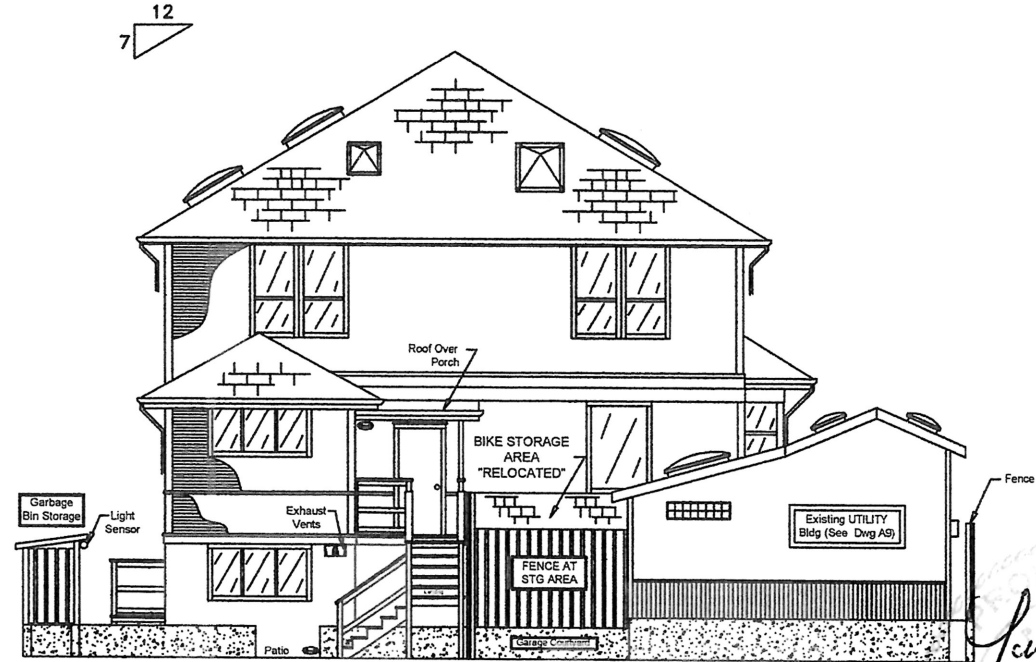
A Elevation - West

John T. Iverson
 May 24th 2017
 JOHN T. IVERSON
 ENGINEER

Received
 City of Victoria
 MAY 25 2017
 Planning & Development Department
 Community Planning Division

 John Iverson & Associates Ltd. 1-778-638-1009 JohnIverson@johniverson.com Mainland 2184 W. 8th Ave., Vancouver, B.C. V6K 1Y8 Canada Island 6251 Thomson Terrace, Maple Bay, Duncan, B.C. V9L 5P1 Canada	SCALE: 1/8"=1' DATE: APRIL 15, 2017 Approved for use in Construction (Initials) _____ DISK NO. NA FILE No. G00-001/0814	DRAWN: CDM CHECKED: JTI/JAA Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C. Elevation West - Rezoning Drawings Issue Date: APR 2017 EDIT VERSION 5	Drwg #: A3

Top Of Roof	+39'-11 $\frac{3}{4}$ " (12.185m)
Avg Roof	+34'-1 $\frac{3}{8}$ " (10.398m)
Attic Floor	+28'-3" (8.610m)
Second Floor	+19'-6" (5.943m)
Main Floor	+9'-6" (2.895m)
Patio	~+21" (0.533m)
Avg Grade	0
Street	~-15" (-0.381m)



A Elevation - East

John I. Ivison
 MAY 24th 2017

Received
 City of Victoria

MAY 25 2017

Planning & Development Department
 Community Planning Division



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 JohnIvison@johnivison.com

Markham 3154 W. 6th Ave.,
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 Canada
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 Maple Bay, Duncan, B.C.
 V9L 6Y1

SCALE: 1/8"=1' DRAWN: CDM
 DATE: APRIL 15, 2017 CHECKED: JTI/JAA
 Approved for use in Construction (Initials) _____
 DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
 121 Menzies Street, Victoria, B.C.
 Elevation East - Rezoning Drawings

Issue Date: APR 2017

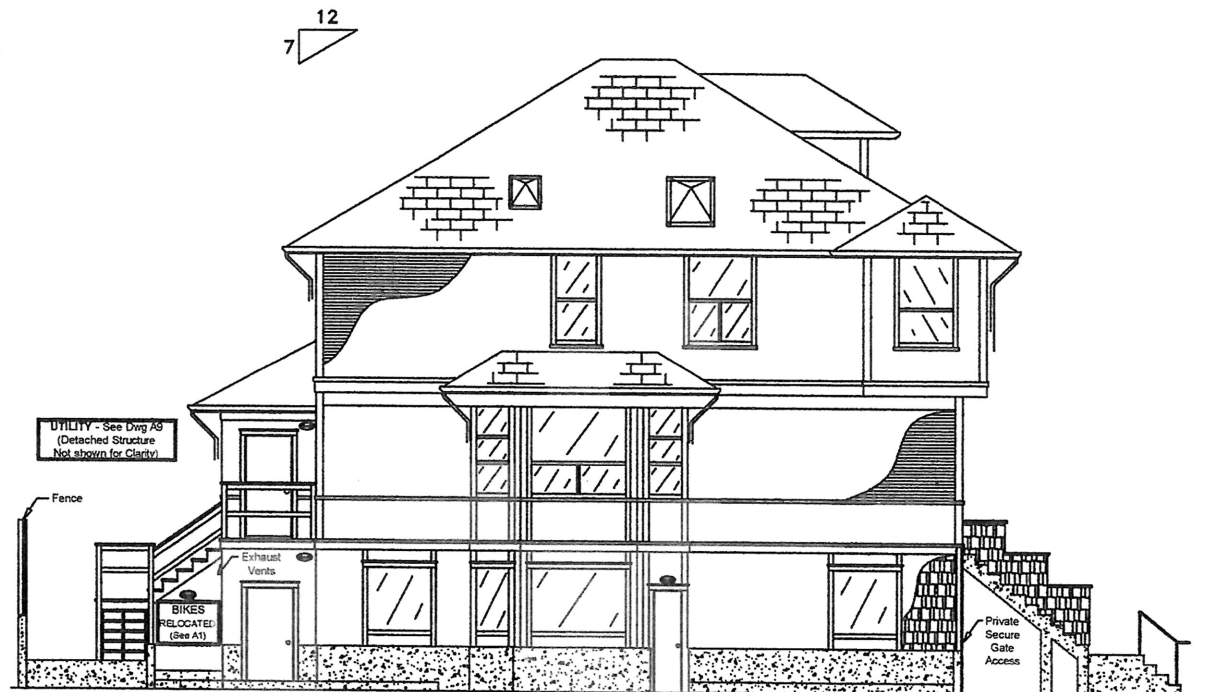
EDIT VERSION

5

Drwg #:

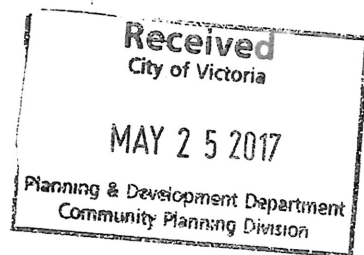
A4


Top Of Roof +39'-11 $\frac{3}{4}$ " (12.185m)
 Avg Roof +34'-1 $\frac{3}{8}$ " (10.398m)
 Attic Floor +28'-3" (8.610m)
 Second Floor +19'-6" (5.943m)
 Main Floor +9'-6" (2.895m)
 Patio ~+21" (0.533m)
 Avg Grade 0
 Street ~-15" (-0.381m)



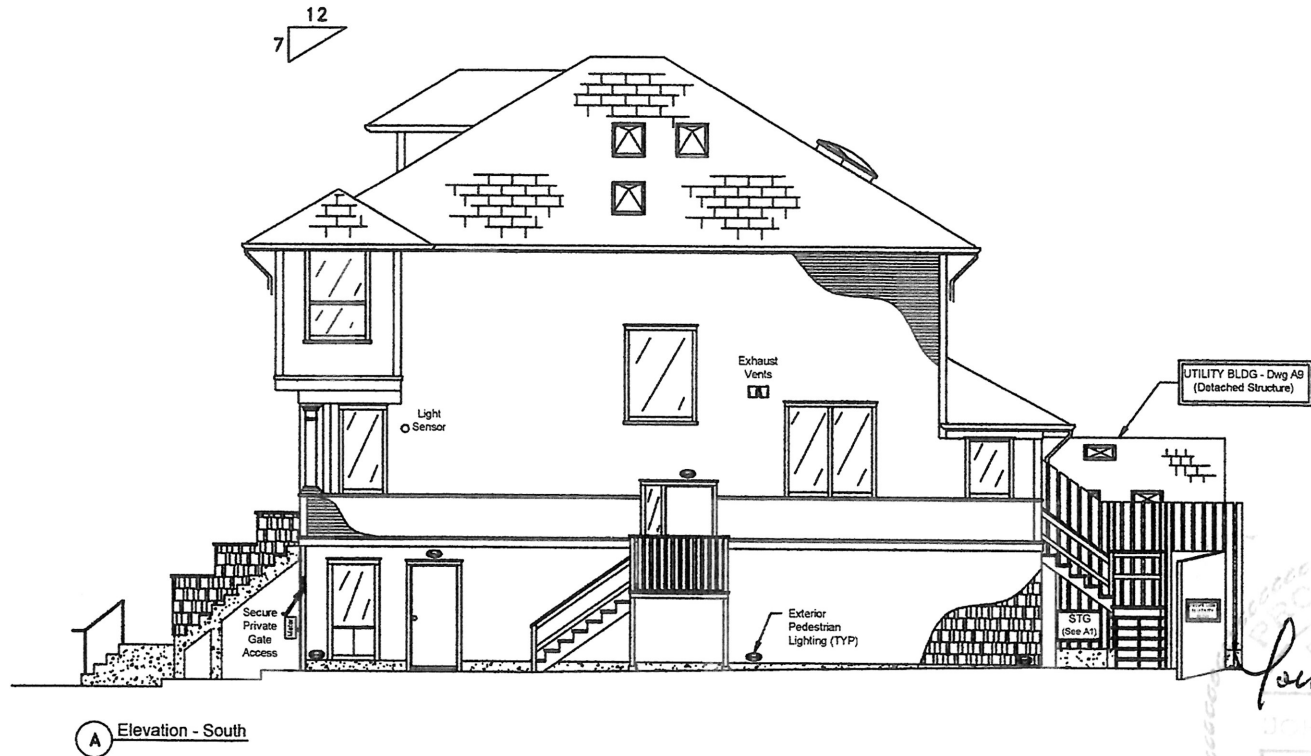
(A) Elevation - North

John Ivison
 MAY 24th 2017



 John Ivison & Associates Ltd. 1-778-888-1909 John.Ivison@johnivison.com Mainland: 3184 W. 5th Ave., Vancouver, B.C. V6K 1X8 Canada Island: 6251 Thomson Terrace, Maple Bay, Duncan, B.C. V9L 5P1	SCALE: 1/8"=1' DATE: APRIL 15, 2017 Approved for use in Construction (Initials) _____ DISK NO. NA FILE No. GDO-001/0814	DRAWN: CDM CHECKED: JTI/JAA Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C. Elevation North - Rezoning Drawings Issue Date: APR 2017 EDIT VERSION 5	Drwg #: A5
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Top Of Roof	+39'-11 $\frac{3}{4}$ " (12.185m)
Avg Roof	+34'-1 $\frac{3}{8}$ " (10.398m)
Attic Floor	+28'-3" (8.610m)
Second Floor	+19'-6" (5.943m)
Main Floor	+9'-6" (2.895m)
Patio	~+21" (0.533m)
Avg Grade	0
Street	~-15" (-0.381m)



A Elevation - South

Received
City of Victoria

MAY 25 2017

Planning & Development Department
Community Planning DivisionJohn Ivson & Associates Ltd.
1-778-508-1009
John.Ivson@johnivson.com

Mainland 3184 W. 6th Ave. Vancouver, B.C. V6K 1X3 Canada	Island 6251 Thomson Terrace Maple Bay, Duncan, B.C. V9L 5P1
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SCALE: 1/8"=1'	DRAWN: CDM
DATE: APRIL 15, 2017	CHECKED: JTI/JIAA
Approved for use in Construction (Initials)	
DISK NO. NA	FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.
Elevation South - Rezoning Drawings

Issue Date: APR 2017

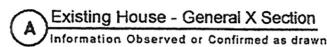
EDIT VERSION

5

Drwg #:

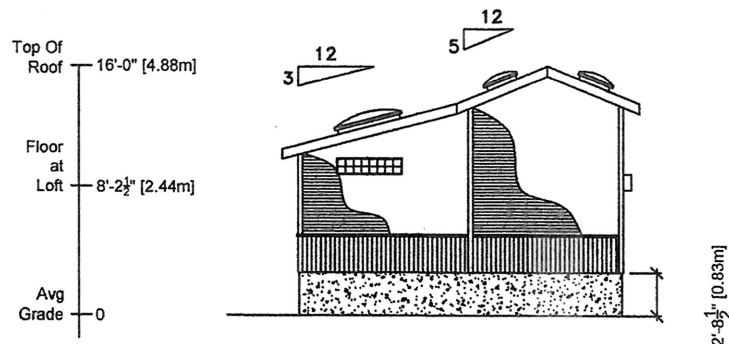
A6

form 7 fuse
may 24th 2017

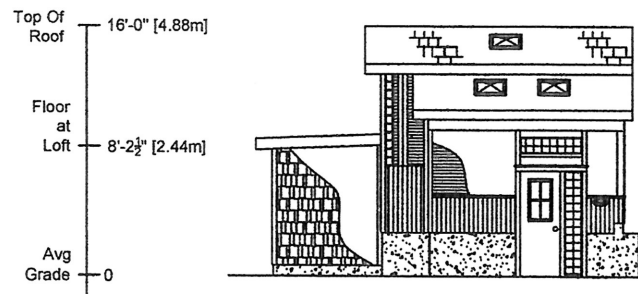


Planning & Development Department
Community Planning Division

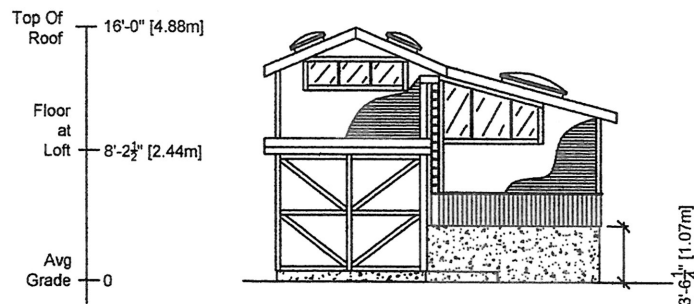
A7



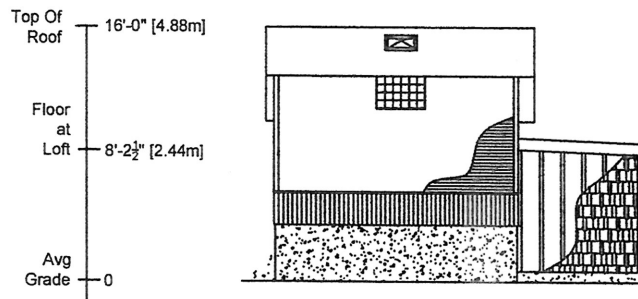
B UTILITY - East Elev
General Representation



D UTILITY - South Elev
General Representation

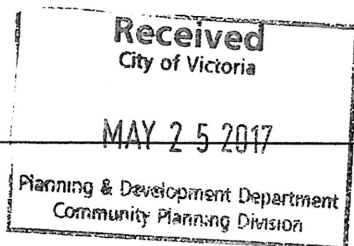



A UTILITY - West Elev
General Representation

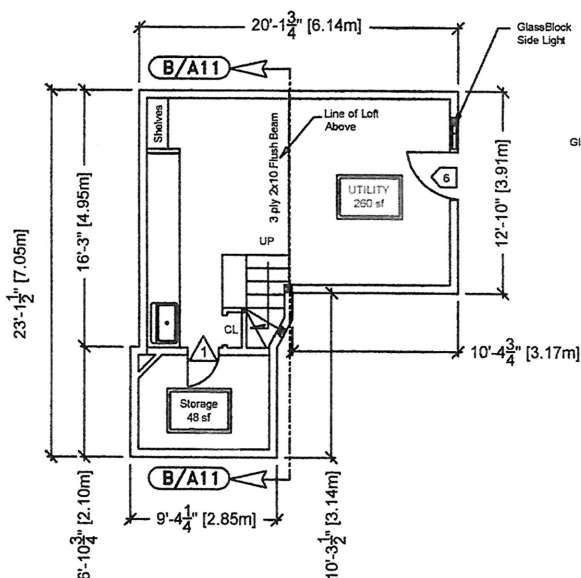


C UTILITY - North Elev
General Representation

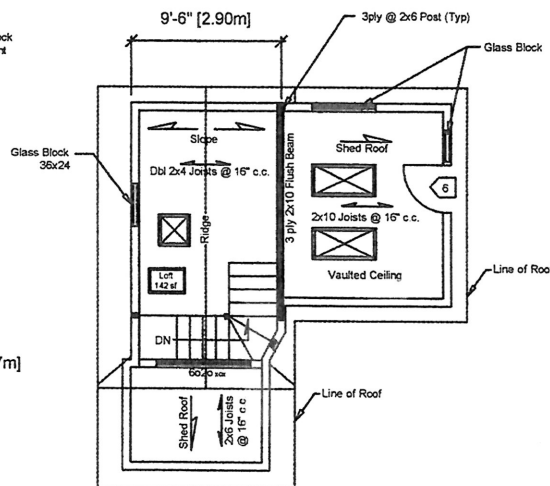
John. 7. 7. 18
may 24th 2017



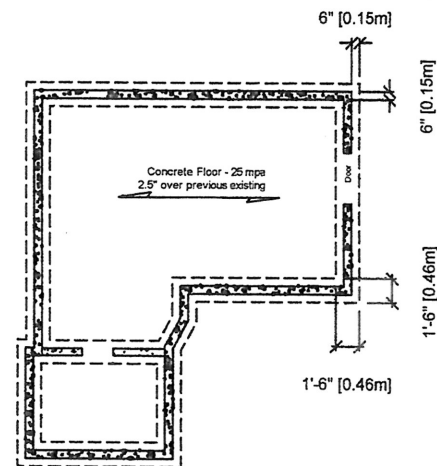
 John Ivison & Associates Ltd. 1-778-698-1909 John.Ivison@johnivison.com Mainland: 3184 W. 5th Ave., Vancouver, B.C. V6K 1G8 Canada Island: 6031 Thomson Trunkway, Maple Bay, Duncan, B.C. V9L 6R1	SCALE: 1/8"=1' DATE: APRIL 15 2017 Approved for use in Construction (Initials) DISK NO. NA FILE No. GDO-001/0814	DRAWN: CDM CHECKED: JTI/JAA Mr. Gordon Osborne (REZONING DRAWINGS) 121 Menzies Street, Victoria, B.C. UTILITY BLDG Elev - Rezoning Dwgs Issue Date: Apr 2017	Drwg #: A9 EDIT VERSION 5



A UTILITY - Floor Plan - Lower Fir
312.94 sf [29.07m²]



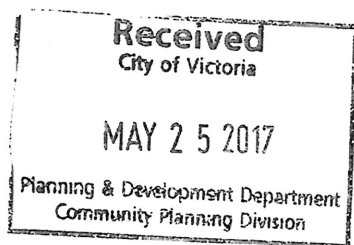
B UTILITY - Fir Plan - Upper Loft
142.33 sf [13.22m²]



C UTILITY - FND Plan

City of Victoria Note:

Jan. 7, 2017
May 24th 2017

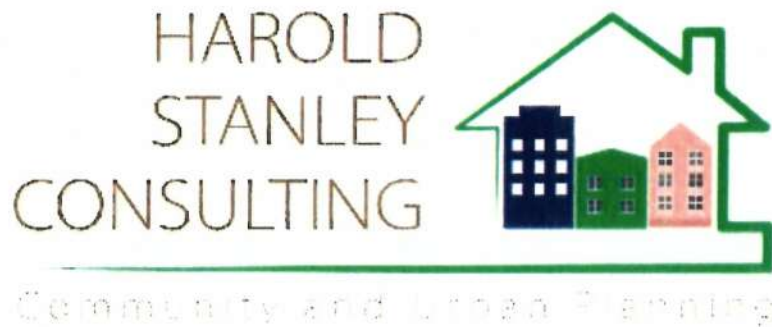


John Ivison & Associates Ltd.
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JohnIvison@johnivison.com
Mainland: 3194 W. 8th Ave., Vancouver, B.C. V6K 1X8 Canada
Island: 8281 Thomson Terrace, Maple Bay, Duncan, B.C. V9L 5R1

SCALE: 1/8"=1'
DATE: APRIL 15, 2017
DRAWN: CDM
CHECKED: JTI/JAA
Approved for use in Construction (Initials)
DISK NO. NA FILE No. GDO-001/0814

Mr. Gordon Osborne (REZONING DRAWINGS)
121 Menzies Street, Victoria, B.C.
UTILITY BLDG - FND - Rezoning Dwgs
Issue Date: Apr 2017
EDIT VERSION 5

Drwg #:
A10



City of Victoria
Sustainable and Community Development
1 Centennial Square
Victoria, BC V8W 1P6

April 21, 2017

RE: Rezoning application for 121 Menzies Street: Lot 27, Section 11, Beckley Farm, Victoria City, Plan 753

The proposal is to rezone the above noted residential property from the current R-2 (two family dwelling district) zone to one that would permit and accommodate 10 self-contained suites with a Floor Space Ratio of 1.19.

In 1992, the owner of the property was issued a Building Permit to renovate the property so as to accommodate 7 light housing keeping units with shared bathrooms. At the time the Building Permit was issued the R-2 zoning still applied to the property.

Subsequent to the issuance of the Building Permit, which was followed by an Occupancy Permit in 1993, the owner did further renovations that increased the number of suites to 14 from 7. Eight of the suites are bachelor suites with baths; 3 are one-bedroom suites with baths (one of which is designated as a caretaker suite); 2 are light housekeeping suites with shared bath; and one is a one-bedroom Garden Suite created through the conversion of an existing exterior garage, for a total of 14 suites. All of the suites, with the exception of the caretaker suite, are rented.

The current development provides much needed all-inclusive affordable rental housing with utilities and internet provided. The unfortunate aspect of this development was that it was undertaken in contravention of the City's Zoning Bylaw (the property is still zoned as R-2 two family dwelling district) and fifty percent of the work was done without permits, inspections and approvals. To try and resolve the situation the applicant retained a team of professionals to fully determine how much of the work complies with the BC Building Code.

John Ivison and Associates Limited was retained as part of the consulting team to assess all aspects of past construction and liaise with City staff. The consultant has subsequently determined that the work done is largely in conformance with the Code with only minor remedial work required. Consequently, fire and life safety/protection is not an issue.

The revised proposal is to reduce the number of suites within the principal building from 13 to 10. All the suites will be all inclusive and self-contained with their own bathrooms. The current Garden Suite will be decommissioned by removing the kitchen and bathroom fixtures. The building will then be converted to an accessory use, likely storage space.

One of the suites will be designated as a caretaker suite while a former suite will be converted to an office for use by the caretaker/owner. The caretaker suite and accompanying office will provide on-site supervision of the tenants and their activities, helping to mitigate any concerns neighbors may have regarding noise and unwanted behavior.

The building, built in 1907, fits in well with existing development on this block of Menzies, particularly its neighbors on the east side of the street which are of a similar age and architecture. The grounds are well landscaped with raised garden beds. The lack of large trees and hedges in the front yard provides unobstructed views of the building and its heritage facade.

The proposed Floor Space Ratio of 1.19 is only slightly higher than that of the two and three storey multi-dwelling buildings across the street in the R3-2 zone, which permits a maximum FSR of 1.0. Although the main subject building was raised as part of the Building Permit issued in 1992, the building's original footprint has not changed.

The existing and proposed development conforms to most of the goals, objectives, policies and guidelines contained in the City's current land use legislation including the Official Community Plan (2008) and the James Bay Neighborhood Plan (1993).

The proposed rezoning adheres to the vision outlined in the City's Official Community Plan for the community of James Bay, specifically the creation of a densely populated mixed-use neighborhood with a Large Urban Village (21.15.1). Compliance with strategic directions include: maintaining a variety of housing types and tenures for a range of age groups and incomes (21.16.1); maintaining an interesting diversity of land uses, housing types and character areas (21.16.3); and enabling the adaptation and renewal of the existing housing stock (21.16.4).

The property is designated Traditional Residential in the OCP and the proposal complies with many of the designation's guidelines. These include house conversions and ground oriented buildings as allowable uses, houses oriented to face the street with variable front and rear yards, on street parking and individual driveways, and density up to an FSR of approximately 1:1. As a house conversion in Development Permit Area 16 (General Form and Character) of the OCP, the proposal is exempt from the requirement of a Development Permit.

The subject property is in close proximity to James Bay Village where development is guided by the Large Urban Village Development Permit Area (DPA 5). James Bay Village is a mixed-use area made up of buildings of a variety of ages, types and forms accommodating commercial and community services, medium to high density housing, and a park. The existing and proposed development of the subject property is a natural complement to the Village.

The proposal adheres to the vision laid out in the James Bay Neighborhood Plan, which includes the preservation of existing community amenities that are of "special historical or community

importance, including existing housing stock and streetscapes”, and the provision of “appropriate and affordable housing that meets the needs of a rich diversity of residents”. The proposal also conforms to the goals and objectives listed under the Housing section of the Plan, including: providing a range of housing opportunities; supporting initiatives that house the elderly, disadvantaged and needy; and retention of significant buildings in the neighborhood.

The proposal offers social benefits to the James Bay community and the City by providing affordable housing in a city with an affordable housing shortage. The proposal fits in well with the intentions of the City's recently approved new Housing Strategy including: the reduction of parking requirements; the removal of minimum dwelling unit size regulations in multi-dwelling residential zones; and zoning that encourages a variety of housing forms including house conversion opportunities. The owner has agreed to keep the suites as rental accommodation in perpetuity should the rezoning be approved.

The property contributes to the neighborhood's unique character, sense of place and human scale, and is recognized by the City as having significant heritage value. The City's Heritage Planners held a meeting with James Bay residents in May of last year to go over a list of James Bay properties they'd like to have designated for their heritage value, which includes the subject property. The property's owner attended the meeting as well as a meeting at City Hall with the Heritage Planners. As a result of these meetings the owner has agreed to have the property designated as a heritage property if the rezoning is approved.

The property, with a number of suites and windows facing the street and no large trees blocking views to the street, provides excellent “eyes on the street” in keeping with CPTED policy. Previous incidents of members of the public using the building's front porch for illegal activities have been resolved with the enclosure of the porch. The provision of a live-in caretaker/building supervisor will provide additional security

With only one parking space on the property there is technically a deficiency of 7 parking spaces based on the proposed 10 dwelling units. In January of last year, the owner retained the services of a transportation consultant to conduct a parking review of the property. The study, done with the current 14 suites, concluded that the few vehicles associated with the building are comfortably accommodated with the existing on street parking and one on-site parking space. There's been only one complaint from neighbours regarding parking, and that was 20 years ago. Turnover of suites has been extremely low and prospective tenants are made aware of the lack of on-site parking.

The property is conducive to a car free lifestyle. The property's location, next to James Bay Village, has a walk score of 84 meaning it is in a very walkable location close to commercial, community and government services as well as amenities such as parks. There is good access to transit with the #3 Beacon Hill/Gonzales route on Menzies Street, in front of the subject property, providing quick access to downtown. The area, with its flat terrain, is good for cycling. The proposal includes storage for 10 bicycles in a secure location accessible to tenants. Cycling and pedestrian infrastructure improvements are planned for Menzies Street and will require a widening of the road right of way. These improvements, and the widened road right of way, have been considered and can be accommodated.

The building has a number of sustainability features. Rainwater from the eaves is collected via drain pipes into a series of rain barrels around the building, keeping rainwater from entering the storm sewers and providing water to the property's landscaping. Recycling and composting is provided for with a well-designed collection system. The collected compost is used to fertilize the property's raised garden beds. Vegetables grown in the gardens are for the use of tenants and neighbours. The suites include high efficiency appliances with low water flow, features which will be retained should the rezoning be approved.

In summary:

- The current development of the property, with 14 dwelling units, has been in place for over 20 years;
- A consultant has determined that the work undertaken, while in contravention of City bylaws, is largely in compliance with the BC Building Code and is safe for occupancy;
- The number of suites will be reduced from 14 to 10, including the decommissioning of the Garden Suite and converting it to an accessory use, likely storage space, to bring the proposal more in line with existing municipal policies;
- A caretaker's suite and adjacent office will provide ongoing security as well as maintenance of the building;
- The proposal contributes and conforms to most of the goals, objectives and policies contained in the OCP and James Bay Neighbourhood Plan as well as the City's new Housing Strategy;
- The property is in a very walkable location with good cycling and transit access, and parking has not been a problem;
- The current development contains a number of sustainability features that will be retained;
- The rezoning will ensure the preservation of a valuable heritage asset and streetscape by having the property heritage designated if the rezoning is successful;
- The property will continue to provide much needed affordable all-inclusive housing through a housing agreement with the City that will ensure the suites on site are rental in perpetuity.

Thank you for your consideration of this matter.

Yours Sincerely;

Harold Stanley M. Env. Design
Community Planning Consultant
Harold Stanley Consulting



James Bay Neighbourhood Association

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

www.jbna.org

October 21st, 2016

Mayor & Council,
City of Victoria

Re: CALUC Community Meeting - 121 Menzies St

The community meeting to consider the proposal at 121 Menzies was held on October 12th (46 attendees). Attached please find an excerpt of the General Meeting minutes regarding the proposal.

A proposal for this property was presented at the April 8, 2015 JBNA meeting. The letter from that meeting is appended. The R-2 building was renovated in 1992 and subsequently given an occupancy permit for seven LHK suites. The owner soon thereafter completed additional renovations, added five others. The current proposal is for 11 units.

All but one meeting participant expressed strong negative responses to the proposal. The question and response period was quite extensive with further explanation and additional similar comments to the further points raised. The minutes capture some of these comments.

The one positive comment suggested that the units would be "affordable" and therefore the proposal should be supported.

The negative responses focused on the disrespect for the process and the precedent the proposal would set. This train of thought was expressed a few times, more so after the proponent said there are others in the neighbourhood who have done the same thing, meaning created suites beyond permissive zoning.

For your consideration,

Marg Gardiner,
President, JBNA
CALUC Co-Chair

Cc: Harold Stanley
CoV Planning

EXCERPT from JBNA October 12th, 2016 Minutes

JAMES BAY NEIGHBOURHOOD ASSOCIATION

MINUTES - General Meeting October 12th, 2016 – 46 present

7. CALUC: 121 Menzies

Harold Stanley, Planning Consultant,
Charles Miller, Engineering Technologist, Duncan Valley Designs
John Ivison, John Ivison & Associates

Marg Gardiner reported on the Development Review Committee (DRC) pre-meetings:

On July 4th and September 12th JBNA Committee members, Tim VanAlstine, Wayne Shillington, and Marg Gardiner met with the proponents. Trevor Moat was at the July meeting and Tim Sommer at the September Meeting.

A proposal for this property was presented at the April 8, 2015 JBNA meeting. The letter from that meeting will be appended to the letter from this meeting as the issues remain.

The R-2 building was renovated in 1992 and subsequently given an occupancy permit for seven LHK suites. The owner soon thereafter completed additional renovations, added five more suites in the building and then converted a garage to stand-alone accommodation. With changes, there were 13or14 rental suites. The added suites were constructed without City permits or approval.

Since that time, the proponent has had consultations with the City and reworked the interior configuration and is now proposing 11 units.

At the pre-meetings, the items suggested to be contentious remained:

- 1) the precedent it might set and the message to other landowners who could make similar unapproved renovations or that this would set a precedent for the level of density and type of renovation permitted in the community.*
- 2) the parking shortfall which further frustrates residents who are searching for parking near 5-corners and especially Thrifty Foods.*

Community Meeting presentation:

John Ivison . . building constructed in 1906 was originally single family R-2 zoning. Owner G Osborne purchased in 1992. 1992 restoration started; house raised, windows/doors replaced, painting, roof and gutters. Interior changes 7 light housekeeping suites, 7 kitchenettes, 4 common washrooms. Additional work took place which increased units to 14, this was done without permit. Only 1 parking space. The current proposal has no plans to provide additional parking based on parking study. Has a secured area for bikes.

Questions/comments:

Q/A opportunity given to those proposal live within 100m of 121 Menzies, followed by invitation to any resident. (addresses not captured for all speakers)

C: resident – the approval of zoning for 7 units should never have been exceeded

C: Lewis St resident – take offense when you state there are other buildings which have suites greater than permitted and only reason you are here is that it was “*just the one found out*”. This insults those who follow the system and create suites legitimately.

Q: Lewis St - want 11 suites, an office, garden suite are they included in the 11

A: Yes

Q: What is rent range and suite size range

A: range of rent \$330 and \$1000 monthly. Currently 250 sqft, with reduction from 14 to 11 suites range will be 287 to 780 sqft

C – takes great exception to how this has been presented. Defies all zoning requirements. Crams in units.

Q: How many tenants currently in residence

A: 7

C: 17 yr resident, appreciates issue of affordability, worth supporting. 11 units not to be sneered at.

C: Don't support it -flies in face of by-laws, permits, what's the point of other community members following rezoning regulations if people flaunt regulations. Sets a bad precedent. Has had 24 yrs of revenue from the illegal suites. Restore back to original 7 suites. Proponent is trying to pull on heart-strings to rationalise his circumvention of bylaws. Others have followed the rules, and it cost them a lot.

Q: What are alternatives.

A: will have to restore back to original 7 units.

C: 1992 entitled to 7 suites – compromise 11 suites – need to go back to 7 suites. Currently occupied by 7 renters. No one would be displaced.

Q: if reduced to 7 suites won't be as affordable?

A: Yes, would have to revert back to light-housekeeping suites no individual bathrooms would be shared. That is the term of the covenant which was entered into – if proposal does not succeed then must revert.



James Bay Neighbourhood Association

234 Menzies St
Victoria, B.C.
V8V 2G7

www.jbna.org

April 20th 2015

Mayor and Council
#1 Centennial Sq.
Victoria BC

Re: Development Re-zoning: 121 Menzies from 7 to 13 units

Mayor and Council:

A proposal related to an application to re-zone a multi-unit building located at 121 Menzies Street was presented at the April 8, 2015 meeting of the James Bay Neighbourhood Association (JBNA). Approximately 80 people attended the meeting.

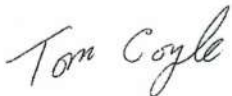
The presentation focussed on the fact that the building had been renovated in 1992 and subsequently given an occupancy permit for seven suites. The owner soon thereafter completed additional renovations, added five more suites in the building and converted a garage to stand-alone accommodation, bringing the total to thirteen rental suites. The owner acknowledges that the six added suites were constructed without City permits or approval. The owner now is requesting that the building "stays AS IS and modify the zoning to reflect the structure."

Re-zoning proposals frequently elicit strong reactions from residents in the immediate vicinity. This particular proposal brought forth comments from people who live in many different parts of James Bay.

In summary, there were those who thought that there is a need for small, affordable rental accommodation. Others stated that the exterior of the building and the lot were well-maintained and in keeping with the heritage look of James Bay and still others were not concerned about there being only a single parking space for the thirteen units. On the other hand, there were those who questioned whether all construction had been done to code and whether all suites were safe for tenants.

Some speakers were frustrated that they had met City standards, incurred permit costs and paid increased property taxes after renovating their property while this landlord had not. There were those who were concerned that approval of this application would be seen as either condoning the owner's actions and thus send a signal that other landowners could make similar unapproved renovations or that this would set a precedent for the level of density and type of renovation permitted in the community.

I have included below the minutes of our April 8th Neighbourhood Association meeting that relate to this rezoning application and a letter I received from a resident who could not attend this meeting.

Yours truly,

CALUC Chair, JBNA

JBNA CALUC - 121 Menzies

April 8th Meeting minutes

Development Re-zoning: 121 Menzies from 7 to 13 units

Charles Miller, Duncan Valley Designs, presenter
Richard Skene, Architectural Securities Inc,
Gordon Osborne, Owner
John Ivison, Structural Eng Alex Apotoli, P. Eng

A multi-unit apt since 1992, density from 7 units to 13. Building build in 1906, single family R2 zoning, owed by Mr. Osborne since 1992. Currently zoned for 7 suites, was over the current R2 zoning but City rezoned to permit 7 LHK suites in 1992. Renovated the house and raised 2 ft. for legal basement. Extensive restoration of exterior and interior in 1992. Likely 7 units in place when inspected. However, additional suites constructed around same time: Unauthorized construction.

Now requesting modified zoning for 12 suite and 1 garden suite, with 4 additional suite in basement, 1 additional suite on main floor, and the garden suite – garage conversion.

Only 1 parking spot for building – garden suite tenant has this spot. 2 other people in apt who own cars of 13 suites. Building has secure bike location.

Q/A:

Q – Superior St resident who is also a landlord – questions regarding permits, was plumbing done with professionals, electricians etc.

A – Yes for original 7 suites, not conforming for additional suites that's why requesting rezoning. Had over-built (pipes etc) in 1992 so plumbing conformed to code.

Q – Superior Cont'd – As a landlord, one of the houses I manage has a larger footprint than the whole Menzies property and would not consider 13 units for it. This proposal is not supportable.

C - Pilot St resident – I've gone through the rezoning process, followed what was required. You are asking the community to support the rezoning. For 22 years you have benefited from 5 illegal suites and you're asking for forgiveness because you are now making it right. This is not acceptable, the building should be reverted back to the 7 suites that were allowed by the city in 1992. These actions are not acceptable.

C – Simcoe resident – support affordable housing, states tenants are safe

C – Montreal St resident – do I as a single dwelling owner get to do this? Not likely. You've done this before – this is not supportable.

C - San Jose resident – walks past building, likes it, collecting of rain water, clean, no garbage, building a good citizen for street.

Q – Menzie St resident – going through process today are you up to today's standards? You state you can't meet, are you asking for relax of requirements?

A – Want to present an alternate process for today's standards

Q – Kingston St – if city doesn't approve request does the building revert back to 7 units?

A – Reserves right to answer at this time – wants to bring back into standards.

C – You might be a good landlord and your tenants might be good; but the zoning stays with the building and this is too much for this site.

C – Residents may be good citizens, that's all laudable, but 22 years of benefit by the owner, don't know that the owner has been a good citizen.

A – Not here to condone Mr Osborne's conduct, states he was heavily fined by hydro, here trying to rectify situations

Q – What was the original parking requirement for the 7 units?

A – 7 units required 3 parking stalls, currently only 1 parking stall for the

Q – Parking requirement in 1992 was 3 – was garage used as a garage

A – Garage was used as a garage prior to conversion in 1992.

C – So from the beginning you never intended to comply with parking. The garden unit should revert to parking as additional parking is needed..

C – Resident - St James St project was turned down due to parking, I don't believe that a stall is always needed for every resident; but more is needed than being proposed. With the St James proposal the City insisted on a car share requirement, if the City unwisely proceeds with this proposal, there should be a requirement for a couple of car shares spots right there. C – Have major concern for this application as will open floodgates, can't support this.

C – Why is it not possible to consider something less than 13 units?

A – Want to legalize those existing since 1992

Q – Is there egress for all existing suites?

A – All suites have egress

C – Wrong approach taken, my concern what happens when property is sold, what if the next owner isn't as responsible as the current?

A – Can't answer at this time until know what city will do?

C – The rezoning application should be looked at as though the property was Greenfield. If that were the case, what would be permitted.

Q – What about water, plumbing?

A – Already up to code for 13 suites since 1992.

C – For the 7 units was there an occupancy inspection?

A – Yes, all plumbing was roughed in in 1992, and electrical but due to finances the 6 extras suites weren't done.

A – Was approved for occupancy in 1992.

C – Very concerned about the precedence this will set and subsequent owners, put city and this community in a very difficult situation.

Q – Was building up to code in 1992?

A – Yes

Q – What have you done since then? Current codes

A – Met and have gone beyond what is required as of 2012, need to find out from city what can and can't be relaxed.

Q – Are they up to 2012 codes?

A – Have just touched surface of 2012 codes and are reviewing with city.

C – Medana St res – until a week ago didn't know how many people lived in building – support.

Letter from resident on Medana St.

To: Tom Coyle,

I oppose the rezoning of this property to allow 12 units plus a Garden Suite even though this use has been illegally in place for some years. The zoning does not allow this and the fact the property has had so many units for so long does not make it right. The neighbouring house to the north also contains more units than the zoning allows. Parking problems spill over onto neighbouring streets as there is not enough parking on Menzies Street. Thirteen units is excessive for a zoning meant for two units, but permitted to have seven. The small size of the multiple units contributes to more neighbourhood/tenant turnover which affects the character of the neighbourhood.

Even though this is to be a site specific bylaw, a precedent will be set. I am unable to attend the Community Meeting due to a schedule conflict.

ATTACHMENT F



#201, 791 Goldstream Ave
Victoria, BC V9B 2X5
T 250.388.9877
F 250.388.9879
wattconsultinggroup.com
blvdgroup.ca

Tinney & Associates
568 Victoria Avenue
Victoria BC V8S 4M6

January 22 2016
Our File: 1933

Attn: Roger Tinney

RE: 121 Menzies Street Parking Review

Boulevard Transportation, a division of Watt Consulting Group was retained by Tinney & Associates to undertake a parking review for the residential building at 121 Menzies Street in the City of Victoria. This high level review provides an informed professional opinion regarding parking supply and demand.

1.0 EXISTING BUILDING

The site is located at 121 Menzies Street in the City of Victoria. See **Map 1**. The site was converted into seven light house-keeping units approximately 20 years ago, and has since changed unit types and configuration which requires a rezoning process.

There are a total of 14 units with a mix of bachelor, studio, and one-bedroom units, and range from 134 sq.ft. to 484 sq.ft. Two of the units share a bathroom, the rest are self contained.

There is one off-street parking space and 12 bicycle parking spaces.

2.0 PARKING REQUIREMENT

The site is located in the R-2 Zone: Two Family Dwelling District which requires parking per the City of Victoria's Zoning Bylaw, "Schedule C". See **Table 1**. Total required parking for the site is 18 spaces.

TABLE 1. PARKING REQUIREMENT

Unit Type	# of Units	Parking Requirement	Applied to the Site
Light House Keeping Units	2	Buildings converted to housekeeping units	1 space for the first unit + 0.5 space for every unit over 1
Bachelor / One-Bedroom Units	12	Multiple Dwellings located in zones other than R3-1 and R3-2	1.3 spaces / unit
Total Required Parking			18

GREAT!

MAP 1. SUBJECT SITE



3.0 RESIDENT PARKING DEMAND

Existing Site

The site has an existing vehicle ownership of 5 vehicles¹, a demand rate of 0.36 vehicles per unit. The parking space on site is currently being utilized by visitors or maintenance vehicles; residents currently park on-street. Residents regularly utilize bike parking and it is typically seen at high occupancy.

Representative Sites

Resident parking demand has been estimated based on vehicle ownership information obtained from previous studies. Sites shown in **Table 2** are located on the periphery of downtown and are market rental apartments which are expected to exhibit similar parking demand to the subject site. Average vehicle ownership among sites is 0.37 vehicles per unit and ranges from 0.19 vehicles per unit to 0.56 vehicles per unit. The average vehicle ownership rate applied to the subject site suggests residents will own five vehicles; supporting the existing parking demand.

¹ Information obtained on January 8 2015 from building landlord

TABLE 2. SUMMARY OF VEHICLE OWNERSHIP AT REPRESENTATIVE SITES²

Location	Units	Owned Vehicles	Demand Rate (vehicles/unit)
1118 Balmoral Road	24	10	0.42
1635 Cook Street	70	26	0.37
2549 Dowler Place	16	9	0.56
1110 Queens Avenue	16	3	0.19
2136 Ridge Road	32	12	0.38
1039 View Street	160	32	0.20
1147 View Street	22	10	0.45
2523 Wark Street	16	8	0.50
1158 Yates Street	18	4	0.22
Average			0.37

The subject site consists of small units. The sites surveyed were typical rental apartment sites, but not necessarily small units. Smaller units tend to exhibit lower parking demand because of the fewer number of occupants and/or lower income residents.

4.0 VISITOR PARKING DEMAND

Visitor parking demand rates have been demonstrated in the range of 0.05-0.07 vehicles per unit for multi-family residential³. Using a conservative estimate of 0.1 vehicles per unit, visitor parking demand is expected to be 1 vehicle.

5.0 ON-STREET PARKING CONDITIONS

On-street parking utilization was observed in the area surrounding the site, including Menzies Street, Niagara Street and Simcoe Street. See **Map 2**. Observations were conducted over two periods to understand on-street parking conditions during weekday PM and weekend daytime; when resident demand is highest.

Residents of the site currently park on-street and it is assumed were accounted for in observations. The likeliest location residents seek parking is Menzies Street adjacent the site in the residential parking only area, which was seen at 88% occupancy with three spaces unoccupied. Total parking was observed at 70% occupancy with 24 spaces unoccupied. Parking that is available to residents was observed at 72% occupancy with 21 spaces unoccupied. Generally, parking is available within a one-block radius of the site.

² Data was obtained from ICBC as of September 30, 2013

³ Based on observations of visitor parking demand conducted in 2015 for two studies of multi-family residential sites (one adjacent downtown Victoria, the other in Langford) and findings from the 2012 *Metro Vancouver Apartment Parking Study* (Table 31, pg50) available at: www.metrovancouver.org/services/regional-planning/PlanningPublications/Apartment_Parking_Study_TechnicalReport.pdf

TABLE 3. SUMMARY OF ON-STREET PARKING CONDITIONS

Street	Restrictions	Parking Supply (spaces)	Vehicles Observed	
			Sun. Jan. 10 @ 2pm	Thurs. Jan. 14 @ 9pm
Menzies St	Simcoe St – Niagara St (E)	1 hr, 8am-6pm, Mon-Fri	3	1
	Res Parking Only	24	21	20
	Simcoe St – Niagara St (W)	No Parking	-	-
	Croft St – Menzies St (N)	Res Parking Only	6	7
Niagara St	2 hr, 8am-6pm, Mon-Fri	3	2	2
	2 Hr, 8am-6pm, Mon-Fri	6	2	4
	Croft St – Menzies St (S)	Pass. Loading Zone	0	0
	Res. Parking Only	11	7	8
	Menzies St – Medana St (N)	No Parking	-	-
	Menzies St – Medana St (S)	2 Hr, 8am-6pm, Mon-Fri	3	3
Simcoe St	Croft St – Menzies St (N)	1 Hr, 8am-6pm, Mon-Fri	4	2
	Pass. Loading Zone	1	0	1
	Croft St – Menzies St (S)	Comm. Loading Zone	1	0
	1 Hr, 8am-6pm, Mon-Fri	4	4	2
	Menzies St – Medana St (N)	No Parking	-	-
	Menzies St – Medana St (S)	Res. Parking Only	5	5
Total		79	54	55

MAP 2. SUMMARY OF ON-STREET PARKING SUPPLY AND RESTRICTIONS



GREAT!

6.0 SUMMARY

Site parking demand is six vehicles (five resident and one visitor) and is not accommodated on site. Site demand is already incorporated into on-street parking demand; suggesting that on-street parking supplies accommodate demand. There is no expected additional parking demand associated with the site.

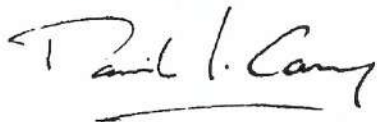
Please do not hesitate to contact the undersigned if you have comments or questions.

Sincerely,

BOULEVARD TRANSPORTATION

a division of Watt Consulting Group

per,



Daniel Casey, MCIP, RPP, M.Plan
Senior Transportation Planner



Mairi Bosomworth, BA
Junior Transportation Planner

6. LAND USE MATTERS

6.4 Rezoning Application No. 00508, Development Variance Permit Application No. 00194, and Heritage Designation Application No. 000162 for 121 Menzies Street

Committee received reports dated July 20, 2017, and July 11, 2017, from the Director of Sustainable Planning and Community Development regarding an application to permit a 10 dwelling unit house conversion and designate the property as heritage.

Motion:

It was moved by Councillor Lucas, seconded by Councillor Loveday:

Rezoning Application No. 00508

1. That Council instruct staff to prepare the necessary Zoning Regulation Bylaw amendments that would authorize the proposed development outlined in Rezoning Application No. 00508 for 121 Menzies Street, that first and second reading of the Zoning Regulation Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation of the following documents, executed by the applicant:
 - a. Housing Agreement Bylaw to secure the 10 dwelling units as rental housing in perpetuity with a caretaker living on site to the satisfaction of the Director of Sustainable Planning and Community Development.
 - b. Statutory Right-of-Way of 1.78 metres along Menzies Street to the satisfaction of the Director of Engineering and Public Works.

Development Variance Permit Application No. 00194

2. That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council and after the Public Hearing for Rezoning Application No. 00508, if it is approved, consider the following motion:
"That Council authorize the issuance of Development Variance Permit Application No. 00194 for 121 Menzies Street in accordance with:

1. Plans date stamped May 25, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - a. decrease the dwelling unit floor area (minimum) from 33.00m² to 28.98m²
 - b. decrease the number of parking stalls from eight to one
 - c. locate the parking in the front yard
 - d. locate accessory buildings in the side yard
 - e. increase total site coverage from 40% to 42.30%
 - f. increase the height of one accessory building from 3.50m to 4.41m
 - g. decrease the rear setback of an accessory building from 0.60m to 0.50m
 - h. decrease the side setback of accessory buildings from 0.60m to 0.40m
 - i. decrease the separation space between an accessory building and a principle building from 2.40m to 1.0m
 - j. increase the rear yard site coverage for an accessory building from 25.00% to 29.80%
3. The Development Permit lapsing two years from the date of this resolution."

