



## REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, December 8, 2022, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

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

Meeting will recess for a lunch break between 12:00 p.m. and 1:00 p.m.

Pages

A. APPROVAL OF AGENDA

\*B. CONSENT AGENDA

Proposals for the Consent Agenda:

- F.3 - Proclamation - National Memorial Day for Persons Experiencing Homelessness

C. READING OF MINUTES

D. UNFINISHED BUSINESS

E. LAND USE MATTERS

F. STAFF REPORTS

\*F.1 Proposed Components to Inform New Patio Bylaw

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*Addendum: Presentation*

*A report regarding goals, principles, and core components to inform the development of a new Patio Bylaw and associated program.*

\*F.2 Housing Briefing

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*Addenda: Presentation and Briefing Boards Added*

*A report regarding a high-level agenda and background information to accompany a briefing focused on housing need in Victoria; actions of the Victoria Housing Strategy; and key housing policies, regulations and initiatives.*

F.3 Proclamation - National Memorial Day for Persons Experiencing Homelessness

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*A proclamation regarding the National Memorial Day for Persons Experiencing Homelessness, December 21st, 2022.*

G. NOTICE OF MOTIONS

H. NEW BUSINESS

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE





## **BACKGROUND**

The City of Victoria owns and manages a wide variety of public spaces, including roads, sidewalks, parks, squares, and other green spaces. The stewardship of public spaces is a core responsibility of a municipality, as outlined in the Community Charter. As valuable public assets, these spaces must be managed in a manner that reflects their value to the public. Generally, these spaces are open to all citizens and commercial uses are not permitted. However, the City may allow short and long-term exclusive use to support priorities such as filming, special events, outdoor markets, and outdoor patios, under authority delegated to staff.

Commercial use programs, such as outdoor patios and café spaces, can help support streetscape vibrancy and animation while ensuring the City is also financially compensated for semi-private uses. In Victoria, outdoor patios support objectives such as placemaking and economic development and contribute to a dynamic urban environment. Patios can also support increased activity and “eyes on the street,” creating a greater sense of safety and community.

For several years, the City has managed a program to license the use of public space for outdoor cafes and patios. The Sidewalk Café Bylaw was first developed in the 1980s, revised in 1991, 2002 and then most recently updated in 2016 (Bylaw #16-038, Appendix A) along with associated design guidelines (Appendix B). Prior to 2020, a total of 78 businesses were approved for annual licenses to use public space. Typically, there were an average of four new patio applications each year between 2016 and 2020.

With the onset of the COVID-19 pandemic in 2020, the City launched the Build Back Victoria (BBV) program and the associated Business Recovery from Pandemic Bylaw (Appendix C). The BBV program was based upon existing bylaws, including the Sidewalk Café Bylaw, and supported a wide range of businesses to temporarily expand commercial activities into spaces such as parks, sidewalks, streets, and boulevards to respond to public health requirements and support recovery efforts.

In 2021, Council directed staff to update the Sidewalk Café Bylaw to integrate lessons learned from Build Back Victoria (including safety measures, updated accessibility requirements on / adjacent to patios, and inspection programs), re-name the bylaw, and consider changes which would help to modernize and streamline the application process for businesses.

## **ISSUES & ANALYSIS**

The Business Recovery from Pandemic Bylaw is in effect until March 31, 2023. On that date, all associated BBV permits will expire, along with approvals by the Province of BC to serve alcohol under the Temporary Expanded Service Area program.

For outdoor patios, BBV provided a nimble, affordable, and flexible permitting process to support economic recovery and to support increased demand for outdoor dining. The BBV program was free to participate in and, while temporary in nature, also included mandatory safety and accessibility features. The associated application and permitting processes were expedited and the City relied heavily on a “stewardship” model for businesses to comply with permit terms and program guidelines (Appendix D). While this approach was successful, it also resulted in some inconsistencies with certain aspects such as design, aesthetics, and the amount of public space allocated to commercial use.

In the 2022 Financial Plan, the City allocated additional resources to support the increased demand for streetscape activities including patios. Council also directed staff to update the

Sidewalk Café Regulation Bylaw to integrate lessons learned from BBV. During summer 2022, staff conducted a scan of similar regulations and leading practices in municipal bylaws, fees, and patio programs. Technical input was also gathered from several departments involved in patio approval and permitting processes.

A comprehensive review was conducted of all remaining BBV permit holders in fall 2022. As of November 15, 2022, 18 temporary patios were removed, and 36 permits are anticipated to remain in effect until March 31, 2023. Of the 36 existing permits, 9 have submitted applications for consideration of annual licenses under the current Sidewalk Café Bylaw.

While feedback from residents, advocates and the business community over the past two years has been overwhelmingly positive, there are important lessons learned which may be integrated into an updated program. An effective and modernized program should deliver timely customer service and application reviews, as well as standards to ensure quality, equity, safety, and accessibility.

Prior to drafting the new bylaw, staff have prepared a set of goals and principles for Council's consideration. Staff have also compiled a list of potential bylaw and program components which are based on the existing Sidewalk Café Bylaw and lessons learned from BBV. To complete this work prior to the completion of the BBV program and ahead of the 2023 patio season, staff are completing the technical analysis while concurrently drafting language and program components.

### **Goals:**

1. City streetscapes and public spaces are enhanced through the patio program.
2. Patios are safe, accessible and maintain functional access to public infrastructure and spaces.
3. Licence application and approval services are fair, flexible, and timely.

### **Principles:**

1. ***Sense of Community:*** Patios should increase the vibrancy of the streetscape and strengthen community connections by facilitating social interaction among local businesses, patrons, neighbours, and visitors.
2. ***Ease of Movement:*** Locations and designs of patios should ensure that the mobility of people walking and rolling along sidewalks and surrounding pathways are not negatively impacted. Patios should not unduly disrupt transit, loading and other mobility needs on a streetscape.
3. ***Safety:*** Patio designs and operations should prioritize public safety and allow for emergency response.
4. ***Inclusion:*** Patio designs should support an open, accessible, and welcoming environment that encourages a diversity of people to use the space together.
5. ***Neighbourhood Character:*** Patios should enhance, respect, and celebrate the unique character of the surrounding buildings and neighbourhood.
6. ***Flexibility:*** Patios should be designed and implemented in such a way that they can be modified as required to respond to business needs along with changing mobility requirements and maintenance of the street right-of-way.

7. **Recognition of Value:** Licence fees should be applied in a fair, defensible, and balanced manner that encourages business development while compensating the City for private use of public lands. Private economic opportunities should be balanced with the protection of public space for the broader enjoyment of the public.

### **Bylaw & Program Components:**

At a more granular level, the future Patio Bylaw and program will address topics such as the types and location of patios, fees, processes, as well as mandatory, recommended, and prohibited elements. Specific examples include:

- Types of Patios: options for seasonal, annual, or event-based patios.
- Locations of Patios: options for patios on sidewalks, curbside and within hardscaped boulevards, and select plazas, parks, and pathways.
- Processes: inclusion of pre-application meetings, site inspection processes, transitional provisions for existing licences, city-initiated removal requirements, fines and licence cancellation terms.
- Fee Structures: application fees and patio rates that reflect fair market value of patio spaces based on standard market factors (e.g., location, size, seasonality). Fees for more simple 'daily setup' patios could be different than semi-permanent patios, as well as higher fees for sites which support alcohol sales.
- Mandatory elements: requirements for comprehensive safety measures, accessibility accommodations, insurance, consistent design elements, service hours, fencing treatments, weather protection treatments, portable heater storage, and clearance / access to public infrastructure.
- Recommended elements: suggested aesthetic treatments and furnishings including prefabricated options referenced from other documents such as the City's Placemaking Tool Kit.
- Prohibitions: restrictions on enclosed patios, cooking / open fires, amplified music, and sound, third party advertising, overhead electrical connections, and changes to approved occupant loading.

The City has collected substantive feedback from existing sidewalk café license holders, BBV permit holders and community partners, such as the Downtown Victoria Business Association over the past two years. In spring 2021, more than 780 online surveys were completed with 80% of respondents indicating they were satisfied with the BBV program. Staff have also reviewed bylaws, fees, and programs in several other North American jurisdictions. Prior to returning to Council with a proposed bylaw, the City will invite any final comments and input on the goals, principles and components from community associations, the City's Accessibility Advisory Committee, Downtown Victoria Business Association, the Greater Victoria Chamber of Commerce, and the BC Food & Restaurant Association.

## OPTIONS & IMPACTS

### **Option 1 – That Council approve the proposed goals, principles, and core components described within this report to inform the development of a new Patio Bylaw and associated program (Recommended).**

Under this option, a new bylaw and associated program will be drafted and presented to Council in spring 2023. Several elements of the existing bylaw and design guidelines will be transferred into a new regulation with strengthened requirements on accessibility, fee equity and safety. Similar to Build Back Victoria, a user-friendly guide will be produced to help business participants understand options, required steps and documentation requirements. A modernized program and associated application process will be introduced to provide diverse participation options with streamlined elements wherever possible.

### **Option 2 – Do not pursue the development of a new Patio Bylaw.**

Under this option, the Build Back Victoria Program will end on March 31, 2023, and any new patio application will be considered and regulated under the current Sidewalk Café Bylaw (#16-038) with existing fees and requirements. The existing limitations of the Sidewalk Café include lack of permit options, outdated fee structures, minimum patio accessibility requirements, and limited license cancellation terms.

#### *Impacts to Financial Plan*

Funding was allocated in 2022 to support the development of a new patio program along with other streetscape enhancement initiatives. Updated patio rates that are proposed as a part of a new bylaw will be incorporated into future projected revenues within the annual financial plan. The City will continue to review resource requirements which will support the on-going application, technical review, and enforcement processes.

#### *Official Community Plan Consistency Statement*

The proposed updates are consistent with Goals #7C, 8A, 11A, 14A, 15C, 15G in the Official Community Plan.

#### *Accessibility Impact statement*

Mandatory requirements to support access and prevent barriers for people with disabilities will be included in any new Patio Bylaw. Updates to the bylaw will achieve one of the actions identified in the City's Short-Term Action plan associated with the Accessibility Framework. Staff will also continue to recommend that businesses speak with their patrons and disability service organizations when planning a patio application to learn how best to create a welcoming and inclusive environment.

## CONCLUSIONS

Outdoor patio spaces support streetscape vibrancy and animation in the downtown core and across the municipality. In 2021, Council directed staff to update the Sidewalk Café Bylaw to integrate lessons learned from Build Back Victoria (including safety measures, updated accessibility requirements on / adjacent to patios and associated inspection programs), re-name

the bylaw, and consider changes which would help to modernize and streamline the application process for businesses.

The proposed approach described within this report is intended to guide the creation of a new Patio Bylaw and program. If approved, these would be the subject of a future staff report for Council's consideration.

Respectfully submitted,

Sarah Webb  
Manager, Transportation Planning and  
Development

Ross Kenny  
Assistant Director, Transportation

Thomas Soulliere  
Director of Parks, Recreation and  
Facilities

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

List of Attachments:

Appendix A: Sidewalk Café Bylaw No. 16-038

Appendix B: Sidewalk Café Guidelines

Appendix C: Business Recovery from the Pandemic Bylaw and Amendments No 1 and 2

Appendix D: Build Back Victoria Guidelines



# **SIDEWALK CAFÉS REGULATION BYLAW**

## **BYLAW NO. 16-038**

This consolidation is a copy of a bylaw consolidated under the authority of section 139 of the *Community Charter*.

(This bylaw was consolidated on March 21, 2018 and includes Sidewalk Cafés Regulation Bylaw, Amendment Bylaw (No. 1) No. 17-081)

This bylaw is printed under and by authority of the Corporate Administrator of the Corporation of the City of Victoria.

NO. 16-038

**SIDEWALK CAFÉS REGULATION BYLAW**

A BYLAW OF THE CITY OF VICTORIA

(Consolidated to include Bylaw No. 17-081)

The purpose of this Bylaw is to regulate and prohibit the placement of movable and fixed structures on sidewalks and parking spaces within the City of Victoria.

Under its statutory powers, including section 14 of the *Victoria City Act, 1919* and sections 8, 35 and 194 of the *Community Charter*, the Municipal Council of The Corporation of the City of Victoria in an open meeting enacts the following provisions:

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**PART 1 - INTRODUCTION****Title**

- 1 This Bylaw may be cited for all purposes as the "Sidewalk Cafés and Parklets Regulation Bylaw".

**Definitions**

- 2 For the purposes of this Bylaw:

**"Applicant"** means an applicant for a Licence, and also means the holder of a Licence, once issued;

**"Application"** means an application for a Licence;

**"Director"** means the Director of Sustainable Planning and Community Development for the City of Victoria;

**"Enclosed Sidewalk Café"** means a licensed Sidewalk Café which has fixtures erected within the licensed Sidewalk Café area consisting of both roof and walls;

**"Licence"** means a licence for a Sidewalk Café or Parklet issued under this Bylaw;

**"Parklet"** means fixtures or structures constructed, placed, or fixed within a designated Roadside area for public use;

**"Roadside"** means that portion of Street which abuts a Sidewalk or a property line, that is designated as a parking space or loading zone under the Streets and Traffic Bylaw;

**"Roadside Café"** means fixtures or structures constructed, placed or fixed within a designated Roadside area for seating and serving customers as an extension of an existing food vending establishment;

**"Sidewalk"** includes

- (a) a Sidewalk, as defined in the Streets and Traffic Bylaw,
- (b) Centennial Square,
- (c) Bastion Square,
- (d) Gladstone Mall, and

- (e) Millie's Lane;

**"Sidewalk Café"** means fixtures or structures constructed, placed or fixed within a designated Sidewalk area for seating and serving customers as an extension of an existing food vending establishment;

**"Street"** has the same meaning as in the Streets and Traffic Bylaw.

## PART 2 - LICENCE REQUIREMENTS

### Licence Required

- 3 A person may not place, construct or keep a Sidewalk Café or Parklet except as provided in this Bylaw.

### Sidewalk Cafés

- 4 (1) An owner in possession or an occupant of property may establish, operate and maintain a Sidewalk Café if
- (a) that owner or occupant is using the property abutting
    - (i) that portion of Sidewalk,
    - (ii) that portion of Roadside, or
    - (ii) the Sidewalk which abuts that portion of Roadside,
 for the commercial purpose of operating a food vending establishment,
  - (b) that owner or occupant possesses a valid Licence, and
  - (c) that owner or occupant places, constructs and maintains the Sidewalk Café in strict accordance with the terms of the Licence.
- (2) The designated portion of Sidewalk for which a Licence is issued
- (a) must leave at least 1.5 meters of unobstructed Sidewalk space along the entire Sidewalk Café area, and
  - (b) where a Sidewalk Café consists of only Sidewalk, must leave at least 1 meter of unobstructed Sidewalk space between the Sidewalk Café area and the edge of the curb separating the Sidewalk from the roadway.
- (3) The unobstructed space set out in subsection 2(a) may overlap the unobstructed space set out in subsection 2(b).

### Parklets

- 5 (1) A person may establish, operate and maintain a Parklet if the person

- (a) possesses a valid Licence; and
  - (b) places, constructs, and maintains the Parklet in strict accordance with the terms of the Licence.
- (2) No person shall
- (a) use a Parklet for commercial purposes, including the sale of goods or service of food or beverages;
  - (b) charge a fee for the use of a Parklet; or
  - (c) restrict the free use and enjoyment of a Parklet by the public.”

### **Heaters**

- 6 (1) An Applicant for a Licence may place heaters within the designated portion of the Sidewalk or Roadside for which the Licence is issued provided the following conditions are satisfied:
- (a) the number and location of any proposed heaters is indicated on the Application;
  - (b) the installation and operation of any heater
    - (i) conforms to the standards established by the Canadian Standards Association and certified to the standards of Underwriters Laboratories of Canada,
    - (ii) is done in strict accordance with all Provincial safety regulations and the manufacturer's instructions, and
    - (iii) does not present a risk of harm to the health or safety of the public.
- (2) The Director may require as a condition of the issuance of a Licence that
- (a) heaters not be permitted within the designated portion of the Sidewalk or Roadside for which the Licence is issued,
  - (b) that the number and type of heaters be limited, or
  - (c) that the location of heaters be confined to certain areas prescribed by the Director

where in the opinion of the Director the number, type or location of the heaters proposed in the Application would present a risk of harm to the health or safety of the public.

### PART 3 - LICENCE APPLICATION

#### Application

- 7 (1) To obtain a Licence, an Applicant must apply to the Director in the form prescribed by the Director, and must
  - (a) provide the plans and details of the proposed Sidewalk Café or Parklet showing:
    - (i) the area of the Sidewalk or Roadside to be occupied, and
    - (ii) the location and type of all fixtures or other objects which shall be placed within any area of the Sidewalk or Roadside to be occupied; and
  - (b) submit a noise assessment if requested by the Director.
- (2) The Director may grant a Licence if the Director is satisfied that
  - (a) the Applicant
    - (i) has paid the fees pursuant to section 13,
    - (ii) has fully completed the Application form and provided all information required pursuant to subsection (1),
    - (iii) if applicable, holds a valid business licence issued by the City, and
    - (iv) has obtained all additional applicable federal, provincial and municipal permits or licences, and
  - (b) the Sidewalk Café or Parklet will not
    - (i) unreasonably obstruct or interfere with vehicle, bicycle or pedestrian traffic or vehicle, bicycle or pedestrian safety,
    - (ii) unreasonably obstruct or interfere with the ability of the City or any permitted third party utility company to construct, install, repair or maintain a municipal work, service, utility or other improvement,
    - (iii) unreasonably interfere with the public's use and enjoyment of the Sidewalk, Roadside or adjoining roadway,
    - (iv) unreasonably interrupt the sightlines along the Sidewalk, Roadside or roadway,
    - (v) present a risk of harm to the health or safety of the public,
    - (vi) contain fixtures which cannot be easily removed,
    - (vii) cause damage to the Sidewalk or Roadside,

- (viii) contravene the provisions of this or any other Bylaw.
- (3) In addition to the provisions set out in subsection (2), the Director may only grant a licence to a Roadside Café or Parklet if the City's Director of Engineering and Public Work is satisfied that
  - (a) the Roadside Café or Parklet will not result in insufficient parking or loading space within the street block,
  - (b) the Roadside Café or Parklet does not exceed 2.5 meters from the curb into the Street, there will be 1 meter of unobstructed Street space located between the Roadside Café or Parklet and the adjacent motor vehicle travel lane,
  - (c) on all sides where the Roadside Café or Parklet is exposed to the Street, there will be railings of at least 1.07 meters in height from curb elevation which contain reflectors visible to traffic, and
  - (d) the designated Roadside Café or Parklet area will not be located on a portion of Street exceeding a 5% slope.

#### **PART 4 - CONDITIONS OF LICENCE**

##### **Conditions**

- 8 (1) Every Licence is subject to the following conditions:
  - (a) for the purpose of constructing, installing, repairing or maintaining any municipal work, service, utility or other improvement owned by the City or a permitted third party utility company, the Applicant must
    - (i) allow the Director and the employees or agents of the City and of any permitted third party utility company to enter the portion of the Sidewalk or Roadside designated in the Licence, and
    - (ii) when requested by the Director, remove part of the Sidewalk Café or Parklet within 48 hours, or immediately in the event of an emergency, for regularly scheduled utility or service installation, maintenance or repair;
  - (b) where an Applicant neglects, refuses or fails to remove part of a Sidewalk Café or Parklet under subsection (1)(a), or fails to do so within the time specified under that subsection, the Director may cause any part of the Sidewalk Café or Parklet to be removed for the purposes in that clause and may charge the costs of the removal to the Applicant;
  - (c) at all times and at the Applicant's own expense, the Applicant must keep and maintain the Sidewalk Café or Parklet in a clean, sanitary, attractive condition satisfactory to the Director and must keep the Sidewalk surrounding or adjacent to the Sidewalk Café or Parklet free from papers,

rubbish and debris of any kind;

- (d) the Applicant must not open, retract, remove, lower or affix any part of the Sidewalk Café or Parklet structure if by doing so the area for which a Licence has been issued is enlarged;
- (e) the Applicant must not use a Sidewalk Café Licence area for any purpose other than seating and serving customers;
- (f) the Applicant must not use a Parklet Licence area for any purpose contrary to section 5(2) of this Bylaw;
- (g) where an Applicant is required to remove any fixtures, furnishings and personal property pursuant to this Bylaw, the Applicant must not make any claim against the City on account of such removal and must replace and restore the Sidewalk or Roadside to a safe and proper condition to the satisfaction of the Director;
- (h) where an Applicant neglects, refuses or fails to cease occupation of the Sidewalk or Roadside as required pursuant to this Bylaw, or fails to do so within the time specified, the Director may cause any fixtures, furnishings or personal property located on the Sidewalk or Roadside to be removed and may cause the Sidewalk or Roadside to be restored to a safe and proper condition and may charge the costs of such removal and restoration to the Applicant;
- (i) where the City has incurred costs as specified in paragraph (h), a certificate of the Director setting out those costs shall be final and the City may recover such costs from the Applicant in any Court of competent jurisdiction as a debt owing by the Applicant to the City;
- (j) a Licence is valid for a period of 12 months and may be renewed for additional periods of 12 months upon payment of the prescribed Licence fees, subject to the terms of this Bylaw;
- (k) in consideration for the issuance of the Licence, the Applicant agrees to indemnify the City in accordance with the agreement included in the Application Form;
- (l) during the term of the Licence
  - (i) the Applicant must obtain and maintain in force commercial general liability insurance, in the minimum amount of \$2 million per occurrence, and
  - (ii) the City must be added as an additional insured, together with a cross liability clause, to every policy of insurance required to be maintained under subparagraph (i) and the City must be provided with proof of such coverage prior to the issuance of a Licence, and at any subsequent time upon request of the Director or Director's designate.

### **No Assignment of Licence**

- 9 (1) An Applicant must not assign or transfer the permission for the use of the portion of the Sidewalk or Roadside as authorized in the Licence without the prior written consent of the Director.
- (2) Where the Director refuses to consent to assignment or transfer under subsection (1), the person who requested the assignment or transfer may appeal the Director's decision to Council, in which case the procedures outlined in section 13(4) apply with the necessary changes.

### **Sidewalk Café or Parklet Fixtures**

- 10 (1) An Applicant who holds a Licence which contains fixtures must ensure that all fixtures are affixed in a manner which allows them to be completely removed, and the Sidewalk or Roadside restored, with minimal reasonable effort.
- (2) The Applicant must, at its own cost and expense, remove all fixtures, furnishings and personal property from the Sidewalk or Roadside
  - (a) immediately upon Licence expiration, if the Licence is not renewed, or
  - (b) upon 30 days' notice of Licence cancellation in writing from the Director and must cease occupation of the licensed area within that time.

### **Enclosed Sidewalk Café or Parklet**

- 11 (1) Subject to subsection (2), a person may not place, construct or keep an Enclosed Sidewalk Café.
- (2) An Enclosed Sidewalk Café which validly existed on March 1, 2016 may be kept, provided
  - (a) there is no additional construction or improvements added to the Sidewalk Café, except for basic repair,
  - (b) repair to the Sidewalk Café is limited to replacing or maintaining the Enclosed Sidewalk Café's shape and design as it existed on March 1, 2016,
  - (c) the Applicant continuously holds a valid Licence, and
  - (d) the Applicant continuously holds a valid business licence.
- (3) If an Enclosed Sidewalk Café is damaged to the extent that 40% or more of the Enclosed Sidewalk Café must be replaced or repaired, the Enclosed Sidewalk Café must be removed and may not be rebuilt.
- (4) No person shall enclose a Parklet with a roof and walls.

## PART 5 - REFUSAL AND CANCELLATION OF LICENCE

### Refusal

- 12 (1) The Director may refuse to issue a Licence to an Applicant if the Director is satisfied that either of the following circumstances apply:
- (a) the Applicant has not met the conditions to approve the Application pursuant to sections 6(2) or 6(3);
  - (b) the Application contains false or misleading information.
- (2) The Director may refuse to renew a Licence if any of the circumstances described in section 12(1) apply.

### Cancellation

- 13 (1) The Director may cancel a Licence if the Director is satisfied that any of the following circumstances have occurred:
- (a) the Sidewalk Café or Parklet does not strictly adhere to the plans, design, or other information provided by the Applicant in the Application;
  - (b) the Applicant fails to comply with a term or condition of the Licence;
  - (c) the Applicant is convicted of an offence under an Act or municipal bylaw in respect of the Sidewalk Café or Parklet for which the Licence was issued;
  - (d) the Applicant is deemed, under the *Local Government Act*, or the *Offence Act* to have pleaded guilty to an offence referred to in paragraph (c);
  - (e) the Applicant has ceased to comply with a bylaw or has otherwise ceased to meet the lawful requirements to operate the Sidewalk Café or Parklet for which the Licence is issued;
  - (f) the continued operation of the Sidewalk Café or Parklet would
    - (i) present a risk of harm to the health or safety of the public,
    - (ii) constitute a nuisance,
    - (iii) unreasonably obstruct or interfere with vehicle, pedestrian or bicycle traffic,
    - (iv) unreasonably interfere with the ability of the City or any permitted third party utility company to construct, install, repair or maintain a municipal work, service, utility or other improvement,
    - (v) unreasonably interfere with the public's use or enjoyment of the Sidewalk or the Roadside or adjoining roadway,



- (vi) unreasonably interfere with the sightlines along the Sidewalk, Roadside or roadway, or
  - (vii) cause damage to the Sidewalk, Roadside or roadway;
- (g) the Licence area is required for the construction, installation, repair or maintenance of a municipal work, service, utility or other improvement.
- (2) Before cancelling a Licence, the Director must notify the Applicant of the proposed cancellation and provide the Applicant with an opportunity to be heard by the Director.
- (3) If the Director cancels a Licence pursuant to subsection (1)
  - (a) the Applicant may apply to Council for reconsideration of the cancellation, and
  - (b) the Director must notify the Applicant of the right for Council reconsideration pursuant to paragraph (a).
- (4) When permitted pursuant to the provisions of this Bylaw, an Applicant applying for reconsideration, by Council, of a decision of the Director must comply with the following procedures:
  - (a) the Applicant must deliver written notice of the request for reconsideration to the City Clerk within 30 days of the decision, together with a written summary of the Applicant's reasons for requesting the reconsideration;
  - (b) the City Clerk must place the request for reconsideration on the agenda of a meeting of City Council at which the matter can be dealt with conveniently, to be heard within 45 days after the request for reconsideration is received;
  - (c) the Council may adjourn the hearing of the reconsideration request from time to time;
  - (d) the Applicant may attend the meeting of City Council at which the matter is to be considered, and at that meeting, may present oral and written submissions to the Council in support of the request for reconsideration;
  - (e) after hearing from the Applicant, and from the Director whose decision is the subject of the reconsideration request, the Council may
    - (i) confirm the decision of the Director, or
    - (ii) rescind that decision and substitute in its place any other decision that the Council determines is appropriate.
- (5) By resolution of its Council, the City may at any time cancel a Licence issued under this Bylaw.
- (6) Before cancelling a Licence pursuant to subsection (5), Council for the City must

provide the Applicant with an opportunity to be heard by Council, and for that purpose must follow the hearing procedures outlined in subsection (4).

## **PART 6 - APPLICATION FEES AND ANNUAL FEES**

### **Fees**

- 14 An Applicant for a Licence must pay to the City
- (a) an Application fee of \$50.00 for any Application which is not a renewal of a Licence, and
  - (b) the annual Licence fees prescribed in Schedule A.

## **PART 7 – RELATIONSHIP TO OTHER BYLAWS**

### **Parks Regulation Bylaw**

- 15 If, with respect to any matter relating to a Sidewalk or Street in a park, there is a conflict between this Bylaw and the Parks Regulation Bylaw, this Bylaw prevails.

### **Streets and Traffic Bylaw**

- 16 If, with respect to any matter relating to a Sidewalk or Street, there is a conflict between this Bylaw and the Streets and Traffic Bylaw, this Bylaw prevails.

## **PART 8 - GENERAL**

### **Signs**

- 17 The holder of a Licence must ensure that there are no signs which promote a third party
- (a) in the area of the Sidewalk Café or Parklet, or
  - (b) on fences, railings or other means of separating the Sidewalk Café or Parklet from other areas of a Sidewalk or Street.

### **Removal, Detention and Impounding**

- 18 The provisions of the Streets and Traffic Bylaw for the removal, detention and impounding of objects unlawfully occupying a Sidewalk or Street apply with necessary changes as applicable to objects on a Sidewalk or Street in contravention of the provisions of this Bylaw or the terms of a Licence.

### **Offences**

- 19 (1) A person commits an offence and is subject to the penalties imposed by this Bylaw, the Ticket Bylaw and the *Offence Act* if that person

- (a) contravenes a provision of this Bylaw,
  - (b) consents to, allows, or permits an act or thing to be done contrary to this Bylaw, or
  - (c) neglects or refrains from doing anything required by a provision of this Bylaw.
- (2) Each day that a contravention of a provision of this Bylaw occurs or continues constitutes a separate offence.

## **PART 9 - REPEAL**

### **Repeal**

20 The Sidewalk Cafes Regulation Bylaw No. 02-75 is repealed.

READ A FIRST TIME the	<b>26<sup>th</sup></b>	day of	<b>May</b>	2016
READ A SECOND TIME the	<b>26<sup>th</sup></b>	day of	<b>May</b>	2016
READ A THIRD TIME the	<b>26<sup>th</sup></b>	day of	<b>May</b>	2016
AMENDED the	<b>9<sup>th</sup></b>	day of	<b>June</b>	2016
ADOPTED on the	<b>23<sup>rd</sup></b>	day of	<b>June</b>	2016

**“CHRIS COATES”**  
CITY CLERK

**“LISA HELPS”**  
MAYOR

**SCHEDULE A****SIDEWALK CAFÉ AND PARKLET ANNUAL LICENCE FEES**

1. The annual Licence fees constitute:
  - (a) an administrative fee of \$50.00; and
  - (b) an occupation fee, as set in section 2 of this schedule.
2. The occupation fee for a Sidewalk Café shall be the sum of the following:
  - (a) for any portion of Sidewalk used by the Sidewalk Café:
    - (i) \$6.20 per square foot in Area 1, as set out in Appendix 1,
    - (ii) \$3.80 per square foot in Area 2, as set out in Appendix 1,
  - (b) for any portion of Roadside used by the Sidewalk Café:
    - (i) \$12.40 per square foot in Area 1, as set out in Appendix 1;
    - (ii) \$7.60 per square foot in Area 2, as set out in Appendix 1; and
  - (c) for any portion of Roadside used by the Parklet:
    - (i) \$6.20 per square foot in Area 1, as set out in Appendix 1,
    - (ii) \$3.80 per square foot in Area 2, as set out in Appendix 1.





# Sidewalk Café Guidelines

Sidewalk cafes add vibrancy to our community and provide a welcoming place for people to meet, relax and dine. They can transform our streets by creating energy and drawing people into the area.

In the City of Victoria, sidewalk café licenses allow businesses to expand their restaurant or café to provide outdoor seating in some public spaces including sidewalks. The sidewalk café guidelines are intended to clarify and provide standards for sidewalk cafes in order to enhance the quality and safety of the pedestrian experience and to encourage economic vitality and street activity.

## General

The main function of sidewalks is to support the movement of people throughout the city.

- Locations and design of sidewalk cafés should enhance the pedestrian experience along sidewalks and not negatively impact the movement of people or vehicles in the area.
- A sidewalk café can be allowed only if its location and construction will maintain a safe, secure and comfortable environment for pedestrians using the public right-of-way.
- A sidewalk café should reinforce the character of the area. The design and materials should respect the setting of the surrounding streetscape, buildings and neighbourhood.
- Sidewalk cafes should not negatively impact key public view corridors noted in other City policies.

## Open Appearance

Sidewalk cafes should have an open appearance and contribute to a feeling of vibrancy and activity on the street. Sidewalk cafes cannot be fully enclosed. While it is important that Sidewalk Cafes contribute to street vitality, it is equally important that they do not cause noise issues, particularly at

night. To ensure that Sidewalk Cafes comply with the Noise Bylaw, applicants may be required to provide more information, such as a noise assessment report, and/or make design changes to mitigate potential noise issues.

## Maintain Accessibility

Sidewalk cafes should be designed to be accessible both inside the café and in the surrounding areas.

- A minimum horizontal clearance of 1.5 m from the sidewalk café to the nearest sidewalk obstruction, such as a tree, bike rack, sign post, utility pole, bench, portable sign or bus shelter, is required to allow pedestrian passageway. A clearance greater than 1.5 m may be required in high pedestrian flow areas. The clearances for pedestrian passageway should remain as straight and clear as possible.
- Access and passageway for pedestrians must only be on sidewalks or hardscaped surfaces for pedestrian safety and to avoid damage to grass, trees, and other vegetation. Access and passageway must not include tree grate surfaces or other tree well areas covered by pavers or other material.
- Unless the sidewalk café has permission

to occupy the adjacent parking stall, a minimum clearance of 1.0 m from the nearest curb is required to separate the sidewalk café from traffic and parked cars. A distance greater than 1.0 m may be required in high traffic areas to ensure public safety.

## Maintenance and Operations

The business with the sidewalk café licence is responsible for its maintenance.

- The business holding the license is responsible for the proper maintenance of the sidewalk café at all times, including repairs, painting, cleaning, and hazards.
- No cooking is allowed in the sidewalk café area.
- Trash receptacles are not permitted within the sidewalk café area.
- All objects associated with a sidewalk café such as furnishings, awnings, umbrellas, signage, lighting, and planters should be located within the sidewalk café area at all times with no parts overhanging outside of the area.
- Sidewalk cafés may be built only in locations where they do not obstruct access to public utilities, service connections, access for emergency vehicles and exits from buildings.

CONTINUED >

## FOR MORE INFORMATION:

City of Victoria

E [developmentservices@victoria.ca](mailto:developmentservices@victoria.ca)

### Maintenance and Operations, continued

- A sidewalk café must not obstruct delivery access to buildings.
- Sidewalk cafes must not obstruct access to hanging basket lamp poles.
- The design must promote visibility to passing traffic and maintain clear sightlines at intersections and crossings.
- The design, location, and area of the sidewalk café must not adversely affect boulevard vegetation such as grass and trees or prevent City access and maintenance.
- Trees which have tree grates or other tree well areas covered by pavers and other materials should not be included in a sidewalk café area without additional fencing to keep patrons and site furniture away from these areas.
- Roadway and curb drainage must be maintained.
- All objects fixed in place, such as fences and railings, must be of significant strength yet allow easy removal within two working days.
- A removable deck may be approved if there is a need to level a steep incline (more than 5%) or to harmonize indoor and outdoor seating levels.

### Impacts to Neighbouring Trees and Boulevards

Consideration for neighbouring trees and boulevards should be taken into account with the design of sidewalk cafes.

- A sidewalk café must not cause damage to a street tree.
- No items including, but not limited to, signage, banners and lighting may be hung, attached, draped or affixed to a street tree.
- No liquids or cleaning products shall be dumped, allowed to flow or to drain in to a tree well or City drains.

- No pesticide or fertilizer applications shall be applied to street trees.

### Furnishings

- Furnishings such as tables, chairs, and accessories should be moveable and of a solid weight for stability.
- Furnishings should be commercial grade, safe, sturdy, durable material and manufactured for outdoor use.
- All furnishings and accessories must be contained within the perimeter of the sidewalk café area.
- Furnishings must be limited to dining purposes only (e.g. tables, chairs, and accessories) and not obstruct the entrance to the café.

### Weather Protection

- Awnings should be mounted on a removable wall bracket and be retractable.
- Weather protection, such as awnings, umbrellas or other similar solutions should be constructed of flame-resistant and fade-resistant canvas.

### Heating

- Heaters must not be placed within the dripline and/or closer than 2 metres from any part of adjacent street trees.
- The visual impact of heating devices/ systems should be considered and arranged to be as unobtrusive as possible.
- All outdoor heating devices should be appropriate for use in a sidewalk café and complement the character of the business to which it is associated.
- All outdoor heating devices must conform to safety standards established by the Canadian Standards Association (CSA) and certified by Underwriters' Laboratories of Canada (ULC), where necessary.

### Lighting and Signage

Lighting fixtures should complement the character of the business.

- Lighting levels should be low and directed into the café rather than out towards the street.
- Light fixtures should complement the character of the business to which it is associated.
- No signage or third party advertising, other than for the business operating the café, is permitted.

### Use of Adjacent Parking Stall

Cafés or restaurants may apply to the City to use an adjacent parking stall for a sidewalk café. In these cases, the following guidelines apply in addition to the guidelines above.

A sidewalk café must:

- Provide a one metre buffer between the outer edge of the sidewalk café and adjacent travel lane and should not extend more than 2.5 m from the curb into the street.
- Have railings that are a minimum of 1.07 m in height from curb elevation on all sides that are exposed to the street with reflectors for visibility to traffic.
- Only be located where permanent parking or loading is permitted. It must not occupy a lane used by moving traffic at any time.
- Provide adequate space to allow vehicle access to adjacent parking stalls.
- Not be located on a street exceeding a running slope of 5%.

These guidelines provide guidance to applicants and City staff when reviewing applications.

For further detail, please refer to the Sidewalk Café Bylaw (No. 16-038). Additional City Permits may be required.

NO. 20-072

## **BUSINESS RECOVERY FROM PANDEMIC BYLAW**

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

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

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

### **Contents**

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

### **Title**

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

### **Definitions**

- 2 In this Bylaw,

"business"

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



“City”

means the Corporation of the City of Victoria;

“culturally sensitive area”

has the same meaning as in the Parks Regulation Bylaw;

“Director of Engineering”

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

“Director of Parks”

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

“Director of Planning”

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

“environmentally sensitive area”

has the same meaning as in the Parks Regulation Bylaw;

“mobile vendor”

has the same meaning as in the Street Vendors Bylaw;

“outdoor commercial use”

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

“park”

has the same meaning as in the Parks Regulation Bylaw;

“public health authority”

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

“street”

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

“zoning bylaw”

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

### **Application and paramountcy**

- 3 (1) This Bylaw applies notwithstanding any provision of the following:
- (a) Business Licence Bylaw;
  - (b) Land Use Procedure Bylaw;
  - (c) Parks and Recreation Fees Bylaw;
  - (d) Parks Regulation Bylaw,
  - (e) Sidewalk Cafés Regulation Bylaw,
  - (f) Streets and Traffic Bylaw, and
  - (g) Street Vendors Bylaw.
- (2) For certainty, if a provision of this Bylaw conflicts with any other City bylaw except a zoning bylaw, this Bylaw prevails.

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

- 4 (1) The Director of Engineering is authorized to temporarily restrict or prohibit all or some types of traffic on a street or portion of a street to facilitate outdoor commercial use and may cause temporary barriers, structures, or other installations to be constructed for that purpose.
- (2) A business shall not use a street for outdoor commercial use without first obtaining a permit from the Director of Engineering.
- (3) The Director of Engineering may issue a permit for an outdoor commercial use of a street or a portion of a street if, in their opinion, the proposed outdoor commercial use would
- (a) facilitate physical distancing as recommended by a public health authority;
  - (b) relate to a commercial operation in a property adjoining the street or portion of the street; and
  - (c) not unduly obstruct or interfere with a fire hydrant, fire lane or exit, or another safety feature or requirement of an adjoining property.
- (4) The Director of Engineering must not issue a permit for an outdoor commercial use on a street unless the proposed use is authorized under the applicable zoning bylaw.

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

- (d) during the term of the licence, the licensee must, at their own expense, obtain and maintain in force commercial general liability insurance, in the minimum amount of \$2 million per occurrence with the City added as an additional insured, together with a cross liability clause, and the City must be provided with proof of such coverage at the request of the Director of Engineering;
  - (e) the licensee must not damage or permanently encumber or alter the street;
  - (f) the licence expires on the earlier of:
    - (i) the expiry or cancellation of the permit, or
    - (ii) the repeal of this Bylaw.
- (7) Notwithstanding subsections (3)(b) and (4), the Director of Engineering may issue a permit for outdoor commercial use of a portion of a street by a mobile vendor provided that the perimeter of the licence area is more than 200 metres from any business that provides the same or similar services or products as the mobile vendor.
- (8) Subsection (2) does not apply to an outdoor commercial use that was in existence at the time this section came into force and was authorized under another City bylaw.

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

- 5 (1) A business shall not use a park for outdoor commercial use without first obtaining a permit from the Director of Parks.
- (2) The Director of Parks may issue a permit for an outdoor commercial use in a park or a portion of a park if, in their opinion, the proposed outdoor commercial use would
- (a) facilitate physical distancing as recommended by a public health authority;
  - (b) relate to a commercial use in a property adjoining the park or portion of the park;
  - (c) not unduly obstruct or interfere with a playground or an outdoor sports facility; and
  - (d) not be located in an environmentally or culturally sensitive area.
- (3) The Director of Parks must not issue a permit for an outdoor commercial use in Beacon Hill Park or any other park where such use would be contrary to the terms of a trust or condition of a land grant.
- (4) The permit shall identify the park or portion of the park subject to it and may include conditions, as determined by the Director of Parks, regarding:

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

- must be provided with proof of such coverage at the request of the Director of Parks;
- (e) the licensee must not damage any tree or shrub, or permanently encumber or alter the park;
- (f) the licence expires on the earlier of:
  - (i) the expiry or cancellation of the permit, or
  - (ii) the repeal of this Bylaw.
- (6) Notwithstanding subsection (2)(b) the Director of Parks may issue a permit for outdoor commercial use of a portion of a park by a mobile vendor.
- (7) Subsection (1) does not apply to an outdoor commercial use that was in existence at the time this section came into force and was authorized under another City bylaw.

### **Permit cancellation**

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

### **Noise**

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

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

- 8 (1) Subject to subsection (3), the Director of Planning is delegated the power to issue a development permit or a heritage alteration permit in all development permit areas and heritage conservation areas if the permit relates to the construction of, addition to, or alteration of a building or other structure to facilitate an outdoor commercial use.
- (2) As part of a permit issued under subsection (1), the Director of Planning may authorize a parking variance.
- (3) An applicant for a permit referred to in subsection (1) and the property owner must provide the City with an irrevocable undertaking to remove any construction or alteration authorized by the permit within six months and to restore the property to its current conditions.

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

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

### **Council reconsideration**

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

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

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

### **Repeal**

- 12 This Bylaw is repealed.

### **Commencement and Repeal Dates**

- 13 (1) This Bylaw, except section 12, comes into force on adoption.
- (2) Section 12 comes into force on October 31, 2020.

READ A FIRST TIME the	<b>4<sup>th</sup></b>	day of	<b>June</b>	2020.
READ A SECOND TIME the	<b>4<sup>th</sup></b>	day of	<b>June</b>	2020.
READ A THIRD TIME the	<b>4<sup>th</sup></b>	day of	<b>June</b>	2020.
ADOPTED on the	<b>4<sup>th</sup></b>	day of	<b>June</b>	2020.

**"CHRIS COATES"**  
CITY CLERK

**"LISA HELPS"**  
MAYOR

**BUSINESS RECOVERY FROM PANDEMIC BYLAW AMENDMENT BYLAW (NO. 1)**

**A BYLAW OF THE CITY OF VICTORIA**

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

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

**Title**

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

**Amendment**

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

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

“and may require an applicant for a permit to provide confirmation, in a form acceptable to the Director of Engineering, from an appropriate professional that the portion of the street and all structures and objects to be placed on the street under the proposed permit would be safe and suitable for their intended use as described in the application for the permit.”,
  - (c) in section 4(6)(d), by deleting “2” and replacing it with “5”,
  - (d) by adding the following as the new subsections (9) through (11) in section 4:
    - “(9) The Director of Engineering may, at any time, extend the duration of a permit issued under subsection (3) and, subject to subsection (10), such extended permit shall continue to be valid on the terms and conditions as originally issued.
    - (10) The Director of Engineering may, as a condition of issuing a permit under subsection (3) or extension of a permit under subsection (9), require that the permit holder
      - (a) within a time provided in the permit or extension, make the necessary additions or alterations to ensure that the portion of the street that is



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

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

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

park that is subject to the permit and all structures or objects placed in a park pursuant to the permit are safe and suitable for their intended use as authorized under the permit, the permit is deemed to be cancelled and of no force and effect.”,

- (h) in section 8(3) by deleting “six months” and replacing it with “such time as the Director of Planning considers appropriate in the circumstances”,
- (i) by adding the following new subsection (4) in section 8:
  - “(4) The Director of Planning may, at any time, extend the time in the undertaking provided under subsection (3) if
    - (a) the date in section 13(2) is amended, and
    - (b) the holder of the permit and the property owner provide a replacement irrevocable undertaking as required under subsection (3) with a new date acceptable to the Director of Planning.”, and
- (j) in section 13(2), by deleting “October 31, 2020” and replacing it with “October 31, 2021”.

### **Commencement**

3 This bylaw comes into force on adoption.

READ A FIRST TIME the	<b>8<sup>th</sup></b>	day of	<b>October</b>	2020
READ A SECOND TIME the	<b>8<sup>th</sup></b>	day of	<b>October</b>	2020
READ A THIRD TIME the	<b>8<sup>th</sup></b>	day of	<b>October</b>	2020
ADOPTED on the	<b>15<sup>th</sup></b>	day of	<b>October</b>	2020

**“CHRIS COATES”**  
CITY CLERK

**“LISA HELPS”**  
MAYOR

**BUSINESS RECOVERY FROM PANDEMIC BYLAW AMENDMENT BYLAW (NO. 2)**

**A BYLAW OF THE CITY OF VICTORIA**

The purpose of this bylaw is to amend the Business Recovery from Pandemic Bylaw to extend the duration of that bylaw and impose time limits for new applications or applications for extensions and renewals.