Heritage Designation Application No. 000162

3. That Council consider the following motion:
"That Council approve the designation of the property located at 121 Menzies Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

CARRIED UNANIMOUSLY 17/COTW

Development Variance Permit Application for 121 Menzies Street



1



2

Existing Subject Building



3

Existing Adjacent Building (North)



4

Existing Adjacent Building (South)

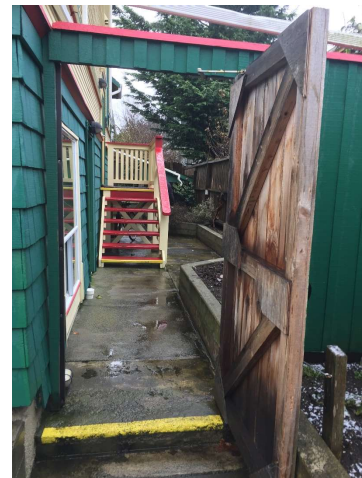


5

Existing Side Yards



North

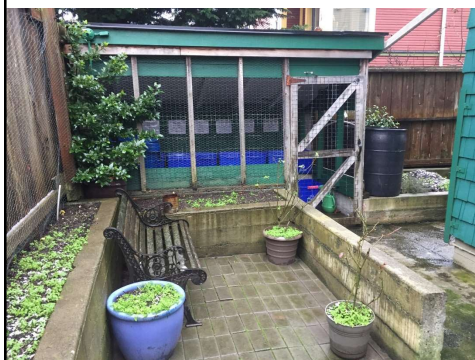


South



6

Existing Rear Yard



Looking South



Looking North

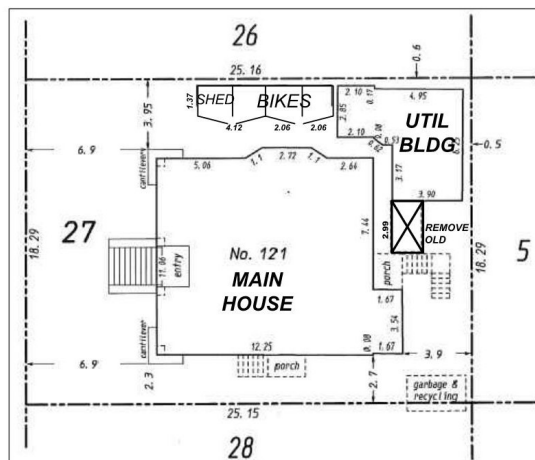


7

Site Layout

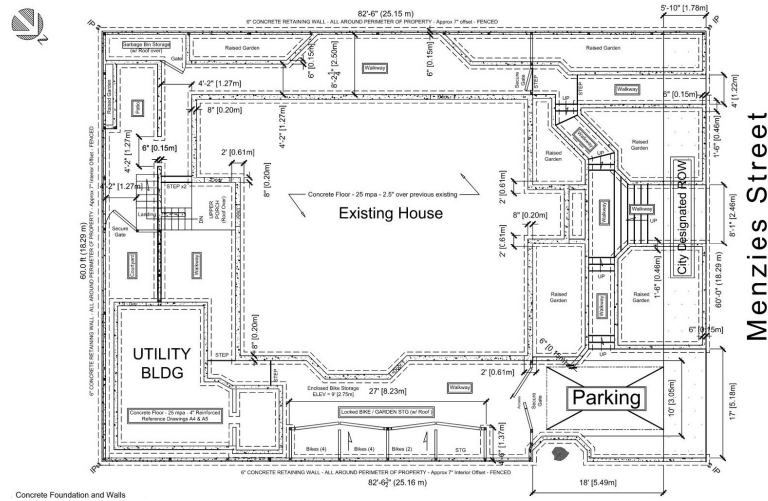


Menzies Street



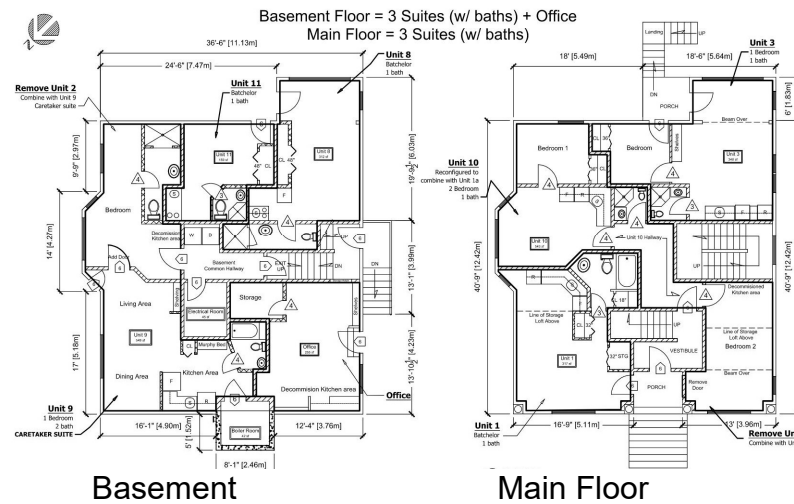
8

Site Foundations (showing parking & SRW)



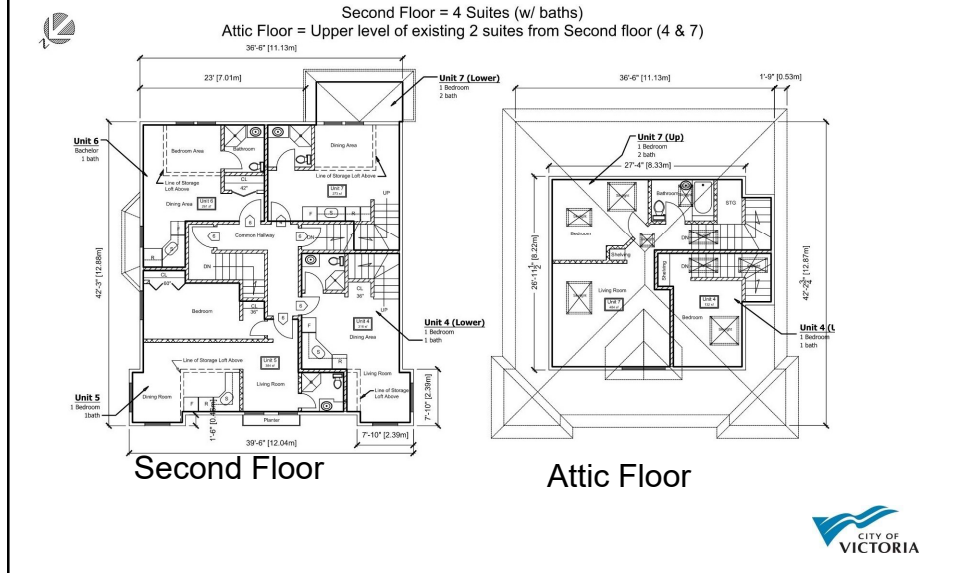
9

House Conversion: Floor Plans



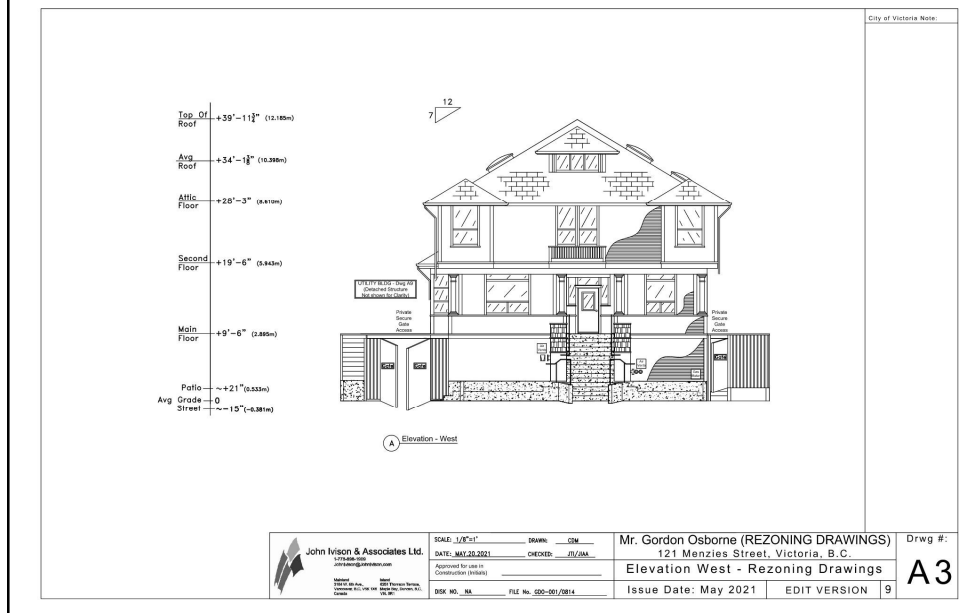
10

House Conversion: Floor Plans



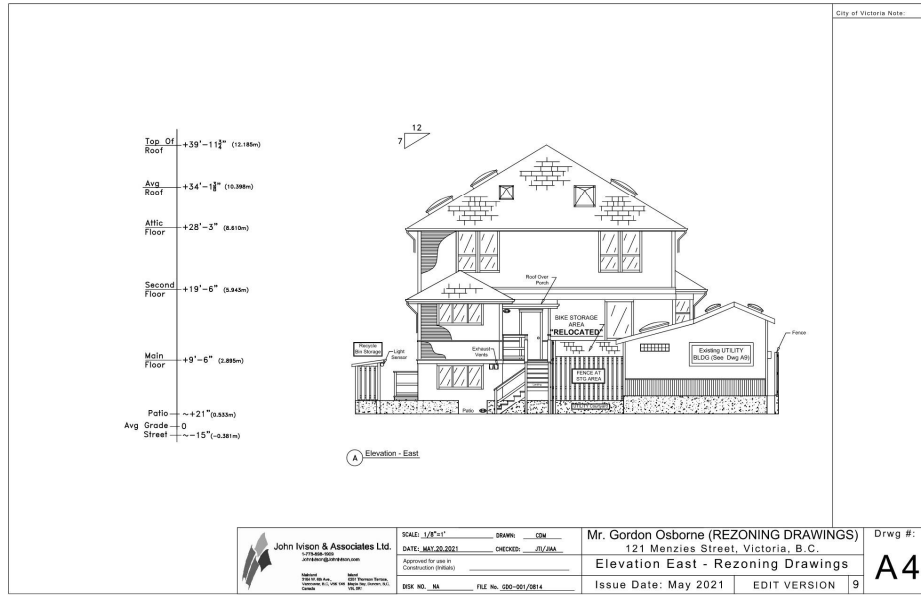
11

House Conversion: Front (west) Elevation



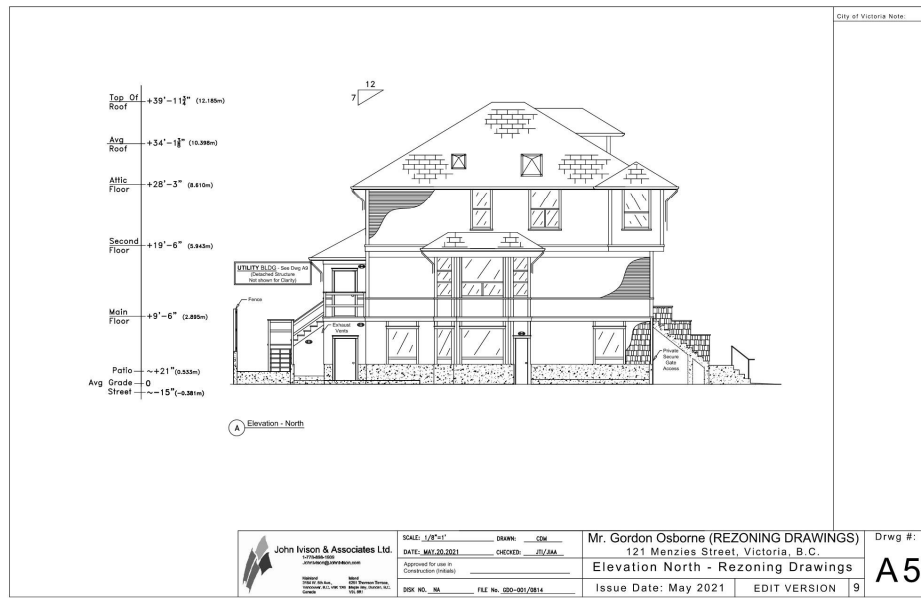
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House Conversion: Rear (east) Elevation



13

House Conversion: Side (north) Elevation



14

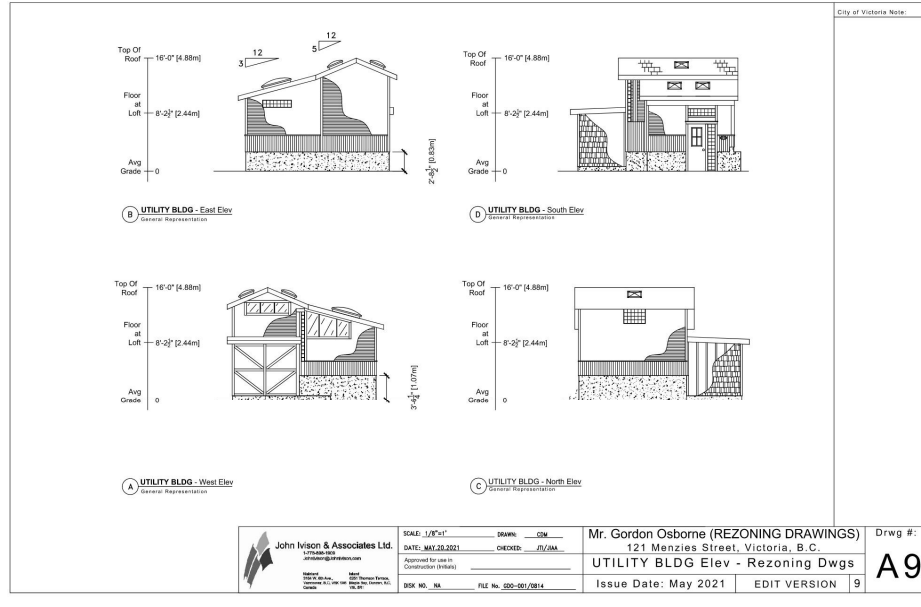


House Conversion: Section



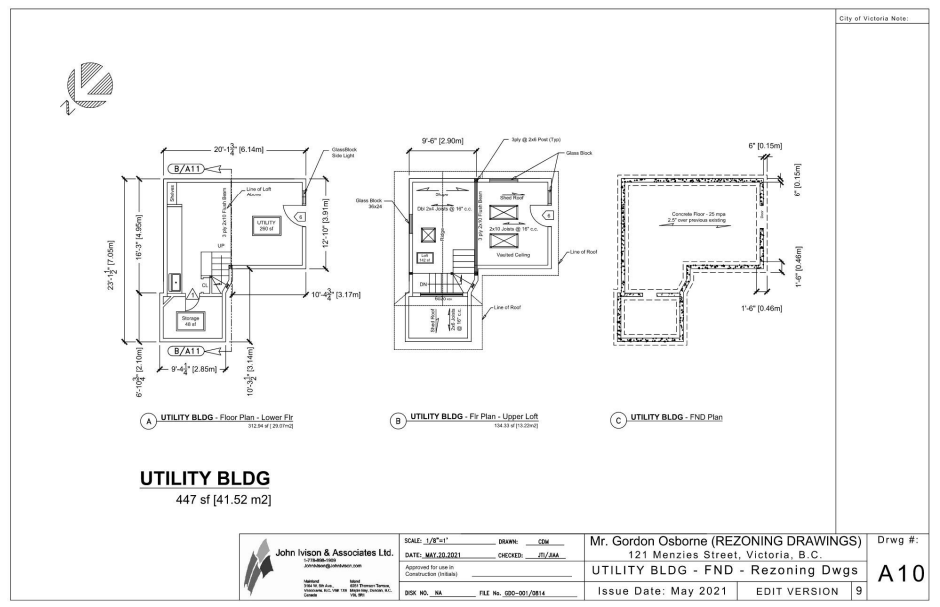
547 8

Accessory Building: Elevations



17

Accessory Building: Floor Plans



18

Proposed Variances

- i. decrease the dwelling unit floor area (minimum) from 33.00m² to **28.98m² 14.79m²**;
- ~~ii. decrease the number of parking stalls from eight to one;~~
- iii. locate the parking in the front yard;
- iv. locate accessory buildings in the side yard;
- v. increase total site coverage from 40% to 42.30%;
- vi. increase the height of one accessory building from 3.50m to 4.41m;
- vii. decrease the rear setback of an accessory building from 0.60m to 0.50m;
- viii. decrease the side setback of accessory buildings from 0.60m to 0.40m;
- ix. decrease the separation space between an accessory building and a principle building from 2.40m to 1.0m;
- x. increase the rear yard site coverage for an accessory building from 25.00% to 29.80%;
- xi. increase the combined floor area for an accessory building from 37.00m² to 41.61m².**



[REDACTED]

From: Kirk Buhne [REDACTED]
Sent: Tuesday, August 15, 2017 2:32 PM
To: Development Services email inquiries
Subject: 121 Menzies Street - Proposed Development

City Council

Re: 121 Menzies Street - Proposed Development

I oppose the application to allow for this property to have anywhere near the proposed number of ten units. Such use does not fit the zoning of this neighbourhood and flouts the spirit of the zoning bylaw. Zoning regulations serve a purpose. Please enforce them.

For well over a decade this property and the one immediately to the north have flouted zoning laws and been rented out with many small housekeeping units. The density and the type of tenants such housing attracts has been a blight on the block and the adjacent R2 zoned houses. I purchased a home on this block under the understanding that zoning standards for neighbouring homes are to be more or less followed. Ten units in one home on a 60' wide lot with only one parking spot is not in the spirit of the bylaw.

1. Precedent

Such a rezoning sets a dangerous precedent. Will all of the adjacent R2 zoned houses now use this precedence to apply for zoning as ten unit flop houses or even as high end micro apartments with no parking? Breaking a home into as many small units as possible brings in the maximum rent per square foot/metre. Other house owners may seek to maximize profits on otherwise R2 zoned homes, changing the character of the neighbourhood. James Bay has plenty of high density yet its character is formed by its R2 and single family homes. Is it right to convert every home in James Bay into ten units, creating a neighbourhood of transients rather than a stable neighbourhood of longer term residents, families who care about the neighbourhood? No! Approving this rezoning puts the unique character of James Bay in peril.

2. Overcrowding

Instead of having just one or two neighbours there are to be ten on one lot. This causes problems, especially when the tenants have mental disorders, which has been a common issue with tenants of this property for many decades. I assumed that zoning standards would be followed when I invested in my home twenty years ago. Changing the population of a neighbouring home changes the neighbourhood and my enjoyment of it.

3. Parking

Multiple units contribute to a parking problem. This property has one parking space, in the front yard. It has room for two more spaces as parallel parking on the road. If the units are upgraded they will attract tenants with vehicles and tenant guests with vehicles. Zoning regulations call for appropriate parking, not in tandem, behind the main

front wall of the house. There are quickly growing parking problems on this block already. We have resident only parking restrictions, but these restrictions are ignored. The parking problem spills off of Menzies and onto adjacent streets. I purchased my home assuming that I and my guests would have available street parking in front of my property. As apartments and suites are upgraded they attract people who own cars. This is an issue. 121 Menzies needs more parking if it is to have more than 2 dwelling units.

4. Unsuitable Development

So many units in one home multiply all types of neighbour problems. This is one of the most densely inhabited buildings in James Bay and has been for decades. Allowing so many units in one house destabilizes the neighbourhood with a more transient population with less concern and investment in the neighbourhood. This happened to James Bay in the past in the 1960s and led to many of the homes of James Bay being torn down to make way for the ugly stucco mid-rise apartments, almost destroying the unique historic neighbourhood character. To preserve the unique character of James Bay we need to maintain the family neighbourhoods. South of one commercial building at Simcoe, this block is comprised of mostly single family homes and one heritage apartment block. Note that the property to the south may have about three units, but they have been inhabited by the same extended family, and they have on property parking. There is plenty of high density housing in James Bay already. Why increase the density here?

We have enough densely zoned properties housing transient and mentally ill people in this neighbourhood already. Note that some adjacent properties, on Medana have two units in the spirit of R2 zoning. Some properties have illegal basement suites, but not 10 suites!

This zoning application is entirely inappropriate. If it is approved, will I be compensated for not being able to park in front of my own house, for having ten households on a property adjacent to my home. I expect no compensation but do expect zoning regulations to be followed.

Kirk Buhne

Owner: 140 Medana St.

[REDACTED]

From: Lisa Helps (Mayor)
Subject: FW: Rezoning Application for 121 Menzies Street, full of bedbugs

From: Spirit Jewels [REDACTED]
Sent: October 10, 2017 3:14 PM
To: Council Secretary <councilsecretary@victoria.ca>; Lisa Helps (Mayor) <mayor@victoria.ca>; Marianne Alto (Councillor) <MAlto@victoria.ca>; Chris Coleman (Councillor) <ccoleman@victoria.ca>; Ben Isitt (Councillor) <BIsitt@victoria.ca>; Jeremy Loveday (Councillor) <jloveday@victoria.ca>; Margaret Lucas (Councillor) <mlucas@victoria.ca>; Pam Madoff (Councillor) <pmadoff@victoria.ca>; Charlayne Thornton-Joe (Councillor) <cthornton-joe@victoria.ca>; Geoff Young (Councillor) <gyoung@victoria.ca>; [REDACTED]
[REDACTED] dwight whitson [REDACTED] Geri Shawnoo [REDACTED]
Subject: Rezoning Application for 121 Menzies Street, full of bedbugs

To Mayor and Council;

I am writing this letter with video and photos in concerns of the proposed housing plans for 121 Menzies Street, Victoria, BC V8V-2G4. I do not wish anymore people who might be paying rent to Gordon Osbourne and Al Critchely to live in the nightmare that I am now drowning in.

Unit 1 - I, Julie DeVries, has lived in this unit for one year. A year ago I told the landlord I was getting bit. He told me they were spider bites. He lied to me. I know this to be a fact now, that I have had bedbugs all this time, as I found out that Brian who lives directly above me had his place fumigated right at the time I moved in as I saw the PSI parked outside twice and Brian told me. Also, Cal had his place fumigated for bedbugs 1 1/2 years ago (six months before I moved in) by PSI. The bites on my body the last year don't lie. I just found out this past July what bedbugs are.

Unit 1A - George Wier also has indicated that he has found bed bugs and has bedbugs bits.

Unit #5 - 1 year ago Brian, who lives above me, had to pay for his bedbug fumigation.

Unit #10 - 1 1/2 years ago Cal Brisseau had to pay for the bedbug fumigation in his suite. Just last month he was evicted and lost everything. He left with the shirt on his back and is homeless.

Unit #7 - Toni Hill who lived in her suite for one month. PSI came to fumigate and landlord was told he needs to fumigate the whole house cause we all have bedbugs. She also lost all her furniture and bedding and borrowed \$7000.00 to replace her losses. She had kept the bugs she found in a vile I gave her before she moved out. She was badly infected.

Unit #6 - I forget this young man's name but he has bedbugs and has them in a small vile I gave him. He can't say much for fear of being evicted, as the rest of us have been.

Unit #8 - Ben is a chronic alcoholic with mental challenges. He lives with bedbugs. Ben says he squishes them to kill them and gets bites on his body. I have video conversation with him in August 2017.

The others have told me they are scared to mention anything in fear of an eviction notice and scared they can't find a place to live. So they are scared to have to pay for fumigation fees or that they will get evicted and lost into our housing crisis.

Since I've told other tenants, they have also raised their concerns with the landlord. All of us who spoke up have been evicted for one reason or another. The eviction was handed to us the day or two after we spoke up on our right to a healthy home that we pay most of our money to. This is landlord harrasment. This has been an ongoing problem for at least three years that I know of.

I have also addressed the landlord and owner on Landlord harrasment and their emotional and verbal abuse. Our landlord has recently physically attacked the tenant, George, who lives across from me and has verbally abused Cal, from PSI. PSI will no longer service this house at 121 Menzies Street.

I have also tried to talk to the owner, Gordon D Osbourne about my bites. I showed him bites on my leg and face and told him the other tenants also had bedbugs. Gordon looked at me and snapped at me, "It's non of your business." Another time he says, "WELL, MOVE THEN." Me move? I told Al Critchely, one year ago when I moved in and had to sleep on the floor till I got a bed, that I was getting bit. He just got snippy and said that it was spider bites. I also told him that I would write on paper for him to fix the bathroom sink, which has never got done and about the water drops on the living room window. He told me never to write anything on paper so I believed that these matters would get addressed.

Now I have come to realize that Al never had intentions of fixing or addressing our concerns as he only wanted NO PAPER TRAIL OF OUR EVIDENCE THAT WE HAVE HOUSING CONCERNS AND A HOUSE FULL OF BEDBUGS. Cal got evicted and left with the shirt on his back. He is now homeless and no furniture. I saw the black spots on his brown wood shelving unit after furniture got hauled out of his place. I had a photo but accidently deleted.

There is a lot of discrimination from the landlord. During a phone conference I had set up with the Residential Tenancy Branch, my landlord, two witnesses of mine, Al Critchely (landlord) went on to say that people on welfare are only out for a free ride. I could not believe what I was hearing. I was addressing the fact that:

- 1) I was lied to for a year from Al
- 2) that I have no proof of that as I was told not to write anything on paper
- 3) that I am losing out on all my furniture (I had only \$66.00 to live off after rent, bus pass, and bank fees are paid) and now I have to replace all my furniture
- 4) that I live off permanent disability for severe Post Traumatic Stress disorder
- 5) I am a Sixties Scoop child who landed in a home where I was sexually and physically abused all my life
- 6) I have laboratory confirmation of the bedbugs I found in my home
- 7) over 70 photos of bedbug bites on myself and my 20 year old son when he stays with me
- 8) etc, etc.

This letter is to notify mayor and council of this proposed site from Gordon D Osbourne and the fact that this whole house is infected with bedbugs. I have been told that men like this just want to keep a money mine to line their wallets and don't care if it is at the cost of the disabled or welfare population. I know see a bigger perspective on the quote, "don't judge a book by its cover". This house has plumbing issues and bedbugs. In my strong opinion, it needs to be torn down as the bedbugs had been too long in this house. They can live a year with no food and hibernate up to six months (PSI) told me. Renting 12 suites that have been in this home at almost \$1000.00 per month is almost \$145,000.00 per year and Gordon just tells me to mind my own business about bedbugs infecting our lifetime belongings and biting our face and bodies everyday? Why are men like this allowed to get away with such abuse and crime. It is wrong.

I have not been out to visit friends at their homes since I had confirmation from the laboratory results in July 2017. I do not invite people to my home now. People are grossed out know I live in a place where the owner and landlord refuse to help us. I have lost out on work every month now. I am losing out on my furniture. It is mentally and psychologically exhausting and very traumatizing. I keep everything in plastic bags until I can get moved. I have no money for new furniture. But yet these men get to sit in front of you asking for permission on this residence? For what, so they can continue to abuse, harass, and lie about the living conditions that their tenants have to live with? I feel I am very deserving of compensation over all this manipulation from the landlord and owner. I feel I am deserving of money back for the loss of my furniture and bedding.

Plumbing is another issue. My bathroom and kitchen sink have overflowed. I tried to call the landlord. No answer. There is not place on his phone to leave a message. There is NO EMERGENCY CONTACT information. Why? Then the neighbor upstairs has flooding in his sinks a couple days after me. When was the last time these pipes have been cleaned or thoroughly inspected. I or is there a problem that the owner is hiding? I was told a year ago by the landlord not to worry about the gurgling sounds coming up my sinks and that a little water will come up from time to time. This is an old house.

The mailboxes are none. There is only one. This past **Saturday, October 7, 2017, my landlord, Al Critchely comes to my door with mail. He said, "Here's your mail. It was raining outside." This is a federal crime to take my mail to his house and give it to me on his choosing!** Second, if he left it in the mailbox, it is DRY and safe. We all should have our own mailboxes. Privacy with our mail. But it is open for all. My door is to the left of the mailbox. I have had problems before with Al and our (myself and others) mail. Even with wind, the mailbox is out of the pathway of rain and kept safe inside the one little mailbox for all of the units and other people who use this address who don't live here.

The buzzer system to get in does not have updated information. I have had to help police or ambulance on several occasions get in to assist whatever crisis was going on.

Emergency contact information. This place could go down in flames and become hazardous to the other older homes on this street. Especially with our dry weather.

Another issue is the physical violence that our landlord did to one of the tenants. Current file at police station on this matter. This was in August 2017.

The vidoes are bedbugs found October 4 and 5, 2017. I have more video but due to time I am submitting these two for evidence of an ongoing problem of bedbugs here at this residence.

How would you like to go out in the community like this? How would you like your children going out like this to school or work? It is embarassing.

My rent was paid on time every month this past year. The whole time the landlord lied to me about bedbugs. Yet, I get an eviction notice for speaking up? We all do?

Bedbug bites under my arm.

On my hand

On my arm

On my legs.....and I get no compensation for the mental and psychological trauma that will stay with me for a long time as a result of all this. I spoke with Tracy Campbell from Our Place and she lived through this nightmare and she said she is still mentally affected by the bedbug infestation she lived through.

These are bedbug bites on my 20 year old son's back. The Victoria Health nurse said that my son is allergic to the bedbug saliva as he gets very large welts around the point of contact.

My son works full time in road construction and these huge welts from the bedbugs is very distracting as my son works with underground electrical wires, underground pipes and huge machines all day long. To have his feet, ankles and legs itch so bad is very dangerous. Yet, the landlord refuses to fumigate my home and my belongings as he was suggested to do and ordered to do.

Bedbug bites on myson's feet. You cannot tell me that we have no bedbug infestation. I have way more photos of our bites on file.

Kurt found bedbugs in my home. Residential Tenancy Branch told the landlord to have my home treated before I move out October 6, 2017. Nothing has been done. I have not even been notified of the outcome of Kurt coming in for the inspection.

I wake up at 4:30 am when my son is in town staying with me for work purposes. October 7, 2017, I wake up and I can tell you there is nothing worse than waking up to thise fricken bugs on you and where you sleep and live. And I am told by the owner to mind my own business. I am evicted for speaking up. I am losing out on my furniture. I am losing my bedding.

This is the owner, Gordon Osbourne and his pickup truck with furniture from Cal's suite #10. Cal lived behind me and was fumigated 1 1/2 years ago. The landlord made him pay for the fumigation. Because the treatment was NOT done elsewhere in the building, the bugs continued to move and multiply. THis furniture was taken away two days before Vcitoria Pest Control came in to inspect suite #10 and maybe Toni's suite #7. No evidence left for pest control.

Yes, we are bedbug carriers. This is my knapsack when I went to my doctor's appointment at Coolaide society. The receptionist gave me a bottle to put the fricken bug in. I was horrified and tried not to cry. Yes, one is held hostage by this infestation when nobody decides to treat the problem.

To try keep bedbugs off my body or being a carrier of the fricken things in this city of ours, I live out of plastic garbage bags till I move. And the owner is mad at me?????

All our shoes are kept in bags, our knapsacks, and I buy a lot of products to try reduce any bites or bugs.

My landlord told me not to worry about the gurgling in my sinks. Well, Sept. 22, 2017 the sinks overflowed all over my floors. I tried to call my landlord but he refused to answer his phone (he was home as he lives below me), as he usually does. He leaves no space for phone messages. The next day after I told the whole building not to use their water or drain it down the sinks (landlord's job, not mine) Al answered his phone.

My son and I kept scooping out water to keep it from flooding in the kitchen and bathroom. Are there no laws about emergency contact numbers for fire, flooding and other emergencies. I threw those towels out as I did not know if this was other people's sewage flooding my home.

This letter is to address the proposed housing plans. I hope that in the rights of any human that the owner is going to house here and take the \$1000.00 a month out of their wallets to put into his wallet.....that the bedbugs are ELIMINATED or the house torn down. Also have the plumbing and total electrical wiring checked out as there has been a fair bit of crackling sounds from the sockets.

If anyone has any questions regarding this matter, feel free to contact me at this email address or at my cell [REDACTED] [REDACTED] My next step is to talk to our media resources. I was told by my neighbour that this house was already in the news a year ago for bedbugs.

Respectfully,

Julie DeVries.

From: Laura Neil [REDACTED]
Date: October 24, 2016 at 9:20:18 PM PDT
To: <mwilson@victoria.ca>
Cc: <ccoates@victoria.ca>
Subject: Re: 121 Menzies St rezoning application

Hello

I am writing you today to register my opposition to the rezoning application being made by Mr. Gordon Osbourne, owner/landlord of 121 Menzie.

I first learned of the application at the James Bay Neighbourhood Association general meeting held in April 2015. During Mr. Osbourne's representatives presentation I and many of those in attendance took great exception to what was being proposed, the precedent that it had the potential to create and the insult to those of us who had abided by the by-laws and followed due process for our projects and rezoning applications.

The most recent presentation was conducted at the JBNA general meeting on October 12th and again the majority of those present did not support Mr. Osbourne's application, for most of the reasons that I have listed above.

What was even more aggrosses was the comment by Mr. Osbourne's representative John Ivison, when he stated "if his client hadn't been caught" they wouldn't be before us, asking for our support to find a compromise to correct the wrong.

It is also my opinion that Mr. Ivison attempted to play on the good nature of those present stating Mr. Osbourne was providing a much necessary accommodation for the more marginalized in society, those with alcohol and addictions issues, who have challenges in securing rental accommodation.

Mr. Osbourne may have provided units to those individuals and he should be acknowledged however it should never have been done at the expense of those in this city who do their do diligence, respect due process and don't operate illegal suites.

Mr. Osbourne has had 24 years of revenue from the 7 illegal suites in his building without benefit of due process, he shouldn't be rewarded for his bad behaviour, and his building should be reverted back to the it's original capacity of 7 units from the current 14.

Thank you for your time.

Laura Neil
21 Pilot St
Victoria
[REDACTED]

conserve and enhance heritage property. The reversibility and design of the new addition makes it consistent with the *Standards and Guidelines for the Conservation of Historic Places in Canada*. The application is also consistent with the *Downtown Core Area Plan (2011)* (the “DCAP”), which promotes active, social spaces and weather protection elements to promote multi-seasonal use of outdoor amenities.

BACKGROUND

Description of Proposal

Proposed is the construction of an elevated, partially enclosed patio addition to the west side of the City Electric Light Station. Also included, is the enlargement of an existing one-storey addition at the northwest corner of the building, which will function as storage and a bar. The outdoor patio adjacent to the Victoria Harbour Path will be reconfigured and re-landscaped.

The proposal includes the following major design components:

- construction of an elevated wood timber patio structure with retractable, clear vinyl windows to enable multi-seasonal use
- enlargement of a one-storey addition at the northwest corner (See image 04 on A404 of plans)
- conversion of two window openings into doorways to facilitate seamless movement between the interior of the restaurant and outdoor patio
- installation of two vertically folding windows into the enlarged openings and removal of the multi paned windows installed in the mid-1990’s
- repainting all existing windows (frames and muntin bars) in black
- installation of new signage
- installation of three new metal doors
- removal of a flight of stairs and a partial wall at the southwest corner of the building to create barrier-free access to the ground floor
- installation of new bike racks and picnic table seating
- construction of “bocce courts” at the north end of the patio
- expansion of the hard-surfaced areas of the patio to the west and north, with new plantings proposed to buffer the patio from a planned expansion of the harbour path.

The application was reviewed by the Heritage Advisory Panel (“HAPL”) at its May 11, 2021 meeting, who recommended that the application be declined. However, HAPL recommended a list of possible changes for the applicant to consider, many of which the applicant has since implemented.

Description of Historic Place

The City Electric Light Station was constructed on 450 Swift Street in 1899 as an electric generating station for city street lighting. It was later converted into a waste transfer facility. As mentioned in the original 1996 staff reports concerning the heritage designation (attached as Schedule G), important heritage features include the brickwork; the gabled, corrugated iron roof with large skylights; the windows with semi-elliptical brick voussoirs, lug sills and multi-light transoms; the cupola; pilasters; and the corbelled fascia.

In the late 1990’s, the building was extensively rehabilitated as a brewpub and many window openings were enlarged to create the current façade configuration (See below).



Sustainability

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

Active Transportation

The application proposes additional bike racks on the property to facilitate active transportation.

Public Realm / Relevant History

This HAP is proceeding in parallel with a separate project seeking to replace and extend an adjacent section of the David Foster Harbour Pathway. The scope of that project includes replacement of the wooden boardwalk, installing a new viewing platform and staircase to Herald Street and securing Statutory-Right-of-Ways for the long-term use of the David Foster Harbour Pathway.

Data Table

The following data table compares the proposal with the existing Old Town District-1 (OTD-1). An asterisk is used to identify where the proposal is less stringent than the existing Zone. Two asterisks identify an existing condition.

Zoning Criteria	Proposal	OTD-1 Zone Standard
Site area (m ²) - minimum	2382m ² (Combined Lot Area)	N/A
Density (Floor Space Ratio) - maximum	Below	3:1
Total floor area (m ²) - maximum	640m ²	7,134m ²
Height (m) - maximum	Unknown	15m
Storeys - maximum	2	5
Setbacks - minimum		

Zoning Criteria	Proposal	OTD-1 Zone Standard
Swift Street	Existing- no change	N/A
Herald Street	Existing- no change	N/A
East	Existing- no change	N/A
West	15.19m	N/A
Vehicle parking - minimum	5	N/A
Bicycle Parking		
Long Term (min)	6	2
Short Term (min)	14	2

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, on April 23, 2021, the application was referred for a 30-day comment period to the Downtown Resident's Association (the "DRA"). A letter dated June 25, 2021 is attached to this report (See Attachment F - Correspondence).

ANALYSIS

Official Community Plan

The proposed development is consistent with objectives for the Inner Harbour Development Permit and Heritage Conservation Area, given that it will sustain the vitality of a key waterfront site (Objective 4a) during a difficult time for downtown food services. It conserves the heritage building with minimal permanent alterations (Objective 4b) and demonstrates good quality urban and landscape design (Objective 4c), whose purpose is to maintain the economic viability of a popular restaurant destination on Victoria's waterfront. It is also generally consistent with the following goals:

- conserve and enhance heritage value, character and special features of areas, districts, streetscapes and individual properties throughout the city
- encourage design that enhances the Harbour as a marine gateway
- continue to support new additions that conserve and enhance heritage property, as consistent with the national *Standards and Guidelines for the Conservation of Historic Places in Canada*
- introduce new landmarks to enhance the visual identity and appearance of Victoria
- encourage urban design that is responsive to Victoria's geographic context and existing pattern of development, achieves excellence and creates memorable places
- promote sensitive and innovative responses to existing form and character.

Downtown Core Area Plan

The development conserves the physical features of the heritage-designated building with minimal alterations to two openings. The patio addition is relatively transparent and its wood timber design creates continuity with the interior timber structure of the City Electric Light Station. The overall design reflects the Downtown Core Area's vision of a balance between sensitive new development and heritage conservation.

The DCAP includes the following relevant objectives for heritage conservation in the downtown:

1. Retain, protect and improve real property with aesthetic, historic, scientific, cultural, social or spiritual value and heritage character as a benefit to the public.
2. Development and heritage conservation are balanced through sensitive new infill and property additions that respond to the heritage value and character of Downtown Core Area Districts.

The DCAP contains the following relevant policies for the conservation of heritage properties and districts in the downtown:

- 7.18. Support new development that conserves and enhances the form, character and features of heritage property and areas, where controlled and regulated in the Downtown Core Area.

The proposal conserves the form and character of the City Electric Light Station and expands the capacity of the restaurant venue without resulting in any irreversible alterations.

Old Town Design Guidelines for New Buildings and Additions to Existing Buildings (2019)

The proposal is generally consistent with applicable guidelines in the Old Town Design Guidelines. The structural columns of the patio are aligned with the brick bays of the City Electric Light Station and are positioned at the midpoint between windows, consistent with the guidelines recommending that new additions "reflect established proportions, composition and spatial organization or adjacent historic facades" (guideline 5.1.2). The addition creates a complementary foreground to Old Town by reinforcing its existing scale, pattern, articulation and architectural expression. The patio structure will be unenclosed throughout most of the summer, exposing views of the masonry wall of the heritage-designated building, consistent with guideline 5.1.11, which states that new buildings on the waterfront should maximize views of the district's heritage buildings. However, the retractable clear vinyl that would enclose the structure during spring and fall months would reflect light unevenly and look opaque at many times of the year; however, by its nature, it is not a permanent change to the structure.

The proposal includes some new signage for the building on the patio and over the main entrance. The quantity and intensity of signage has decreased compared to the original submission and is consistent with guidelines 5.4.13 and 5.4.14, which recommend a restrained sign strategy and avoidance of visual clutter.

The use of wood for the patio structure and the roof is consistent with guidelines under section 5.5- Materials and Finishes, which recommend high-quality, durable materials.

Standards and Guidelines for the Conservation of Historic Places in Canada

The development is a rehabilitation project according to the Standards and Guidelines. Rehabilitation is defined as the sensitive adaptation of an historic place for a contemporary use, while protecting its heritage value.

1. **Conserve the heritage value of a historic place. Do not remove, replace, or substantially alter its intact or repairable, character-defining elements. Do not move a part of an historic place if its current location is a character defining element.**
5. **Find a use for an historic place that requires minimal or no change to its character-defining elements.**

The impact of the patio structure on the heritage building is mostly visual, not physical. Two window openings will be enlarged, removing sections of brickwork below the sill. The existing multi-paned windows installed in the late 1990's are proposed to be removed and replaced with vertically folding, divided light windows. In staff's opinion, the lowering of the windowsills is not a "substantial alteration", and the installation of new multi-paned glass helps preserve the continuity of the window pattern across the façade. The new windows reflect the building's style, era and character, which is recommended under guideline 19 of section 4.3.5 - Windows, Doors and Storefronts.

11. **Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.**
12. **Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future.**

The patio structure is visually compatible with the historic place since it is free standing and requires minimal physical change to the façade to become a functional extension of the interior. The free-standing nature of the patio makes it a reversible alteration that could be dismantled and removed in future while maintaining the integrity of the historic place.

The clear vinyl used to enclose the patio structure during the colder seasons of the year is not completely transparent and would unevenly reflect light and create a visual distraction from the façade. However, the retractable clear vinyl is preferred to a glass enclosure that would be in place year-round. The visual impact of vinyl siding on a heritage building in Vancouver is shown below:

Craft Beer Market, False Creek, Vancouver



Vinyl siding retracted



Vinyl siding deployed

Tree Preservation Bylaw and Urban Forest Master Plan

This permit application was received after October 24, 2019, therefore it falls under Tree Preservation Bylaw No. 05-106 consolidated November 22, 2019.

The project arborist has inventoried 18 trees for the application, including two bylaw protected trees and five municipal trees. Two trees proposed for removal are not protected under the Tree Preservation Bylaw. All other trees shall be retained and isolated from construction. In addition, the applicant is proposing to plant four new trees on the subject lot.

Tree Type	Total	To be REMOVED	To be PLANTED	Net Change
On site trees, bylaw protected	2	0	0	0
On site trees, non-bylaw protected	9	2	4	2
Municipal trees	5	0	0	0
Neighbouring trees, bylaw protected	0	0	0	0
Neighbouring trees, non-bylaw protected	0	0	0	0
Total	18	2	4	+2

Heritage Advisory Panel

The application was reviewed by HAPL at its May 11, 2021 meeting, who recommended that Council decline the application:

That the Heritage Advisory Panel recommend to Council that Heritage Alteration Permit with Variances Application No. 00030 for 450 Swift Street does not sufficiently meet the applicable design guidelines and polices and should be declined. The key areas that should be revised include:

List of Considerations:

- 1. Retain multi-light windows overlooking covered patio.*
- 2. Reconsider approach to covered patio more consistent with heritage building that is lighter and more transparent*
- 3. Reconsideration of size and number of signs*
- 4. Ground storey should not be painted and reconsideration of closed end of the canopy at the north end of the patio*
- 5. Any change in exterior lighting should be in compliance with Guidelines to the satisfaction of the Senior Heritage Planner.*
- 6. Confirmation of the materials of doors and window replacement*

The applicant has implemented the following changes in response:

- The undivided, vertically folding “clamshell-style” windows proposed for the enlarged openings have been revised to feature glazing bars with the same pattern of divisions as other windows on the façade.
- The patio structure design was revised from black painted steel columns and beams to wood columns and beams, which softens the overall appearance and is more consistent with the wood structure of the building’s interior.
- The railings of the structure were changed from metal mesh to glass in order to increase visual transparency.
- The quantity of signs has been reduced from five to three and the largest and most prominent sign on the roof of the building has been removed.
- The applicant has confirmed that all replacement doors and windows will be metal rather than wood.

CONCLUSIONS

The proposal to construct a new outdoor patio structure adjoining the west elevation of the former City Electric Light Station is consistent with OCP and DCAP objectives encouraging enhancements to key waterfront sites. The structure will be highly transparent during the summer, when the vinyl screens are retracted, and on spring and fall evenings after sunset, when reflections are minimized. The wood beams and columns of the structure make it visually compatible with, distinguishable from and subordinate to the heritage building. The proposed alterations to two existing window openings and replacement of some existing doors with similar looking new doors are minor alterations that conserve the heritage character of the building. The remainder of improvements to the patio, including new soft landscaping, new seating and a bocce court would further enhance the liveliness of this section of the City’s waterfront. Staff therefore recommend that Council consider approving the proposal.

ALTERNATE MOTION

That Council decline Heritage Alteration Permit Application No. 00246 for the property located at 440-450 Swift Street.

Respectfully submitted,

John O'Reilly
Senior Heritage Planner
Development Services Division

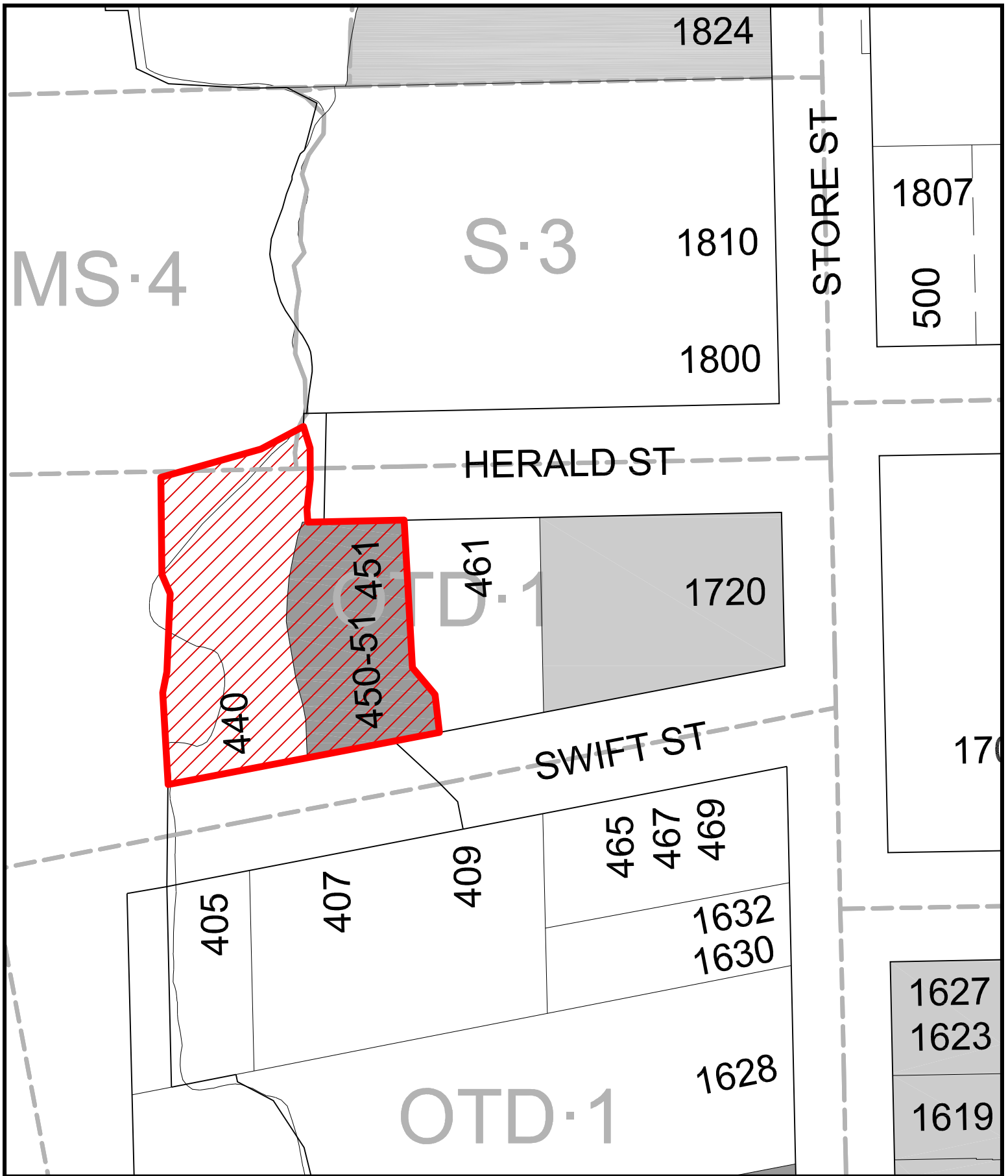
Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A - Subject Map
- Attachment B - Aerial Map
- Attachment C - Plans date stamped June 30, 2021
- Attachment D - Applicant’s letter dated March 17, 2021
- Attachment E - Heritage Advisory Panel Minutes - May 11, 2021
- Attachment F – Correspondence
- Attachment G- Original Heritage Designation Reports- August 1996

cc: Ms. Meghan Bannon, Fort Architecture, Keith Barbon, the Truffles Group

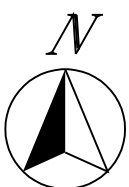


440 and 450 Swift Street

ATTACHMENT A

Heritage Alteration Permit #00246

Designated
 Registered

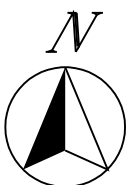




440 and 450 Swift Street

ATTACHMENT B

Heritage Alteration Permit #00246

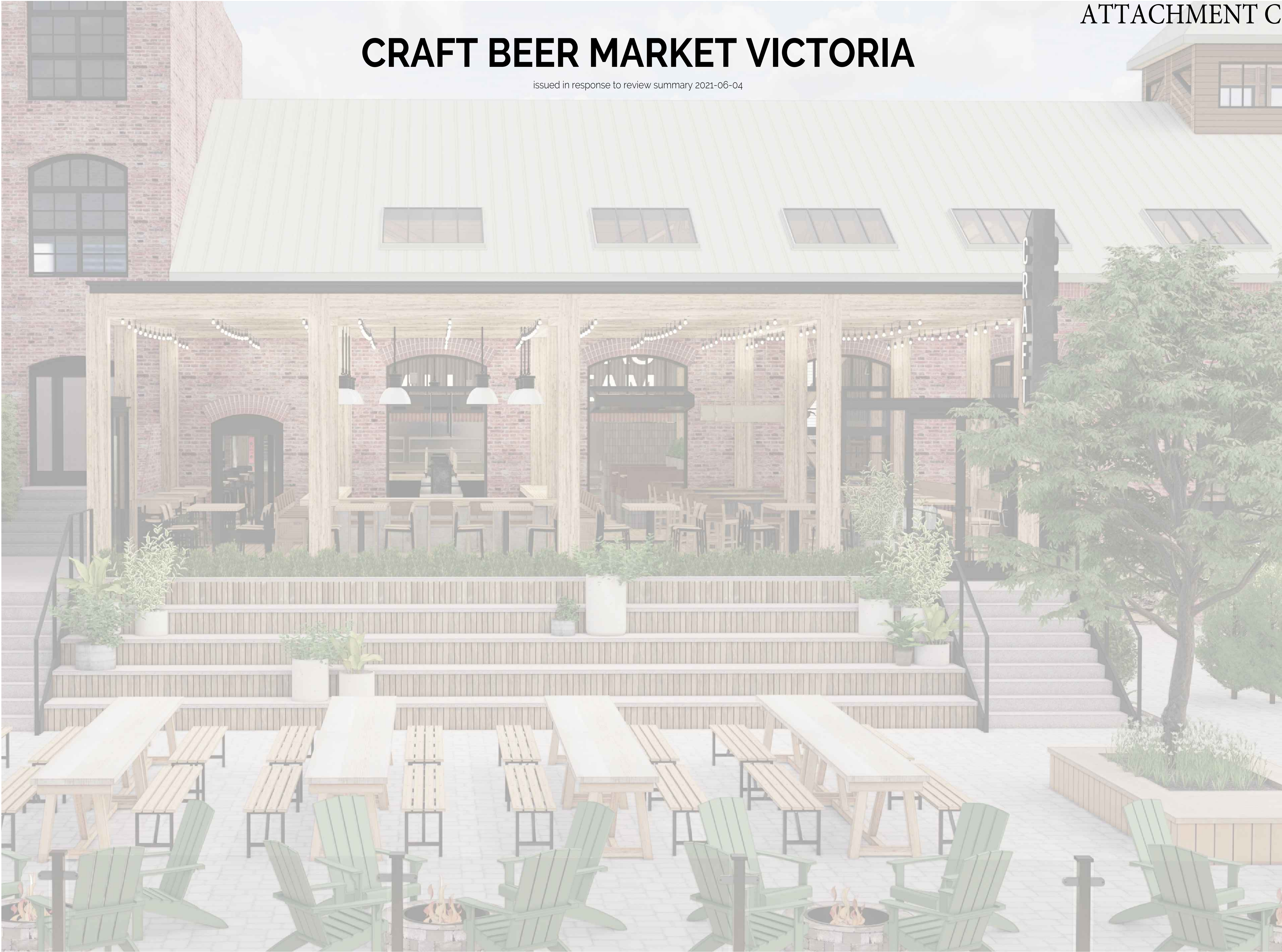


Designated



Registered





CRAFT BEER MARKET VICTORIA

issued in response to review summary 2021-06-04


ATTACHMENT C

NOTES
DO NOT SCALE DRAWINGS. REQUEST VERIFICATION OF DIMENSIONS AS REQUIRED.
THE GENERAL CONTRACTOR SHALL CHECK AND VERIFY ALL LEVELS, DATUMS AND DIMENSIONS AND SHALL REPORT ANY AND ALL ERRORS AND / OR OMISSIONS TO THE PRIME CONSULTANT IMMEDIATELY.
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FORT

ISSUED		
NO	ISSUE	DATE
1	ISSUED FOR REVIEW	2020-07-06
2	ISSUED FOR REVIEW	2020-11-09
3	ISSUED FOR REVIEW	2021-03-02
4	ISSUED FOR DP	2021-03-23
5	ISSUED IN RESPONSE TO REVIEW SUMMARY	2021-06-04

PROJECT
CRAFT BEER MARKET VICTORIA
MUNICIPAL ADDRESS: 440 AND 450 SWIFT ST VICTORIA BC V8W 4S3
LEGAL ADDRESS: LOT 1 PLAN VP 95884 AND LOT 6 PLAN VP 96421



Revisions
Received Date:
June 30, 2021

DRAWING TITLE	
COVER SHEET	
PROJECT	
PROJECT NO	2019
SCALE	
DRAWN BY	MB
CHECKED BY	LA
REVISION	
SHEET	
A000	

BYLAW REVIEW

BYLAW	CLAUSE	GENERAL	NOTES	OBEYS
PARCEL INFORMATION				
MUNICIPAL ADDRESS		429 SWIFT ST VICTORIA BC V8W 1S3		
LEGAL ADDRESS		LOT PLAN	LOT TO BE REGISTERED. REFER TO CONSOLIDATED SURVEY PLAN.	
		M ² SF		
TOTAL	PARCEL AREA	2382.46 25844.61		
PARCEL ZONING				
ZONING	PART 4	OTD-1	OLD TOWN DISTRICT-1 ZONE	
BYLAW 2018	44			
18-070	44	PERMITTED USE	BREW PUB (BEER, SPIRITS, WINE)	YES
OTD-1	44	PERMITTED USE	DRINKING ESTABLISHMENT	YES
	44	PERMITTED USE	OFFICE	YES

LOCATION AND SITING OF USES				
OTD-1	44 (1.13.0)	DISTANCE REQ BY FIRST STOREY OFFICE USE	TO THE WALL OF ANY BLDG THAT ADJUTS STREET OR PEDESTRIAN WALKWAY	6.0
	44 (1.13.0)	PRODUCTION / MANUF AREA FOR BREW PUB	MUST NOT BE LOCATED ABOVE FIRST FLOOR	6.0
	44 (1.13.0)	DISTANCE REQ FOR PRODUCTION / MANUF AREA FOR BREW PUB	TO THE WALL OF ANY BLDG THAT ADJUTS STREET OR PEDESTRIAN WALKWAY	6.0
	44 (1.13.0)	MAX AREA FOR PRODUCTION / MANUF AREA FOR BREW PUB	ON FIRST FLOOR	35%

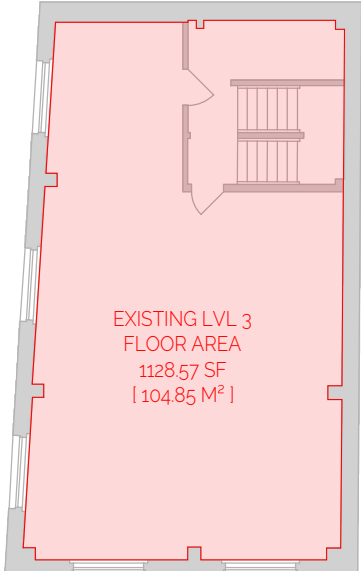
FLOOR AREA				
		LEVEL	M ² SF	
		1	220.47 2373.08	
		2	209.70 2267.14	
		3	209.70 2267.14	
		TOTAL FA	639.87 6897.36	
		BASEMENT (MAIN FLOOR)	759.14 8271.50	MAIN FLOOR NOT INCLUDED IN FLOOR AREA CALC ASSOCIATED PER AVERAGE GRADE CALC.
OTD-1	44 (B.0175.0)	MAX FLOOR AREA USED FOR PRODUCTION / MANUF WITHIN BREW PUB	200.00	YES

DENSITY OF DEVELOPMENT				
		FLOOR SPACE RATIO - TOTAL FLOOR AREA / LOT AREA	639.87 / 2382.46	0.23 1
OTD-1	4.4 (2.01.0)	MAX DENSITY		30:1
	4.4 (2.01.0)	MAX DENSITY FOR OFFICE BUILT AFTER 1990		10:1
	4.4 (B.0175.0)	MAX DENSITY - SITE SPECIF		15:1
BLDG HEIGHT				
OTD-1	4.4 (3.01.0)	MAX BLDG HEIGHT		M FT
	4.4 (3.01.0)	PROJECTIONS INTO HEIGHT	PARAPETS	15.0 49'-2 1/2'
		ROOFTOP STRUCTURES		1.0 3'-3 3/8'
				5.0 16'-4 7/8'

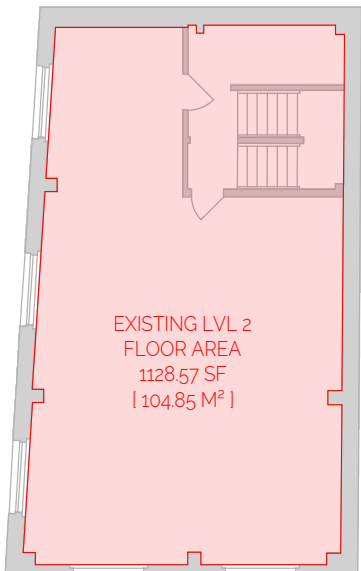
PARKING REQUIREMENTS				
OTD-1	4.4 (B.0175.0)	NO OFF-STREET MOTOR VEHICLE PARKING REQ.		YES

BICYCLE PARKING REQUIREMENTS				
		\$110.00 TABLE 2	BREW PUB	LONG-TERM + 1 SPACE / 250 M ² FLOOR AREA
		\$110.00 TABLE 2	BREW PUB	LONG-TERM + 1 SPACE / 250 M ² FLOOR AREA

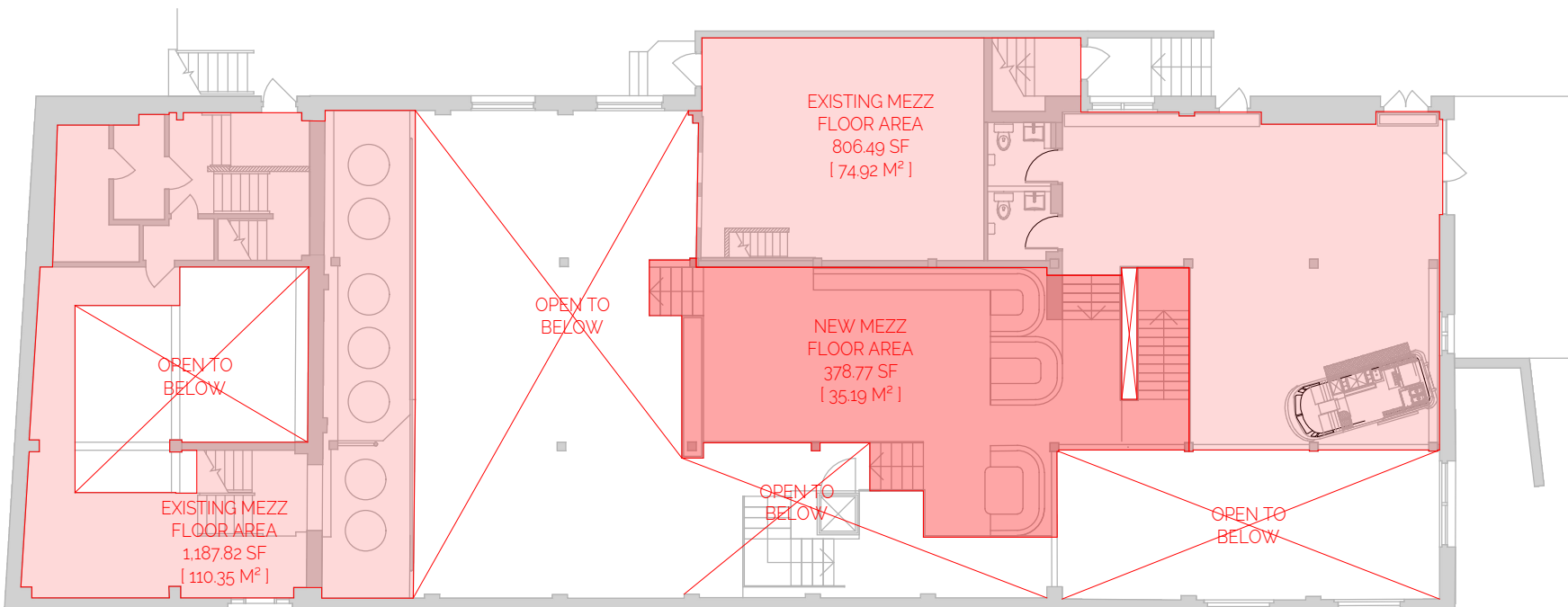
AVERAGE GRADE				
GRADE POINTS	AVERAGE OF POINTS	DISTANCE BETWEEN GRADE POINTS	TOTALS	
		M		
A - B	(9.20 + 3.00) / 2 =	6.10	X 14.03	- 89.24
B - C	(3.00 + 3.30) / 2 =	3.15	X 1.44	- 4.54
C - D	(3.30 + 2.90) / 2 =	3.10	X 2.78	- 8.66
D - E	(2.90 + 2.70) / 2 =	2.80	X 8.45	- 23.82
E - F	(2.70 + 2.70) / 2 =	2.70	X 6.22	- 16.70
F - G	(2.70 + 3.00) / 2 =	2.85	X 12.35	- 35.23
G - H	(3.00 + 2.60) / 2 =	2.80	X 15.90	- 47.32
H - I	(2.60 + 2.60) / 2 =	2.60	X 15.14	- 39.36
I - J	(2.60 + 3.40) / 2 =	3.00	X 2.75	- 8.28
J - K	(3.40 + 5.90) / 2 =	4.65	X 14.03	- 65.03
K - A	(5.90 + 9.20) / 2 =	7.55	X 40.04	- 302.30
				135.05 642.63
GRADE CALC		642.63 / 135.05		- 4.76



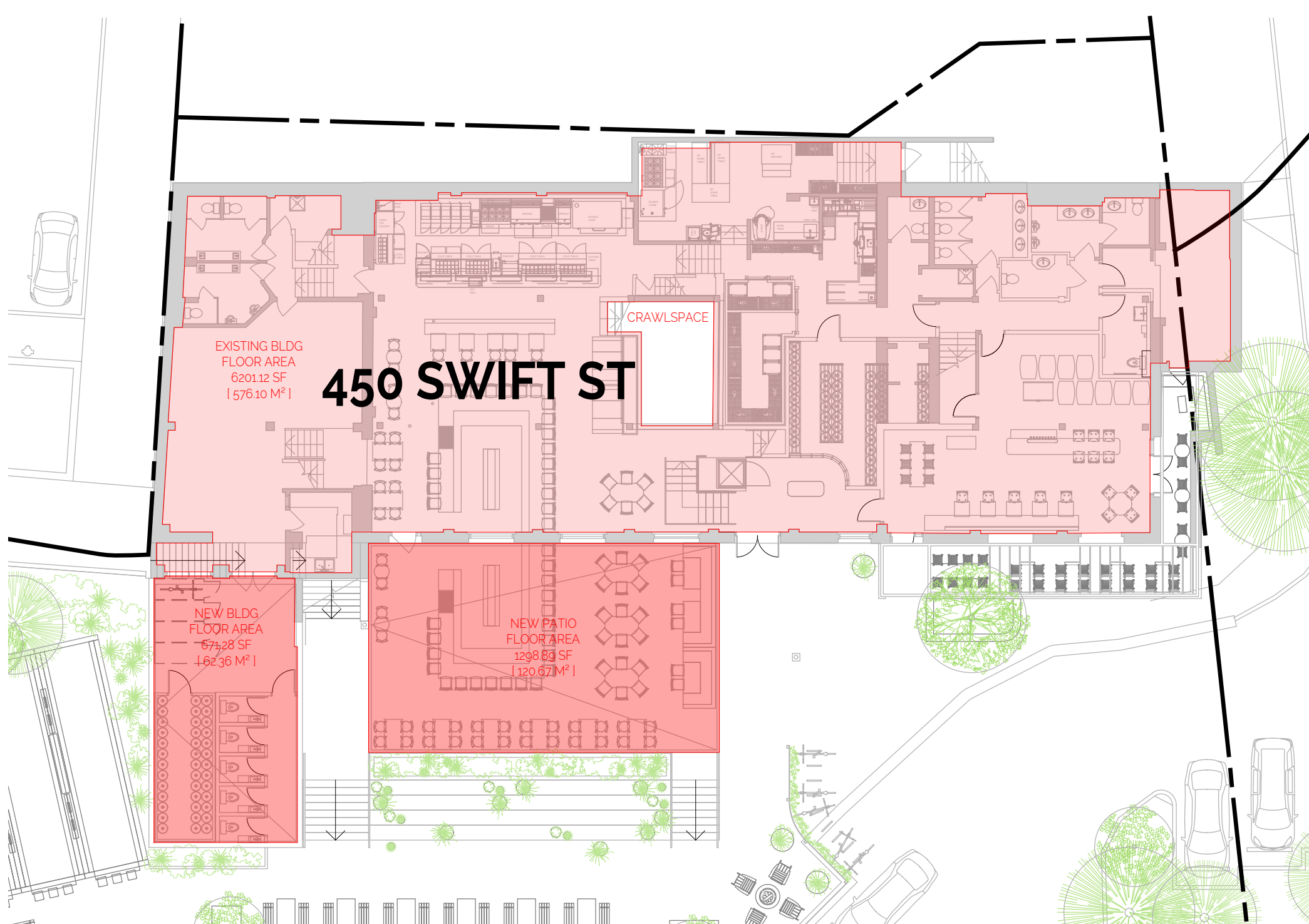
3 A001 LEVEL 3 PLAN
1/16" = 1'-0"



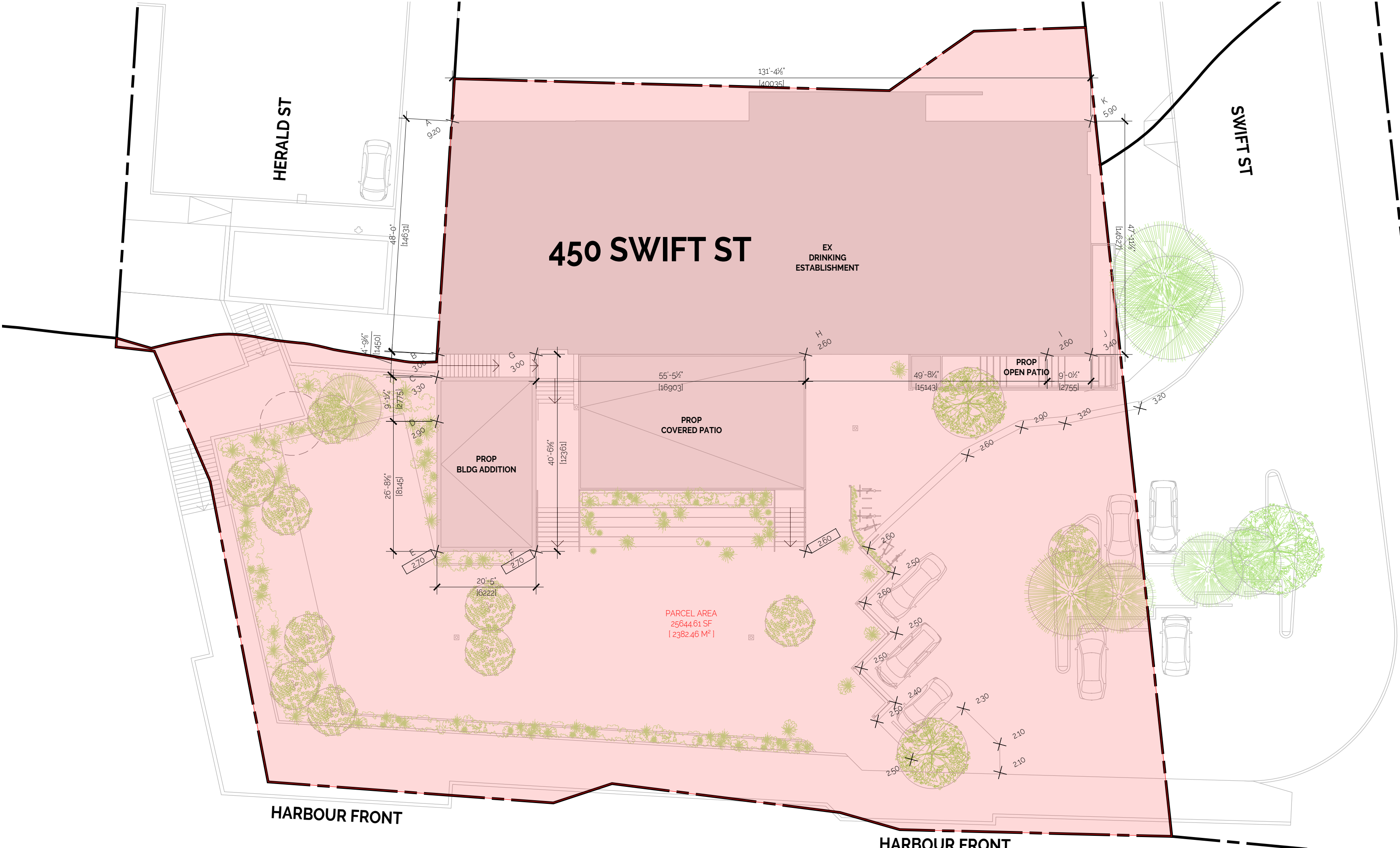
2 A001 LEVEL 2 PLAN
1/16" = 1'-0"



1 A001 LEVEL 1 PLAN
1/16" = 1'-0"



0 A001 BASEMENT PLAN
1/16" = 1'-0"



4 A001 GRADING SITE PLAN
1/16" = 1'-0"

NOTES

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FORT

ISSUED		
NO	ISSUE	DATE
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4	ISSUED FOR DP	2021-03-23
5	ISSUED IN RESPONSE TO REVIEW SUMMARY	2021-05-04

PROJECT

CRAFT BEER MARKET
VICTORIA

MUNICIPAL ADDRESS:
440 AND 450 SWIFT ST
VICTORIA BC V8W 1S3

LEGAL ADDRESS:
LOT 1 PLAN VP 18884 AND
LOT 6 PLAN VP 18421

DRAWING TITLE

BYLAW SHEET

PROJECT

PROJECT NO 2019

SCALE 1/16" = 1'-0"

DRAWN BY DV

CHECKED BY

REVISION SHEET

A001

FORM_SPC_V14

**SURVEY PLAN CERTIFICATION
PROVINCE OF BRITISH COLUMBIA**

PAGE 1 OF 2 PAGES

Your electronic signature is a representation that you are a British Columbia land surveyor and a subscriber under section 168.6 of the *Land Title Act*, RSC 1996 c.250. By electronically signing this document, you are also electronically signing the attached plan under section 168.3 of the act.

Mitchell Laseur Digitally signed by
KH3ID2 Mitchell Laseur KH3ID2
Date: 2021.05.31
13:34:52 -07'00'

1. BC LAND SURVEYOR: (Name, address, phone number)

Import Profile

GeoVerra Surveys (BC) Limited Partnership
Mitchell J. Laseur, BCLS
795 Market Street
Victoria BC V8T 0B4

mitch.laseur@geoverra.com
778-677-6155
File#21-01279-001-REF01-EPP111963

☐ Surveyor General Certification [For Surveyor General Use Only]

2. PLAN IDENTIFICATION:

Control Number: **162-249-3292**

Plan Number: **EPP111963**

This original plan number assignment was done under Commission #: 962

3. CERTIFICATION:

☒ Form 9 ☐ Explanatory Plan ☐ Form 9A

I am a British Columbia land surveyor and certify that I was present at and personally superintended this survey and that the survey and plan are correct.

The field survey was completed on: 2021 May 26 (YYYY/Month/DD) The checklist was filed under ECR#: 250329
The plan was completed and checked on: 2021 May 31 (YYYY/Month/DD)

☒ None ☐ Strata Form S

☒ None ☐ Strata Form U1 ☐ Strata Form U1/U2

Arterial Highway ☐

Remainder Parcel (Airspace) ☐

4. ALTERATION: ☐

**REFERENCE PLAN OF LOT A PART OF THE BED OF VICTORIA HARBOUR PLAN VIP85421
AND LOT 1, OF LOTS 122 AND 123, PLAN 36884; WITHIN VICTORIA CITY**

PLAN EPP111963

Pursuant to Section 100(1)(b) of the Land Title Act
BCGS 928.044

The intended plot size of this plan is 560mm in width by 864mm in height (D size) when plotted at a scale of 1:300.

This Plan lies within Integrated Survey Area No. 17,
City of Victoria, NAD83 (CSRS) 3.0.0.BC.1.CRD.

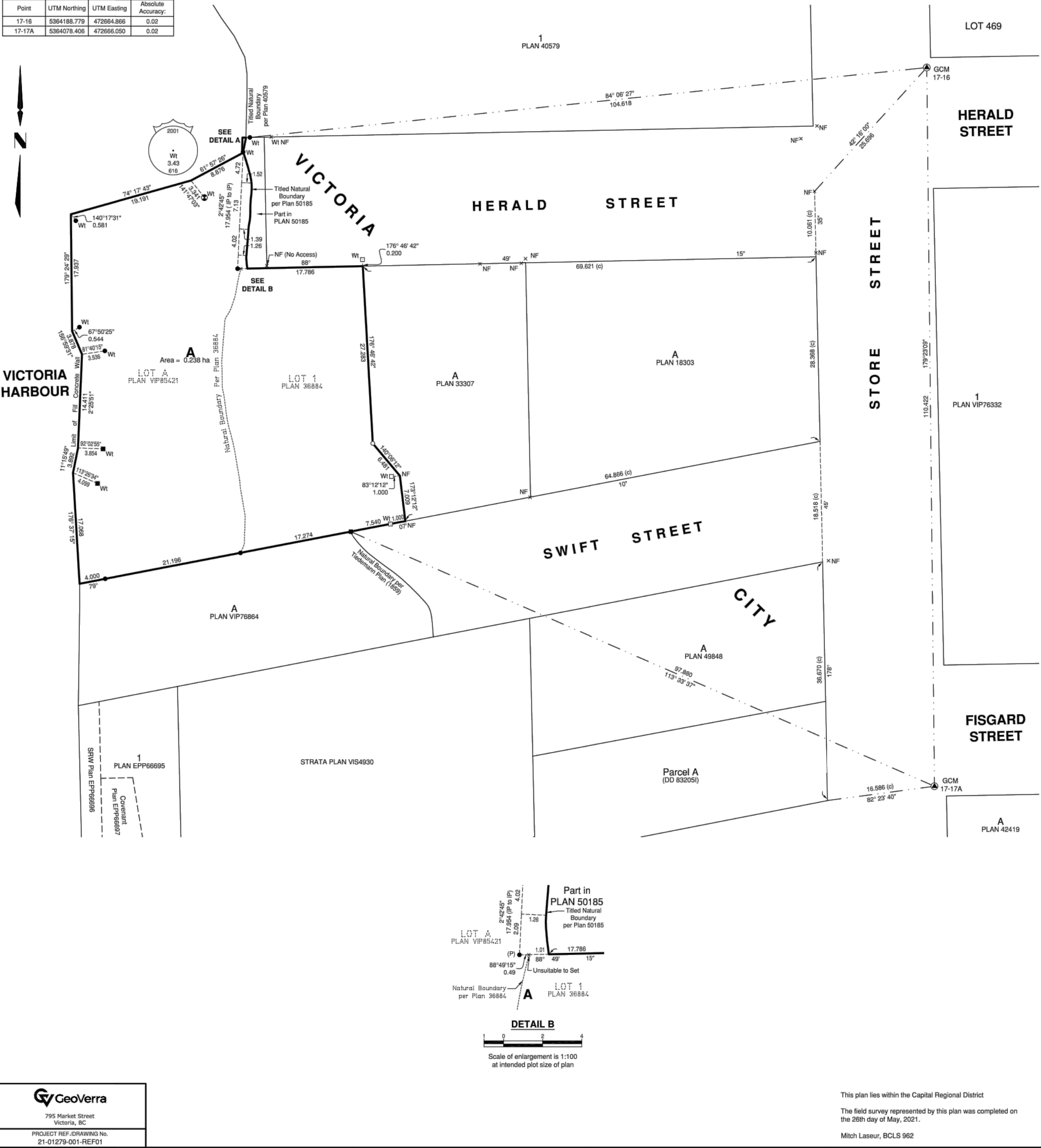
Grid bearings are derived from observations between
geodetic control monuments 17-16 and 17-17A and are
referred to the central meridian of UTM Zone 10.

The UTM coordinates and estimated absolute accuracy
achieved are derived from MASCOI published coordinates
and standard deviations for geodetic control monuments
17-16 and 17-17A.

This plan shows horizontal ground level distances unless
otherwise specified. To compute grid distances, multiply
ground level distances by the average combined factor of
0.9995014. The average combined factor has been
determined based on geodetic control monuments 17-16
and 17-17A.

LEGEND
● denotes control monument found
● denotes standard capped post found
● denotes standard iron post found
■ denotes lead plug found
○ denotes standard iron post placed
□ denotes lead plug placed
x denotes unmonumented point
(P) denotes previously tied, since destroyed
(C) denotes calculated
ha denotes hectares
SRW denotes statutory right of way
Note: This plan shows one or more witness posts which
are not set on the true corner(s).

Point	UTM Northing	UTM Easting	Absolute Accuracy
17-16	5384188.779	472864.886	0.03
17-17A	5384578.455	472866.590	0.02



NOTES

DO NOT SCALE DRAWINGS. REQUEST VERIFICATION OF DIMENSIONS AS REQUIRED.

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3	ISSUED FOR REVIEW	2021-03-02
4	ISSUED FOR DP	2021-03-23
5	ISSUED IN RESPONSE TO REVIEW SUMMARY	2021-05-04

PROJECT

**CRAFT BEER MARKET
VICTORIA**

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 3S3

LEGAL ADDRESS:
LOT 1 PLAN VIP 36884 AND
LOT A PLAN VIP 85421

DRAWING TITLE

SURVEY

PROJECT

PROJECT NO 2019

SCALE

AS NOTED

DRAWN BY

DV

CHECKED BY

REVISION

SHEET

A100



NOTES

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PROJECT

**CRAFT BEER MARKET
VICTORIA**

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 3S3

LEGAL ADDRESS:
LOT 1, PLAN VP 95884 AND
LOT 1A, PLAN VP 95421

DRAWING TITLE

**EX SITE / LANDSCAPE
PLAN**

PROJECT

PROJECT NO 2019

SCALE 1/8" = 1'-0"

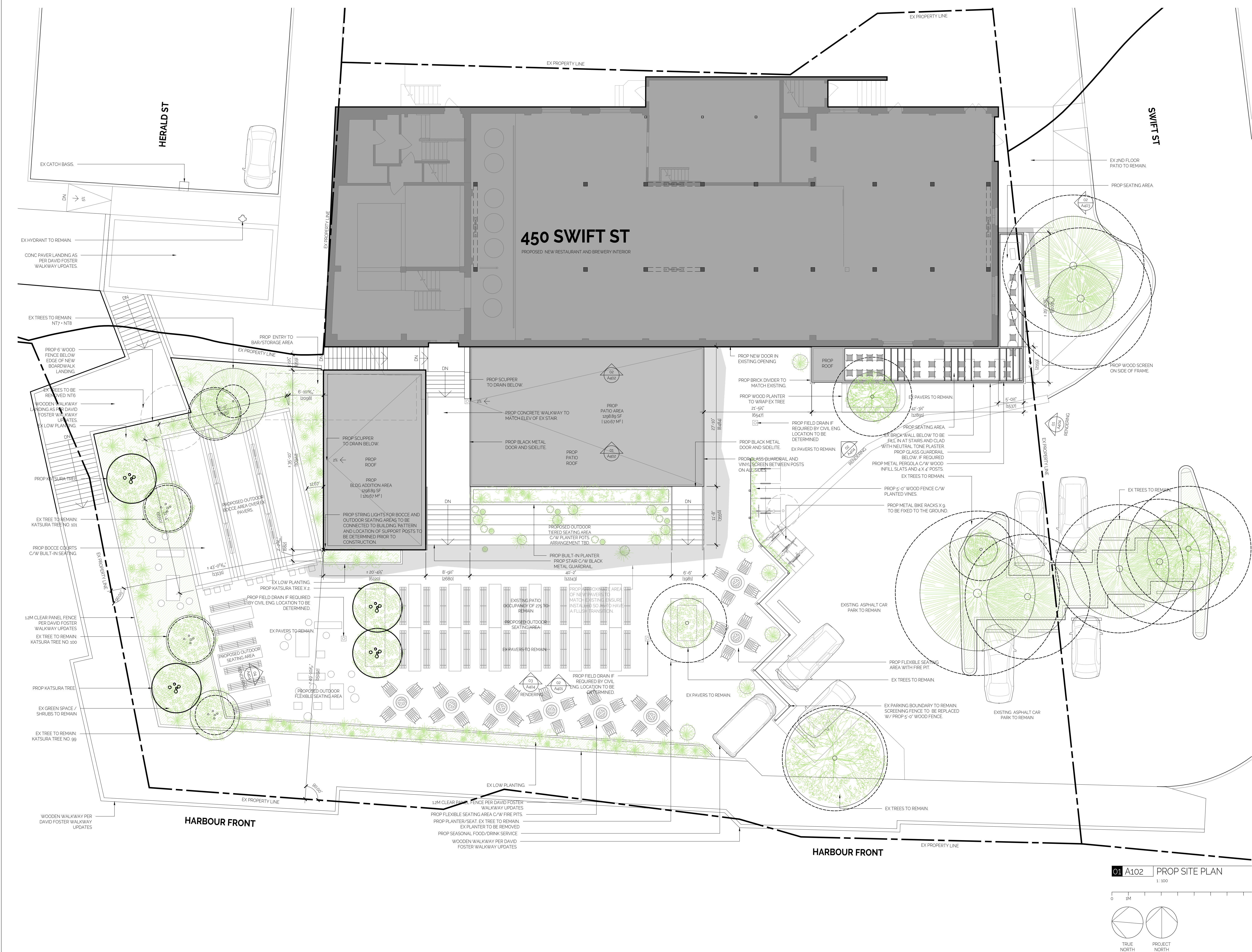
DRAWN BY MB

CHECKED BY

REVISION

SHEET

A101



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4	ISSUED FOR DP	2022-03-23
5	ISSUED IN RESPONSE TO REVIEW SUMMARY	2021-06-04
6	ISSUED IN RESPONSE TO REVIEW SUMMARY R1	2021-06-29

PROJECT

**CRAFT BEER MARKET
VICTORIA**

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V5W 3J3

LEGAL ADDRESS:
LOT 1 PLAN VP 95884 AND
LOT A PLAN VP 85421

DRAWING TITLE

**PROP SITE /
LANDSCAPE PLAN**

PROJECT

PROJECT NO 2019

SCALE 1:100

DRAWN BY DV

CHECKED BY MB LA

REVISION

SHEET

A102

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ISSUED FOR REVIEW	2020-07-01
ISSUED FOR REVIEW	2020-11-05
ISSUED FOR REVIEW	2021-03-03
ISSUED FOR DP	2021-03-23
ISSUED IN RESPONSE TO REVIEW SUMMARY	2021-06-01

CRAFT BEER MARKET VICTORIA

MUNICIPAL ADDRESS:
440 AND 450 SWIFT ST
VICTORIA BC V8W 1S3

LEGAL ADDRESS:
LOT 1, PLAN VIP 38884 AND
LOT A, PLAN VIP 85421

LEVEL 1 DEMO PLAN

PROJECT NO. 2019

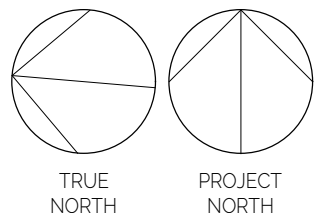
SCALE $3/16" = 1'-0"$

DRAWN BY LA

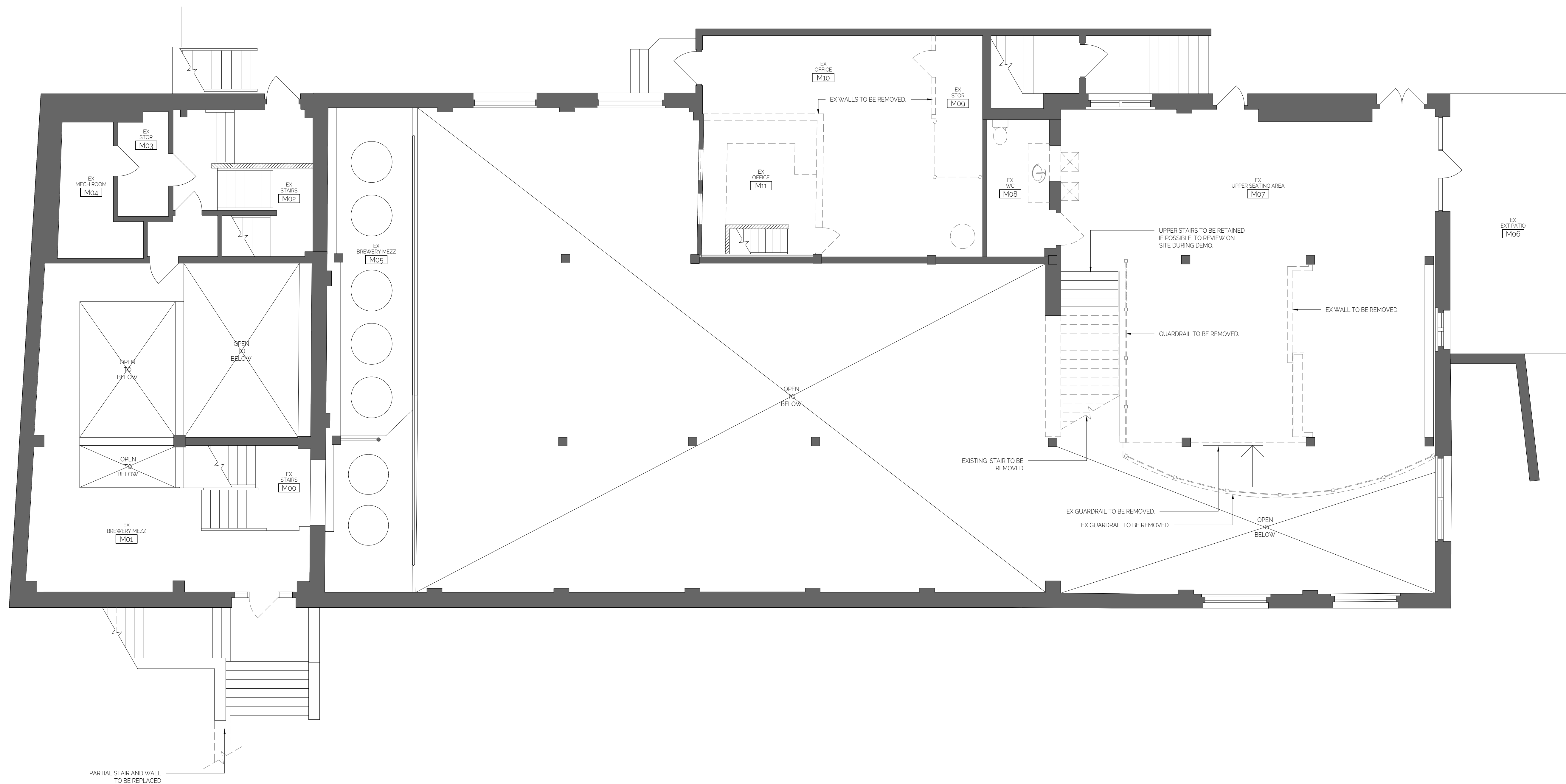
CHECKED BY _____

HEET

A201



01 A201 LEVEL 1 DEMO PLAN
3/16" = 1'-0"



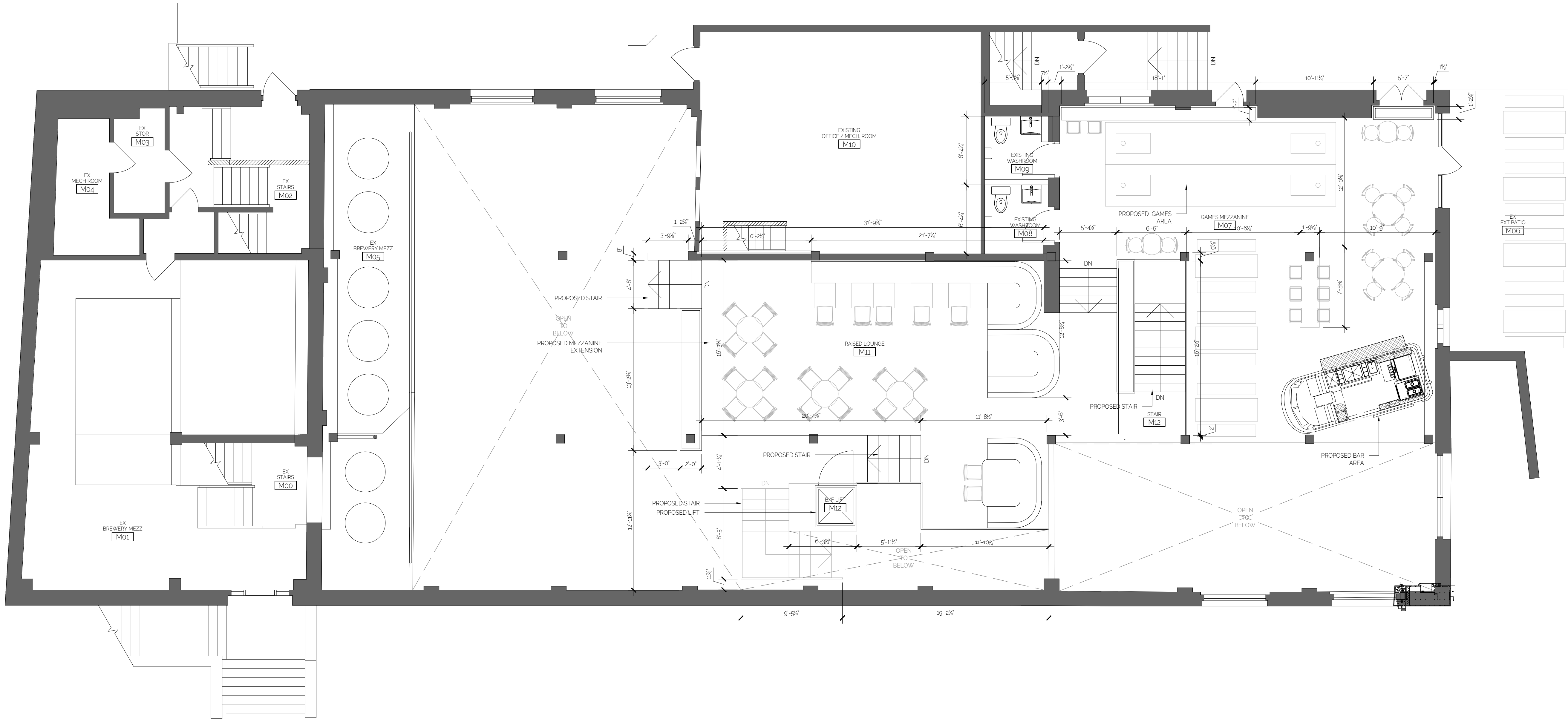
THIS DRAWING IS NOT TO BE USED FOR CONSTRUCTION UNTIL SO APPROVED

FOR

ISSUED		
NO	ISSUE	DATE
1	ISSUED FOR REVIEW	2020-07-01
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4	ISSUED FOR DP	2021-03-23
5	ISSUED IN RESPONSE TO REVIEW SUMMARY	2021-06-04

LEGAL ADDRESS:
LOT 1, PLAN VIP 38884 AND
LOT A, PLAN VIP 85421

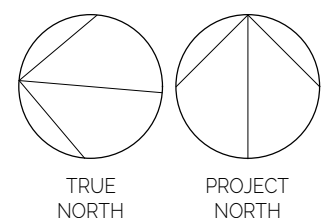
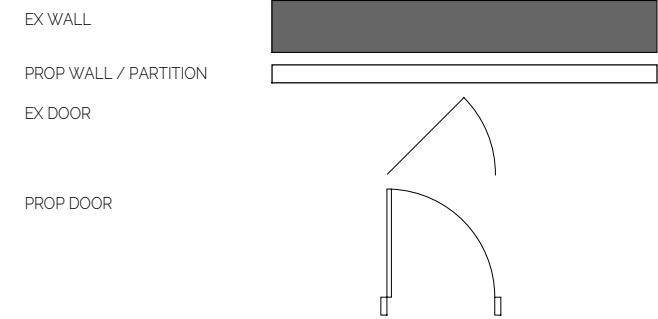
01 A202 LEVEL M DEMO PLAN



LEGEND

ROOM NUMBER SYMBOL

ROOM NAME
ROOM NUMBER
AREA IN SQUARE FEET
AREA IN SQUARE METERS



01 A102 PROP SITE PLAN
1/8" = 1'-0"

0 5'-0"

NOTES

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PROJECT

CRAFT BEER MARKET
VICTORIA

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 3S3

LEGAL ADDRESS:
LOT 1 PLAN VP 95884 AND
LOT A PLAN VP 85421

DRAWING TITLE

PROPOSED LEVEL M
PARTITION PLAN

PROJECT

PROJECT NO 2019

SCALE

3/32" = 1'-0"

DRAWN BY

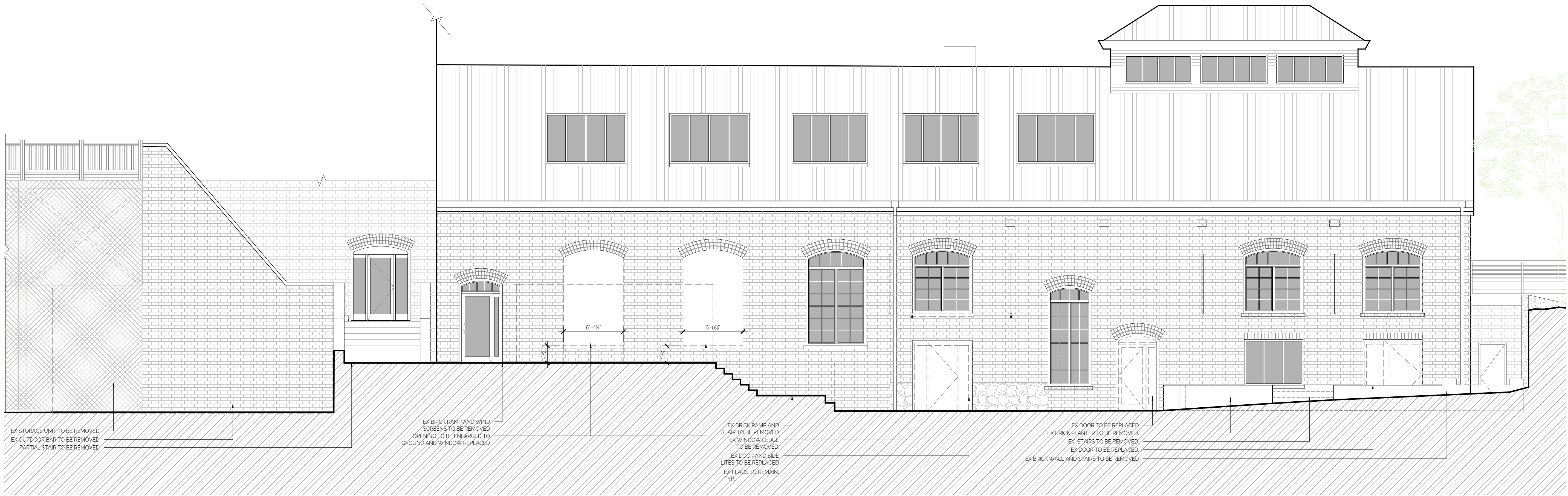
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CHECKED BY

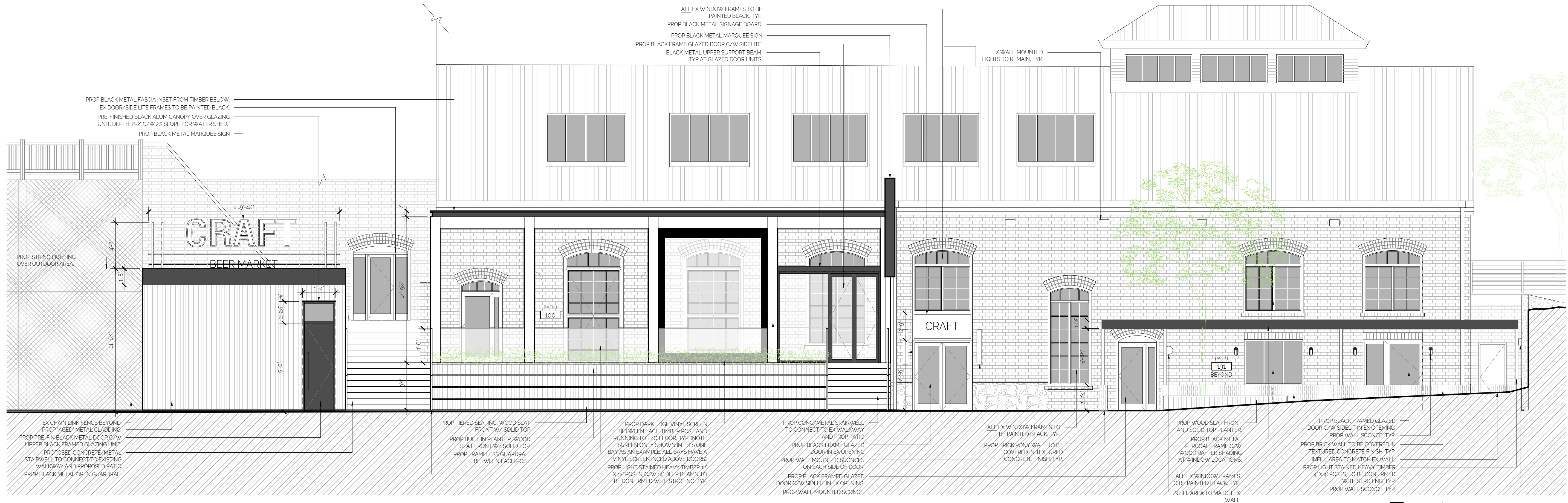
REVISION

SHEET

A204



01 A301 WEST ELEV - DEMO
3/16" = 1'-0"



02 A301 WEST ELEV - PROP
3/16" = 1'-0"

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5	ISSUED IN RESPONSE TO REVIEW SUMMARY	2021-06-04
6	ISSUED IN RESPONSE TO REVIEW SUMMARY R1	2021-06-29

PROJECT

**CRAFT BEER MARKET
VICTORIA**

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 3J3

LEGAL ADDRESS:
LOT 1 PLAN VP 95884 AND
LOT 1A PLAN VP 85421

DRAWING TITLE

**EXTERIOR
ELEVATIONS**

PROJECT

PROJECT NO 2019

SCALE 3/16" = 1'-0"