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

**Title**

- 1 This bylaw may be cited as the “Business Recovery from Pandemic Bylaw Amendment Bylaw (No. 2)”.

**To amend the bylaw by deleting section 2 and replacing it with the following:**

2. The Business Recovery from Pandemic Bylaw No. 20-072 is amended
- (a) in section 3 by adding the following as a new subsection (3):
- “(3) This Bylaw applies only if an application for
- (a) a permit or authorization under this Bylaw that relates to a business activity that requires a liquor licence is received by the City no later than October 31, 2021; or
- (b) a permit or authorization under this Bylaw that relates to a business activity that does not require a liquor licence.”,
- (b) by adding the following as a new section 3A immediately after section 3:
- “Extension of Existing Permits**
- 3A A permit or authorization issued under sections 4 or 5 of this Bylaw that was valid and in effect on October 14, 2021 is hereby extended until October 31, 2022 on the same terms and conditions as before.”
- (c) in section 13(2) by deleting “October 31, 2021” and replacing it with “October 31, 2022”,

**Commencement**

- 3 This bylaw comes into force on adoption.

READ A FIRST TIME the **14** day of **October** 2021

READ A SECOND TIME the **14** day of **October** 2021

AMENDED ON the	<b>14</b>	day of	<b>October</b>	2021
READ A THIRD TIME AS AMENDED the	<b>14</b>	day of	<b>October</b>	2021
ADOPTED on the	<b>28</b>	day of	<b>October</b>	2021

CITY CLERK

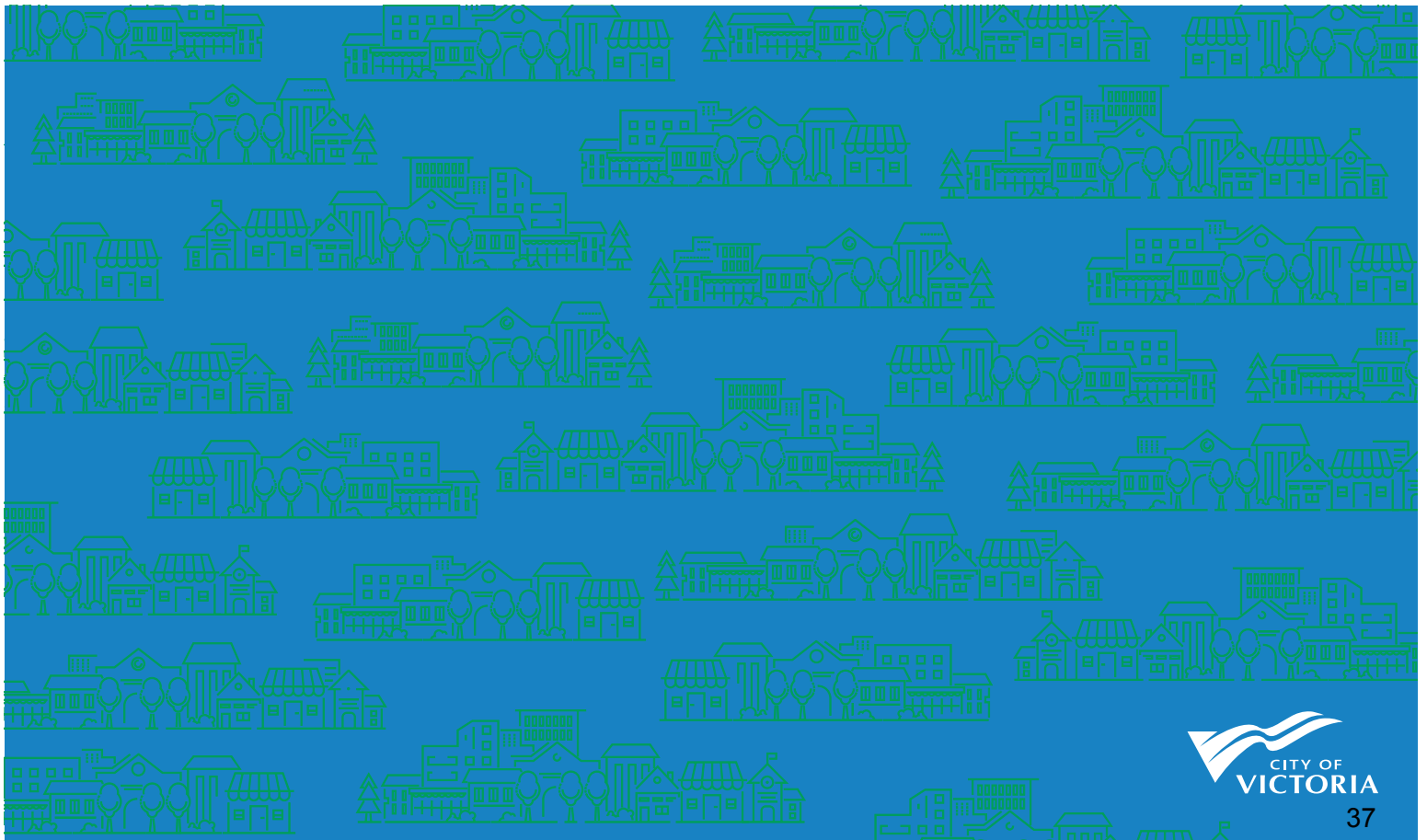
MAYOR

2022

CITY OF VICTORIA | Economic Development

# **BUILD BACK VICTORIA**

## **Permit Requirements & Information**





## Build Back Victoria

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## Build Back Victoria – Programs

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The City of Victoria reserves the right to update information and requirements found within this document.

Contact [bizhub@victoria.ca](mailto:bizhub@victoria.ca) with any questions related to this information guide or your application.

Last updated October 2022

# Introduction

Now, more than ever, our economy is a local one. The diverse restaurants, boutique shops, services, and vibrant retail storefronts that attract hundreds of thousands of visitors each year are the very same local businesses our residents love. As these businesses take steps to get back to work safely, the City is doing what it can to support economic recovery.

In June 2020, the City of Victoria launched the Build Back Victoria Program to support businesses during and recovering from the COVID-19 pandemic. By opening up areas of the public realm that are typically off-limits to business activity or require longer-term commitments, the City has helped hundreds of businesses adjust to this new reality.

In June 2020, the City of Victoria launched the Build Back Victoria Program to support businesses during and recovering from the COVID-19 pandemic. By opening up areas of the public realm that are typically off-limits to business activity or require longer-term commitments, the City has helped hundreds of businesses adjust to this new reality. The Build Back Victoria Program is offered through a special bylaw which is set to expire on October 31, 2021. Should the program continue, this document will be updated before that time.

## Build Back Victoria Objectives

- Facilitate business recovery while protecting public health and safety
- Maintain accessibility of and access to public space
- Support innovation to accommodate variety of business locations/sectors
- Create a culture of temporary stewardship of public space

The Build Back Victoria program has been approved for continuation through October 2021. Space on sidewalks, streets, boulevards, parking spaces, plazas and parks is temporarily available for businesses to safely conduct commercial activities. Applications for this program are accepted via email only. All businesses must apply and be granted a permit before extending their operations into any public space. Failure to do so may result in a decline of your application.

**This document outlines mandatory requirements for the program, effective June 30, 2021**

## Other City-Supported Business Programs – COVID-19

The Province's Restart Plan lays out a series of steps to protect people and ensure the B.C. and local economies can recover from the impacts of COVID-19 stronger than before. In response, the City has developed a toolkit of Business Resources to help establish confidence in businesses that are practicing physical distancing, taking hygienic measures, and generally exercising the necessary precautions to prevent the spread of COVID-19. Learn more at the [COVID-19 business resources](#) page of the Business Hub.

**If you are a business wanting to change the footprint of your private land** for purposes of COVID-related recovery and commercial operations, a designated development application may be required. For more information email [zoning@victoria.ca](mailto:zoning@victoria.ca) to be connected with a staff from the Planning Department who will review your proposal.

## Terms for Businesses – All Programs

The City of Victoria is seeking a culture of “temporary stewardship” – meaning we want all applicants to take care of and steward the public space while they have access to the area. All applicants will be required to:

- **Maintain compliance with Program Requirements & Permit Terms:** The City of Victoria reserves the right to conduct spot compliance checks to ensure that all businesses are in compliance with program requirements and permit terms. Your permit should be visible and available at all times.
- **Operating Hours:** Proposed operating hours are subject to approval by the City and must comply with related bylaws such as noise or liquor licensing. All applicants are reminded to balance residential needs and be good neighbours.
- **Furnishings/materials:** Businesses must provide their own furnishings for spaces. All materials used in the approved space must be temporary; nothing can be anchored to the public right-of-way and must be movable for emergency or maintenance needs.
- **Physical Distancing:** Activities in public spaces, including the placement of any furnishings or materials must allow for physical distancing for the public and customers.
- **Cleanliness:** Public spaces and any furnishings/materials/structure used in these spaces must be kept clean and clear of debris, litter, and trip hazards.
- **Protection of City-supplied Materials:** City-supplied pylons, barricades or other materials must be securely stored by the applicant.
- **Insurance:** Applicants must, at their own expense, obtain and maintain commercial general liability insurance, in the minimum amount of \$5 million with the City added as an additional insured, together with a cross liability clause. Insurance may not be cancelled, lapsed or materially changed without the insured giving 30 days to the City.

- **Liability:** Permit holders indemnify and save harmless the City of Victoria against all claims, liabilities, judgments, cost and expenses which may accrue against the City in consequences of, and incidental to, the granting of the permit.
- **Waste Management:** Applicants need to provide their own recycling, garbage and compost receptacles and should not rely on public facilities.
- **Advertising:** No external company advertising, third party banners or branding is permitted. Partnerships between storefronts for shared BBV zones may advertise for each other.
- **Regulatory Adherence:** The use of public spaces through these initiatives is subject to general provisions of City and CRD bylaws including, but not limited to:
  - Noise Bylaw
  - Sign Bylaw
  - Liquor License Policy
  - CRD Clean Air Bylaw
  - Sidewalk Café Regulation Bylaw
  - Work Safe BC requirements

The City of Victoria reserves the rights to the following:

- To review all applications and direct the applicant to conduct additional engagement with adjacent businesses and/or residences.
- Allocating space for the purposes of facilitating the commercial use of public space.
- Changing or adapting the layout of approved space or installations, based on distribution, adjacent demand or operational needs. All costs associated with changing or adapting space are the responsibility of the permit holder.
- Requiring the temporary closure of any temporary installation, without notice, for maintenance, utility work, or emergency purposes. The City is not responsible for any damages or loss of equipment removed pursuant to this subsection.
- Removal of any installation that creates an obstruction to, or causes congestion of, pedestrian or vehicular traffic due to existing conditions on the surrounding public right-of-way if it finds the installation represents a danger to the health, safety or general welfare of the public.



# Flex Spaces

Flex Spaces allow businesses to expand their footprint during business hours providing more space for their goods, services, and customers. Flex Spaces can be used for:

- Seating (self-serve/café style, table service, or other)
- Customer queueing
- Selling retail goods
- Providing business services
- Displaying/demonstrating goods
- Hosting acoustic performances

Business activities in Flex Spaces are subject to the uses permitted by the applicant's existing business license and health and safety requirements. *Flex Spaces are set-up during business hours and taken down at the end of the day. Pylons and any other materials or furnishings must be secured by the host outside of business hours.*

Flex Spaces will be determined by City Staff and may extend into:

## Sidewalks, Plazas and Squares

Suitability of a Flex Space will depend on site-specific conditions. Flex Spaces must:

- Maintain an unobstructed pedestrian right-of-way with a minimum of 1.5m clear space;
- Maintain access to public utilities, building entrances, crosswalks, and bus stops; and
- Not exceed the width of the sidewalk frontage of the subject property;

## Boulevards

The Parks Division reviews the application for temporary use of Boulevards in partnership with Engineering. We encourage you to search out hard surface areas first for your Flex Space request. Boulevard suitability is site-specific and considers tree health and infrastructure in the permit approval process. If the Flex Space on a Boulevard request is assessed as suitable, it must meet the Parks Division's requirements for set up and remediation including:

- Set-up plan, guidelines provided
- Remediation plan, example provided
- Deposit for remediation

The Parks Division encourages businesses owners to be stewards of the park space occupied on a temporary basis. Remediation is an important step at the end of the program, or at the end of use, to be completed by the business owner to return the area back to the City in a healthy state and is the reason a deposit is required.

## On-Street Parking Spaces

Businesses may apply for a maximum of two (2) consecutive parking spaces. If a business wishes to use a parking space not adjacent to their business frontage, the application must be accompanied by a letter of support by the neighbouring business(es). Neighbouring businesses are encouraged to apply together (one principal applicant with additional businesses as co-applicants) if they are interested in a greater number of consecutive on-street parking spaces. Eligible parking spaces includes those that are:

- Either parallel or angled street parking, in the public right-of-way
- Located on the immediate frontage of the applicant's business
- Either a metered, time-limited, or unrestricted parking space. Stalls marked residential parking only will be considered on a case-by-case basis.
- NOT an accessible parking space
- NOT a "No Stopping/Parking", "Commercial Loading", "Transit" zone or "Passenger" zone.

## Flex Zone Accessibility Requirements

Even though Flex Zones are designed to be for daily use, there are still requirements for accessibility in the Build Back Victoria Program. We encourage your business to engage with your customers and accessibility service organizations on how to make your business more welcoming for people with disabilities.

**In addition to all terms listed on pages 3 – 4 of this document, the following requirements are mandatory as part of the flex permit:**

Facility Type	Accessibility Requirements
Sidewalk, Plaza, or Square Flex Zone	<ul style="list-style-type: none"> <li>Any customer queuing area should not impede existing barrier-free access or sidewalk clearance for pedestrians</li> <li>An unobstructed space of min. 1.5m must be provided to allow wheelchairs or mobility devices to comfortably pass on sidewalk or pathway</li> <li>Use City-provided pylons or other temporary materials to create a cane detectable boundary spanning the Flex Zone to support people with low vision travelling on the sidewalk. The pylons or temporary materials should be placed along the path of travel, spaced approximately 65cm apart from each other</li> </ul>
Boulevard Flex Zone	<ul style="list-style-type: none"> <li>Any customer queuing area should not impede existing barrier-free access or sidewalk clearance for pedestrians</li> <li>An unobstructed space of min. 1.5m must be provided to allow wheelchairs or mobility devices to comfortably pass on sidewalk or pathway</li> </ul>
On-Street Parking Stall Flex Zone	<ul style="list-style-type: none"> <li>Any customer queuing area should not impede existing barrier-free access or sidewalk clearance for pedestrians</li> <li>Where your flex zone is more than one (1) on-street parking space, you must provide a curb ramp for people with mobility devices to access the flex space. Curb ramps must be a minimum 1m wide, with a slope not greater than 1:12 or 8.3%, consistent with the B.C. Building Code.</li> <li>Ramps must have a non-slip surface and the edges be clearly marked with contrasting colours.</li> <li>An unobstructed space of min. 1.5m must be provided to allow wheelchairs or mobility devices to comfortably pass on sidewalk or pathway.</li> </ul>

The City recognizes the balance of multiple needs in the design and implementation of each flex space. Trade-offs are always a part of the design process, and City staff will work with your business to carefully balance safety, equity, affordability and sustainability.

### Approved applicants will receive:

- A temporary permit to operate in the designated Flex Space (valid until March 31, 2023)
- A set of blue stackable pylons can be provided by the City to be placed around the perimeter of the Flex Space during business hours
- A marked boundary to identify the business activity area
- A parking sleeve for metered stalls, where applicable, to restrict parking during business hours

# Temporary Patios

Temporary Patios provide businesses the ability to establish a designated area that remains in place 24 hours a day, 7 days a week. The host is responsible for securing their patio space and all furnishings when not in use.

Physical structures to support a temporary patio can be established by the applicant at their own cost. City staff will work with applicants to find suitable solutions for their design to maintain safety and accessibility, while considering overall aesthetics and function. General design requirements for temporary patios are as follows:

- No parts of the patio is to be anchored into the surface (i.e. roadway, sidewalk, plaza, or boulevard). Structures must be sturdy enough to be freestanding.
- If on-street, have a continuous physical barrier between the patio and travel lane
- Be no more than 2.5m wide if located on the roadway, with width reviewed and determined on a case-by-case basis
- Be located at least 6m from an intersection if located on the roadway
- Be located a minimum 1m from adjacent parking stalls
- Be no more than 4m high from road surface
- Required to provide a substantial drainage gap at the gutter to accommodate significant rainwater flow and prevent blockages
- Not alter the sidewalk in anyway
- Maintain access to City infrastructure such as litter cans, manhole covers, hanging baskets and other items

## Approved applicants will receive:

- A permit to construct and operate a Temporary Patio in a designated space, once applicant's plans and designs are approved and a pre- and post-construction inspection has been completed with City Staff.
- Permits will be valid until March 31, 2023.
- An initial permit will be granted for the construction of the patio. Once a post-construction inspection is completed by City Staff, a separate permit will be issued for operations. Dimensions will be determined by city staff upon assessment of permit application.

Temporary Patio Locations will be determined by City Staff and may extend into:

## 1. Sidewalks, Plazas and Squares

Suitability of a temporary patio will depend on site-specific conditions. Patios must:

- Maintain an unobstructed pedestrian right-of-way with minimum 1.5m clear space;
- Maintain access to public utilities, building entrances, crosswalks, and bus stops.

## 2. Boulevards

The Parks Division reviews the application for temporary use of Boulevards in partnership with Engineering. We encourage you to search out hard surface areas first for your patio request. Boulevard suitability is site-specific and considers tree health and infrastructure in the permit approval process. If the Flex Space on a Boulevard request is assessed as suitable, it must meet the Parks Division's requirements for set up and remediation including:

- Set up plan, guidelines provided
- Remediation plan, example provided
- Deposit for remediation

The Parks Division encourages businesses owners to be stewards of the park space occupied on a temporary basis. Remediation is an important step at the end of the program, or at the end of use, to be completed by the business owner to return the area back to the City in a healthy state and is the reason a deposit is required.

## 3. On-street Parking Spaces

Businesses may also access on-street parking spaces. Neighbouring businesses are encouraged to apply together (one principal applicant with additional businesses as co-applicants) if they are interested in a greater number of consecutive on-street parking stalls. Eligible parking spaces includes:

- Parallel or angled street parking, in the public right-of-way
- Located on the immediate frontage of the applicant's business
- Either a metered, time-limited, or unrestricted parking space. Stalls marked residential parking only will be considered on a case-by-case basis.
- NOT an accessible parking space
- NOT a "No Stopping/Parking", "Commercial Loading", "Transit" zone or "Passenger" zone. Exemptions on eligibility may occur on a case-by-case basis.

## Accessibility Requirements

Accessibility is a requirement in the City of Victoria's Build Back Victoria Program. By ensuring that accessibility is considered in the design and layout of commercial spaces, we can create spaces for everyone in our community to enjoy. The City of Victoria has identified a set of mandatory requirements as well as additional guidelines to prepare your outdoor patio space for people with disabilities.

**In addition to all terms listed on pages 3 – 4 of this document, the following requirements are mandatory as part of the patio permit:**

Facility Type	Accessibility Requirements
Sidewalk, Plaza, or Square Temporary Patio	<ul style="list-style-type: none"> <li>An accessible entrance to the temporary facility must be provided, with a minimum width of 1.2m.</li> <li>Surface materials must be firm, stable and slip-resistant. Hardened materials such as concrete, asphalt, tile, and wood are sufficiently firm and stable for accessibility.</li> <li>An unobstructed space of min. 1.5m must be provided to allow wheelchairs or mobility devices to comfortably pass</li> <li>A clear path for people with mobility aids to turn around an obstacle must be 1.1m minimum wide.</li> <li>Any customer queuing area should not impede existing barrier-free access or sidewalk clearance for pedestrians</li> <li>Ensure any barricades/boundaries (railings, planters, pylons, etc.) to identify the patio area are cane-detectable. To be cane-detectable, ground materials should have textural contrasts that are detectable by a long cane and underfoot.</li> <li>Railings must be distinct from the surrounding environment to ease navigation around the patio and avoid obstructions of furniture</li> <li>Sanitizing and washing facilities must be on an accessible path and be within operable reach for people using wheelchairs or scooters</li> <li>At least one seating area must be wheelchair accessible and support maneuvering. The space around the table should have a level, firm ground surface extending minimum 2.0m on at least two sides of the table for persons who use wheelchairs or other mobility devices and minimum 1.22m on the other sides</li> </ul>
Boulevard Temporary Patio	<ul style="list-style-type: none"> <li>An accessible entrance to the temporary facility must be provided, with a minimum width of 1.2m.</li> <li>An unobstructed space of 1.5m must be provided to allow wheelchairs or mobility devices to comfortably pass</li> <li>A clear path for people with mobility aids to turn around an obstacle must be 1.1m minimum wide.</li> <li>Ensure any barricades/boundaries (railings, planters, pylons, etc.) to identify the patio area are cane-detectable.</li> <li>Railings must be distinct from the surrounding environment to ease navigation around the patio and avoid obstructions of furniture</li> <li>Sanitizing and washing facilities must be on an accessible path and be within operable reach for people using wheelchairs or scooters</li> <li>At least one seating area must be wheelchair accessible and support maneuvering. The space around the table should have a level, firm ground surface extending minimum 2.0m on at least two sides of the table for persons who use wheelchairs or other mobility devices and minimum 1.2m on the other sides</li> </ul>
On-Street Temporary Patio	<ul style="list-style-type: none"> <li>An accessible entrance to the temporary facility must be provided, with a minimum width of 1.2m.</li> <li>Surface materials must be firm, stable and slip-resistant. Hardened materials such as concrete, asphalt, tile, and wood are sufficiently firm and stable for accessibility.</li> <li>An unobstructed space of min. 1.5m must be provided to allow wheelchairs or mobility devices to comfortably pass</li> <li>A clear path for people with mobility aids to turn around an obstacle must be 1.1m minimum wide.</li> <li>Any customer queuing area should not impede existing barrier-free access or sidewalk clearance for pedestrians</li> <li>Ensure any barricades/boundaries (railings, planters, pylons, etc.) to identify the patio area are cane-detectable. To be cane-detectable, ground materials should have textural contrasts that are detectable by a long cane and underfoot</li> <li>Railings must be distinct from the surrounding environment to ease navigation around the patio and avoid obstructions of furniture</li> <li>Sanitizing and washing facilities must be on an accessible path and be within operable reach for people using wheelchairs or scooters</li> <li>At least one seating area must be wheelchair accessible and support maneuvering. The space around the table should have a level, firm ground surface extending minimum 2.0m on at least two sides of the table for persons who use wheelchairs or other mobility devices and minimum 1.2m on the other sides</li> </ul>

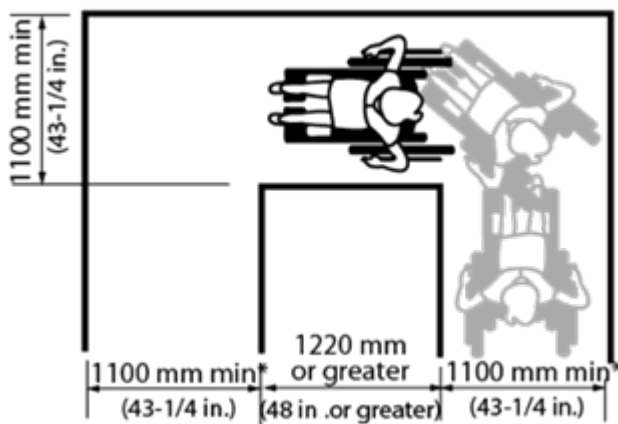
The following guidelines can be used by businesses to further increase the accessibility of their temporary patio. We encourage your business to engage with your customers on how to make your business even more barrier-free.

- Tables that have the support leg(s) in the centre of the table provide a higher level of accessibility
- Providing contrasting surface colours and/or textures on the patio to make it distinct and easy to identify
- All portions of the facility entry way or an accessible route can be equipped with adequate lighting to provide a minimum level of illumination
- Where planters may be installed as part of the patio, businesses may consult the [City's Low Allergen Landscape Planting Resource List](#)

The City recognizes the balance of multiple needs in the design and implementation of each patio. Trade-offs are always a part of the design process, and City staff will work with your business to carefully balance safety, equity, affordability and sustainability.



**Temporary Patio Sample Design**



**Cane-detectable boundary**

## Winterization Requirements

Temporary patios and flex zones may have temporary covering, heating and lighting during winter months. There are additional safety and operational requirements associated with hosting an outdoor flex space or temporary patio during the winter months. A summary of requirements is provided below:

Cover/Roofing	Heating	Lighting
<ul style="list-style-type: none"><li>• Tents allowed, but must be weighted and can only be enclosed on two sides</li><li>• Umbrellas allowed, but must be weighted and cannot extend beyond the patio footprint</li><li>• Retractable awnings allowed, attached to the patio structure only</li><li>• Tents and umbrellas are to be brought inside daily at the close of business.</li><li>• Awnings are to be retracted at the close of business.</li><li>• All materials must be flame retardant</li></ul>	<ul style="list-style-type: none"><li>• Freestanding, portable propane heaters are allowed</li><li>• Heaters must not be placed underneath umbrellas, tents, awnings or trees</li><li>• Heaters must be brought inside daily at the end of the business day</li><li>• Propane tanks must be stored and locked in an outdoor vented structure in compliance with the BC Gas Safety Regulation</li><li>• Portable electrical heaters, plumbed gas heating, or hardwired electrical connections not allowed</li></ul>	<ul style="list-style-type: none"><li>• Solar or battery powered lights allowed</li><li>• No hardwired electrical connections, including electrical cords or cables across the sidewalk</li><li>• Suspended lights are not allowed</li></ul>

### 1. Patio Roof/Covers

Covers must be temporary in nature and removed each night – this includes tents, umbrellas and retractable awnings. Permanent roof structures are not permitted. The requirements associated with temporary patio coverings are as follows:

- At the end of the business day, tents and umbrellas must be removed and stored, and awnings must be retracted
- Tents, umbrellas and awnings are allowed and must have a flame retardant material to satisfy NFPA 705
- Must be located within the footprint of the approved patio, and are not to extend over the sidewalk or adjacent vehicle or parking lanes
- Tents or umbrellas must be weighted with sufficient weights/concrete blocks/sandbags. They are not to be left unsecured at any time.
- Tents and umbrellas are to be freestanding, not anchored into the roadway, sidewalk or otherwise.
- Tents and umbrellas need to be 1 meter away from sidewalks.
- To follow health guidelines and allow for ventilation, tents must not be fully enclosed. Any tent walls provided must be transparent and leave two walls open at all times
- Awnings must be retractable and mounted on a wall bracket within the temporary patio structure, not attached to the building face
- Patio spaces generally, as well as the coverings, are not to include materials such as a tarp, hay, straw, and shavings

Placement of covers must not obstruct sidewalks, building exits or access, or restrict movement between the building and sidewalk:

- Placement must not obstruct fire department connections
- Exits must be provided and maintained
- Any overhead structures/supports or furniture to be assessed by City staff at time of application.

### 2. Heating

Portable propane-powered heating devices are allowed, but must have adequate ventilation and air flow. A Fire Safety Plan may be required upon review of your application. Staff will notify the applicant if required. Further requirements are as follows:

#### Appliance Requirements

- All propane heaters must be designed for outdoor use only and conform to safety standards established by the Canadian Standards Association (CSA) and certified by Underwriters' Laboratories of Canada (ULC).
- ULC appliances must be installed, used, and maintained in conformance with the manufacturer's requirements
- Appliances must not have an unprotected open flame
- Hardwired or portable electrical devices, and plumbed gas-powered devices are not allowed



## Siting

- Must be free-standing, placed on a non-combustible, solid surface, that is not the table top
- Portable heaters are not be located:
  - Under trees/vegetation
  - Under fire escapes
  - Within exits or adjacent to an exit
  - Adjacent to or otherwise obstruct fire hydrants or fire department connections
  - Near or attached to utilities or other street elements

## Storage Requirements

All portable heating devices and propane tanks must be stored outdoors. Storing propane tanks indoors is not permitted under any circumstance.

- At the close of business day, heating devices must be stored and secured in a vented structure outside in compliance with the BC Gas Safety Regulation.

Fire to review if these are applicable/relevant here

- A propane tank used must meet these requirements [https://propane.ca/wp-content/uploads/2016/07/CPA\\_FactSheet\\_Cylinder-Markings\\_2016.pdf](https://propane.ca/wp-content/uploads/2016/07/CPA_FactSheet_Cylinder-Markings_2016.pdf)
- Business owners are to keep a maximum of one (1) day's supply of propane on site
- The maximum allowable propane tank size is a single 9 Kg (20lb) tank (approximately 10 hours of operation)

## 3. Lighting

Temporary patios and Flex Zones may incorporate lighting for patrons, including:

- Solar powered or battery powered lighting is allowed
- Lighting levels should be low and directed into the patio rather than out towards the street.
- One extension cord for powering lights is permitted and must be exterior rated and secured minimum 2.1m overhead. Cords are not permitted to be placed at ground level across any sidewalks or boulevards.
- Hardwired electrical lighting is not allowed
- Lights may not be strung in trees, wrapped up trunk or around branches.
- No lighting components are to be anchored into the roadway

# Curbside Loading

Many businesses have adapted their business to offer online ordering, curbside pick-up, and delivery through third party services. Businesses can apply to convert existing on-street parking spaces into Temporary Loading Zones to support either customer or business loading activities.

**A Temporary Loading Zone is established from an on-street parking stall and can be used for:**

- Delivery, pick up or loading (15 minutes max.)

**Approved applicants will receive:**

- A permit for (1) assigned parking space, located in front of or near the business frontage
- City of Victoria signage for reserving the space

## Operating Hours

Temporary Loading Zones are restricted to business hours of operation where after posted hours, the stall reverts back to general parking.

# Mobile Vending

The City has designated zones throughout the City where food trucks and other mobile vendors are permitted to operate. Spaces can be used to operate a mobile business during approved hours of operation. Business activities in Mobile Vending spaces are subject to the uses permitted by the applicant's existing business license, and health and safety requirements.

## Approved applicants will receive:

- A permit to operate in a designated Mobile Vending space valid for four consecutive weeks from start date

## In addition to all terms listed on pages 3 – 4 of this document, Mobile Vendors must adhere to the following:

- **Hours of operation:** Hours of operation are determined on a case-by-case basis and must comply with all City bylaws. Hours of operation cannot be extended by applicant.
- **Designated Spaces:** Each vendor may only operate in their designated Mobile Vending spot, assigned by City staff.
- **Accessibility:** Vendors must provide directions for queueing customers as to not obstruct the sidewalk for accessibility purposes and to maintain physical distancing.
- **Cleanliness:** Vendors are fully responsible for cleanliness in and around their mobile vending spot. The area must be kept clean and clear of debris, litter, and trip hazards.
- **Furnishings:** Mobile Vendors may make full use of their assigned Mobile Vending space which, in some cases, may allow for materials/furnishings outside the primary vehicle/cart/trailer. Any furnishings/materials must allow adequate space for physical distancing, following Public Health recommendations. Sandwich boards or promotional signs must remain within the designated mobile vending zone. Sandwich boards or promotional signs cannot introduce barriers for people with disabilities.
- **Refuse:** Vendor permit holders must provide their own refuse collection bins and assume responsibility for refuse disposal. This includes garbage, compost and recycling. Mobile vendors cannot rely on City of Victoria litter/recycling bins.
- **Hook-ups:** The City is not providing electricity, water or other utility hook ups at these locations. All vendors must be self-sufficient.

## Designated Locations

Vendors will be given a chance to identify preferred locations from a pre-approved list of sites provided by the City. City staff will aim to rotate vendors through different locations if there is demand and may choose to omit locations from vendors to balance residential, special event or transportation related needs.



# Temporary Lane or Road Closures

The City will consider applications for full and partial road closures to provide expanded space for businesses activities and physical distancing. Applications for road closures to facilitate business needs will be prioritized by City staff. Applications to support other community-building activities or celebration areas facilitated through Neighbourhood/Community Associations are also welcomed.

Full or partial road closures may be facilitated for a single event or for an extended period of time.

## **Once installed, Road Closures can be used for:**

- Seating (self-serve/café style, table service, or other)
- Customer queueing
- Selling retail goods
- Community-focused activities or events
- Providing business services
- Displaying/demonstrating goods
- Hosting performances

Business activities in Road Closure spaces are subject to the uses permitted by the applicant's existing business license, and health and safety requirements. The City will review each application on a case-by-case basis.

## **Approved applicants will receive:**

- A designated space indicating the maximum extents of road closure
- Traffic barricades/traffic control signage, provided by the City, to define the closed space
- A City-informed traffic plan to deploy detours/signage as needed to direct people away from the closure
- A Temporary Permit to operate in the designated Road Closure (valid for different lengths of time, pending applicant request)

## **Extent of Road Closures**

Full or partial street closures allow clusters of businesses near a commercial activity hub to expand their footprint providing more space for their goods, services, and customers. Full or partial street closures may also facilitate community recovery events, activities and celebration areas. The design and configuration of each road closure will vary depending on the particular site constraints and programming needs of the sponsoring community group.

Road Closures require 80% support from neighbouring businesses and residents. Interested applicants must petition businesses and residents on the proposed block and include their information in the application form. The City reserves the right to review all applications and direct the applicant to conduct additional engagement.

Road Closures can vary from partial to full closures depending on street characteristics and demand for the space – for both business and transportation needs. In most cases, approved areas may require applicants to maintain access for local traffic for driveway/delivery access. City staff will review and assess each proposed location on a case-by-case basis. Staff will work with applicants to find solutions that provide the greatest benefit.

## **Eligible Areas for Road Closures**

Eligible areas for full or partial road closures:

- Near a commercial activity hub / cluster of businesses
- Low traffic volume road
- NOT on a designated truck route
- NOT on a transit route

Exemptions on eligibility may occur on a case-by-case basis. Road closure requests are more complex in nature due to competing demands, local traffic circulation characteristics, loading/delivery considerations, emergency access, and more. The City will seek to review the request as expediently and efficiently as possible.

### Additional Guidelines for Temporary Road Closures

- **Accessibility requirements:** A marked accessible path should be provided along the corridor that meets the width of a person with a mobility device to safely pass (1.5m) and cane detectable markings for people with low vision. Closing a road does not permit applicants to take over sidewalk or pathway areas.
- **Active travel:** The City may require reserved space within a road closure for pedestrian and bicycle travel. In such cases, the designated travel areas must remain clear at all times.
- **Cleaning:** Cleaning and maintaining closures and plaza spaces is the responsibility of the host.

## Business In Parks

The City will accept applications for business activity in select City Parks, excluding Beacon Hill Park. Priority for permits to operate in Parks is for businesses with recreation, wellness, and fitness related focus areas. Neighbourhood/Community Associations may also apply for a permit in Parks to support community events or activities.

Guidelines required for the use of parks:

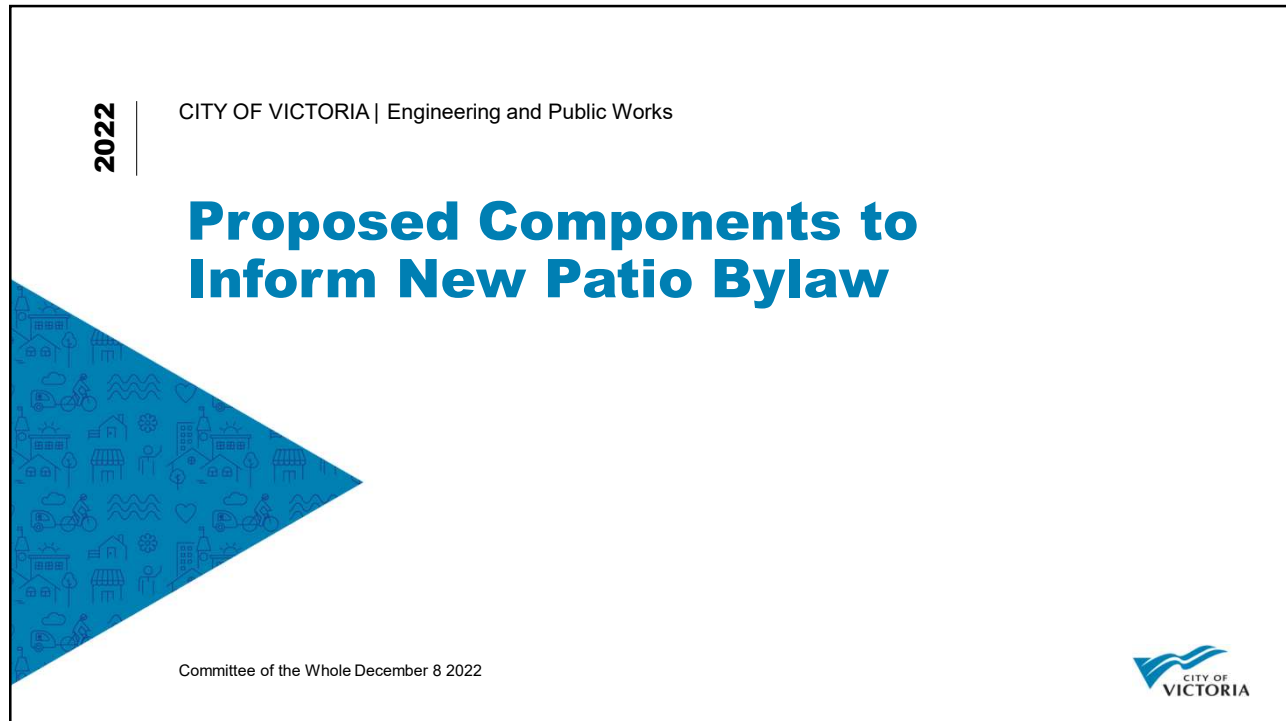
- **Public access:** all parks will remain open to the public
- **Physical distancing:** Maintaining required distances from pedestrian pathways
- **Landscape protection:** Activities should remain clear of trees and significant landscape features.
- **Refuse:** All businesses are required to manage their own waste, recycling and composting.
- **Alteration of site:** On-site signage and/or structures are not permitted; temporary outdoor tents to provide overhead coverage during the winter months are allowed, but cannot be anchored to the landscape

Operators can locate City Parks and find details on park amenities here <https://www.victoria.ca/EN/main/online-services/maps.html>

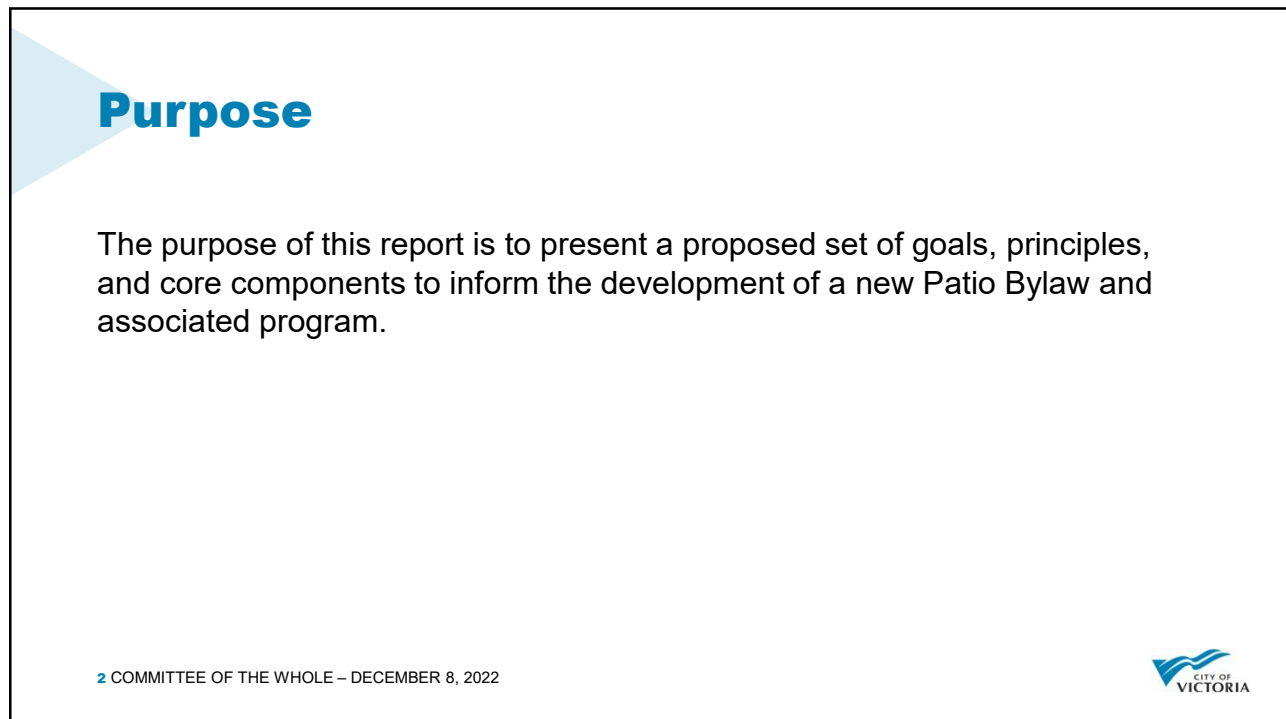
Sports fields follow the traditional guidelines and application processes and are not subject to this program.

### Approved applicants will receive:

- A permit to operate in approved City of Victoria Parks



1



2

## Background

- Stewardship of public space is a core responsibility of a municipality
- Patios support streetscape vibrancy and animation
- More than four decades facilitating patios on public property
- COVID-19 Pandemic accelerated awareness and public acceptance for outdoor patios



3 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



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## Background

Sidewalk Café Bylaw (2016) and design guidelines



Sidewalk Café Guidelines

Business Recovery from Pandemic Bylaw (2020 - 2022) and program guidelines



4 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



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## Diversity and Evolution of Patios



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5

## Modernization of Bylaw & Program

- 2021 direction to update the Sidewalk Café Bylaw to integrate lessons learned from Build Back Victoria
  - Re-name the bylaw
  - Safety measures
  - Accessibility requirements on / adjacent to patios
  - Consider changes to modernize and streamline the application process
  - Consider inspection programs
- An effective and modernized program will include timely customer service and application reviews, with responsive program options and mandatory standards to ensure quality, equity, safety, and accessibility.

6 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



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## Modernization of Bylaw & Program

- Review of current programs and feedback
  - Lessons learned locally and across North America
- Reflect the diversity of interests
  - Incorporate operational needs
  - Balanced uses of space
  - Accessible and welcoming spaces
- Collaboration and culture of stewardship
  - Maintain focus on space, not occupancy or other approvals such as liquor licencing



7 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



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## Current Status

- BBV Bylaw and program ending on March 31, 2023
  - Includes Province of BC regulations to support Temporary Extended Service Areas
- Completion of Key Tasks:
  - Best practices review – Summer 2022
  - BBV permit analysis and associated maintenance / removals - Fall 2022
  - Technical analysis – Fall 2022 / Winter 2023
- Bylaw and Program Design Considerations:
  - Integration of successful elements of existing bylaws and design guidelines
  - A user-friendly guide will help businesses understand options, expectations, steps and required documentation

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## Goals

1. City streetscapes and public spaces are enhanced through the patio program.
2. Patios are safe, accessible and maintain functional access to public infrastructure and spaces.
3. Licence application and approval services are fair, flexible, and timely.



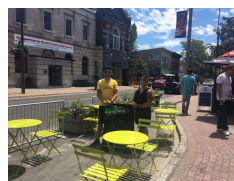
9 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



9

## Principles

- Sense of Community
- Ease of Movement
- Safety
- Inclusion
- Neighbourhood Character
- Flexibility
- Recognition of Value



10 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



10

## Patio Program Approach



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## Next Steps

- Invite final stakeholder input
- Complete bylaw and program
- Bylaw introduction and adoption in March 2023

12 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



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## Recommendation

That Council approve the proposed goals, principles, and core components described within the report to inform the development of a new Patio Bylaw and associated program.

13 COMMITTEE OF THE WHOLE – DECEMBER 8, 2022



CITY OF VICTORIA | Sustainable Planning & Community Development

# Victoria's Housing Future





# Housing Shapes our City

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

## Housing Influences How We Move...

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

## Housing Influences Climate Change...

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

## Housing Influences Environment and Public Space...

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

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

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

## Housing Influences Equity...

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

## HOUSING IS A HOME



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

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

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

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

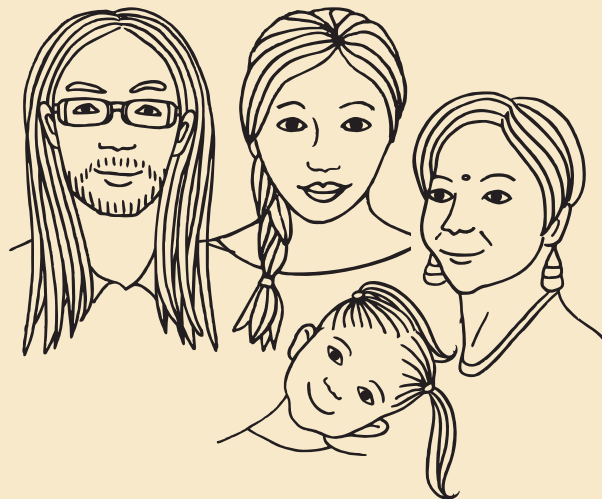
## What will this document tell me?