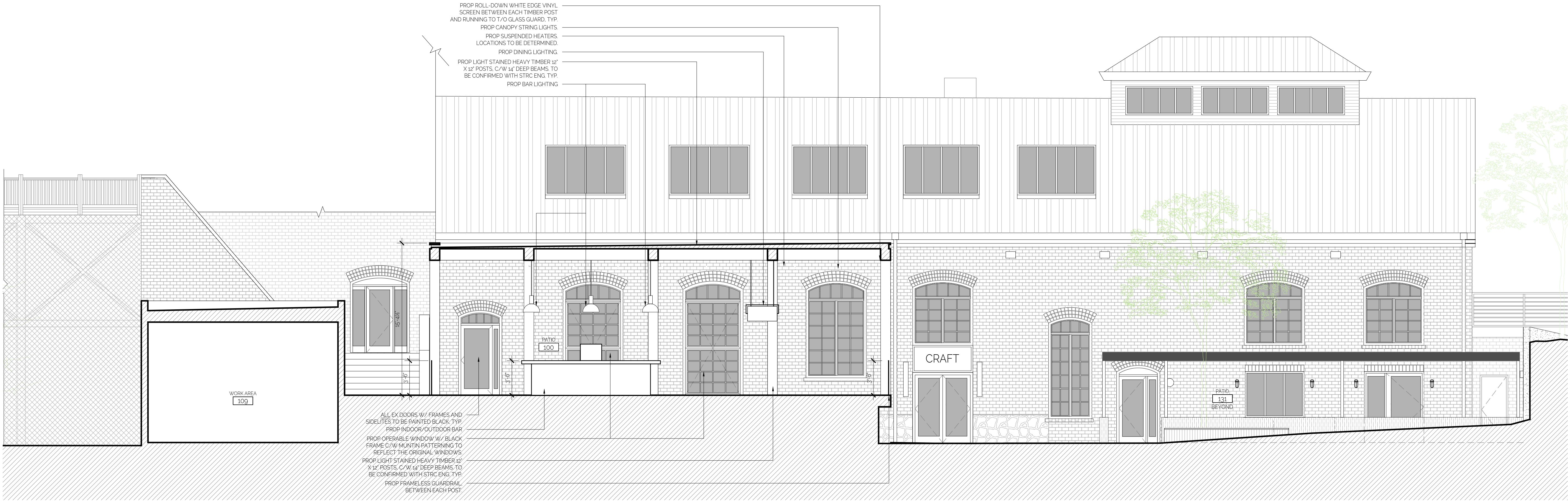
DRAWN BY MB

CHECKED BY

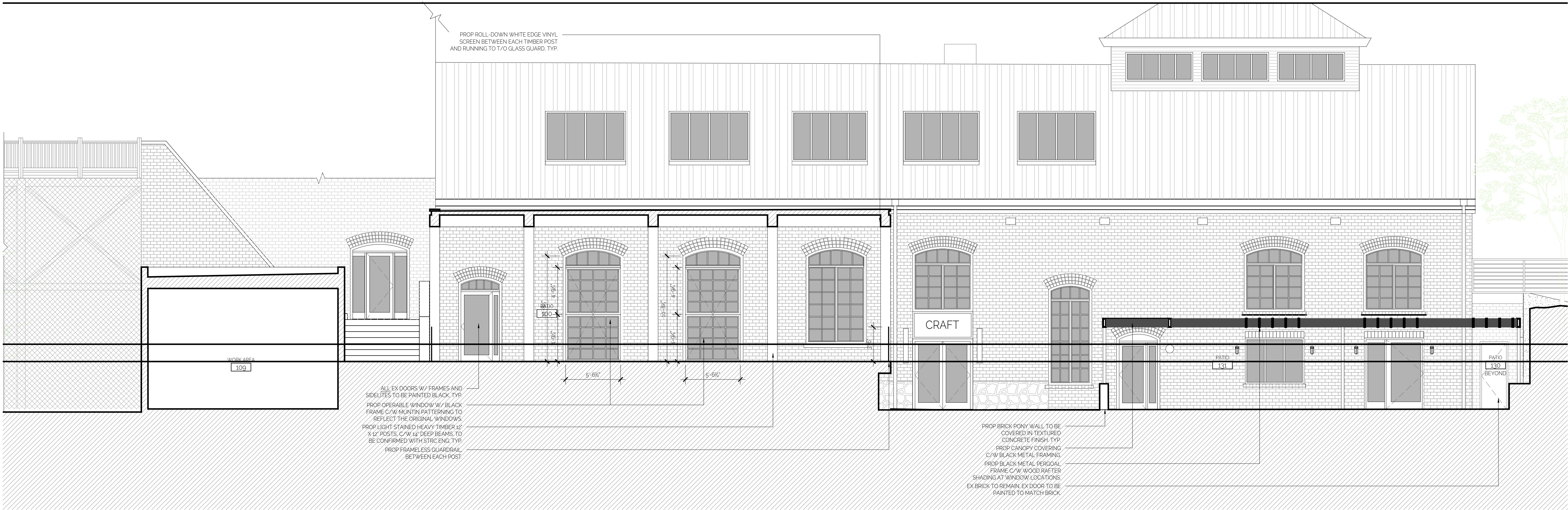
REVISION

SHEET

A301



01 A402 WEST ELEV 2 - PROP
3/16" = 1'-0"



02 A402 WEST ELEV 3 - PROP
3/16" = 1'-0"

0 5'-0"

NOTES

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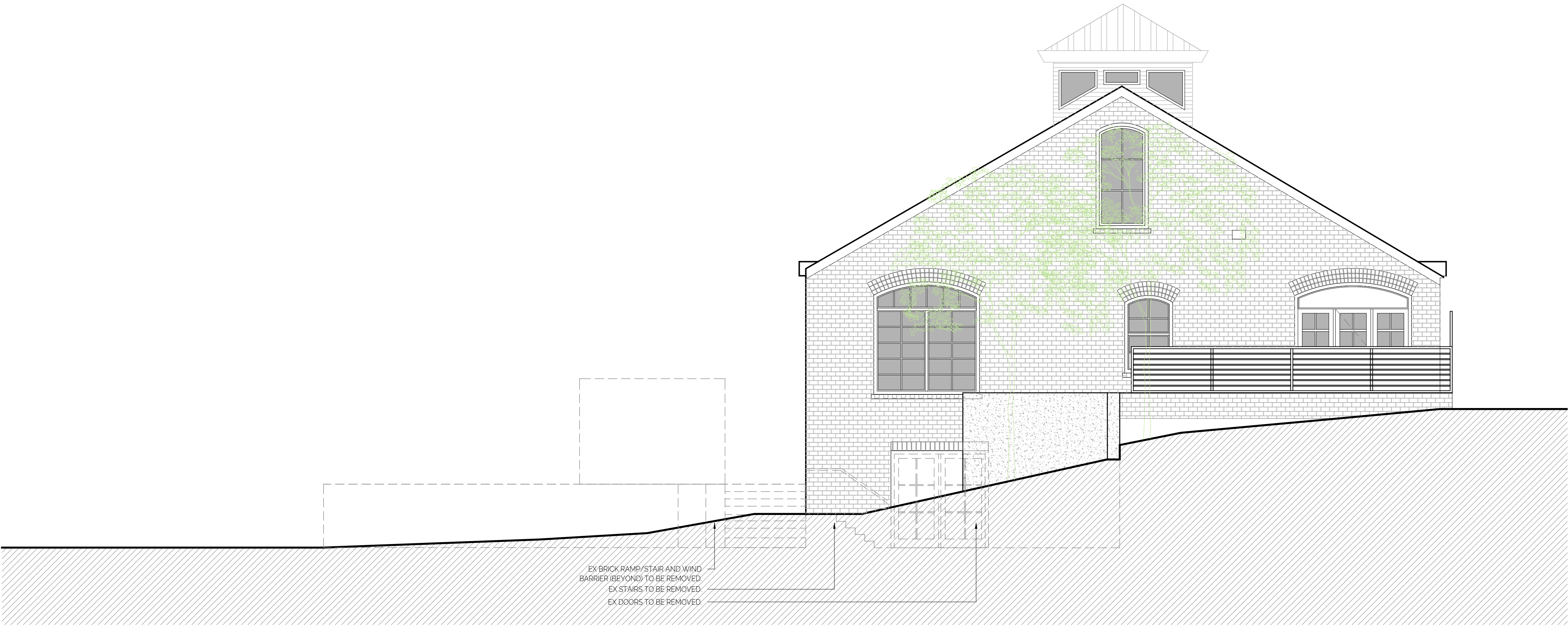
PROJECT

**CRAFT BEER MARKET
VICTORIA**

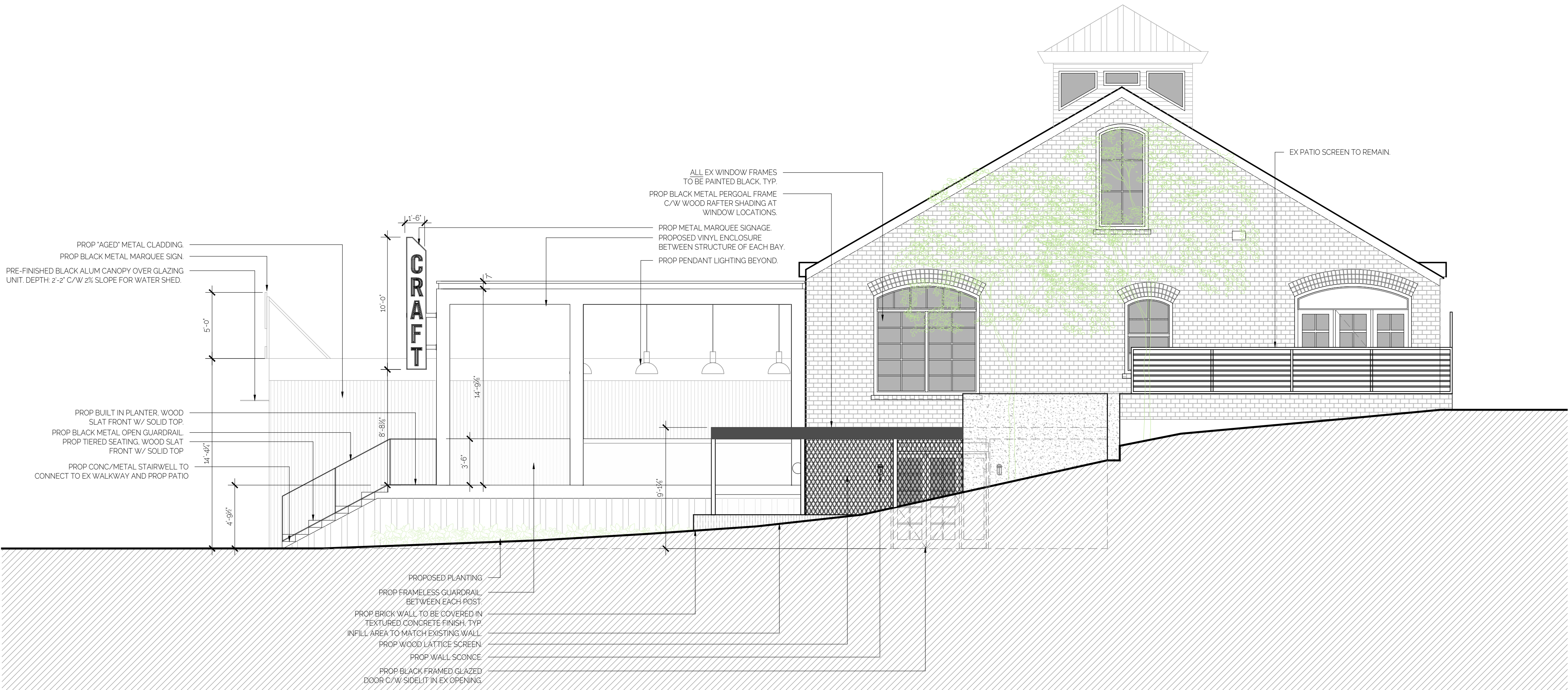
MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 3J3

LEGAL ADDRESS:
LOT 1 PLAN VP 95884 AND
LOT 1A PLAN VP 85421

DRAWING TITLE	
EXTERIOR ELEVATIONS	
PROJECT	
PROJECT NO	2019
SCALE	3/16" = 1'-0"
DRAWN BY	MB
CHECKED BY	
REVISION	
SHEET	
A402	



01 A403 SOUTH ELEV - DEMO
3/16" = 1'-0"



02 A403 SOUTH ELEV - PROP
3/16" = 1'-0"

0 5'-0"

NOTES

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PROJECT

**CRAFT BEER MARKET
VICTORIA**

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 3S3

LEGAL ADDRESS:
LOT 1, PLAN VIP 95884 AND
LOT 1A, PLAN VIP 85421

DRAWING TITLE	
EXTERIOR ELEVATIONS	
PROJECT	
PROJECT NO	2019
SCALE	
SCALE	3/16" = 1'-0"
DRAWN BY	
DRAWN BY	MB
CHECKED BY	
CHECKED BY	
REVISION	
SHEET	
A403	



01 A404 ARTISTIC VIEW 1



02 A404 ARTISTIC VIEW 2



03 A404 ARTISTIC VIEW 3



04 A404 ARTISTIC VIEW 4

NOTES

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PROJECT

**CRAFT BEER MARKET
VICTORIA**

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 1S3

LEGAL ADDRESS:
LOT 1, PLAN VP 95884 AND
LOT 1A, PLAN VP 85421

DRAWING TITLE

**CONCEPT RENDERING
AND MATERIALS**

PROJECT

PROJECT NO 2019

SCALE NTS

DRAWN BY LA

CHECKED BY

REVISION

SHEET

A404



01 A405 EXISTING SITE PHOTO



02 A405 EXISTING SITE PHOTO



03 A405 EXISTING SITE PHOTO



04 A405 EXISTING SITE PHOTO



05 A405 EXISTING SITE PHOTO



06 A405 EXISTING SITE PHOTO



07 A405 EXISTING SITE PHOTO



08 A405 EXISTING SITE PHOTO



09 A405 EXISTING SITE PHOTO

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PROJECT

CRAFT BEER MARKET

VICTORIA

MUNICIPAL ADDRESS:
440 AND 420 SWIFT ST
VICTORIA BC V8W 2S3

LEGAL ADDRESS:
LOT 1 PLAN VP 95884 AND
LOT 1A PLAN VP 85421

DRAWING TITLE	PROJECT NO	SCALE	DRAWN BY	CHECKED BY	REVISION	SHEET
EXISTING SITE PHOTOS	2019	MB				A405

**Craft Beer Market Head Office**

March 17, 2021

Honorable Mayor, and City council.:

RE: Letter of Intent for DP application at 450 Swift Street, commonly known as Canoe Brewpub

This letter is to explain our proposal for development at the CANOE site, located at 450 Swift Street, Victoria BC. It is our intent to further enhance the exterior of the building at this location. Through COVID it has been abundantly clear that patio and outdoor space is essential to the success of restaurants. Patrons and staff are more comfortable with dining on patios and feel safer. Our proposal is to further enhance the spectacular patio at the above location. We are proposing to enhance the experience by offering a more indoor-outdoor experience. Furthermore, we would like to have more move the barrier free access to the interior of the building, outside of the elements so there is more connection to the space.

As part of the application, we are looking to enhance the patio area by creating and connecting the indoors and outdoors. We are not adding seats, but we are just updating and modernizing the existing approved patio areas. As part of this we are squaring off the existing raised area of the patio and adding an inside outside bar to enhance the patio experience. In a effort to make the patio effective in rainy weather conditions days we are adding a roof shelter space to the raised area of the patio. We are also activating a small patio space that has not been used in the past near the Swift Ave entrance. Some additional items is to add permanent storage and remove temporary storage that is on site. We are also adding signage to activate the space from both the water and from the bridge traffic.

We are very excited to be able to continue the great history of this building and continue the long standing success of the restaurant and patio space.

Yours truly,

PJ L'Heureux

Craft Beer Market
President and Founder
pjl@craftbeermarket.ca

**CITY OF VICTORIA
HERITAGE ADVISORY PANEL
MEETING MINUTES
May 11, 2021**

Present: Aaron Usatch
Avery Bonner
Doug Campbell
Graham Walker
Helen Edwards
Jim Kerr
Kirby Delaney
Pamela Madoff, Chair
Shari Khadem
Steve Barber

Guests: Karen Bergen
Meghan Bannon
PJ L'Heureux
Chad Magas
Landon Anholt
David Vera
Keith Barbon
Earl Large
Kimberly Colpman
Martin Winston
Caroline Moore
Wendy Bowkett
Ken Johnson
Councillor Geoff Young
Councillor Charlayne Thornton-Joe

Staff: John O'Reilly, Senior Heritage Planner
Justine Wendland, Heritage Secretary

The Chair called the meeting to order at noon.

1. Adoption of the Agenda

Moved by Avery Bonner

Seconded by Shari Khadem

Carried (unanimous)

2. Adoption of the Minutes of the April 13, 2021 Meeting

Moved by Helen Edwards

Seconded by Doug Campbell

Carried (unanimous)

3. Business Arising from the Minutes

None raised.

4. Announcements

- Roundhouse site visit on May 18th and Special HAPL on May 25th, 2021
- New Heritage Planner
- Northern Junk went to Committee of the Whole and advanced to public hearing which is not yet scheduled.

5. 450 Swift Street– Heritage Alteration Permit with Variance Application No. 00030

John O'Reilly provided a brief introduction and applicant provided follow-up comments.

Panel Questions and Comments

Why change the windows? For movement and function of the patio as an extension of the interior. There is an indoor/outdoor bar serviced from both sides. From a service point of view, it allows one staff bartender to staff the bar. The thought was to have the patio in use for ¾ of the seasons a year. The vinyl screens will be only used in colder months. Is there any ramp or accessibility access on the new patio? No ramp is integrated with the new patio, but patrons could enter through main entrance. Accessibility is addressed through adding a lift in the building as patrons must enter the establishment through the front door. Were alternatives considered to the vinyl panels? Yes, other options were considered, such as glazing but that limited the height and added more visual clutter, mesh provided wind block but when its closed it creates a black wall and a visual block. Why is the lower brick to be painted white? This is to create a taproom atmosphere and a different feel for that corner, to draw attention there. Any intention to enclose the patio? No, the patio will be completely open

Regarding the window alterations, consistency of the multi-pane windows original to the buildings and the Panel voiced support for retaining multi-light windows but also supported modifying windows. The detailing of newer windows was consistent with the original design of the windows. We cannot confirm if specific windows are original, but the design is authentic to the design of the time. Are there statements of the statement of significance for the building? No official statement of significance.

Regarding the patio design, the Panel is looking for more transparency other than the vinyl barriers for wind reduction. Supportive of a permanent addition as such a greenhouse-type structure which might be more successful than the vinyl visually as well as reducing wind for patrons. This structure should be considered as an addition to the building versus a patio installation. What materials would be used for a greenhouse? Typically, greenhouses are glass and steel. The Empress's conservatory is a good example that inspired the design of the greenhouse design for the conference centre.

Regarding the quality of the signage, it was unclear from the applicants' renderings of the building and placement of signage if all signs are illuminated. Is the CRAFT sign illuminating and identifying the entrance to the building? What the role of that sign is? Craft sign is by a service window. The size of the signage could be reduced and appears unnecessary large.

Regarding the masonry painting, the Panel indicated that the brick should remain unpainted to match the rest of the building. The metal canopy is closed at the one end and becomes is a solid entity as it is closed on one side versus floating canopy. The closed folded canopy also blocks the main entrance. The Panel indicated they would like to see options for transparency on the canopy, and that the size of canopy feels large for the area.

Regarding the lighting of the building, the applicant is not proposing new lighting for the heritage building, although this may benefit the visibility and prominence of the building at night. Is the lighting in rendering existing or new and proposed? It looks like there is potential glare from the highly mounted lights that shine downwards. If they do cause glare, could they be dimmed? Flood lights are already mounted on the building, a few lights were added at the entry and smaller ones on the corner, the upper lights are existing. Could those highly positioned lights be removed? The current lights amplify the building, they are currently a soft light and none glaring. For security you would like to keep that lighting, as they are quite dim. Would there be new lighting under the new canopy at the entrance by the outdoor dining area by the white brick? A wall sconce will be located by both, but minimal light fixtures will be added. Was an alternative to the steel structure proposed, why not use a timber structure? The plan was to keep the structure as slim as possible, and the timber appeared heavier against the building. The Chintz and Company building was inspirational and the metal coming off the old brick building. Is there still a connection from Herald Street to Swift street? Yes, where there was an existing stairwell that would be made level.

Motion:

Option Three That the Heritage Advisory Panel recommend to Council that Heritage Alteration Permit with Variances Application No. 00030 for 450 Swift Street does not sufficiently meet the applicable design guidelines and polices and should be declined (and that the key areas that should be revised include): as listed by the Panel, if there is further advice they would like to provide on how the Application could be improved.

Moved by Steve Barber

Seconded by Jim Kerr

List of Considerations:

1. Retain multi-light windows overlooking covered patio.
2. Reconsider approach to covered patio more consistent with heritage building that is lighter and more transparent. 1:27)
3. Reconsideration of size and number of signs
4. Ground storey should not be painted and reconsideration of closed end of the canopy at the north end of the patio
5. Any change in exterior lighting should be in compliance with Guidelines to the satisfaction of the Senior Heritage Planner.
6. Confirmation of the materials of doors and window replacement.

Carried (9 in favor, 1 opposed)

6. **1737 Rockland Avenue – Heritage Designation No. 000195**

John O'Reilly provided a brief introduction.

Steve Barber excused himself from this/left meeting at 1:23pm and returned a few minutes later.

Panel Questions and Comments

Is the floorplan the extent to the designation request, was the construction done previous without permit are those changes included? It could be excluded from the designation to just encircle the original envelope of the building and exclude the patio structure.

Motion:

Moved by Doug Campbell

Seconded by Jim Kerr

Recommendation to put forward to Council for approval. Heritage designation is to not include the addition of the patio cover but be specific to only the original footprint of the house.

Carried (unanimous)

7. **255 Government Street– Delegated Heritage Alteration Permit No. 00169**

John O'Reilly provided a brief introduction.

No formal minutes were transcribed.

8. **1009 Southgate Street– Delegated Heritage Alteration Permit No. 00168**

John O'Reilly provided a brief introduction.

No formal minutes were transcribed.

Motion to adjourn: Jim Kerr

Seconded: Doug Campbell

Adjournment: (Unanimous)

Adjourned at 1:40 pm



Mayor Helps and Council
City of Victoria
No.1 Centennial Square
Victoria, BC, V8W 1P6

30 June 2021

Re: 440 Swift Street – Heritage Alteration with Variance HAV00030

Dear Mayor Helps and Council,

Based on the information provided by the City on the Development Tracker, we understand that the new business owners, CRAFT Beer Market, are applying for a Heritage Alteration Permit with Variance at 440 Swift Street to include:

- Enlarged window openings;
- Construction of a new enclosed patio structure;
- A 1-storey addition; and,
- Landscaping changes.

The modern history of this building is relevant and worth reviewing for this application. When the City of Victoria stopped using the foot of Swift Street for garbage handling and allowed a full renovation and lease of the building to be a hospitality venue, the floor levels and the locations for patrons and related services within that large open space were designed. Obviously suggestions about maximizing occupant load vs preserving the natural value of the original structure were assessed and a very good solution was delivered; creating an opportunity for a very large liquor licence occupancy of (786 persons) while maintaining the integrity of the historic 1894 City Electric Plant building. Certainly the space has been very popular since it opened and should be considered an excellent example of well-executed heritage rehabilitation that also manages to provide an excellent economic return to its owners.

We recognise that subsequent to filing their application, the applicant has made some revisions that have provided for some improvements, including; the removal of some of the signage, not painting the brick, removing the wall-like structure that enclosed the patio on southwest end of the building, and retaining the character of the multi-paned windows.

However, there are still items of concern regarding the proposal. The comments and concerns raised by committee members are as follows:

- Seating/Occupancy: At 786 persons the Licenced occupancy is very high for this establishment and without good management will certainly be a nuisance to its immediately adjacent residential neighbours. The proposed addition appears specifically designed to extend the utility of existing outdoor patio seats that are currently subject to constraints to both season and hours of operation due to weather and temperature. Consideration of an addition to a heritage building must not only include the correct aesthetic and materiality required by the National Standards and Guidelines for Historic Places but also must achieve mitigation priorities presented by the proposed uses.
- A study of the plans leads to the conclusion that the proposed enclosed patio on the harbour side compromises the heritage appearance and value of the building. It is offered as an enclosed “patio” but the design indicates that it will effectively function as a permanent addition to the indoor seating area that will operate year-round. Patios such as these are routinely used as a work around to requirements of the Building Code as “outdoor” patio seats are excluded from code requirements allowing operators to run more seats than otherwise possible.
- The drawings do not adequately demonstrate the impacts of the roll-down white edge vinyl screen proposed between the proposed timber posts on the overall appearance of the building. It is evident that it is near impossible for the City or residents to have any true sense of what these screens will look like in actual construction. In addition, it should be recognized that in practical application, these screens will be rolled down for the majority of the year given Victoria weather and the desirable location. Given this, the City should require further detailing of this sheltering solution be undertaken - perhaps including some CAD modeling such that Council can be assured that the proposed approach does not result in an unsightly and an incongruent addition and exterior finish to the harbour facing façade of an otherwise extremely attractive designated heritage building.
- Secondary to this application, but still completely relevant, is the question of the impacts of approval of the proposed Heritage Alteration Permit on its residential neighbours. There have been ongoing issues with noise impacts on neighbouring residential properties from this operation for decades. A patio with vinyl siding will extend the hours and seasons of possible use for a large number of patrons, but not provide any noise mitigation for neighbours. On the matter of more patrons outside until much later in the evening with increased noise 365 days a year, the answer should be obvious.

It is clear that noisy venues next to residences are very vexatious to those who live nearby, so Council should carefully consider any application that may contribute to potential nuisance. Apart from the obvious nuisance implications of the expanded patio capacity, the proposed changes will substantially degrade the inherent heritage value of this significant brick and heavy timber structure in Old Town and even more rare, one of those few heritage structures still remaining intact on our harbour waterfront.

Sincerely,

A handwritten signature in black ink, appearing to read 'Ian Sutherland', with a large loop at the start and a trailing flourish.

Ian Sutherland
Chair, Land Use Committee
Downtown Residents Association

cc: John O'Reilly



PLANNING DEPARTMENT

DATE: August 15, 1996 **COMMITTEE OF THE WHOLE REPORT**

TO: Mayor Cross and Members of Council

FROM: Murray G. Miller, Acting Heritage Planner

SUBJECT: **450 Swift Street** (City Light Building), Lot 1, of Lots 122 and 123 Victoria City, Plan 36884 all that Part of Victoria City (Formerly Herald Street) included in Plan 50185. Zoned CA-19 Swift Street Put and Brewery. Old Town and Chinatown Heritage Conservation Area #1.

Executive Summary

450 Swift Street is leased to Heritage Quay Development Ltd. Heritage Quay has submitted plans for and has a lease agreement with the City which includes the rehabilitation of the building.

The present lease agreement requires that the lessee obtain approval from City Council for any exterior changes and upon the expiration or earlier termination of the term, to deliver the premises to the City in a safe, clean and sanitary condition.

Since the building has Heritage Registry status in Heritage Conservation Area #1, any changes proposed for the building are subject to Council's design approval.

Heritage Quay has enquired about heritage designation for the property. Designation would not offer the City any greater protection of its resource in this situation, but would compliment the City's objectives in both the O.C.P. and the Downtown Plan.

Under the current policies of the Victoria Civic Heritage Trust, the owner would not be eligible for financial assistance as it applies to private ownership rather than public. On the other hand, if City Council wished to pursue heritage designation, it would be eligible for a grant of up to \$60,000 from the B.C. Heritage Trust, under its Capital Development Program, for exterior restoration.

Recommendation

That, whereas the building at 450 Swift Street is worthy of heritage designation, City Council designate it as a Municipal Heritage site, and further,

Future changes to the exterior to be in accordance with the B.C. Heritage Trust's Rehabilitation Principles and Guidelines for heritage registry and designated buildings.

Respectfully submitted,


Murray G. Miller
Acting Heritage Planning
word w:\steve\450swift.doc


Len Voornfjord
Director of Planning

Attachment: Background/Analysis

47
August 15, 1996

BACKGROUND/ANALYSIS

SUBJECT: 450 Swift Street (City Light Building), Lot 1, of Lots 122 and 123 Victoria City, Plan 36884 all that Part of Victoria City (Formerly Herald Street) included in Plan 50185. Zoned CA-19 Swift Street Put and Brewery. Old Town and Chinatown Heritage Conservation Area #1.

The "City Light" structure is a Heritage Registry building subject to a lease agreement which requires the lessee to obtain Council's approval for any changes to the building, to restore and maintain it, and to return it to the City in a safe, clean, and sound condition.

The term of the lease is 50 years, plus 3 months from October 1, 1993, and includes a five year rental agreement; a schedule for redevelopment; financial and custodial responsibilities of the lessee; requirements for insurance coverage; matters of liability and default; disputes and miscellaneous items.

City Council, at its meeting of October 27, 1988, authorized the issuance of a development permit for a 65-seat marine pub, micro brewery, and associated retail and office space for the premises. The permit was renewed in March of 1994, and most recently, in May of 1996.

The Heritage Inventory of industrial buildings lists this structure in the "buildings of interest" category. The structure was located on Swift Street in 1899 and the present building is shown on the Fire Insurance Underwriters Map of 1903.

The current CA-19 zoning is compatible with the surrounding commercial zones.



PLANNING DEPARTMENT

DATE: August 15, 1996

COMMITTEE OF THE WHOLE REPORT

TO: Mayor Cross and Members of Council

FROM: Murray G. Miller, Acting Heritage Planner

SUBJECT: **450 Swift Street** (City Light Building), Lot 1, of Lots 122 and 123 Victoria City, Plan 36884 all that Part of Victoria City (Formerly Herald Street) included in Plan 50185. Zoned CA-19 Swift Street Pub and Brewery. Old Town and Chinatown Heritage Conservation Area #1.

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Under the current policies of the Victoria Civic Heritage Trust, the owner would not be eligible for financial assistance as it applies to private ownership rather than public. On the other hand, if City Council wished to pursue heritage designation, it would be eligible for a grant of up to \$60,000 from the B.C. Heritage Trust, under its Capital Development Program, for exterior restoration.

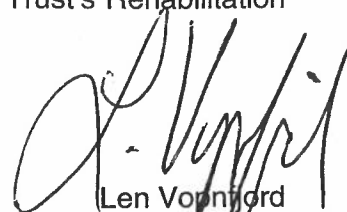
Recommendation

That, whereas the building at 450 Swift Street is worthy of heritage designation, City Council designate it as a Municipal Heritage site, and further,

Future changes to the exterior to be in accordance with the B.C. Heritage Trust's Rehabilitation Principles and Guidelines for heritage registry and designated buildings.

Respectfully submitted,


Murray G. Miller
Acting Heritage Planning
word w:\steve\450swift.doc


Len Vonnard
Director of Planning

August 15, 1996

BACKGROUND/ANALYSIS

SUBJECT: **450 Swift Street** (City Light Building), Lot 1, of Lots 122 and 123 Victoria City, Plan 36884 all that Part of Victoria City (Formerly Herald Street) included in Plan 50185. Zoned CA-19 Swift Street Put and Brewery. Old Town and Chinatown Heritage Conservation Area #1.

The "City Light" structure is a Heritage Registry building subject to a lease agreement which requires the lessee to obtain Council's approval for any changes to the building, to restore and maintain it, and to return it to the City in a safe, clean, and sound condition.

The term of the lease is 50 years, plus 3 months from October 1, 1993, and includes a five year rental agreement; a schedule for redevelopment; financial and custodial responsibilities of the lessee; requirements for insurance coverage; matters of liability and default; disputes and miscellaneous items.

City Council, at its meeting of October 27, 1988, authorized the issuance of a development permit for a 65-seat marine pub, micro brewery, and associated retail and office space for the premises. The permit was renewed in March of 1994, and most recently, in May of 1996.

Harbour Quay Development has obtained the required Class "F" Marine Public House Liquor License, and has signed tenants (agreements) for approximately 50% of the new complex.

The Heritage Inventory of industrial buildings lists this structure in the "buildings of interest" category. The structure was located on Swift Street in 1899 and the present building is shown on the Fire Insurance Underwriters Map of 1903.

The current CA-19 zoning is compatible with the surrounding commercial zones.

August 8, 1996

Memo to: Chairman and Members, Heritage Advisory Committee

From: Murray G. Miller, Acting Heritage Planner

Re: **450 Swift Street** (City Lights Building) - owner request to designate a heritage registry building. Zoned CA-19 Swift Street Pub and Brewery. Old Town and Chinatown Heritage Conservation Area # 1.
For recommendation to Council.

1.0 Summary

This is an owner request to designated a heritage registry building.

2.0 Recommendation

That, whereas the house at 450 Swift Street is worthy of heritage designation, City Council designate it as a municipal heritage site, and further,

Future changes to the exterior to be in accordance with the B.C. Heritage Trust's Rehabilitation Principles and Guidelines for heritage registry and designated buildings

3.0 Background / Analysis

The City Electric Light Station was located on Swift Street in 1899 and the present building is shown on the fire insurance underwriters map of 1903. The garbage wharf by the building was extended in 1909. In 1960, alterations were made to the building to put in a lunchroom and washroom for the garbage department.

The Heritage Inventory of Industrial Buildings lists this structure amongst the "Buildings of Interest" category.

The one-storey brick building on Swift Street looks small from the roadway but it is much larger than it first appears. The brick building is in the common pattern. The gabled corrugated iron roof has skylights. On the gable end at the roof line there is a projecting row of header brick. The windows on the west side of the structure are semi-elliptical header brick voussoir with lug sills and multi-light transoms. There is a shed roof addition on the west side of the building which has a concrete foundation, corrugated iron roofing and barred windows. At the

north end of the building is a two-storey section with a flat roof with cupola. The second storey of the building has pilasters and corbelled fascia.

On Herald Street, at the north side of the building, there is a concrete block addition which was constructed in 1970.

City Council, at its meeting on October 27, 1988, authorized the issuance of Development Permit #943A for a 65-seat Marine Pub, Micro Brewery and associated retail and office space for the leased premises owned by the City of Victoria in the former City Light Building at 450 Swift Street. The Development Permit was renewed by City Council at its meeting of Mar 24, 1994. The Heritage Advisory Committee reviewed and recommended approval of revisions to the above application on November 8, 1994.

3.2 Official Community Plan / Neighbourhood Plans

The conservation of this house is consistent with Chapter 7 of the Official Community Plan titled "Toward an Environmentally Sound Community". Topic (8) Heritage states the following objectives:

- a) **To encourage the preservation and conservation of those sites, buildings and structures which are of architectural and historical significance.**
- c) **To maintain and develop regulatory controls which will assist in the conservation of natural and built heritage resources, including view corridors.**

Topic (8) Heritage also states the following policies:

- ii) **Maintain and develop regulatory control such as heritage designations, Development Permit Areas, Heritage Conservation Areas, temporary protection orders and other mechanisms, including view corridor designations, for the protection of significant heritage resources and areas.**
- v) **Consider planning policies that advance heritage conservation objectives for each neighbourhood.**

In addition, the Downtown Plan objectives and policies include the following:

1. To protect buildings of heritage significance and encourage their rehabilitation.
2. To maintain and supplement, where required, the City's existing heritage registry.

3. To encourage the restoration of heritage registry and designated buildings in accordance with their original appearance.

3.3 Zoning / Land Use

The CA-19 zoning is compatible with the surrounding commercial zones.

3.4 Condition / Economical Viability

The building requires considerable exterior conservation and seismic upgrading, which is part of the proposed scope of work for its redevelopment.

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Heritage Alteration Permit Application No. 00246 for 450 Swift Street



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Aerial

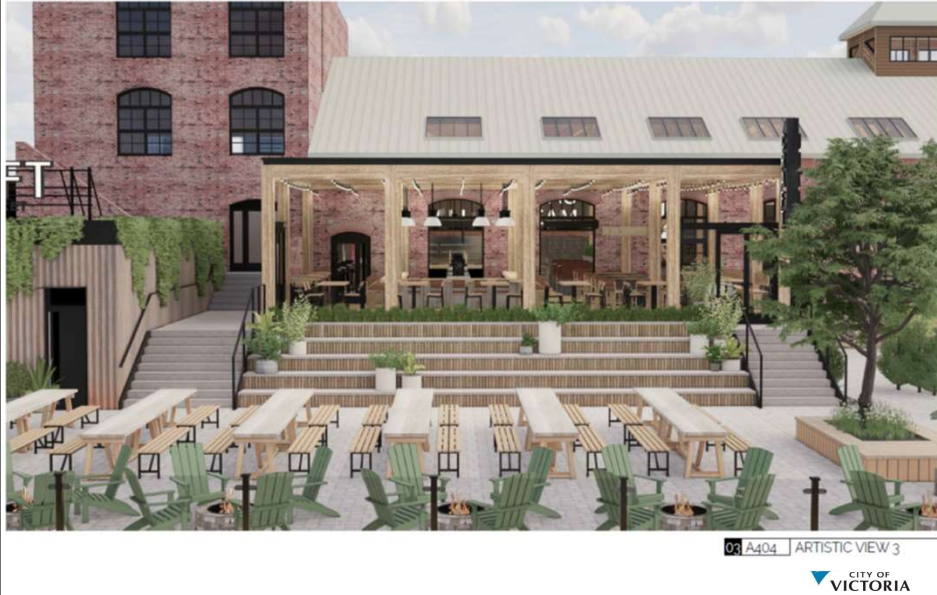
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Proposal

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Subject Site

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Subject Site

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Historic Photos

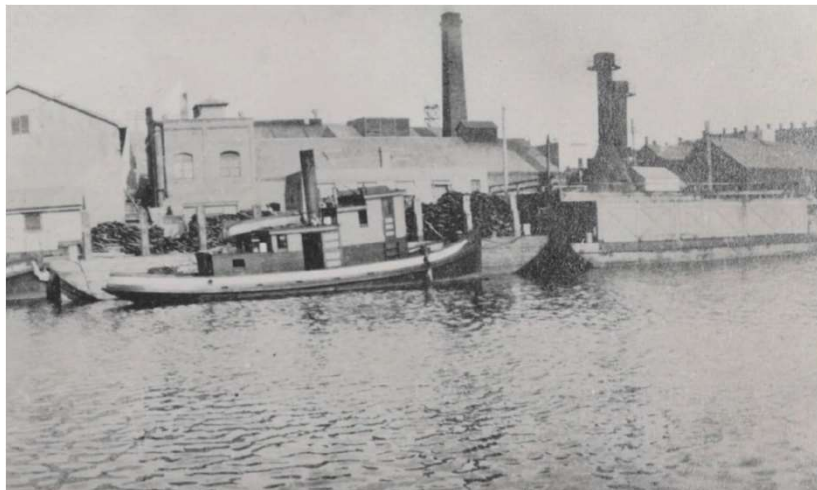
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Historic Photos

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Historic Photos

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Historic Photos

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Renovation

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Renovation

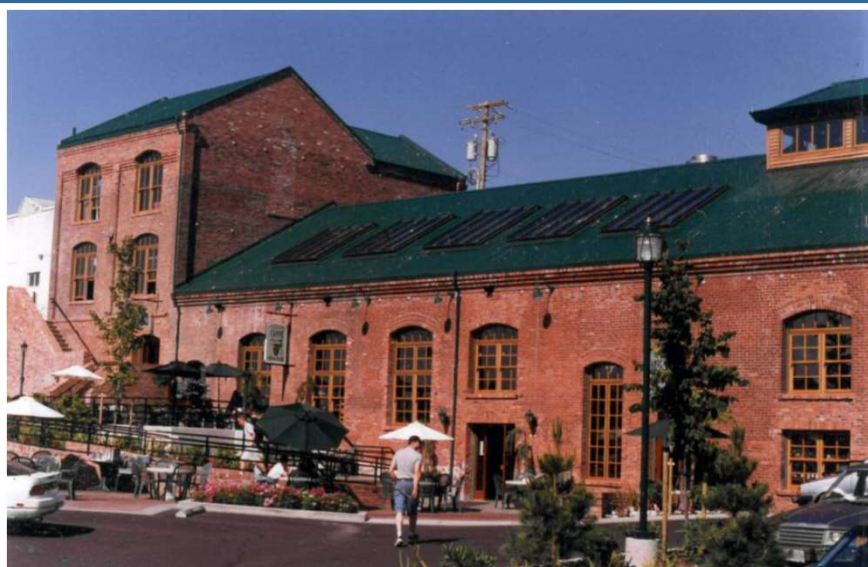
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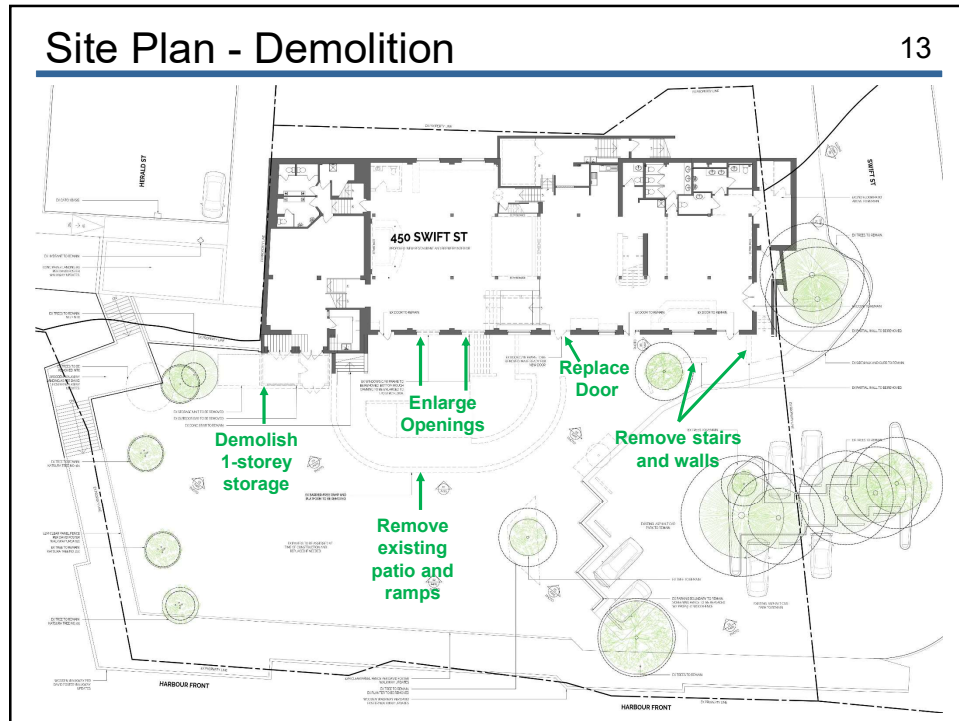
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Renovation

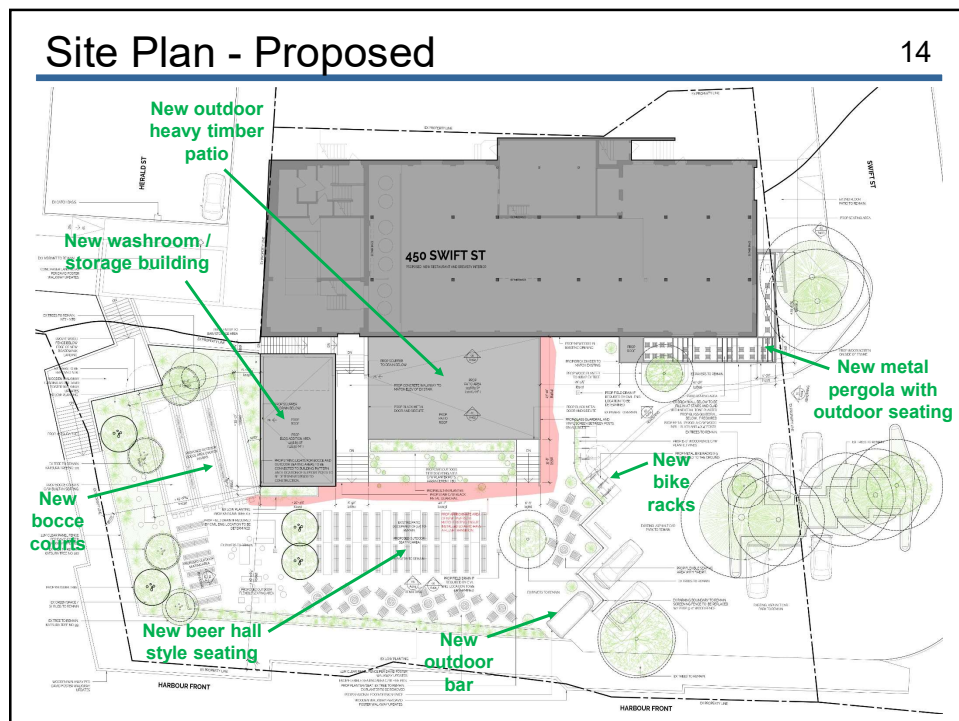
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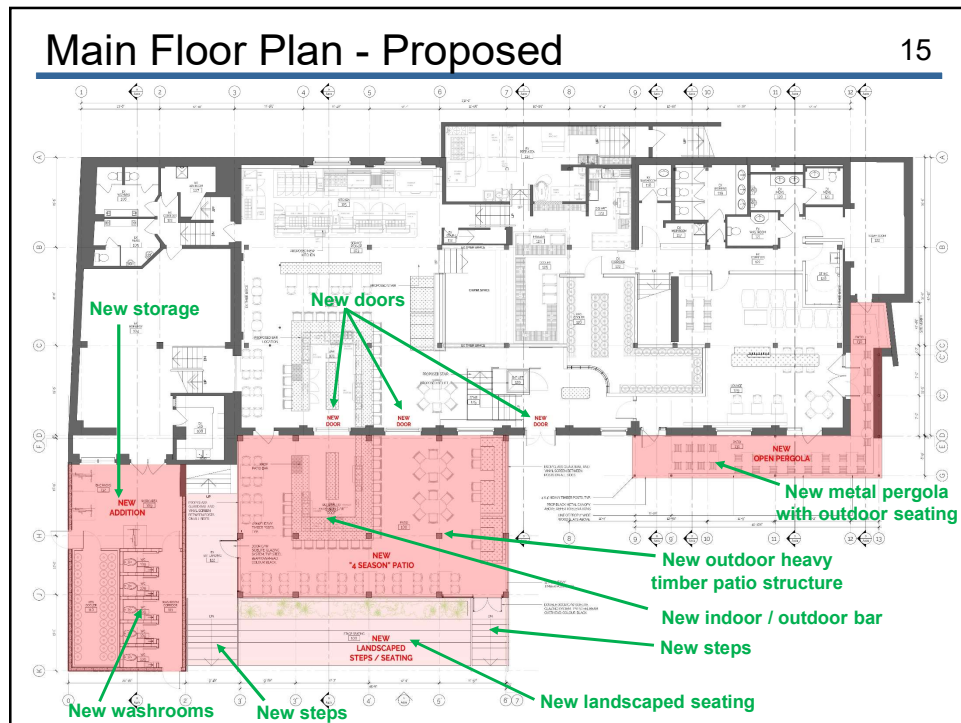
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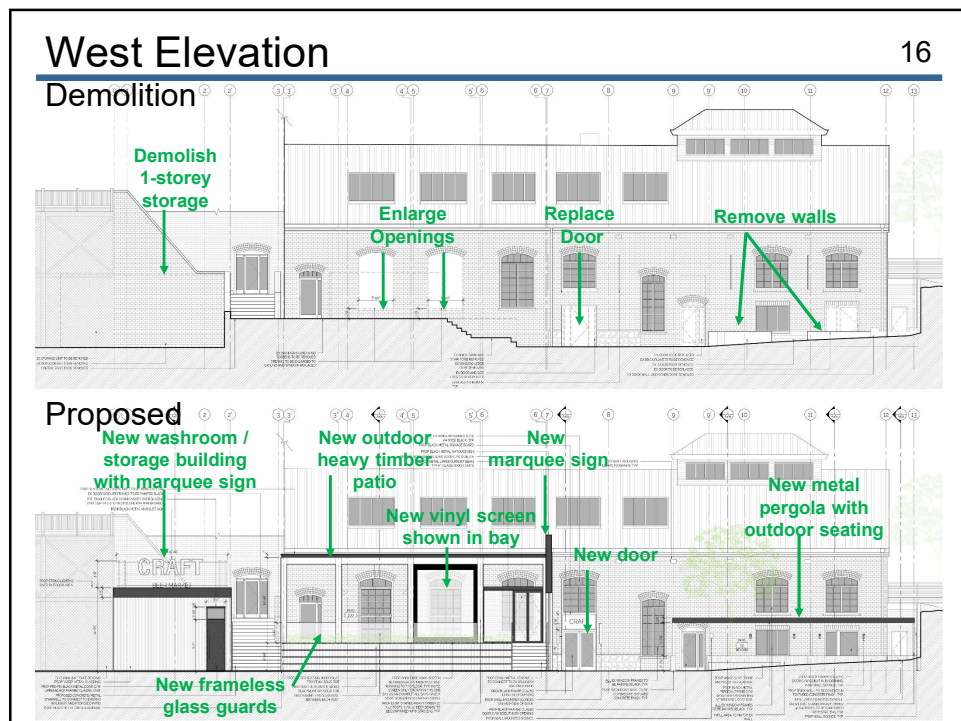
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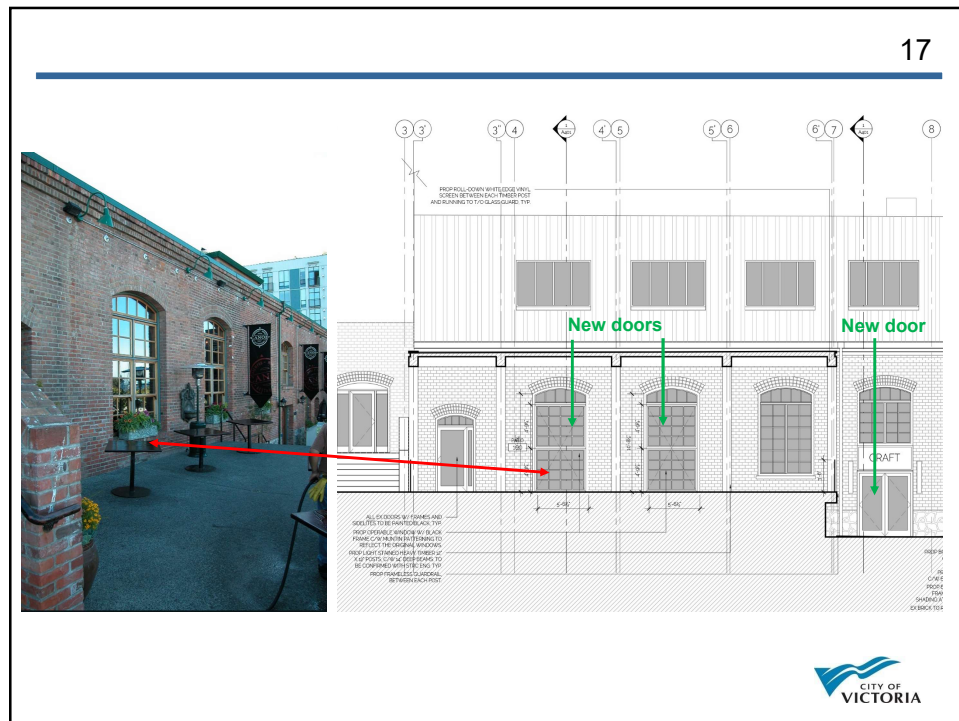
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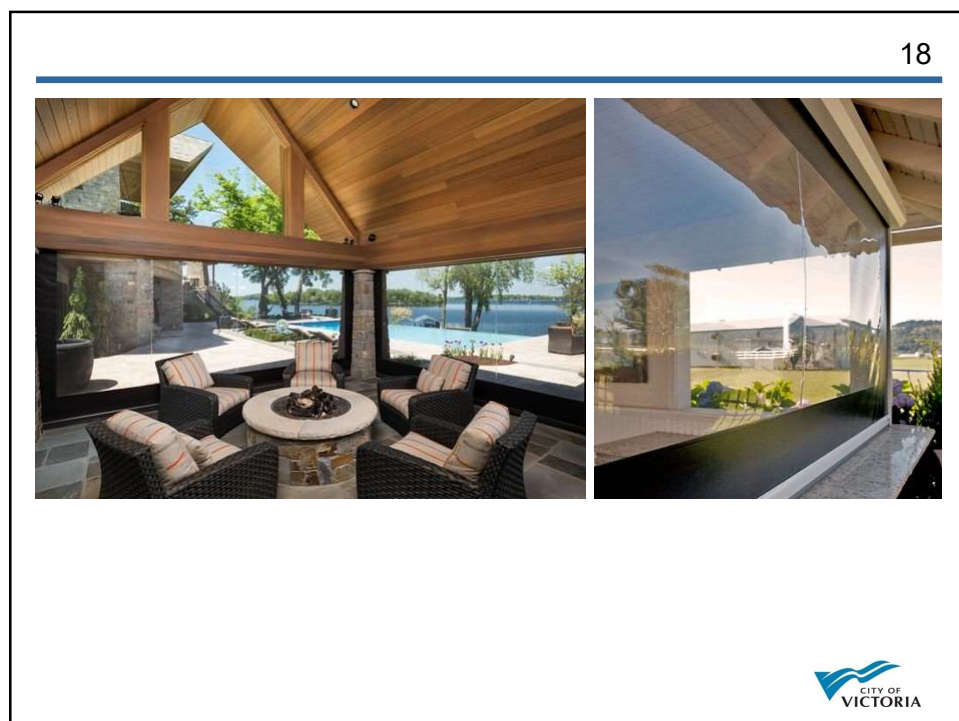
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July 9, 2021

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

Re.: Support for upgrades to Canoe Brew Pub

Dear Mayor and Council,

The Greater Victoria Chamber of Commerce supports investments in active transportation, and in infrastructure improvements that enhance the experience for people visiting our region.

The proposal to revitalize and rebrand the Canoe Brew Pub and restaurant will turn it into an anchor destination for Victoria's Historic District as well as the Rock Bay neighbourhood. The Chamber trusts that city staff will provide thoughtful and considered recommendations for preserving the character and heritage of this area. We know that doing nothing is not the same as preservation, and the stated aim of this project is to help the building improve modern accessibility needs while maintaining significant elements.

The second proposal to upgrade and extend the David Foster Walkway, which is an amenity for residents and tourists, will provide another avenue for people to move through downtown, helping to further disperse visitors and benefiting businesses in more neighbourhoods.

As always, please reach out to me directly if you would like to discuss this matter further.

Sincerely,



Bruce Williams
CEO, Greater Victoria Chamber of Commerce



Committee of the Whole Report For the Meeting of July 22, 2021

To: Committee of the Whole **Date:** June 30, 2021
From: Karen Hoes, Director of Sustainable Planning and Community Development
Subject: Pre-Application Community Consultation after the COVID-19 Pandemic

RECOMMENDATION

That Council direct staff to bring forward amendments to the *Land Use Procedures Bylaw* consistent with Option 1 outlined in this report, which would retain flexibility to alter processes during emergencies and revise the pre-application community consultation requirements that apply after the COVID-19 pandemic has ended, to require applicants to:

- install a pre-submission sign on site
- post plans to the Development Tracker (with an associated online comment form), and
- attend an in-person and/or online community meeting, at the discretion of the Community Association Land Use Committee.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with a recommendation for gathering early public input on Rezoning and Official Community Plan (OCP) Amendment applications after the COVID-19 pandemic has ended.

On July 16, 2020, Council passed a motion adopting the necessary amendments to the *Land Use Procedures Bylaw* to require applicants to post plans to the Development Tracker in advance of application submission, as a substitute for the in-person Community Association Land Use Committee (CALUC) Community Meeting during the COVID-19 pandemic. On February 11, 2021, Committee of the Whole passed a motion directing staff to bring forward further amendments to require applicants to post signs on site and to be available for an online community meeting if requested by the CALUC and where the CALUC had capacity to host the meeting

These amendments were intended as a temporary response to the pandemic to allow the City's development processes to continue during the state of emergency. However, there are benefits associated with the temporary COVID-19 approach, including increased accessibility to information and broader opportunity for participation in the pre-application process, that may be worth continuing post-pandemic.

Staff recommend that Council direct staff to bring forward amendments to the *Land Use Procedures Bylaw* to adopt a hybrid approach that would incorporate the requirements during COVID-19 for a pre-submission sign, posting plans to the Development Tracker (with an associated online comment form), and the option for the CALUC to hold an online meeting. The decision of whether to hold an

online community meeting and/or an in-person meeting would remain at the discretion of the CALUC. This would provide a degree of both digital and in-person consultation methods which would increase accessibility to a wider range of people, including those who cannot physically attend a meeting and those who do not have access to technology.

PURPOSE

The purpose of this report is to present Council with a recommendation for gathering early public input on Rezoning and *Official Community Plan* (OCP) amendment applications after the COVID-19 pandemic has ended.

BACKGROUND

Prior to the COVID-19 pandemic, for changes to the OCP or the zoning bylaw, the *Land Use Procedures Bylaw* required that an applicant arrange and participate in a community meeting unless waived by the responsible Community Association Land Use Committee (CALUC), the Director of Planning or Council. Where community meetings were held, they were done so in person.

On July 16, 2020, in response to the COVID-19 pandemic, Council passed a motion (attached) adopting the necessary amendments to the *Land Use Procedures Bylaw* to enable posting of development application plans on the Development Tracker while maintaining current notification requirements, as a substitute for the current in-person CALUC Community Meeting. The Bylaw further limits this alternate process to a situation where a state of local or provincial emergency has been declared in the City and in-person participation in a community meeting is inconsistent with the declaration or impractical.

On February 11, 2021, Committee of the Whole passed a motion (attached with staff report) directing staff to bring forward further amendments to the *Land Use Procedures Bylaw* to require applicants to post signs on site and to be available for an online community meeting (where the CALUC has the capacity and elects to host one) in conjunction with the pre-application community consultation process during the COVID-19 pandemic. It is anticipated that this bylaw amendment will be brought to a Council meeting for Council's consideration for adoption July 15, 2021, but in the interim staff have been encouraging applicants to attend online meetings, if requested by the CALUC, and applicants have responded by voluntarily attending them.

The intent of the pre-application consultation process during COVID-19 is to provide an approach that allows CALUCS, developers and community members to engage with one another safely. This was part of a set of modifications that were initiated to facilitate the continued processing of Rezoning and *Official Community Plan* amendment applications during the pandemic, while complying with public health orders and maintaining transparency and accountability of land use processes.

ISSUES AND ANALYSIS

Post-Pandemic Pre-Application Consultation

When the alternate process for pre-application consultation was adopted in July 2020, the intention was to apply the new approach on a temporary basis during the COVID-19 pandemic, while keeping the previously established process unchanged. The attached process diagrams summarize the processes before and during COVID-19.

Under the current bylaw, when the COVID-19 pandemic is over, the temporary measures including online community meeting, provision of information on the Development Tracker (with an online

comment form), and signage will no longer be required, and the pre-application consultation process will return to the requirement for an in-person community meeting only. Although these alternative consultation methods do not provide the same interaction as an in-person community meeting, they do bring other benefits including greater awareness of a proposed development to a broader range of community members and easier access to information for those individuals who have a device such as a computer or smart phone.

Staff are providing options and seeking direction regarding which consultation methods should be retained after COVID-19 has subsided. The options and impacts are discussed below.

OPTIONS AND IMPACTS

The following options for pre-application consultation post-pandemic are provided for Council's consideration. In all cases, it is recommended that Section 8 of the *Land Use Procedures Bylaw* be retained which allows the CALUC, Council, and the Director of Planning to waive the pre-application consultation requirement in certain circumstances. This is important if the CALUC determines that pre-application consultation is unnecessary or if they are unable to accommodate an applicant. In addition, regardless of the option chosen, it is recommended that a provision be included in the bylaw to allow the City to adapt its processes quickly if a state of emergency is declared in response to a pandemic or other situation in the future.

Options

Option 1: Hybrid Approach (Recommended)

This option would leave the requirements that were established during COVID-19 in place and would require that all Rezoning and OCP Amendment applications install a pre-submission site sign and post plans to the Development Tracker (with the associated online comment form). It would also provide the option to hold an in-person meeting, at the discretion of the CALUC and where they have the capacity, as was required prior to the pandemic, or an online meeting. In some cases, the CALUC may also wish to combine the two into one meeting where the public attends in-person and online.

Staff recommend this option for Council's consideration because it would combine the requirements prior to the pandemic with the requirements during the pandemic, resulting in increased awareness of development proposals and allowing for increased public feedback in advance of application submission. Providing both digital and in-person consultation methods would increase accessibility to a wider range of people, including those who cannot physically attend a meeting or are unable to attend for other reasons, and those who do not have access to technology.

Option 2: Pandemic Approach

This option would retain the requirements during COVID-19, including a sign, posting plans to the Development Tracker (with an associated online comment form), and the option for the CALUC to hold an online meeting if they elect to, but would no longer include the pre-pandemic requirement of the in-person meeting.

Staff are not recommending this option because it would reduce in-person consultation as compared to before COVID-19.

Option 3: Pre-Pandemic Approach

This option would leave the *Land Use Procedures Bylaw* as is and would result in the consultation returning to the approach that was in place before the pandemic. An in-person meeting would be required, but the plans would no longer be posted to the Development Tracker (with the online comment form) and the sign would no longer be required.

Staff are not recommending this option because it would result in reduced awareness and feedback received at the pre-application stage.

Summary of Pre-Application Consultation Requirement Options

Option	Site Sign & Posting to Development Tracker	Online Community Meeting	In-Person Community Meeting	Clause to Respond to Future State of Emergency
1: Hybrid	Yes	At the discretion of the CALUC	At the discretion of the CALUC	Yes
2: Pandemic	Yes	At the discretion of the CALUC	No	Yes
3: Pre-Pandemic	No	No	At the discretion of the CALUC	No

Accessibility

In-person community meetings, while promoting in-person dialogue, may present barriers to individuals depending on their ability to travel to the open house venue, to meaningfully participate in an in-person meeting, and their availability at the time when the meeting is scheduled. For individuals who have access to a computer or device with internet capabilities, the approach of providing information online has the advantage of being more physically accessible and allowing for this access over an extended period of time. For those without access to a computer or experiencing other barriers related to accessing information, staff continue to be available by phone, and to work with individuals to find a different approach.

By allowing for both in-person and remote access to participation, the recommended hybrid approach provides a range of opportunities for community members to learn about development proposals and provide feedback on them.

2019 – 2022 Strategic Plan

The proposed recommendation would help achieve the Strategic Plan Objective 1: Good Governance and Civic Engagement by enhancing the pre-application consultation process after the COVID-19 pandemic has subsided.

Impacts to Financial Plan and Staff Resources

The recommendations in this report do not impact the Financial Plan and can be accommodated with current staffing levels. If Council chooses to pursue a different approach beyond the options identified in this report, the impacts to the Financial Plan and staff resources may need to be assessed.

CONCLUSIONS

When the alternate approach to pre-application community consultation for the COVID-19 pandemic was put in place in July 2020, the intention was to permanently implement the pre-application consultation process for development applications as is and to change it only during the pandemic to avoid potential unintended long-term consequences. There are, however, benefits to the temporary COVID-19 approach that are worth retaining once the pandemic has subsided.

It is recommended that Council direct staff to amend the *Land Use Procedures Bylaw* to adopt a hybrid approach that would leave the requirements for a pre-submission sign, posting plans to the Development Tracker (with an associated online comment form), and provide the option for the CALUC to hold an in-person, online, or combined meeting, at their discretion, provided the CALUC has the capacity. This would facilitate both digital and in-person consultation methods which would increase accessibility to information and participation of a wider range of community members.

Respectfully submitted,

Rob Bateman
Senior Process Planner
Development Services

Karen Hoese, Director
Sustainable Planning Community Development
Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: July 16, 2020 Council minutes
- Attachment B: February 11, 2021 Committee of the Whole Report and minutes
- Attachment C: Process Diagrams.

G. BYLAWS**G.1 Bylaw for Land Use Procedures Bylaw Amendment**

Moved By Councillor Loveday

Seconded By Councillor Alto

That the following bylaw **be adopted**:

1. Land Use Procedures Bylaw, Amendment Bylaw (No. 12) No. 20-076

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

OPPOSED (1): Councillor Isitt

CARRIED (7 to 1)

G. STAFF REPORTS**G.1 Pre-Application Community Consultation During the COVID-19 Pandemic**

Committee received a report dated January 28, 2021 from the Director of Sustainable Planning and Community Development regarding an update and initiative improvements to the pre-application community consultation phase required for rezoning and Official Community Plan (OCP) amendment applications that is currently in place in response to the pandemic.

Committee discussed the following:

- *Additional consultation as proposed by the applicant*
- *Challenges to hosting online CALUC meetings*
- *Applicant's participation in CALUC meeting*
- *Potential for participating via telephone instead of online*

Moved By Councillor Isitt

Seconded By Councillor Young

That Council direct staff to bring forward amendments to the Land Use Procedures Bylaw to require applicants to post development application signs on site in conjunction with the pre-application community consultation process that is in place during the COVID-19 pandemic.

Amendment:

Moved By Councillor Isitt

Seconded By Councillor Young

That Council direct staff to bring forward amendments to the Land Use Procedures Bylaw to require applicants to post development application signs on site **and to be available for a virtual community meeting where the Community Association Land Use Committee is able to host a virtual meeting** in conjunction with the pre-application community consultation process that is in place during the COVID-19 pandemic.

Committee discussed the following:

- *Requiring developer participation where it is possible with the CALUC*

Amendment to the amendment:

Moved By Councillor Loveday

Seconded By Councillor Alto

That Council direct staff to bring forward amendments to the Land Use Procedures Bylaw to require applicants to post development application signs on site **and to be available for a virtual community meeting where the Community Association Land Use Committee is able and desires to host a virtual meeting** in conjunction with the pre-application community consultation process that is in place during the COVID-19 pandemic.

CARRIED UNANIMOUSLY

On the amendment:

That Council direct staff to bring forward amendments to the Land Use Procedures Bylaw to require applicants to post development application signs on site **and to be available for a virtual community meeting where the Community Association Land Use Committee is able and desires to host a virtual meeting** in conjunction with the pre-application community consultation process that is in place during the COVID-19 pandemic.

Committee discussed the following:

- *Feasibility of including the amendment in the bylaw*
- *Extra requirements proposed to the CALUC*
- *Expectation for high level of engagement with the applicant and neighbours*
- *Ordinary provisions prior to the onset of the pandemic*

FOR (6): Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young

OPPOSED (2): Councillor Andrew, Councillor Alto

CARRIED (6 to 2)

On the main motion as amended:

That Council direct staff to bring forward amendments to the Land Use Procedures Bylaw to require applicants to post development application signs on site and to be available for a virtual community meeting where the Community Association Land Use Committee is able and desires to host a virtual meeting in conjunction with the pre-application community consultation process that is in place during the COVID-19 pandemic.

CARRIED UNANIMOUSLY



Committee of the Whole Report For the Meeting of February 11, 2021

To: Committee of the Whole **Date:** January 28, 2021
From: Karen Hoes, Director of Sustainable Planning and Community Development
Subject: Pre-Application Community Consultation During the COVID-19 Pandemic

RECOMMENDATION

That Council direct staff to bring forward amendments to the *Land Use Procedures Bylaw* to require applicants to post development application signs on site in conjunction with the pre-application community consultation process that is in place during the COVID-19 pandemic.

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with an update and initiate improvements to the pre-application community consultation phase required for rezoning and *Official Community Plan* (OCP) amendment applications that is currently in place in response to the pandemic.

On July 16, 2020, Council passed a motion adopting the necessary amendments to the *Land Use Procedures Bylaw* to require applicants to post plans to the Development Tracker in advance of application submission as a substitute for the CALUC Community Meeting during the COVID-19 pandemic. Following Council's approval, the necessary systems were established by July 22, 2020. Since that date, 20 proposals have been posted and over 470 comment forms have been received (as of January 21, 2021).

Although not providing the same in-person discourse as the Community Meeting, the alternate approach is performing as anticipated by gathering feedback from neighbours early in the development application planning process when there is a greater ability for applicants to make changes to their proposals. The existing practices around providing notification to the public have been maintained but adapted to direct people to project information on the Development Tracker and to an online comment form. The applicant's contact information is also provided so that the public can contact them directly to ask questions and discuss the proposal.

This requirement was selected as an alternate approach because it is achievable regardless of the capacity of the CALUC and/or applicant, but the CALUC and applicant may expand on this through additional engagement such as providing enhanced information on external websites, electronic meetings or online forums. Since it is not required for application submission, any additional consultation beyond the standard, is ultimately determined by the applicant. They are, however, encouraged to plan and implement any additional engagement with the CALUC.

This alternate approach follows the intent of the CALUC process by initiating communication and enabling development applications to be submitted with the benefit of receiving early comments from the public while maintaining physical distancing and complying with the Provincial Health Officer's Order prohibiting mass gatherings.

Staff reviewed feedback provided by the CALUCs and the Urban Development Institute (UDI) on the current COVID process and are recommending that Council direct staff to bring forward amendments to the *Land Use Procedures Bylaw* to require applicants to post development application signs on site in conjunction with the pre-application community consultation. This would help increase awareness of the proposal and facilitate more feedback for the applicant's consideration. It would also help address extended Canada Post mail delivery times which are currently being experienced during COVID.

PURPOSE

The purpose of this report is to present Council with an update on the alternate means of gathering early public input on Rezoning and *Official Community Plan* (OCP) amendment applications as a substitute for the current requirement of a Community Meeting during COVID-19 and recommend adjustments to improve the process.

BACKGROUND

On June 11, 2020, Council passed a motion at a Committee of the Whole Meeting directing staff to bring forward amendments to the *Land Use Procedures Bylaw* to enable posting of development application plans on the Development Tracker while maintaining current notification requirements, as a substitute for the current Community Association Land Use Committee Community Meeting, in response to the COVID-19 pandemic (see attached staff report and Council motion).

This was part of a set of modifications that were initiated to facilitate the continued processing of rezoning and *Official Community Plan* amendment applications during the pandemic, while complying with public health orders and maintaining transparency and accountability of land use processes.

On July 16, 2020, Council passed a motion adopting the necessary amendments to the *Land Use Procedures Bylaw*. The necessary systems to post applications on the Development Tracker were established by July 22, 2020. Process diagrams have been updated to illustrate the temporary modifications (Appendix F).

The current process during COVID-19 is in keeping with the June 11, 2020 Committee of the Whole (COTW) staff report, the key intent of which was to provide an approach that allowed CALUCs, developers and community members to engage with one another safely during the pandemic. Key aspects of this approach are:

- It follows the intent of the original CALUC process by initiating communication with surrounding neighbours and by enabling applicants to receive comments from the public early in the process when there is a greater ability to make changes to their development proposals, noting that:
 - The Development Tracker is the base requirement for pre-application consultation and, with the City's assistance of posting the information online, is achievable regardless of the capacity of the CALUC and/or applicant.
 - While this process does not require in-person meetings during the pandemic, it does not limit conversations between the CALUC and applicants, nor does it restrict other

engagement from occurring. Neighbourhood consultation may include additional activities which would be arranged on a case-by-case basis between the applicant and the CALUC and tailored to their unique capacity and circumstances.

- The ultimate planning and implementation of any additional consultation beyond the base requirement would be at the discretion of the applicant; however, they are encouraged to engage and include the CALUC in any additional activities.
- The existing requirements under the *Land Use Procedures Bylaw* around providing notification has been maintained but adapted to direct people to information on the City's Development Tracker (rather than to an in-person gathering). If additional consultation has been arranged at the time of notification, reference to this may be included in the mailed notification.
- The Development Tracker includes the following information:
 - A letter and set of plans that outline what is being proposed.
 - Contact information for the applicant so that the public can initiate a dialogue and pose questions directly to them.
 - An online comment form which provides comments directly to the CALUC, as well as to the applicant and the City.
- The opportunity remains for the CALUC to provide a summary of comments to the applicant and the City based on Development Tracker comments and any additional consultation results.
- All correspondence including the CALUC letters, online comment forms, and any other correspondence received are attached to the staff report when the application moves forward to a COTW meeting.
- The online comment form remains open for 30 days from when the proposal is posted to the Development Tracker and the notice is sent to owners and occupants within 100m for rezoning applications and 200m for OCP amendments. Other details about this approach include:
 - This ensures that there is time for the public to reach out with questions and comments and for the applicant to potentially make revisions before submission.
 - The comment forms are closed after 30 days to provide consistency between applications and certainty regarding timelines for the CALUC and the applicant.
 - While the online comment form is intended for early feedback, the public may still submit correspondence to the City after the comment form period has closed, through to the time of public hearing.
- The current process complies with the Provincial Health Officer's Order prohibiting mass gatherings by:
 - Addressing challenges related to managing the potential number of attendees at an in-person meeting.
 - Providing an opportunity for those who prefer not to meet in person or who may be more vulnerable to COVID-19 to access information and provide feedback.

ISSUES AND ANALYSIS

The following sections outline key considerations that have ultimately led to the staff recommendation. Each will be discussed in turn, as follows:

1. Provincial Guidance and Orders
2. Pre-Applications Proposals to Date

3. Feedback from CALUCs and UDI and Review of Potential Changes

1. Provincial Guidance and Orders

The direction from the province has not substantially changed since Council adopted the *Land Use Procedures Bylaw* (LUPB) amendments in July 2020. It has been strongly worded to:

- avoid in-person meetings all together and hold virtual meetings instead
- stay close to home as much as possible
- work from home if possible, and if that is not possible, maintain physical distancing and stay home when sick.

Therefore, holding in-person CALUC Community Meetings would still conflict with the provincial guidance and health orders.

2. Pre-Application Proposals to Date

The first submission under this alternate approach was received on August 7, 2020 and to date the following has been observed:

- Twenty proposals have been posted to the Development Tracker, of which 19 are now closed and one is still active.
- Over 470 comments have been received.
- Feedback gained through the comment forms appears to be very informative and suggests that many respondents are taking the time to consider proposals and provide input on various aspects of proposals.
- At least eight of the proposals included consultation beyond the base requirement, such as participating in an online meeting or webinar with interested neighbours.

A list of the proposals is attached to this report.

Staff have monitored the alternate approach since it was put in place in July 2020 and, in addition to minor ongoing improvements to the process, have considered a number of more significant potential changes which will be reviewed in the next section of this report. Although the alternate approach does not provide the same type of in-person public dialogue, it is providing the intended community feedback early in the process. This process does potentially create barriers to participation for people who do not have access to a computer or device with internet connections; however, in normal circumstances, in-person Community Meetings also present some barriers because they require the public to physically travel to a specific location at a set date and time to participate.

3. Feedback from CALUCs and UDI and Review of Potential Changes

Staff invited the CALUCs and UDI to provide written feedback (attached) on the alternate system of consultation that has been in place since the summer of 2020. They were asked what is working well, what could be improved, and any specific suggestions for improvements that they may have. Some of the suggestions included requiring electronic (or hybrid in-person and electronic) meetings, online forums, posting signs on site, increasing the mail out radius, as well as other communication and process improvements. The following sections discuss these suggestions and offer staff commentary on both the viability of and next steps for advancing potential changes to the process.

Electronic Meetings

Consistent with previous feedback, several of the CALUCs recommend requiring an electronic meeting or combined in-person and electronic meeting. The same challenges, however, are still present as when the alternate approach was put in place in July 2020. Although some CALUCs and applicants would have the knowledge and technology required to host an online meeting, some would be challenged to facilitate potentially large numbers of people in this format. Nonetheless, as is the case now, for applicants and/or CALUCs with capacity, electronic meetings can still be used as a supplement to the Development Tracker approach, if the applicant feels it is warranted.

For the City to take on the role of organizing and facilitating electronic meetings would require additional staff resources as well as expanded technological capacity, which are not presently available.

Online Forum

It was also suggested again that the comments should be posted publicly so that others can view them in addition to the applicant, CALUC, and City staff in advance of the Committee of the Whole Meeting.

This approach faces many of the same challenges as electronic meetings given the resources required to set up and moderate interactive forums. For applicants and CALUCs with capacity, additional remote based engagement features could be used as a supplement to the proposed Development Tracker approach.

Posting Signs on Site

It was suggested that to increase awareness of proposals and the opportunity to provide feedback, that signs should be required on site. Staff would email the sign, including information on how to access information and share feedback on the proposal, to the applicant and they would be responsible to have it printed and posted on site for the duration of the pre-application consultation process. Additional fees would not be required, and while there would be printing costs for the applicant, the UDI supports this idea. The recommendation includes wording to direct staff to bring forward amendments to the *Land Use Procedures Bylaw* to require this.

Increasing Mail Out Radius

There was also a suggestion to expand the distance of mailed notices; however, it is typically the owners and occupants in closest proximity to a site that experience the greatest impact, so the current mail out distances (100m for rezoning applications and 200m for OCP amendments) tend to reach those most affected. Moreover, the addition of on-site signage would help expand notice to other interested parties.

Additional Process Improvements

There were a number of other comments related to improving clarity of the process. Staff are working with the CALUCs and UDI to improve the notice form and various other communication materials. Additionally, with the recent extension of public health orders, process diagrams have been modified to illustrate the temporary adaptations to the process and these are posted on the City's website. CALUCs have also requested that the comments from the online comment form be batched and provided to them at one time. Staff are working with the CALUCs to provide this service.

Staff are also updating the Development Tracker to help increase awareness of development applications. This included adding Development Permits and Heritage Alteration Permits to the list of development applications displayed on the Development Tracker (in addition to Rezoning, Development Permit with Variance, Development Variance Permit, Heritage Alteration Permit with Variance, and Temporary Use Permit applications). Staff are also preparing the Development Tracker so that members of the public can subscribe to receive email updates on development applications of their choice. The timing of this is dependent on an external vendor, however, it is anticipated that it should be ready to launch around the spring of 2021.

The UDI has suggested in their letter that the City should reconsider the CALUC process more broadly, to review whether it is the most equitable, fair, and transparent way to garner community feedback on development applications. Staff do monitor and make minor improvements to the CALUC process on an ongoing and as needed basis and conduct more fulsome reviews periodically. The last full review was in 2016 and there had been one planned for 2020; however, the need to respond to the pandemic overtook this scheduled work. Although a larger review is outside the scope of this report, staff intend to initiate this at a future date, ideally when in-person engagement is possible after the pandemic when the Provincial Orders and guidance are no longer applicable.

OPTIONS AND IMPACTS

Options

Option One (Recommendation)

Staff are recommending that the current process that is in place in response to the pandemic be improved with the additional requirement that an on-site sign is posted at the development site advertising that proposal information, along with an invitation to comment, is available on the City's Development Tracker. This option would have some impact on staff and applicant resources to prepare and erect a sign, but comes with the advantage of enhancing and increasing public awareness about proposals and extending the invitation to provide comments.

Option Two (Leave as is)

Alternatively, Council could choose to leave the process as is. This would have no staff or applicant impacts but would not address current challenges which are sometimes experienced with the current notification process.

Accessibility

Under normal circumstances, Community Meetings are held in-person. This approach, while promoting in-person dialogue, may present some barriers to individuals depending on their ability to travel to the meeting venue and their personal availability at the time when the meeting is scheduled.

For individuals who have access to a computer or device with internet capabilities, the alternative approach of providing information online has the advantage of being more physically accessible and allowing for this access over an extended period of time. For individuals who do not have such access, they will still receive notices by mail and the addition of the proposed site signage would provide them with increased opportunities to learn about new development proposals. Further, staff continue to be available by phone, and if contacted by someone without access to a computer or

who is experiencing other barriers related to accessing information, would work with them to find a different approach.

Going forward, the Office of Equity will provide centralized tracking and assistance across departments in managing requests for accommodations, both on a situational basis, and overall, to determine if core changes are required to remove barriers to meet the City's goals around equity, diversity and inclusion.

2019 – 2022 Strategic Plan

The Strategic Plan contains a number of objectives which depend on viable and timely development activity. Therefore, although the proposed recommendation does not have direct Strategic Plan implications, any measures that promote continuation of processing of land use applications are likely to help achieve numerous Strategic Plan objectives, including increased supply of affordable and rental housing as well as maintaining a healthy economy.

Impacts to Financial Plan and Staff Resources

The recommendations in this report do not impact the Financial Plan and can be accommodated with current staffing. If Council chooses to pursue a different approach beyond the options identified in this report, the impacts to the Financial Plan and staff resources may need to be assessed.

CONCLUSIONS

Staff have monitored the alternate approach to pre-application community consultation since it was put in place in July 2020. Overall, this approach is operating as expected and providing early feedback to applicant's while meeting the orders and guidance from the Provincial Health Officer in relation to COVID-19. In response to this, as well as feedback received from the CALUCs and UDI, staff are making ongoing adjustments to improve the process. The recommendation that Council direct staff to bring forward amendments to the *Land Use Procedures Bylaw* to require applicants to post development application signs on site, would help increase awareness of the proposals and generate more feedback for the applicant's consideration.

Respectfully submitted,

Rob Bateman
Senior Process Planner
Development Services

Karen Hoesle, Director
Sustainable Planning Community Development
Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: June 11, 2020 Committee of the Whole Report and minutes
- Attachment B: List of Pre-Application Proposals on Development Tracker
- Attachment C: July 16, 2020 Council minutes
- Attachment D: March 16, 2020 Order of the Provincial Health Officer on Mass Gatherings
- Attachment E: Feedback from CALUCs and UDI on the Alternate Approach during COVID-19
- Attachment F: Process Diagrams



Committee of the Whole Report

For the Meeting of June 11, 2020

To: Committee of the Whole **Date:** May 28, 2020

From: Karen Hoes, Director of Sustainable Planning and Community Development

Subject: **CALUC Community Meetings during the COVID-19 Pandemic**

RECOMMENDATION

That Council direct staff to bring forward amendments to the Land Use Procedures Bylaw and any necessary Council resolutions to enable posting of development application plans on the Development Tracker while maintaining current notification requirements, as a substitute for the current Community Association Land Use Committee Community Meeting in response to the COVID-19 pandemic.

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with information, analysis and recommendations regarding alternate means of applicants receiving early public feedback on Rezoning or Official Community Plan (OCP) Application proposals, in lieu of the current Community Association Land Use Committee (CALUC) Community Meeting. This is in response to the direction that Council provided at the April 2, 2020 Committee of the Whole Meeting related to examining modifications to development application processes in order to continue to process applications through the COVID-19 pandemic while complying with public health orders and maintaining transparency and accountability of land use processes.

To receive preliminary community feedback on Rezoning and OCP Amendment Applications, there is currently a required CALUC process that involves two steps: an initial informal meeting with the applicant, and a Community Meeting arranged with the CALUC which includes mailed notice to nearby neighbours. While CALUCs have been able to implement alternatives for the initial informal meeting, there are greater challenges with coordinating the formal Community Meeting given the current health orders. This has implications on applicants being able to incorporate early neighbourhood feedback into their applications, and to ultimately submit their application.

To address the pre-application community engagement, it is recommended for Council's consideration that application plans be posted on the City's Development Tracker website in advance of submission, as a substitute for the requirement of an in-person Community Meeting. An online comment form would be set up to allow the public to provide comments to the applicant, CALUC, and City, and the applicant's contact information would be provided so that the public can

contact them directly to ask questions and discuss the proposal (see Attachment G for a draft Land Use Procedures Bylaw amendment which would enable this). The CALUC could summarize the feedback received in the form of a letter and provide it to the City to accompany the proposal when it moves forward to Committee of the Whole. The existing practices around providing notification to the public would be maintained but adapted to direct people to the Development Tracker.

This would provide a standard approach that is achievable regardless of the capacity of the CALUC and/or applicant and reflects the spirit of the CALUC processes in that it is aimed to gather feedback from neighbours early in the development application planning process when there is a greater ability for applicants to make changes to their proposals. The CALUC and applicant may expand on this through additional engagement methods such as providing enhanced information on external websites, electronic meetings or online forums, provided that the information on the Development Tracker remains up to date.

The proposed changes would follow the intent of the CALUC process by initiating communication and enabling development applications to be submitted with the benefit of receiving early comments from the public while maintaining physical distancing and complying with the Provincial Health Officer's Order prohibiting mass gatherings. Allowing applications to be submitted will also help with increasing the supply of affordable and rental housing, maintaining a healthy economy, and enhancing the ability of the development and trades industries to both weather and recover from the COVID-19 pandemic.

PURPOSE

The purpose of this report is to present Council with information, analysis and recommendations on alternate means of gathering early public input on Rezoning and Official Community Plan (OCP) Amendment Applications as a substitute for the current requirement of a Community Meeting.

BACKGROUND

On March 16, 2020, the British Columbia Medical Health Officer passed an order (Attachment A) that prohibits gatherings in excess of 50 people. Shortly after this order and based on further provincial guidance on the necessity of physical distancing during the pandemic, the City of Victoria suspended public meetings until further notice.

On April 2, 2020 Council directed staff to report back on modifications to development application processes to enable the continued processing of development applications through the COVID-19 pandemic. This included examining alternate means of gathering public input for the pre-submission requirement for CALUC Community Meetings. The staff report and motion are attached as Attachment B.

ISSUES AND ANALYSIS

The following sections outline key considerations that have ultimately led to the staff recommendation. Each will be discussed in turn, as follows:

1. Provincial Guidance and Orders
2. Land Use Procedures Bylaw
3. CALUC Terms of Reference and Procedures for Processing Applications
4. Current Applications Ready for a Community Meeting

5. Feedback from CALUCs and UDI
6. Potential Approaches and Challenges
7. Recommendations for Moving Forward.

1. Provincial Guidance and Orders

The direction from the province has been strongly worded to:

- avoid in-person meetings altogether and hold virtual meetings instead;
- stay close to home as much as possible; and
- work from home if possible, and if that is not possible, maintain physical distancing and stay home when sick.

Holding in-person CALUC Community Meetings would conflict with the provincial guidance. Part of the difficulty is that the Community Meeting needs to remain open to all who wish to join, which may result in people being turned away upon arrival if they can no longer be accommodated. It would also be challenging in terms of having an appropriate venue that allows appropriate physical distancing for attendees.

2. Land Use Procedures Bylaw

The *Land Use Procedures Bylaw* (LUPB) requires applicants to arrange and participate in a Community Meeting to be held in association with a CALUC, in advance of an Official Community Plan or Zoning Bylaw Amendment Application. The bylaw also lays out circumstances in which this requirement can be waived:

8. The requirement to arrange and participate in a Community Meeting in relation to an application may be waived:

- a) in writing by the CALUC in the area in which the proposed development is located;*
- b) by the Director if, in the Director's opinion, the applicant has made reasonable attempts to hold a Community Meeting;*
- c) by Council.*

The LUPB also stipulates that the City will provide notification of the date of the scheduled Community Meeting to the owners and occupiers of properties located within 100m (for a rezoning application) or 200m (for an *Official Community Plan* amendment) of the subject property. A fee of \$750 and \$1250, respectively, is required to be paid by the applicant to cover the cost of the mail-out.

3. CALUC Terms of Reference and Procedures for Processing Applications

The *CALUC Terms of Reference* (Attachment C) and *CALUC Procedures for Processing Applications* (Attachment D), both endorsed by Council, set out the scope for CALUCs and provide a guide and common approach for processing development applications. The two main functions of the CALUCs can be divided into the Preliminary Consultation Phase and the Community Meeting.

Preliminary Consultation Phase

The goal of the Preliminary Consultation Phase is to open lines of communication, create mutual understanding of the project and the process, provide initial verbal feedback to the applicant, and determine a plan for moving forward to a formal Community Meeting. The preliminary consultation

may take the form of a meeting, but it may also be as simple as a phone call or site visit. These meetings may also include other attendees/participants. Each CALUC has their own method of undertaking the Preliminary Consultation Phase, which is typically characterized by a less formal structure with smaller (if any) physical gatherings. Therefore, in most instances this phase could be adapted despite the public health orders and guidance.

Community Meeting

The Terms of Reference and Procedures documents outline how the Community Meeting is intended to provide an opportunity for a mutual and broader community understanding of the proposal and a dialogue where the public can directly ask questions and provide comments to the proponent.

The main deliverable resulting from the Community Meeting is a written summary of the meeting, prepared by the CALUC and provided to the City and the applicant. This summary is intended to provide applicants with valuable, early feedback on their proposal that can be used to refine and improve their application before making a formal submission.

The CALUC Procedures were specifically set up in this manner, to facilitate early dialogue, so the community would have a voice in the process before a proponent invested the resources required to develop a full submission and the applicant would have the benefit of community input at a point in the proposal's development where concerns/opportunities could more easily be addressed.

4. Current Applications Ready for a Community Meeting

In 2019, 48 Community Meetings were hosted by CALUCs, and based on this figure it is anticipated that an average of four Community Meetings would occur per month. As this step occurs in advance of the application submission, it is difficult to determine the current number of applications that may require a Community Meeting. Having said this, staff are aware of CALUC Community meetings that have been deferred by a CALUC so that an applicant can make a submission, as well as proposals (including those for rental and affordable housing) which have not yet had a chance to participate in a CALUC Community Meeting.

5. Feedback from CALUCs and UDI

Staff invited representatives from all CALUCs and UDI to participate in a video conference call on April 15, 2020 (see meeting notes in Attachment E). Although there were differing views, there were also some ideas that seemed to have general agreement, including the importance of both keeping applications moving and seeking meaningful input early in process. There seemed to be general agreement that the changes should be temporary during the pandemic but should also be considered for potential enhancement of City engagement in the future.

The CALUCs and UDI were also asked to supply letters to share their comments on this topic (see Attachment F). Several other letters were received on this topic and were also considered in preparing this report. A high level summary of the key ideas raised is included below. Please refer to the letters for more detail.

Typically, staff would have reviewed the recommended approach with the group before bringing it forward for Council's consideration. In this case, further consultation was not pursued due to the various pressures of COVID-19 on staff time and the importance of introducing changes quickly. Nonetheless, staff have reached out to the CALUCs and UDI to get input on how best to facilitate

implementation and communication regarding the changes. Additionally, staff will be involved with ongoing monitoring which will include communicating with the CALUCs and development industry and conversations related to any necessary modifications will take place as needed.

Online Platforms and Remote Meetings

An idea that was broadly suggested was to have all necessary information related to the proposal posted to a website. The public could review this information and supply comments to the CALUC who would assemble and summarize it for the City. Further comments related to alternative online ways to discuss and submit comments such as online forums and comment forms.

Another idea that was suggested was to have the City provide the software and staff support for the Community Meeting to be run as an online video meeting which could potentially be recorded and posted to a website for later viewing. Several of the CALUCs emphasized the importance of the in-person Community Meeting and expressed concerns with this approach, as some members of the public and some CALUCs do not have the equipment or knowledge required to participate. Others suggested that an online meeting may be more accessible than an in-person meeting for some people.

Aspects of these ideas have been incorporated in the recommended approach, in a manner that is hoped to reflect the spirit of the existing CALUC Procedures, while accommodating for a varying degree of capacity between CALUCS and developers.

Defer Community Meeting Until Later in the Process

Another suggestion was to allow an application to be submitted to the City without a Community Meeting but to require one before the Committee of the Whole.

6. Potential Approaches and Challenges

The UDI and CALUC feedback informed the ultimate staff recommendation, as did a number of limitations associated with aspects of the approaches noted below:

Electronic Meetings

The capacity of applicants and CALUCS to take on the role of organizing and facilitating electronic meetings varies greatly. Not all CALUCs have the knowledge and technology required to host and facilitate an online meeting, potentially with large numbers of people participating in the discussion. In addition to a varying degree of capacity amongst applicants, there may also be challenges related to perceived openness and ability for dialogue if this role is facilitated by the applicants themselves. There may also be privacy issues associated with either group taking on the role.

Nonetheless, as is the case now, for applicants and/or CALUCs with capacity, electronic meetings could be used as a supplement to the proposed Development Tracker approach.

For the City to take on the role of organizing and facilitating electronic meetings would require additional staff resources as well as expanded technological capacity, which are not presently available.

Online Forums

This approach faces many of the same resourcing challenges as electronic meetings with the resources required to set up and moderate interactive forums not bringing substantial benefits beyond other methods. It would also involve more complicated operational details that have yet to be worked out, such as privacy, technology, and staffing. Similarly, to electronic meetings, for applicants and/or CALUCs with capacity, additional remote based engagement features could be used as a supplement to the proposed Development Tracker approach.

Defer Community Meeting to after Application is Received

This approach would enable applications to be submitted without a pre-application CALUC Community Meeting and for the initial staff review to begin; however, it would eventually result in applications stalling out before being advanced fully through the Council review and consideration process. Additionally, this approach does not offer the advantage of facilitating early dialogue enabling the applicant to hear from the neighbours early in the process. Although not recommended, alternate motions reflecting this approach (Option 2) as well a motion to waive the Community Meeting requirement entirely (Option 3) have been provided for Council's consideration.

7. Recommendations for Moving Forward

Given the various factors influencing public engagement during the pandemic as well as input from the CALUCs and UDI and challenges associated with various forms of remote engagement, staff recommend that the Preliminary Consultation Phase be retained and that as a substitute for the more formal Community Meeting (see Attachment G for a draft Land Use Procedures Bylaw amendment which would enable this):

- development plans be posted to the Development Tracker
- existing notification processes be maintained
- an online comment form be set up to facilitate public comments to the applicant, CALUC and City.

Preliminary Consultation Phase

As discussed above, the Preliminary Consultation Phase is still achievable, and it is recommended that it be maintained. As is the case now, the applicant would contact the CALUC before submitting plans to the City to initiate a dialogue with neighbourhood representatives, receive initial feedback, and determine if the plans are ready to be posted online. Some CALUC members indicated that they have already adjusted to make these meetings work.

Post Development Plans on Development Tracker

As a substitute to the in-person Community Meeting, it is recommended that the proposed preliminary development plans be posted to the City's Development Tracker in advance of application submission. The City's Development Tracker currently includes plans and other information regarding development applications. The revised process would be as follows:

- The existing requirements under the LUPB around providing notification would be maintained but adapted to direct people to information on the Development Tracker
- The Development Tracker would include a link to provide comments directly to the CALUC

(copied to the applicant and the City), and the CALUC could continue to provide a summary to the applicant and the City of what they heard. This summary would be attached to the Committee of the Whole staff report

- Contact information for the applicant would be included on the Development Tracker so that the public could pose questions directly to them. This would help establish communication and provide a further venue for feedback which applicants could then use to improve their proposals
- The applicant would be required to have the plans posted to the Development Tracker for at least 30 days before submission of the application to the City. This would ensure that there is time for the public to reach out with questions and comments and for the applicant to potentially make revisions, before the submission
- The City's engagement portal (engage.victoria.ca) would link to the Development Tracker. This would help people become aware of upcoming applications and find the appropriate documents to review what is being proposed.

This approach facilitates a standard that is achievable for all CALUCs and applicants regardless of their access to and experience with various engagement and communication technologies. However, it does not preclude the use of more comprehensive engagement methodologies, by either the CALUC or applicant, as long as the information provided remains consistent with the Development Tracker.

As part of the application process, the current means for the public to provide comments directly to Council in advance of a Committee of the Whole or Council meeting would remain in place, including submission of emails and physical letters.

Consideration of Applications on a Case-by-Case Basis

As applications come forward to Committee of the Whole, Council could still determine on a case by case basis if an in-person Community Meeting should be held for a specific application. This may be the case if Council feels there is significant public interest and that consultation efforts have not adequately engaged those most impacted. For applications that fall into this category, further processing would be delayed until an in-person Community Meeting could take place.

OPTIONS AND IMPACTS

Option 1: Require Proposed Plans to be added to the Development Tracker in Advance of Application Submission instead of a Community Meeting (Recommended)

This option would enable rezoning and OCP amendment applications to have the benefit of early public input in advance of application submission. This approach mirrors the current process but substitutes on-line information and a comment form, for in-person Community Meetings. This would provide a standard approach but would not preclude additional engagement methodologies for those CALUCS and/or applicants with the capacity to undertake them.

Option 2: Defer Community Meeting until After Application is Received

That Council defer the requirement for a Community Meeting to be held in advance of submitting a rezoning or OCP amendment development application but still require it before the application is considered at Committee of the Whole meeting.

This option is not recommended. It would allow proposals to move forward through the development application process but would not have the benefit of early public input. Additionally, applications may end up on indefinite hold.

Option 3: Waive the Community Meeting Requirement

That Council waive the requirement for a Community Meeting to be held.

This option is not recommended. It would allow proposals to move forward through the development application process but it would not have the benefit of early or any public input until the public hearing.

Option 4: Do Nothing

This option is not recommended because it would put forthcoming applications on indefinite hold unless the CALUC waived the requirement. This would have negative consequences with regard to the provision of housing and the overall economy.

Accessibility

Under normal circumstances, Community Meetings are held in-person, requiring the public to physically travel to observe and or participate. Providing information regarding the application online would be more physically accessible to the public, although this would require individuals to have access to a computer. Therefore, accessibility may increase for some but decrease for others.

2019 – 2022 Strategic Plan

The Strategic Plan contains a number of objectives which depend on viable and timely development activity. Therefore, although the proposed recommendation does not have direct Strategic Plan implications, any measures that promote continuation of processing of land use applications are likely to help achieve numerous Strategic Plan objectives, including increased supply of affordable and rental housing as well as maintaining a healthy economy.

Impacts to Financial Plan and Staff Resources

The City of Victoria has a website which already has current development application plans posted on it which could be adjusted to include proposed plans that are anticipated to be submitted. The required resources and staff time to implement the recommendation would therefore not be substantial; however, the ongoing work of posting plans, along with applicant corrections and updates would be more labour intensive.

If Council chooses to pursue a different approach the impacts to the Financial Plan and staff resources may need to be assessed.

CONCLUSIONS

The Orders and guidance from the Provincial Health Officer has created the need for the City to analyse the potential implications resulting from the COVID-19 pandemic. In response to the Committee of the Whole motion of April 2, 2020, this report recommends that Council direct staff to require proposed development plans be posted on the City's Development Tracker website as a

substitute for an in-person CALUC Community Meeting in advance of application submission. This would allow new applications to be submitted while still receiving early input from the public. The recommendations outlined in this report will enhance the ability of the development and trades industries to both weather and recover from the COVID-19 pandemic.

Respectfully submitted,



Rob Bateman
Senior Process Planner
Development Services



Karen Hoese, Director
Sustainable Planning Community Development
Department



Report accepted and recommended by the City Manager:



Date: June 5, 2020

List of Attachments

- Attachment A: March 16, 2020 Order of the Provincial Health Officer on Mass Gatherings
- Attachment B: April 2, 2020 COTW report on Development Application Processes
- Attachment C: *CALUC Terms of Reference*
- Attachment D: *CALUC Procedures for Processing Applications*
- Attachment E: Meeting Notes from April 15, 2020 Meeting with CALUCs and UDI
- Attachment F: Correspondence
- Attachment G: Draft Land Use Procedures Bylaw Amendment



Cliff #1157407

CLASS ORDER (mass gatherings) re: COVID-19

**NOTICE TO OWNERS, OCCUPIERS AND OPERATORS
OF PLACES AT WHICH LARGE NUMBERS OF PEOPLE GATHER (CLASS)**

ORDER OF THE PROVINCIAL HEALTH OFFICER

(Pursuant to Sections 30, 31, 32 and 39 (3) *Public Health Act*, S.B.C. 2008)

The *Public Health Act* is at:

<http://www.bclaws.ca/civix/content/complete/statreg/08028/?xsl=/templates/browse.xsl>

(excerpts enclosed)

TO: AN INDIVIDUAL / SOCIETY / CORPORATION OR OTHER ORGANIZATION INCLUDING A MUNICIPALITY / REGIONAL DISTRICT / SCHOOL BOARD / UNIVERSITY / COLLEGE / RELIGIOUS ORGANIZATION WHICH IS THE OWNER/OCCUPIER/OPERATOR OF OR IS OTHERWISE RESPONSIBLE FOR A THEATRE / SPORTS ARENA / CONFERENCE HALL / CHURCH / RECREATION CENTRE / CASINO / PARK / FESTIVAL SITE OR OTHER INDOOR OR OUTSIDE PLACE

WHEREAS:

- A. A communicable disease known as COVID-19 has emerged in British Columbia;
- B. SARS-CoV-2, an infectious agent, can cause outbreaks of serious illness known as COVID-19 among the public;
- C. A person infected with SARS-CoV-2 can infect other people with whom the infected person is in contact;
- D. The gathering of large numbers of people in close contact with one another can promote the transmission of SARS-CoV-2 and increase the number of people who develop COVID-19;

- E. You belong to the class of people who are the owner, occupier or operator, or are otherwise responsible for, a place or places at which large numbers of people gather in British Columbia;
- F. I have reason to believe and do believe that
- (i) the risk of an outbreak of COVID-19 among the public constitutes a health hazard under the *Public Health Act*;
 - (ii) because the risk of an outbreak extends beyond the authority of one or more medical health officers and coordinated action is needed to protect the public from contracting COVID-19, it is in the public interest for me to exercise the powers in sections 30, 31, 32 and 39(3) of the *Public Health Act* **TO ORDER** as follows:

You are prohibited from permitting the gathering of people in excess of **50 people** at a place of which you are the owner, occupier or operator, or for which you are otherwise responsible.

This Order expires on May 30, 2020 and is subject to revision, cancellation or extension by me.

You are required under section 42 of the *Public Health Act* to comply with this Order. Failure to comply with this Order is an offence under section 99 (1) (k) of the *Public Health Act*.

Under section 43 of the *Public Health Act*, you may request me to reconsider this Order if you:

1. Have additional relevant information that was not reasonably available to the me when this Order was issued,
2. Have a proposal that was not presented to me when this Order was issued but, if implemented, would
 - (a) meet the objective of the order, and
 - (b) be suitable as the basis of a written agreement under section 38 [may make written agreements]
3. Require more time to comply with the order.

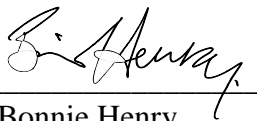
Under section 43 (6) an Order is not suspended during the period of reconsideration unless the health officer agrees, in writing, to suspend it.

If you fail to comply with this Order, I have the authority to take enforcement action against you under Part 4, Division 6 of the *Public Health Act*.

You may contact me at:

Dr. Bonnie Henry, Provincial Health Officer
4th Floor, 1515 Blanshard Street
PO Box 9648 STN PROV GOVT, Victoria BC V8W 9P4
Fax: (250) 952-1570

DATED THIS: 16 day of March 2020

SIGNED: 
Bonnie Henry
MD, MPH, FRCPC
Provincial Health Officer

DELIVERY BY: News release on the BC Government website, the BC Centre for Disease Control website and by email.