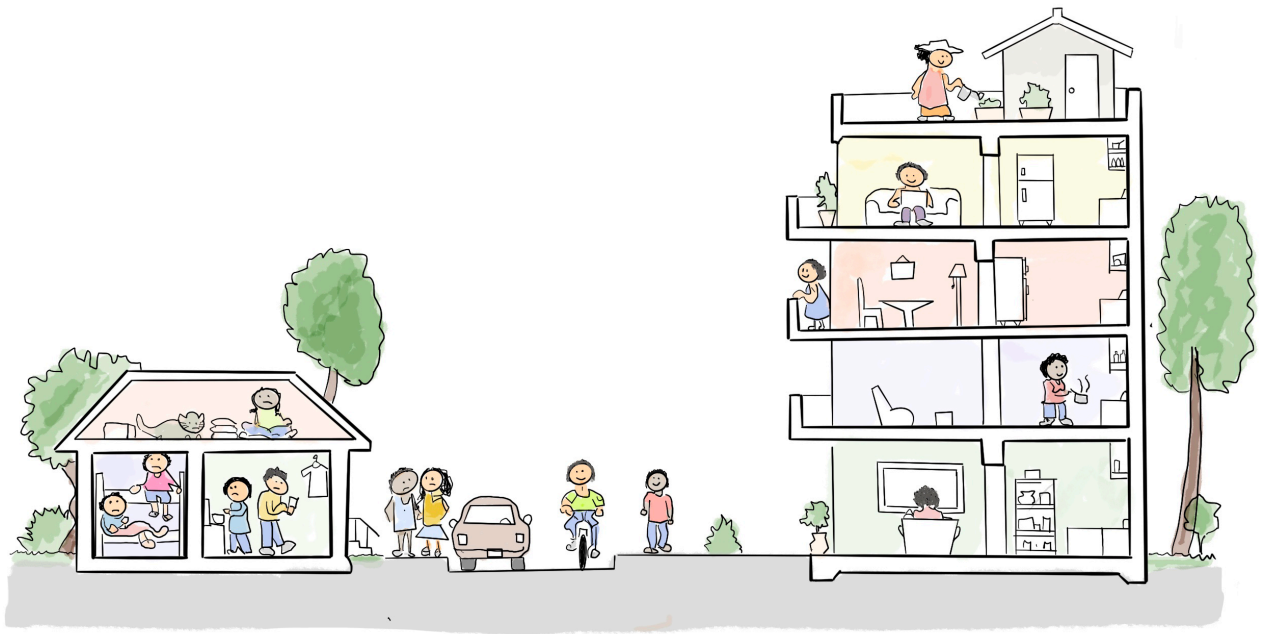
Planning for housing is a complex endeavour. The City of Victoria is undertaking local area planning and implementing several actions in the *Victoria Housing Strategy*, including the *Missing Middle Housing Initiative*, to help meet current and future housing needs.

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

## Meet Your Neighbour

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





## Planning for Housing in the Time of a Pandemic

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

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

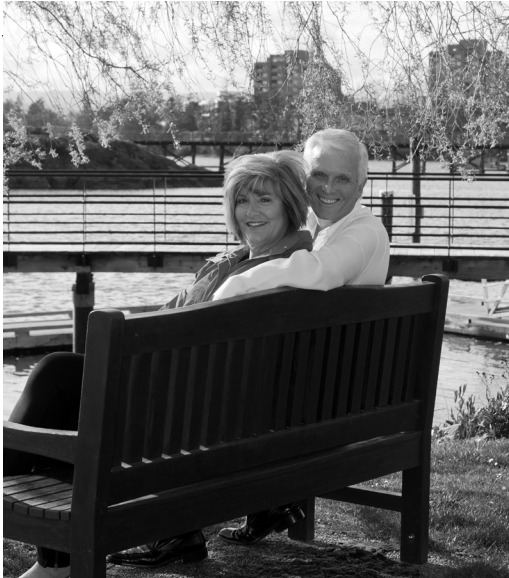
Achieving the right supply of housing where it is needed most can also increase the city's resiliency to future disruptions. There is evidence that housing conditions, especially overcrowding (distinct from built density), may have exacerbated the pandemic in many cities that suffer from unequal socio-economic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



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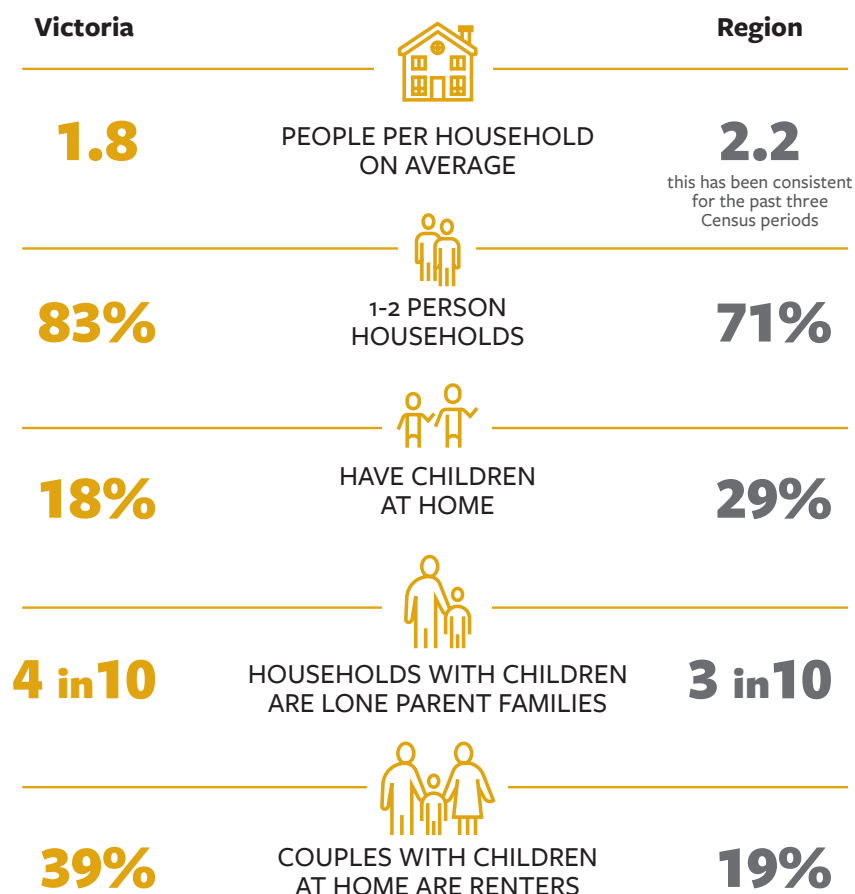
# Who Lives in Victoria Today?

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

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

## Household Statistics

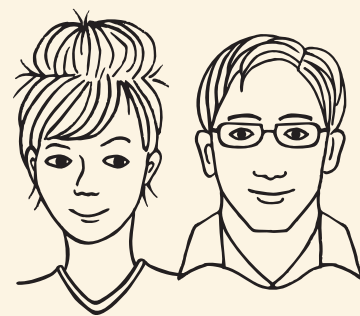
The size and make-up of Victoria households are quite different than the rest of the region today, illustrating differing housing needs. **Notably, roughly 60% of Victoria households rent (compared to 34% regionally).**



*all based on 2016 Census*

# Meet April & Diego

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



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

## ANNUAL GROSS INCOME

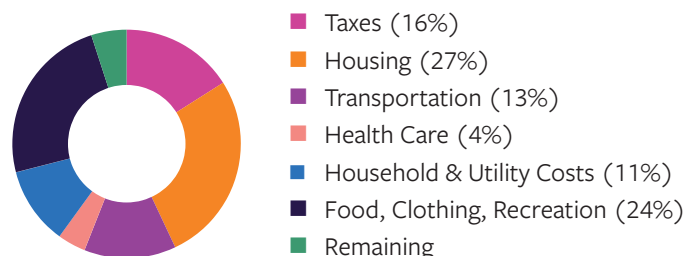
**\$93,400**

**Victoria Median \$81,224**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### RENT A NEW APARTMENT

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



#### OWNS ONE CAR AND WALKS

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



#### ABOVE MODERATE INCOME

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



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

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

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

## Income Statistics







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

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

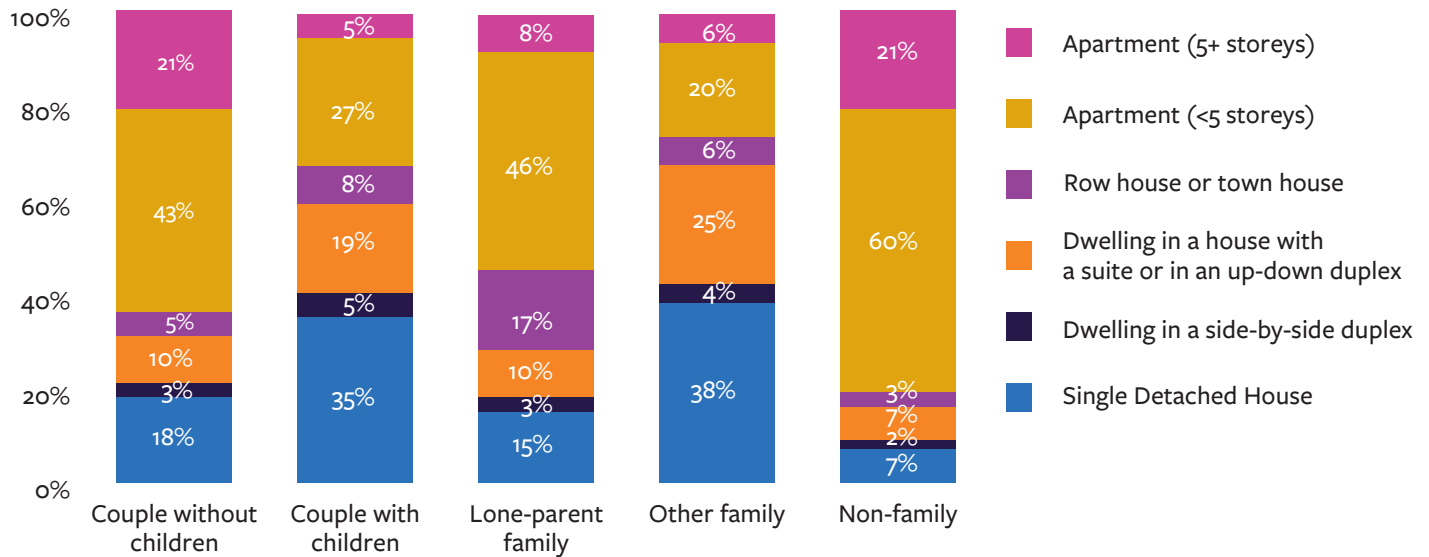
- \$52,990 was the median income of Victorians (\$16,652 lower than the regional median of \$69,642).
- The median renter household makes just over half of that of the median owner household.
- 3,576 households, or 12.9% of renter households, reported that they live in subsidized housing or receive a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

*all based on 2016 Census*

## Housing Type Statistics

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





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

# Meet Jaime & Maureen

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

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



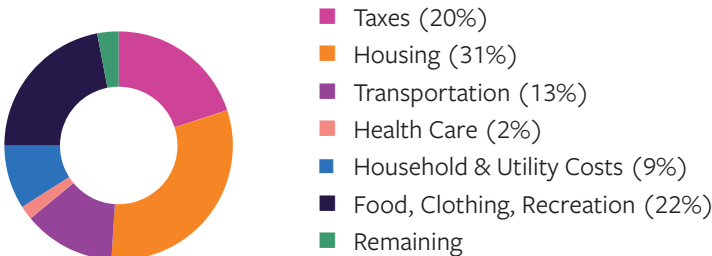
## ANNUAL GROSS INCOME



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

## MONTHLY INCOME & AVERAGE EXPENSES

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



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### OWNS A TOWNHOUSE

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



#### OWNS ONE CAR AND USES TRANSIT

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



#### ABOVE MODERATE INCOME

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



#### JOURNEYMAN CARPENTER AND COLLECTIONS LIBRARIAN

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

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



# Catching Up Housing Needs Today

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

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

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



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



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



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



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



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

based on 2016 figures unless  
otherwise noted



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

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

Five-year targets for housing development by income bracket are set in the *Victoria Housing Strategy* and include targets for family-sized units.



# Meet Mariel

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

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



## ANNUAL GROSS INCOME

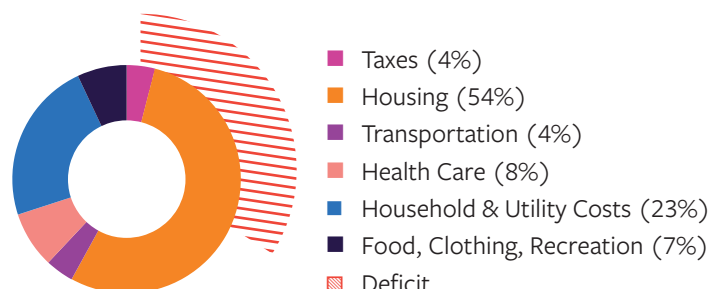
**\$19,250**

**Victoria Median \$35,299**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PERSON

48% of Victoria households are single persons



#### RENTS AN OLDER APARTMENT

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



#### USES PUBLIC TRANSIT

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



#### VERY LOW INCOME

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



#### PART-TIME HOUSEKEEPER

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

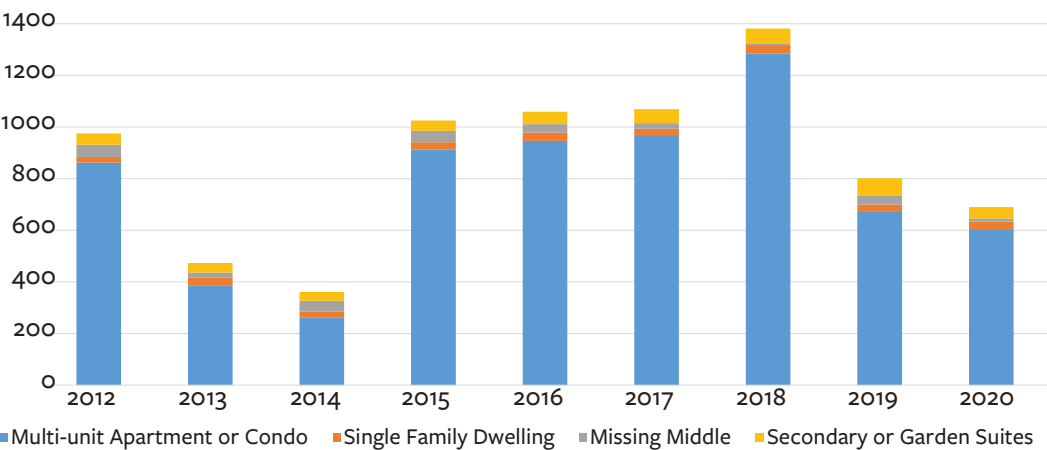
Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.



# Housing Trends in Victoria

## Development Trends: Housing Type

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



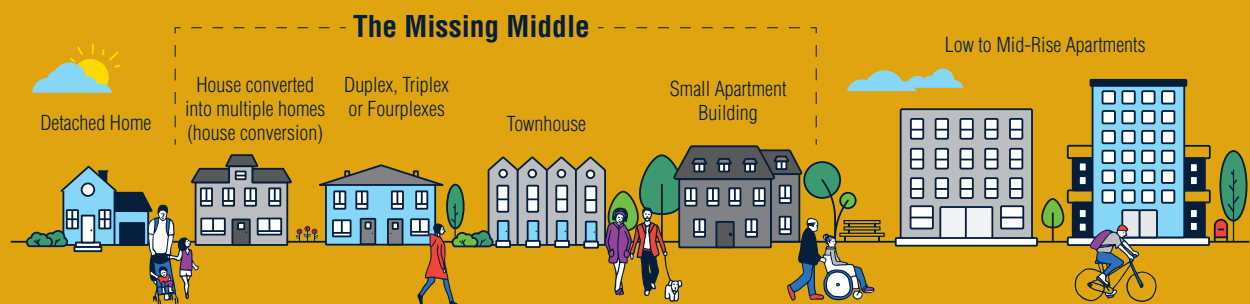
for this graph, “Missing Middle” is being defined as townhouse, four-plex, triplex or duplex dwellings.

## WHAT IS MISSING MIDDLE HOUSING?

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

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

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





## Development Trends: Housing Tenure

### Rental Housing

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

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

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

### New Housing Units by Tenure, City of Victoria



# Meet Angela

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



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

## ANNUAL GROSS INCOME

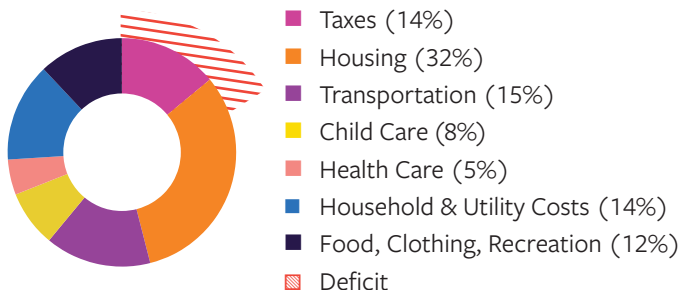
**\$47,200**

**Victoria Median \$47,781**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PARENT WITH ONE CHILD

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



#### RENTS A SECONDARY SUITE

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



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

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



#### MEDIAN INCOME

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



#### ADMINISTRATIVE ASSISTANT

11% of Victorians are in the Public Administration Industry

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

## SECURED RENTAL HOUSING

Rental housing is typically viewed in two categories:

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

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



## Housing Ownership

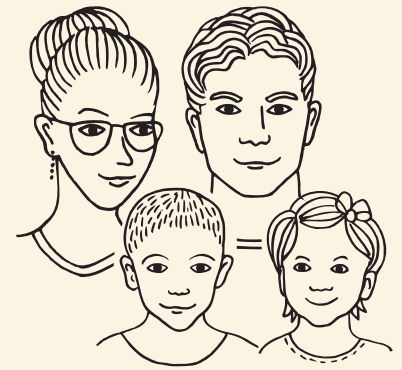
The price to own a home in Victoria has increased dramatically since 2004. It took 10 years (2005-2015) for the benchmark price of home to increase by 50%, and then only 5 years (2015-2020) for another 50% increase in price. The increase in price of single detached homes (growing by 111%) has outpaced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

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

# Meet Sara & Ravi

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

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



## ANNUAL GROSS INCOME

**\$115,000**

**Victoria Median \$103,303**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



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

## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### FAMILY OF FOUR

18% of Victoria households are couples with kids



#### RENT AN OLDER APARTMENT

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



#### OWN TWO CARS

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



#### ABOVE MODERATE INCOME

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



#### RETAIL SUPERVISOR AND COLLEGE INSTRUCTOR

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

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



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

### MONTHLY SHELTER AFFORDABILITY GAP\*\*\*

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

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

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

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

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

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

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

## SNAPSHOT: DIVERSITY OF HOME PRICES (2019)

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

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

# Meet Olivia

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

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



## ANNUAL GROSS INCOME

**\$87,900**

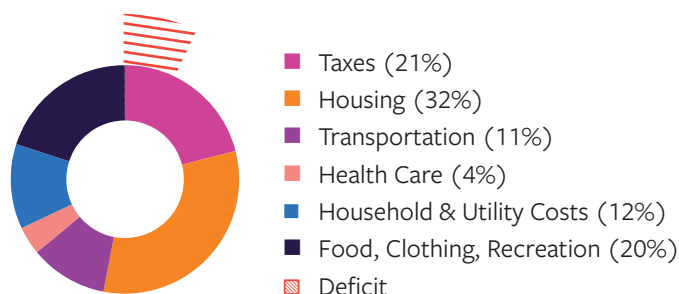
**\$35,299**

**Victoria Median**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PERSON

48% of Victoria households are single persons



#### OWNS A CONDO

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



#### OWNS A CAR

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



#### ABOVE MODERATE INCOME

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



#### REGISTERED NURSE

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

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

# Keeping Up Victoria's Future Housing Needs

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

## Using Projections to Plan for Future Housing

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

### UNDERSTANDING POPULATION GROWTH AND CHANGE

#### Why do we estimate population growth?

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

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

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

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

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

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

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

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

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

### Future Households by Age Group

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

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

# Meet Akira

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

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



## ANNUAL GROSS INCOME

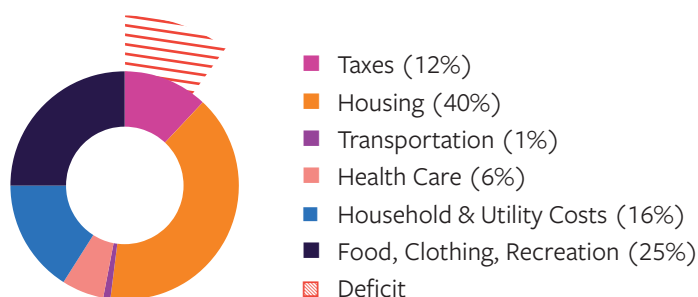
**\$31,200**

**Victoria Median \$35,299**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PERSON

48% of Victoria households are single persons



#### RENT AN OLDER APARTMENT

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



#### WALKS MOST PLACES

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



#### LOW INCOME

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



#### RESTAURANT SERVER

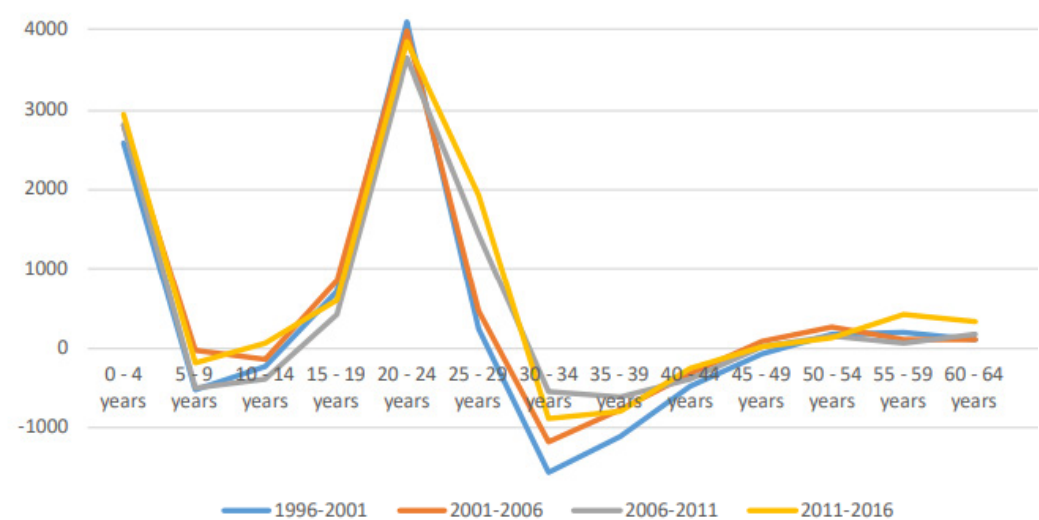
12% of Victorians are in the Accommodation and Food Services Industry

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

Future Household Composition

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

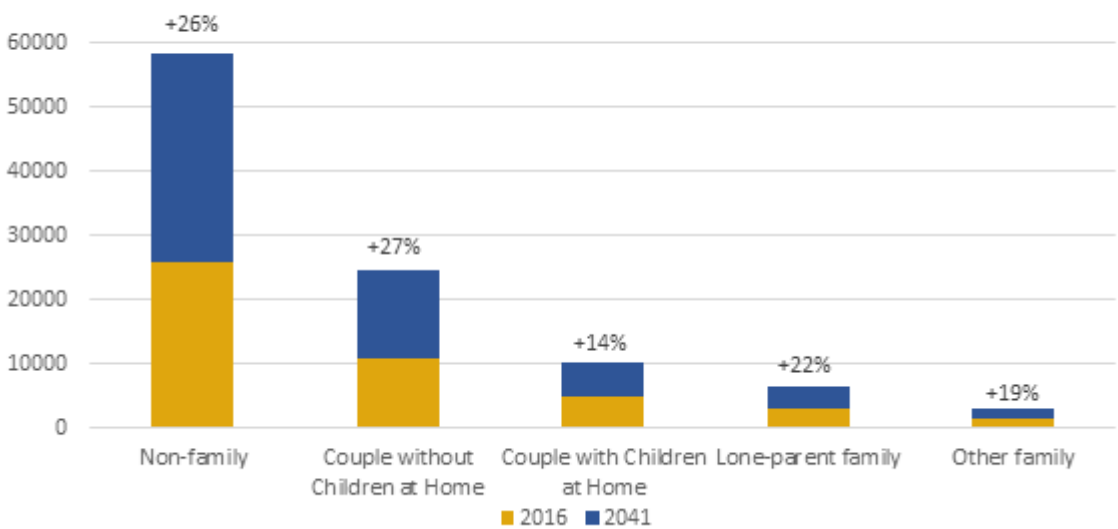
Changes in City of Victoria population by age group



Residents tend to leave Victoria in their family forming years

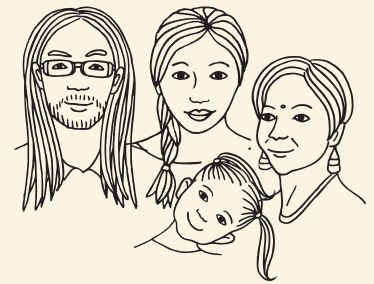
Growth in the share of senior-led households could also lead to changes in household composition. Seniors tend to be more likely to live alone or only with a partner, and so, if trends continue, much of the household growth will be singles, or couples living without children.

Projected Change in Household Composition (2016-2041)



# Meet Alex & Sofia

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



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

## ANNUAL GROSS INCOME

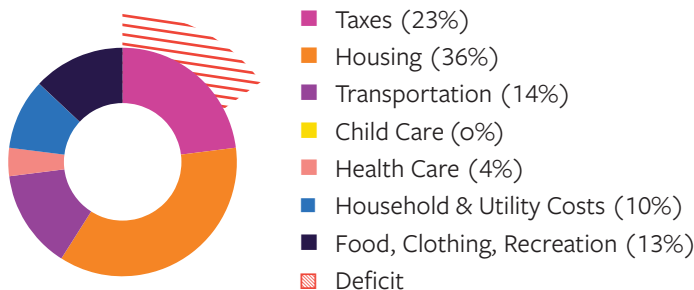
**\$84,600**

**Victoria Median \$103,303**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### MULTI-GENERATIONAL FAMILY

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



#### OWNS A DUPLEX

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



#### OWNS ONE CAR AND WALKS

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



#### MODERATE INCOME

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



#### FIREFIGHTER AND HOMEMAKER

11% of Victorians are in the Public Administration Industry

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



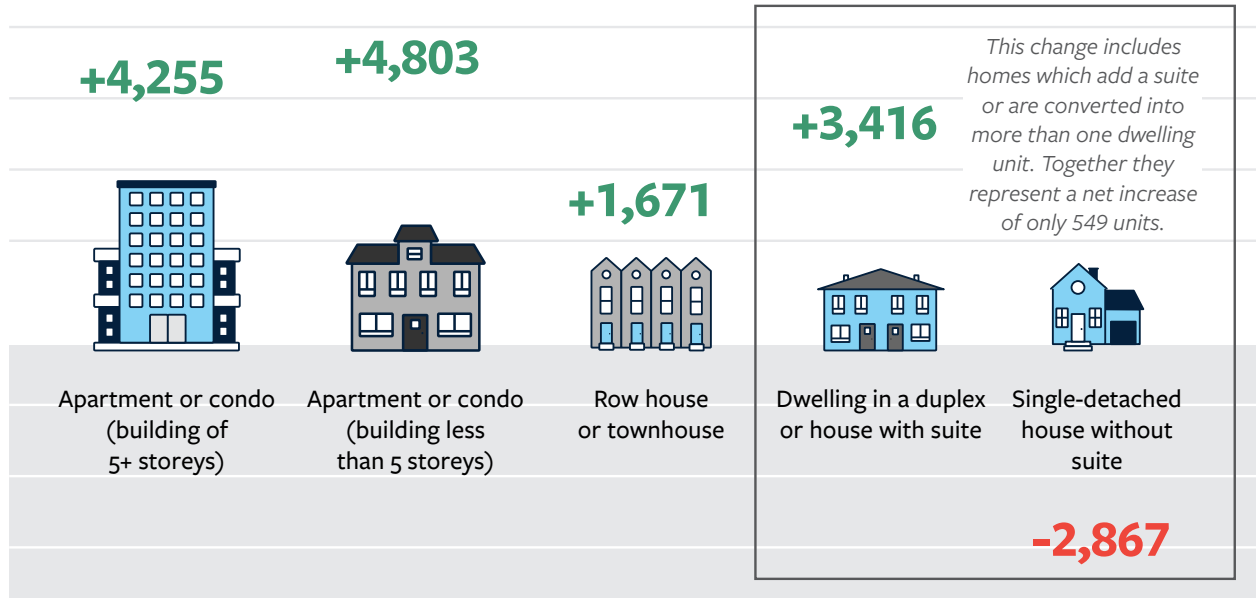
## Demographic Trends Reflect Housing Forms

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

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

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

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



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

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

# Meet Charlie & Taylor

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



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

## ANNUAL GROSS INCOME

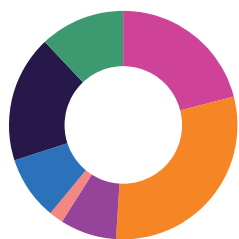
**\$156,800**

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

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



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

## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### OWNS A HOUSE WITH A SUITE

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



#### CYCLE TO WORK BUT OWN A CAR

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



#### ABOVE MODERATE INCOME

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



#### PHYSIOTHERAPIST AND COMPUTER PROGRAMMER

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

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

## Planning for a Different Path

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

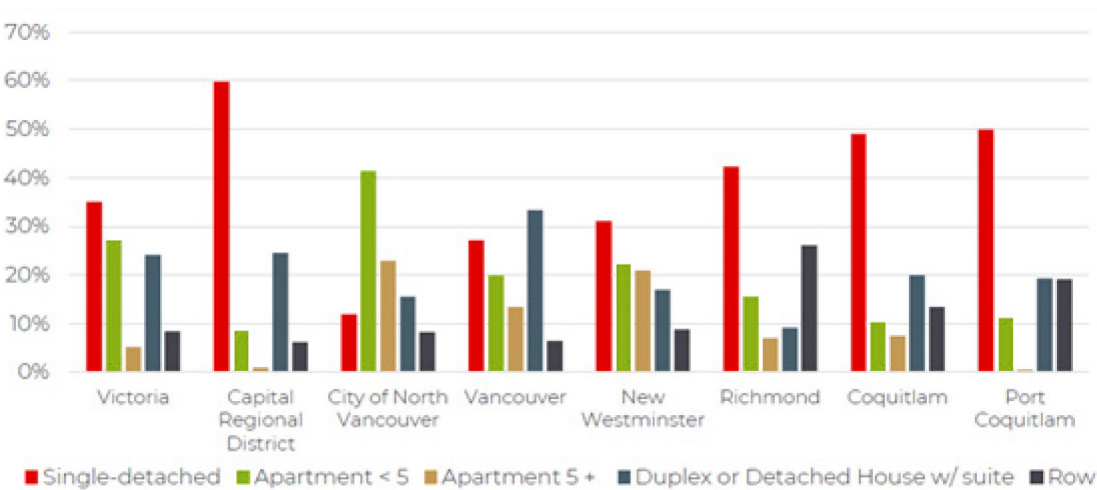
### Family Housing Comparisons

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

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

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

### Dwelling Types for Households with Children



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

## Aligning with Shifting Mobility Preferences

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

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

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

## Choosing the Right Supply

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

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

# What is the City doing?

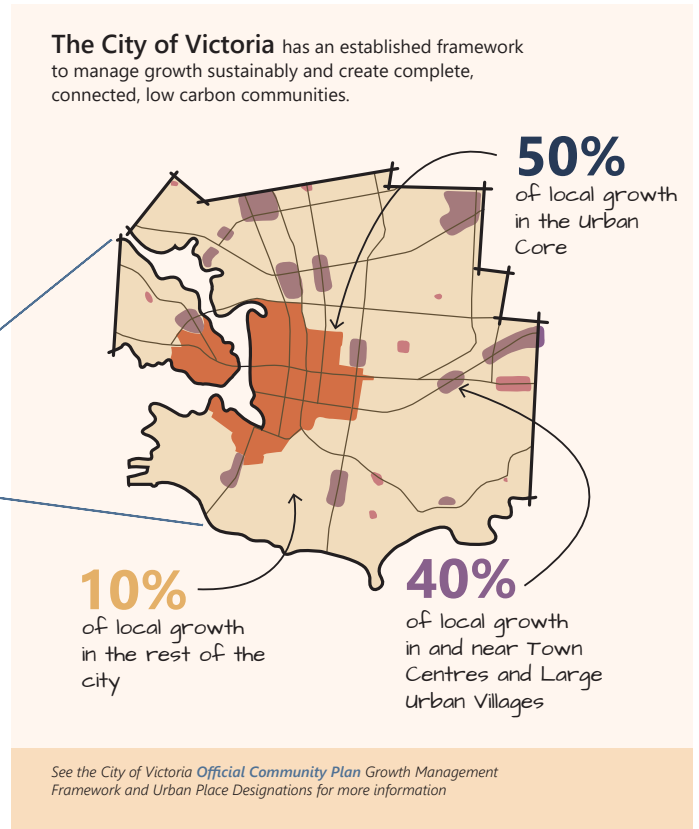
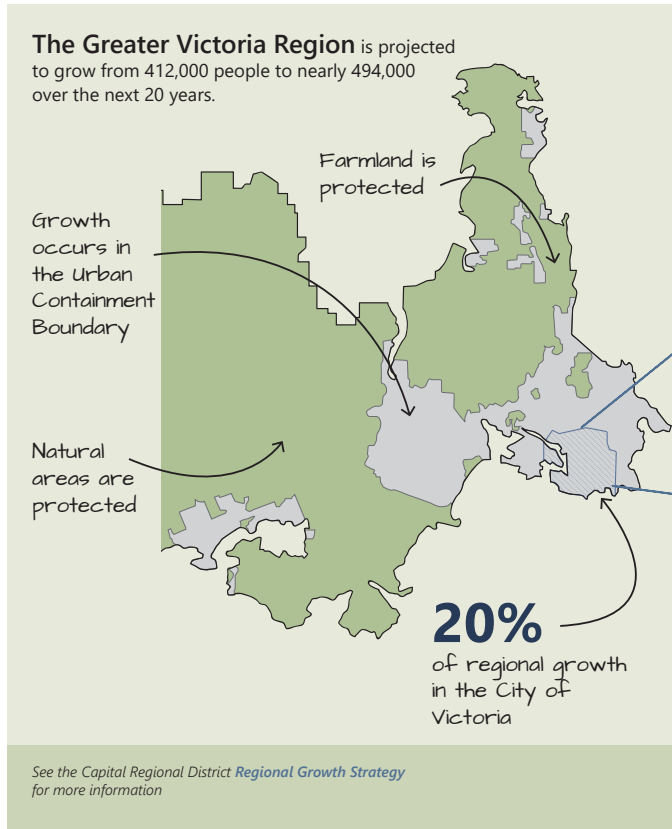
The City of Victoria has a set of shared values identified within policy documents to guide decisions related to future growth and housing.



## Growth Management

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





### Regional Growth Management

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

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

### Capacity: Making Room in the Growth Framework

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

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

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

Current designations fall short of meeting needs by between 15 and 30%, including the unmet needs that exist today (latent demand) and anticipated demand out to 2040. This capacity allows for about 550 new homes per year to be built on average, which falls short of the anticipated growth rate of about 1%, and far short of meeting the city's latent demand.





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

### **Capacity for new condos and apartments falls short of future need by approximately 25%.**

The shortage does not account for latent demand which is a significant part of the need today, particularly in multi-family forms. The shortage also does not account for future changes in housing type preference (if, for example, more family-friendly units are developed, the demand for this housing for could rise, and more room for these types of units would be needed.)

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

### **Capacity for new houses, suites, duplexes, townhomes, and other ground-oriented homes could meet the expected need.**

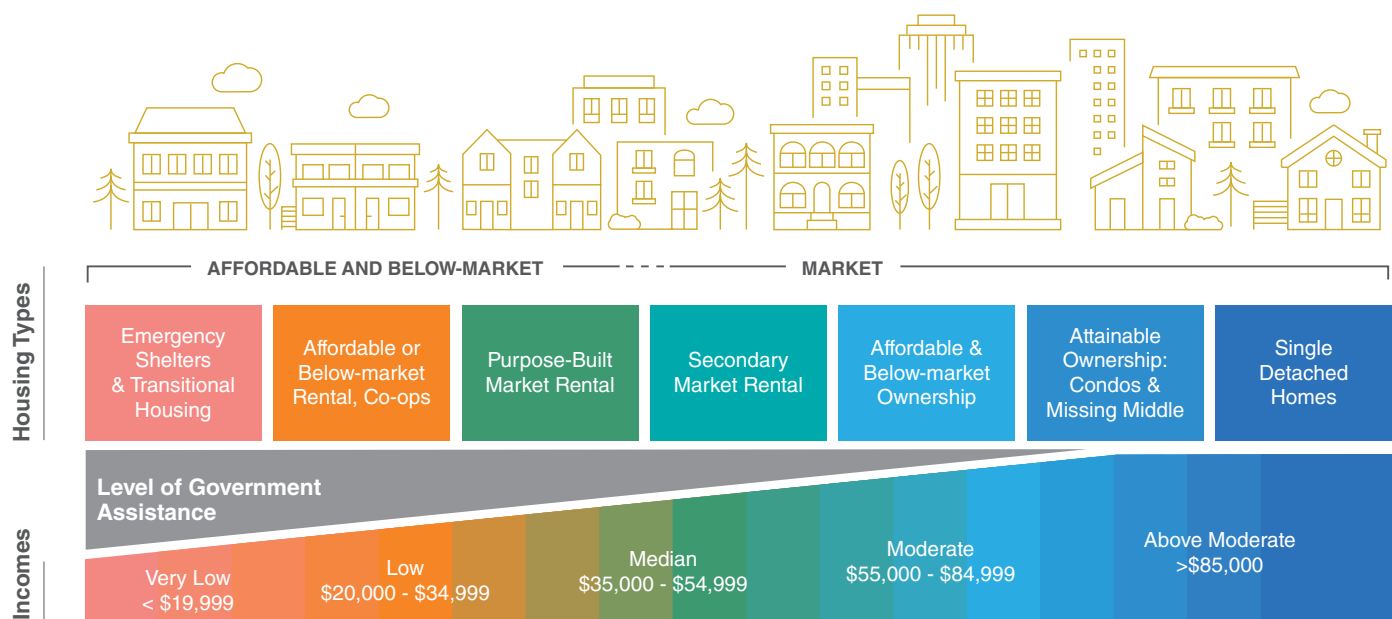
Preliminary results from the capacity assessment estimate that the current OCP could support the anticipated future needs for ground-oriented homes, if realized to its full potential. However, some missing middle forms continue to be less common and are increasingly important to the growing population. This estimate also does not account for latent demand, part of which is likely due to a lack of suitable family-friendly housing and homes with more bedrooms (both of which missing middle forms can provide). The Missing Middle Housing Initiative is underway to address this need.

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

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

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

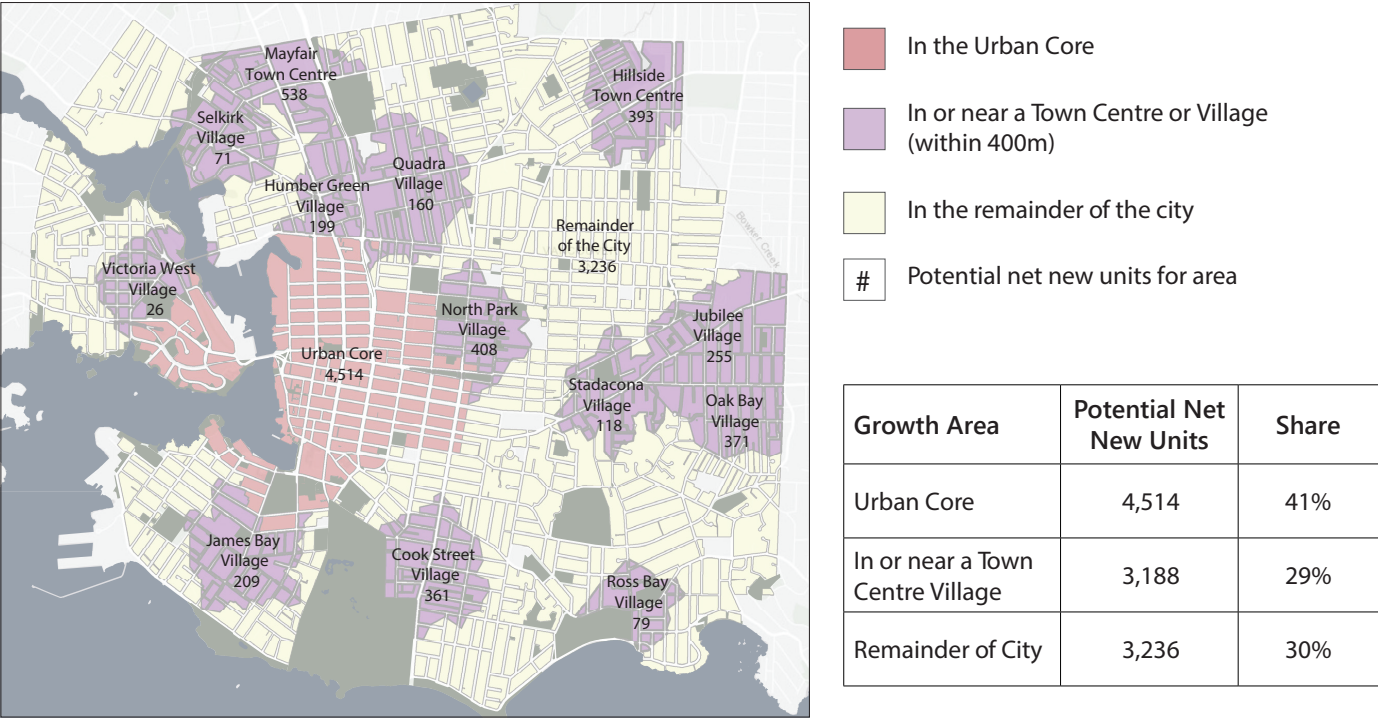
There is significant unmet need for affordable housing: 1 in 5 Victorians, and almost 30% of renters, are in Core Housing Need as defined by the Canada Mortgage and Housing Corporation. Making room for a diversity of housing forms, particularly forms that enable market rental and non-market housing,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



**THE 15-MINUTE NEIGHBOURHOOD**

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

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



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

- About 41% of net new dwelling units would potentially occur in the Urban Core. This falls short of the OCP target for 50% of growth in the Urban Core. However, between 2012 and 2019 the Urban Core saw a cumulative total of 60% of the city’s growth, so on balance this potential is not far from the targets.
- Only about 29% would occur within a 5-minute walk of town centres and villages. This falls well short of the OCP target of 40%, especially when considering that between 2012 and 2019 these areas saw a cumulative total of just 21% of the city’s growth.
- The remaining 30% would be distributed throughout the city (including in locations that have less access to services, amenities, and sustainable transportation options).

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

### Working together for the right supply

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

### Local Area Planning

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

### Missing Middle

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

### Affordability and Diversity

The City recognizes that making room for new housing is important for the next 10-20 years and beyond, but these do not address the wide-ranging and diverse housing needs in Victoria today and the near future. The Victoria Housing Strategy has a wide variety of initiatives underway to advance housing affordability and diversity, including a family-friendly housing initiative.

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

# Meet John & Harold

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

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



## ANNUAL GROSS INCOME

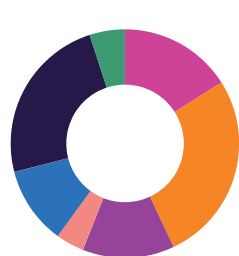
**\$65,000**

**Victoria Median \$81,224**

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

## MONTHLY INCOME & AVERAGE EXPENSES

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



- Taxes (19%)
- Housing (9%)
- Transportation (26%)
- Health Care (5%)
- Household & Utility Costs (12%)
- Food, Clothing, Recreation (29%)
- Remaining

## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### OWN A SINGLE-FAMILY HOME

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



#### OWN TWO CARS

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



#### MODERATE INCOME

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



#### RETIRED

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

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

## Guiding Policy Documents



**Victoria's Official Community Plan** (2012) provides objectives and policies to guide decisions related to land management and infrastructure for a more sustainable community by 2041. The OCP includes an Adaptive Management Framework, including regular reviews and updates, which enables it to respond to emerging trends. Local area planning (like for Villages and Corridors) is one tool the City uses to keep the OCP up-to-date.

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

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

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

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





# Some Frequently Asked Questions

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

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

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

Beyond the limits of our ability to control growth and our regional commitments to sustainability, the type of housing and economy we choose to enable and support can influence growth. However, limiting housing in an attempt to limit population change can have negative impacts and result in a less equitable, less affordable city.