Enclosure: Excerpts of *Public Health Act*

ENCLOSURE

Excerpts of the *PUBLIC HEALTH ACT*

Public Health Act [SBC 2008] c. 28

Definitions

1 In this Act:

"health hazard" means

- (a) a condition, a thing or an activity that
 - (i) endangers, or is likely to endanger, public health, or
 - (ii) interferes, or is likely to interfere, with the suppression of infectious agents or hazardous agents, or
- (b) a prescribed condition, thing or activity, including a prescribed condition, thing or activity that
 - (i) is associated with injury or illness, or
 - (ii) fails to meet a prescribed standard in relation to health, injury or illness;

When orders respecting health hazards and contraventions may be made

30 (1) A health officer may issue an order under this Division only if the health officer reasonably believes that

- (a) a health hazard exists,
- (b) a condition, a thing or an activity presents a significant risk of causing a health hazard,
- (c) a person has contravened a provision of the Act or a regulation made under it, or
- (d) a person has contravened a term or condition of a licence or permit held

by the person under this Act.

(2) For greater certainty, subsection (1) (a) to (c) applies even if the person subject to the order is complying with all terms and conditions of a licence, a permit, an approval or another authorization issued under this or any other enactment.

General powers respecting health hazards and contraventions

31 (1) If the circumstances described in section 30 [*when orders respecting health hazards and contraventions may be made*] apply, a health officer may order a person to do anything that the health officer reasonably believes is necessary for any of the following purposes:

- (a) to determine whether a health hazard exists;
- (b) to prevent or stop a health hazard, or mitigate the harm or prevent further harm from a health hazard;
- (c) to bring the person into compliance with the Act or a regulation made under it;
- (d) to bring the person into compliance with a term or condition of a licence or permit held by that person under this Act.

(2) A health officer may issue an order under subsection (1) to any of the following persons:

- (a) a person whose action or omission
 - (i) is causing or has caused a health hazard, or
 - (ii) is not in compliance with the Act or a regulation made under it, or a term or condition of the person's licence or permit;
- (b) a person who has custody or control of a thing, or control of a condition, that
 - (i) is a health hazard or is causing or has caused a health hazard, or
 - (ii) is not in compliance with the Act or a regulation made under it,

or a term or condition of the person's licence or permit;

(c) the owner or occupier of a place where

(i) a health hazard is located, or

(ii) an activity is occurring that is not in compliance with the Act or a regulation made under it, or a term or condition of the licence or permit of the person doing the activity.

Specific powers respecting health hazards and contraventions

32 (1) An order may be made under this section only

(a) if the circumstances described in section 30 [*when orders respecting health hazards and contraventions may be made*] apply, and

(b) for the purposes set out in section 31 (1) [*general powers respecting health hazards and contraventions*].

(2) Without limiting section 31, a health officer may order a person to do one or more of the following:

(a) have a thing examined, disinfected, decontaminated, altered or destroyed, including

(i) by a specified person, or under the supervision or instructions of a specified person,

(ii) moving the thing to a specified place, and

(iii) taking samples of the thing, or permitting samples of the thing to be taken;

(b) in respect of a place,

(i) leave the place,

(ii) not enter the place,

(iii) do specific work, including removing or altering things found in the place, and altering or locking the place to restrict or prevent

entry to the place,

(iv) neither deal with a thing in or on the place nor dispose of a thing from the place, or deal with or dispose of the thing only in accordance with a specified procedure, and

(v) if the person has control of the place, assist in evacuating the place or examining persons found in the place, or taking preventive measures in respect of the place or persons found in the place;

(c) stop operating, or not operate, a thing;

(d) keep a thing in a specified place or in accordance with a specified procedure;

(e) prevent persons from accessing a thing;

(f) not dispose of, alter or destroy a thing, or dispose of, alter or destroy a thing only in accordance with a specified procedure;

(g) provide to the health officer or a specified person information, records, samples or other matters relevant to a thing's possible infection with an infectious agent or contamination with a hazardous agent, including information respecting persons who may have been exposed to an infectious agent or hazardous agent by the thing;

(h) wear a type of clothing or personal protective equipment, or change, remove or alter clothing or personal protective equipment, to protect the health and safety of persons;

(i) use a type of equipment or implement a process, or remove equipment or alter equipment or processes, to protect the health and safety of persons;

(j) provide evidence of complying with the order, including

(i) getting a certificate of compliance from a medical practitioner, nurse practitioner or specified person, and

(ii) providing to a health officer any relevant record;

(k) take a prescribed action.

(3) If a health officer orders a thing to be destroyed, the health officer must give the person having custody or control of the thing reasonable time to request reconsideration and review of the order under sections 43 and 44 unless

(a) the person consents in writing to the destruction of the thing, or

(b) Part 5 [*Emergency Powers*] applies.

May make written agreements

38 (1) If the health officer reasonably believes that it would be sufficient for the protection of public health and, if applicable, would bring a person into compliance with this Act or the regulations made under it, or a term or condition of a licence or permit held by the person under this Act, a health officer may do one or both of the following:

(a) instead of making an order under Division 1, 3 or 4, enter into a written agreement with a person, under which the person agrees to do one or more things;

(b) order a person to do one or more things that a person has agreed under paragraph (a) to do, regardless of whether those things could otherwise have been the subject of an order under Division 1, 3 or 4.

(2) If, under the terms of an agreement under subsection (1), a health officer conducts one or more inspections, the health officer may use information resulting from the inspection as the basis of an order under this Act, but must not use the information as the basis on which to

(a) levy an administrative penalty under this Act, or

(b) charge a person with an offence under this Act.

Contents of orders

39 (3) An order may be made in respect of a class of persons.

Duty to comply with orders

42 (1) A person named or described in an order made under this Part must comply with the order.

(2) Subsection (1) applies regardless of whether the person leaves the geographic area for which the health officer who made the order is designated.

Reconsideration of orders

43 (1) A person affected by an order, or the variance of an order, may request the health officer who issued the order or made the variance to reconsider the order or variance if the person

(a) has additional relevant information that was not reasonably available to the health officer when the order was issued or varied,

(b) has a proposal that was not presented to the health officer when the order was issued or varied but, if implemented, would

(i) meet the objective of the order, and

(ii) be suitable as the basis of a written agreement under section 38 [*may make written agreements*], or

(c) requires more time to comply with the order.

(2) A request for reconsideration must be made in the form required by the health officer.

(3) After considering a request for reconsideration, a health officer may do one or more of the following:

(a) reject the request on the basis that the information submitted in support of the request

(i) is not relevant, or

(ii) was reasonably available at the time the order was issued;

(b) delay the date the order is to take effect or suspend the order, if satisfied

that doing so would not be detrimental to public health;

(c) confirm, rescind or vary the order.

(4) A health officer must provide written reasons for a decision to reject the request under subsection (3) (a) or to confirm or vary the order under subsection (3) (c).

(5) Following a decision made under subsection (3) (a) or (c), no further request for reconsideration may be made.

(6) An order is not suspended during the period of reconsideration unless the health officer agrees, in writing, to suspend it.

(7) For the purposes of this section,

(a) if an order is made that affects a class of persons, a request for reconsideration may be made by one person on behalf of the class, and

(b) if multiple orders are made that affect a class of persons, or address related matters or issues, a health officer may reconsider the orders separately or together.

(8) If a health officer is unable or unavailable to reconsider an order he or she made, a similarly designated health officer may act under this section in respect of the order as if the similarly designated health officer were reconsidering an order that he or she made.

Review of orders

44 (1) A person affected by an order may request a review of the order under this section only after a reconsideration has been made under section 43 [*reconsideration of orders*].

(2) A request for a review may be made,

(a) in the case of an order made by a medical health officer, to the provincial health officer, or

(b) in the case of an order made by an environmental health officer, to a medical health officer having authority in the geographic area for which the environmental health officer is designated.

(3) If a review is requested, the review is to be based on the record.

(4) If a review is requested, the reviewer may do one or more of the following:

(a) delay the date the order is to take effect or suspend the order, if satisfied that doing so would not be detrimental to public health;

(b) confirm, vary or rescind the order;

(c) refer the matter back to the person who made the order, with or without directions.

(5) A reviewer must provide written reasons for an action taken under subsection (4) (b) or (c), and a person may not request further review of an order.

Offences

99 (1) A person who contravenes any of the following provisions commits an offence:

...

(k) section 42 [*failure to comply with an order of a health officer*], except in respect of an order made under section 29 (2) (e) to (g) [*orders respecting examinations, diagnostic examinations or preventive measures*];



Committee of the Whole Report

For the Meeting of April 2, 2020

To: Committee of the Whole **Date:** March 31, 2020

From: Karen Hoes, Director of Sustainable Planning and Community Development

Subject: Development Application Processes – Considerations to Address COVID-19 Pandemic

RECOMMENDATION

That Council direct staff to report back on modifications to development application processes, as detailed in this report, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes.

EXECUTIVE SUMMARY

The purpose of this report is to seek direction from Council on several aspects of the development application review processes to ensure the ongoing construction of housing and to enhance the ability of the development and trades industries to both weather and recover from the COVID-19 pandemic.

Staff have identified a number of features of the development application review process that require modification to ensure the continued smooth processing of applications, while complying with public health orders and meeting the transparency and accountability of land use processes, including:

- the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings
- processes and referrals to advisory committees
- processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications
- opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing
- opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they are required.

This report provides a brief discussion of each of these topics along with a series of recommended or already in-process next steps.

PURPOSE

The purpose of this report is to seek direction from Council on several aspects of the development application review processes, in order to ensure the ongoing construction of housing and to enhance the ability of the development and trades industries to both weather and recover from the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes.

BACKGROUND & ANALYSIS

British Columbia's Provincial Health Officer issued an Order on March 16, 2020 that applies to local governments and, among other things, limits gatherings to a maximum of 50 people. New orders continue to be issued, regarding both the specific functions of local government as well as the pandemic in general. Given these evolving circumstances, staff have considered the development application processes and have provided a discussion, a description of actions that are already in process, and ideas for next steps related to the following topics:

- pre-application requirements for CALUC Community Meetings
- referral to advisory committees
- Opportunity for Public Comment requirement associated with variance applications
- delegated authority
- Public Hearing requirement associated with rezoning applications.

This preliminary report has been prepared with a view to bringing forward more detailed reports on these topics as well as addressing any other matters that emerge as the work is advanced. The list above represents both the sequence that the reports will likely be advanced along with the immediacy that staff anticipate processing challenges to be experienced.

Pre-Application Requirement for CALUC Community Meetings

The *Land Use Procedures Bylaw* requires applicants to arrange and participate in a Community Meeting to be held in association with a Community Association Land Use Committee (CALUC) in advance of an application for an Official Community Plan or Zoning Bylaw Amendment. The bylaw also lays out circumstances in which a CALUC, Director of Sustainable Planning and Community Development, or Council can waive this requirement.

As a result of the public health order that sets limits on the number of people participating at public gatherings and establishes social distancing measures, it is currently not possible for CALUC Community Meetings to occur in person. This creates a situation where staff are not able to accept submission of applications where this step has not been followed or waived by the CALUC. Staff are aware of a number of CALUC Community meetings that have been cancelled because of the order as well as applications underway (including those for rental and affordable housing) which have not yet had a chance to participate in a CALUC Community Meeting.

As part of the pre-application process, these meetings provide an opportunity for developers to meet with community, get input, and potentially improve their applications, so establishing alternative ways to achieve this is desirable. To this end, staff are initiating a focused discussion with the CALUCs and the Urban Development Institute to solicit ideas on alternate forms of engagement that may work to facilitate public and CALUC dialogue with the applicant related to the development application process, and staff will report back to Council on this.

Referral to Advisory Committees

Section 15 of the *Land Use Procedures Bylaw* stipulates that when processing an application, the Director may, but is not required to, refer an application to other agencies or associations, the Technical Review Group (TRG - an interdisciplinary staff review group), advisory committees or other staff members.

As part of the response to COVID-19 advisory committee meetings are currently interrupted and although applications could be referred to advisory committees, such as the Advisory Design Panel (ADP) and the Heritage Advisory Panel (HAPI), the referral would result in an indefinite postponement of the application. Recently, the Minister of Public Safety and Solicitor General issued a new order related to public meetings which will enable new ways for advisory committees to meet and conduct business.

Staff have begun to explore options to resume the work of advisory committees, including the potential to hold electronic meetings, and will report back to Council. Additionally, the report will provide recommendations related to a previous Council direction to refer some delegated applications to advisory bodies. In the past, this step added onto the timeframe required to process applications; however, it may now create a processing barrier.

Opportunity for Public Comment Requirement Associated with Variance Applications

Through its *Land Use Procedures Bylaw*, the City of Victoria provides for an Opportunity for Public Comment (OPC) in association with variance applications, with notice being sent to the adjoining owners and occupiers of property and an opportunity to speak in person at Council. This provision goes beyond the requisites of the *Local Government Act* (LGA), which does not require mailed notification nor OPCs.

Staff are aware of a number of applications for minor variances as well as projects for non-profit affordable housing which may benefit from being advanced without holding an OPC. Staff are therefore recommending a report back that would both examine alternate means of garnering public input as well as reducing the frequency that OPCs are required.

Delegated Authority

Another way of addressing some development application processing challenges, particularly as they relate to variances, is to expand the scope of variance applications that are currently delegated to staff. Like minor parking variances, it is possible to increase the types of variances that staff can review and potentially approve. This may also include some applications that the Board of Variance considers, which could be beneficial as the Board, also subject to the Provincial Health Officer's order, is not presently meeting. Like other topics noted in this report, staff recommend that the possibility of expanded delegated authority be explored and a subsequent report be prepared. Notably, variances cannot authorize increased density or changes to permitted uses.

Public Hearing Requirement Associated with Rezoning Applications

The *Local Government Act* allows for Councils to waive the requirement for Public Hearings in association with rezoning applications if the application is consistent with the Official Community Plan. A decision to waive a public hearing must be made by Council for each application individually.

This would likely be the most significant change that Council could consider making; however, for several affordable housing projects that are either currently at or are nearing the Public Hearing

phase, a report exploring this potential option may be warranted. In association with and as a prerequisite to this type of measure, staff also recommend that alternate means of conducting public hearings and gathering community input, normally heard at Public Hearings, be prepared.

IMPACTS

Accessibility Impact Statement

Modification of various development processes may have impacts on accessibility of the process. Future reports will discuss impacts where warranted, but any process changes will include consideration of opportunities for increasing accessibility options whenever possible.

2019 – 2022 Strategic Plan

The Strategic Plan contains a number of objectives which depend on viable and timely development activity. Therefore, although the proposed recommendation does not have direct Strategic Plan implications, any measures that promote continuation of processing of land use applications are likely to help achieve numerous Strategic Plan objectives, including increased supply of affordable and rental housing as well as maintaining a healthy economy. Future reports will provide more detailed review of alignment of individual proposals with the Strategic Plan.

Impacts to Financial Plan

The City annually receives significant fees in relation to development applications, with fees in 2018 and 2019 both being in the order of one million dollars per year. Therefore, although the recommended option has no direct financial plan implications, a decision affecting viability of continued processing of these applications during the pandemic is likely to affect City's revenues in 2020.

Official Community Plan Consistency Statement

This issue has no specific Official Community Plan implications.

OPTIONS

Option One (staff recommendation)

Direct staff to explore and report back on modifications that can be made to development application processes, while complying with public health orders and meeting the transparency and accountability of land use processes, including:

- pre-application requirements for CALUC Community Meetings
- referral to advisory committees
- Opportunity for Public Comment requirement associated with variance applications
- delegated authority
- Public Hearing requirement associated with rezoning applications.

Option Two

Provide alternate direction to staff on preferred approaches to addressing potential development application processing challenges.

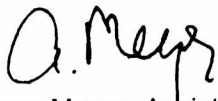
Option Three

Make no changes. This would likely result in development not moving forward, which would have negative consequences with regard to economy and positioning the City for recovery after COVID-19.

CONCLUSIONS

The Order from the Provincial Health Officer on March 16, 2020 has created the need for the City to analyse the potential implications resulting from the COVID-19 pandemic. In order to ensure the ongoing construction of housing and to enhance the ability of the development and trades industries to both weather and recover from the pandemic, staff are recommending that Council direct staff to report back on possible actions to advance modifications to the Development Application Review processes on an interim basis.

Respectfully submitted,

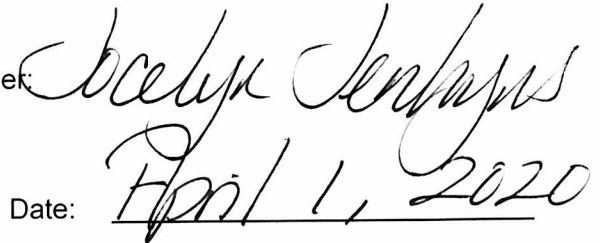


Alison Meyer, Assistant Director
Development Services



Karen Hoese, Director
Sustainable Planning Community Development
Department

Report accepted and recommended by the City Manager:


Date: April 1, 2020

E. LAND USE MATTERS

E.1 Development Application Processes - Considerations to Address COVID-19 Pandemic

Committee received a report dated March 31, 2020 from the Director of Sustainable Planning and Community Development seeking direction from Council on several aspects of the development application review processes to ensure the ongoing construction of housing and to enhance the ability of the development and trades industries to both weather and recover from the COVID-19 pandemic.

Committee discussed the following:

- *Incorporating public comment and Community Association Land Use Committee participation*
- *Accommodating input from the public*
- *Options to follow approved process while maintaining social distance*
- *Participation in Public Hearings and Opportunity for Public Comments*
- *Ongoing conversations with the Province with respect to Public Hearings*
- *Process for staff research moving forward should this motion be adopted*

Moved By Mayor Helps

Seconded By Councillor Alto

That Council direct staff to report back on modifications to development application processes, as detailed in this report, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes.

Amendment:

Moved By Councillor Isitt

Seconded By Mayor Helps

That Council direct staff to report back on modifications to development application processes, as detailed in this report, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- **the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings**
- **processes and referrals to advisory committees**

Amendment to the amendment:

Moved By Mayor Helps

Seconded By Councillor Alto

That Council direct staff to report back on modifications to development application processes, as detailed in this report, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- **the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings**
- **processes and referrals to advisory committees**
- **processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications**
- **opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing**
- **opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they are required.**

Councillor Loveday requested that Council consider the 3 bulleted items in the amendment to the amendment and the 2 bulleted items in the amendment separately.

On the amendment to the amendment:

- **processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications**

FOR (7): Mayor Helps, Councillor Alto, Councillor Dubow, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe and Councillor Young

OPPOSED (1): Councillor Isitt

CARRIED (7 to 1)

- **opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing**

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

OPPOSED (3): Councillor Isitt, Councillor Loveday and Councillor Young

CARRIED (5 to 3)

- **opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they are required.**

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

OPPOSED (3): Councillor Isitt, Councillor Loveday and Councillor Young

CARRIED (5 to 3)

On the amendment:

- **the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings**

CARRIED UNANIMOUSLY

- **processes and referrals to advisory committees**

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

OPPOSED (1): Councillor Young

CARRIED (7 to 1)

On the main motion as amended:

That Council direct staff to report back on modifications to development application processes, as detailed in this report, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings
- processes and referrals to advisory committees
- processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications
- opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing
- opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they are required.

Amendment:

Moved By Mayor Helps

Seconded By Councillor Isitt

That Council direct staff to report back on modifications to development application processes, as detailed in this report **and including consideration of electronic participation of the public**, in order to continue to process applications through

the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings
- processes and referrals to advisory committees
- processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications
- opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing
- opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they

CARRIED UNANIMOUSLY

Amendment:

Moved By Mayor Helps

Seconded By Councillor Alto

That this matter be forwarded to the daytime Council meeting.

CARRIED UNANIMOUSLY

On the main motion as amended:

That Council direct staff to report back on modifications to development application processes, as detailed in this report and including consideration of electronic participation of the public, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings
- processes and referrals to advisory committees
- processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications
- opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing
- opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they

That this matter be forwarded to the daytime Council meeting.

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

OPPOSED (2): Councillor Isitt and Councillor Loveday

CARRIED (6 to 2)

Motion to extend the meeting:

Moved By Councillor Alto

Seconded By Councillor Young

That the Committee of the Whole meeting be extended to 3:00 p.m.

CARRIED UNANIMOUSLY

Community Association Land Use Committee (CALUC)

Terms of Reference

Approved by Council on December 8, 2016.

PURPOSE

This document is intended to set out the terms of reference for Community Association Land Use Committees (CALUCs).

This document is not meant to replace the requirements of the *Local Government Act* or the *City's Land Use Procedures Bylaw*.

DOCUMENT ORGANIZATION

For ease of reference, this document is organized according to the following categories:

1. Council Endorsement
2. Neighbourhood Boundaries
3. The Role of the Community Association Land Use Committee
4. Membership Best Practices for CALUCs
5. Conflict of Interest

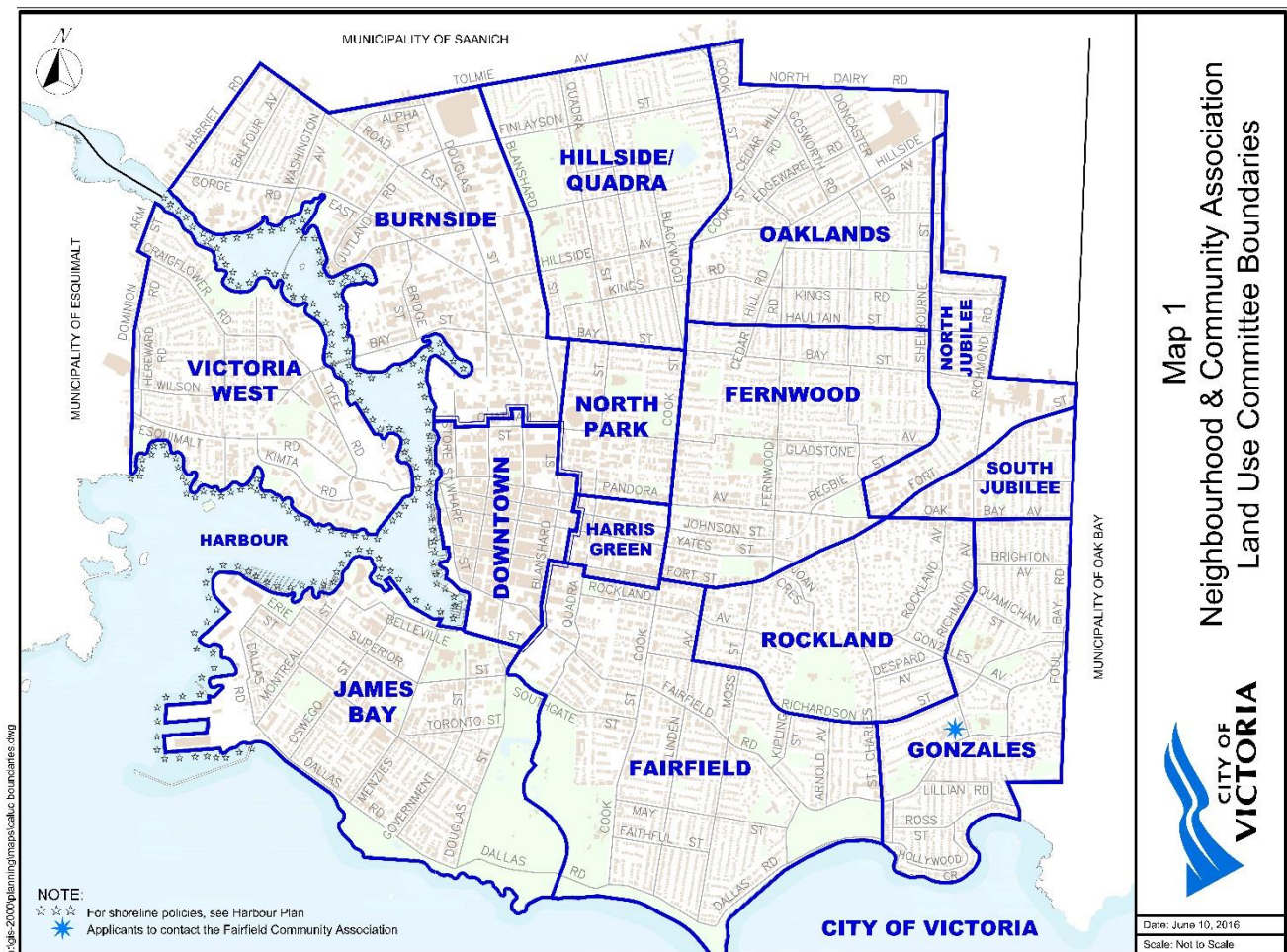
1. Council Endorsement

Community Association Land Use Committees (CALUCs) must be endorsed by Victoria City Council before they can participate in the review process. To date the following have been endorsed:

NEIGHBOURHOOD	Community Association Land Use Committee
Burnside Gorge	Burnside Gorge Land Use Committee
Downtown/Harris Green	Downtown Residents Association
Hillside - Quadra	Hillside-Quadra Neighbourhood Action Committee
Fairfield/Gonzales	Planning & Zoning Committee of Fairfield Gonzales Community Association
Fernwood	Fernwood Community Association
James Bay	James Bay Neighbourhood Association
North Jubilee	North Jubilee Neighbourhood Association
North Park	North Park Neighbourhood Association
Oaklands	Oaklands Community Association Land Use Committee
Rockland	Rockland Neighbourhood Association
South Jubilee	South Jubilee Neighbourhood Association
Victoria West	Victoria West Community Association

2. Neighbourhood Boundaries

CALUC boundaries must correspond with City Neighbourhood Boundaries. Map 1 illustrates the boundaries of these neighbourhoods. Boundaries do not overlap and where an Official Community Plan (OCP) amendment or rezoning application is on a boundary, the City will notify the neighbouring CALUC(s) of any community meetings.



3. The Role of Community Association Land Use Committees:

- Facilitate dialogue between applicants and the community to identify issues (both positive and negative) regarding OCP amendment, rezoning, variance¹ and liquor license applications.
- Be knowledgeable about the Neighbourhood and Precinct Plan(s) and inform and empower neighbours through education to be involved in development application discussions. CALUCs may also wish to comment on the interpretation of the relevancy of policies and whether development applications fit with the spirit and intent of the Neighbourhood Plan.²
- Communicate to everyone involved regarding:
 - issues identified with OCP Amendment, rezoning, variance, temporary use permit and liquor license applications
 - the adequacy of the community consultation

4. **CALUC Membership Requirements**

- Anyone who is interested in their neighbourhood and who is looking beyond their own self-interest is encouraged to join the CALUC. Membership policies regarding how a person joins, length of term, maximum committee size, etc. are set by each CALUC; however, board elections and membership must be established through a fair, well-publicized and open process on at least an annual basis.
- Size: Three members or more.

5. **Conflict of Interest**

Individual Members

Although the *Community Charter* provision related to “conflict of interest” do not technically apply to CALUCs because they are not elected or decision making bodies, in the following situations, a member of a Community Association Land Use Committee will not participate in an executive or committee³ role:

- The CALUC member lives, works or owns property within 100 or 200 metres of the land use application, depending on notification distance (If you get a notice in the mail about the meeting, you need to step down for that agenda item.)
- You, a family member or a friend are the proponent of the land use application.
- You, a family member or a friend have a direct or indirect pecuniary interest in the land use application.
- There is an appearance of bias.

As a rule of thumb, if a CALUC member wonders if they are in a position of a “conflict of interest”, it is safer to step down for the item in question. In the event a CALUC executive or committee member steps down because of a perceived or actual “conflict of interest” they may still participate in the agenda item as a community member.

CALUCs and Community Associations

Similarly, the *Community Charter* “conflict of interest” provisions do not apply to a CALUC or Community Association as a whole. Nonetheless, it is important for groups to be aware that the perception of and/or real conflicts of interest may at times arise. The following provides guidance to some potential situations:

- CALUCs and Community Associations should avoid negotiating directly with an applicant for amenities which will benefit their organization or community (e.g. community meeting space and facility upgrades.)
- Although many Community Associations and CALUCs receive financial and/or facilities support from the City of Victoria, this does not affect the CALUC or Community Association’s ability to host, facilitate and comment on applications and matters referred to them as set out through these terms of reference and the supporting CALUC policies.
- If an applicant pays for meeting space in order to hold a meeting, in association with consultation for the development application, this is not considered a conflict.

In the event that a CALUC member, CALUC as a whole or Community Association finds themselves in a conflict of interest (real or perceived) they should clearly declare and record the conflict.

Footnotes:

¹ Includes: Development Variance Permits, Development Permits with Variances and Heritage Alteration Permits with Variances.

² Ultimately it is City Staff’s role to provide Council with a full interpretation of applicable City policy as it applies to each application.

³ An executive or committee role includes positions such as meeting chair, facilitator, note taker, secretary or any position which assists in the running or organizing of the community meeting that may be perceived as being able to influence others or the outcome of the meeting.

Community Association Land Use Committee (CALUC) Procedures for Processing Official Community Plan Amendment, Rezoning, Variance, Temporary Use Permit and Liquor License Applications

Approved by Council on December 8, 2016.

PURPOSE

This document is intended to guide and provide a common approach for processing Official Community Plan (OCP) Amendment, Rezoning, Variance, Temporary Use Permit (TUP) and Liquor License applications as the process relates to involvement with the Community Association Land Use Committees (CALUCs). Although a uniform process would be ideal for simplicity and consistency, there are distinct differences between neighbourhoods and the types of development applications that are common to them, which make absolute uniformity impractical. In lieu of a prescriptive approach, this document strives to standardize the basic requirements for each phase of the process and to clarify roles; it sets out the purpose, principles, CALUC role, outcome, deliverables and supporting resources for development application types and for different stages within development applications types. In addition, opportunities for developer-led consultation for complex / large scale development applications are clarified.

REZONING AND OCP AMENDMENT APPLICATIONS

When changes are requested by an applicant to the use or density entitlement of a zone as regulated by the *Zoning Regulation Bylaw*, a rezoning application is required. Some proposals also require an Official Community Plan Amendment Application, particularly if the land use designation is proposed to be changed and/or if new or revised design guidelines are required.

Communication between applicants, neighbours, CALUCs and the City is encouraged throughout the application process; however, there are two main stages where CALUCs are directly involved in these processes:

- the “preliminary consultation phase”, and;
- the “community meeting.”

Preliminary Consultation Phase

The primary purpose of the preliminary consultation phase associated with OCP Amendment and Rezoning Applications is for the CALUC and the developer to come-together to engage in initial dialogue about the proposal and the process going forward. Typically, this phase which is mandatory, will be characterized by one or more meetings where the CALUC and developer come together in one location; however, these meetings may include other attendees/participants as well. In some instances, with the agreement of the CALUC, a phone call or site visit may satisfy the requirement for preliminary consultation. This phase is different from the formal community meeting which takes place later in the process and is characterized by a mailed invitation to nearby owners and occupiers.

Purpose

Besides providing an opportunity for the developer and CALUC to come-together to have an initial dialogue about the proposal and the process, there are a number of other purposes and objectives associated with the preliminary consultation phase:

- establish “lines of communication” between the CALUC and developer
- “blue-sky” to determine if there is a common vision / goals
- promote an understanding of the proposal and all potential impacts
- provide early feedback on preliminary development plans with the understanding that it will be informal and reflective only of those in attendance and that a formal community meeting with a mailed notice to nearby neighbours will occur later in the process

- discuss land use policies including neighbourhood plans and the OCP
- prepare for the formal community meeting and discuss timelines
- educate attendees regarding process and empower / encourage participation
- provide an opportunity to discuss developer led consultation activities
- reduce conflict in later stages of the rezoning process.

Principles

The following principles will guide the process:

- it should be respectful of everyone involved in the process
- there should be a sense of openness to share and receive feedback while understanding there will be a variety of opinions, and that applicants may or may not be able, or willing, to incorporate ideas and comments received.

CALUC Role

During the preliminary consultation phase, the CALUC's role may include:

- offering feedback to the developer on potential areas of community concern, benefit, as well as, perceived community values, interests and issues with the caveat that the feedback is based on the views and understanding of the neighbourhood and of the CALUC members in attendance at that meeting
- discussing CALUCs perception of the potential fit with applicable land use policies including neighbourhood plans and the OCP
- facilitating early feedback from interested neighbours who may be in attendance
- preparing for the formal community meeting (outlining to applicant community meeting expectations, required materials / documentation, discuss scheduling)
- educating attendees about the process and empower / encourage participation
- offering input / advice into developer-led consultation activities.

Outcome / Deliverables

The following are the typical outcomes or deliverables that are achieved through the preliminary consultation phase:

- opening "lines of communication" and a mutual understanding of project and process
- verbal feedback provided to the applicant
- a plan or strategy for moving forward to a formal community meeting for when (if) the developer wishes to proceed.

Supporting Resources

The following resources are intended to assist and help establish a more standardized approach to the Preliminary Consultation Phase (Please note: Some resources are still under development):

- Rezoning Process Flow Chart
- Meeting Space Guidelines / Assistance
- Preliminary Meeting Checklist / Guidelines

Community Meeting

The main purpose of the formal community meeting is to provide an opportunity for owners and occupiers of properties located within 100 or 200 metres to attend a meeting with the developer, hosted by the CALUC, in order to learn about the proposal, ask questions and provide feedback (the notification distance depends on whether an OCP Amendment is required or not.)

Although the notification distance is set, anyone with an interest in the proposal may attend and participate in the meeting. The spirit of the meeting is to engage the local community and to establish open dialogue, rather than providing an opportunity for advocates external to the

neighbourhood to “lobby” for or against a proposal. Arranging and holding a community meeting is a prerequisite to submitting a rezoning application to the City of Victoria.

In some instances, where there are substantial changes made, a second community meeting may be required. Additionally, there may be occasions where the CALUC may waive the requirement for a community meeting or cancel it. Criteria are outlined below.

Purpose

The primary purposes/objectives associated with the formal community meeting are to:

- promote an understanding of the proposal and its potential impact
- provide an opportunity for those who own or occupy property in close proximity to the proposal to learn about the development proposal, ask questions and provide feedback
- provide an opportunity for developers to receive feedback on the proposal so they can respond with design revisions, if feasible, from their perspective
- reduce conflict in later stages of the rezoning process.

Principles

The following principles will guide the process:

- it should be respectful of everyone involved in the process
- there should be a sense of openness to share and receive feedback while understanding there will be a variety of opinions and that applicants may or may not be able or willing to incorporate ideas and comments received.

CALUC Role

During the community meeting, the CALUC’s primarily role is to:

- set the stage for an open, respectful meeting at the meeting outset and read aloud the introduction (Appendix 1) to ensure the basic details of the process and expectations are explained
- facilitate dialogue to ensure all voices are heard
- record feedback and submit to City and applicant
- educate attendees regarding process and empower / encourage participation.

Outcome/ Deliverables

The following are the typical outcomes or deliverables that are achieved through the community meeting:

- a mutual and broader community understanding of project and process
- verbal feedback provided to the applicant
- written feedback provided to the City with a copy to the applicant within 30 days.

Supporting Resources

The following resources are intended to assist and help establish a more standardized approach to the community meeting (Please note: some resources are still under development):

- Rezoning Process Flow Chart
- Meeting Space Guidelines / Assistance
- Community Meeting Notice Form (and envelope)
- Introduction Read at the Beginning of a Community Meeting (Appendix 1)
- Offer of staff support and attendance at meetings for complex / OCP amendment applications
- Template to Record Feedback / Meeting Proceedings

Criteria for a Second Community Meeting

After an application is submitted to the Development Services Division, it undergoes an internal review by City staff. This review sometimes results in the applicant making changes to the proposal. Alternatively, the applicant may make changes between the community meeting and formal submission with the City. If changes are made that fall into the following categories, a second community meeting is required at the expense of the applicant:

- a change to the uses (additional uses added)
- an increase in the height
- an increase in the density or floor space ratio (FSR)
- a reduction in the setbacks or increase in site coverage equal to or greater than 20%.

The Area Planner will notify the Community Association Land Use Committee (CALUC) and the proponent if a second community meeting is triggered.

A second community meeting is not required if:

- there are no changes from the first community meeting
- changes are in response to community input
- decrease in height if the massing of the building is not altered.

Note: a CALUC may waive the requirement for the second community meeting if they feel it is not warranted.

In the event that changes to a proposal do not fall into the categories specified above, but the CALUC feels that the changes are significant, of particular interest to the neighbourhood or impact the proposal's fit with the surrounding neighbourhood, they may request that a second community meeting take place. In this event, the CALUC should:

- make this initial request of the developer, and if the developer is agreeable, the developer must complete a Community Meeting Notice form and come to the Development Services Division to arrange and pay for a second mail out
- if a second community meeting has not been agreed to by the developer and the CALUC still feels strongly that it should occur, the CALUC may make a written request outlining the reasons to Mayor and Council (If the letter is received in the Development Services Division prior to the completion of the Committee of the Whole (COTW) report the request will be attached to the report, otherwise it will be paired-up with the report leading up to the COTW presentation.)

Criteria for Waiving a Community Meeting

A CALUC may waive or postpone the requirement for a community meeting in their neighbourhood by providing written notice to the City. Reasons may include, but are not limited to:

- it is a minor application, such as a change of use to an existing building
- it is believed that there is limited interest / no concerns about an application
- the CALUC cannot accommodate a "community meeting" in a timely fashion because of holidays or other scheduling challenges
- it is a complex project that the CALUC would rather have initiated with the City to work out technical and policy issues, prior to holding a community meeting.

Criteria for Cancelling a Community Meeting

A CALUC may cancel a community meeting if the applicant does not attend with the prescribed list of plans as specified in the "Community Meeting Notice and Instructions" (site plan, floor plans, elevations, landscape plan, photos or illustration of proposal in relation to flanking buildings.) In these instances, the applicant is responsible for arranging and paying for another community meeting.

DEVELOPER-LED CONSULTATION FOR COMPLEX / LARGE SCALE DEVELOPMENT APPLICATIONS

The preliminary consultation phase (or any point in the application review process) may include additional developer-led community engagement activities such as design charrettes, surveys, and open houses. These types of developer-led consultation initiatives would typically be associated with OCP amendment and rezoning applications; however, they may be associated with other types of applications as well. The CALUC can provide valuable insights into scheduling, venues, topics for discussion, format and the like; however, the ultimate planning and implementation of any additional consultation is at the discretion of the developer.

CALUC Role

The CALUC may be asked to provide advice to the developer and or participate in developer-led consultation activities; however, ultimately this is left up to the developer.

VARIANCE, TEMPORARY USE PERMIT AND LIQUOR LICENSE APPLICATION PROCESS

The variance process is used in instances when the use or density are not being proposed to be changed but there are changes to other zoning regulations such as height, setbacks, site coverage or parking. The following types of variance applications along with Temporary Use Permit (TUP) and liquor license applications are referred to CALUCs:

- Development Variance Permit Applications
- Development Permit Applications with Variances
- Heritage Alteration Permits with Variances.

The City of Victoria variance and temporary use permit application forms recommend that the applicant contact the adjacent neighbours and the CALUC, and although staff also encourage this, it is voluntary on the part of the applicant. Arranging and holding a meeting is not a prerequisite to submitting the above noted applications to the City of Victoria.

Once an application is received by the City, and the City has verified the type of application and whether variances are required, the City will send an email to the CALUC notifying them of the application and directing them to information on the City's website (Development Tracker.) The CALUC has 30 days to provide comments to Mayor and Council. How (or if) a review is undertaken by the CALUC is left to the discretion of each CALUC. If a CALUC responds to the City that they wish time to comment on an application and/or believe that consultation should be required due to the nature of the application, this information will be provided to Council.

Purpose

The purpose of referring variance applications is to advise the CALUC of applications within their neighbourhoods and to provide an opportunity for CALUC comments, which may include a request that further consultation be required.

Principles

The following principles will guide the process:

- it should be respectful of everyone involved in the process.
- if a meeting occurs, or if the applicant consults with the CALUC, there should be a sense of openness to share and receive feedback while understanding there will be a variety of opinions and that applicants may or may not be able or willing to incorporate ideas and comments received.

CALUC Role

During the variance application process, the CALUC's primarily role is to:

- determine if the application is significant enough to provide a request to Council that further consultation be required

- offer feedback to the developer on potential areas of community concern, benefit, as well as perceived community values, interests and issues with the caveat that the feedback is based on the present CALUC members' views and understanding of the neighbourhood
- if a consultation meeting occurs, to facilitate dialogue to ensure all voices are heard and record feedback and submit to the City and applicant.

Outcomes/ Deliverables

The following are the typical outcomes or deliverables that are achieved through the variance, TUP and liquor license application process:

- notification to the CALUC that an application has been received
- an opportunity for the applicant to engage the CALUC, if they choose
- an opportunity for the CALUC to request additional consultation requirements, if they feel it is warranted
- verbal feedback provided to the applicant
- written feedback provided to the City with a copy to the applicant if a consultation meeting takes place.

Supporting Resources

The following resources are intended to assist and help establish a more standardized approach to the variance process (Please note: some resources are still under development):

- Meeting Space Guidelines / Assistance
- Variance and TUP Process Flow Chart
- Template to Record Feedback / Meeting Proceedings

REFERENCES

- City of Victoria Zoning Regulation Bylaw, Bylaw No. 80-159
- Land Use Procedures Bylaw

Appendix 1

Introduction read by CALUC Chairs at the beginning of Community Meetings

It is recommended that the following points be communicated by the Community Association Land Use Committee Chairs at the beginning of each community meeting where a Rezoning or OCP Amendment application is being presented.

Please start the meeting by introducing the proponent and the Land Use Committee members followed by the comments below:

- We wish this to be a respectful meeting – allowing everyone the opportunity to speak and be heard. The meeting is about the proposal not about applicant or others involved in the project.
- This meeting is about zoning and land use and any changes run in perpetuity with the land and independent of ownership (the Chair may provide an example.)
- At this meeting, the proponent (developer) will present the plans. There will then be an opportunity for community members to ask questions and to comment.
- This meeting is required before the applicant can make a formal application to the City.
- The outcome of this meeting is a letter to Council and City Staff.
- There is no decision by the CALUC to support or oppose an application made at this meeting or after this meeting.

This meeting is only one step in the process. Plans do change. If this application is important to you, you need to stay involved through the entirety of the process, which generally takes a minimum of six months for a Rezoning / OCP Amendment application. Some ways to stay involved are:

- Attend the Committee of the Whole meeting. You are invited to attend but you are not able to make a presentation.
- Attend other Advisory Committees, such as Advisory Design Panel. You are invited to attend but you are not able to make a presentation.
- Attend the Public Hearing. Anyone who feels their interest in property may be affected is able to make a presentation.
- Share your thoughts with City Council. You may submit your comments by email through the City web site.
- If an application is submitted to the City, information can be obtained through the Development Tracker feature of the City's website.

**NOTES OF THE CALUC AND UDI COVID-19
MEETING HELD WEDNESDAY, APRIL 15, 2020**

1. THE MEETING WAS CALLED TO ORDER AT 4:03 PM

Present:

Community Association Land Use Committee (CALUC) Representatives:

Burnside Gorge: Avery Stetski, Land Use Committee Chair
 Downtown/Harris Green: Ian Sutherland, Land Use Committee Chair
 Hillside-Quadra: Jon Munn, Land Use Committee Co-Chair
 Fairfield/Gonzales: Don Monsour, Planning & Zoning Committee President
 James Bay: Marg Gardiner, James Bay Neighbourhood Association President
 North Jubilee: Jean Johnson, Land Use Committee Co-Chair
 North Park: Harold Stanley, North Park Board
 Rockland: Bob June, Land Use Committee Co-Chair
 South Jubilee: Ben Ziegler, Land Use Committee Co-Chair

Not Present:

Fernwood Community Association
 Oaklands Community Association
 Victoria West Community Association

Urban Development Institute (UDI) Representatives:

Kathy Whitcher, UDI Executive Director
 Adam Cooper, UDI Director
 Jordan Milne, UDI Chair

City Staff:

Rob Bateman, Senior Process Planner (Meeting Chair)
 Alison Meyer, Assistant Director of Development Services
 Karen Hoese, Director of Sustainable Planning and Community Development
 Bill Eisenhauer, Head of Engagement
 Matt Green, Business Solutions Manager, Information Technology
 Bridget Frewer, Engagement Advisor
 Andrea Walker Collins, Planning Secretary

2. INTRODUCTIONS

- Rob Bateman thanked attendees for their time and effort during strange and hard times for everyone.

3. REVIEW OF AGENDA

4. BACKGROUND ON COVID-19

- Rob Bateman acknowledged the value in the CALUC process to date and the importance of gathering community input early in the development application process. The City wants to maintain this early input and continue to foster a dialogue between the applicant, CALUC, public and the City. To this end, the purpose of this meeting is to receive feedback regarding the CALUC role in the development application process during the COVID-19 pandemic. The goal is to find temporary solutions, although we may also find tools that are useful in the long-term as well.
- Karen Hoese, Director, expressed thanks to participants for taking the time to join the meeting. A couple of weeks ago staff went to Council with a report to look at development processes including community meetings. Expressed importance of working together to find ways to continue process. Thanks to those who wrote letters to Mayor and Council with helpful suggestions for digital platforms.
- Alison Meyer, Assistant Director, expressed that 15 years ago when the process began it was based on the philosophy that the greatest value came from allowing the community to inform and help shape a development proposal rather than having the developer simply inform the community about a proposal. It was meant to capture those early comments to incorporate before developers had invested a lot into plans and drawings.
- Participant Questions and Comments:
 - Marg Gardiner asked how comments in this meeting can contribute to Committee of the Whole discussion tomorrow?
 - Rob Bateman noted that staff would collect all feedback and prepare a report to bring to a future Committee meeting.

5. ROUNDTABLE

How can the City continue to process development applications during the COVID-19 pandemic while providing options for public comment early in the process and helping to foster a dialogue between the applicant, CALUC, and the public?

IDEA SHARE

- Avery Stetski (Burnside / Gorge)
 - The Burnside-Gorge CALUC will continue to hold meetings using electronic plans and collecting feedback online.

- Depending on the scope of a proposal, the CALUC will determine if community meeting is necessary
- The developer may do a presentation online for public input. A [digital?] bulletin board could be used to collect comments
- Anticipate minimal changes, using technology. Recommend shorten processes by having concurrent processes in place.
- Ian Sutherland (Downtown/Harris Green)
 - The BC Assessment appeal process is a good model for ADP, HAP or Board of Variance, not CALUCs.
 - Not in any way promoting the conducting of CALUC meetings electronically because of the potential for significant numbers of people who may be disenfranchised by the electronic meeting process.
 - Happy to conduct pre-CALUCs electronically and as the wait for Committee of the Whole can take up to a year it would be appropriate to allow the application to be processed through planning circulation. Then depending on the length of the pandemic, up to, but not including, the Committee of the Whole, or the lifting of the ban on public gatherings, whichever comes first.
 - Affordable housing (that meets the City's strict definition of affordable) can go forward beyond this point if the application is "clean". That means no variances and 100% adherence to LAP and OCP.
- Jon Munn (Hillside-Quadra)
 - Important process for public input
 - The City should consider electronic notices as well as hardcopy mail out
 - Letters from neighbours are rarely referenced by Council
 - The pandemic shouldn't have an impact on Strata issues.
- Don Monsour (Fairfield-Gonzales)
 - Hope to continue the same meeting operation, but electronically. Public will be invited to attend electronic meeting going forward (possibly with Zoom).
 - The Mayor had extended an invitation to the CALUCs which had to be cancelled due to COVID-19. Can staff comment on what this was going to be related to?
 - Karen Hoese, Director, noted that there would be no change to CALUCs as a part of this process. The City sees value in the work that the CALUCs do. If something does change, it will be through a Council process.
 - Do we know how many applications go through in a year and how many are successful?
 - Alison Meyer, Assistant Director, 30 to 40 rezoning applications go to CALUCs every year. Additional Variance applications also referred to CALUCs for the 30-day comment period, but it is a different process than rezonings.

- Marg Gardiner (James Bay)
 - Concerned about a lack of evidence-based decision-making. Need to know how many proposals are being impacted by COVID-19 pandemic. No evidence presented that there would be any delays due to COVID-19.
 - Meetings fluctuate with seasons.
 - the CALUC has requested full-sized drawings from applicants to review as they were not able to view on a large screen.
 - Do not want to go fully electronic for our public meeting, because a large portion of the James Bay community is over 60 years of age. Worried about disenfranchising a large group of our population.
 - Would object to any expansion giving more power to staff regarding variances. The CALUC has expressed concerns about previous rezoning applications in neighbourhood.
 - JBNA had done a Zoom pre-meeting with a developer, and had written letters to the City on two development proposals with the intent of the City technical review being undertaken while we await opportunity for a CALUC Community Meeting.

- Jean Johnson (North Jubilee)
 - North Jubilee is a very small neighbourhood, and does not host regular community meetings. North Jubilee doesn't have a community centre, park, or school, making it difficult to get neighbours together. This process is one way.
 - Expressed feelings of being overwhelmed with electronic process for public meetings, and would like support.
 - Hope to learn from the other CALUCs who have more applications to review currently.

- Harold Stanley (North Park)
 - The City should maintain opportunity to comment on Development Proposals that impact neighbourhoods.
 - Concur with concerns regarding moving to an online platform, given the demographic in their neighbourhood.
 - Could record for other neighbours to watch at a later time or tune in live.
 - Many seniors may not be able to participate with Zoom meetings.
 - Community members could send letters or submit comments using a designated drop box. This may slow down the process.
 - Suggested a time limit on when to review alternative processes. Suggest June 30th to hold another meeting like this to see if CALUCs should continue on with the agreed upon process.

- Bob June (Rockland)
 - Held a preliminary Zoom meeting with a developer.
 - Electronic plans are not suitable for everyone as several members don't have large screen computers. Developers may need to distribute paper plans.

- Could consider moving community meeting to after the staff Technical Review Group (TRG) review. Would like to see a Planner's report as well.
- Should have no meetings through summer season (post-COVID pandemic). Looking for more support from City, including having staff attend CALUC to provide support.
- Requests that the city support/facilitate online public meetings. The expertise could be developed there given the likely frequency of meetings.
- Has asked in the past that the planner be available to attend the CALUC community meeting and they sometimes are.
- Ben Ziegler (South Jubilee)
 - Hope that the City is respectful of the timeline that community associations are working with, given that everyone is working from a distance. Not used to communicating this way.
 - Neighbours need to all have access to a platform where they can hold a dialogue to discuss applications.
 - Non-verbal cues are gone during an electronic process therefore we need to increase the ways that we collect feedback and number of interactions to compensate.
- Kathy Witcher (UDI)
 - Allow feedback from TRG prior to community meetings.
 - Having feedback through email and letters would enable collecting from a larger spectrum of people. Historically people who have children (etc.) are not able to attend evening meetings, so this would enable other members to participate.
 - PlaceSpeak is a great platform. Because we have a housing crisis we hope the ball will keep rolling.
- Adam Cooper (UDI)
 - Thank you for allowing the feedback.
 - Recommend not having the community meeting as a prerequisite to beginning an application to the City.
 - Also recommends using PlaceSpeak. This online tool was created for this exact purpose.
- Jordan Milne (UDI)
 - Have regular check-ins to monitor process during this period
 - The City should pick a unified platform and get a master account
 - Recording meetings offers a strategic advantage
 - UDI has been advocating to have a staff person attend CALUC Community Meetings
 - There could be a silver-lining to all this as changes may enable a greater degree of diversity of who can participate
 - Would prefer to not define these changes as strictly temporary. There may be things that can be valuable post-pandemic for public engagement.