Often people move to an area in search of economic opportunities, to be near family, or for other reasons, even if there is not suitable housing (this is reflected in many of the latent demand indicators). People growing up in the region also need housing. A limited supply of housing with ongoing demand can drive prices upward and result in overcrowded or unsuitable living situations for low and moderate income households. Rising prices can result in loss of families and moderate-income workers to other communities, longer and less sustainable commutes, a lack of choices for local residents and more pressure to convert farmlands and forest to housing.



### *What About Gentrification?*

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

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

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

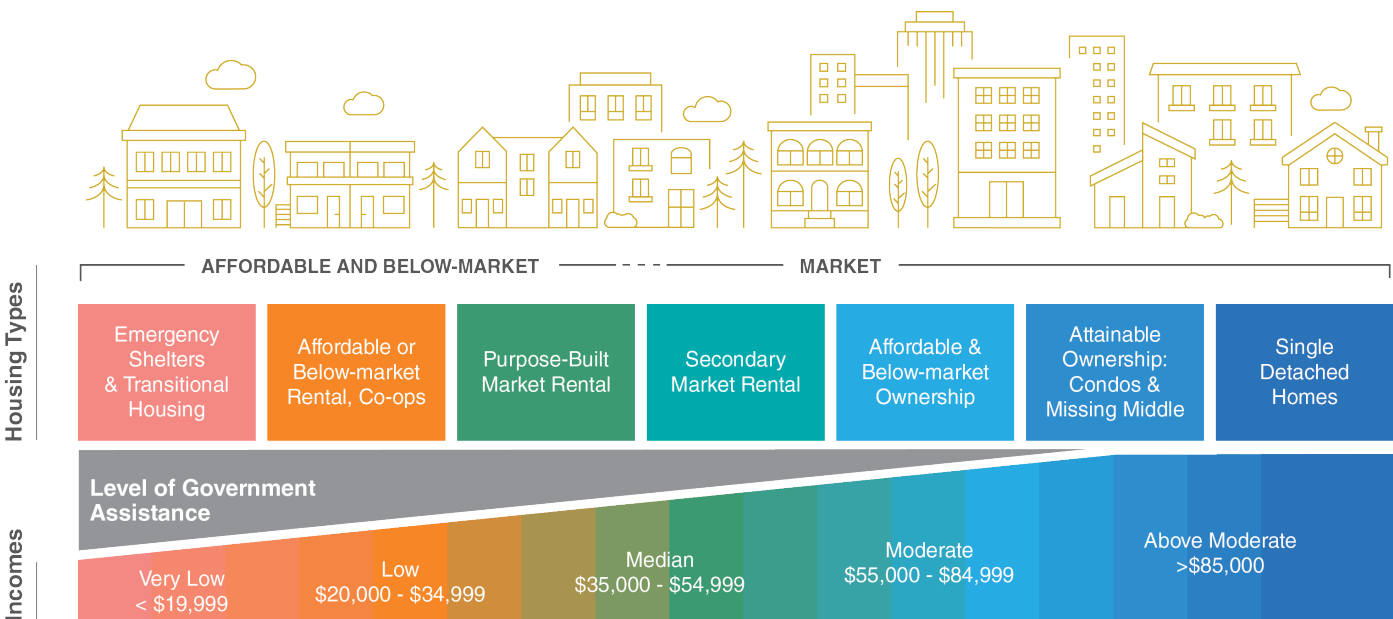
It is crucial to retain the affordable rental buildings in the neighbourhood for the health of the housing market and to avoid displacement of vulnerable residents. However, if we only ever allow single family homes to be developed elsewhere in the neighbourhood, then only the wealthiest residents will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

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

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

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

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



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

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

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

Planning and housing initiatives strive to accommodate new housing in a manner that does not negatively impact affordability. Village and corridor planning, for example, seeks to: preserve existing rental housing stock, particularly larger, purpose-built buildings; make new rental and ownership housing opportunities available; and limit land speculation.

The City's Inclusionary Housing and Community Amenity Policy encourages new affordable housing through rental or homeownership units in large strata developments that are seeking additional density. The policy also seeks cash contributions to the Victoria Housing Reserve Fund from small and moderately sized projects seeking additional density. To preserve and enhance the liveability of neighbourhoods, a portion of cash contributions are also targeted for local amenity reserve funds for community use. This policy is just one of several tools to address housing affordability under the City's Housing Strategy.

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

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

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

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

Suites, conversions of houses to multiple suites, and development of houseplexes are important parts of the city's housing stock. Rental units with two or more bedrooms are especially important to adding housing diversity. However, there are several reasons this type of housing alone will not meet future needs.

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



# Appendix 1

## About the Profiles

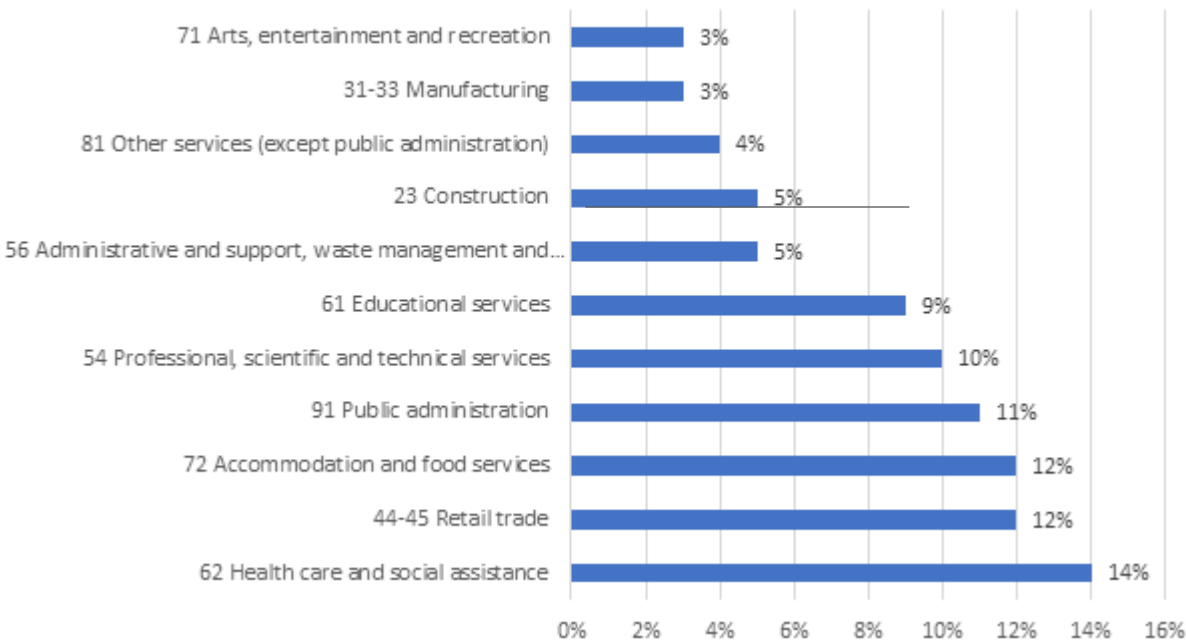
Profiles were created based on a series of indicators, using citywide medians and averages to represent a cross-section of Victorian households. The profiles are fictitious, and any resemblance to actual people is pure coincidence.

Major data providers for the profiles include:

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

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

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



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

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

Figure 2: Tenure by Structure Type in Victoria, 2016

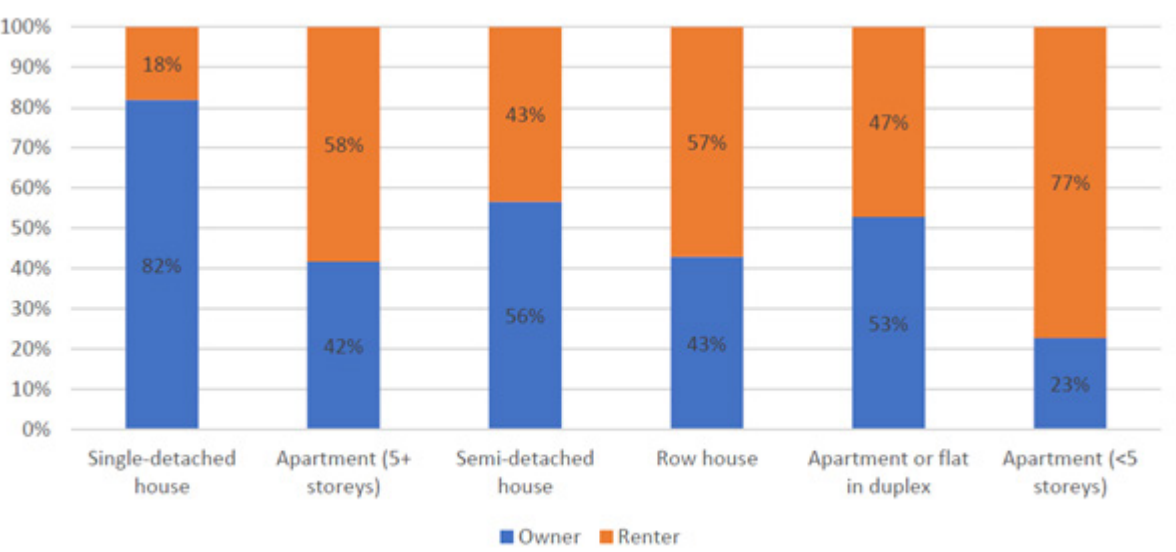
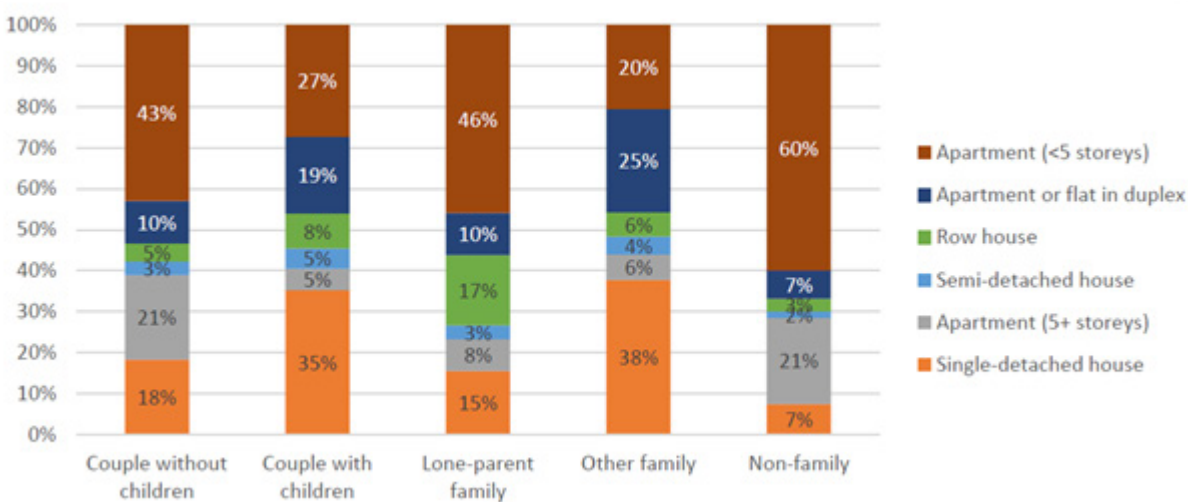


Figure 3: Households by Structure Type and Family Type in Victoria, 2016



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

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

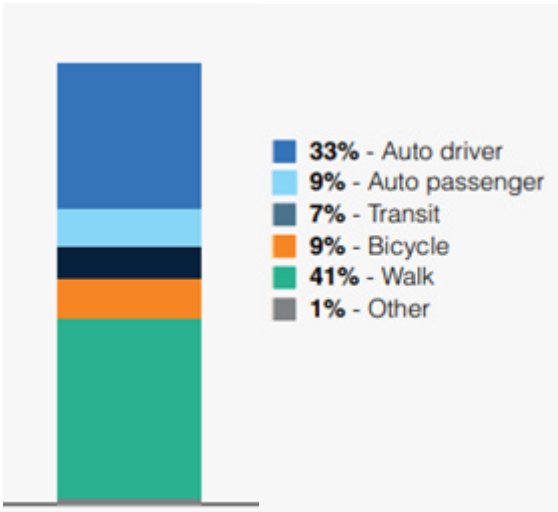
**Figure 4: Households by Vehicle Availability**

(CRD Origin Destination Household Travel Survey, Malatest 2017)

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

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

(CRD Origin Destination Household Travel Survey, Malatest 2017)





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

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

**Childcare** costs are based on a 2019 sampling of local daycares from the Child Care Resources and Referral Centre. Child and Family Benefits are for 2019 year based on income and family type and assume no disabled dependents, no shared custody, and no UCCB or RDSP income for the household.

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





# The Victoria Housing Strategy 2016 – 2025

Phase Two: 2019 – 2022



Publishing Information

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## TERRITORIAL ACKNOWLEDGEMENT

The City of Victoria acknowledges that we are located on the homelands of the Songhees and Esquimalt People. As a City, we now have a responsibility for the stewardship of this land, and we commit to working collaboratively as partners with all Indigenous peoples who call this land home today.



## Message from the Mayor

Victoria is becoming a global city. Over the past few years as our tech and financial services sectors continue to innovate, as construction booms, as our marine industries expand, as tourism flourishes, and as public sector jobs increase, Victoria's population has grown. In fact, between the 2011 and 2016 censuses our population grew much more quickly than the housing stock needed to accommodate all these new arrivals. By 2016 we were about 900 units short of the housing needed for our growing population.

This housing shortage has resulted in low vacancy rates and rents that are putting some of our residents in really stressful situations. Renters who may need to move because of a change in life circumstance or a renovation to their building are finding it very difficult in a market with a rental vacancy rate that has hovered somewhere between 0.5% and 1.1%. For families who need larger units, this vacancy rate is even tighter; it's next to impossible to find a three-bedroom unit. Living with this kind of stress puts unnecessary pressure on people, some of whom are already vulnerable. This is not a special interest issue – sixty-one percent of Victoria's population are renters.

The housing shortage is also putting a strain on our economy. With one of the lowest unemployment rates in Canada at this time, all sectors report having trouble finding enough workers. One of the main barriers reported by employers is a lack of housing.

The good news is that at the time Council approved this Housing Strategy – and likely for the first time since the 1970s – we have more rental housing being built in the city than condos. In 2018 we had over 400 rental units completed, compared to around 200 condos. In addition, there are also over 400 units of affordable housing in the development process, including units that rent for \$375 per month.

But this is not enough, which is why the Victoria Housing Strategy takes a comprehensive approach to increasing the supply of rental housing at rents that people who work in Victoria can afford to pay. This strategy puts forward some bold new ideas which we hope the community will embrace, like tiny homes in backyards and intergenerational living opportunities. It also proposes to get some people out of the rental market and into more affordable home ownership opportunities, taking pressure off the rental market. This will mean more townhouses, fourplexes and sixplexes in Victoria's neighbourhoods. These will look like single family homes and fit the character of neighbourhoods, but they'll house more people.

It's going to take all of us – Council, staff, homebuilders, residents, and neighbourhood associations – to make this strategy come to life. I know we can do it. Because I know Victorians believe in human rights, including a right to housing. And because safe, secure, affordable housing for people – wherever they are in their life's journey – will help to make Victoria an inclusive, diverse and resilient community.

A handwritten signature in black ink, reading "Lisa Helps".

Lisa Helps  
Victoria Mayor

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# Part One: Introduction

## Part One: Introduction

Safe, affordable, and appropriate housing at its core means housing that accommodates our needs at a cost we can afford.

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

No matter what our specific needs, housing is a human right, and every Victorian deserves a safe and affordable place to live.

The Victoria Housing Strategy 2016–2025 is our guiding document for getting there. Phase One of the Strategy (2016–2018) identified core actions for improving housing affordability in Victoria, and represented the City's first formalized response to its housing crisis. Phase Two (2019–2022) acts on learnings from the implementation of Phase One by outlining refinements to existing policies to maximize their effectiveness, and adding a range of new and bolder approaches to achieve our goal of housing affordability and choice for all.

### Purpose

The purpose of this strategy is to define the City's role in the provision of affordable housing; to assess and forecast Victoria's affordable housing needs now and in the future, and to establish targets and tools to meet those needs. The strategy aims to be action-oriented, with each phase focusing on concrete measures implemented over a three-year period. Annual monitoring and updates will guide continual improvement.

### Goals

The stated goal of Phase One of the Victoria Housing Strategy was to increase the supply and diversity of non-market and market housing across the housing spectrum and throughout Victoria that meets the current and future needs of low and moderate income households.

Phase Two: 2019–2022 expands upon this overarching goal by establishing five key themes, which provide strategic direction to this document:

- > Prioritize renters and renter households
- > Increase the supply of housing for low to moderate income households in Victoria
- > Increase housing choice for all Victorians
- > Optimize existing policies and processes
- > Try new and bold approaches



# Principles

The Victoria Housing Strategy's guiding principles are derived from City objectives outlined in the City's guiding documents, including the Official Community Plan.

## 1. Access and Inclusivity

Housing is a basic human need. Residents of Victoria are able to access safe, accessible, stable and affordable housing across the city and within neighbourhoods.

## 2. Choice

Housing options meet diverse needs that vary across ages, abilities, beliefs, ethnicity, indigenous background, health status, sexual orientation, gender, income level or household structure.

## 3. Well-being

Housing is important to achieving and maintaining individual, family and community, and a healthy housing continuum provides a benefit to all residents. Where housing is not available, the consequences are felt across the health, social services, education and justice systems.

## 4. Sustainability

There are vital linkages between how current and future residents live and work, and their impact on and use of the planet's resources.

## 5. Innovation

The housing sector is committed to innovation and creativity that exemplify leading practices in project design and architecture, community integration, and environmental sustainability.

## 6. Capacity Building

Empower residents and community organisations in supporting and implementing housing actions, through shared advocacy, mutual support and ongoing dissemination of information.

## 7. Partnerships

Positive housing outcomes are created through working collaboratively with the non-profit sector, the private sector, local organisations, communities and all levels of government

## 8. Accountability

Remain adaptive and responsive to emergent issues and needs. Housing actions are based on current and meaningful evidence, best practices and are tracked through measurable outcomes to ensure they are achieving their intended purposes.



## What's New?

### Changes to the Housing Landscape

There have been several significant changes to the housing landscape since the first iteration of the Victoria Housing Strategy was adopted by Council in 2016, which have impacted the City's approach to housing affordability. More information on each of these is included in Section Two: How We Got Here.

#### New Census Data

The 2016 Housing Strategy and its housing targets were informed on 2011 Census Data. Since the adoption of the first strategy, new census data has been released, revealing new information about housing need and growth in the region.

#### National Housing Strategy

In October 2015, a new federal government was elected, and in 2017 announced Canada's first ever National Housing Strategy, outlining a 10 year \$55BN plan to improve housing for all Canadians.

#### New Provincial Government

In May 2017, a new provincial government was elected and announced more than \$6BN in affordable housing over 10 years.

#### New Municipal Government

In October 2018, a new City Council was elected, leading to a new Strategic Plan, outlining 25 actions for housing affordability

#### Market Changes

Construction costs have increased, interest rates have gone up, and new senior government policies and regulations have led to a shifting housing market.

# Changes to the Strategy

This update includes several new inputs derived from new data, new information, and a comprehensive engagement process. More information on each of these are outlined in Section 3: Updating the Strategy.

## New Victoria Strategic Plan 2019–2022

With the election of a new Council in October 2018, Mayor and Council developed a new Strategic Plan, the City's overarching guiding document. Affordable Housing is a key Strategic Objective, and Council has identified 25 actions to achieve that objective, all of which are included in this update to the Victoria Housing Strategy.

## New Housing Targets

Phase Two of the Victoria Housing Strategy incorporates updated data to inform its housing targets and income ranges, including an updated census and market reporting. Phase Two also expands upon targets identified in the first phase of the Housing Strategy by including in its targets the gap in current housing need as well as projections for future growth.

### New Actions

A cornerstone of this update is its suite of new actions the City is outlining for consideration and exploration. In the first phase of the Strategy, actions were categorized under three broad strategic directions: Supply, Diversity, and Awareness. In this update, the categories have been expanded into five thematic areas:

- > Focus on Renters
- > Increase Supply
- > Housing Choice
- > Track and Improve
- > New Ideas

## A Bolder Approach

In the first phase of the Victoria Housing Strategy, actions focused on items more traditionally within a City's purview, leaving housing actions for the city's most vulnerable residents mainly to senior levels of government. In Phase Two, the City is stepping into new territory, exploring actions and ideas focusing on citizens of all income levels, including actions geared to alleviating homelessness. Even in instances where the City does not have the authority or dollars to support certain programs or ideas, guidance, position statements, and advocacy to senior levels of government are some examples of actions that can still be taken to contribute to ending housing inequality.

## More Engagement

The hallmarks of this updated strategy involve trying newer, bolder ideas, and improving processes already in place. For this, we needed to hear from residents and stakeholders: What's already working? What's not? Where do we go from here? Three engagement activities were held in the lead up to this update:

- > The Victoria Housing Summit (March 2019)
- > Public Open Houses (April 2019)
- > Housing Surveys (April–May 2019)





## Part Two: How We Got Here

## Part Two: How we got here

With its natural beauty, harbour location, and the mildest climate in Canada, Victoria has always been a desirable place to call home. For several years now, it has also become an increasingly difficult place to call home, with the cost of housing far outpacing local incomes. In fact, when comparing home values to incomes, Victoria ranks as one of the least affordable places to live in Canada.

The wage and housing affordability gap has grown so large that not only do low income Victorians struggle with finding affordable housing, even moderate income earners are facing challenges.

Despite some recent improvements in vacancy rates due to an influx of new purpose-built rental market housing in the City, supply is still not meeting demand. A healthy vacancy rate is said to be 3%–7%; but while rates have been improving over recent years – 0.5% in 2016, 0.8% in 2017, and 1.1% in 2018, they still fall well short of the optimal range.

**More housing supply is needed to ease the crunch**, and this is where a City can make a big impact. But it needs to be the right kind of supply.

At this moment in Victoria, we don't need more housing that is out of reach of the average income earner. Seeing the development of this kind of housing more often than housing people can afford is frustrating for some Victorians, and devastating for others in desperate situations, who are forced to move into substandard or overpriced housing because there's just nothing else available. Victorians need affordable, accessible, attainable housing that people in all ages and stages can afford.

We need more bachelor units downtown for our booming tech sector workers, and we also need more two and three bedroom units close to schools and parks for families earning moderate or lower incomes.

We need more accessible housing for seniors and people with different abilities to help make our community inclusive.

We need ways to bridge the wide gap between rental and ownership so more people can have the security of owning their own homes.

And we need to take care of the supply we already have by making sure it's safe and secure, and that tenants are protected from hazardous living situations or precarious housing.

**Demand is also a part of the equation.**

While supply is critical to easing the housing shortage, governments are learning that the old mantra of supply and demand doesn't always apply to housing. Housing today is not just a place to live but also a marketable commodity, and this can have devastating consequences for residents who live and work in Victoria, who can get priced out of the homes they need due to an endless supply of demand by people who have more money to offer. Demand issues like speculation and land hoarding are often seen as "big city problems", but Victoria is not immune to these pressures, especially when these problems create a 'spillover' effect from larger municipalities on the Lower Mainland.

To curb this kind of demand, for the first time ever in our province the provincial government has introduced measures to cool the overheated demand on residential accommodation, including introducing a speculation tax, increasing and expanding the foreign buyer's tax to the Capital Regional District, and tightening up legislation and transparency on property ownership. As a city, while Victoria's role in tackling the demand side of the equation is limited compared to our role in the supply, what we can do in the short time is a better job of monitoring, tracking, and identifying out-of-proportion demand so we can better understand the scope of the problem and make informed decisions about where our efforts would best be focused.





## The Victoria Housing Strategy 2016 – 2025

The first iteration of the Victoria Housing Strategy was adopted by Victoria City Council in June 2016 and was built upon the recommendations of the Mayor's Housing Affordability Task Force, which was mandated to find solutions to increase the supply of new units of low-cost housing. The Housing Strategy focused on three strategic directions: to increase supply, encourage diversity, and build awareness and partnerships.

The Victoria Housing Strategy was developed at a critical time in Victoria's housing history. Housing prices were climbing towards an all-time high, and rents escalating to match. Low interest rates coupled with strong and steady demand led to a significant increase in residential development in the region, but that same demand also led to housing being priced at rates that far exceeded most local incomes, which had been stagnant for several years. Senior levels of government had stepped back from funding new affordable housing compared to previous years, and loopholes and inefficiencies in the Residential Tenancy Act meant more and more tenants were facing severe housing insecurity.

The Victoria Housing Strategy sought to increase the supply of low-income housing, encourage a diversity of housing options, and create awareness about housing issues and options. The Strategy outlined a suite of options to achieve these goals that consisted largely of changes and improvements to existing regulations, policies and programs to remove impediments to development. These included making zoning changes to encourage affordable housing projects; streamlining the development application process; consider new policies and incentives to encourage supply and diversity, explore tools to identify and protect existing rental stock.

By 2018, the bulk of the Victoria Housing Strategy action items were completed, along with other key housing actions outside the strategy, including the creation of Short Term Rental regulations geared to improve access to long-term rental housing. Some items were more complex, and are now carried over from the strategy for continued refinement.

However, there is more work to do. Securing affordable and appropriate housing is still one of the biggest challenges facing a substantial number of Victorians. And for Victorians who are fortunate to already have housing security, finding ways to make room for others in a way that is sensitive to the needs of existing residents is also of paramount importance.

The actions in the first iteration of the Victoria Housing Strategy were an important first step. Several major barriers to improving the housing crisis were knocked down, and new ideas were explored. But it is time now for bolder action. It is time to update and expand policies and regulations that aren't meeting our needs; to add support where it's been missing, and to try new and innovative ideas that haven't been done before in our City.

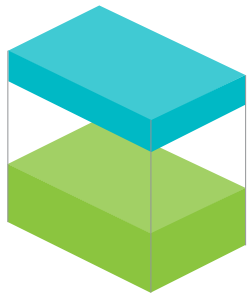
## What We've Achieved

The Victoria Housing Strategy 2016 – 2025: 2016 – 2018 Actions			
	Action	Supporting Action	Status
Strategic Direction 1: Increase Supply	Zoning Changes	Reduce parking requirements/ innovations	Completed
		Minimum unit sizes	Completed
		Garden suites	Completed
		Secondary suites	Completed
		Zoning updates for new housing forms following local area planning (LAP)	Ongoing
	New policies/ initiatives: supply	Housing Reserve Fund update	Completed
		Motel conversion policy update as part of LAP	Completed (Burnside)
		City property as opportunities for affordable housing	Completed
	Streamline development application processes	Prioritize non-market applications	Ongoing
		Expand prioritization to private sector	Carry forward to Phase 2
		Additional delegated authority	Ongoing
	Examine opportunities to create further incentives	Fiscal strategy: DCCs, fees, tax exemptions	Completed (Revisit in Phase 2)
		Secondary suite grants – accessible suites	Carry forward to Phase 2
		Align VHRF contributions to housing targets	Completed
Strategic Direction 2: Encourage Diversity	New policies/ initiatives: diversity	Density Bonus Policy	Completed 2016; Completed 2019
		Inclusionary Housing and Community Amenity Policy (to replace Density Bonus Policy)	
		Set housing targets for negotiations	Completed
		Adaptable housing guidelines	Carry forward to Phase 2
	Protect existing rental stock (MARRS)	Rental inventory	Completed
		Rental retention study	Completed
		Property Maintenance Bylaw	In progress
Strategic Direction 3: Build Awareness		Legislative authority to improve tenant stability	Completed
	Build awareness and support for affordable housing	Update housing webpage	Completed
		Workshops (Affordable Home Ownership, preserving existing rental, faith based housing)	Completed
		Development summit to support affordable housing	Completed
		Support Regional Housing First Strategy	Ongoing

The implementation of the first phase of the Victoria Housing Strategy began in July 2016 when the plan was adopted, and ended with the adoption of this update (July 2019). In that time, work commenced on all actions, and most were completed before the end of Phase One (2016–2019). In some cases, actions are not discrete projects and so may be ongoing. Other actions have been carried forward for a review, or further refinement in Phase Two.

## Spotlight: Inclusionary Housing

In Canada, Inclusionary Housing is a type of municipal policy or land use regulation where developers are asked to provide a portion of their new market housing projects at affordable rates in exchange for additional density above established limits. These onsite affordable units are known as inclusionary housing units.



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

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

The City of Victoria has a selection of mechanisms to address housing need across the continuum, and inclusionary housing policies are one tool. The Victoria Housing Strategy 2016–2025 identified the creation of an inclusionary housing and density bonus policy as a priority action item for 2016 and on October 27, 2016, Council approved the City of Victoria Density Bonus Policy, which utilized a fixed-rate

community amenity contribution system for residential strata developments seeking bonus density. Previous to this policy, the City of Victoria negotiated all contributions from new developments. The 2016 policy provided more guidance and clarity regarding municipal expectations to developers, staff, Council and the community at large.

In July 2017, Council directed staff to replace the Density Bonus Policy with a policy that sought to prioritize the delivery of on-site affordable housing units in new developments. In June 2019, Council adopted a new Inclusionary Housing and Community Amenity Policy. The new policy was informed by economic analysis, a jurisdictional review and policy analysis as well as extensive consultation with rental housing advocates, non-market housing providers and funders, developers, Community Association Land Use Committees and community members at large. The policy encourages the supply new affordable housing through the provision of inclusionary housing units in large strata developments, and cash contributions to the Victoria Housing Reserve Fund from small and moderately sized projects. To preserve and enhance the livability of neighbourhoods, a portion of cash contributions are also targeted for local amenity reserve funds for community use.

While only one tool in the housing toolbox, Inclusionary Housing policies are an important way to add affordability to our City's housing stock. Due to the normal cycle of development (projects can take up to 7 years to go from concept to ready for occupancy), it takes time to see the results of these types of policies. However, the City will closely monitor the Inclusionary Housing and Community Amenity policy, updating it annually to reflect current market conditions, and determine if changes need to be made to optimize its effectiveness.





## The Victoria Housing Context

In the City of Victoria, the cost of housing has increased steadily over the past decade. Even since the first phase of the Victoria Housing Strategy was adopted in 2016, the benchmark cost of a single family dwelling in the City (not including Vic West) has gone from \$685,200 (May 2016) to \$835,000 (May 2019), while the cost to rent a 1-bedroom apartment has risen from an average of \$928 per month to \$988 (2018). The price for both home ownership and rental housing continue to rise at a faster rate than local incomes, making affordable housing out of reach for many residents (GRAPHS BELOW).

### Affordability Gap for Renters, City of Victoria

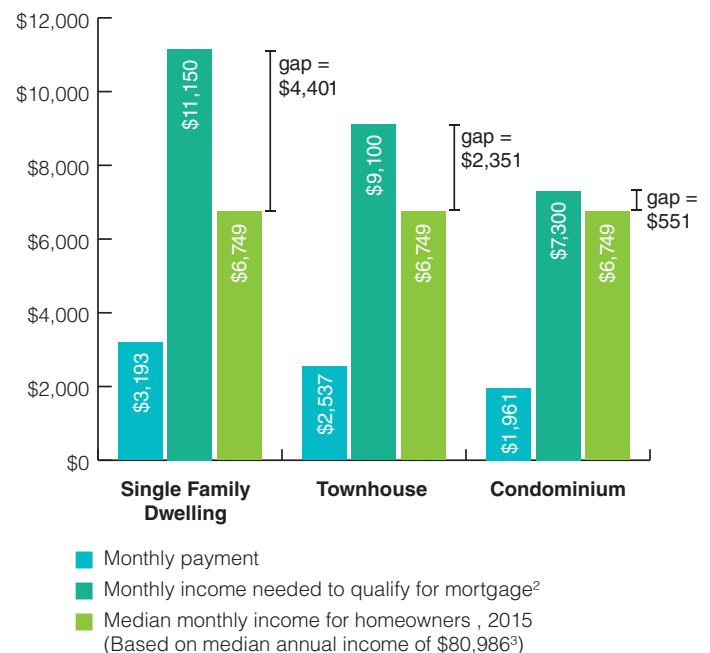
Source: VREB, CMHC and Statistics Canada 2016  
Census of Population, via SPARC BC



<sup>1</sup> Monthly payment equal to 30% of monthly income

### Affordability Gap for Owners, City of Victoria

Source: VREB, CMHC and Statistics Canada 2016  
Census of Population, via SPARC BC



<sup>2</sup> Assumptions: Based on data published by VREB using MLS benchmark data (April 2019). Calculations are based on a 25 year amortization period, monthly payments, 3.2% 5 yr closed mortgage rate, with heating, property tax and condo fees included using CMHC mortgage affordability calculator. Down payments for units are set at 20% and assume that borrowers take advantage of the down payment assistance through the Province's BC HOMES Program which was introduced in January 2016.

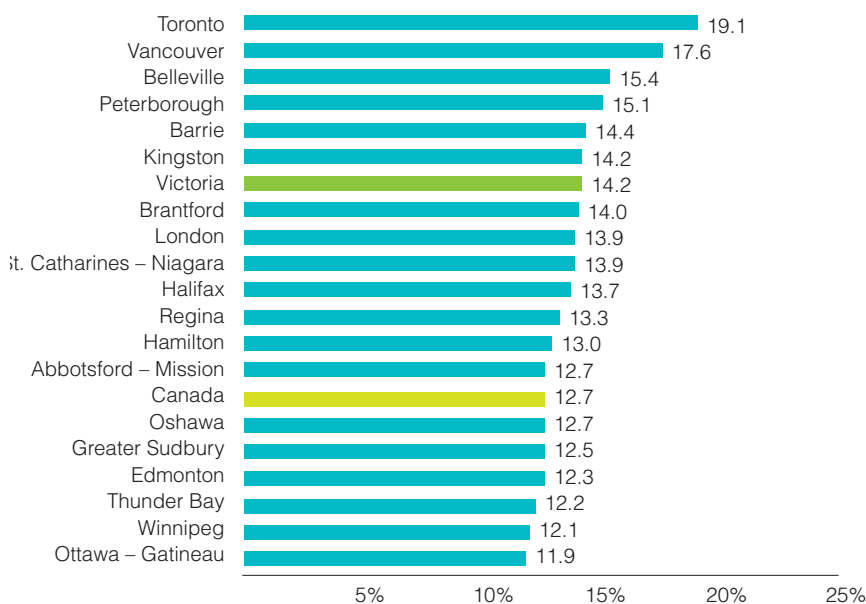
<sup>3</sup> Includes 2015 incomes as reported in the 2016 Census Data. According to Tax Filer data these incomes have not changed significantly since the previously reported.

The City of Victoria has proportionally more low income households compared to the Capital Region as a whole. This follows large scale trends for regional cores such as Victoria. Several factors may contribute to this, including a large proportion of single person households, a large number of senior households on fixed incomes, and a healthy stock of affordable market and non-market rental buildings where households with lower incomes live.

Of all metropolitan areas in Canada, Victoria has the seventh highest rate of households in Core Housing Need.

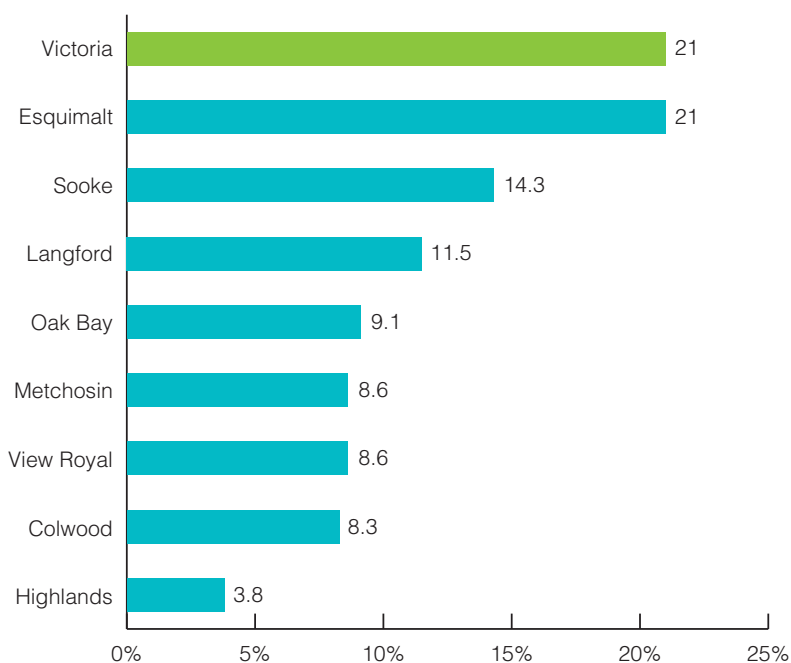
More than one fifth (21%) of Victoria's households (9,065) are in Core Housing Need. Of those households in Core Housing need, 86% are renters. Approximately 46% of renters in Victoria spend over 30% of their income on rent and utilities, and 22% spend more than 50%.

## Core Housing Need Rate for Individuals in Canada and Census Metropolitan Areas, 2016



Source: Statistics Canada, Census of Population, 2016 (Graph from [www12.statcan.gc.ca](http://www12.statcan.gc.ca)  
> Census Program > Data products, 2016 Census > Core housing need, 2016 Census)

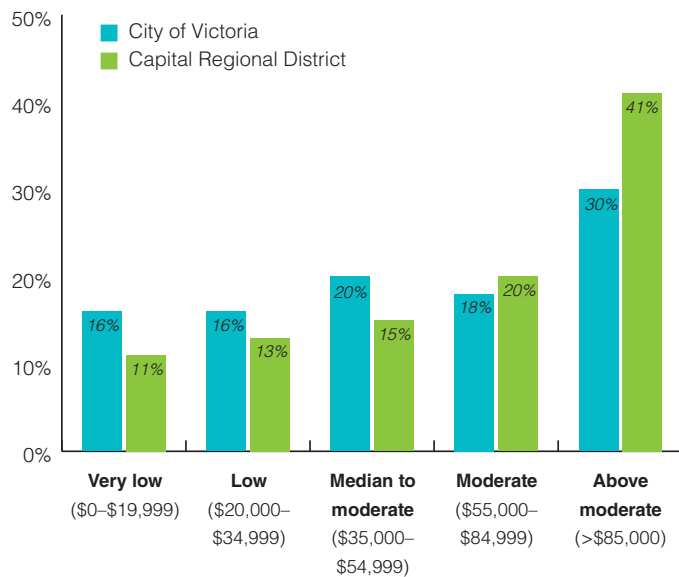
## Core Housing Need Rate for Households in Victoria and Region, 2016



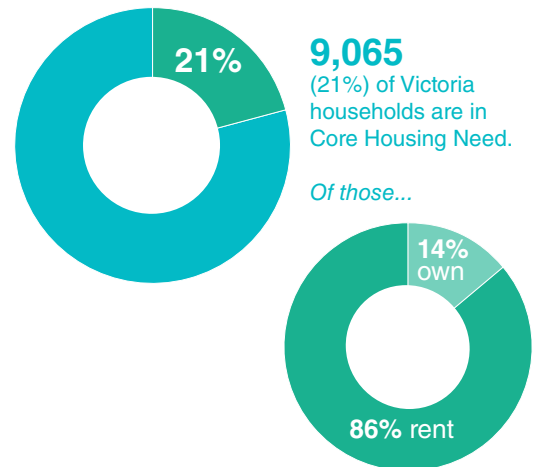
Source: Statistics Canada, Census of Population, 2016

## Distribution of Income (Annual) by Income Range, 2015

Source: Statistics Canada, 2016 Census of Population



## Core Housing Need in the City

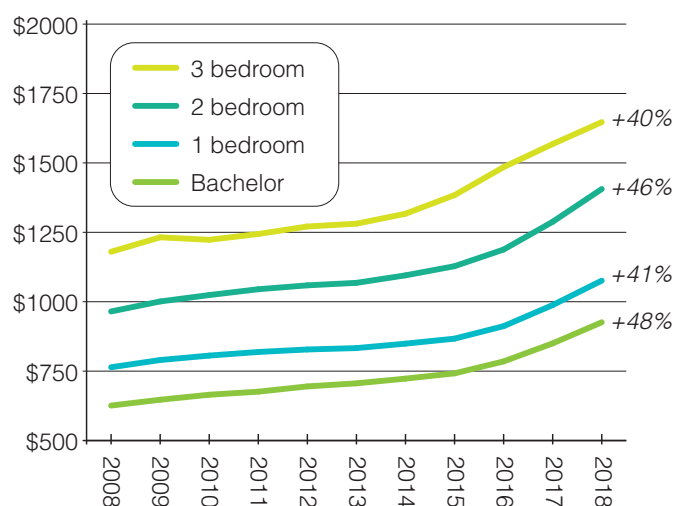


Source: Statistics Canada, 2016 Census of Population (custom data)

Renters have experienced dramatic increases in rents over the past decade, and most significantly over the past three years. While challenging for renters of all incomes, these steep increases are felt most acutely by low income residents, particularly those on fixed incomes and single person households, such as seniors, low income families, single parents and low wage workers. These residents can easily become overextended on rent, subject to substandard housing conditions, or unable to find alternative housing in the City if they are displaced from their homes.

## Average Market Rents by Unit Type (Victoria CMA)

Source: CMHC, annual Rental Market Report – Victoria CMA



“My adult children could not afford housing in Victoria so moved east, leaving me, at an advanced age, to rely on community and friends for support. This will ultimately cost the health care and other social support systems.”

# Victoria's Households Experience Affordability Challenges in Diverse Ways

## Families

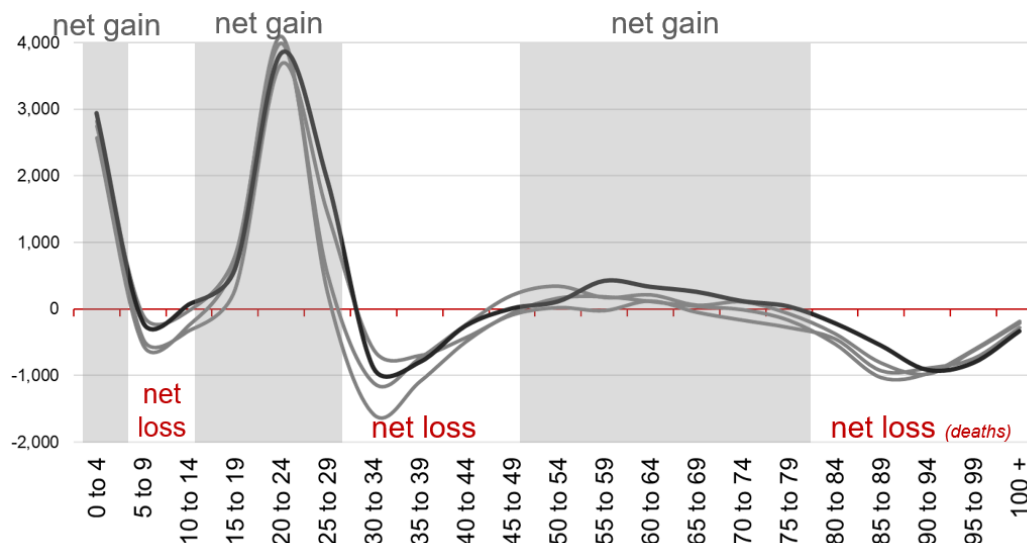
Families of all compositions, including couples, single parents, and multifamily households with and without children in Victoria, face acute housing affordability and availability challenges. Families account for approximately 11% percent of renter households in Core Housing Need, and 32% of those families are lone parent households with children under 18 years of age.

Much of the demand for ground-oriented housing comes from residents entering their 30s, the prime family formation years. As purchasing a single-detached home becomes increasingly out of reach for many, and there are few appropriately sized options, families continue to move outside the City

of Victoria to find housing options that are more affordable and can accommodate their growing household size. Over the past three decades, this trend can be seen by net losses in residents in their family formation years (30 to 50 years old and children aged 5 to 15 years old). In fact, some schools in the City are seeing declining localized student populations despite overall gains to the school district as a whole. Overall, the City has a smaller proportion of households with three or more persons, making up only 16% of the City's population, while the Canadian average is 37%.



## 1996 to 2016 Change in Population by Cohort, City of Victoria



Source: Statistics Canada

This long-term trend shows the need for the City to take action to create more housing choice for families, including seeking an increased supply of two and three bedrooms in purpose built rental apartments, as well as townhouses, houseplexes and condominiums.

In Victoria, the statistics show us that some older homeowners stay in their family-sized homes until they have to downsize, which also constrains the availability of current housing supply, though many seniors rent or live in condominiums. There is a need for the City to support more housing options for seniors to age in place, including downsizing to another more practical housing unit within their neighbourhood.

## Single person households

Single person households are significantly overrepresented in Victoria (48%), compared to the national average (28%). These households include low-wage workers and seniors on fixed incomes, and it is these households that make up a significant portion of those in core housing need. Single-person incomes are more vulnerable to changes in rent prices because only one person carries the full housing cost.