6. QUESTIONS AND COMMENTS

- Marg Gardiner: Did not like working with PlaceSpeak platform. Disenfranchised people cannot attend a digital public meeting. By going digital we are dominated by special interests groups. City Hall can be scary for people just as electronic platforms can be. Two members of our committee could not participate in a pre-meeting because they did not have access to an electronic device. James Bay CALUC meetings can get 40-100 people. The Community Meeting Notice can go to 1000 people.
- Jon Munn: For those people who don't have access to a computer, Hillside-Quadra has a significant poor population, can the participation methods be combined? People could meet in person and on a screen to facilitate access. Childcare is another issue.
- Matt Green (Business Solutions Manager, City of Victoria IT Department): Heartened to hear that there is a desire for multiple platform approach. Staff will support the decision that comes out of this process. There are tools and supports at the City's disposal, and IT is eager to work with staff to develop that for CALUCs.
- Bob June: Disturbed by the comment that the CALUC meeting should take place just before the COTW. There is a lot of dialogue after the CALUC meeting and ideas could be lost. Are there statistics on how many people don't have access to a computer or internet? Some background on this information would be good. Don't know how many public meetings are going forward right now. Zoom worked well at a preliminary meeting, but remain concerned about how long we'll have free access to it. Want to maintain full input into applications.

7. NEXT STEPS

- Rob Bateman: Staff will compile notes from this meeting to ensure everything is captured.
- Please provide additional email based comments by April 22, 2020.
- Staff will produce a report for the Committee of the Whole. At this stage, staff do not have a date set for the report to go to Committee.

8. FURTHER COMMENTS

- Don Monsour: Everyone has access via phone as well.
- Bill Eisenhauer, Head of Engagement, noted that there are a number of digital options in addition to PlaceSpeak that could assist. Staff are looking at various tools for other City engagement activities as well so may be some synergy to apply here.

9. ADJOURNMENT

The CALUC and UDI COVID-19 meeting held April 15, 2020 was adjourned at 5:18 pm.

April 4, 2020

Mayor & Council
#1 Centennial Square
Victoria, BC

Dear Mayor Helps and Council,

Temporary CALUC Review Process during Covid-19 Crisis

The BGLUC would like to provide the following input for consideration at the April 5th COTW meeting regarding stream-lining development application processes during the Covid-19 crisis.

The BGLUC supports and understands the importance of allowing for the unhindered continuation of the development process. We agree with the revised review process with these possible scenario's:

- The CALUC pre-meeting still be held using electronic distribution of proposals for comment followed with either a meeting in safe conditions or an electronic meeting (eg. ZOOM).
- The CALUC would decide whether the applicants proposal warranted community input or if it had only minor variances to the OCP and Neighbourhood Plan and did not require a community meeting.
- As an alternative to meetings have a mailout to neighbouring properties but with a form change asking for email feedback within a week back to the specific CALUC in lieu of a meeting. These inputs would be collated, like a typical meeting, by the CALUC in a feedback letter back to planning and Council.
- For the required public hearing the applicants proposal could be presented online after a notice was posted with the public given a week to respond via a word length restricted email to planning.
- Keep the existing fees in place to pay for the extra workload by City Staff and CALUC members.

The BGLUC fully supports the required modifications to the development process but is insistent in being involved in reviewing all applications even those requiring simple signoffs of proposals.

Respectfully,



Avery Stetski
Land Use Committee Chair
Burnside Gorge Community Association

Rob Bateman

From: Lucas De Amaral
Sent: Tuesday, April 14, 2020 2:33 PM
To: Karen Hoese
Subject: Fw: Development Application Processes- Considerations to Address Covid-19 Pandemic

From: Lucas De Amaral <LDeAmaral@victoria.ca>
Sent: April 3, 2020 11:30 AM
To: Ian Sutherland [REDACTED]
Subject: Re: Development Application Processes- Considerations to Address Covid-19 Pandemic

Dear Ian,

Thank you for your email, it has been shared with Mayor and Council.

At the April 2 Council Meeting, the following motion carried:

Development Application Processes - Considerations to Address COVID-19 Pandemic

That Council direct staff to report back on modifications to development application processes, as detailed in this report and including consideration of electronic participation of the public, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings
- processes and referrals to advisory committees
- processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications
- opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing
- opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they are required.

Thank you for sharing your thoughts with Mayor, Council and the City of Victoria.

Sincerely,

Lucas de Amaral
Correspondence Coordinator

From: Ian Sutherland <iangsutherland@gmail.com>
Sent: April 1, 2020 10:21 PM
To: Lisa Helps (Mayor) <LHelps@victoria.ca>; Ben Isitt (Councillor) <BIsitt@victoria.ca>; Charlayne Thornton-Joe (Councillor) <cth Thornton-joe@victoria.ca>; Geoff Young (Councillor) <gyoung@victoria.ca>; Jeremy Loveday (Councillor)

<jloveday@victoria.ca>; Marianne Alto (Councillor) <MAlto@victoria.ca>; Sharmarke Dubow (Councillor) <sdubow@victoria.ca>; Sarah Potts (Councillor) <spotts@victoria.ca>; Victoria Mayor and Council <mayorandcouncil@victoria.ca>

Subject: Development Application Processes- Considerations to Address Covid-19 Pandemic

Dear Mayor Helps and Council,

Further to the report to Council to consider changes to the development application process due to the Covid-19 Pandemic, we offer the following comments:

1. *Pre-application requirements for CALUC Community Meetings:* The DRA LUC has had no enquiries regarding the need for any CALUC meetings for new applications for several months. If the need for a CALUC meeting were to arise, the DRA LUC is prepared to conduct pre-CALUC meetings electronically and postpone the public CALUC meeting until after application has been submitted to the Planning Department and the applicant has received the first plan review from staff. This would allow applications to be processed for several months prior to the required public meeting. Under no circumstance should any application progress to Committee of the Whole without the opportunity for public input.

2. *Referral to advisory committees:* Council is able to conduct its meetings through the pandemic and it would appear that advisory committees, including the Board of Variance, should be able to continue to conduct business in the same fashion.

3. *Opportunity for Public Comment requirement associated with variance applications:* While development variances do not carry the same weight as rezonings, the DRA feels strongly that public input for Development Variances form an essential and integral part of the public process and the public's ability to exercise their rights as citizens in expressing themselves in the public forum must be maintained.

4. *Delegated authority:* It appears that the Board of Variance can be operated remotely and safely. As an example, the BC Assessment Appeal process is managed remotely and serves as a practical example of a simple and workable solution that can be easily adapted for Board of Variance business. There is no compelling rationale to delegate this form of authority to staff.

5. *Public Hearing requirement associated with rezoning applications:* The DRA feels strongly that public input for the granting of development rights through the rezoning process, form an essential and integral part of the public process and that diminishing or suspending the public's ability to exercise their rights as citizens to express themselves in the public forum should not be compromised under any circumstances. The gravity of the current circumstances are duly recognized, but do not justify the undermining of the public process.

Construction activity in Downtown Harris Green has in fact been suspended or slowed due to the current conditions. The reality of the development application process is that it takes up to a year or more once submitted to City Hall to get to Council. The potential for delay to the process from the current pandemic is minor in comparison to the potential for damage to the public trust this initiative proposes.

Sincerely
Ian Sutherland
Chair DRALUC

Rob Bateman

From: Lucas De Amaral
Sent: Tuesday, April 14, 2020 2:35 PM
To: Karen Hoes
Subject: Fw: Hillside Quadra Response to Development Application Processes - Considerations to Address COVID-19

From: Lucas De Amaral <LDeAmaral@victoria.ca>
Sent: April 3, 2020 11:31 AM
To: nag@quadravillagecc.com [REDACTED]
Subject: Re: Hillside Quadra Response to Development Application Processes - Considerations to Address COVID-19

Good morning,

Thank you for your email, it has been shared with Mayor and Council.

At the April 2 Council Meeting, the following motion carried:

Development Application Processes - Considerations to Address COVID-19 Pandemic

That Council direct staff to report back on modifications to development application processes, as detailed in this report and including consideration of electronic participation of the public, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings
- processes and referrals to advisory committees
- processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications
- opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing
- opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they are required.

Thank you for sharing your thoughts with Mayor, Council and the City of Victoria.

Sincerely,

Lucas de Amaral
Correspondence Coordinator

From: nag@quadravillagecc.com <nag@quadravillagecc.com>
Sent: April 1, 2020 11:06 PM

To: Councillors <Councillors@victoria.ca>

Cc: Ben Isitt (Councillor) <BIsitt@victoria.ca>; Jon Munn <munathon@gmail.com>; kelly@quadravillagecc.com <kelly@quadravillagecc.com>

Subject: Hillside Quadra Response to Development Application Processes - Considerations to Address COVID-19

Dear Councillors,

Re: Development Application Processes - Considerations to Address COVID-19

Several executive members of the Neighbourhood Action Committee (NAC) and co-chairs of the Hillside Quadra Land Use Committee (CALUC) reviewed the report posted late today, April 1, 2020 for discussion at tomorrow's 9am April 2nd COTW meeting. This is less than 24 hours prior to the meeting.

We understand that the City of Victoria is addressing many COVID 19 related issues such as a response to homelessness, small business concerns and many operational changes. As such, we understand that the City of Victoria is operating under the Emergency Measures Act Ministerial Order M083, which waives requirements for public attendance. While these are unprecedented times that require creativity and flexibility to continue with city and other business, we have several concerns outlined with this preliminary report outlined below.

There is no mention of the proposed land use review changes being temporary and no mention of a return date to normal CALUC procedures in lieu of actions of the province.

Electronic Public Hearings not highlighted as an option.

Order M083 notes that the nature of electronic meetings (re: Community Charter s.128) is at the discretion of the local government. Minimal public access via a carrier such as Zoom, which permits up to 100 attendees, and broadcast to YouTube are still viable alternatives.

Having a robust CALUC process is of benefit not just to communities, but also to developers. The result is improvement to development proposals and useful feedback from the community. The Hillside Quadra CALUC has provided useful information regarding use, density, design and unit size mix that may or may not be a good fit for the neighbourhood. As well, with our knowledge of roads and works, we have provided useful information to developers regarding improved street access.

*Will the City of Victoria issue notice, as per the Local Government Act, for public hearings? How does the legal principle of a **reasonable opportunity to be heard** apply under M083?*

The City of Victoria has instituted many changes such as webcasting of meetings and public hearings. If City of Victoria can conduct online participatory budget meetings, I would expect that other public meetings could be conducted electronically. We would like to see a legal opinion regarding electronic public hearings. Notification could be sent by mail as always with a link to the meeting and contact options for those who can't attend on-line.

Consider the natural consequence of damaging public trust.

The city can choose to expedite certain developments by waiving the requirement for a public hearing. However, severely curtailing public input during the COVID 19 crisis may well result in damaging public trust once the crisis is over and people find out that many decisions unrelated to COVID 19 were made without adequate notification or input.



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

www.jbna.org
April 1st, 2020

Mayor and Council,
City of Victoria

Dear Mayor Helps and Councilors,

Re: CALUC Process during the COVID-19 Pandemic

We are aware of the discussion tomorrow at Committee of the Whole regarding the CALUC process during the COVID-19 pandemic isolation period.

It is difficult to provide input since the agenda states "*Report to Follow*". Given the information letters distributed by the Urban Development Institute, we understand that the City has been in consultation with the development community regarding processes for approval while the City has not been in consultation with the CALUC Chairs concerning the impact of the pandemic, or interim changes to land-use processes.

JBNA has facilitated the application process through parallel reviews, with City consideration beginning before completion of the CALUC public meeting. Council received a March 30, 2020, letter detailing this process with the 430 Powell Street proposal. Further, JBNA has also scheduled a mid-April pre-meeting for a major development in our neighbourhood via ZOOM.

To summarise, the approach JBNA has taken, with encouragement from CoV Planning in the past, is as follows:

- JBNA agrees to the City review process going forward during the next few months with the following understanding:
 - In collaboration with a development team, JBNA and a proponent would schedule the CALUC **pre-meeting** at the earliest opportunity; such meeting would follow distribution of plans to the JBNA Development Review Committee members and the pre-meeting would occur via ZOOM.
 - Any/all proposals would be considered at a JBNA regular CALUC scheduled meeting at the earliest opportunity in the months ahead.
 - The application will be presented to Committee of the Whole or Council only after completion of the CALUC Community Meeting process.

Again, I must emphasize that the F.2 Staff Report has not yet been made available to the general public, and we have not had the opportunity to fully consult with the community. However, ***now is not the time to minimize community voices.***

For your consideration,

Marg Gardiner
President, JBNA

Cc: JBNA Board, VCAN



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

www.jbna.org

April 1st, 2020

Mayor and Council,
City of Victoria

Dear Mayor Helps and Councilors,

Re: CALUC Process during the COVID-19 Pandemic and Staff Recommendation

Further to the JBNA submission provided to Council earlier today, we have read the *“Development Application Processes – Considerations to Address COVID-19 Pandemic”* document. The following comments/questions relate directly to the staff document and rezoning applications:

- The document refers to the development application process and identifies ‘features’ which “require modification”, yet the staff report does not provide detail which describes the depth of the assertion. For evidence-based decision-making, Council needs the details, specifics on the impacts;
 - How many proposals are in the process, between the CALUC review and the Public Hearing? How many of these are in each neighbourhood?
 - What is the usual City Planning process period (mean and range of months)? Given that the Pandemic may last into the fall period, and given that City Hall does not normally meet in August, how many applications might be impacted?
 - How many proposals does the City expect to come forward to the neighbourhood CALUC committees in the next 6 months?
- JBNA routinely responds to requests for pre-meetings on a timely basis with meetings arranged 1 and 6 weeks following contact by a proponent, the scheduling being dependent on availability of proponents and the pre-meeting committee.
- JBNA is aware of only two applications which will be ready for the CALUC public meeting in the months ahead. Given the state of the economy, the general slow-down of applications over the past 6 months, and the COVID-19 pandemic, we do not foresee many, if any, proposals coming forward before fall.
- The City review process which can take many months, would be more of a delay than the current CALUC process for any new applications.

In conclusion, the changes, as presented in the JBNA process detailed in the submission made earlier today provide sufficient procedural change to facilitate the processing of e applications which have not yet been presented to the public through open CALUC Community Meetings. **We ask that Council avoid overreach which would erode citizen participation in, and oversight of, land-use and development decisions.**

For your consideration,

Marg Gardiner
President, JBNA

Cc: JBNA Board, VCAN

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

www.jbna.org
April 21st, 2020

Ms Karen Hoese,
CoV Director, Planning, City of Victoria

Dear Ms Hoese,

Re: CALUC Process during the COVID-19 Pandemic

On April 1st, JBNA forwarded two pieces of correspondence to Mayor and Council regarding that day's Committee of the Whole consideration of the CALUC process during the COVID-19 pandemic isolation period. In the second letter, we asked for specific information which might support the assertions made in the staff report to Council as to the necessity for an altered CALUC process.

On March 30th and April 19th, letters concerning the rezoning applications related to proposals for 430 Powell Street and Village Green (110/114/122 Menzies & 450/456/458 Niagara) were forwarded to Mayor and Council for consideration. These letters contain statements acknowledging the need to facilitate the development process during the pandemic isolation period and the need for CoV staff to begin technical assessment of proposals prior to the CALUC Community Meeting. The letters also detailed the JBNA pre-meeting process adapted for the period of the pandemic, and expectations regarding the resumption of the CALUC process following the end of the pandemic isolation.

On April 15th, on behalf of the JBNA, I participated in the CALUC/UDI/CoV meeting hosted by Rob Bateman, Development Services. As an outcome of that meeting, JBNA has modified our earlier suggested process.

The JBNA approach mirrors in part the process the City requested JBNA to follow for the Capital Park project before its CALUC Community Meeting:

- Upon being approached by a development team, JBNA would schedule the CALUC **pre-meeting** at the earliest opportunity; such meeting would follow distribution of plans to the JBNA Development Review Committee members and would occur via ZOOM.
- Any/all proposals would be considered at a JBNA regular CALUC scheduled meeting at the earliest opportunity in the months ahead.
 - The revised City-reviewed proposal will be brought forward to the JBNA DRC to ensure readiness for the CALUC Community Meeting (a second ZOOM meeting).
 - An interim "technical report" would be provided by CoV Planning staff to provide context to the CALUC Public Meeting.
 - Following the Community Meeting, JBNA would submit the CALUC report/letter.
- The application will be presented to Committee of the Whole or Council only after completion of the CALUC Community Meeting process.

... 2

JBNA routinely responds to requests for pre-meetings on a timely basis with meetings arranged 1-6 weeks following contact by a proponent, the scheduling being dependent on the level of preparedness, and availability of proponents and the pre-meeting committee. Normally, the pre-meeting occurs within 2 weeks of initial contact.

From September 2019 through March 2020, JBNA held five CALUC Community Meetings and three courtesy, or MOU, development presentations. Two of the courtesy meetings involved the only two development proposals which await a CALUC Community Meeting, the proposals identified in the previously mentioned letters of March 30 and April 15.

JBNA does not anticipate any other proposals coming forward in the next few months.

Regarding “virtual” meetings, JBNA proposes that such meetings occur for the pre-meetings. Virtual meetings could also augment “physical” Community Meetings if the technology is made available to the CALUC group and to residents.

JBNA believes that a “physically present” Community Meeting is essential at this point in time. Over the past several years, we have learned that our neighbourhood is generally not responsive to surveys, albeit due to demographics or economic situation. There is also a real concern that a “virtual” process could be captured by special interest groups. Residents have seen this with ***Biketoria*** and other initiatives.

The CALUC process has never been intended as an “engagement” exercise. Rather, it is a mode of consultation. It provides the opportunity for residents to participate in discussions of developments which may impact them in their neighbourhood. In James Bay, with our high proportion of elderly and with many who do not have ready access to computers, the imposition of a “virtual” meeting process would disenfranchise many of our residents.

We understand that there are 30-40 applications per year; however, other information needed for evidence-based decision-making, has not been disclosed. We request the following:

- How many proposals are in the process, between the CALUC review and the Public Hearing? How many of these are in each neighbourhood?
- What is the usual City Planning process period (mean and range of months)? Given that the Pandemic may last into the fall period, and given that City Hall does not normally meet in August, how many applications might be impacted?
- How many proposals does the City expect to come forward to the neighbourhood CALUC committees in the next 6 months? (Note: JBNA has had no enquiries from development community since last fall.)

For your consideration,



Marg Gardiner
President, JBNA

Cc: JBNA Board, VCAN

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

www.jbna.org

April 22nd, 2020

Ms Karen Hoese,
CoV Director, Planning, City of Victoria

Dear Ms Hoese,

Re: CALUC Process during the COVID-19 Pandemic - Addendum

Further to the JBNA response of April 21st to the City's request for input to the CALUC process during the COVID-19 pandemic, we have additional comment.

Regarding the suggestion that staff delegated authority be increased, we are in strong opposition to increased delegation involving either development permit areas or any variance process.

Our opposition arises due to observations over the past years:

- Variances, either related to development permit areas or on behalf of the variance board, can sometimes create a greater impact on a neighbourhood than some rezonings.
- James Bay has significant parcels/areas of our land base which fall under development permit areas. Discretionary changes can, *de facto*, diminish a MasterPlan or LAP process and/or the integrity of the actual plans. As an example, we have seen several "incremental" approvals for operations on Ogden Point which were outside the MasterPlan development process and which countered even the December 2016 "Final MasterPlan" for the area.
- As requested in correspondence over the past several years, JBNA believes that the CALUC should be informed of all variances, and provided the opportunity to request a public review.

The opportunity for public input into land-use matters that may impact quality of life should not be lessened. This tenet should be respected; this is how public trust will be maintained.

For your consideration,



Marg Gardiner
President, JBNA

Cc: JBNA Board
CoV Planning staff
VCAN

Rob Bateman

From: Lucas De Amaral
Sent: Tuesday, April 14, 2020 2:40 PM
To: Karen Hoese
Subject: Fw: Development Application Processes - Considerations to Address COVID-19 Pandemic

From: Eleni Gibson [REDACTED]
Sent: April 8, 2020 7:18 PM
To: Victoria Mayor and Council <mayorandcouncil@victoria.ca>
Cc: Board <board@npna.ca>
Subject: Development Application Processes - Considerations to Address COVID-19 Pandemic

Dear Mayor and Councillors,

The Board of the North Park Neighbourhood Association (NPNA) would like to comment on the March 31 Staff Report regarding changes to the development application process and public engagement during the COVID-19 pandemic.

The NPNA feels strongly that the City should maintain ample opportunities for the public to comment on developments that may impact their community. We suggest that CALUC meetings (and other forms of public engagement such as public comment on variances, rezoning applications, etc.) be moved to an online platform, using Zoom, GoToMeeting, or another program that allows people to meet virtually. These platforms also allow recording of the meeting, which could then be shared with community members unable to tune in live. Additionally, we believe it would be of value to offer alternative avenues for people to provide input. For those who are unable to access online video calling platforms, the opportunity to provide comment via email or mail, either before or after the CALUC meeting, would ensure all community members have a chance to comment.

We would also appreciate clarity on how long these measures will be in place for. We suggest setting an end date (i.e. – June 30), which could then be extended as the public health/COVID-19 situation develops. This will allow a return to normal as soon as possible after public gatherings are allowed again.

The current events are totally unprecedented, but it is important to continue in rigorous public processes and technology allows us to do so effectively. This may even be an opportunity to improve on the City's consultation process; experimenting with online engagement and offering multiple platforms of engagement could provide more opportunities for a diversity of community members to participate. Please consider maintaining the current high level of opportunity for public input on the development process.

Sincerely,

Eleni Gibson, NPNA Land Use Planning Advisor
On behalf of
The North Park Neighbourhood Association Board

Rob Bateman

From: Lucas De Amaral
Sent: Tuesday, April 14, 2020 2:32 PM
To: Karen Hoese
Subject: Fw: South Jubilee - thoughts on streamlined development process.

From: Lucas De Amaral <LDeAmaral@victoria.ca>
Sent: April 3, 2020 11:28 AM
To: Matt Dell [REDACTED]
Subject: Re: South Jubilee - thoughts on streamlined development process.

Dear Matt,

Thank you for your email, it has been shared with Mayor and Council.

At the April 2 Council Meeting, the following motion carried:

Development Application Processes - Considerations to Address COVID-19 Pandemic

That Council direct staff to report back on modifications to development application processes, as detailed in this report and including consideration of electronic participation of the public, in order to continue to process applications through the COVID-19 pandemic, while complying with public health orders and meeting the transparency and accountability of land use processes:

- the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications, particularly regarding the pre-submission requirement for CALUC Community Meetings
- processes and referrals to advisory committees
- processes related to the requirement for an Opportunity for Public Comment (OPC) that is linked with variance applications
- opportunities to expand delegated authority to staff to deal with minor variances and some subsets of development, particularly in relation to affordable housing
- opportunities to reconsider the requirement for public hearings associated with rezoning applications both in terms of the form they take and when they are required.

Thank you for sharing your thoughts with Mayor, Council and the City of Victoria.

Sincerely,

Lucas de Amaral
Correspondence Coordinator

From: Matt Dell [REDACTED]
Sent: April 1, 2020 4:23 PM
To: Councillors <Councillors@victoria.ca>

Cc: Marg Gardner <marg.jbna@telus.net>; don monsour <monsour@shaw.ca>

Subject: South Jubilee - thoughts on streamlined development process.

Hello Councillors,

I hope you are all doing well and thank you for your leadership during this strange time.

We understand you will be discussing a streamlined development process this week. I just want to quickly acknowledge that the South Jubilee community is still very interested in being involved in developments in our community, and providing feedback on any proposals. I know CALUC cannot meet in person, but we have a very good system to contact community members through our e-mail list, our SJNA Facebook page, and our bi-monthly newsletter that is delivered to every home in the neighborhood.

We understand the process may need to change, but please do not limit the community input. I'd be happy to discuss alternative ways of engaging community members. We could even do large notice boards in public areas, or something like that.

Thanks again, keep up the great work.

-Matt Dell
SJNA President
1525 Fell Street
250-532-6276

Rob Bateman

From: Sean Dance [REDACTED]
Sent: Tuesday, April 21, 2020 2:26 PM
To: Rob Bateman; Justine Semmens; Andrew Gow
Subject: CALUC process during Pandemic

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Robert,

I trust this email finds you well, and it was great to speak with you last Thursday (April 16th), regarding the CALUC process during the pandemic. As mentioned during our phone call, the Vic-West CALUC has been operational and has had correspondence with each other and the community in regards to a proposal within the neighborhood. In early March of this year, a community meeting was planned and a notice was sent to neighbors within the community. However, due to the pandemic and physical restrictions, that meeting was postponed/cancelled at the last minute. In response to the meeting be cancelled, the Vic-West CALUC arranged with the applicant to send the proposal and presentation out to the neighbors and the community via an email mailing list. We also encouraged those email recipients to share the proposal with other neighbors, and asked for any feedback to be sent to the CALUC email and my email. The CALUC will then compile the comments and feedback into a formal letter for Council and City Planning to review.

At the time of writing this message, the process thus far has proven effective. We have been provided with feedback from many neighbors and residents, who were very pleased to provide their thoughts to the CALUC and do so on there own time/schedule. As a result, we will be drafting a formal letter compiling these comments/feedback for the proposed project in the next few days.

Best regards,

Sean



April 22, 2020

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

Re: CALUC Process

Dear Mayor and Council,

As we maneuver through the COVID-19 crisis we are all experiencing profound and rapid changes to our lives. Like other organizations, the Urban Development Institute and its members are trying to take the necessary steps to adapt our businesses to actively practice social distancing and the other required measures to stay safe, with the goal of protecting the health and safety of the public, while maintaining some semblance of business as usual. The municipal processes that developers rely on is heavily weighted with public engagement, which must also adapt to these changing times.

UDI Capital Region would like to thank the City of Victoria staff for including us in your CALUC Process meeting that took place on Wednesday, April 15th. We appreciate having the opportunity to provide our comments and suggestions as to how best address the required CALUC meeting prior to submitting a development application to the City of Victoria.

The Provincial government has deemed construction an essential service, meaning construction activity can still occur, as long it meets the provincial health protocols. In addition to maintaining momentum on active construction, it is imperative that developers can continue to make development applications to ensure that an adequate supply of new housing inventory continues to be released to the market. After all, we entered this health crisis in the midst of a housing crisis, and we must continue all efforts to address the lack of housing that we are faced with today. Delaying development processes now will lead to delays in future supply - a prolonging of our current housing crisis - which has the potential to make our situation worse.

The development industry recognizes the importance of the CALUC process for the role it plays in informing residents about proposed development projects. However, with the ability to meet in person - as we once did - now removed, we offer the following suggestions to allow developers to continue making applications, while also upholding the requirement to engage with local residents about proposed developments.

- To avoid applications stalling UDI recommends that development applications be allowed to be submitted to the City prior to hosting a formal CALUC meeting. This would allow the application to be circulated through staff who would then provide their technical review – which is needed by the applicant. This advancement of the application in the approval process, would have a stipulation that it go before the CALUC prior to proceeding to a Committee of the Whole meeting.

- Online platforms are one tool that could help to facilitate engagement with residents prior to a Committee of the Whole meeting. There are a number of these platforms available (Zoom, Microsoft Teams etc.) that can be used to conference in people who wish to contribute their comments/concerns/options. For those people who are not connected with technology for conferencing, email and paper submissions should also be allowed.
- We recommend that the City implement a timeframe for the introduction of virtual public CALUC meetings so that applications can proceed to COTW which have been unable to hold an in-person public meeting. Our suggestion is for this to be an option for applicants after September 30, 2020. This would assume that the provincial state of emergency and social distancing protocols that limit in-person gatherings are still in effect as of that date.

A change to the historic format of the CALUC meeting to allow participation by other means than attending in person on a certain day at a certain time will likely result in a broader range of people providing feedback on development proposals. By making it easier to participate in CALUC meetings, the City has an opportunity to create a more inclusive and fair process that serves all residents, rather than simply amplifying the voices of residents who have historically had the time and resources to allow them to participate. People with younger children or people with mobility challenges could now have the option to participate in discussions that impact their community. This approach could also allow those who do not feel comfortable speaking in public, or who may feel intimidated by the process to express their opinions.

For all of these reasons mentioned above the UDI supports the opportunity to find new ways to allow residents to participate in the CALUC process. Again, we would like to thank the City for including us in the consultation and allowing us to provide our feedback. We look forward to future collaboration.

Kind Regards,



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

CC: Karen Hoese and Rob Bateman

NO. 20-076

LAND USE PROCEDURES BYLAW, AMENDMENT BYLAW (NO. 12)**A BYLAW OF THE CITY OF VICTORIA**

The purpose of this Bylaw is to amend the *Land Use Procedures Bylaw* to permit an alternate process to in-person pre-application community meetings during emergencies or extraordinary circumstances. :

Contents

1. Title
2. Amendments
- 3.. Effective Date

Under its statutory powers, including Part 14 of the *Local Government Act*, the Council of the Corporation of the City of Victoria in a public meeting assembled enacts the following provisions:

Title

1. This Bylaw may be cited as the “LAND USE PROCEDURES BYLAW, AMENDMENT BYLAW (NO. 12)”.

Amendments

2. The Land Use Procedures Bylaw No. 16-028, 2016 is amended as follows:

- (a) by striking out section 6 and replacing it with:

“Pre-application requirements

6. Before submitting an application to initiate changes to the OCP or the zoning bylaw, the applicant must, subject to Section 6A, pay to the City the pre-application notification fee as calculated in accordance with Schedule A of this Bylaw, and:

- (a) arrange and participate in a Community Meeting not more than six months in advance of the application submission date; or
 - (b) submit plans for the proposed development to the City to post online for public comment to the applicable CALUC not less than 30 days and not more than six months in advance of the application submission date where an alternate process is required pursuant to section 8A.”
 - (b) by inserting the following section immediately after section 6:

“6A. Section 6 does not apply where the Community Meeting has been waived pursuant to section 8.”

(c) by striking out section 7 and replacing it with:

“Notification Distance

7. The City will provide owners and occupiers within the areas specified in Section 7A with notification of:

- (a) the date of the scheduled Community Meeting, if applicable; or
- (b) how the public can provide comments to the CALUC where an alternate process is required pursuant to Section 8A.”

(d) by inserting the following section immediately after section 7:

“7A. The notification under section 7 will be provided to the owners and occupiers of properties located within:

- (a) 100 metres of the property that is the subject of the application (the “subject property”) if the application is for one of the matters listed in Section 27 of this Bylaw;
- (b) 200 metres of the property that is the subject of the application if the application is to amend the zoning bylaw and also requires an amendment to the Urban Place Designation for the subject property in the *Official Community Plan*; or
- (c) 200 metres of the property that is the subject of the application if the application is to amend the zoning bylaw and requires the creation of or amendment to guidelines in the *Official Community Plan* for one or more Development Permit Areas or Heritage Conservation Areas.”

(e) By inserting the following sections immediately after section 8:

“Alternate Process to In-Person Community Meeting during Emergencies

8A Where a Community Meeting is required and has not been waived under Section 8, an alternate process may be used in accordance with the following circumstances:

- (a) If a state of local or provincial emergency has been declared in the City and in-person participation in a Community Meeting is inconsistent with the declaration or impractical, Council or the Director may require the applicant to submit plans for the proposed development to the City to post online for public comment to the

applicable CALUC not less than 30 days and not more than six months in advance of the application submission date.

- (b) If, in the Director's opinion, extra-ordinary circumstances exist that make it unsafe or impractical to hold a Community Meeting, the Director may require the applicant to submit plans in accordance with subsection (a).

8B Where the circumstances under section 8A no longer exist but the alternate process was initiated prior to the end of such circumstances, the alternate process may be completed to fulfill the Community Meeting requirement.”

- (f) in section 18(a), by striking out “the community meeting” and replacing it with “giving notice;”
- (g) in Schedule A, section 1, by striking out “of a Community Meeting” wherever it appears in that section.

Effective Date

3. This Bylaw comes into force on adoption.

READ A FIRST TIME the day of 2020

READ A SECOND TIME the _____ day of _____ 2020

READ A THIRD TIME the _____ day of _____ 2020

ADOPTED on the _____ day of _____ 2020

CITY CLERK

MAYOR



June 10, 2020

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

Re: CALUC Process

Dear Mayor and Council –

The Urban Development Institute (UDI) Capital Region would like to acknowledge the continued efforts staff are making in keeping the development approvals process moving. During this unprecedented time of the COVID-19 pandemic, on top of an already strained housing market, ensuring that applications continue to flow smoothly should be of paramount importance.

Our provincial government recognized the importance of our industry by deeming construction an essential service. Of the hundreds of thousands of people in BC who have been unable to work, our industry was able to maintain a safe and robust work environment. Now more than ever, to help build back our economy, and ensuring that not just housing but all forms of development continue to be built, it is important to keep the approvals process in motion.

As stated in previous correspondence to the City, the development industry recognizes the importance of the CALUC process for the role it plays in informing residents about proposed development projects. In recognition of that, UDI supports staff's recommendations to adapt a new form of CALUC community meetings by posting application plans on the City's Development Tracker with an online comment form to allow the public to provide input.

UDI would like to emphasize that the new adaptation to the process will broaden the accessibility of CALUC meetings for people who are unable to attend in person due to childcare issues, work requirements, mobility challenges, etc. To that end, we would like to suggest that this change remain a permanent part of the process going forward once we emerge out of the pandemic.

UDI would like to again thank staff for including us in the City's engagement process. We look forward to collaborating further to ensure our built environment maintains momentum to assist our economy in rebounding back from this global crisis.

Kind Regards,

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

CC: Karen Hoese and Rob Bateman

- ii. This grant agreement covers a conversion of funds remaining from those dispersed in December 2017 and no cash payment shall be issued to Pacifica;
- iii. Any further requests for funding should be directed to appropriate funding bodies such as BC Housing;
- iv. The grant is provided to cover such costs as:
 - 1. Operational costs at the Fairfield Hotel until such time as Pacifica ceases operation at the building;
 - 2. Relocation costs, including moving costs, furnishing, household goods and food for tenants currently residing at the Fairfield Hotel;
 - 3. Temporary rental supplements for tenants moving to new self contained housing units;
- v. A project budget shall be provided;
- vi. Any funding deficits will not be covered by the City under any circumstances;
- vii. A final report will be required, including the provision of audited financial statements, no later than June 15, 2021;
- viii. Any grant funds indicated on these financial statements as not spent or earmarked for rental supplements by June 15, 2021 shall be repaid to the City by September 15, 2021;
- 3. Direct staff to release all funds held in trust for the Fairfield Hotel back into the Victoria Housing Fund for use in other affordable housing projects.

FOR (5): Mayor Helps, Councillor Alto, Councillor Potts, Councillor Thornton-Joe, and Councillor Young

OPPOSED (2): Councillor Isitt, and Councillor Dubow

CARRIED (5 to 2)

Councillor Loveday returned to the meeting at 2:45 pm.

Moved By Councillor Dubow
Seconded By Councillor Alto

That the meeting be extended until 3:30 p.m.

CARRIED UNANIMOUSLY

E.3 CALUC Community Meetings during COVID-19 Pandemic

Committee received a report dated May 28, 2020 from the Director of Sustainable Planning and Community Development regarding alternate means of gathering public input on Rezoning and Official Community Plan Amendment Applications to satisfy the current requirement of a Community Meeting.

Committee discussed:

- *Whether the City would be assuming risk for in person CALUC meetings if they would be mandated by the City.*

Moved By Mayor Helps
Seconded By Councillor Alto

That Council direct staff to bring forward amendments to the Land Use Procedures Bylaw and any necessary Council resolutions to enable posting of development application plans on the Development Tracker while maintaining current notification requirements, as a substitute for the current Community Association Land Use Committee Community Meeting in response to the COVID-19 pandemic.

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

CARRIED (7 to 1)

I. STAFF REPORTS

I.2 COVID-19 Update (Verbal)

Committee received a verbal update from the City Manager regarding the Phase 1 operations as City Hall.

Committee discussed:

- *whether city hall would open in July for people to pay property taxes.*
- *whether the Emergency Operations Centre is still meeting*

Moved By Councillor Thornton-Joe
Seconded By Councillor Young

That Council receive the verbal report from the City Manager.

CARRIED UNANIMOUSLY

I.3 Parks and Recreation COVID-19 Recovery Plan

Committee received a report dated June 5, 2020 from the Director of Parks, Recreation and Facilities regarding a proposed plan for the re-opening of parks and recreations services during the COVID-19 pandemic.

Moved By Councillor Thornton-Joe
Seconded By Councillor Alto

That Council approve the Parks and Recreation COVID-19 Recovery Plan (Attachment A), with implementation commencing on June 12, 2020.

CARRIED UNANIMOUSLY

List of Pre-Application Proposals on Development Tracker			
	Address	Status as of January 28, 2021	Application Date
1	1042-1044 Richardson Street	COMPLETED	August 7, 2020
2	1244 Wharf Street	COMPLETED	August 14, 2020
3	1908-1920 Oak Bay Avenue	COMPLETED	August 10, 2020
4	1475 Fort Street	COMPLETED	August 10, 2020
5	1737 Rockland Avenue	COMPLETED	August 25, 2020
6	1025 Kings Road	COMPLETED	August 27, 2020
7	1840 Crescent Road	COMPLETED	September 4, 2020
8	3005, 3019 - 3023 Shakespeare Street	COMPLETED	September 18, 2020
9	767 Douglas (Telus Ocean)	COMPLETED	October 2, 2020
10	933 and 935 Convent Place	COMPLETED	October 8, 2020
11	1120 Hillside Avenue	COMPLETED	October 9, 2020
12	557 Simcoe Street	COMPLETED	October 29, 2020
13	3150 Somerset Street	COMPLETED	November 4, 2020
14	902 Foul Bay Road	COMPLETED	December 7, 2020
15	550-558 Pandora Avenue	COMPLETED	December 7, 2020
16	422 Edward & 448 Wilson Street	COMPLETED	December 7, 2020
17	1514 & 1520 Foul Bay Road	COMPLETED	December 7, 2020
18	1326 Pandora Avenue	COMPLETED	December 10, 2020
19	1693 Fort Street	COMPLETED	December 17, 2020
20	2848 & 2852 Shelbourne Street	ACTIVE	January 6, 2021

G. **BYLAWS**

G.1 **Bylaw for Land Use Procedures Bylaw Amendment**

Moved By Councillor Loveday

Seconded By Councillor Alto

That the following bylaw **be adopted**:

1. Land Use Procedures Bylaw, Amendment Bylaw (No. 12) No. 20-076

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

OPPOSED (1): Councillor Isitt

CARRIED (7 to 1)



Cliff #1157407

CLASS ORDER (mass gatherings) re: COVID-19

**NOTICE TO OWNERS, OCCUPIERS AND OPERATORS
OF PLACES AT WHICH LARGE NUMBERS OF PEOPLE GATHER (CLASS)**

ORDER OF THE PROVINCIAL HEALTH OFFICER

(Pursuant to Sections 30, 31, 32 and 39 (3) *Public Health Act*, S.B.C. 2008)

The *Public Health Act* is at:

<http://www.bclaws.ca/civix/content/complete/statreg/08028/?xsl=/templates/browse.xsl>

(excerpts enclosed)

TO: AN INDIVIDUAL / SOCIETY / CORPORATION OR OTHER ORGANIZATION INCLUDING A MUNICIPALITY / REGIONAL DISTRICT / SCHOOL BOARD / UNIVERSITY / COLLEGE / RELIGIOUS ORGANIZATION WHICH IS THE OWNER/OCCUPIER/OPERATOR OF OR IS OTHERWISE RESPONSIBLE FOR A THEATRE / SPORTS ARENA / CONFERENCE HALL / CHURCH / RECREATION CENTRE / CASINO / PARK / FESTIVAL SITE OR OTHER INDOOR OR OUTSIDE PLACE

WHEREAS:

- A. A communicable disease known as COVID-19 has emerged in British Columbia;
- B. SARS-CoV-2, an infectious agent, can cause outbreaks of serious illness known as COVID-19 among the public;
- C. A person infected with SARS-CoV-2 can infect other people with whom the infected person is in contact;
- D. The gathering of large numbers of people in close contact with one another can promote the transmission of SARS-CoV-2 and increase the number of people who develop COVID-19;

- E. You belong to the class of people who are the owner, occupier or operator, or are otherwise responsible for, a place or places at which large numbers of people gather in British Columbia;
- F. I have reason to believe and do believe that
- (i) the risk of an outbreak of COVID-19 among the public constitutes a health hazard under the *Public Health Act*;
 - (ii) because the risk of an outbreak extends beyond the authority of one or more medical health officers and coordinated action is needed to protect the public from contracting COVID-19, it is in the public interest for me to exercise the powers in sections 30, 31, 32 and 39(3) of the *Public Health Act* **TO ORDER** as follows:

You are prohibited from permitting the gathering of people in excess of **50 people** at a place of which you are the owner, occupier or operator, or for which you are otherwise responsible.

This Order expires on May 30, 2020 and is subject to revision, cancellation or extension by me.

You are required under section 42 of the *Public Health Act* to comply with this Order. Failure to comply with this Order is an offence under section 99 (1) (k) of the *Public Health Act*.

Under section 43 of the *Public Health Act*, you may request me to reconsider this Order if you:

1. Have additional relevant information that was not reasonably available to the me when this Order was issued,
2. Have a proposal that was not presented to me when this Order was issued but, if implemented, would
 - (a) meet the objective of the order, and
 - (b) be suitable as the basis of a written agreement under section 38 [may make written agreements]
3. Require more time to comply with the order.

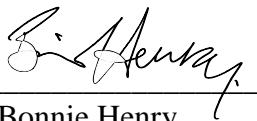
Under section 43 (6) an Order is not suspended during the period of reconsideration unless the health officer agrees, in writing, to suspend it.

If you fail to comply with this Order, I have the authority to take enforcement action against you under Part 4, Division 6 of the *Public Health Act*.

You may contact me at:

Dr. Bonnie Henry, Provincial Health Officer
4th Floor, 1515 Blanshard Street
PO Box 9648 STN PROV GOVT, Victoria BC V8W 9P4
Fax: (250) 952-1570

DATED THIS: 16 day of March 2020

SIGNED: 
Bonnie Henry
MD, MPH, FRCPC
Provincial Health Officer

DELIVERY BY: News release on the BC Government website, the BC Centre for Disease Control website and by email.

Enclosure: Excerpts of *Public Health Act*

ENCLOSURE

Excerpts of the *PUBLIC HEALTH ACT*

Public Health Act [SBC 2008] c. 28

Definitions

1 In this Act:

"health hazard" means

- (a) a condition, a thing or an activity that
 - (i) endangers, or is likely to endanger, public health, or
 - (ii) interferes, or is likely to interfere, with the suppression of infectious agents or hazardous agents, or
- (b) a prescribed condition, thing or activity, including a prescribed condition, thing or activity that
 - (i) is associated with injury or illness, or
 - (ii) fails to meet a prescribed standard in relation to health, injury or illness;

When orders respecting health hazards and contraventions may be made

30 (1) A health officer may issue an order under this Division only if the health officer reasonably believes that

- (a) a health hazard exists,
- (b) a condition, a thing or an activity presents a significant risk of causing a health hazard,
- (c) a person has contravened a provision of the Act or a regulation made under it, or
- (d) a person has contravened a term or condition of a licence or permit held

by the person under this Act.

(2) For greater certainty, subsection (1) (a) to (c) applies even if the person subject to the order is complying with all terms and conditions of a licence, a permit, an approval or another authorization issued under this or any other enactment.

General powers respecting health hazards and contraventions

31 (1) If the circumstances described in section 30 [*when orders respecting health hazards and contraventions may be made*] apply, a health officer may order a person to do anything that the health officer reasonably believes is necessary for any of the following purposes:

- (a) to determine whether a health hazard exists;
- (b) to prevent or stop a health hazard, or mitigate the harm or prevent further harm from a health hazard;
- (c) to bring the person into compliance with the Act or a regulation made under it;
- (d) to bring the person into compliance with a term or condition of a licence or permit held by that person under this Act.

(2) A health officer may issue an order under subsection (1) to any of the following persons:

- (a) a person whose action or omission
 - (i) is causing or has caused a health hazard, or
 - (ii) is not in compliance with the Act or a regulation made under it, or a term or condition of the person's licence or permit;
- (b) a person who has custody or control of a thing, or control of a condition, that
 - (i) is a health hazard or is causing or has caused a health hazard, or
 - (ii) is not in compliance with the Act or a regulation made under it,

or a term or condition of the person's licence or permit;

(c) the owner or occupier of a place where

(i) a health hazard is located, or

(ii) an activity is occurring that is not in compliance with the Act or a regulation made under it, or a term or condition of the licence or permit of the person doing the activity.

Specific powers respecting health hazards and contraventions

32 (1) An order may be made under this section only

(a) if the circumstances described in section 30 [*when orders respecting health hazards and contraventions may be made*] apply, and

(b) for the purposes set out in section 31 (1) [*general powers respecting health hazards and contraventions*].

(2) Without limiting section 31, a health officer may order a person to do one or more of the following:

(a) have a thing examined, disinfected, decontaminated, altered or destroyed, including

(i) by a specified person, or under the supervision or instructions of a specified person,

(ii) moving the thing to a specified place, and

(iii) taking samples of the thing, or permitting samples of the thing to be taken;

(b) in respect of a place,

(i) leave the place,

(ii) not enter the place,

(iii) do specific work, including removing or altering things found in the place, and altering or locking the place to restrict or prevent

entry to the place,

(iv) neither deal with a thing in or on the place nor dispose of a thing from the place, or deal with or dispose of the thing only in accordance with a specified procedure, and

(v) if the person has control of the place, assist in evacuating the place or examining persons found in the place, or taking preventive measures in respect of the place or persons found in the place;

(c) stop operating, or not operate, a thing;

(d) keep a thing in a specified place or in accordance with a specified procedure;

(e) prevent persons from accessing a thing;

(f) not dispose of, alter or destroy a thing, or dispose of, alter or destroy a thing only in accordance with a specified procedure;

(g) provide to the health officer or a specified person information, records, samples or other matters relevant to a thing's possible infection with an infectious agent or contamination with a hazardous agent, including information respecting persons who may have been exposed to an infectious agent or hazardous agent by the thing;

(h) wear a type of clothing or personal protective equipment, or change, remove or alter clothing or personal protective equipment, to protect the health and safety of persons;

(i) use a type of equipment or implement a process, or remove equipment or alter equipment or processes, to protect the health and safety of persons;

(j) provide evidence of complying with the order, including

(i) getting a certificate of compliance from a medical practitioner, nurse practitioner or specified person, and

(ii) providing to a health officer any relevant record;

(k) take a prescribed action.

(3) If a health officer orders a thing to be destroyed, the health officer must give the person having custody or control of the thing reasonable time to request reconsideration and review of the order under sections 43 and 44 unless

(a) the person consents in writing to the destruction of the thing, or

(b) Part 5 [*Emergency Powers*] applies.

May make written agreements

38 (1) If the health officer reasonably believes that it would be sufficient for the protection of public health and, if applicable, would bring a person into compliance with this Act or the regulations made under it, or a term or condition of a licence or permit held by the person under this Act, a health officer may do one or both of the following:

(a) instead of making an order under Division 1, 3 or 4, enter into a written agreement with a person, under which the person agrees to do one or more things;

(b) order a person to do one or more things that a person has agreed under paragraph (a) to do, regardless of whether those things could otherwise have been the subject of an order under Division 1, 3 or 4.

(2) If, under the terms of an agreement under subsection (1), a health officer conducts one or more inspections, the health officer may use information resulting from the inspection as the basis of an order under this Act, but must not use the information as the basis on which to

(a) levy an administrative penalty under this Act, or

(b) charge a person with an offence under this Act.

Contents of orders

39 (3) An order may be made in respect of a class of persons.

Duty to comply with orders

42 (1) A person named or described in an order made under this Part must comply with the order.

(2) Subsection (1) applies regardless of whether the person leaves the geographic area for which the health officer who made the order is designated.

Reconsideration of orders

43 (1) A person affected by an order, or the variance of an order, may request the health officer who issued the order or made the variance to reconsider the order or variance if the person

(a) has additional relevant information that was not reasonably available to the health officer when the order was issued or varied,

(b) has a proposal that was not presented to the health officer when the order was issued or varied but, if implemented, would

(i) meet the objective of the order, and

(ii) be suitable as the basis of a written agreement under section 38 [*may make written agreements*], or

(c) requires more time to comply with the order.

(2) A request for reconsideration must be made in the form required by the health officer.

(3) After considering a request for reconsideration, a health officer may do one or more of the following:

(a) reject the request on the basis that the information submitted in support of the request

(i) is not relevant, or

(ii) was reasonably available at the time the order was issued;

(b) delay the date the order is to take effect or suspend the order, if satisfied

that doing so would not be detrimental to public health;

(c) confirm, rescind or vary the order.

(4) A health officer must provide written reasons for a decision to reject the request under subsection (3) (a) or to confirm or vary the order under subsection (3) (c).

(5) Following a decision made under subsection (3) (a) or (c), no further request for reconsideration may be made.

(6) An order is not suspended during the period of reconsideration unless the health officer agrees, in writing, to suspend it.

(7) For the purposes of this section,

(a) if an order is made that affects a class of persons, a request for reconsideration may be made by one person on behalf of the class, and

(b) if multiple orders are made that affect a class of persons, or address related matters or issues, a health officer may reconsider the orders separately or together.

(8) If a health officer is unable or unavailable to reconsider an order he or she made, a similarly designated health officer may act under this section in respect of the order as if the similarly designated health officer were reconsidering an order that he or she made.

Review of orders

44 (1) A person affected by an order may request a review of the order under this section only after a reconsideration has been made under section 43 [*reconsideration of orders*].

(2) A request for a review may be made,

(a) in the case of an order made by a medical health officer, to the provincial health officer, or

(b) in the case of an order made by an environmental health officer, to a medical health officer having authority in the geographic area for which the environmental health officer is designated.

(3) If a review is requested, the review is to be based on the record.

(4) If a review is requested, the reviewer may do one or more of the following:

(a) delay the date the order is to take effect or suspend the order, if satisfied that doing so would not be detrimental to public health;

(b) confirm, vary or rescind the order;

(c) refer the matter back to the person who made the order, with or without directions.

(5) A reviewer must provide written reasons for an action taken under subsection (4) (b) or (c), and a person may not request further review of an order.