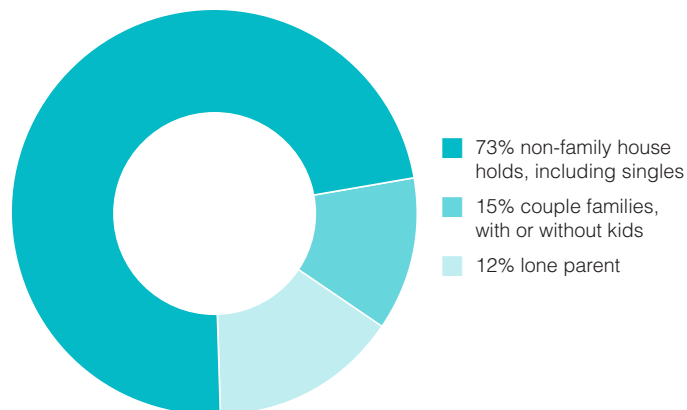
## Older households

Older households (+65) on fixed incomes can face particularly acute housing vulnerabilities. Of all renters in core housing need, approximately 30% are senior-led households. The median income for seniors who rent is \$31,000 per year, an income where the maximum rent considered affordable is \$775 per month, which is \$270 less than average CMHC rents for a bachelor unit in the Victoria Census Metropolitan Area. Low income seniors are also at risk of homelessness: 19.4% of homeless individuals identified in the 2018 Greater Victoria Point-in-Time Count were aged 55 or older.

## Indigenous households

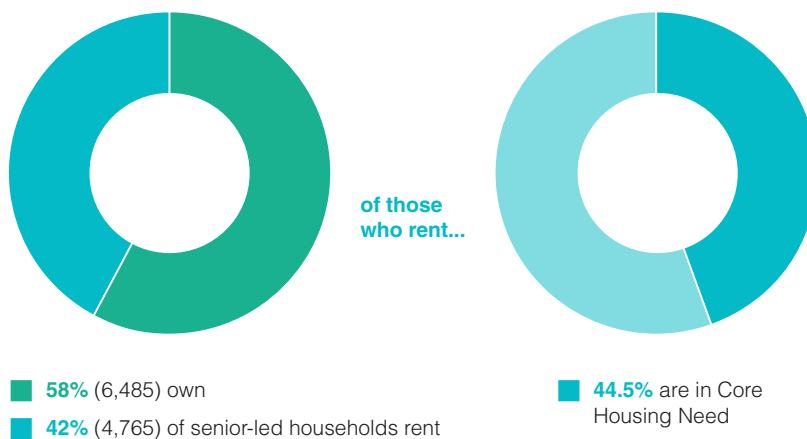
Indigenous peoples are more often renters: 77% compared to 61% of the entire population; and are more often in core housing need: 36% compared to 21% of all Victoria residents. Indigenous people are much more likely to be homeless. In the 2018 Greater Victoria Point-in-Time Count, 33% of respondents identified as indigenous, whereas the region's total indigenous population is only 4.7%. Experiences of housing affordability and access are interrelated with other social, cultural, and economic issues, and impact different communities in unique ways. These findings emphasize the importance for the City to engage with urban indigenous communities and consider their unique experiences of housing in Victoria.

## Victoria Renters in Core Housing Need, by Household Type



Source: Statistics Canada, 2016 Census of Population (custom data)

## Senior-led Households in Victoria



Source: Statistics Canada, 2016 Census of Population (custom data)

## Indigenous Households in Victoria





## Newcomers

Immigrants and refugees disproportionately experience overcrowded and unaffordable housing conditions when settling in Canada. Newcomers' access to appropriate and affordable housing increases the longer they live in Canada, and these rates are improved if they have family already in Canada or savings made prior to immigration. Newcomers continue to face multiple barriers when accessing housing, including limited language skills or income levels, as well as discrimination based on ethnicity, race, or culture.

## People with disabilities

Across the province, peoples living with disabilities face disproportionate challenges accessing affordable and unsuitable housing to meet their needs. Specifically, people with disabilities disproportionately more than 50% of their income on housing costs, are vulnerable to homelessness, and are often living in sub-standard or ill-equipped rental apartments. This is in large part due to the persistent and growing gap between the amount provided for shelter assistance under BC's disability benefits system, and actual housing costs.



## Experiences of Homelessness

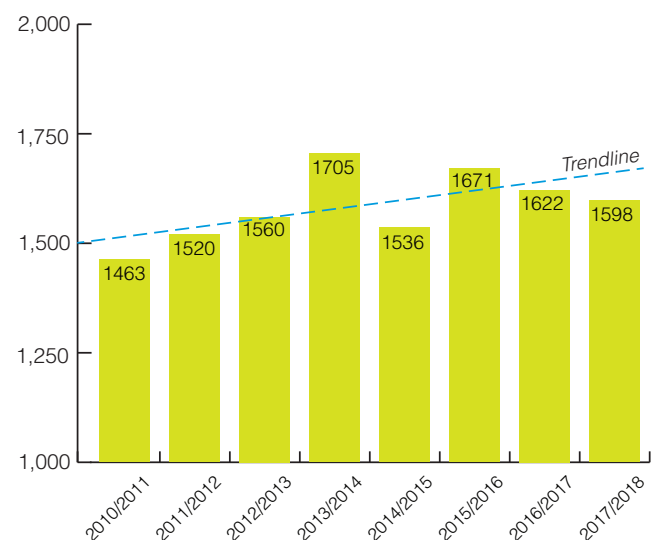
Homelessness has been a persistent issue in the Capital Region, with the absolute numbers staying in emergency shelters steadily increasing over the past decade.

There have been two Greater Victoria Point in Time Counts (PiT), the most recent was carried out in 2018. This count is an important data source. Although it is considered an undercount, it is meant to capture the approximate the number of people in the Capital Region experiencing homelessness, as well as identify social service and housing gaps.

The higher PiT count for 2018 may be a result of increasing rates of homelessness and improved methodologies including volunteers, areas canvassed and/or improved strategies for reaching out. The PiT found fewer people sleeping outdoors, and that people were better supported and able to access housing and services.

It's important for the City to continue to collaborate with partners including senior levels of government, health ministries, and local organisations to support people and families who are in the most need of access to housing.

## Unique Individuals Using Greater Victoria Emergency Shelters



Source: Greater Victoria Coalition to end Homelessness; Community Plan - Phase 2 Year 2, 2018-19

## Point-in-Time Count, Greater Victoria

**2016**   
1,387 – individuals experiencing homelessness

**2018**   
1,525 – individuals experiencing homelessness

Source: Everyone Counts, 2018 Greater Victoria Point-in-Time Count

## Renters

Focusing on Renters and their needs is important because renters make up 61% of the Victoria's population. This proportion continues to increase in both Victoria and the region as home ownership becomes increasingly out of reach for even higher income earners.

Renters typically have lower incomes than homeowners. According to the 2016 Census, the median household income for renters in the City of Victoria was \$44,165, while the median for homeowners is nearly double at \$80,986. Additionally, over half of the renters in the City of Victoria are single person households.

The top three housing challenges identified by renters through the City of Victoria's Housing Survey were:

- > Cost of rent 82.4%
- > Cost of home ownership 40.8%
- > I can't find the right type of housing 19.1%

## Workforce Housing

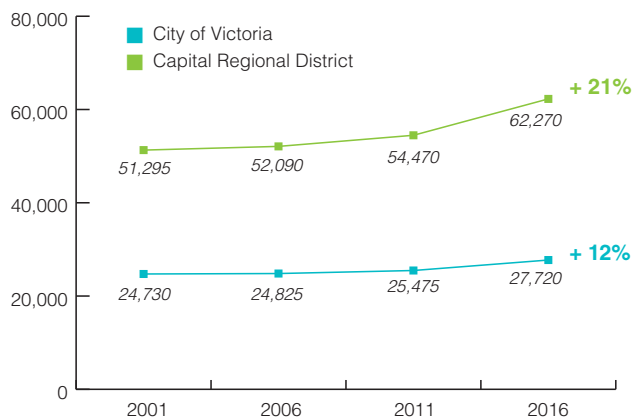
Rising costs and decreasing availability of housing increase pressures on the local economy. Overall, Victoria's economy is bolstered by a diversity of employment opportunities across the spectrum of low to moderate wages in both seasonal and permanent positions, and has seen modest employment growth (2% between 2011 and 2016). The employment sectors that represent the moderate to high paying employment in the city overall, include the health care sector (14%), the public administration sector (11%), and other professional, scientific and technical services (10%). There are also a significant amount of workers in the retail sector (12%) as well as accommodation and food and beverage services (12%) that offer more seasonal and low to moderate paying employment.

The City of Victoria frequently hears concerns from local employers that recruiting qualified workers is challenging due to high housing costs. Labour shortages impact economic viability across multiple employment sectors, and particularly impact small local businesses such as those in the retail sector who find it challenging to attract and retain employees. The shortage of qualified workers particularly impacts the construction industry by increasing overall costs and potential delays, which in turn increases the prices of new housing supply.

Research shows that the majority of the City's residents (65%) work in Victoria. In order to retain our workforce and achieve our sustainability and mobility goals, it is important to consider actions that facilitate more workforce housing and create new opportunities for workers to live and work in Victoria.

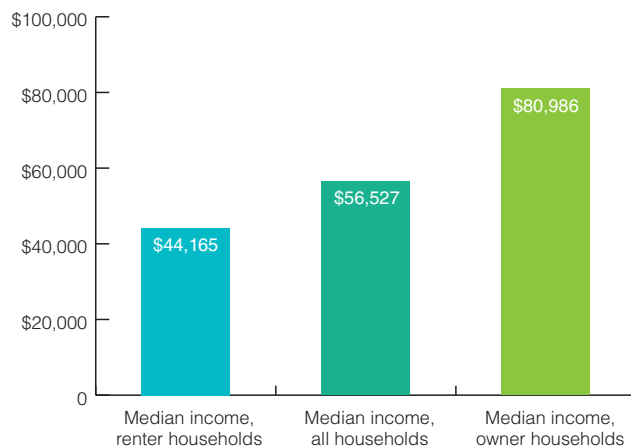
## Number of Renter Households, Victoria and CRD

Source: Statistics Canada 2001, 2006 and 2016 Census, 2011 National Housing Survey

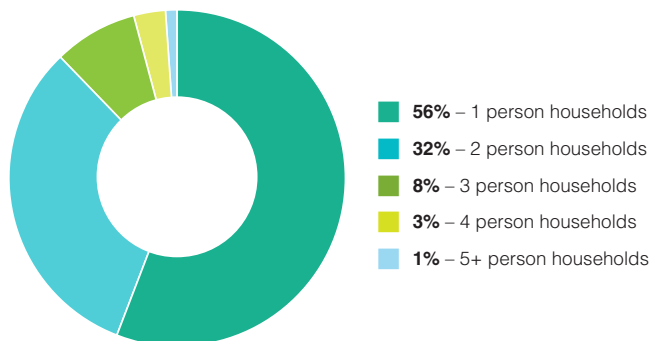


## City of Victoria Median Household Income, by Tenure

Source: Statistics Canada, 2016 Census of Population (custom data)



## Renters by Household Size, City of Victoria 2016



Source: Statistics Canada, 2016 Census of Population.



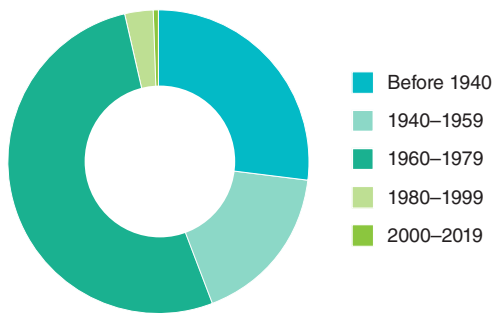
## Victoria's Existing Housing Stock

A significant proportion of market rental stock is purpose-built rental housing, which provides greater security of tenure than secondary rental units because it is built to support long-term tenancies, with the units designed to remain in the rental market for the life of the building. The majority of the City's purpose-built rental stock was built in the 1960s and 1970s.

The consistent development of new purpose-built market rental housing is vital to supporting a healthy economy. More rental housing means more people can move along the housing continuum, and that the City has a stock of secured rental housing that is diverse in age and cost for existing and future residents. Purpose-built rental housing stock is also critical to create workforce housing options for low to moderate income households who do not qualify for non-market housing but who also do not earn enough to enter into home ownership.

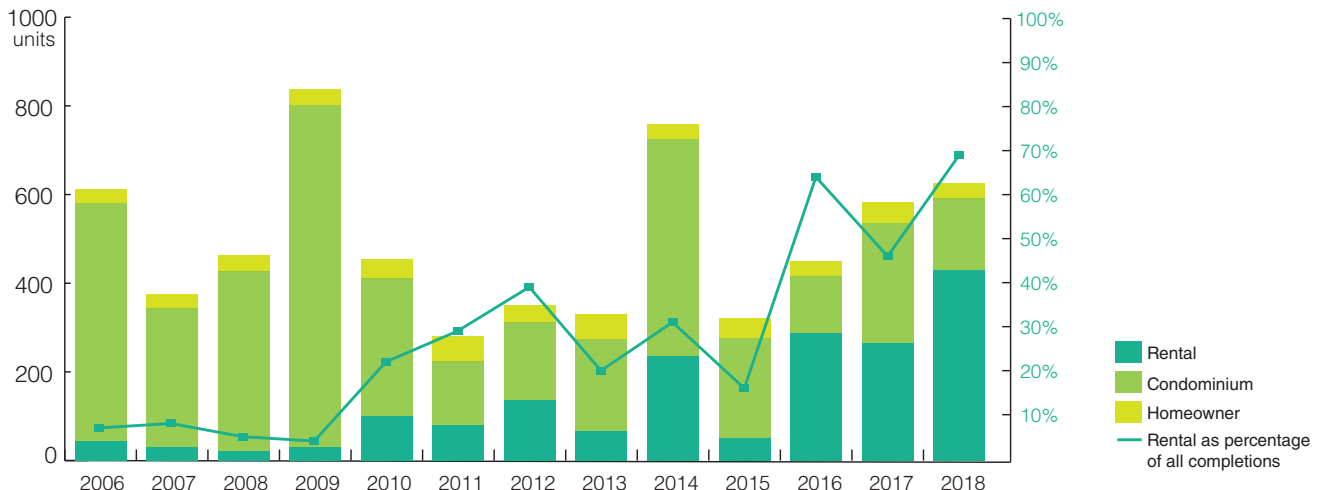
The City of Victoria has been successful in incentivizing the development of much-needed new purpose-built rental housing stock in recent years (GRAPH BELOW). In 2018, the proportion of rental starts surpassed strata starts. This is a significant achievement since rental housing development has been stagnant since the 1980's and this ratio is unparalleled with most other municipalities in the province and across the country. However, due to the age of our existing stock and increasing demand for rental housing, more rental housing development is needed to meet the needs of existing and future populations.

### Existing Rental Market Stock by Period of Construction, City of Victoria



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

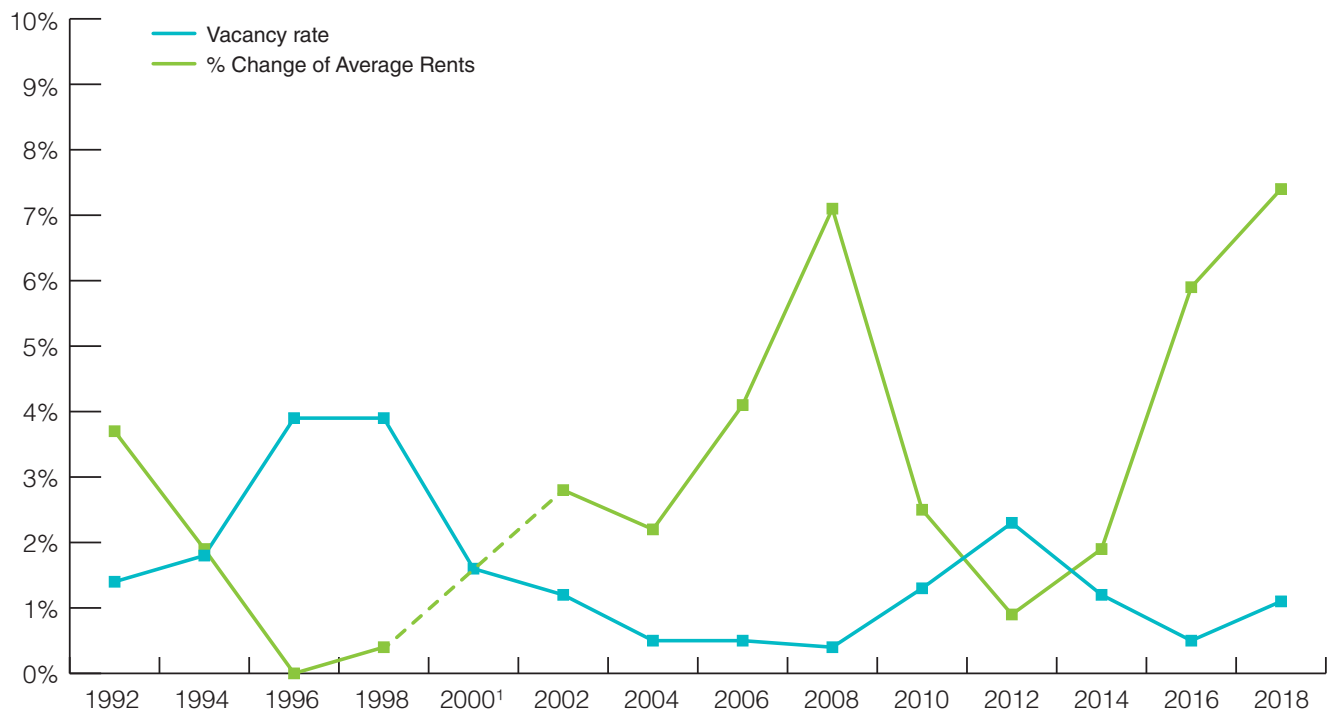
Source: CMHC Starts and Completions Survey





## Vacancy Rates vs. Percent Rent Change, City of Victoria Primary Rental Market

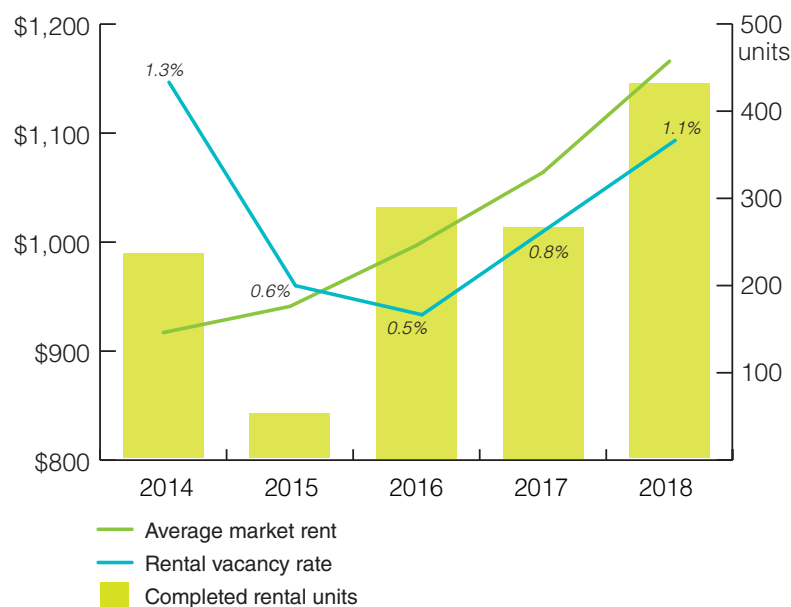
Source: CMHC Housing Market Information Portal



<sup>1</sup> [Percent change] data suppressed to protect confidentiality or data not statistically reliable

## Purpose Built Rental: Units Completed, Average Rent, and Vacancy Rate, City of Victoria

Source: CMHC



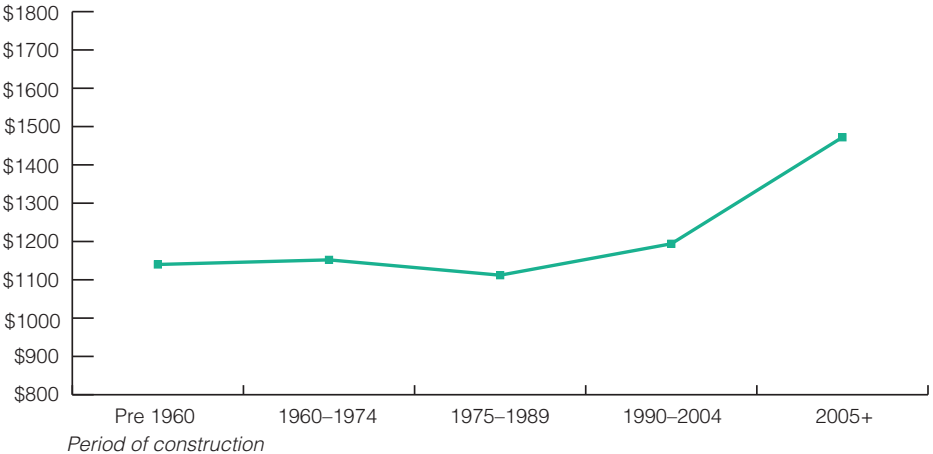
Due in part to the limited development of new rental housing stock over the past three decades, the City of Victoria's vacancy rate has steadily decreased (SEE GRAPH ABOVE).

The City of Victoria has seen a slight shift in this long term trend due to the recent growth of new purpose built rental housing stock. As new stock is added to the market, the vacancy rate increases.

"I want an environment as stable as possible for our child and am worried that, when it comes time to move, we will always be worried that it could also be sold and we would have to be on the move continuously." – Amy

# Average Market Rent in 2018, by Period of Construction, Victoria Market Area

Source: CMHC Rental Market Report, Victoria CMA, 2018



Although new market rental housing stock is initially priced at current market value, these units become more affordable over time. This is illustrated by Victoria's stock of existing purpose-built rental built in the 1960's and 1970's, which are now an important source of affordable market rental housing in the City.

## Home Ownership

Home ownership is becoming more challenging for residents to achieve. There is a need for the City to create more first-time homebuyer opportunities for moderate income earners who can support a mortgage but face barriers to entering home ownership. The cost of home ownership is higher than it has ever been, and new mortgage underwriting criteria (referred to as the stress test), while minimizing overall debt loads and cooling the housing market, has also made accessing mortgage financing challenging for those looking to move from renting to home ownership.

New affordable home ownership programs have been introduced by both provincial and federal governments to assist first-time homebuyers to get into the market. The City of Victoria is uniquely positioned to offer complementary programs to support residents in accessing entry-level home ownership options, such as encouraging the development of affordable home ownership units by the private market, and by facilitating forms of ownerships that may be more accessible than traditional single family dwellings including condominiums, townhouses, duplexes and houseplexes.



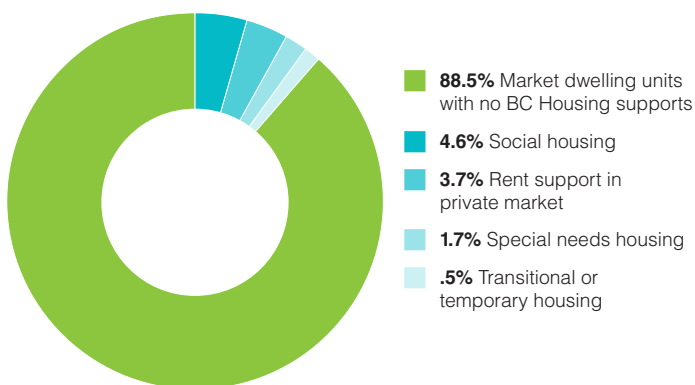
## Affordable Housing

As of March 2019 about 5,000 households are supported by some form of Provincial assistance, including subsidized housing and rent supplements in the private market. This supply of provincially supported housing accounts for roughly 11% of the City's total housing stock, and over half of the entire provincially supported housing stock in the region.

There are also 13 housing co-operatives in Victoria, which account for 470 homes, representing almost half of the 34 housing co-operatives in the Capital Region.

Additionally, the City owns four sites that have been leased to non-profit housing operators and currently house affordable rental homes, emergency shelter and transitional beds, which total approximately 300 units. Generally, each of these sites is provided with a long-term lease (50+ years), with nominal annual lease rates. More recently, the City has contributed land to support the creation of approximately 370 new rental homes in three buildings.

## Provincially Supported Housing in Victoria, 2019



Source: BC Housing, March 2019, and Statistics Canada, 2016 Census of Population

Due to the retrenchment of funding from senior governments, the construction of new affordable and non-market housing has remained relatively stagnant across the province since the 1990's. Therefore, there remains a strong need for more affordable and non-market housing that serves very low to low income households in Victoria. Additionally, the revitalization of existing affordable housing stock (repair, maintenance, and capital replacement) is needed in order to meet the needs of existing and future residents.

## Missing Middle Housing

Missing Middle Housing is defined as ground-oriented housing such as townhouses, houseplexes, duplexes, row houses, lock-off suites, and other housing forms that fit well within neighbourhoods to help increase housing choice, affordability and the achievement of citywide liveability and sustainability goals.

While the City has not set formal targets for Missing Middle housing, the designation of Traditional Residential in the Official Community Plan (OCP) accommodates several of these housing forms. Population and housing projections and a zoned capacity assessment that inform the OCP suggest that the City would need to create specific policies in order to encourage the development of more diverse ground-oriented housing forms.

The City has a number of policies and regulations which support OCP directions for ground-oriented housing, however many need additional refinement to ensure that Missing Middle housing growth keeps pace with the projected demand. The predominant types of ground-oriented housing being created are secondary suites and single detached houses (accounting for 35% and 25% of gross new ground-oriented units, respectively), therefore City actions should be undertaken to facilitate more diverse ground oriented housing options for existing and future residents.





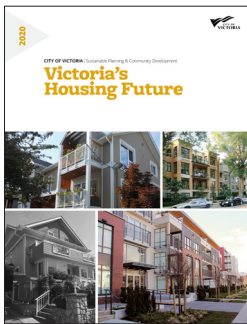
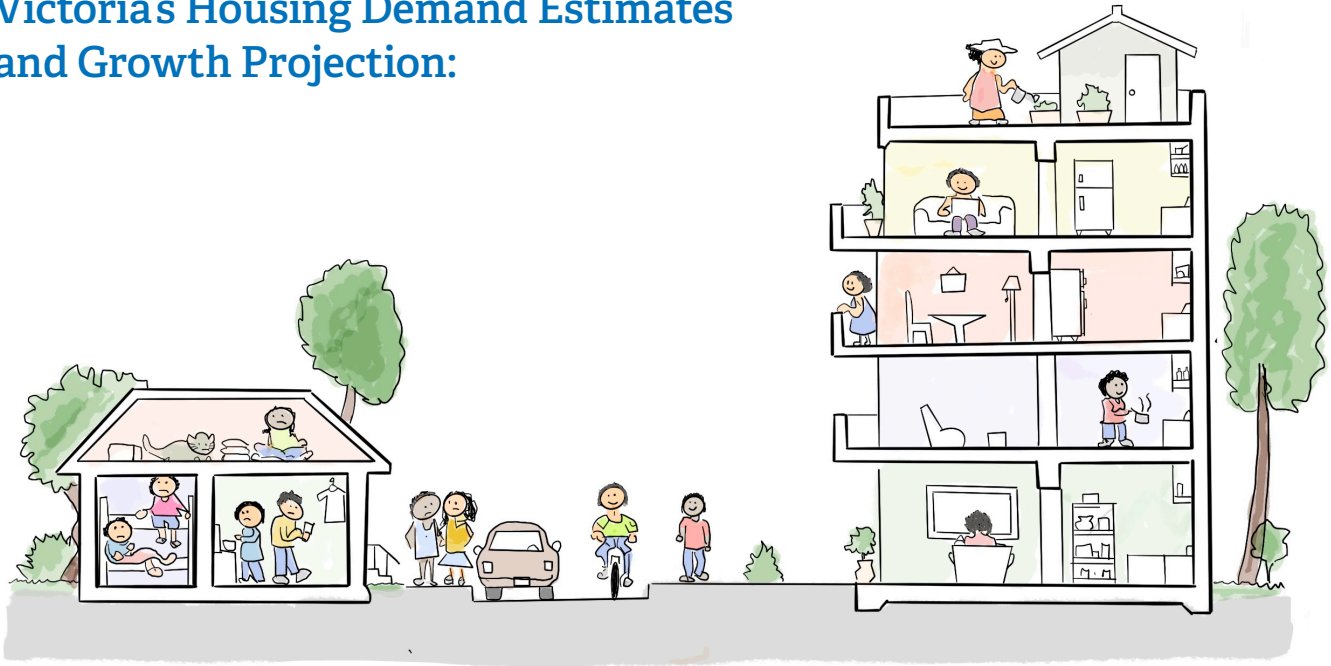


## Garden Suites

A garden suite is a legal, detached, ground-oriented rental suite located in the backyard of a property with a single-family home as its primary use. From 2004 to 2017, the City required a rezoning to build a garden suite. During this time there was an average of two applications per year, totalling 27 applications over 13 years. Of these, 19 garden suites were approved and 18 have been constructed, while one is under construction.

From April 2017 to April 2019 (2 years) after the approval process for garden suites changed from a rezoning to a Delegated Development Permit, there have been 58 applications received, which represents a more than doubling of the number of applications received in the previous 13 years combined. Of the 58 applications received, 39 delegated development permits have been issued and 13 units have been constructed.

## Victoria's Housing Demand Estimates and Growth Projection:



Victoria's Official Community Plan (OCP) provides the land use framework to manage long-term population growth and ensure the city has capacity to meet the needs of current and future households out to 2041. Victoria's Housing Future (2021) provides a summary of current and future housing needs in the context of the City's diverse goals and objectives related to growth.

Understanding future housing needs begins with estimating outstanding needs today, or what is sometimes referred to as latent demand. A few key indicators with reliable and consistent data sources illustrate a gap of between 4,500 and 6,300 housing units or more as of 2016 – an indication of what is needed to “catch up” with housing needs today. Victoria's population is anticipated to reach 111,300 by 2041. To “keep up” with anticipated housing needs, additional units will be required for the projected 11,300 households that will form between 2016 and 2041.

Ensuring the OCP has enough capacity to “catch-up” and “keep-up” with housing needs is foundational to a sustainable city and region. However, ensuring there is room to meet housing needs is just the first step. To build on the foundation the OCP provides, this Strategy helps to encourage new housing that is diverse and inclusive. While the OCP makes room for housing, the actions and targets in this Strategy ensure that housing meets the needs of all ages, abilities, incomes, lifestyles, and household types.

The latent demand and future population estimates used to inform OCP updates are also used to inform the five-year targets on page 48.

## Senior Government Housing Policies

Since the adoption of the Victoria Housing Strategy 2016–2025 in 2016, the federal and provincial government have both introduced housing strategies and unprecedented levels of funding for affordable housing. The federal government's National Housing Strategy – A Place to Call Home (November 2017), and the BC government's Homes for BC: A 30 Point Plan for Housing Affordability in BC (February 2018) will both have a positive impact on housing in Victoria by addressing both housing supply and demand.

### Capital Regional District

The Capital Regional District (CRD), while not “senior” to the City of Victoria in terms of political hierarchy, provides regional oversight and coordination of policies and services. In 2018, the CRD released its Regional Housing Affordability Strategy, which fulfils two key housing-related priorities from its overarching Regional Growth Strategy: the development of policies and strategies designed to promote and support a range of housing types and tenures to meet the needs of individuals of all ages, incomes and abilities; and initiatives to improve housing affordability including the provision of a mix of housing types (market and non-market).

The Regional Housing Affordability Strategy outlines five key goals and supportive strategies to be considered by the CRD and local government, among other partners. The goals and suggested considerations for local government are listed in the table below. The City of Victoria has fulfilled or is in the process of fulfilling all suggested strategies outlined in the Regional Housing Affordability Strategy.



Goal	CRD Strategies	Municipal Strategies to Consider
Build the right supply of housing across the spectrum	<ul style="list-style-type: none"> <li>Includes housing affordability approaches and policies in a Regional Growth Strategy and monitors regional outcomes.</li> <li>Supports municipalities and electoral areas in initiatives that identify housing development targets that support increased density within the region's urban containment boundary, monitors results and assesses challenges.</li> <li>Establishes regional housing development targets and supports municipalities and electoral areas in establishing local targets, monitoring results, assessing development challenges and identifying potential solutions.</li> <li>Enables new affordable rental housing units through partnering with other levels of government. Examples: the Regional Housing First Program and the Regional Housing Trust Fund.</li> <li>Actively pursues grants and capital contributions from other levels of government through the CRHC for affordable rental housing projects.</li> <li>Works in partnership with other levels of government to bank land for use in affordable rental housing projects.</li> <li>Explores and delivers innovative financial models to increase affordable housing opportunities such as social financing, cross-subsidy and mixed tenure models.</li> </ul>	<ul style="list-style-type: none"> <li>Adopts growth strategies, plans and policies that encourage denser developments and the creation of more housing units that are affordable within the regional urban containment boundary.</li> <li>Adopts affordable housing policies consistent with regional affordable housing definitions and targets.</li> <li>Creates a regulatory framework that enables affordable housing. Example: Density bonus policies that are linked to affordability targets.</li> <li>Offers incentives to build affordable rental housing.</li> <li>Offers grants and targeted reductions to support the development of affordable housing.</li> <li>Streamlines processes for faster housing development.</li> <li>Creates best practices to support efficient community consultation processes.</li> </ul>



Goal	CRD Strategies	Municipal Strategies to Consider
Sustain a shared regional response to existing and emerging housing demand	<ul style="list-style-type: none"> <li>Adopts a cross-government or whole-government approach to the development and operation of affordable housing.</li> <li>Supports municipalities and electoral areas toward uniform interpretation and application of provincial and federal legislation related to housing development.</li> <li>Works with municipalities and electoral areas to identify opportunities for higher density development.</li> <li>Researches and educates on: 1) regional land use capacity; 2) best and emerging policies and practices; and 3) alternative housing models.</li> <li>Operates affordable rental housing programs through CRHC.</li> <li>Strengthens and builds community capacity in affordable housing.</li> <li>Engages with First Nations and other Indigenous groups and organizations to explore ways to partner in affordable housing development and/or operations.</li> <li>Explores mixed tenure and inclusionary housing models.</li> <li>Supports municipalities in the administration of housing agreements and affordable housing policies</li> </ul>	<ul style="list-style-type: none"> <li>Adopts a cross-government or whole-government approach to the development and operation of affordable housing.</li> <li>Participates on CRD Housing Action Team to inform ongoing strategic actions that support more affordable housing.</li> </ul>
Protect and maintain existing non-market and market rental housing stock	<ul style="list-style-type: none"> <li>Takes action to preserve and protect CRHC housing stock and subsidy programs.</li> <li>Supports community coordination activities for tenant relocation and eviction prevention.</li> <li>Ensures relocation of existing tenants where redevelopment of CRHC properties is optimal.</li> </ul>	<ul style="list-style-type: none"> <li>Assesses risks and uses local bylaws and regulatory tools to preserve existing rental assets.</li> <li>Explores, develops, improves and implements tenant relocation and protection policies.</li> <li>Develops and implements policies and bylaws that regulate housing units according to their actual use.</li> </ul>



Goal	CRD Strategies	Municipal Strategies to Consider
Develop and operationalize a regionally coordinated housing and homelessness response	<ul style="list-style-type: none"> <li>• Delivers programs and services that address housing affordability and homelessness such as the Regional Housing First Program, the Regional Housing Trust Fund and the Homelessness Partnering Strategy.</li> <li>• Supports the UBCM call for a comprehensive homelessness strategy.</li> <li>• Leads community planning and research to help support a regionally coordinated homelessness response system.</li> <li>• Supports and participates in an integrated housing and homelessness system.</li> <li>• Enables equitable participation of Indigenous groups in regional housing programs and the delivery of the HPS program</li> </ul>	<ul style="list-style-type: none"> <li>• Participates as part of a coordinated homelessness response system.</li> <li>• Supports the UBCM call for a comprehensive homelessness strategy.</li> <li>• Engages in community planning to help support a regionally coordinated homelessness response system.</li> </ul>
Create community understanding and support for affordable housing developments	<ul style="list-style-type: none"> <li>• Prepares and updates housing demand forecasts, monitors housing development trends and reports results on an annual basis.</li> <li>• Develops and shares education tools that help foster an understanding of the cost of developing housing across the spectrum.</li> <li>• Develops educational tools to inform communities on the need for affordable housing and the disproportionate challenges faced by Indigenous people seeking housing in the region.</li> </ul>	<ul style="list-style-type: none"> <li>• Implements policies and processes that facilitate timely and efficient neighbourhood engagement in development reviews.</li> <li>• Champions the need for affordable and market housing developments.</li> <li>• Ensures the public consultation process talks about land use not the land user.</li> </ul>







## Province of British Columbia

The province of BC has created measures to curb speculative demand in BC's housing market, and will create 114,000 affordable market rental, non-profit, and supported social housing and owner-purchase housing through partnerships. To date, five projects and 588 units of affordable housing have been funded in Greater Victoria.

The province has pledged to spend more than \$7 billion over 10 years on affordable housing initiatives, and has outlined how this will be directed through its guiding document *Homes for BC: A 30 Point Plan for Housing Affordability in BC*. Highlights of this plan, and other provincial investments in housing affordability in BC are outlined below. In some instances, the City of Victoria will be a direct recipient of new supply opportunities, while in other instances, Victoria will receive indirect benefit through the funding of new supply in neighbouring communities that will lessen the pressure on the City directly. Other programs and policies are, or will be implemented province wide, affecting the City of Victoria directly.

### Highlights of Provincial Initiatives

- > The HousingHub was launched to increase the supply of affordable housing for middle-income earners through low-cost financing, access to land, and no or low-capital equity. Hallmark programs include a Rental Supply program and Affordable Home Ownership program available to residential developers in the City of Victoria.
- > \$208 million over four years through the Affordable Rental Housing Program, to develop 1,700 new affordable rental homes province-wide
- > Improvements to residential tenancy legislation including limiting the allowable annual rent increase in BC to inflation (a reduction of 2% in 2019); closing the 'fixed-term tenancy' loophole to prevent tenancies ending after a fixed term and changing laws to protect tenants from renovations and demovictions
- > \$1.2 billion over 10 years through the Building BC: Supportive Housing Fund to build 2,500 new supportive housing units for people who are experiencing or at risk of homelessness
- > \$6.8 million in new funding to the Residential Tenancy Branch to reduce wait times for tenancy disputes and to establish a new compliance unit for repeat or serious offences
- > \$291-million through the Rapid Response to Homelessness program for 2,000 modular homes for people who are experiencing homelessness, plus over \$170 million over three years to provide 24/7 staffing and support. One project has been confirmed for Victoria.
- > Granting a new authority to municipalities to apply rental tenure to residential properties to restrict tenure to rental in existing or future developments (Residential Rental Tenure Zoning)
- > \$734 million over 10 years through the Building BC: Women's Transition Housing Fund for 1,500 spaces of transition and second-stage housing for women and children experiencing violence
- > Legislation introduced to limit flipping of pre-sale condominiums and changing strata legislation to mitigate impacts of short term rental use



- > \$550 million over 10 years through the Building BC: Indigenous Housing Fund for 1,750 new units of social housing for Indigenous peoples, both on- and off-reserve, which will have a positive impact on housing pressure for urban indigenous peoples in the City of Victoria
- > Changing building code regulations to allow taller wood frame buildings (for more affordable and expeditious construction of multi-family residential developments)
- > \$450 million available through the BC Student Housing Loan Program, including 620 net new units of student housing at the University of Victoria. This will have a positive impact on housing availability in the City of Victoria as housing in Victoria is freed up by students living on campus
- > A speculation and vacancy tax was introduced to reduce the number of homes being held as investment properties, add rental housing options, and increase revenue for affordable housing development
- > \$1.1 billion over 10 years through the Capital Renewal Fund to retrofit and upgrade 50,000 non-profit and provincially-owned public housing units throughout the province to improve the quality and energy efficiency of social housing units
- > The foreign buyer's tax was increased to 20% and now applies in Greater Victoria
- > \$116 million over three years to expand eligibility and increase benefit amounts in two rental supplement programs, the family Rental Assistance Program (RAP) and Shelter Aid for Elderly Renters
- > Legislative changes were made to provide transparency in property ownership

**Sources:**

<https://news.gov.bc.ca/factsheets/bc-government-addressing-housing-affordability-challenges>

<https://www.budget.gc.ca/2019/docs/themes/housing-logement-en.html>

<https://www.placetocallhome.ca/pdfs/Canada-National-Housing-Strategy.pdf>



## Government of Canada

The federal government announced the National Housing Strategy: A Place to Call Home in 2017, and advanced an implementation plan for the Strategy in Budget 2019. The goal of the national strategy is ambitious, and envisions that over 10 years, the Strategy will cut chronic homelessness in half, remove 530,000 families from core housing need, invest in the construction of up to 125,000 new affordable homes, and repair and renew 300,000 homes across Canada.

A Place to Call Home plans to increase the supply of housing for renters and first-time home buyers, as well as to strengthen rules and compliance for those who break the rules and make housing less affordable for the people who need it. Highlights of the federal strategy introduced to date, as well as other federal initiatives are outlined below. The City of Victoria will have opportunities to access funds, financing initiatives, and participate in collaborative partnerships through this strategy.

### Highlights of Federal Initiatives

#### A Place to Call Home (Announced As Part of Budget 2019)

- > Introduces the First-Time Home Buyer Incentive, allowing eligible first-time home buyers who have the minimum down payment for an insured mortgage to apply to finance a portion of their home purchase through a shared equity mortgage with CMHC. It is expected that 100,000 first-time home buyers would benefit from the incentive over the next three years.
- > \$10 billion in financing over nine years through the expanded Rental Construction Financing Initiative to help build 42,500 new housing units across Canada (focus on low rental supply)
- > Creating four new dedicated real estate audit teams at the Canada Revenue Agency to monitor transaction in the real estate sector (BC is a focus area)

#### Other Federal Initiatives

- > \$15.9 billion in the National Co-Investment Fund, which is expected to help build 60,000 new units and repair or renew 240,000 existing units of affordable and community housing. The City of Victoria has been a recipient of this fund
- > \$200 million in federal lands will be transferred to housing providers to encourage the development of sustainable, accessible, mixed-income, mixed-use developments and communities
- > \$7.7+ billion over 10 years to Seven Provinces and territories that have signed bilateral housing agreements under the new multilateral Housing Partnership Framework. The agreement aims to support the stock of community housing and address regional priorities
- > \$4.3 billion in the Canada Community Housing Initiative, which support provinces and territories as they protect and build a sustainable community-based housing sector (cost-match funding)
- > \$500 million in the Federal Community Housing initiative to stabilize new operating agreements as old social housing operating agreements expire and subsidize rent for tenants in need
- > Launching in 2020, a \$4 billion Canada Housing Benefit will deliver an average of \$2,500 per year to support directly to families and individuals in housing need, including those on social housing wait-list or those housed in private market but struggling to make ends meet
- > \$20.5 billion in federal support to provinces and territories and close to \$9 billion expected in provincial and territorial cost-matching
- > \$2.2 billion over 10 years to expand federal homelessness program, complimentary to the National Housing Co-Investment Fund and Canada Housing Benefit, to reaffirm and redesign the federal response to homelessness
- > Collaboration with First Nations to co-develop a new policy framework for housing and infrastructure reform that will support First Nations care and people living both on and off reserve
- > \$241 million over 10 years to enhance housing research, data and demonstrations
- > Improve home ownership options for Canadians through mortgage loan insurance
- > Anticipating the adoption of a Gender-Based Analysis Plus (GBA+) approach to integrate throughout program cycle of the National Housing Strategy, focusing on the intersectionality of women and barriers to housing. At least 25% of National Housing Strategy investments will support projects that specifically target the unique needs of women and girls.



## Governmental Policy Alignment

The Victoria Housing Strategy: Phase Two, seeks to capitalize on new commitments to affordable housing from senior levels of government, and to reduce duplication of efforts. At the same time, residents in Victoria have requested the City look at actions that traditionally fall under the purview of senior levels of government; and indeed, the first phase of the strategy contained actions proposed due to a perceived lack of action on the part of senior governments (see sidebar: the City of Victoria's Tenant Assistance Policy).

The proposed actions contained in this strategy are included because these are the things residents told us were important. Some items may not be entirely within our purview; however the City can add support or in some cases, play an advocacy role to improve provincial or federal legislation, or enact change. For example, we heard changes to the way land is taxed could incent landowners to improve rental accommodation or build new housing. Taxation is beyond the control of the City, but we can research and advocate for change if warranted.

Some actions in this Strategy meanwhile have arisen as a result of senior government policy. For example, in 2018, the Province of British Columbia granted British Columbian municipalities and regional districts with the ability to incorporate tenure into zoning. This means cities like Victoria can now regulate the tenure of a property so it can only be rental, where previously this was not possible to do without a housing agreement registered on title.

Finally, while City staff and elected officials meet regularly with other levels of government, including participation in the Regional Housing Advisory Committee, this Strategy proposes an inter-governmental working group of housing policy staff to better connect the municipality with senior government staff to see if we can meet early and often on shared objectives.

### The City of Victoria's Tenant Assistance Policy: A Response to Legislative Gaps

The City's Tenant Assistance Policy (TAP) was created in 2018 as a result of an action in the first phase of the Victoria Housing Strategy to examine the City's legislative authority for a municipal role in maintaining rental tenant stability. The TAP was designed to augment what was viewed as insufficient protections for tenants under the Residential Tenancy Act in instances where occupied buildings are redeveloped and tenants are displaced as a result. Several municipalities across BC with tight rental markets have implemented similar policies. Since the creation of the Tenant Assistance Policy, several changes have been made to the Residential Tenancy Act on the part of the provincial government, demonstrating that municipal action (spurred by citizen concerns) can have an impact in inciting broader legislative change.





## City of Victoria Policy Linkages

The Housing Strategy aligns, or outlines a plan to align, with several City strategies and guiding documents. The Strategy, while bold and innovative in its approach to solving housing affordability, endeavours to create affordability in a way that aligns with other City priorities.

In some instances, the Victoria Housing Strategy is guided by City documents. For example, a key strategic objective in the 2019–2022 Strategic Plan is Housing Affordability. The Strategic Plan has supplied Phase Two of the Victoria Housing Strategy with 25 action items. The City's Official Community Plan meanwhile is the overarching guiding document for the City of Victoria, and the Housing Strategy fulfils its broad directives around housing and homelessness.

In still other instances, how the Victoria Housing Strategy can align with other City plans will be part of the work undertaken by staff during the implementation of Phase Two.

Below is a high-level overview of several key City documents and how the Victoria Housing Strategy Phase Two: 2019–2022 aligns or plans to align with each.

### Strategic Plan

The 2019–2022 City of Victoria Strategic Plan both informs and guides Phase Two of the Victoria Housing Strategy. The Strategic Plan's goal statement, developed through public input at the Engagement Summit, is as follows:

By 2022, Victoria will be a bold, thriving, inclusive, and happy city that people love. We will be known globally for our climate leadership practices, multi-modal transportation options, innovative approaches to affordable housing, and for meaningful reconciliation with the Songhees and Esquimalt Nations on whose homelands our city was built.

The Plan envisions that Victoria will be known for its innovative approaches to affordable housing. The Victoria Housing Strategy has noted this directive in the organization of its actions, creating a thematic category called "New Ideas" to fulfill this objective.

More specifically, the Strategic Plan also includes 25 concrete actions the City will consider over this council term. In order to ensure alignment, enable prioritization, and allocate resources effectively, all Strategic Plan action items have been included in Part Four: Actions. Items that fall under both strategies are clearly identified in this document.

Finally, the Strategic Plan outlines measurable outcomes to monitor the success of affordability actions; these have been included in Phase Two.

## Official Community Plan

The purpose of the Official Community Plan (OCP) is to provide a framework of objectives and policies to guide decisions on planning and land management within the geographic boundaries of a local government. The OCP has the highest legal status at the City and as such the Victoria Housing Strategy follows the guidance of the OCP in its scope and implementation.

Specifically, the City's Official Community Plan outlines two clear goals in Section 13: Housing and Homelessness that have formed the basis of the core principles of Phase Two, as well as the creation of the Victoria Housing Strategy 2016–2025 itself. The two goals are: “All residents have access to appropriate, secure, affordable housing”; and “A wide range of housing types, tenures and prices gives residents choices”.

Section 13 also identifies five broad objectives addressed by the OCP that inform the Victoria Housing Strategy – noted below.



### Broad Objectives

The housing and homelessness policies of this plan collectively address five broad objectives:

- 13 (a) That housing development that responds to future demand is facilitated through land use policies and practices.
- 13 (b) That housing affordability is enabled for housing types across the housing spectrum, particularly for people in core housing need.
- 13 (c) That the existing supply of rental housing is expanded through regeneration.
- 13 (d) That a wide range of housing choice is available within neighbourhoods to support a diverse, inclusive and multigenerational community.
- 13 (e) That partnerships enable stable housing with appropriate support services.

City of Victoria Official Community Plan Section 13: Housing And Homelessness

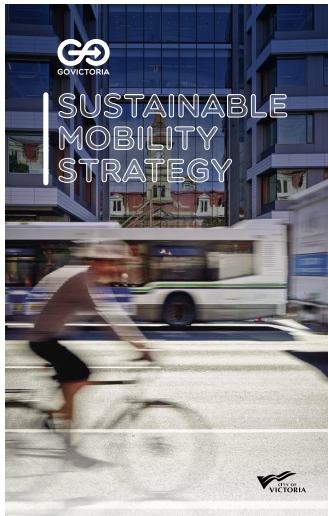
Finally, the overview of Section 13 highlights Victoria's core housing values, and act as a guiding framework for Phase Two of the Victoria Housing Strategy:

“Housing is a basic human need. All people deserve access to housing that is safe, stable and affordable and that supports personal and public health. The availability of a diversity of housing types across the housing spectrum that can accommodate people of different ages, incomes, household structures, and physical and social needs is one of the fundamental elements of creating and maintaining a healthy, inclusive and more sustainable community. The principle of social integration, both across the city and within neighbourhoods, underlies Victoria's approach.”

City of Victoria Official Community Plan –  
Housing and Homelessness







## Climate Leadership Plan

The City of Victoria's Climate Leadership Plan (CLP) was developed to reduce energy consumption and greenhouse gas emissions (GHGs), transition to renewable energy and prepare Victoria for Climate impacts. The CLP is a 'living document' that will evolve with scientific understanding and improved climate response strategies; however, in its first iteration it is organized into five areas of focus where Victoria can reduce the impacts of climate change. Areas where the CLP overlaps with the Victoria Housing Strategy include "Low Carbon High Performance Buildings", and to a lesser degree "Low Carbon Mobility", and "Low Carbon Waste Management", though other areas both existing and in future versions of the CLP may also have a direct or tangential relationship to housing affordability. While there are actions within the strategy that complement or support the CLP, the Victoria Housing Strategy envisions contiguous alignment with the CLP on an ongoing basis, such that climate leadership will be considered in every action in this strategy.



## Go Victoria

When complete, the City's mobility strategy, "Go Victoria," will define the vision for transportation for the City over the coming decades by establishing a new framework for moving people, goods, and services, and identifying strategies and indicators for assessing the performance of transportation in Victoria.

From considering transportation impacts to housing affordability, to the spatial relationship between transit and housing, transportation and housing affordability are deeply intertwined. Because Go Victoria is still in its formation stages, the Victoria Housing Strategy: Phase Two, pledges to examine transportation and housing together both as a distinct action, and through ongoing consideration of policy alignment with the completed Go Victoria document.



## Part Three: Updating the Strategy



## Part Three: Updating the Strategy

The Victoria Housing Strategy Phase Two: 2019–2025 seeks to build upon the successes of the first phase of the strategy. It will continue to be the City's roadmap to housing affordability and diversity, but includes bolder actions and new additional strategic directions.

The Victoria Housing Strategy: Phase Two was informed by new information: updated census data, and updated housing strategies by the regional, provincial, and federal governments. The Strategy includes new housing targets that were established to align with not only the City's growth targets, but our current need. Phase Two was also informed by extensive public engagement. New actions were identified by the community, staff, and Council input over the course of implementation of the first phase of the strategy, and through City Council's updated Strategic Plan 2019–2022 finalized in March 2019. Targeted engagement on these actions was undertaken through several means, including the first ever Victoria Housing Summit attended by 143 housing stakeholders (housing providers, developers, builders, financial institutions, tenant advocates, and others); two public open houses attended by over 100 residents; and three housing surveys with over 1800 respondents. We also sought input and feedback from several key groups formed as we were developing the strategy, including an Academic Roundtable consisting of several of the province's pre-eminent academics whose research focuses on housing. And we looked to best practice in housing planning, through extensive research and jurisdictional review.

### Strategic Plan 2019 – 2022

Following the 2018 municipal election, Victoria's newly elected City Council members developed a four-year strategic plan, which was finalized in March 2019 following Council's several strategic planning sessions, staff input, a public survey, and a day-long Engagement Summit.

The Strategic Plan contains eight strategic objectives, each with proposed actions to support the achievement of those objectives. Strategic Objective #3 is Affordable Housing, and Council has identified 25 actions under this heading, listed below. Each action has been assigned a target completion year from 2019–2022 or is listed as an ongoing action.

#### Strategic Plan 2019 – 2022: Strategic Objective #3 – Affordable Housing

##### 2019 Actions

1. Set targets, define affordable housing, and track and measure the creation of affordable housing units
2. Implement rental-only zoning
3. Incentivize development of rental housing and look for further opportunities to expedite and simplify development processes for affordable rental housing
4. Create a municipal housing service to acquire land and enter into partnerships for the purposes of providing affordable (de-commodified) housing
5. Examine existing City land as possible sites for affordable housing and emergency shelter spaces including road-edge remnants, wide roads, 1240 Yates Street
6. Allow moveable tiny homes in all backyards that currently allow garden suites at rents of no more than \$500 per month
7. Implement Market Rental Revitalization Program
8. Develop Community Amenity Contribution Policy
9. Consider a grant program for secondary suites including those that are accessible and serve an aging population
10. Examine a grant program to incentivize the creation of affordable garden suites
11. Accelerate Implementation of Victoria Housing Strategy:
  - a. Develop city-wide strategy for additional house conversion opportunities
  - b. Incentivize and mandate the creation of family-appropriate two and three bedroom rental units
  - c. Identify funding mechanisms to acquire land to facilitate federal, provincial and regional investment in affordable housing
  - d. Explore the expanded use of tax exemptions to create more affordable housing
12. Allow tiny homes and garden suites on lots that already have secondary suites or duplexes
13. Expand garden suite program to allow larger units on larger lots
14. Houseplexes and Townhouses:



- a. Undertake a city-wide planning exercise to identify suitable locations for townhouses and houseplexes
- b. Support houseplexes as a form of multi-unit housing that provide a sensitive transition within neighbourhoods
- c. Support more family housing including townhouses and row houses
- d. Support new ground-oriented housing forms and lock-off suites

### 2020 Actions

15. Create a Small Scale Housing Ambassador position to make it easier for property owners and homeowners to create affordable housing (10 units or less)
16. Create a Tenant Housing Ambassador position to make it easier for renters to navigate the Tenant Assistance Policy, Standards of Maintenance Bylaw and other issues
17. Consider a comprehensive amendment to the Zoning Bylaw to permit all "Missing Middle" housing forms as of right without need for rezoning or development permit. This builds on 2019 Action "Houseplexes and Townhouses: Undertake a city-wide planning exercise to identify suitable locations for townhouses and houseplexes."

### 2021 Actions

18. Explore the potential of creating a Victoria Housing Corporation
19. Develop relevant partnerships and pilot a project matching seniors with extra bedrooms with eligible lodgers

### Ongoing Actions

20. Regularly evaluate the City's bonus density policy and the number of units being created as a result of it
21. Encourage barrier-free housing and universal design in new developments
22. Identify opportunities for affordable housing in all neighbourhood plans
23. Advocate for more affordable student housing
24. Facilitate, incent and support co-op housing

In order to schedule completion of the affordable housing actions identified by Council through the Strategic Plan 2019–2022, all actions have been incorporated into the actions of this Housing Strategy. The Strategic Plan also identifies measurable outcomes; these have been adopted as the measurable outcomes of The Victoria Housing Strategy Phase Two and are listed in Part 5 Measurable Outcomes.



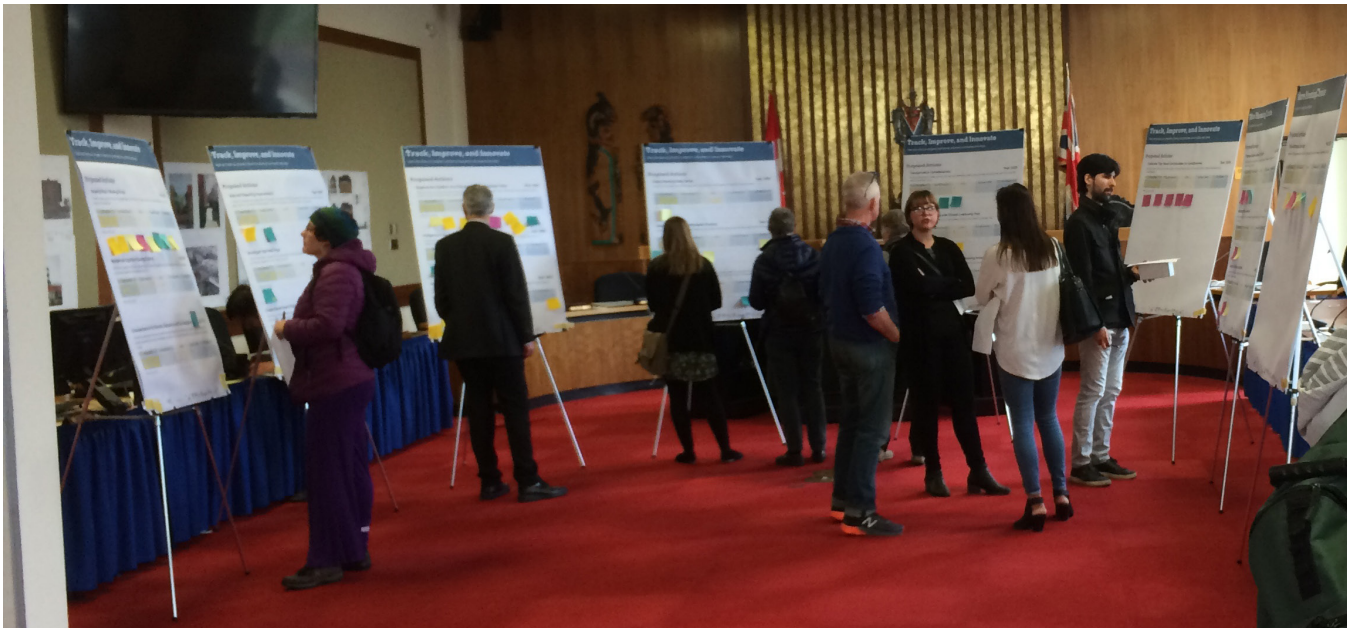
## Engagement

The City sought input from the public in the lead up to this update to the Victoria Housing Strategy in several different ways, with an aim to be accessible to all who were interested in contributing. The Housing Summit was a daylong event designed for housing stakeholders while the public open houses, one in the evening and one over the lunch hour, were designed to gather input from residents of Victoria. The Housing Survey, meanwhile, was available online and distributed widely to ensure we heard from the most people we could on what was important to them. All feedback received was considered in the development of the housing actions in this strategy.

### The 2019 Victoria Housing Summit

The City of Victoria hosted a Housing Summit in 2019, attended by 143 housing stakeholders, including representatives from non-profit housing societies, developers, property managers, senior government representatives, municipal planners, housing and tenant advocates, academics, Community Association Land Use Committee members, Mayor and Council, and many others. The Summit's keynote was presented by Mayor Lisa Helps, and the stated purpose shared with attendees was to seek feedback to inform this update to the Housing Strategy. A total of nine interactive sessions were held throughout the day on topics such as infill housing, family friendly housing, and intergenerational housing options.





## Public Open Houses

Two open houses were held in April 2019 to gather public input on proposed actions for inclusion in the updated Victoria Housing Strategy. Victoria residents came over two separate sessions to discuss housing challenges and ideas for improving housing affordability, availability, and choice in Victoria. A large proportion of attendees were renters, and those affected directly by the housing crisis in Victoria.

Proposed actions, including the 25 items identified by Council on their Strategic Plan, were posted on boards throughout City Hall's antechamber. Attendees showed their support for which items should be prioritized, and provided comments identifying refinements or modifications to improve proposed actions, and added several new items for consideration.

## Supported Areas

The following proposed actions received the most support at the public open houses:

- > Develop a Secured Market Rental Policy
- > Explore Pre-zoning for Inclusionary Housing
- > Align Housing Initiatives with Climate Leadership Plan
- > Affordable Home Ownership
- > Transportation Considerations
- > Explore external funding opportunities for housing initiatives
- > Housing policy working group
- > Consider fee waivers, reductions and tax exemptions





## Housing Surveys

Leading up to the Housing Strategy update, the City released public and focused surveys to get input on what is important to residents when considering the City's actions for affordable housing. Over 1800 residents responded to the public survey. The respondents represented a mix of renters and homeowners mirroring the distribution of renters and homeowners in Victoria: 63% of respondents identified as renters while 37% stated they were homeowners. The 2016 Census counts 61% of private households as renters and 39% owners.

For renters, the most significant housing challenges identified in the survey were the cost of housing, difficulty finding the right type of housing, and the affordability gap between renting and owning. Renters strongly supported actions that reduced discrimination in new developments, and regulations to protect tenancies and preserve existing rental housing stock. Homeowners, meanwhile, most strongly supported actions to make it easier to build legal secondary and garden suites, but also supported the City taking a role in incentivizing the development of new multi-family rental housing.

## Other Formal Input

The City also sought input from those with specific expertise on what was important to include in this update. An academic roundtable was convened to review the draft actions, and input was also sought from the City's newly formed Renters Advisory Committee, who will also play a collaborative role during the implementation phase of this Strategy. Input from both groups was considered and incorporated into the final Strategy actions.

## Academic Roundtable

The City of Victoria formed an academic roundtable to provide input and recommendations to proposed actions in Phase Two of the Housing Strategy. The academic roundtable was comprised of academic experts on housing policy (see sidebar: The Academic Roundtable Members).

Some members of the roundtable were able to attend our Housing Summit, participating in discussions on key housing actions with Victoria housing providers, developers, non-profits, and other stakeholders. The complete roundtable contributed feedback and input into our proposed actions, and provided advice on which items should be prioritized.

### The Academic Roundtable Members

**Cam Owens** University of Victoria – Geography

**Sharon Dias** University of Victoria – Geography

**Penny Gurstein** University of British Columbia –  
School of Community and Regional Planning

**Tom Davidoff** University of British Columbia –  
Sauder School of Business

**Paul Kershaw** University of British Columbia –  
School of Population and Public Health

**Andy Yan** SFU – City Program

**Patrick Condon** University of British Columbia –  
School of Architecture & Landscape Architecture

**Jennifer Vornbrock** University of Victoria –  
Community and Government Relations



## The Renters Advisory Committee

In 2018, the City struck a Renters Advisory Committee to provide advice and recommendations to Victoria City Council on:

- > Policies to increase rental housing stock
- > Improving conditions and wellbeing for renters in the City of Victoria
- > Strategic priorities for the city relating to renters
- > The impacts of provincial and federal legislation affecting tenants
- > Enhancing access and inclusion for renters in developing municipal policy and civic life
- > Other matters that the committee deems relevant to the interests of renters in the City of Victoria.

The Committee consists of up to 12 (twelve) members appointed by Council for two (2) year terms, representing the diverse perspectives and experiences of renters and renters' advocates. The committee meets monthly from September to November and January to June.

The Renters Advisory Committee convened prior to the adoption of the Housing Strategy to provide input on actions important to renters in Victoria, and the City will continue to work collaboratively with the Committee through the implementation phase.



## Tech Sector Survey

The tech sector is booming in Victoria, having grown by approximately 30% in the last five years. In April 2019 a housing survey issued by Dyspatch, a technology start-up in Victoria, showed that housing is a top concern in this population cohort, despite incomes being typically higher than Victoria's median renter income. The survey, completed by 278 employees across the tech sector, ranked affordability highest in importance in a list of 21 housing considerations, followed closely by location.

### Other highlights of the survey:

- > The majority of respondents were under forty
- > Almost half of the survey respondents (46%) reported earning a personal income of \$40,000 – \$80,000, with most of the rest (47%) earning more than \$80,000. 7% of tech sector workers reported earning under \$40,000 per year.
- > The largest proportion of respondents live in a two-person household with a partner only (no children)
- > Most have lived in Victoria for more than 5 years
- > Most plan to purchase a home in the future: 20% are currently looking, and another 25% plan to purchase in 1 – 2 years
- > Of those looking to purchase, 40% noted they would be interested in a ground oriented housing unit (duplex/houseplex or townhome), 30% in a condo, and 30% will be looking for a single detached home
- > Victoria was ranked highest in terms of preferred location for potential tech sector buyers to purchase a home



# Housing Affordability

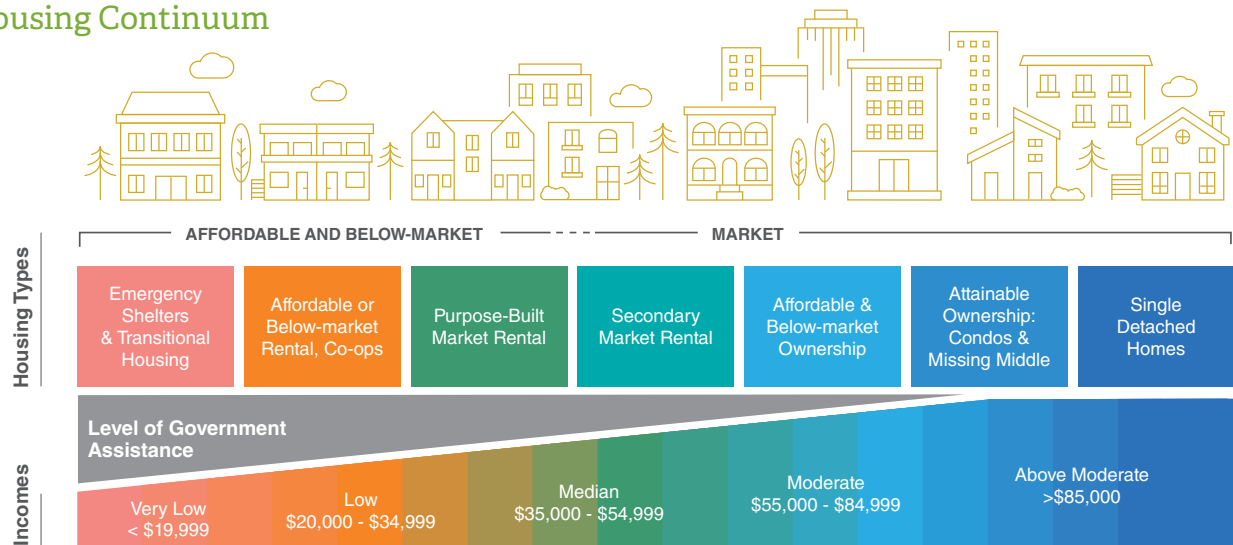
In Canada, housing is considered affordable if it costs less than 30% of a household's before-tax income. Affordability is dependent on the income of the household and therefore affordability can be achieved across the housing continuum.

Victoria adopted a more specific definition of affordable housing in 2018 which is: “housing where the price does not exceed 30% of the gross annual household income for very-low income to moderate income households”.

A more robust metric of affordability and housing challenges is the Core Housing Need indicator used by Statistics Canada. A household in core housing need is one whose dwelling is considered unsuitable, inadequate, or unaffordable, and whose income levels are such that they could not afford alternative suitable and adequate housing in their community.

Units that are priced higher than the maximum rents identified in the Housing Affordability Targets below but are more affordable than market, can be characterized as below-market.

## Housing Continuum



This continuum illustrates the range of different housing types in Canada by identifying the levels of government support required (if non-market) as well as the typical cost of housing. The continuum includes public, private and non-profit housing, and identifies housing tenure including rental, ownership and cooperative ownership. It also identifies whether the housing is provided on a temporary or permanent basis. The Housing Strategy includes actions that seek to address housing affordability challenges across this continuum.

## Median Household Incomes

<div>\$</div> <div>City of Victoria Median Household Income</div> <div>\$53,126</div>	<div>\$</div> <div>Regional Median Income (AMI)</div> <div>\$69,665</div>
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## Median Renter Household Incomes

<div>\$</div> <div>City of Victoria Median Household Income, Renters</div> <div>\$44,165</div>	<div>\$</div> <div>Regional Median Income (AMI), Renters</div> <div>\$47,750</div>	<div>👤</div> <div>Single person households who rent</div> <div>\$36,559</div>	<div>👤👤</div> <div>Lone-parent families who rent</div> <div>\$41,918</div>	<div>👤👤👤</div> <div>Senior-led Households who rent</div> <div>\$31,376</div>	<div>👤👤👤👤</div> <div>Couple Families with Children, who rent</div> <div>\$74,047</div>
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Prepared by SPARC BC for the City of Victoria using information and data from the Community Data Program



## Housing Affordability

The City has two types of housing targets: housing affordability targets, which establish the appropriate household income thresholds and rents for affordable housing units, and housing unit targets, which are the number of units required on an annual basis to meet the current and future housing needs of Victoria residents. Both the affordability and unit targets have been updated for Phase Two.

The City of Victoria defines affordable housing as a basis for establishing expectations of affordability. The definition is “housing where the price does not exceed 30% of the gross annual household income for very-low income to moderate income households”.

For target rents, the City’s Renter Median Income is used as the income in that definition to ensure the City prioritizes housing units that are truly affordable to renters in the City of Victoria. Maximum rents are identified for each income bracket, and by unit type (number of bedrooms).

### Affordable Rents

	BACHELOR \$375 TO \$875	1-BEDROOM \$425 TO \$1050	2-BEDROOM \$575 TO \$1300	3-BEDROOM \$700 TO \$1750
Very Low Income	\$375	\$425	\$575	\$700
Low Income	\$500	\$650	\$850	\$1000
Median Income	\$875	\$1050	\$1300	\$1750

### Affordable Home Ownership Target Incomes

Household income bracket	Annual Income	Monthly Housing Cost
Moderate Income	\$55,000 – \$84,999	Determined by Lender

\* Additionally, homes that are rented at BC Housing rates, including Deep Subsidy, Rent Geared to Income and Housing Income Limit Levels, are considered to be affordable.

Affordable home ownership targets, geared at those earning a higher income but still unable to bridge the gap between rental and ownership without support, are aligned to the regional median income to target moderate income earners. Some flexibility in target incomes will be considered for affordable home ownership units (eg. 3 bedroom units).

Units in the Very Low and Low income brackets are not expected to be developed without direct support (subsidy) from senior levels of government and/or partnerships with non-profit housing providers. Units affordable to median and moderate income earners meanwhile can be provided by private market development, but will still require municipal or senior government incentives and partnership.

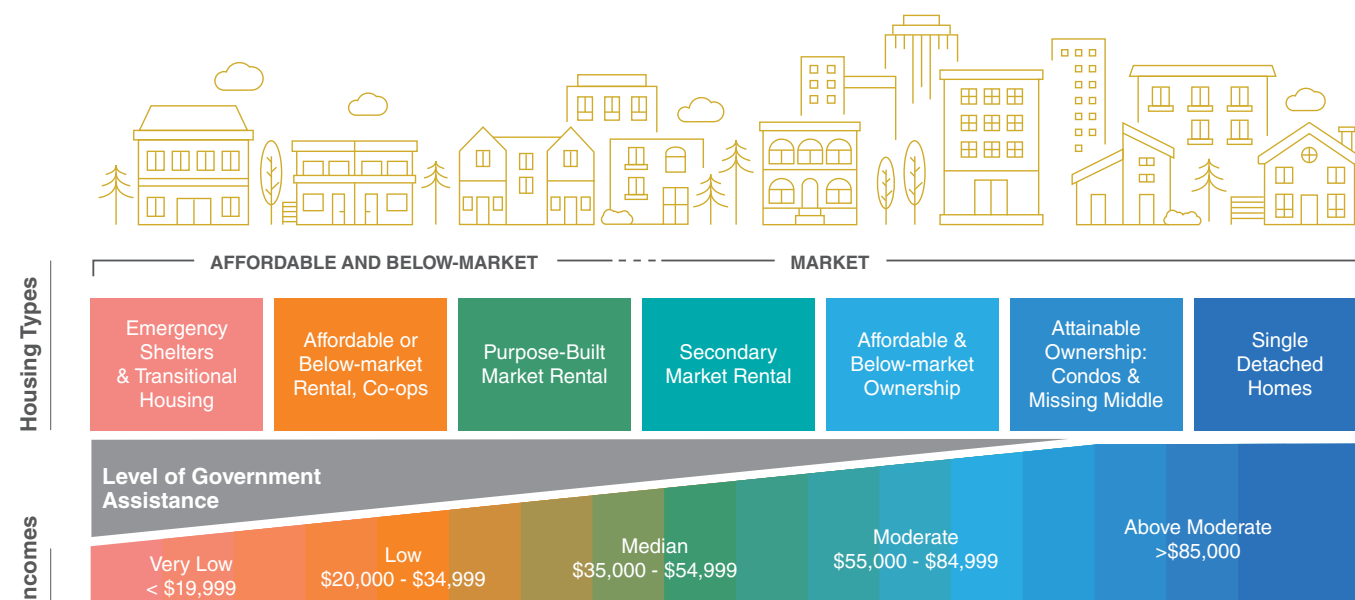
## Housing Targets

The City of Victoria sets housing targets as part of our overall planning for new housing. These targets provide a high-level estimate of the number, form, tenure and affordability of housing needed at different points along the housing continuum.

Since adoption of Phase Two, the City has commissioned several new studies to better understand the current and future housing needs. These Housing Targets were updated in December 2020 to estimate the minimum number of new homes that need to be created by 2025 to keep up with a growing population and to catch up to address the current housing shortage.

### Housing Targets, City of Victoria 2019–2024

Housing Type	Income Bracket					Minimum 6-Year Target Totals
	Very Low	Low	Median	Moderate	Above Moderate	
Affordable and Below-Market Rental	700	700	700			2,100
Market Rental				1,900		1,900
Condominium					1,000	1,000
Missing Middle Housing					1,000	1,000
Minimum Total Homes	2,100			1,900	2,000	6,000 (Including 1,600 homes for families)





## Organization and Implementation

The first phase of the Victoria Housing Strategy was organized into three strategic directions:

- > Increase Supply
- > Encourage Diversity
- > Build Awareness

Throughout the implementation stage, and during engagement leading up to the development of Phase Two, we heard several things that incited a decision to expand from three to five new housing goals:

1. Focus on Renters
2. Increase Supply
3. Housing Choice
4. Track & Improve
5. New Ideas

**These categories are described in detail in Part Four: Goals.**

Several actions could be considered to 'live' in only one or in up to all the categories (for example, an action may support renters, increase rental supply, increase housing choice, be an improvement in an existing process, and include a new idea). However, care has been taken to place items under the category where the action most applies, for ease of reference.

As well, all of the City of Victoria's Strategic Plan Affordable Housing objectives have been incorporated as distinct actions, or components of broader actions within this strategy.



## Implementation

The Victoria Housing Strategy is a guidance document that provides a “roadmap” of actions the City will consider over the course of the range of years identified (for Phase two, the range is 2019–2022). If an action is identified in this Strategy, that means in most cases that item will be treated as a project by staff. Council's adoption of the strategy does not infer adoption of each action, but direction to explore each of the actions identified. The way each project will be executed will differ depending on the action, but will typically involve research and analysis, consultation, and recommendations that are then brought forward to Council for consideration of adoption.

Actions in this Strategy are organized by priority, and all are targeted for completion or implementation (in the case of ongoing actions) by 2022.

We'll monitor our success through:

### Improved Data Collection

The Development Outcomes Monitoring and Evaluation (DOME) project will help us collect the data we need to make evidenced-based decisions. It will enable the City to gather more information about new development in Victoria in order to more accurately measure progress towards the objectives in the Victoria Housing Strategy, the Official Community Plan and other policies. The DOME project is a priority action in this update, as improved tracking of key indicators associated with housing outcomes better positions the City to adaptively manage emerging trends, issues, and opportunities related to housing in Victoria. DOME is focused on expanding the City's ability to capture and report on data associated with new development applications in Victoria. The project will explore the feasibility of capturing new data streams or improved data quality on the number, affordability, and duration of new non-market units; value of community amenity contributions from new developments; unit mix, and other metrics.

### Housing Strategy Annual Review

An annual report will be prepared beginning one year following adoption of this update. The report will outline achievements, challenges, and status of action items completed. The report will be presented to Council for information and to seek guidance on modifications to priorities or action items.

### Housing Reports

Each year the City of Victoria completes annual housing reports, consisting of a tabulation of the number of units and type of residential development occurring in Victoria. The success of the Victoria Housing Strategy may be reflected in these reports through an aggregate improvement in the number of new housing units developed or grants issued; however direct linkages in most cases are not possible as there are multiple factors both internal and external which may contribute to an increase or decrease in the number of new housing units and types developed. Examples of factors that may influence the rate of development include:

#### INTERNAL

Policy application  
Zoning regulations  
Planning Documents  
Permitting Processes  
Fees & Levies  
Council Decisions

#### EXTERNAL

Availability & Cost of Land  
Developer interest  
Interest Rates  
Construction Costs  
Senior Government Policy & Regulations



## Part Four: Housing Goals



# Goal One: Focus On Renters

Improve affordability, stability, and choice for renters in the City of Victoria.

Victoria has traditionally been a renter's city, with well over half the City's population renting their homes. But with more renters than places to rent, renters are at a disadvantage. Strong demand for fewer rental units combined with the high cost of development has caused market rents to continue to increase. Rents are often higher than average income-earners can reasonably afford, and while most landlords in Victoria care for their tenants and property, sometimes units are not maintained to their highest standards, particularly when costly capital improvements are required. In markets where available units outnumber renters, landlords are in competition for renters. Rents tend to grow no higher than inflation (2–3% per year), and in some cases rental units may be maintained to a higher standard to attract renters.

In tight housing markets, private landlords in both the purpose-built and secondary rental market can make choices about their rental units that can be innocuous for the owner but which can deeply impacts tenants. This can happen, for example, when a homeowner with a secondary suite sells their home, or a building owner redevelops their property. Sometimes landlords may opt to evict long-term tenants to make capital improvements. These tenants, who are paying rents that are now well-below market, often face the prospect of not only uprooting their lives, but entering into a highly competitive rental market where the cost to rent is significantly higher than their current housing, or in an area far from work, childcare, school, and established social connections.

People with lower than average incomes and specific housing needs feel this crunch more acutely. Ways to improve circumstances for renters include:

1. Create more rental housing supply to create less competition for units.
2. Create more opportunities for rental and choices in types of rentals available.
3. Create, strengthen, and maintain regulations to protect tenants.

Note that support for renters is not restricted to this category: a majority of actions in categories are also designed to improve housing supply and choice for renters in the City of Victoria.

## Amy's Story

Our journey to find the perfect place to call home began when my partner and I moved to Victoria from Toronto with our 1 year old son in 2014. It was definitely a trying experience and a real test of perseverance. Our first month was spent living in an Airbnb while we searched for housing. Although many people are against Airbnb for its contribution to a long-term housing shortage, for us it was critical and the only transition option to permanent housing.

We arrived with multiple letters of reference and an outstanding credit report. But apartment after apartment we were turned away and given confusing explanations as to why. We suspected the cause was either us being a mixed-race couple, having a child, or a combination of the two. One townhouse told us the owner didn't think it was safe for a 1 year old to live in a home with stairs; another told us that it's the company's policy to only rent ground floor units to families with children.

Finally, we found the perfect house. When we viewed it, we could hardly believe how perfect it was for us. Lots of room, yard, laundry, affordable rent, parking, and prime location. We quickly made the house our home and became entrenched in the neighbourhood and the City. It was exactly the type of community we set out to be a part of when moving to the west coast.

It is now almost 4 years later. My partner is a local designer thanks to the studio space we have in our basement, and our son goes to school just up the street. However, we have been informed that our perfect little house is going to be demolished to make way for condos. Where will we go? It is unlikely we will ever find a more perfect home to live in again. We have been offered a generous Tenant Assistant package from the developer but long-term that means very little. I want an environment as stable as possible for our child and am worried that when it comes time to move we will always be worried that it could also be sold and we would have to be on the move continuously.

## Goal One: Focus on Renters

Improve affordability, stability, and choice for renters in the City of Victoria.

Market Rental Protection and Revitalization Policy	Explore additional incentives and regulations, including licensing, to preserve existing rental housing stock, ensure capital improvements are completed, protect tenancies, and prevent renovations.*
Secured Market Rental Policy	Beginning with a workshop to gather ideas from housing stakeholders, develop a Secured Market Rental Policy to incentivize the development of rental housing and look for further opportunities to expedite and simplify development processes for affordable rental housing.*
Tenant Ambassador	Create a new dedicated staff position to support tenant and rental housing related work including support for tenant assistance plan review, guidance through the redevelopment process, information and referral to residents, and support and advice to housing policy staff.*
Residential Rental Tenure Zoning	Continue to implement rental-only zoning and engage with the community to explore other opportunities created through the new Residential Rental Tenure Zoning authority.*
Reduce Housing Barriers in New Developments	Consider creating a City-wide policy to use housing agreements to reduce housing barriers such as age restrictions, pets, and rentals in strata buildings.
Tenant Engagement	Create guidelines or strategies for going out into the community to specifically increase renter participation in public engagement processes as a part of all housing initiatives at the City.
Short Term Rental Policy Review	Review the Short-Term Rental policy and proactive enforcement efforts and consider opportunities for directing program revenue to affordable housing.

\*2019 – 2022 Strategic Plan Action



## Goal Two: Increase Supply

Encourage new housing supply for all Victoria residents.

Creating more housing supply is a critical part of the housing solution. Housing of all types and for all incomes is needed across the housing spectrum to meet current housing demand and anticipated growth.

Land and construction costs have a direct relationship to housing costs for the end user (the price to buy or to rent). The higher the cost to create or purchase the housing, the higher the cost for the end user. Incomes, meanwhile, have remained relatively stagnant.

There is a strong need for housing amongst a range of income earners in the City. However, through analysis of need and growth, it's clear that purpose-built rental is a housing type that should be prioritized. Purpose-built rental is rental housing that has been designed for the primary purpose of providing long-term rental housing to tenants. It is more secure than the secondary rental market (homeowners renting their private housing to a tenant) because while not immune to sale and redevelopment, it is less vulnerable to change than the private rental market. And in relative terms, purpose-built rental becomes more affordable over time as rental rates rise more slowly than housing prices.

Because of the high cost of purchase and construction, without government intervention to subsidize housing costs, new purpose-built rental housing will not be viable if rents are set to match lower incomes. However, in relative terms, purpose-built rental becomes more affordable over time, because rental rates rise more slowly than housing prices. For example, the vast stock of purpose-built rental housing constructed in the 1960s and 1970s is now an important part of the City's de facto affordable housing stock.

As land use regulators, the City has an important role to play in creating conditions, regulations, and policies to encourage the development of the right kind of housing supply from the private market.

Creating supply requires partnerships. We need:

- > developers and builders to create the housing
- > the City to make it easy to build and to regulate and incentivize the features residents need, such as affordable, accessible, or suitably-sized housing
- > senior levels of government to subsidize some development to make it more affordable

### Leslie's Story

Leslie arrived at Cridge Transition House with her two children and 3 suitcases. Her 30-day stay was consumed with working with the justice system, applying for income assistance, trying to comfort her children, and looking for a new home to launch a life without violence for her and her children. Her combined income assistance and child tax benefits would give her a monthly income of \$2,500. She quickly realized that 3 bedroom apartments are scarce and expensive – rents started at \$2,400 per month.

The harsh reality of the housing crisis in Victoria loomed large for Leslie. Not being able to move out of the transitional housing, means the waitlist just gets longer for women in need.



## Goal Two: Increase Supply

### Encourage new housing supply for all Victorians

Explore Pre-zoning Opportunities	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. Include research and analysis on current use of single family homes before making zoning changes.
City-owned Sites for Affordable Housing	Explore using existing city-owned properties or acquiring new land for affordable housing.*
Update and Expand Secondary Suite Policy	Consider further zoning and regulatory changes to increase the supply of legal accessory suites, including allowing multiple suites on properties or allowing suites in developments where they are not currently permitted in zoning, such as in duplexes or townhouses. Consider the size and location of suites, and consider ways to legalize existing suites.*
Expand House Conversion Eligibility	Update the City's house conversion regulations to encourage more house conversions and consider affordability in house conversions Citywide.*
Affordable Housing in Local Area Planning	Identify opportunities for affordable housing in all local area plans.*
Support faith-based, charitable, and non-profit housing developers	Consider how to bring together charitable, faith based and non-profit organizations and developers to increase development capacity, foster partnerships and support the creation of community-focused development in Victoria.
Rental Suite Grant Program	Explore the development of grant programs to encourage an increased supply of garden suites and accessible secondary suites.*
Update and Expand Secondary Suite Policy	Consider further zoning and regulatory changes to increase the supply of legal accessory suites, including allowing multiple suites on properties or allowing suites in developments where they are not currently permitted in zoning, such as in duplexes or townhouses. Consider the size and location of suites and consider ways to legalize existing suites.*

\*2019 – 2022 Strategic Plan Action





## Goal Three: Housing Choice

Encourage a range of housing options to meet the needs of Victoria residents.

Different types of housing are required to support a vibrant community. A mix of housing types and densities means that a more diverse range of residents, in all ages and stages of life, can live in the City and support a broader range of services in easy travel distance, including by transit, biking, or walking. Housing diversity is important so residents can stay connected to their community as we move through life's stages – from young students or workers, to family formation, through to retirement and aging well. Research also shows that cities with more diversity in housing types are more stable and are better equipped to manage housing crises. Creating housing choice also means ensuring groups that face more housing pressures than others are given an extra hand to level the playing field.

The first phase of the Victoria Housing Strategy's Strategic Direction 2 was "Encourage Diversity". This update expands upon the actions implemented through that direction by considering more housing types and locations to improve housing options that meet specific needs.

### Sarjit's Story

I am most fortunate to live in a housing co-op. My son was six years old when I heard and read about co-op housing. For various reasons, I was not happy renting but mostly because I was getting more and more concerned about having secure housing. I could not afford to buy a house and once I learned about housing co-ops, my hopes and dreams of having a 'home' ultimately came true.

To say we need more co-op housing in Victoria is an understatement. It's needed not just for the younger generation but for seniors too. Seniors who may have raised their family in co-op housing and now are over-housed. They want to live in a likeminded community but are afraid to move and lose their home and the lifestyle of cooperative housing. They want to be able to participate in decision-making. Those who live in co-op housing understand the value of making decisions and contributing to the community as a whole.





<b>Goal Three: Housing Choice</b> <b>Encourage a range of housing options for all Victoria residents</b>	
Develop a Family Housing Policy	Consider the development of a Family Housing Policy, including a bylaw to mandate the creation of two and three bedroom units in new developments.*
Inclusive Housing	Explore ways to ensure the City's housing policies are inclusive of people's identities including gender, sexual orientation, race, ethnicity, age, ability, and family status.
Tiny Homes	Explore how the City of Victoria could permit tiny homes while still maintaining safety and livability for residents.*
Missing Middle Housing	Develop a strategy for creating new types of ground-oriented housing that fit well within neighbourhoods to help increase housing choice, affordability and the achievement of citywide livability and sustainability goals.*
Missing Middle Zoning Amendments	Consider a comprehensive amendment to the Zoning Regulation Bylaw to permit Missing Middle housing forms as of right without a need for Council approval.
Co-op, Co-housing, and Land Trusts	Explore how to facilitate, incent, and support collaborative housing forms including co-op housing, and evaluate the city's role in the development of these types of housing.*
Garden Suite Policy Amendments	Review the Garden Suite Policy and Guidelines to improve the development process, reduce costs, encourage family-sized suites, and allow development of garden suites on properties with secondary suites and on duplex lots.*
Indigenous Housing Working Group	Create a working group of indigenous stakeholders to develop more inclusive housing policy that considers the needs and voices of indigenous citizens
Barrier-free Housing & Universal Design	Encourage barrier-free housing and universal design in new developments.*

\*2019 – 2022 Strategic Plan Action

## Goal Four: Track & Improve

Track our progress and improve our housing policies and programs to optimize impact.

Tracking, monitoring, and evaluation is critical for collecting evidence and making informed choices. The City of Victoria has a number of policies, programs, guidelines, and regulations relating to housing affordability and choice, but to date, our success at tracking the outcomes of these programs has not kept pace with new ideas.

The role of monitoring and evaluation is to track implementation and outputs systematically, and measure effectiveness of our programs and policies. This work helps determine more precisely when something is working, and when improvements are required. It can demonstrate that our work has had a positive impact. It helps us make the most efficient use of our limited resources, and make informed decisions about how to allocate those resources.

Through the actions in this category, the City will track progress towards achieving outcomes, decide which areas to focus our attention on, and optimize our processes, policies and regulations to make the greatest impact.



### John's Story

"My family and I have been trying to buy a home for our growing family in Victoria for over a year. Even with significant family support, we have yet to find any kind of 3 bedroom home within our budget. We have been trying to find an old house to renovate, and create a mortgage helping rental suite, but find that anything remotely suitable is out of our price range or that the zoning restrictions on suites add to much uncertainty and cost. We cannot afford nor want to buy a second car to commute from the outer suburbs and have not found any 3 bedroom condos or townhomes being built in the core. We have given up for now, hoping that prices will ease in the next few years."

### Roberta's Story

Even with 26 years as a good tenant and references saying as much, Roberta faced discrimination with landlords when looking for housing. Roberta was homeless for 3.5 years before finally securing subsidized low income housing in a new development. She is thrilled that she has a home to call her own.

A mother of four children, Roberta beams when talking about her new apartment. "It is security for sure, I lost so many things moving around. I have had my family over 6 or 7 times for dinner and I have only had my place for a month. I can do crafts with my grandkids and teach them what I know. The place is so nice. I love my floors, I sweep when I first wake up in the morning, I sweep during the day and then I sweep in the evening."