Offences

99 (1) A person who contravenes any of the following provisions commits an offence:

...

(k) section 42 [*failure to comply with an order of a health officer*], except in respect of an order made under section 29 (2) (e) to (g) [*orders respecting examinations, diagnostic examinations or preventive measures*];



December 10, 2020

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

Re: COVID Adapted CALUC Process

Dear Mayor and Council –

The Urban Development Institute (UDI) – Capital Region, as a representative of the development industry has been asked by City staff to provide comments regarding the adapted pre-application community consultation (CALUC) process that was put in place to adhere to COVID-19 restrictions. Over the past 9 months COVID-19 has forced us to adapt to a new, temporary normal for how we live, work, and operate our businesses. Change of any kind can be difficult, however it is because of City staff's diligence and thoughtful navigation of this uncharted technology territory that has allowed us to continue the development application process bringing forward the much-needed housing for our community.

The development industry recognizes, and would like to emphasize, the importance of high-quality community input in the early stages of a project. For years, the CALUC has acted as the voice of the community to provide input when developments are taking place in their neighbourhood. However, the CALUC process is widely viewed by the development industry as a flawed procedure; CALUC's do not reflect the diversity in our neighbourhoods and are easily influenced by the biases of the few that hold power over the committees. For the development industry, a silver lining that has emerged from COVID-19 is the ability to expand opportunities for citizens to engage with developers without having to attend a meeting in person. We would like to see this continue post-COVID-19 as we see value engaging both in-person and online. This is not to say that the current online COVID-19 CALUC process is working well, it too has its challenges, and we acknowledge that the process put in place during COVID requires some refining.



Current COVID-19 Adaptation Process:

Below are suggested refinements to the current CALUC process for the period in which we are still adhering to the restrictions set out by our Provincial Health Officer:

- Signage: signs should be posted on the development property that would provide information about the proposed project, direct people to the development tracker website for further information and provide the contact information of the developer. The posting and creation of the signage would be the responsibility of the developer.
- Increased Area for Mailout Notifications: mailed out information about the proposed development should be sent to a greater proportion of the neighbouring properties. The mailout costs are the responsibility of the developer.

Post-COVID-19:

Post -COVID-19 and once the gathering restrictions have been lifted the development industry feels that a hybrid model of the CALUC process would be beneficial. The hybrid model would allow a meeting to be held in person as well as allowing people to partake online, which in turn would open up the meeting to a broader base – creating more inclusivity and higher quality community engagement. Some suggestions as to how to create a robust dialogue and clear, transparent guidelines are set out below:

- The applicant should be allowed to record the meeting to allow referencing of discussion points after the meeting. This ensures that the developer is capturing all relevant community feedback.
- Have a City staff member attend the meeting to assist in explaining municipal policy such as current zoning, Local Area Plan (LAP) and Official Community Plan (OCP) policies that apply to the site. This would set the framework for the meeting, provide clarity on LAP and OCP policies and would foster a safer and more respectful environment from which to garner community input. Further, staff could collect comments from people who attend the meeting to be part of their staff report. Staff comments could replace the letter from the CALUC, providing necessary objectivity into the community engagement process. The development community is in favour of paying the cost to have a staff member present at the meeting.
- The CALUC Terms of Reference should be reviewed and standardized across the City of Victoria. Different CALUCs view their role differently, which results in significantly different community engagement processes across the City. UDI's position is that the CALUC's role in a development application should be to facilitate robust, inclusive, and comprehensive community feedback.
- Feedback from the CALUC meeting must be submitted to the developer within 30 days of the meeting. Without timely reporting the developer is unable to respond to community feedback, leading to lower quality outcomes for the City.
- Term limits for CALUC leadership should also be introduced much like is standard for most non-profit boards of directors. We would suggest a term limit of 2 years for CALUC leadership positions.



Revisiting the CALUC model:

UDI feels that the City should reconsider the CALUC process and whether it is the most equitable, fair, and transparent way to garner community feedback on development applications. The majority of developers working on projects of a significant scale do substantially more community engagement than is required by the CALUC process. Most jurisdictions throughout the Province do not have official community groups that are given the weight of authority as our CALUCs hold but require some form of engagement. It would be prudent of the City to perhaps look at other systems whereby the developer holds neighbourhood open houses run by a third-party facilitator who monitors and collects all comments which are then presented to Council. The municipalities could maintain a list of approved third-party facilitators from which the developer can choose who conducts the meeting. All costs from these meetings are the responsibility of the developer.

The end goal of these community meetings is to ensure that a fair representation of the neighbourhood is engaged and made aware of what projects are proposed and that they are able to provide comments regarding the proposed developments. As stated above, the development industry values the input from the community when proposing projects. It is through community engagement that developers are able to generate new ideas that can improve their projects and build support for change that addresses our need for housing in the region.

UDI would like to again thank Mayor, Council and Staff for the opportunity to submit comments regarding the COVID-19 adapted CALUC process. We look forward to collaborating further on this topic. Our goal is to ensure that our City and our region delivers the housing we need to support a vibrant economy and our recovery from this global crisis.

Kind Regards,

A handwritten signature in dark ink, appearing to read "Kathy Whitcher", followed by a long horizontal line.

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

CC – Karen Hoese and Rob Bateman



December 7, 2020

Joanna Fox, Chair

Fairfield Gonzales Community Association Land Use Committee

1330 Fairfield Road

Victoria, BC V8S 5J1

Rob Bateman, Senior Process Planner

City of Victoria

By Email: rbateman@victoria.ca

Dear Mr. Bateman:

The Fairfield Gonzales Community Association Land Use Committee (FGCALUC) appreciates the opportunity to respond to the City of Victoria's (CoV) request for feedback on the amendments made to the zoning variance community engagement process in response to the COVID-19 impacts.

The FGCALUC firmly believes that community engagement on proposed zoning and Official Community Plan (OCP) variances is a foundation to maintaining the health and wellbeing of the community. Moreover, the transparency of the process and the ability of community members' views to be considered in decision making increases the likelihood that proposed projects will be widely accepted, create more effective solutions using local knowledge, empower and integrate people from different backgrounds and increase trust in the process and its decisions.

As a committee of the Fairfield Gonzales Community Association, FGCALUC is a volunteer committee with the mandate to assist our neighbours engage in community

planning by providing opportunities and processes to exchange, collect and forward residents' comments to the CoV Planning Department and City Council. FGICALUC is often the first opportunity for community members to learn about proposed rezoning and provide feedback directly to project proponents. This has typically been accomplished through FGICALUC-hosted community meetings and submitting reports to the CoV to supplement the approval process.

FGICALUC recognized early that COVID-19 would impact our ability to deliver in-person public meetings to achieve our mandate. After a brief suspension of meetings, FGICALUC resumed providing opportunities for community members to participate in community planning through a combination of COVID-19 compliant in-person and online meetings. Since that time, FGICALUC has demonstrated that it can and does manage online meetings effectively on a routine basis.

In July 2020, CoV created an alternate approach to undertaking community consultation for rezoning and OCP amendments in recognition of the challenges some CALUC's faced in adopting new processes to ensure compliance with COVID-19 requirements. The new approach allows proponents to decide between using the existing CALUC process or posting the proposal on the CoV Development Tracker. Proposals posted to the Development Tracker provide community members with an opportunity to submit comments to the proposal, which are not made public but are shared with the relevant CALUC.

Over the approximate six months, FGICALUC has had the opportunity to observe how well the alternate process has functioned. FGICALUC would like to provide you with its observations on the alternate process:

- FGICALUC's overall view is that although the alternative process may be assisting proposals to continue moving through the decision-making process, it is simply not working to provide community members with a transparent and robust opportunity for participation in the community planning process. This is particularly frustrating for FGICALUC and community members when we have worked hard to ensure that effective FGICALUC-hosted community meetings are available for proponents and community members.
- The alternate process limits the type of community engagement that community members of Fairfield Gonzales have been provided through FGICALUC, which is face-to-

face engagement (virtual or in-person) and which provides a transparent opportunity for direct information sharing and discussion between proponents and community members.

- It is not clear to community members that comments being made through the portal are either being reviewed or considered within the CoV decision making process.
- Community members have expressed confusion and exasperation that proponents are no longer required to participate in a community meeting, despite the fact that the FGICALUC is willing, able and has a proven track-record conducting such meetings.
- The alternate process has created a perception that proponents can avoid a community meeting to discuss the application and possibly work out, if not understand, different viewpoints on the proposal. One such proponent has transferred from the FGICALUC process to the alternative process in mid-stream, creating a perception that proponents are able to “game” the process.
- While community members are encouraged to contact the applicant directly, there is no record of this discussion for either the rest of the community to share, or for the CoV to consider in its decision making. This is a significantly less transparent process to being able to ask proponents in FGICALUC-hosted community meeting.
- CoV stipulated when the bylaw was adopted that both the CALUC and the applicant may choose to go beyond this new process (i.e. host a virtual meeting). Despite the FGICALUC offering to facilitate a virtual meeting, all the applicants have chosen the easiest route, which is a comment box on the development tracker. None of the current applicants chose this additional step, and as a result, the feedback from the community is very one-sided as answers can’t be given from the applicant and a fruitful discussion cannot take place
- Many of the Development Tracker comments show that community members are well versed in planning processes; however, the Development Tracker does not make their comments visible to the broader community.

Given the above observations, FGICALUC would like to make the recommended amendment to the alternate process:

- Where a CALUC has indicated it is willing and capable to deliver a community meeting via in-person COVID-19 compliant meetings, an on-line meeting or a hybrid approach, proponents are required to participate in the CALUC process. This will ensure that community members will have certainty about the process and their opportunity to participate.

FGCALUC once again appreciates the opportunity to provide feedback on our experience working with the CoV alternative process. We would be happy to discuss these in more detail.

Sincerely,

Joanna Fox

Chair, FGALUC

Cc: Lisa Helps

Mayor, City of Victoria

Don Monsour

Chair, Fairfield Gonzales Community Association

By email to: Rob Bateman, Senior Process Planner,
City of Victoria
rbateman@victoria.ca

08 December 2020

Dear Rob Bateman:

Re: CALUC Pre-Application Community Consultation during COVID-19

The Hillside Quadra Neighbourhood Action Committee's Land Use Committee (HQ CALUC)¹ appreciates the opportunity to respond to the City of Victoria's latest request for feedback on the CALUC development review process during the time of COVID-19. The Hillside-Quadra (DBAC) Board strongly believes in resident participation in the land use and development process and knows that improved neighbourhood environments result from this participation. Both developers and community members benefit from this process.

The HQ CALUC, along with fellow Victoria Community Association Network (VCAN) members, commented in Spring 2020 on proposed changes to the CALUC process in light of the effect of provincial health orders on group meetings. After Victoria City Council passed a bylaw to temporarily amend the CALUC process, there was some dialogue with you as a staff representative and additional comments were forwarded to you. The main concerns expressed were regarding meaningful participation of development application neighbours. The neighbourhood associations believe meaningful participation is achieved through group dialogue with development proponents so all parties can learn and understand the motivations and technical details involved with a proposal. It is experience of the associations that this dialogue and facilitated learning can't take place by asking individuals unfamiliar with interpreting technical drawings to provide comments alone. Even those experienced with interpreting drawings need the benefit of exchanging ideas with others. The COVID-19 time CALUC process has taken the dialogue out of the process which has substantially reduced its effectiveness.

There has been some debate over the ability and effectiveness of online (e.g. Zoom) meetings for the CALUC process. A hybrid of in-person and online has also been discussed. The COVID CALUC process does not acknowledge online meetings, although many have been held successfully. The biggest downside for online participation is the need for computer access. In Hillside-Quadra many people are computer 'disenfranchised' through lack of computer hardware, software or internet affordability. One advantage of the Zoom platform is that participants can dial in by mobile or land line telephone. Access to drawings/ visuals can also be achieved with prior notice via mail if needed.

An important aspect of the COVID time process to emphasize is the nature of the notification form which is sent to neighbours. The form is confusing because it acknowledges CALUCs, but indicates that

¹ The Downtown Blanshard Advisory Committee (DBAC) Board oversees the Quadra Village Community Centre, which also acts as a Hillside-Quadra neighbourhood association. The Neighbourhood Action Committee (NAC) facilitates land use and other neighbourhood association meetings.

there is a substitute process. It then indicates that people can contact the CALUC for more information, yet the CALUC role remains unclear. It does not indicate that there may be an online CALUC meeting, and for those without computer access it provides no mail contact and one general telephone contact. Things may have changed, but for a long time phones at city hall went directly to voicemail, so the chances anyone would navigate further is likely low. For the average resident who has never been involved in a land use process and for the many who are not computer savvy, the form is a barrier to involvement and unclear at best.

The CALUC process was never perfect, but it has provided the opportunity to bring developers and residents together in the interests of creating a better built environment. In the best case, the CALUC process could decrease staff and Council time devoted to contentious issues. The COVID CALUC process is not working well and needs to be more effective. The HQ NAC is willing to provide some time to assist.

Thank you

Jon Munn
CALUC Co-Chair
Hillside Quadra Neighbourhood Action Committee

cc. Hillside Quadra NAC, Victoria Community Association Network (VCAN)



Dear Rob Bateman and City of Victoria staff,

The North Park Neighbourhood Association (NPNA) is writing in response to your request for input on the temporary process for Pre-Application Community Consultation during COVID-19. Thank you for the opportunity to provide feedback.

Since the pandemic began in March, there have been no new development proposals in North Park, and therefore the NPNA has not had a chance to test the online commenting system. However, based on discussion of the CALUC process in general, as well as the comments from other neighbourhood associations, we have the following comments:

- Having an online platform increases accessibility for many members of the community who may not have the time or capacity to attend in-person meetings, who may feel intimidated attending in-person meetings, or who may not want to speak in public at such meetings. It is a highly flexible system that people can access at their leisure. It is important to note, however, that some community members may find this system inaccessible due to the technology requirements; this has been discussed in previous emails between the City of Victoria and Victoria's community associations.
- However, the current system provides no support or requirements for virtual meetings. Dialogue should remain an important part of consultation, and can benefit both the proponent and the community. Questions/concerns from the community can be expressed and directly addressed by proponents early in the process.
- The current comment form, while has some value, has some drawbacks. Proponents, City staff, and the CALUCs all have access to the comments submitted, but it offers the proponent no way to directly address questions or concerns from the community.
- We suggest either requiring or strongly suggesting to proponents that they reach out to the CALUC to offer the chance for a virtual meeting. Not all CALUC's may have the capacity to organize one, but it gives CALUCs who do a chance to hear directly from the proponent their vision for the site and have more of an open dialogue.

Thank you again for the opportunity to provide comments.

Eleni Gibson
Land Use Planning Advisor
on behalf of the NPNA LUC and Board

North Park Neighbourhood Association
Box 661, 185-911 Yates Street
Victoria, BC
V8Y 4Y9
landuse@npna.ca



James Bay Neighbourhood Association

jbna@jbna.org

Victoria, B.C., Canada

www.jbna.org

December 8th, 2020

Rob Bateman,
Senior process Planner,
City of Victoria

Dear Rob,

Thank you for providing an opportunity for comment on the “interim” CALUC process which the city put in place during the pandemic. With a vaccine soon to be available, it is timely to review the interim process and look forward.

Enclosed with the JBNA letter is the Fairfield Gonzales Community Association, signed off by Joanna Fox, Chair of the FGCA CALUC. The FGCA response articulates the need for broader consultation beyond the “interim” process. We agree with, and support consideration of, all points raised in the FGCA submission. JBNA has hosted a few ZOOM consultations and would **add complementary comments** to the FGCA submission as well as suggestions for immediate changes to the “interim” process.

JBNA has hosted three ZOOM development discussions in the past few months. The participation rate would have been about half of that we would expect at an in-person meeting. We attribute the lower participation to the inability of many residents to either access computers or to otherwise use ZOOM.

We believe the low participation is related to various factors including demographics and income. Please note that over 2,000 James Bay residents are over 75 years of age; approximately 500 of these residents live in care complexes. One elderly resident, who lives in a house and participated in the JBNA pre-review committee, could no longer be involved as he does not use a smart-phone and does not have a computer. Those without computer systems able to access the City’s Development Tracker system have lost their right to hear public comment and to comment themselves.

On the more positive note, a couple younger residents with mobility limitations have been able to participate, to ZOOM-in.

At a recent development ZOOM meeting, the resident exchange was effective in that clarification was sought during and following the meeting. CALUC members understand the root of questions and can often bring clarity.

We understand and support the need for a development review process to continue during emergency situations. However, the “interim” process as designed and implemented has created undue administrative loads on neighbourhoods and diminished community input (as detailed in the FGCA submission).

... 2

There are specific administrative steps that could be taken immediately to lighten the load placed on CALUC committees and to partially close the consultation gap created by the “interim” process. We offer the following:

- Auto-Notifications of comments provided to the city’s system were headed with the word “Microsoft”. With the number of e-mails received by me and Tim Van Alstine, JBNA CALUC Co-Chairs, the initial notifications weren’t even opened. I try to avoid opening anything that could appear as spam or that is sent from e-mail addresses I do not recognize.
 - Upon request, the City began to group and summarise the comments. This is a much better system for JBNA and welcomed.
 - We ask that an interim (15 days through the 30-day period) and final summary be provided to JBNA and that we NOT receive the notifications as they arrive in the City system.
- Correspondence and notifications related to a specific development should be forwarded by the City to a CALUC by one planner. Receiving e-mails from more than one planner confuses communications.
- Proponents have told us that staff advised them that they did not have to take proposals through a neighbourhood’s CALUC process. This has confused proponents as JBNA does not support the view that neighbourhood CALUC reviews can be side-stepped.
 - We ask that staff be instructed to direct proponents to the relevant CALUC to discuss the “interim” process adopted by the specific CALUC.

Going forward, we suggest that you (Planning staff) hold discussions with the CALUC Chairs to discuss how we might be able to enhance the established CALUC process to capture the benefits of new technology while providing in-person consultative meetings

Best wishes to you, other CoV staff, and the rest of us for 2021; may COVID-19 be vanquished!

Sincerely,



Marg Gardiner,
President, JBNA
marg.jbna@telus.net

cc: JBNA Board
VCAN members
FGCACLUC Chair



December 7, 2020

Joanna Fox, Chair

Fairfield Gonzales Community Association Land Use Committee

1330 Fairfield Road

Victoria, BC V8S 5J1

Rob Bateman, Senior Process Planner

City of Victoria

By Email: rbateman@victoria.ca

Dear Mr. Bateman:

The Fairfield Gonzales Community Association Land Use Committee (FGCALUC) appreciates the opportunity to respond to the City of Victoria's (CoV) request for feedback on the amendments made to the zoning variance community engagement process in response to the COVID-19 impacts.

The FGCALUC firmly believes that community engagement on proposed zoning and Official Community Plan (OCP) variances is a foundation to maintaining the health and wellbeing of the community. Moreover, the transparency of the process and the ability of community members' views to be considered in decision making increases the likelihood that proposed projects will be widely accepted, create more effective solutions using local knowledge, empower and integrate people from different backgrounds and increase trust in the process and its decisions.

As a committee of the Fairfield Gonzales Community Association, FGCALUC is a volunteer committee with the mandate to assist our neighbours engage in community


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planning by providing opportunities and processes to exchange, collect and forward residents' comments to the CoV Planning Department and City Council. FGICALUC is often the first opportunity for community members to learn about proposed rezoning and provide feedback directly to project proponents. This has typically been accomplished through FGICALUC-hosted community meetings and submitting reports to the CoV to supplement the approval process.

FGICALUC recognized early that COVID-19 would impact our ability to deliver in-person public meetings to achieve our mandate. After a brief suspension of meetings, FGICALUC resumed providing opportunities for community members to participate in community planning through a combination of COVID-19 compliant in-person and online meetings. Since that time, FGICALUC has demonstrated that it can and does manage online meetings effectively on a routine basis.

In July 2020, CoV created an alternate approach to undertaking community consultation for rezoning and OCP amendments in recognition of the challenges some CALUC's faced in adopting new processes to ensure compliance with COVID-19 requirements. The new approach allows proponents to decide between using the existing CALUC process or posting the proposal on the CoV Development Tracker. Proposals posted to the Development Tracker provide community members with an opportunity to submit comments to the proposal, which are not made public but are shared with the relevant CALUC.

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- FGICALUC's overall view is that although the alternative process may be assisting proposals to continue moving through the decision-making process, it is simply not working to provide community members with a transparent and robust opportunity for participation in the community planning process. This is particularly frustrating for FGICALUC and community members when we have worked hard to ensure that effective FGICALUC-hosted community meetings are available for proponents and community members.
- The alternate process limits the type of community engagement that community members of Fairfield Gonzales have been provided through FGICALUC, which is face-to-



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face engagement (virtual or in-person) and which provides a transparent opportunity for direct information sharing and discussion between proponents and community members.

- It is not clear to community members that comments being made through the portal are either being reviewed or considered within the CoV decision making process.
- Community members have expressed confusion and exasperation that proponents are no longer required to participate in a community meeting, despite the fact that the FGALUC is willing, able and has a proven track-record conducting such meetings.
- The alternate process has created a perception that proponents can avoid a community meeting to discuss the application and possibly work out, if not understand, different viewpoints on the proposal. One such proponent has transferred from the FGALUC process to the alternative process in mid-stream, creating a perception that proponents are able to “game” the process.
- While community members are encouraged to contact the applicant directly, there is no record of this discussion for either the rest of the community to share, or for the CoV to consider in its decision making. This is a significantly less transparent process to being able to ask proponents in FGALUC-hosted community meeting.
- CoV stipulated when the bylaw was adopted that both the CALUC and the applicant may choose to go beyond this new process (i.e. host a virtual meeting). Despite the FGALUC offering to facilitate a virtual meeting, all the applicants have chosen the easiest route, which is a comment box on the development tracker. None of the current applicants chose this additional step, and as a result, the feedback from the community is very one-sided as answers can’t be given from the applicant and a fruitful discussion cannot take place
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Given the above observations, FGALUC would like to make the recommended amendment to the alternate process:

- Where a CALUC has indicated it is willing and capable to deliver a community meeting via in-person COVID-19 compliant meetings, an on-line meeting or a hybrid approach, proponents are required to participate in the CALUC process. This will ensure that community members will have certainty about the process and their opportunity to participate.



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FGCALUC once again appreciates the opportunity to provide feedback on our experience working with the CoV alternative process. We would be happy to discuss these in more detail.

Sincerely,

Joanna Fox
Chair, FGALUC

Cc: Lisa Helps
Mayor, City of Victoria

Don Monsour
Chair, Fairfield Gonzales Community Association


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From: Ben Ziegler <bnzglr@gmail.com>
Sent: November 24, 2020 9:36 PM
To: Rob Bateman
Cc: SJNA Land Use Committee
Subject: Re: Pre-Application Community Consultation during COVID-19
Attachments: image001.gif; image002.png; image003.gif; image004.gif; image005.gif

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Rob,

Thanks for the notes.

I would like to see the city sponsor/require use of an online meeting platform for community meetings, to hear and respond to developer plans, and collect community feedback. At minimum - an online, real-time, q&a with developer, is required. There is certainly no technical reason this all can't be done.

The city should enable the above. It's not fair to expect volunteers (ie neighbourhood residents) to manage the feedback process, to the extent they are being asked to, pandemic or no pandemic.

The lack of a formal community meeting (online) disadvantages the neighbourhood more than it does the developer or city. There is nothing like reading the room (even if its Zoom) to gauge sentiment.

Let's level the playing field a bit more.

My 2 cents.

Ben
SJN CALUC co-chair

On Tue, Nov 24, 2020, 3:23 PM Rob Bateman, <rbateman@victoria.ca> wrote:

Hi CALUCs,

Thank you for the work you are doing to continue the CALUC process through the COVID-19 pandemic! Since the bylaw amendments were adopted in July, we have sent notices and posted plans for 13 proposals. Of those, 11 have closed and two are currently active.

We will be preparing an update report to bring to COTW in the new year and we would appreciate your input. If you can provide me with a letter by **December 7, 2020** it would give us some time to consider your comments as prepare the report. We will also attach your letters to the staff report when it goes forward. We are interested to hear what you think is working well, what could be improved, and any

specific suggestions for improvements that you may have. Feel free to give me a call to talk this through if that would help (250-361-0292). Thank you for putting your thoughts to this!

Background:

The current process is in keeping with the June 11, 2020 Committee of the Whole (COTW) staff report, the key intent of which was to provide an approach that allowed CALUCS, developers and community members to engage with one another safely during the pandemic. Key aspects of the approach, currently in place, are outlined below.

- The alternative (current) approach follows the intent of the original CALUC process by initiating communication with surrounding neighbours and by enabling applicants to receive comments from the public early in the process when there is a greater ability to make changes to their development proposals, noting that:
 - The development tracker is the base requirement for pre-application consultation and, with the City's assistance of posting the information on-line, is achievable regardless of the capacity of the CALUC and/or applicant.
 - While this process does not require in-person meetings during the pandemic, it does not limit conversations between the CALUC and applicants, nor does it restrict other engagement from occurring. Neighbourhood consultation may include additional activities which would be arranged on a case-by-case basis between the applicant and the CALUC and tailored to their unique capacity and circumstances.
 - The ultimate planning and implementation of any additional consultation beyond the base requirement would be at the discretion of the applicant.
- The existing requirements under the *Land Use Procedures Bylaw* around providing notification on behalf of the CALUC has been maintained but adapted to direct people to information on the City's development tracker (rather than to an in-person open house). If additional consultation has been arranged at the time of notification, reference to this may be included.
- The development tracker includes the following information:
 - A letter and set of plans that outline what is being proposed.
 - Contact information for the applicant so that the public can initiate a dialogue and pose questions directly to them.
- The development tracker includes a link to an online comment form which provides comments directly to the CALUC, as well as to the applicant and the City.

- The opportunity remains for the CALUC to provide a summary of comments of what they heard, based on development tracker comments and any additional consultation results, to the applicant and the City.
- All correspondence including the CALUC letters, online comment forms, and any other correspondence received will be attached to the staff report when the application moves forward to a COTW meeting.
- The online comment form remains open for 30 days from when the proposal is posted to the Development Tracker and the notice is sent to neighbours.
 - This ensures that there is time for the public to reach out with questions and comments and for the applicant to potentially make revisions before submission.
 - The comment forms are closed after 30 days to provide consistency between applications and certainty regarding timelines for the CALUC and the applicant.
 - While the on-line comment form is intended for early feedback, the public may still submit correspondence to the City after the comment form period has closed, through to the time of Public Hearing.
- The current process complies with the Provincial Health Officer's Order prohibiting mass gatherings by:
 - Addressing challenges related to managing the potential number of attendees at an in-person meeting.
 - Providing an opportunity for those who prefer not to meet in person or who may be more vulnerable to COVID-19 to access information and provide feedback.

Regards,

Rob Bateman, MCIP, RPP

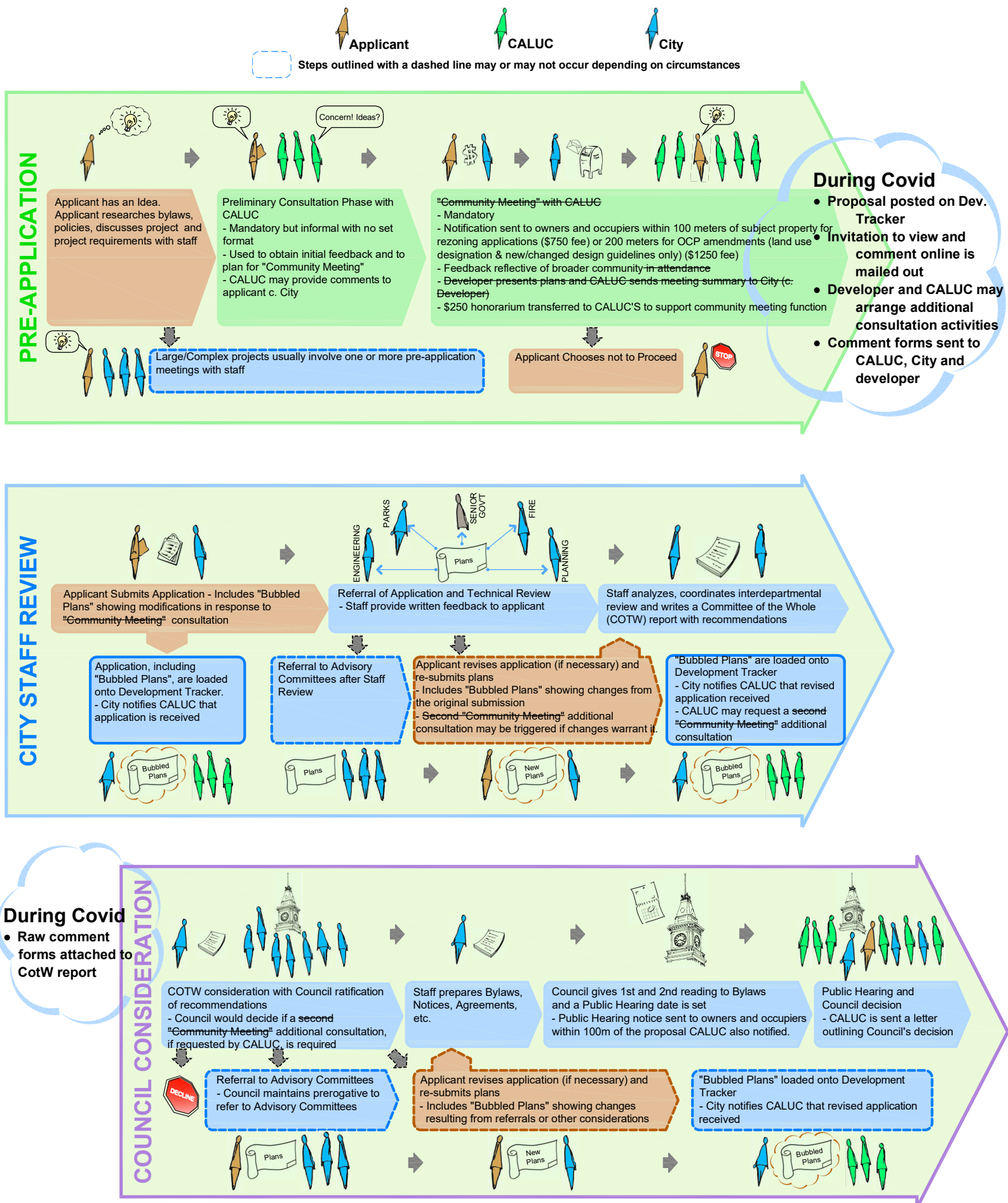
Senior Process Planner
Sustainable Planning and Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

T 250.361.0292 F 250.361.0557



|

REZONING AND OFFICIAL COMMUNITY PLAN AMENDMENT PROCESS



VARIANCE AND TEMPORARY USE PERMIT PROCESSES

(Development Variance Permits, Development Permits with Variances and Heritage Alteration Permits with Variances)



Applicant



CALUC



City



Steps outlined with a dashed line may or may not occur depending on circumstances

PRE-APPLICATION



Applicant has an Idea. Applicant researches bylaws, policies, discusses project with staff and project requirements

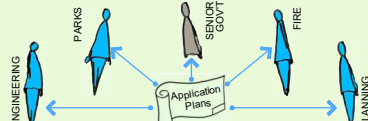


Large/Complex projects usually involve one or more pre-application meetings with staff
- Staff encourages applicant to meet with CALUC, but this is not mandatory

CITY STAFF REVIEW



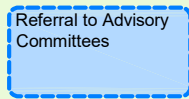
Applicant Submits Application



Referral of Application and Technical Review
- Staff provide feedback to applicant

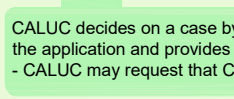


Staff analyzes, coordinates interdepartmental review and writes a Committee of the Whole (COTW) report with recommendations



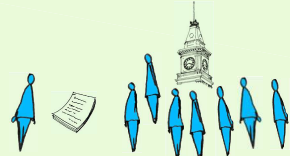
Referral to Advisory Committees

Application is posted onto Development Tracker
- City notifies CALUC that application is received & identifies variances

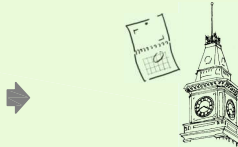


CALUC decides on a case by case basis if they want to review the application and provides comments within 30 days
- CALUC may request that Council require further consultation

COUNCIL CONSIDERATION



Committee of the Whole (COTW) consideration with Council ratification of recommendations
- Council may require additional consultation if requested by CALUC



An opportunity for public comment at a Council meeting is set
- Notice sent to adjacent neighbours and CALUC



Council meeting with opportunity for public comment and Council decision
- CALUC is sent a letter outlining Council's decision



Referral to Advisory Committees
- Council maintains prerogative to refer to Advisory Committees

Applicant revises application (if necessary) and re-submits plans
- Includes "Bubbled Plans" showing changes resulting from referrals or other considerations

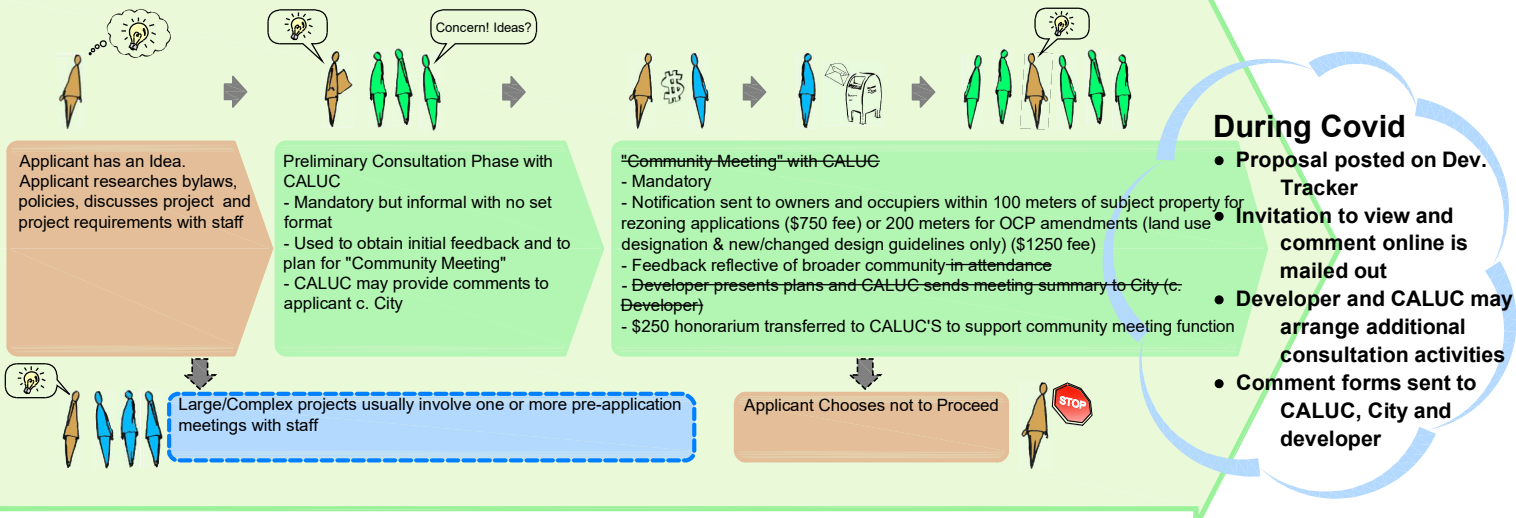
"Bubbled Plans" loaded onto Development Tracker
- City notifies CALUC that revised application received



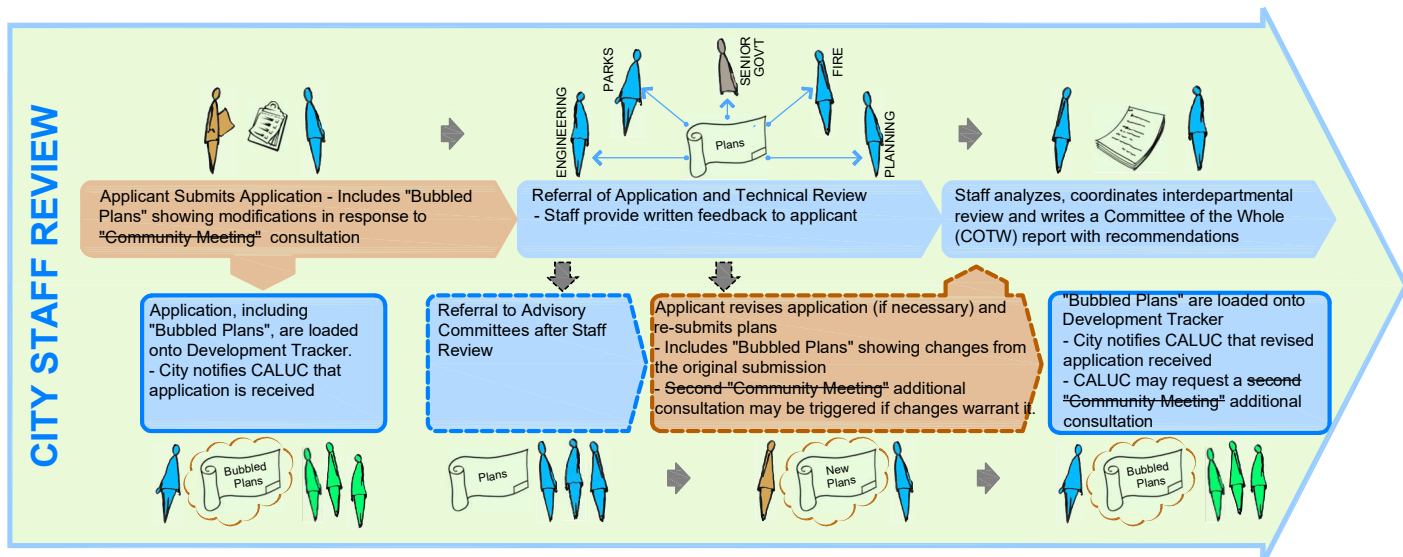
REZONING AND OFFICIAL COMMUNITY PLAN AMENDMENT PROCESS



PRE-APPLICATION



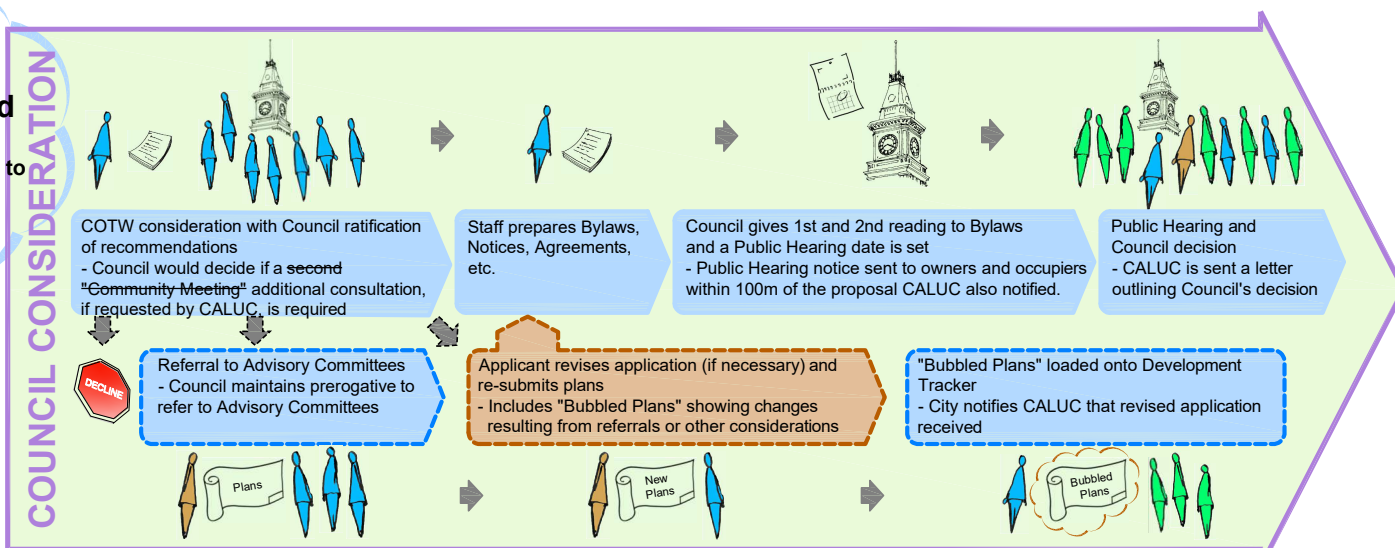
CITY STAFF REVIEW



During Covid

- Raw comment forms attached to CotW report

COUNCIL CONSIDERATION



VARIANCE AND TEMPORARY USE PERMIT PROCESSES

(Development Variance Permits, Development Permits with Variances and Heritage Alteration Permits with Variances)



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CALUC



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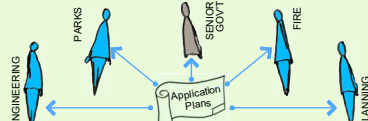


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CITY STAFF REVIEW



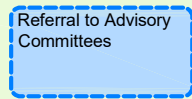
Applicant Submits Application



Referral of Application and Technical Review
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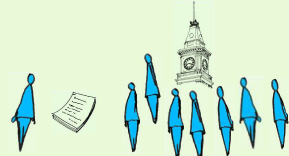


Referral to Advisory Committees

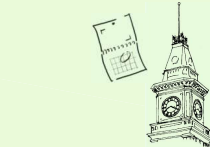
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"Bubbled Plans" loaded onto Development Tracker
- City notifies CALUC that revised application received



PRE-APPLICATION COMMUNITY CONSULTATION AFTER THE COVID-19 PANDEMIC



1

Purpose

To present Council with a recommendation for gathering early public input on Rezoning and Official Community Plan (OCP) amendment applications after the COVID-19 pandemic has ended.



Pre-Application Community Consultation after the COVID-19 Pandemic

2

Background

Pre-Application Consultation:

- Prior to COVID-19: in-person Community Meeting required
- During COVID-19: alternate approach allows CALUCs, developers and community members to engage with one another safely and comply with public health orders
- After COVID-19: under current Bylaw the requirement will revert to in-person Community Meeting



Pre-Application Community Consultation after the COVID-19 Pandemic

3

Options

Option	Site Sign & Posting to Development Tracker	Online Community Meeting	In-Person Community Meeting	Clause to respond to Future State of Emergency
1: Hybrid (Recommended)	Yes	At the discretion of the CALUC	At the discretion of the CALUC	Yes
2: Pandemic	Yes	At the discretion of the CALUC	No	Yes
3: Pre-Pandemic	No	No	At the discretion of the CALUC	No



Pre-Application Community Consultation after the COVID-19 Pandemic

4

Recommendation

Revise the post-pandemic pre-application consultation to require:

- installing a sign on site,
- posting plans to the Development Tracker (with an online comment form), and
- attending an in-person and/or online community meeting, at the discretion of the CALUC.



Pre-Application Community Consultation after the COVID-19 Pandemic



Committee of the Whole Report For the Meeting of July 22, 2021

To: Committee of the Whole **Date:** July 15, 2021
From: Karen Hoes, Director of Sustainable Planning and Community Development
Subject Pre-Application Community Consultation Fees

RECOMMENDATION

That Council direct staff to bring forward amendments to the *Land Use Procedures Bylaw* to:

- a. increase the pre-application fees from \$750 to \$800 for rezoning application where notice is given to owners and occupiers of properties within 100 metres of the subject property
- b. increase the pre-application fees from \$1250 to \$2400 for *Official Community Plan* applications where notice is given to owners and occupiers of properties within 200 metres of the subject property.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with a recommendation for increasing the pre-application fees for community consultation through the Community Association Land Use Committees.

Since the current pre-application fees were adopted by Council on June 22, 2017, the costs associated with administering the mailouts has increased due to increased mailing costs, an expanded number of notices being generated because of densification in some areas and increased staff time.

Staff recommend for Council's consideration that Council direct staff to bring forward amendments to the *Land Use Procedures Bylaw* to increase the pre-application fees from \$750 to \$800 for rezoning application where notice is given to owners and occupiers of properties within 100 metres of the subject property and \$1250 to \$2400 for *Official Community Plan* applications where notice is given within 200 metres. This would help recover increased costs to the City that are associated with these mailouts. For larger applications this increase would be nominal as compared to the total cost for a development application.

PURPOSE

The purpose of this report is to present Council with a recommendation for increasing the pre-application fees for community consultation through the Community Association Land Use Committees (CALUC).

BACKGROUND

With the initial adoption of the CALUC Procedures for Processing Rezoning and Variance Applications in 2005, a fee was established to enable the City to mail notices to owners and occupants within a certain distance of a subject site. The fees have been reviewed and updated from time to time over the intervening years. The most recent update occurred on June 22, 2017, when Council adopted amendments to the *Land Use Procedures Bylaw* to increase pre-application fees for community consultation through the CALUC from \$500 to \$750 for rezoning applications (100m notification distance) and from \$1000 to \$1250 for OCP Amendments (200m notification distance). This increase was to accommodate a \$250 grant which the City started providing to the CALUCs to be used to assist them with fulfilling the CALUC Terms of Reference. Since that time, the costs incurred by the City to administer these mailouts has increased significantly.

ISSUES AND ANALYSIS

Pre-Application Consultation Fees

The intent of the pre-application consultation fees is to cover the cost of the associated mailout as well as the \$250 grant that is provided to the neighbourhood CALUC to help support them in fulfilling the CALUC Terms of Reference. Since the fees were set, the mailout costs for many proposals have increased and the costs are no longer being covered by the fee. This is largely due to increased numbers of residents captured within the mailouts as well as increased postal costs (from \$0.87 to \$0.90 per letter) and associated paper and labour costs. Also, due to the need to advise recipients of additional information on consultation opportunities, a second sheet of paper is now sometimes included with the mailout. Overall, the total fees received in 2020 amounted to \$11,250 while the total costs to the City were \$26,143 (including staff time).

Staff are therefore recommending that the \$750 fee for the 100m mailout for rezonings increase to \$800 and the \$1250 fee for the 200m mailout for OCP amendments increase to \$2400 to help cover the additional costs and build in a buffer for anticipated future costs associated with the delivery of this program.

The question of whether the \$250 grant to CALUCs is adequate is not being considered at this time, but will be reviewed, with the input of the CALUCs, at a future date.

OPTIONS AND IMPACTS

Options

Option 1: Increase Fees (Recommended)

This option would increase the pre-application fees from \$750 to \$800 for rezonings with 100m mailouts and \$1250 to \$2400 for Official Community Plan amendments with 200m mailouts.

Staff recommend this option for Council's consideration because it would help recover increased costs to the City that are associated with administering these mailouts. For larger applications this increase would be nominal as compared to the total cost for a development application.

Option 2: Keep Fees As Is

This option would retain the current pre-application fees at \$1250 for Official Community Plan amendments with 200m mailouts.

Staff are not recommending this option because it has been determined that these fees do not sufficiently cover recent increases in costs associated with mailouts.

Accessibility

The recommendations in this report do not impact accessibility.

2019 – 2022 Strategic Plan

The recommendations in this report do not impact the Strategic Plan.

Impacts to Financial Plan and Staff Resources

The increased fees would help cover increased costs associated with pre-application mailouts. If Council chooses to pursue a different approach beyond the options identified in this report, the impacts to the Financial Plan may need to be assessed.

CONCLUSIONS

Since the pre-application fees were adopted, the costs to the City associated with mailouts have increased. As a result, the fees no longer cover the cost of the associated mailout. Staff therefore recommend for Council's consideration that these fees also be increased to help recover these costs.

Respectfully submitted,

Rob Bateman
Senior Process Planner
Development Services

Karen Hoese, Director
Sustainable Planning Community Development
Department

Report accepted and recommended by the City Manager.

PRE-APPLICATION COMMUNITY CONSULTATION FEES



1

Purpose

To present Council with a recommendation for increasing the pre-application fees for community consultation through the Community Association Land Use Committees (CALUC).



Pre-Application Community Consultation Fees

2

Background

- Fee established in 2005
- Fee updated to include \$250 CALUC grant in 2017
 - \$750 for 100m notification distance
 - \$1250 for 200m notification distance



Pre-Application Community Consultation Fees

3

Issues & Analysis

- Intent of pre-application fee is to cover costs
- Costs have increased since fee was set
 - Total pre-application fees received in 2020: \$11,250
 - Total mailout costs in 2020: \$26,143



Pre-Application Community Consultation Fees

4

Recommendations

Increase the pre-application fees:

- \$750 to \$800 for rezoning application where notice is given within 100 metres
- \$1250 to \$2400 for Official Community Plan applications where notice is given within 200 metres



Pre-Application Community Consultation Fees

Health does not have existing resources or capacity to fully realize the maximum potential delivery of vaccine to the public. Being aware that both Fraser Health and Vancouver Coastal Health have successfully employed firefighters to supplement their staffing levels, Island Health wishes to employ the same strategy in Victoria to increase the availability of COVID-19 vaccine to the public.

ISSUES & ANALYSIS

Fire Department staff have been working closely with Island Health and City of Victoria Legal on a draft agreement for the services requested. There are no negative implications or forecasted challenges with respect to maintenance of service levels or staffing capacity at the fire department should Council authorize entering into the agreement.

Having firefighters actively participate in the administering of COVID-19 vaccine further promotes community involvement and active participation in the health and wellness of the City of Victoria and beyond.

OPTIONS & IMPACTS

Accessibility Impact Statement

There are no impacts to accessibility associated with entering into the agreement.

2019 – 2022 Strategic Plan

Entering an agreement with Island Health to provide clinical and non-clinical support in administering COVID-19 vaccine aligns with Strategic Objective “*Health, Well-Being and a Welcoming City*” and Strategic Objective “*Strong, Liveable Neighbourhoods*”.

Having staff visible in the community and assisting with administering COVID-19 vaccine increases the number of engagement opportunities with residents and promotes a feeling of safety and community belonging.

Impacts to Financial Plan

There are no negative financial implications associated with entering into the agreement, all costs for the provision of the service are reimbursed by Island Health.

CONCLUSIONS

Victoria Fire Department Firefighters are trained, qualified, and willing to assist Island Health in administering COVID-19 vaccination. Island Health has requested the assistance of our members to fill staffing vacancies or shortfalls in an effort to maximize the availability and accessibility of COVID-19 vaccine to the public. In view of the benefit to public health that COVID-19 vaccination presents, Council may consider authorizing staff to assist with this function.

Respectfully submitted,

Daniel Atkinson
Acting Fire Chief

Report accepted and recommended by the City Manager

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Council Member Motion
For the Committee of the Whole Meeting of July 22, 2021

To: Committee of the Whole

Date: July 19, 2021

From: Councillor Andrew

Subject: Letter to Pacheedaht First Nation

RECOMMENDATION

"The city of Victoria write to the Pacheedaht First Nation acknowledging and respecting its right to govern its own assets, to reaffirm the city's goal to engage in respectful and open dialogue towards reconciliation."

Respectfully submitted,

A handwritten signature in blue ink, appearing to read "C. Andrew".

Councillor Andrew