<b>Goal Four: Track &amp; Improve</b> <b>Track our progress and improve our housing policies and programs to optimize impact.</b>	
Data and Reporting Improvements	Prioritize the development of data collection processes and a streamlined reporting approach to assist the City in making informed policy decisions, and so that housing statistics, outcomes, and policies, are publicly available and accessible. Consider tracking income and wealth alongside housing data. Consider creating an accountability framework.
Monitor Affordable Housing Development	Track and measure the creation of affordable housing units, reporting to Council quarterly on progress.*
Housing Policy Working Group	Create a working group of key housing stakeholders to meet quarterly to review progress on Housing Strategy items, and flag new items for consideration.
Review and Update the Zoning Regulation Bylaw	Perform a review of the Zoning Regulation Bylaw and consider amendments to modernize, improve efficiency, and ensure compatibility with City objectives.
Rental Replacement Policy	Revisit the City's Rental Replacement Policy to ensure it is meeting the City's updated housing priorities.
Victoria Housing Reserve Fund Improvements	Review the Victoria Housing Reserve Fund guidelines after each intake date to ensure alignment with current City priorities, Housing Strategy actions, and ability to achieve housing targets.
New Webpages	Create a "Developer Hub" webpage to provide current information on affordability targets and policy, procedures, and bylaws; a "What's Happening Here" page for the public to improve transparency on new residential development, including information about the developer, estimated occupancy, number of units, and number of affordable units or value of amenity contributions; as well as a "Victoria's Tenants" webpage that provides information on policy and tenant services.
Cross-government Policy Alignment and Advocacy	Strengthen the City's housing policy alignment and advocacy with senior levels of government, including exploring the creation of a cross-governmental working group. Identify opportunities for partnership and interrelationships between the City and the region.
Review and Optimize Housing Funding	Conduct an analysis of the City's total spending on housing and homelessness to provide advice on how to best utilize resources and achieve positive and measurable outcomes.
Fee Waivers, Reductions, and Tax Exemptions	Revisit fee waivers, reductions and tax exemptions for affordable housing developments while ensuring services funded through DCCs are adequately supported. Explore the application of DCCs in select circumstances in traditional residential areas (e.g. duplex development).
Inclusionary Housing & Community Amenity Policy Review	Regularly monitor and evaluate the City's inclusionary housing policy outcomes, including monitoring the number of units being created as a result of it. Update the policy annually to ensure rates and targets remain aligned with market conditions.
Align housing initiatives with Climate Leadership Plan	Consider ways to integrate and align the City's housing policy with the City's Climate Leadership Plan.
Transportation Considerations	Consider transportation needs, planning, and cost when developing housing policy. Align housing policies with GoVictoria, the City's transportation policy.

\*2019 – 2022 Strategic Plan Action

## Goal Five: New Ideas

Try bold ideas to achieve new results.

In the first iteration of the Victoria Housing Strategy, we worked on the 'low-hanging fruit'; that is, actions we could achieve relatively quickly to make improvements to the City's housing outcomes sooner. Now, we are at a point where we must dig deeper, and try things we haven't tried before. It's time to pull out all the stops and try new and innovative ideas. This category outlines new ideas and bold actions to add to our arsenal.

### Geoff's Story

"I took a piece of my long skinny yard that held an overgrown compost heap and abandoned garden boxes and built a beautifully designed little garden suite there. The one-year anniversary of my tenant moving in has just passed, and we are both very happy. I see him in passing from time to time, but mostly am not aware that I have another home in my back yard. Both of us have private gardens that made the best use of the existing mature fruit trees in the yard. Garden suites are not cheap, I spent \$130,000 and six months of my own labour. Consequently, I think they are not generally a way to provide "affordable" housing. But I think they do provide an attractive "my own home" feel to a tenant, or a flexible option for extended family or elders aging in place. They are also one way to densify a neighborhood while keeping the feel of the existing houses."

Goal Five: New Ideas Try bold ideas to achieve new results.	
Housing Champions	Consider developing a team to promote informed awareness and acceptance of affordable housing projects and housing/social initiatives in the community.
Small Scale Housing Ambassador Position	Create a small-scale housing ambassador position to guide homeowners through the secondary and garden suite development process from planning to occupancy.*
Intergenerational Housing	Explore intergenerational housing options to improve access to housing and social inclusion across generations, including developing partnerships and piloting a project matching seniors with extra bedrooms with eligible lodgers.*
Temporary Modular Housing on City Land	Explore the use of city-owned sites for temporary modular housing and streamline development processes so they can be operational as soon as possible.
Public Housing Talk Series	Launch a free quarterly educational series open to the public on housing issues and innovative housing solutions.
External Funding Opportunities for Housing Initiatives	Explore opportunities and develop a plan for applying for grants to fund City and community housing initiatives, including acquire land for affordable housing.
Garden Suite Design Competition	Launch a garden suite design competition. Winners of the competition could see their plans utilized as pre-approved plan options for potential garden suite developers.
Municipal Housing Authority	Explore value of a "Victoria Housing Corporation" for City-owned and operated affordable housing.*

\*2019 – 2022 Strategic Plan Action





## Part Five: Measurable Outcomes



# Part Five: Measurable Outcomes

## Overview

This section provides a framework for monitoring success by measuring outcomes achieved by actions in the Victoria Housing Strategy Phase Two: 2019 to 2022, as well as the City's high-level housing affordability objectives. This framework, which involves monitoring, reporting and adjustments, will enable the City to understand the relative success of each action as they're implemented, as well as how their impacts can be improved by continued refinement over time.

## Measurable Outcomes

The measurable outcomes identify a data source with a desired directionality (e.g. increase, decrease) as well as the frequency and output in which progress is measured and reported. The outcomes are organized by the Housing Strategy's five categories, which are: Focus on Renters; Increase Supply; Housing Choice; Track and Improve; and New Ideas. The list includes existing indicators that are currently tracked by the City and reported on in documents such as the Annual Housing Report or OCP Annual Review, as well as new measurable outcomes proposed to measure the achievement of actions in both the Housing Strategy Phase Two: 2019 to 2022 and the City's Strategic Plan 2019–2022. Measurable outcomes that align with the Strategic Plan are indicated by an asterisk (\*) in the tables below.

## Monitoring Reports

The Annual Housing Report will be used to monitor the majority of the outcomes identified by the Strategy, and will include key findings that summarize the trends, issues and success of the Strategy's measurable outcomes. Additionally, each measurable outcome included below will be reviewed annually to assess feasibility of continued inclusion and whether they should be adjusted or removed. There are some outcomes that will be reported out as needed in quarterly reports, and during policy review, in which the assessment of the action will be reported directly to Council for consideration. Additionally, a five-year review of the Housing Strategy will be completed in 2022, to assess the levels of success in achieving the measurable outcomes and targets identified below.

**Focus On Renters:**  
**Improve affordability, stability, and choice for renters in the City of Victoria**

Action or Objective	Outcome A	Outcome B	Reporting Schedule	Output
Renter Demographics	Monitor proportion of renter households in the City of Victoria (Statistics Canada, Census)	Decrease in total number of renter households in core housing need (Statistics Canada, Census)	Annual and updated 5 years	Annual Housing Report
Renter Affordability & Access	Decrease affordability gap for renters in the City (Median renter household incomes, compared to CMHC average market rents for 1 and 2 bedroom units)	Increase Total Rental Universe & Increase Vacancy Rates in the City of Victoria, CMHC Rental Market Report*	Annual	Annual Housing Report
Develop a Secured Market Rental Policy	Increase total annual number of building permits issued for new purpose built market rental housing units	Increase Total Rental Universe & Increase Vacancy Rates in the City of Victoria, CMHC Rental Market Report*	Annual	Annual Housing Report
Tenant Ambassador Position	Monitor total number of Tenant Assistance Plans (TAPs) submitted, Total number approved or declined	Monitor total number of vacant units; tenants involved and relocated; and % difference in unit sizes and rents according to TAP forms and final reports	Annual	Tenant Assistance Policy Reviews
Short Term Rental Policy Review	Monitor total number of active STR listings; increase number of licenced STRs citywide, including principal and non principal residences Monitor fines issued	Monitor total licences issued in City annually, and total monetary value of licences. Monitor number and value of fines issued and collected.	Annual	Policy Review and Quarterly Reports

## Increase Supply: Encourage new housing supply for all Victoria residents

Action or Objective	Outcome A	Outcome B	Reporting Schedule	Output
Housing Affordability	Decrease in number of people spending more than 30% of income on housing*	Decrease in number of households in Core Housing Need in Victoria	Annual	Annual Housing Report
Rates of Homelessness	Decrease in homelessness (Point-in-Time Count numbers go down)*	Monitor rates of unique individuals using Emergency Shelters, Coalition to End Homelessness	Indicator A: Biennial	
Indicator B: Annual	Point in time Count and OCP Annual Review			
New Housing Supply	Monitor new housing units in growth target areas	Monitor City's annual share of region's new housing unit supply	Annual	OCP Annual Review
City-owned Sites for Affordable Housing	Increase total number of units and developments with residential use on municipal land; include temporary and permanent units	N/A	Annual	Annual Housing Report
Rental Suite Grant Program	Increase total number of garden suites and accessible secondary suites supported by grants and total value of grants administered	Total number of building permits issued for garden suites and accessible secondary suites citywide	Annual	Annual Housing Report
Update and Expand Secondary Suite Policy	Increase total number of building permits issued for secondary suites citywide	Monitor estimated number of secondary suites in the City of Victoria; BC Assessment Data	Annual	Annual Housing Report
Expand House Conversion Eligibility	Increase total number of building permits issued for house conversions citywide	N/A	Annual	Annual Housing Report
Support faith-based, charitable, and non-profit housing developers	Increase total number of building permits issued for affordable housing units citywide per year	N/A	Annual	Annual Housing Report

## Housing Choice: Encourage a range of housing options to meet the needs of Victoria residents

Action or Objective	Outcome A	Outcome B	Reporting Schedule	Output
Neighbourhoods are diverse, accessible and affordable across all ages, incomes and abilities	Define Criteria and Targets for “diversity, accessibility, affordability”	Monitor the number of building permits issued by neighbourhood for new units, according to the City's Housing Targets and Affordability Targets	Annual	Annual Housing Report
Affordable Home ownership	Increase in percentage of Victoria residents who own their own homes*	Increase number of affordable home ownership units approved; Average discount (percentage below market) in prices and household incomes served	Annual	Annual Housing Report
Develop a Family Housing Policy	Increase number of 2 and 3 bedroom units in new developments	Increase proportion of households in family formation years in the City (30 to 50 years old); Increased proportion of households with children	A: Annual B: Census Data Releases (5 years)	Annual Housing Report
Tiny Homes	Create Tiny Home Regulations, Policy & Guidelines	Increase number of permits or licences issued for tiny homes citywide	Annual	Annual Housing Report
Missing Middle Housing & Missing Middle Zoning Amendments	Increase total number of building permits issued for new ground-oriented housing forms citywide (including townhouses, houseplexes, duplexes, row houses and suites); create and measure against new targets based on growth projections	Increase the proportion of new ground-oriented housing forms in each neighbourhood (including townhouses, houseplexes, duplexes, row houses and suites) with the aim to quadruple the number of ‘missing middle’ housing units*	Annual	Annual Housing Report
Co-op, Co-housing, and Land Trusts	Increase total number of co-operative and co-housing units and developments in the City of Victoria, Co-op Housing Federation of BC)*	Increase total number of community land trusts in the City of Victoria	Annual	Annual Housing Report
Garden Suite Policy Amendments	Increase number of garden suites constructed and approved citywide and by neighbourhood	Survey with tenant, owners and builder of garden suites on barriers, costs, benefits and policy or process improvements	Annual	Annual Housing Report and Policy Update as needed

**Track and Improve:**  
Track our progress and improve our housing policies and programs to optimize impact

Action or Objective	Outcome A	Outcome B	Reporting Schedule	Output
Monitor Affordable Housing Development	Increase total number building permits issued or development approvals for affordable housing units citywide and by neighbourhood	Monitor the number of building permits issued for new units, according to the City's Housing Unit Targets and Affordability Targets	Annually and 5 years	Annual Housing Report & Housing Strategy Update
Rental Replacement Policy	Monitor total number of demolitions of rental housing units citywide	Monitor total number of net rental units lost through demolition	Annual	Policy Review & Victoria Housing Report
Review and Optimize Housing Funding	Monitor total number of units supported by grant awards and level of affordability achieved	Monitor five year average of affordability levels of units supported by housing grants	Annual	Annual Housing Report
Inclusionary Housing and Community Amenity Policy Review	Increase number of inclusionary housing units approved, tenure and level of affordability	Monitor total amount of cash-in-lieu contributions committed through rezoning approvals and collected at building permit issuance; track allocations to municipal reserve funds	Annual	Policy Review and Annual Housing Report
Victoria is seen as development friendly	Meet Application Turnaround Times – REZ, DP, DVP, DPV, HAP (75% Target)	Victoria accommodates 12,900 households by 2038	Indicator A: Monthly	
Indicator B: 5 years	Sustainable Planning and Community Development Consolidated Monthly Reporting			



**New Ideas:**  
Try bold ideas to achieve new results

Action or Objective	Outcome A	Outcome B	Reporting Schedule	Output
Intergenerational Housing	Monitor number of tenant placements if pilot program is created	Annual or as needed	Pilot Program Review	
Small Scale Housing Ambassador Position	Increase total number of building permits issued for garden suites and secondary suites	Annual	Annual Housing Report	
Temporary Modular Housing on City Land	Increase number of building permits issued for temporary modular housing units on municipally owned or other sites city-wide	Annual	Annual Housing Report	
Emergent Issues	This indicator provides an opportunity to record emerging trends, issues, or new information that may have an impact on the implementation and success of the Housing Strategy, and new actions proposed since adoption	Annual	Quarterly Report & Housing Strategy Review	

CITY OF VICTORIA | Sustainable Planning & Community Development

# Housing Strategy Annual Review 2021

## Victoria Housing Strategy: Phase Two 2019-2022



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## Introduction & Purpose

Since the adoption of the *Victoria Housing Strategy Phase One* in 2016, Victoria has become a leader in its commitment to housing innovation and improvement. In 2018, affordable housing became a key strategic objective of Council's 2019-2022 *Strategic Plan*.

Securing affordable and appropriate housing continues to be one of the biggest challenges facing a widening range of Victorians today. The *Victoria Housing Strategy Phase Two* was adopted in 2019 to increase the supply and diversity of both affordable and market housing across the continuum and throughout Victoria to meet the current and future needs of residents.

The Housing Strategy Annual Review is a tool to monitor the city's shifting housing context and track progress toward the Housing Strategy's targets and goals. In 2018, annual reviews replaced the long-standing housing reports historically compiled by the City with a new format and an expanded set of indicators. As of 2021, one third of the six-year timeframe (2020-2025) has elapsed for the City to achieve its minimum housing targets. This report provides an in-depth summary of the progress made over the past year as well as the cumulative progress since 2019, and describes ongoing efforts towards achieving the goals of the *Victoria Housing Strategy*.

Affordability remained the principal housing challenge for Victorians in 2021. One year after the COVID-19 pandemic began, the City continued to experience soaring home prices, rising rental and construction costs, as well as record migration into BC and rising levels of inflation. Despite these challenges, progress continued toward many key Housing Strategy objectives, with nearly all supporting actions either completed or underway, including several actions that focus on renters as well as increasing housing affordability, choice, and diversity.

The City continued to improve and deepen its understanding of Victorians' housing needs and experiences over the past year. The 2021 national census will provide important updated information on local population and household characteristics, such as incomes and housing costs. Early in the year, the City partnered with BC Housing to help move hundreds of people living in parks into transitional housing, intended as a pathway to a permanent home. To help document and learn from this experience, the City commissioned *The Beginning of The End of Homelessness* report, focused on identifying barriers and making recommendations to ending homelessness in the Capital Region. The report highlighted the diversity of people experiencing homelessness in our city, and the important role that municipal policies and programs play in helping to realize the right to adequate housing for all. The homelessness report complemented the *Victoria's Housing Future* report completed in 2021, which identified the City's current and future housing needs, in addition to identifying existing gaps to address latent housing demand. Findings from the *Victoria's Housing Future* report were used to update the City's targets for different housing types across the continuum. Important progress was also made through public consultation and research on the Missing Middle Housing and Village and Corridor Planning initiatives, two key policy levers that have the potential to make room for more diverse housing choices for households of different incomes, ages, and stages in the coming years.

Data and indicators provided in this report will illustrate this context and the progress made on *Housing Strategy* goals and actions in 2021.





# Key Observations & Findings

## Residential Building Permits

- In 2021, building permits for a record 1,473 net new homes were approved in Victoria. Downtown, Victoria West, Burnside, and Harris Green accounted for a combined 1,195 net new homes, making up 80% of the citywide total.
- Since 2007, building permits issued for net new homes per year have ranged from 134 homes in 2008 to 1,473 homes in 2021, with an average of approximately 681 homes approved per year. **In 2021, the net gain of 1,473 homes is more than double this average** and, after falling behind in 2020, helped bring the City back within range of meeting its 6,000-unit target by 2025.
- 93 homes were lost due to demolition or alteration. The majority of these lost units came about through demolition permits for multifamily buildings (greater than 5 units) (47%) and detached dwellings (38%).
- 2021 census data indicates Victoria's population grew by 7.1% or 6,075 people over the previous 5 years. This means that **the City has already reached 30% of the projected 25-year population growth after only 5 years** (or 20%) of the targeted time frame.<sup>1</sup>
- The total number of dwellings in Victoria grew by 7.8% since 2016, indicating that the growth of housing was roughly in line with population growth.

**TABLE 1: Net Housing Units Created in the City of Victoria, 2017-2021**

	2017	2018	2019	2020	2021
<b>Homes Created</b>	853	1,381	600	652	<b>1,566</b>
<b>Homes Lost</b>	62	50	81	38	<b>93</b>
<b>Net New Homes</b>	791	1,331	519	614	<b>1,473</b>

<sup>1</sup> Given that year-end Provincial migration data recorded the highest annual total since 1961 (including significant net interprovincial migration through quarters 2 to 4, 2021) and the census reference date is May 11, 2021, this census population data is likely underestimated for 2021. Source: Statistics Canada

## Affordability

- Data from the 2021 census indicates that Median household income of Victoria residents has increased by 27% since 2016 while average rent has increased 22-30%, and the average house price has increased between 46-54%, indicating **a significant deterioration of housing affordability over the past five years.**
- Between 2020-2021, the average sale price of all housing types increased markedly. Single-family dwellings increased by 17%, condominiums increased by 14%, and townhouses increased by 12%.
- As approved in 2020, the City contributed \$660,000 to the Victoria Housing Reserve Fund (VHRF) in 2021. The fund also saw its first contribution through the new Municipal Regional Destination Tax Online Accommodation Platform (MRDT OAP) in the amount of \$1,279,401. There were three applications to the VHRF approved in 2021, for a total of \$1,650,000 in support of 264 affordable homes in the Oaklands, Burnside, and Fernwood neighbourhoods.
- Throughout 2021 over 1,083 net new (1,199 total gross) non-market <sup>2</sup> rental homes were either approved, under review, or under construction in Victoria.
- Of the 1,083 net new non-market rental homes, 210 were approved by Council in 2021 with an additional 184 units proposed by BC Housing through the provincial paramouncy process which are considered de facto approvals; 216 units are affordable to households earning very low-incomes, 60 units for low incomes, 70 units for median income earners and 49 units at below-market rental rates for households with moderate incomes. Not included in these figures is an additional 30 temporary units of modular supportive housing on city-owned land at 940 Caledonia Ave, approved and constructed in 2021.
- Just over 550 net new non-market units were under construction in 2021, aiming to be completed over the next few years and, as of December 2021, there were an additional 348 net new non-market homes proposed and under review.
- There were 1,146 households on the waitlist for non-market independent housing in Victoria as of December 2021, up 22% from 938 in March 2020, showing a significant and growing need for new affordable housing since the start of the COVID-19 pandemic.
- The number of individuals waiting for supportive housing in the city remained relatively stagnant at 1,375 between 2020-2021, despite an additional 136 people securing supportive housing across two locations which opened in the city in 2021.

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<sup>2</sup> Non-Market: Refers to housing that is provided by a non-profit organization, charitable society and/or government agency. This housing unit is built and operated using a mix of senior government funding and offers affordable or below-market rents through mixed income projects, in perpetuity. For information on Housing Affordability and the City's target rents, please see pages 46-48 of the Victoria Housing Strategy Phase Two: 2019-2022

## Rental Market Housing

- After a temporary surge in private market rental vacancy rates in 2020, rates in the city of Victoria decreased 1.3 percentage points, returning to the pre-pandemic 1% vacancy rate as of October 2021, and remaining well below healthy vacancy rates of 3-5%.
- Victoria Census Metropolitan Area (CMA) vacancy also returned to the 2019 rate of 1%, down from 2.2% in 2020. During the same period, the national vacancy rates have remained stable at 3.1% since 2020.
- Building permits were approved for 1,035 rental homes (or 66% of all building permits), including 201 homes de facto approved for construction through the provincial paramountcy process. Of those, 465 permits were issued for purpose-built rental<sup>3</sup> homes, which offer high levels of housing security for tenants, and 543 were for affordable (non-market) rental homes.
- Eleven purpose-built rental homes were lost due to demolition or alteration, consisting of 11 units at the former Wellburn's Market building. One secondary suite, and 32 sleeping units<sup>4</sup> were lost due to redevelopment.
- According to the Canadian Mortgage and Housing Corporation (CMHC), the primary rental market universe in the city of Victoria increased by 8 homes in 2021, bringing the primary market rental inventory to 17,764. This means that few net new rental apartment buildings approved in previous years completed construction and achieved occupancy in 2021 in time to be included in the CMHC rental market report. However, this is anticipated to increase significantly in the coming years as a historical high of 863 rental housing starts and 361 rental completions were recorded in Victoria in the same year.
- Building permits for 18 secondary suites and 9 garden suites were also issued in 2021, compared to 34 secondary suites and 10 garden suites in 2020. According to the Victoria Housing Needs Report 2020, there were approximately 2,245 secondary suite homes (defined as separate apartments or flats in single-detached houses) in Victoria as reported during the 2016 Census<sup>5</sup>.
- According to the CMHC, in 2021, average rents in Victoria increased by 1.5% for a bachelor home, 1.8% for a one-bedroom, and 3.4% for a two-bedroom. Average private market rents have increased by 2.4%, slightly less than the 3.1% increase of the previous year.

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3 Purpose-Built Rental Housing: Refers to rental apartment buildings containing five or more units, designed and built expressly to be rented to residential tenants at market rates. For other definitions of housing terms please see Glossary.

4 Sleeping unit: Refers to a room or rooms which are used or intended to be used for sleeping or sleeping and living purposes, but in which there is not a bathroom, water closet, sink, or cooking facility.

5 Equivalent 2021 Census data point not yet available.



- Transitioning between rental units remains extremely difficult in Victoria, as average rents for vacant rental units in the city were 24% to 39% higher than occupied rental units in 2021, depending on unit size. For instance, in 2021, a household vacating a 2-bedroom apartment renting at the average occupied unit rate of \$1,575 would face a market where the average rent required for a vacant 2-bedroom was \$2,009, or 28% more than their previous rent. In 2020, Victoria renters faced a 1% to 54% increase between occupied to vacant unit average rents.
- The CMHC's assessment of the secondary rental market (which only captures rented condominiums) saw a 3% increase in inventory to 3,669 in 2021. This increase is up from 3,553 homes in 2020 for a total of 116 net new homes. Despite this growth, rented condominium vacancy rates have continued to decrease from 0.4% in 2019 to 0.1% in 2020, to 0% in 2021. Of the 14,073 condominiums in Victoria, 26% of them are assumed to be in the rental market (unchanged from 2020), according to CMHC.
- Thirty-four Missing Middle<sup>6</sup> type homes were issued building permits in 2021, including 8 duplexes, and 22 townhomes. This represents 22 per cent of the annual target for this housing type, the lowest since this target was adopted in 2019, and half of last year's total.
- As of 2021, only 10% of the targeted number of building permits for missing middle homes have been issued, making this the poorest performing Housing Strategy target. To get back on track in 2022, approximately 400 units of missing middle homes would be needed.
- In 2021, 69 ground-oriented homes were issued building permits, including 34 single detached, 8 duplex, and 27 secondary and garden suite homes. However, 48 ground-oriented homes were lost to demolition or deconversion this year, resulting in a net gain of 21 units, all created through secondary and garden suites.
- Research completed as part of the *Victoria's Housing Future* Report identified that the City's OCP falls short of demand for multi-family housing – condos and apartments – by about 25%.
- *Victoria's Housing Future* also identified gaps in ground-oriented housing capacity within existing City policy to meet the anticipated need for family-friendly housing. Recent trends show limited creation of Missing Middle homes despite the broadly supportive policies that exist in the OCP, which can be attributed to zoning regulations that have not been updated to implement the OCP.

## Housing Diversity

- In 2021, Council approved approximately 73 homes that are suitable for families (2 and 3+ bedrooms) in multi-unit apartments, secured in legal agreements, as well as 230 family-friendly units unsecured by legal agreements. In addition, approximately 68 ground-oriented homes assumed to have 2 or more bedrooms were issued building permits.

<sup>6</sup> Missing Middle Housing: Refers to homes that are somewhere between a higher-density apartment and a single-family home, often missing from residential communities. Townhouses and houseplexes (duplexes, triplexes, etc.) are common forms of missing middle housing. House conversions and smaller apartment buildings can also be considered part of the missing middle, as well as secondary suites and garden suites when accessory to other missing middle housing forms.

# Victoria Housing Strategy Phase Two Achievements 2021

The City continued to make progress on the Housing Strategy in 2021, with 35 of 49 actions being advanced and 20 either complete or ongoing. As of December, eight actions had been completed, and 15 were underway. One action has been put on hold, 13 are planned for future action, and 12 have become a regular part of ongoing day-to-day operations. The following highlights the key achievements over the past year:

- The Rental Property Standards of Maintenance Bylaw took effect in January 2021.
- As a result of the *Victoria Housing Needs Assessment and Victoria's Housing Future* report, Council instructed staff to update the Housing Unit Targets to consider latent demand and establish distinct targets for homes that are affordable for very low, low, and median income households. These targets were updated in the Victoria Housing Strategy Phase Two (page 48).
- Municipal development process changes to support the rapid deployment of affordable housing were introduced at City Council in the spring of 2021. In response to council direction, staff undertook focused consultation with non-profit affordable housing providers, the Urban Development Institute, and community associations in 2021 and early 2022, garnering broad community support for the proposed Zoning Bylaw and Land Use Procedures Bylaw changes.
- The Greater Victoria Housing Security Fund and Rent Bank was piloted from February to April 2021. This program provides housing support services and non-repayable grants or interest-free loans of up to \$3,000 to renters experiencing temporary financial emergencies and the pilot helped to support over 150 households throughout the Greater Victoria Region, with almost half of those households living in the city of Victoria. In May, the program transitioned to offering interest-free loans only.
- As of December 2021, the program had received over 600 applications from local renters requiring emergency support to cover their housing costs and assisted 249 households through either grant or loan program offerings.
- Three projects were approved for grants under the Victoria Housing Reserve Fund supporting the development of a 28-unit project at 736 Princess Ave, developed by the John Howard Society, a 78-unit seniors housing project by the Kiwanis Village Society, and a 158-unit development at Caledonia/Gladstone Ave, developed by the Capital Region Housing Corporation.
- Throughout 2021, 55 affordable or below market rental and 6 below market home ownership units were secured in eight private market projects through legal agreements. \$144,021 was secured in developer contributions to the Victoria Housing Reserve Fund through the City's *Inclusionary Housing and Community Amenity Policy*.
- A new Tenant Assistance Planner position was filled in January 2021 and has contributed to an increasing number of Tenant Assistance Plans (TAPs) being submitted and approved, with 13 TAPs started in 2021.

- Throughout 2021, tenants in over 157 rental homes were supported through the *Tenant Assistance Policy* (TAP). Eligible tenants displaced from their homes because of redevelopment received support, beyond what is mandated through the Residential Tenancy Act, to help them with relocation, and require the right of first refusal for new rental homes once they are built. The sites where these apartments are located will be redeveloped to accommodate a greater number of new housing units in the city, including purpose-built rental units.
- In Spring 2021, Council approved updates to the Victoria Housing Reserve Fund Guidelines to promote its long-term sustainability, align with federal and provincial affordable housing targets, and improve the grant application process to allow applications to obtain preliminary/tentative Council approval and help them to leverage senior government funding sources.
- As a result of council feedback in 2021, in early 2022 the Right of First Refusal unit rental rate stipulated within the *Tenant Assistance Policy* was increased from 10% to 20% below-market rent in order to align with other municipal tenant assistance policies in the region and to help mitigate negative impacts of tenant displacement due to redevelopment.
- Staff presented options for regulatory changes that would make it easier to build Missing Middle housing in the City and reported on the results of early public engagement that informed these options. Council directed staff to initiate the second phase of engagement to provide opportunities for the community to help inform and navigate important trade-offs and choices associated with this housing form. In combination with additional technical analysis, the feedback received helped to guide the zoning and land use policy changes required to make it easier to build Missing Middle homes in Victoria.
- A summary of the first phase of Village and Corridor Planning - which includes areas of the Hillside-Quadra, North Park, and Fernwood neighbourhoods - was published in summer 2021, containing community feedback collected in Stage Two Engagement, technical analysis, and draft planning and design directions. Key concepts emphasized in these draft directions included increasing the diversity of housing options and opportunities for higher density in the right locations in order to create new housing capacity and meet the demand identified in *Victoria's Housing Future* report. Council directed staff to prepare draft neighbourhood plans and design guidelines based on this information and initiate the final stage of engagement on the project in July 2021.
- As part of the Villages and Corridor Planning process, guiding principles were created for the Evergreen Terrace redevelopment planned for 2501 Blanshard street and identified this site as a Special Planning Area within the draft Hillside-Quadra Neighbourhood Plan. Recognizing that this site currently provides valuable, affordable housing to over 160 households, the principles will help inform the master planning and phased redevelopment of this significant community in the coming years, with directives to address community and city-wide objectives related to urban design, tenant relocation, housing mix, community amenities, and more.

# Impacts of COVID-19 on the Housing Sector

The expansion of community access to COVID-19 vaccines in 2021 helped Victorians to navigate through a third and fourth wave of the Pandemic. Signs of ‘normalcy’ returned through easing of travel restrictions, post-secondary students returning to in-person classes, and a return to pre-pandemic employment rates. However, the social and economic health of local communities have been, and continue to be, significantly impacted by changes brought on by the COVID-19 global pandemic.

## Housing and income insecurity:

- In 2021, households receiving temporary financial and housing supports continued to struggle to find stable and permanent housing, particularly renters who were already facing a challenging housing market or financial uncertainty prior to the Pandemic. The provincial government’s ban on evictions for non-payment of rent that began in mid-March 2020, ended September 1, 2020 and repayment was due by July 10, 2021. At that time, if a tenant was still unable to repay their back rent, landlords could issue a 10-day notice to end tenancy for unpaid rent or utilities.
- As many post-secondary students and businesses returned to in-person activities in 2021, coupled with record migration to BC over the same year<sup>7</sup>, **rental vacancies decreased from 2.3% in 2020, returning to the pre-pandemic rate of 1%.**
- Average rent in the Victoria CMA increased by 2.4% to \$1,323, creating even more challenging financial situations for Victoria’s low-income households, particularly those experiencing or at-risk of homelessness. **To afford this average rent, a household would need to earn a minimum \$65,000 annually**, or \$31 per hour on a 40-hour work week.
- In March, legislative changes were introduced to cap future rent increases for occupied units to the rate of inflation and a provincial rent freeze introduced at the beginning of the Pandemic was extended for a final time through to December 31, 2021.
- Driven by record-low mortgage interest rates and record migration to BC, average home prices continued to rise, extending to an **all-time high of over \$1 million for a single detached home in Victoria.**

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7 Between July 2020 and June 2021, more Canadians moved to BC than anywhere else in Canada. A record high since 1994, BC welcomed 34,000 new residents.

Source: Government of British Columbia



- At the end of June 2020, 16% of mortgage holders in Canada had enrolled in mortgage deferrals, but by December that had dropped back down to 6-7% as people adjusted to the new situation.<sup>8</sup> During fall 2020, over two thirds of households in Canada that had deferred loan payments cited pandemic-related decline in household income as the main reason for requesting a deferral.<sup>9</sup> As of July 2021, all mortgage deferrals granted in 2020 had ended, but by December, mortgage delinquency rates had fallen to the lowest level in the previous five years, dispelling concerns about an impending spike in mortgage default rates.
- Unemployment rates for the Victoria CMA reached pre-pandemic levels, dropping to 3.9% in December 2021 after reaching a high of 11.1% in July 2020, and down 0.4% from July 2021.

8 Source: CMHC

9 Source: Bank of Canada



## Moving encampments indoors, overlapping crises, and isolation:

- The second year of the covid-19 pandemic further highlighted the inequitable impacts and the important effects of housing on health.
- Pandemic-related public health emergency measures led to widespread reductions in shelter capacity levels, increased discharges from corrections and health institutions, and resulted in a dramatic rise in the number of people sleeping outdoors in the City after March 2020. In response, **the City partnered with BC Housing, Island Health, and other housing providers to move over 600 people into temporary indoor housing** – some communal, some private – between March and April 2021.
- As of May 1, 2021, the City has reinstated its bylaw which prohibits sheltering in city parks between 7 a.m. to 7 p.m.
- Amidst continued public health advisories for self-isolation and cautioning against social gatherings, alongside the ongoing opioid overdose crisis, Victoria saw an increase in the number of **illicit drug-related deaths**, which **claimed the lives of at least 127 people in the city**. 2,236 British Columbians were lost to overdose in 2021, 26% more than the 1,767 deaths in the province in 2020. This overlapping public health emergency, which has risen more than 400% since 2014, has hit Victoria particularly hard, as **one of the top three cities in BC for total number of overdose deaths**.<sup>10</sup>

- In response to an outbreak of COVID-19 cases among Victoria's remaining unsheltered community in fall of 2021, the provincial government opened 50 new shelter isolation spaces in Victoria, adding to the 287 beds previously created to allow self-isolation for those otherwise living in communal settings.

## Emerging Opportunities

- The provincial government, in partnership with community organizations, service agencies and municipal governments, took urgent action to address the critical homelessness situation by purchasing private hotels and sheltering people experiencing homelessness at the onset of the pandemic, and rapidly planning for both temporary and permanent affordable and supportive housing.
- Due to COVID-19, there have been opportunities to acquire available and below-market properties and land for affordable housing (including protecting existing purpose-built rental properties). In spring 2021, BC Housing announced that approximately **190 new supportive homes are expected to be built in Victoria over the next few years**.<sup>11</sup> A few months later, the City also announced it would be collaborating with BC Housing and the Capital Regional Housing Corporation to build an additional **220 new non-market homes and create a new neighbourhood community centre with a gym and child care spaces** on City-owned land at 930/926 Pandora Avenue.

10 Source: Government of British Columbia

11 Source: BC Housing







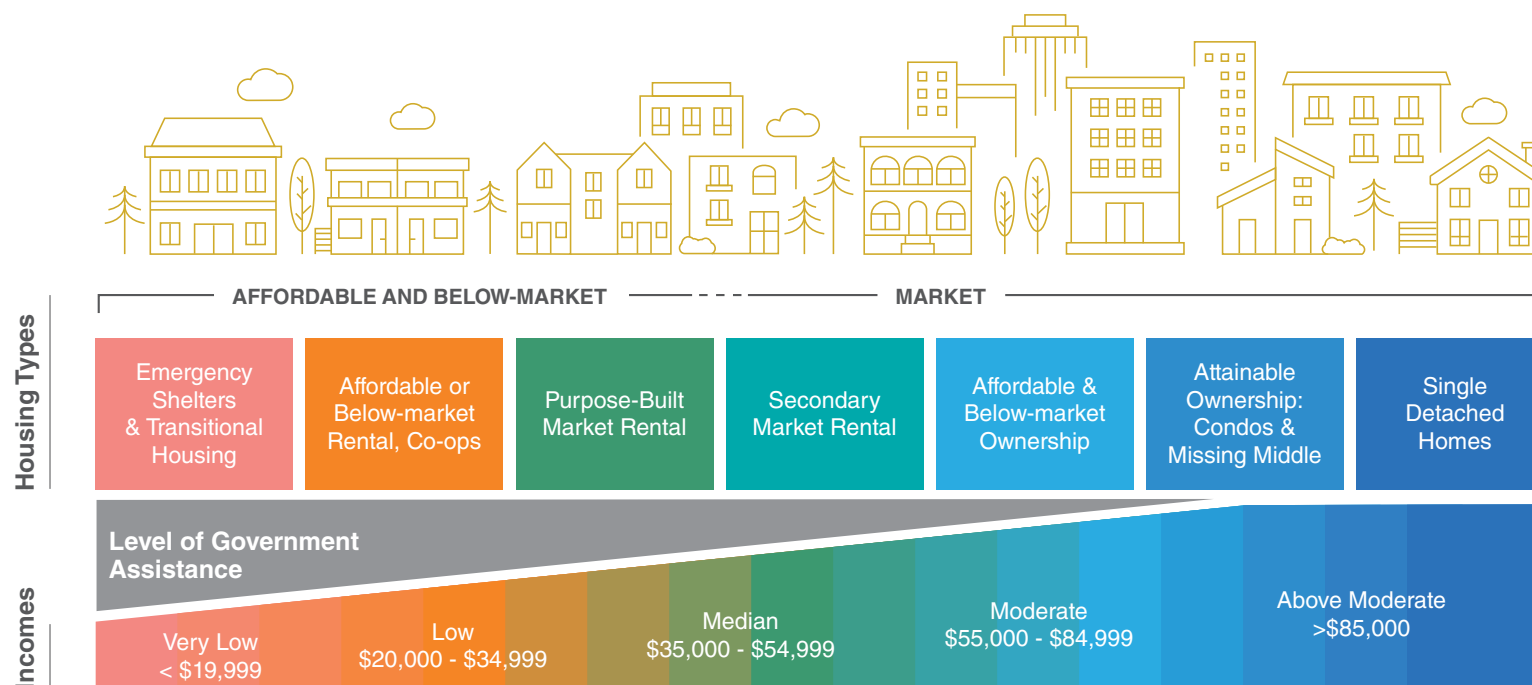
# The Housing Continuum

No matter what our specific needs, housing is a human right. The citizens of Victoria deserve access to safe, accessible, stable and affordable housing across the city, in all neighbourhoods.

## Achieving a Healthy Housing Continuum

For most of us, our housing needs change as we move through different stages and circumstances in our lives. The Victoria Housing Strategy Phase Two includes actions that seek to meet the diverse needs of the city's current and future residents across the housing continuum. Each type of housing responds to the varying needs of our diverse population. Adequate supply of all housing types along this spectrum is needed for a healthy housing system.

**FIGURE 1: The Housing Continuum** Affordable and below-market rental housing for people who make very low, low, and median incomes requires a greater level of government assistance to be built and operated, whereas market homeownership requires no government assistance.

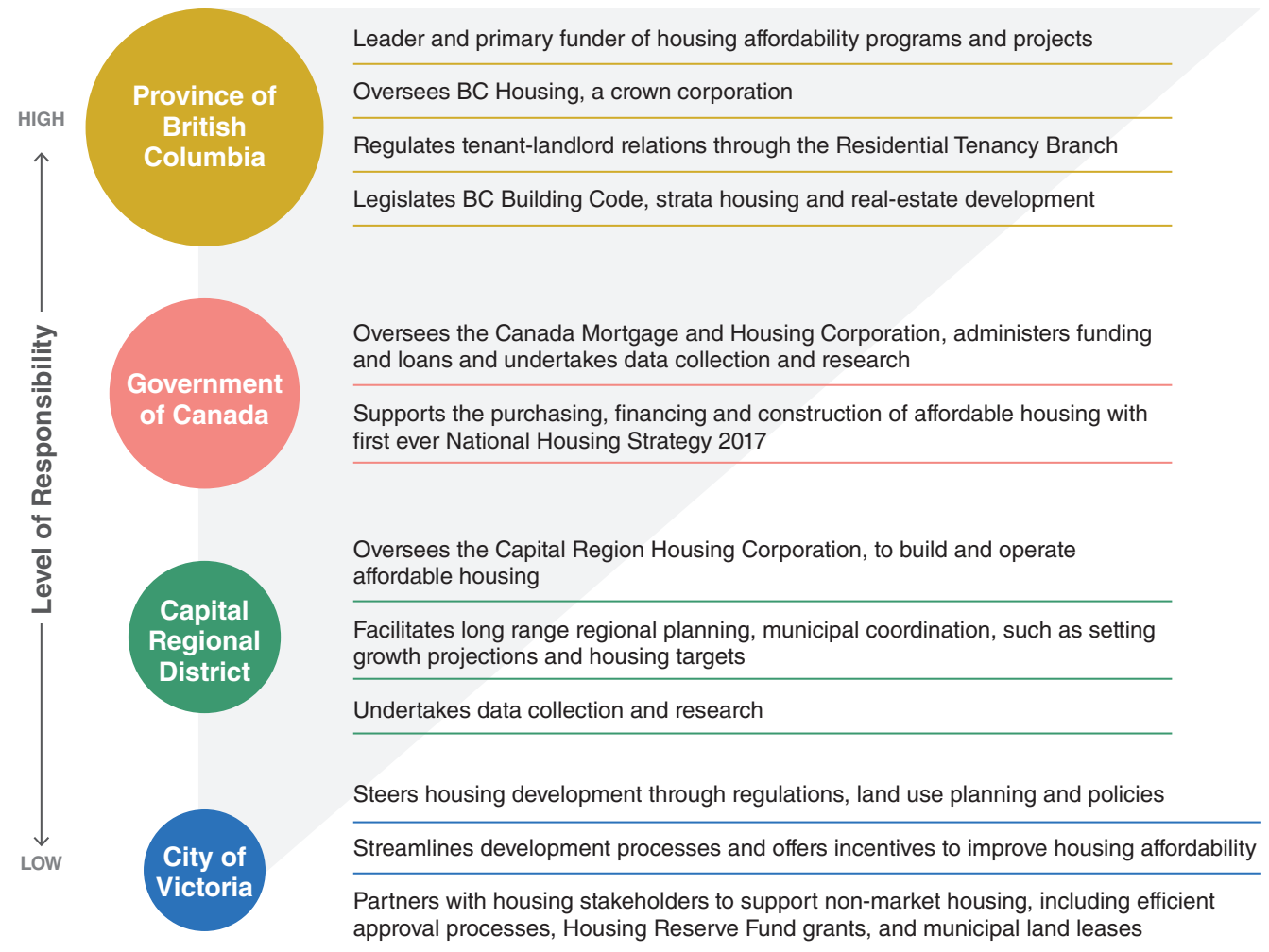


## Role of Government

Addressing the housing crisis means making sure that there is enough of the right kind of housing for everyone; it is a shared responsibility across all levels of government. Although municipalities play a vital role in the housing sector the senior levels of government have the legal authority and resources to deliver much needed subsidized affordable housing.

Housing is a regional issue and Victoria coordinates with the regional district and neighbouring municipalities to set shared goals and targets to accommodate current and future housing demand.

FIGURE 2: The Role of Government in Housing



# Housing Targets & Gap Analysis

Housing Unit Targets included in Phase Two of the Strategy were updated in Spring 2021 based on the outcomes of a Housing Needs Assessment and several studies carried out as part of the Victoria's Housing Future report in 2020. The Strategy's Housing Unit Targets estimate the minimum number of new housing units that need to be created by 2025 to address the needs of Victorians today – including latent unmet demand – and to keep up with the City's growing population.

Given the dynamic housing market and the lack of consistent data, it is challenging to estimate the number of new housing units needed to address current shortages (commonly referred to as 'latent demand') nevertheless, analysis indicates a gap of between 4,500 and 6,300 homes in Victoria's market as of 2016.

The City's role is to facilitate and approve housing rather than construct it. However, these targets allow the City to monitor whether the number, form, size, tenure and affordability of new housing will address the needs of current and future Victorians, as well as identify areas of focus and action over time.

**FIGURE 3: Housing Targets**

Housing Type	Income Bracket					Minimum 6-Year Target Totals
	Very Low	Low	Median	Moderate	Above Moderate	
Affordable and Below-Market Rental	700	700	700			2,100
Market Rental				1,900		1,900
Condominium					1,000	1,000
Missing Middle Housing					1,000	1,000
Minimum Total Homes	2,100			1,900	2,000	<b>6,000</b> (Including 1,600 homes for families)





As illustrated in Figure 3 above, as of 2020, approximately 2,100 affordable non-market homes are needed to ‘keep up’ and ‘catch up’ with growing demand over the coming six years. This accounts for the pre-existing need for affordable housing in Victoria (i.e., latent demand for non-market housing), as well as predicted growth in demand. Therefore, to both ‘keep up’ and ‘catch up’, a total of 700 of each of very low, low, and median-income affordable non-market homes are targeted for creation by 2025.

It is important to note that catching up with latent demand will take time and that the amount of affordable housing needed may change yearly. There are many factors that could impact the amount of new affordable housing built, including the City’s ability to support non-profit developers and the capacity of non-profits to initiate new developments or have available land for development. The most important factor in the sustained development of non-market housing is continued senior government investments.

# Goals, Targets & Actions

The targets and actions outlined in the Housing Strategy Annual Review are tracked according to their thematic goal from the Housing Strategy Phase Two. Please note that actions included in the City's 2019-2022 Strategic Plan have been identified with the ★ symbol in the tables below.

## Annual Review Indicators

Many of the targets in this report refer to the number of homes needed to 'catch up to' existing needs and 'keep up to' future demand. Progress for these housing supply targets is measured in two ways: through the number of building permits issued and through the number of housing developments that are approved by Council (at affordable or below-market rates, or whose size are suitable for families (2 or more bedrooms)).

**BUILDING PERMITS ISSUED** measures the total number of new housing units by type and tenure of housing (townhouse, duplex, apartment, rental, strata, etc.) on an annual basis. Prior to commencing work related to any project, a developer or landowner must obtain a building permit issued by the City. This indicator provides information on the number, form, tenure and location of homes created or demolished. This data source is limited in that it does not include information regarding affordability or number of bedrooms.

Tracking housing developments that are **APPROVED BY COUNCIL** fills in gaps in data collected through building permits by reporting on the affordability of new homes and their suitability for families when 2 or 3+ bedroom units are secured through legal agreement. This indicator also tracks the number of units that are approved for potential development in the future, through rezonings and development permits. Approvals may or may not materialize into construction if a landowner abandons the project, especially if it is only at the stage of receiving a rezoning, but development permit approvals are a stronger indication that the new homes will be built and are a useful way to track affordability. One limitation of tracking Council approvals is that it does not capture all housing development trends in Victoria, as many smaller scale housing forms are able to be built through building permits alone.

## Targets



**EXCEEDING:** progress is being made, and is anticipated to exceed the target in the designated time frame

**ON TRACK:** work is progressing, and the target is anticipated to be met in the designated time frame

**FALLING BEHIND:** the work is not progressing fast enough to meet the target

**MISSED:** the target was not met in the planned time frame

## Actions



**FUTURE ACTION:** the action has not yet been started

**ON HOLD:** the action was initiated but has been paused to prioritize other actions

**UNDERWAY:** the action has been initiated and is actively underway

**ONGOING:** the action has been initiated and will continue as part of ongoing operational work

**COMPLETE:** the action has been implemented



## Cumulative Progress Indicators

Now that two out of six years allotted for the Strategy's Housing Unit Targets for 2025 have elapsed, alongside Victoria's annual progress, there is an opportunity to review cumulative advancement towards these targets. To provide a fulsome understanding of how close the City is to meeting its projected housing needs in 2025, this year's review includes an overall progress evaluation of each target created by measuring the sum of the units recorded in 2020 and 2021, as a percentage of the corresponding 2025 target. Because one third of the time has elapsed, one third (or 33%) of the various 2025 targets is used as a benchmark for tracking the City's overall progress in each target as of 2021. To help gauge the degree or pace of achievement, this indicator is divided into three colour-coded signals: green for when 33% or more of the targeted units have been tracked, yellow where progress has been up to 8% below the benchmark but could be brought back within range within a few years, and red where less than 25% of the overall target has been met, suggesting it will be difficult to achieve the targeted units without a major intervention.



**GOING WELL**  
33% or more of target met



**SLOWER THAN WE'D LIKE**  
25-32% of target met



**FALLING BEHIND**  
less than 25% of target met



# Housing Targets Progress Summary 2021

Goals	Targets	Progress in 2021	Overall Progress
GOAL ONE: <b>Focus on Renters</b>	1,900 new Market Rental Homes by 2025, ~300 per year	<b>EXCEEDING:</b> 492 Building Permits Issued.	
	2,100 nw Affordable Non-Market Homes by 2025, ~350 per year	<b>ON TRACK:</b> 210 net new affordable non-market homes were approved by Council, with an additional 184 units approved de facto through the provincial paramountcy process, for a total of 394 homes. There are over 348 more homes proposed and under review, 234 are awaiting building permits, and 551 units are under construction.	
GOAL TWO: <b>Increase Supply</b>	6,000 total new homes, ~1,000 per year	<b>ON TRACK:</b> A record 1,473 net Building Permits approved.	
	1,000 total new condominium strata homes, ~150 per year	<b>EXCEEDING:</b> 489 Building Permits Issued.	
GOAL THREE: <b>Housing Choice</b>	1,600 new homes for families, ~250 per year	<b>FALLING BEHIND:</b> 142 homes with 2 or more bedrooms secured through legal agreements during Council approval or issued building permits	
	1,000 Missing Middle Homes (duplexes, triplexes, fourplexes, conversions, and townhomes), ~150 per year	<b>FALLING BEHIND:</b> 34 Building Permits issued.	



## Goal One: Focus on Victoria's Renters

One of the main goals of the *Housing Strategy Phase Two* is to improve affordability, stability, and choice for renters in Victoria. More than half of Victoria's households rent (61%) and the housing crisis is disproportionately harder on renters compared to homeowners. Further, as property values continue to rise faster than local incomes, the proportion of renters in Victoria is likely to grow in the future. As of 2016, nearly one in four households in Victoria experience core housing need, and nearly all (86%) of those households rent.<sup>12</sup>

This section reports the indicators that reflect the conditions felt by renters, as well as affordable non-market and market rental housing development throughout 2021.

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12 Capital Regional District - *Housing Needs Assessment*, City of Victoria (October 2020)



## THE GOAL: Improve affordability, stability, and choice for renters in Victoria.



### TARGETS & PROGRESS MADE

#### Market Rental Housing Target

There is an estimated need for 1,900 new market rental homes by 2025. To meet six-year targets, the average number of new market rental homes per year would need to meet or come close to 317.



Overall Progress: 48%

**EXCEEDING:** In 2021, building permits were issued for 492 new market rental homes. Of those homes, 465 were purpose-built rental apartments, up 25% from 2020. In 2021, for the second year in a row, more building permits were issued for rental homes than ownership (including strata and fee simple approvals).

#### Affordable Rental Housing Target

An estimated 2,100 units of affordable rental homes are needed by 2025. A minimum of 700 homes are targeted to be affordable for the households with very low-, low-, and median-income levels, averaging 117 for each group per year. On average, 350 affordable and below-market homes are needed annually.

Due to the amount of subsidy required to achieve this depth of affordability, this target can only be achieved through continued partnership with non-profit housing providers and funding from senior governments.



Overall Progress: 33%

**ON TRACK:** 394 non-market rentals were approved in 2021, including 210 approved by Council and 184 advanced by BC Housing and exempt from the municipal approvals process<sup>13</sup>.

Of the 394 net new non-market rental homes, 216 units will be affordable to households earning very low incomes, 60 units for low incomes, 70 units for median income earners and 49 units at below-market rental rates. Not included in these figures are an additional 30 temporary units of modular, supportive housing on city-owned land at 940 Caledonia Ave approved in 2021.

13 In March of 2021, the Province of British Columbia announced it would be moving forward with four new supportive housing projects in Victoria which would move straight to the construction phase, bypassing municipal approval process. Source: BC Housing



## PROGRESS MADE FOCUS ON VICTORIA'S RENTERS

ACTION	SUPPORTING ACTION(S)	STATUS (December 2021)
<b>Market Rental Revitalization Strategy (MaRRS) *</b>	Rental Properties Standards of Maintenance Bylaw	<b>COMPLETE</b>
	Rental Business Licensing Bylaw	ON HOLD UNTIL 2023
	Renter Engagement Activities (RPSOM/Renoviction/General information sharing)	UNDERWAY
	Implement Energy and Seismic Pilot	UNDERWAY
<b>Secured Rental Project *</b>	Secured Market Rental Policy and Early Engagement Workshops	UNDERWAY
	Further expedite and simplify development processes for affordable rental housing	UNDERWAY
<b>Residential Rental Tenure Zoning</b>	Consult and implement rental-only zoning with incentives	<b>ONGOING</b>
<b>Tenant Ambassador Position *</b>	A new staff position to support tenant and housing programs	<b>COMPLETE</b>
<b>Reduce Housing Barriers in New Developments</b>	Consider the use of housing agreements to reduce housing barriers such as age restrictions, pets, and rentals in strata buildings	FUTURE ACTION
<b>Tenant Engagement Toolkit</b>	Toolkit created as a guidance document to increase tenant participation in City engagement	<b>COMPLETE</b>
<b>Short Term Rental Policy Review</b>	Review the Short-Term Rental policy	FUTURE ACTION
<b>Rent Bank Pilot</b>	Explore the creation of a third party administered Rent Bank on a pilot basis	<b>COMPLETE</b>

\* 2019-2022 Strategic Plan Action

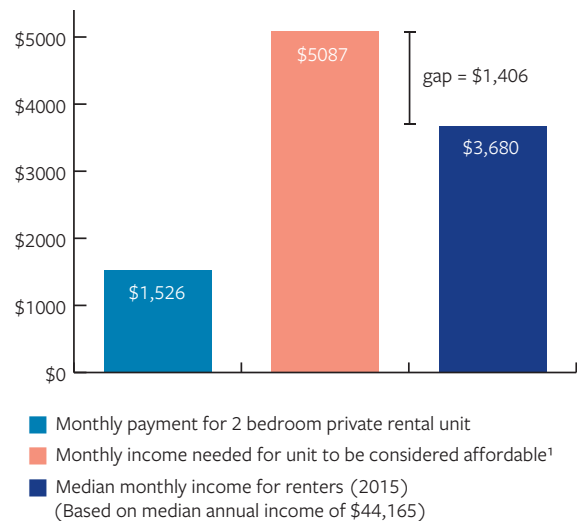
# Market Rental Housing

INDICATOR	2019	2020	2021	CHANGE 2020-2021	SOURCE
Rental Housing Starts (the beginning of construction work on a building)	165	240	863	↑	CMHC
Rental Completions (when all or most of the construction work on the unit is done)	240 units	83 units	361 units	↑	CMHC
Building permits issued for rental: includes purpose-built rental apartments, secondary suites, garden suites	249 units	416 units	492 units	↑	City of Victoria
Building permits issued for purpose-built rental, not including secondary and garden suites	183 units	372 units	465 units	↑	City of Victoria
Primary market average rent as of October	\$1,205	\$1,256	\$1,289	↑	CMHC
Primary market rental vacancy rate as of October	1%	2.3%	1%	↓	CMHC
Primary market rental inventory	17,161 units	17,756 units	17,856 units	↑	CMHC
Secondary market rental vacancy rate as of October	0.4%	0.1%	0%	↓	CMHC
Secondary market rental inventory (Rental Condominium) <sup>14</sup>	3,289 units	3,553 units	3,669 units	↑	CMHC
Purpose-built rental demolitions	34 units	0 units	11 units	↑	City of Victoria

<sup>14</sup> Although the secondary rental market includes condominium apartments, secondary suites, and garden suites among other types, CMHC's Condominium Apartment Survey provides information for condominium apartments only in this segment of the rental market. Source: Canadian Mortgage and Housing Corporation (CMHC): Housing Market Information Portal.

The cost to rent a 1-bedroom apartment in Victoria has risen 30% from an average of \$928 per month in 2016 to \$1,205 in 2021 (CMHC Rental Market Survey), while the median monthly income for Victoria households has risen 27% from \$53,126 in 2016 to \$67,500 in 2021 (Statistics Canada 2021 Census). However, these incomes are an aggregate of both renter and homeowner households and, although renter median income data has not yet been released as part of the 2021 census, historically, renter median incomes tend to be significantly lower than those of owners. Generally, the price for rental housing continues to rise at a faster rate than local incomes, meaning many renters are forced to spend the majority of their monthly income on shelter, especially single-person and lone-parent households who rent.

**FIGURE 4: Monthly Affordability Gap for Victoria's Median Income Renters, 2020**



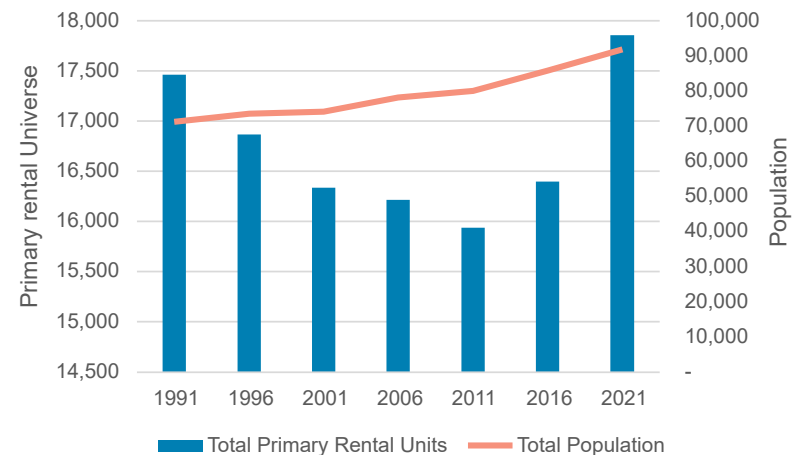
<sup>1</sup> Monthly payment equal to 30% of monthly income

Source: CMHC and Statistics Canada Census of Population.

Source: CMHC Housing Market Information Portal

The number of residents who call Victoria 'home' continues to grow steadily; recently released data from the 2021 Census indicates the city saw a 7% (6,075) increase in population since 2016, and a 29% increase (about 20,000 people) since 1991 (Statistics Canada 1991-2021 Census). **However, according to CMHC's Rental Market Survey, there were only 396 more rental units in the private primary market rental universe in 2021 than in 1991** (see figure 5 below). Though Victoria's rental stock has been increasing since 2011, the number of new rental units has not kept pace with the City's population growth, which is one of the key reasons for the consistently low rental vacancy rate. In Victoria, the existing stock of purpose-built rental apartments typically rent at below-market rates. This is due, in part, to the age of most of Victoria's rental apartments, as well as the presence of long-term tenancies, which have restrictions on annual rental rate increases as legislated by the Residential Tenancy Act. Tenants who are paying below-market rates will find it challenging to relocate in Victoria if they are displaced due to renovation or redevelopment.

**FIGURE 5: City of Victoria's Change in Population and Primary Rental Housing Stock, 1991-2021**





Although new market rental housing stock is initially priced at market value, these rates tend to become more affordable over time. This is illustrated by Victoria's stock of existing purpose-built rental, predominantly built in the 1960's and 1970's, buildings which are now an important source of primary rental housing in the city, serving long term tenancies and generally renting at below-market rates.

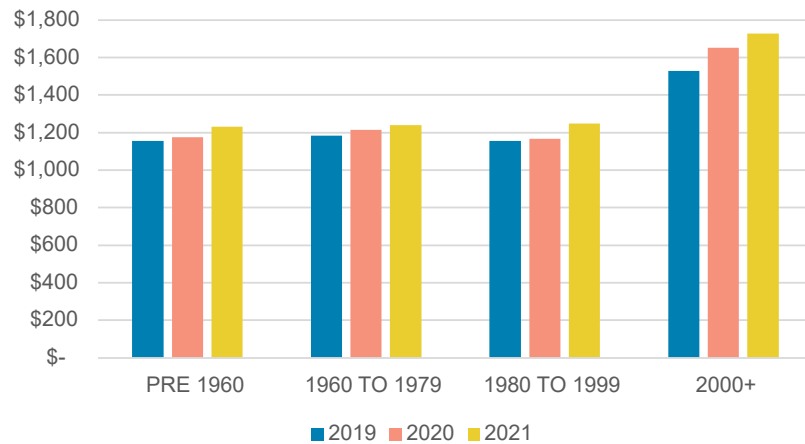
Due in part to the limited development of new rental housing stock over the past three decades, the City of Victoria's vacancy rate has steadily declined. While the city has seen a slight shift in this long-term trend due to the recent increase of new primary rental housing stock, new units must continue to be added to the market at a rate that exceeds population growth if the vacancy rate is to sustainably increase. The number of rental unit completions has increased significantly in 2021, reversing the decreasing trend of the previous two years; 2021 saw 361 rental unit completions, 278 more than in 2020 and 124 more than in 2019. Despite this increase in supply, between 2020 and 2021, primary rental market vacancy rates in the city dropped from 2.3% to 1.0%.

The return to a 1.0% vacancy rate after a brief 1.3% increase seen between 2019 and 2020 has demonstrated the link between the COVID-19 pandemic and demand for rental units in Victoria. During provincially mandated lockdowns to reduce the spread of the virus, many people transitioned from in-person to virtual work and learning opportunities where possible. This is likely to have temporarily reduced demand for rental units as fewer students and workers were moving to the city to pursue these opportunities. As many post-secondary students and businesses returned to in-person activities in 2021, coupled with record migration to BC over the same year<sup>15</sup>, rental vacancies have returned to pre-pandemic levels.



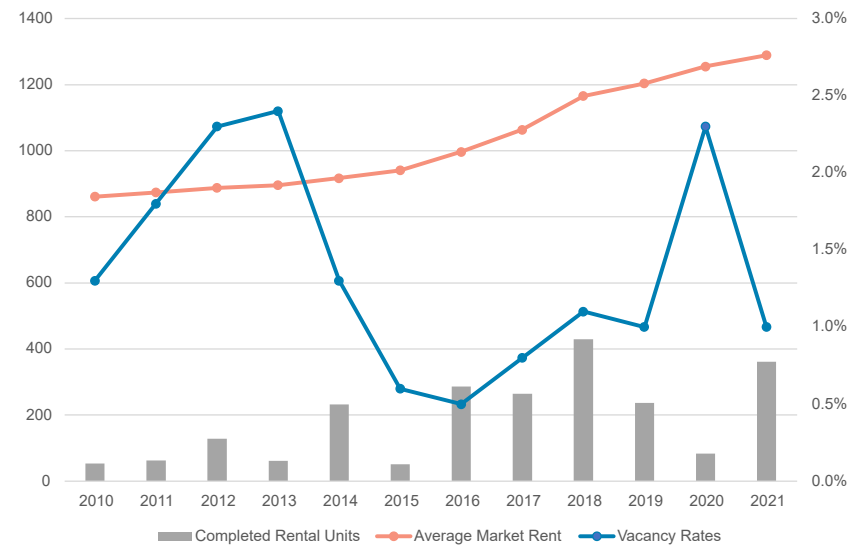
15 Between July 2020 and June 2021, more Canadians moved to BC than anywhere else in Canada. A record high since 1994, BC welcomed approximately 34,000 new residents. Year-end data also showed BC's net migration reached 100,797 people in 2021, the highest annual total since 1961. Source: Government of British Columbia

**FIGURE 6: Primary Rental Market Average Rent by Building Age, City of Victoria, 2019-2021**



Source: CMHC Housing Market Information Portal, Canadian Mortgage and Housing Corporation (CMHC) Rental Market Report – February 2022.

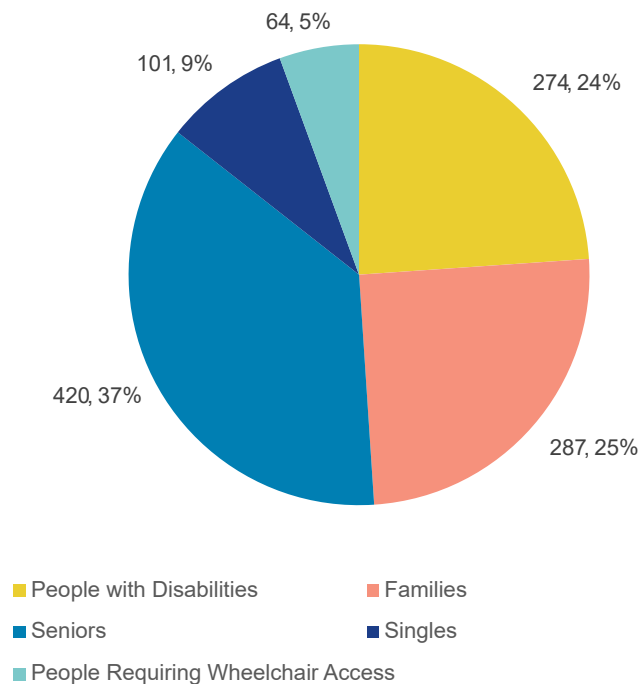
**FIGURE 7: Primary Market Average Rent, Completed Units, and Vacancy Rate, City of Victoria, 2010-2021**



# Non-Market Rental Housing

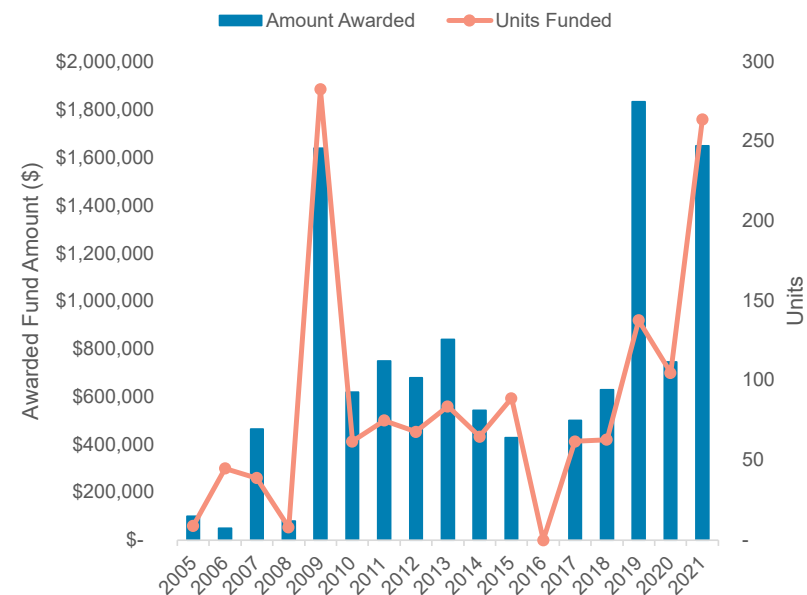
Non-market rental housing includes housing that is owned and operated by non-profit or charitable agencies, and generally receives support from the provincial or federal government. Non-market housing makes up approximately 10% of the city's housing stock. There were 1,146 households on the waitlist for non-market independent housing in Victoria as of December 2021, up 22% from 938 in March 2020 (BC Housing – see Figure 8), showing a significant and growing need for new affordable housing since the start of the COVID-19 pandemic.

**FIGURE 8: Households on BC Housing Waitlist for Non-Market Housing in Victoria, December 2021**



Source: BC Housing, December 2021.

**FIGURE 9: Victoria Housing Reserve Fund Awarded Amounts and Units Funded, 2005-2021**



Source: City of Victoria



## Supportive Housing

The number of people waiting for supportive housing in Victoria reduced slightly by 8 people in 2021, bringing the wait list to 1,375 applicants as of December. The number of people living in supportive housing in the city increased by 136 between 2020-2021 as an additional two supportive housing locations were opened in the City (BC Housing). An additional 4 new supportive housing projects consisting of 184 net new units were announced by BC Housing in March 2021, which will offer much needed permanent, supportive housing for individual experiencing homelessness in the city. In direct response to the urgency of the housing crisis, these developments have been able to proceed directly to construction, working closely with the city along the way. Construction started at three of the four sites in 2021; all are anticipated to open by May 2023.

## Victoria Housing Reserve Fund

The City of Victoria supports affordable housing development by providing capital grants through the Victoria Housing Reserve Fund (VHRF). As of December, there were three approved applications to the VHRF in 2021, for a total of \$1,650,000 in support of 264 affordable homes in the Oaklands, Burnside, and Fernwood neighbourhoods. The City contributed \$660,000 to the VHRF, and the fund saw its first deposit via the Municipal and Regional District Tax Online Accommodation Platform (MRDT OAP) in the amount of \$1,279,401. The MRDT is an up to three percent tax levied on sales of short term-accommodation within participating areas of British Columbia. In 2018, the tax was extended to include a levy of online accommodation platform sales (currently comprised of Airbnb) and affordable housing was added as a permissible use of MRDT revenues.

In Victoria, the MRDT is levied at three percent and 100% of the OAP revenues received are provided to the City with the aim of supporting VHRF grants. This funding structure supports Victoria's tourism and hospitality workers, many of whom struggle to find adequate and affordable housing, by using the VHRF to direct OAP funds to non-market affordable rental housing projects that are aligned with their housing needs.

## Snapshot of Non-Market Rental Housing Development Activity in Victoria, January - December 2021

Below is a snapshot of the net new affordable non-market developments in the city, including those proposed, under review, approved, and under construction in 2021.

In total, over 1,083 net new (1,199 gross) non-market rental homes were either approved, under review, or under construction in Victoria. With 210 approvals by Council, and 184 de facto approvals for units advanced by BC Housing and exempted from municipal approvals, the City has remained on track to meet the minimum target of 2,100 affordable homes by 2025.

In total, 394 net new non-market homes were approved throughout 2021, an increase of 89 over 2020 figures. Of these homes, approximately 216 will be affordable to households earning very low incomes, 60 for low incomes, 70 for median income earners and 49 for below-market rental homes. Additionally, 348 net new units were still proposed or under review, and 551 net new units were under construction at the end of 2021.

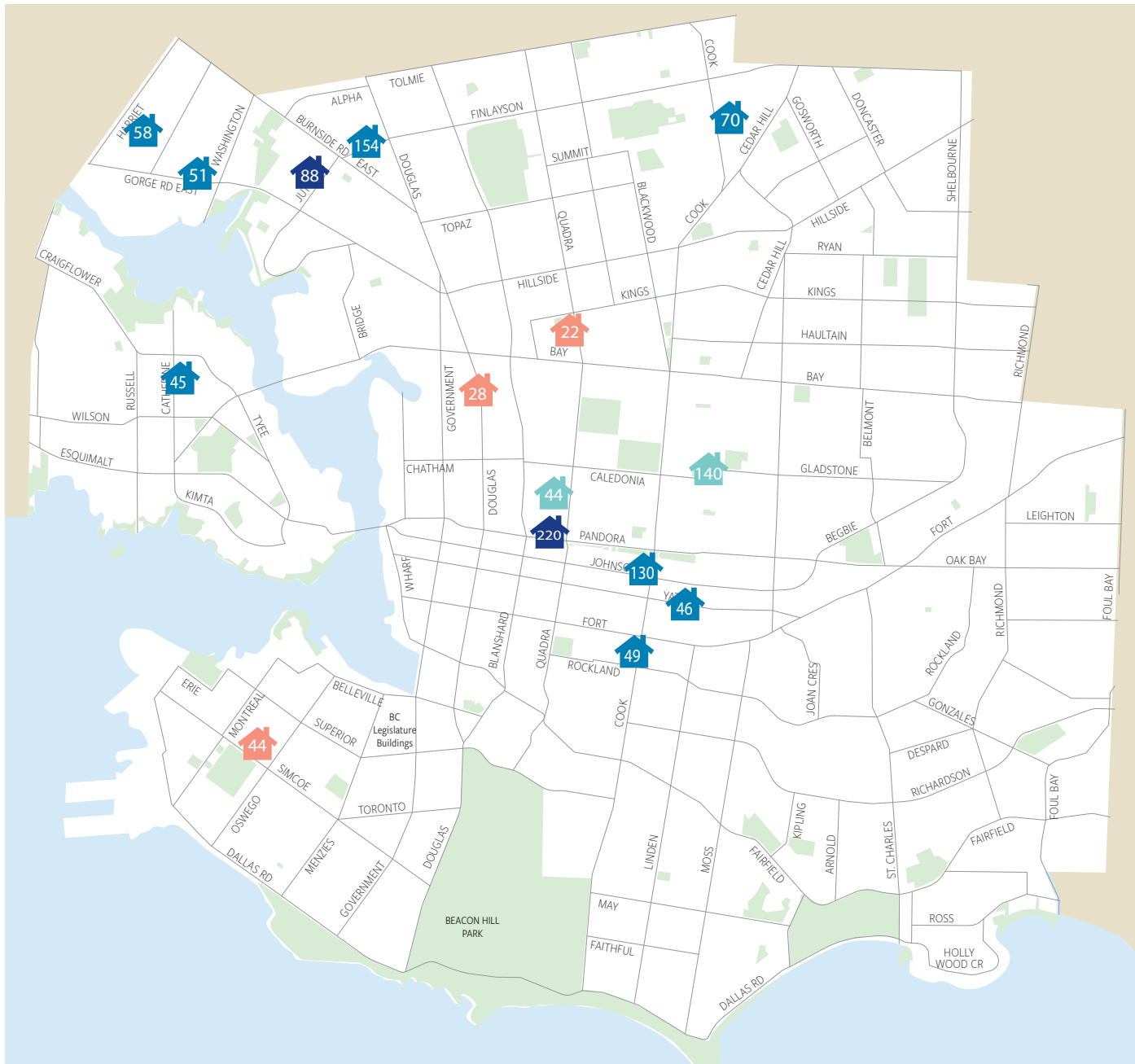
Not included in the above figures are 30 transitional housing spaces that were approved and created 2021 under a Temporary Use Permit at 940 Caledonia Rd. These 'tiny homes' built from former shipping containers now house people who had been living outdoors and are awaiting the completion of permanent housing elsewhere in the city. The tiny houses are expected to remain at the site until the fall of 2022.

Given the challenges posed by rising interest rates and rapidly escalating construction cost environment, continued funding from senior levels of government and support from City Council for land acquisition, development applications, grants, and incentives will be key to ensuring Victoria remains on track through the coming years to meet the 2025 target of 2,100 affordable homes.



Aryze Developments / James Jones Photography





Under Construction  
in 2021 = 603 net new  
homes



Approved in 2020, not  
yet under construction =  
94 net new homes



Council Approved in  
2021 = 184 net new  
homes



Proposed/ Under Review  
in 2021 = 308 net new  
homes

<b>154 HOMES</b>	<b>CROSTOWN 3020 Douglas Street</b> Victoria Cool Aid Society Affordable and below-market homes for families, seniors, and single adults
<b>58 HOMES</b>	<b>11 Chown Place</b> Gorge View Society Affordable for seniors and families
<b>51 HOMES</b>	<b>CEDAR GROVE 210 Gorge Road East</b> Victoria Cool Aid Society Affordable and below-market
<b>130 HOMES</b>	<b>FIRE HALL NO.1 1025 Johnson</b> Pacifica Housing Advisory Association Affordable for seniors and families
<b>45 HOMES</b>	<b>865 Catherine Street*</b> BC Housing, Aboriginal Coalition to End Homelessness Affordable to very low-income adults, includes supports
<b>49 HOMES</b>	<b>1053 and 1075 Meares Street*</b> BC Housing, Beacon Community Services Affordable to very low-income young adults, includes supports
<b>46 HOMES</b>	<b>1176 Yates Street*</b> BC Housing, PHS Community Services Society Affordable to very low-income adults, includes supports
<b>70 HOMES</b>	<b>KIWANIS VILLAGE 1419 Mallek Crescent</b> Kiwaniis Village Society Affordable and below-market for seniors

<b>22 HOMES</b>	<b>FOREST HEIGHTS 2558 Quadra Street</b> Greater Victoria Housing Society Affordable homes
<b>44 HOMES</b>	<b>MICHIGAN SQUARE 330-336 Michigan Street</b> Capital Region Housing Corporation Affordable and below-market for families and singles
<b>28 HOMES</b>	<b>736 Princess Avenue</b> John Howard Society Affordable to very low-income adults, includes supports
<b>140 HOMES</b>	<b>CALEDONIA 1211 Gladstone Avenue</b> Capital Region Housing Corporation Affordable and below-market for families and singles
<b>44 HOMES</b>	<b>953 and 959 Balmoral Road*</b> BC Housing, Cool Aid Affordable to very low-income adults, includes supports
<b>88 HOMES</b>	<b>BURNSIDE SCHOOL 3130 Jutland Road &amp; 496-498 Cecelia Road</b> Pacifica Housing Advisory Association Affordable and below-market homes for families and singles
<b>220 HOMES</b>	<b>930 &amp; 926 Pandora Avenue</b> BC Housing and Capital Region Housing Corporation Affordable and below-market homes for families and singles

\* Approved de facto in 2021

Source: City of Victoria, BC Housing







# Homelessness

Housing is a human right: all people deserve access to housing that is safe, stable, affordable, and supports personal health and connection.<sup>16</sup> Homelessness results from a complex set of circumstances such as the high cost of housing, unstable or inadequate income, and other factors such as illness or violence. Emergency shelter use presents only one dimension of homelessness, which includes a combination of people who are living on the street, living in a shelter, and those who live in insecure or inadequate housing.

Across the region, the number of individuals experiencing homelessness in recent years has increased. The March 11, 2020, Point-in-Time count (PiT, a one-day snapshot of homelessness in the community) identified a minimum of 1,523 individuals experiencing homelessness in the region. There were at least 350 individuals who were emergency sheltered and 743 who were provisionally accommodated in transitional housing or public systems. A PiT count was not conducted in 2021, but local service providers estimate that experiences of homelessness in the region are becoming more frequent as affordability worsens.

In March of 2021, the BC government and the City of Victoria committed to finding indoor shelter for people living in parks and outdoor areas in the city by April 30th as a pathway to securing permanent housing. More than 300 shelter spaces were opened in several locations including the Capital City Centre Hotel,

## PIT COUNT

The night of March 11, 2020 at least **1,523 people** were experiencing homelessness in Greater Victoria.



**270**  
Unsheltered



**350**  
Emergency  
Shelters



**145**  
Couch  
Surfing



**198**  
Public  
Systems



**545**  
Transitional  
Housing

15 were in unknown locations

Source: 2020 Greater Victoria Point-In-Time Homeless Count and Needs Survey

the Caledonia Tiny Homes Village, the Save-On-Foods Memorial Centre, and Mount Tolmie Hospital, among others, to provide temporary transitional housing for individuals awaiting a permanent home. Many of these community members will be able to move into the 280 new permanent homes on track to open in 2022, however, a dire shortage of affordable housing to the lowest income groups and worsening affordability in Victoria's market will likely mean that many remain homeless in the coming years. This prediction was asserted in a 2021 report<sup>17</sup> commissioned by the City of Victoria

<sup>16</sup> Housing as a human right is affirmed through Canada's National Housing Strategy Act. This legislation commits all levels of government to progressively realizing the right to adequate housing for all Canadians, within the shortest possible timeframe, using all appropriate means and the maximum of available resources. For more information, please see [www.placetocallhome.ca/human-rights-based-approach-to-housing](http://www.placetocallhome.ca/human-rights-based-approach-to-housing)

<sup>17</sup> Chaland, N. (2021) COVID 19: The Beginning of the End of Homelessness. City of Victoria. <https://pub-victoria.escribemeetings.com/filestream.ashx?DocumentId=69943>



to identify barriers to ending homelessness in the Capital Region and provide recommendations on how to address those barriers. In the report, author Nicole Chaland identified four calls to action covering 28 recommendations, including three for implementation by the City of Victoria: to fully embrace the human right to housing, to support Indigenous-led regional collaborations to end homelessness, and to create a full-time staff position in the 2022 budget with a focus on homelessness in the city. All 28 recommendations were endorsed by Council, and the budget allocation for the recommended staff position was approved in February 2022 for recruitment within the year.

The report recommends the immediate expansion of rent supplement programs across BC to rapidly provide people with permanent housing in the private rental market as well as the choice of where to live based on proximity to family and friends, work, etc. The City of Victoria acted on this recommendation in 2021 by supporting the *Greater Victoria Housing Security Rent Bank Pilot* between February and April 2021 and the subsequent establishment of the permanent program. The Rent Bank is an important homelessness prevention tool which provides people with a combination of case worker support, service navigation, as well as one-time, interest-free loans and/or grants of up to \$3,000. Renters experiencing temporary financial emergencies can utilize the funds to pay for necessities like rent past due or for upcoming months, security or pet deposits, moving expenses, utility bills, or groceries. These services, administered by the Community and Social Planning Council (CSPC) of Greater Victoria, helped to support 150 households throughout the Region during the 3- month pilot phase alone, with almost half of those beneficiaries living in the city of Victoria. By offering financial and non-financial support through caseworkers, this program stabilized housing for tenants at risk of eviction and contributed to preventing homelessness for 249 Greater Victoria households in 2021.

## Grants

\$421,031.88 Dispersed

Average Grant = \$2,178

184 Houesholds Helped

## Loans

\$104,368.53 Dispersed

Average Loan = \$1,607

65 Houesholds Helped

Source: Community Social Planning Council of Greater Victoria





## Goal Two: Increase Supply

Supply and demand are both part of the equation in a high-pressure housing market. Municipalities like the City of Victoria have a multitude of tools at hand to encourage new housing to ‘keep up’ with demand and help to ‘catch up’ to unmet housing needs across the continuum.

## THE GOAL: Encourage new housing supply for all Victoria residents.



### TARGETS & PROGRESS MADE

#### General Supply Target

By 2025, 6,000 new homes will be needed, which averages to just over 1,000 homes annually.



Overall Progress: 35%

**ON TRACK:** In 2021, building permits for 1,473 net new dwelling units were issued in the City of Victoria, which is 50% above the 1,000 per year target for new homes, and compensates for below-target net units recorded in 2020. The sustained delivery of a diverse range of housing in terms of tenure distribution, affordability, and built form is needed to keep up with projected demand and catch up with latent demand for housing.

#### Unit Affordability Targets - Median and Below

An estimated 2,100 homes are needed for households earning median income (\$55,000) and below by 2025. On average, 350 affordable and below-market homes are needed annually.



Overall Progress: 28%

**FALLING BEHIND:** In 2021, 346 net new units were approved for households earning at or below median income, just shy of the annual target of 350. This is an improved performance compared to previous years, representing an increase of 101 units over 2020, and 238 more than in 2019. However, 459 net new affordable homes will need to be approved in 2022 in order to “catch up” and with housing needs today and “keep up” with the anticipated demand.

#### Unit Affordability Targets - Above Moderate

Increasing housing supply within targeted areas of the continuum will be key to meeting the City’s Housing Strategy objectives. By 2025 an estimated 1,000 new condominium units will be needed, an average of approximately 167 new units per year.



Overall Progress: 69%

**EXCEEDING:** In 2021, 489 building permits for condominium homes were issued, almost three times the specific annual target. Other housing tenures and types including non-market rental, purpose-built rental, and ground-oriented housing need to see the same or higher levels of supply to provide balanced support to residents across the housing continuum.



## Snapshot of Victoria's 2021 Census Data

At the time of publication, Statistics Canada has released 2021 census data on population figures, demographics, military experience, family and household composition, as well as income profiles (not including housing analysis). Table 2 provides a snapshot of how Victoria's 2021 Census data compares to 2016.

**TABLE 2: City of Victoria Census Data 2016-2021**

	2016	2021	Change between 2016-2021
<b>Population</b>	85,792	91,867	+6,075, +7.1%
<b>Percentage of Greater Victoria (CMA) Population</b>	22%	23%	+1%
<b>Total private dwellings</b>	49,212	53,070	+3,858, +7.8%
<b>Median age</b>	42.7	42.8	+.2%
<b>Children 0-14</b>	7,935 (9.3%)	8,450 (9.2%)	+515, +6.5%, (-0.1%)
<b>15-64 Year Olds</b>	59,805 (69.7%)	62,060 (67.6%)	+2,255, +3.8%, (-2.1%)
<b>Seniors 65+</b>	18,050 (21.0%)	21,350 (23.2%)	+3,300, +18.3%, (+2.2%)
<b>Male+* Gender Identity</b>	42,215 (47.3%)	43,585 (47.4%)	-
<b>Female+* Gender Identity</b>	40,575 (52.7%)	48,285 (52.6%)	-
<b>Number of households</b>	45,760	49,225	+7.5%
<b>Average household size</b>	1.8	1.8	0%
<b>1-2 person households</b>	83.5%	83.6%	+0.1%
<b>Median household income</b>	\$52,990	\$67,500	27%

Over the past 5 years, the City of Victoria's population increased by 6,075 and is now home to more than 90,000 people; an increase of 7.1% since 2016. **This level of population growth is higher than estimates for 2021** from the City's Housing Future report (2020), and means that **the City has already reached 30% of the projected 25-year population increase after only 5 years.**<sup>18</sup> Victoria now represents 23% of the Greater Victoria population, up 1% from 2016 figures and absorbed 20.6% of the additional 29,467 new residents in the region since 2016. The total number of dwellings grew by 7.8%, indicating that the growth of housing was roughly in line with population growth.

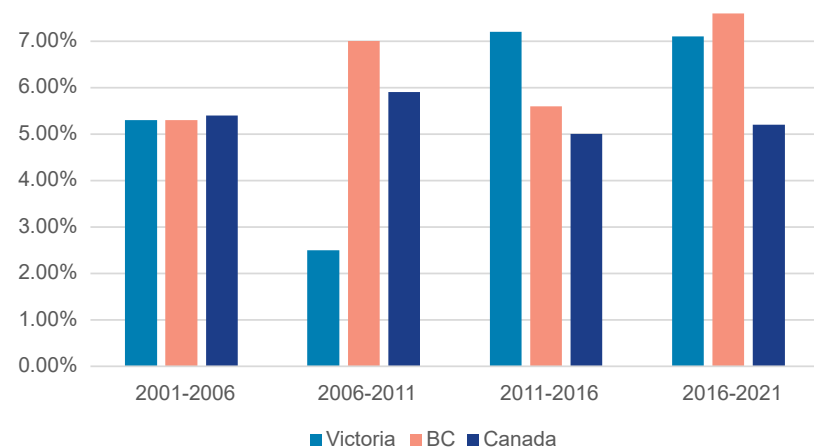
The 2021 Census also revealed that Victoria's population is aging, with Seniors (age 65 and over) being the fastest growing age group in the city, increasing by 18.3% and the only age cohort to increase as an overall share of the City's population. The largest population age group in Victoria shifted from adults aged 25 to 29 in 2016, to adults 30 to 34 years old in 2021. While the city saw moderate overall gains in the number of children aged 0-14, this number has remained relatively stagnant as a proportion of the total population. Lastly, despite welcoming 3.8% more 15-64-year old's, the proportion of working-age individuals in the city decreased by 2.1% over the past five years.

Recently released census data on household income reported that Victoria's median household income increased 27% from 2016 to \$67,500, outperforming the regional increase of 22% in the Victoria CMA between 2016-2021 censuses. Though still lower than the 2021 regional median of \$85,000, Victoria's median household income came closer in line with the region, moving from 31% to 26% below the Victoria CMA median. The release of census data specific to renter and homeowner households

in Fall of 2022 will provide clearer insight into how this trend has impacted the housing needs of Victorians by tenure and income bracket.

For the first time ever, Statistics Canada collected and published data on cisgender, transgender, and non-binary gender identities in the 2021 Census. This data revealed that approximately 0.75% of people living in the Victoria CMA identify as transgender or non-binary, making Victoria the most gender-diverse urban centre in Canada. This information will help to better inform Victoria's housing needs, particularly as, in recent years, research has shown that people who identify as LGBTQ2S+ have accounted for a disproportionately large percentage of Canadians who are homeless, at risk of becoming homeless, or in core housing need, particularly those who are also members of at-risks groups such as youth, seniors, Indigenous people, newcomers, or people with mental health or addiction issues.<sup>19</sup>

**FIGURE 10: Historical Population Growth Rates, Victoria, British Columbia, and Canada, 2001-2021**



<sup>18</sup> The *Housing Trends and Projections in Victoria* report (2020) projected Victoria would grow by 20,631 individuals, or 23%, between 2016 and 2041, corresponding to an annual growth rate of 0.8%.

<sup>19</sup> Recent estimates suggest that transgender and gender non-conforming people are twice as likely to experience severe poverty and homelessness compared to the general population, and approximately 1 out of every 3 homeless young people in Canada identifies as LGBTQ2S+. Source: LGBTQ2S+ Housing Needs and Challenges (cmhc-schl.gc.ca)



ACTION	SUPPORTING ACTION(S)	STATUS (December 2021)
<b>Explore Pre-zoning Opportunities</b>	Consider pre-zoning areas with incentives to encourage purpose-built rental and affordable housing, and in low density zones, as part of Missing Middle Housing	UNDERWAY
<b>City-owned Sites for Affordable Housing *</b>	Use of city-owned properties or acquiring new land for affordable housing	<b>ONGOING</b>
<b>Update and Expand Secondary Suite Policy</b>	Expand opportunities for new or legalization of existing secondary suites	UNDERWAY with MISSING MIDDLE
<b>Expand House Conversion Eligibility *</b>	Update regulations to encourage more house conversions and consider affordability in house conversions Citywide	<b>COMPLETE with ONGOING MONITORING</b>
<b>Affordable Housing in Local Area Planning *</b>	Identify opportunities for affordable housing in all local area plans	UNDERWAY
<b>Support faith-based, charitable, and non-profit housing developers</b>	Support charitable, faith based and non-profit organizations to develop affordable housing	UNDERWAY
<b>Rental Suite Grant Program *</b>	Secondary and Garden Suite grant program to increase overall supply of suites and accessible secondary suites	FUTURE ACTION
<b>Support the rapid development of affordable housing</b>	Advance and support the rapid supply of affordable and supportive housing with government partners and non-profit housing providers	UNDERWAY

\* 2019-2022 Strategic Plan Action

## Diversity of Tenure in New Supply

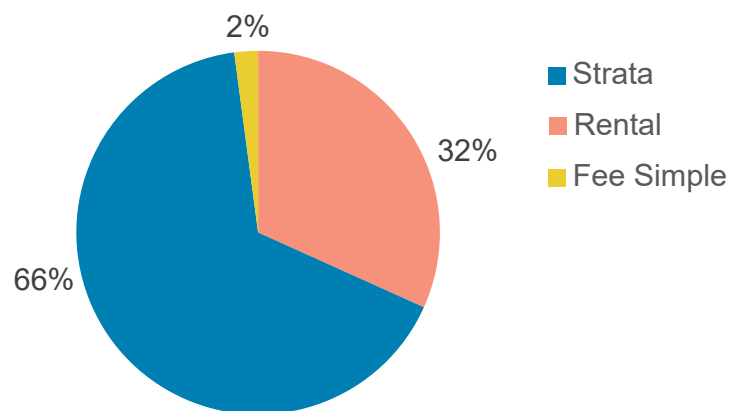
Since 2007, building permits issued for net new dwelling units per year have ranged from 134 homes in 2008 to 1,473 in 2021, with an average of approximately 681 homes approved per year. In 2021, the net gain of 1,473 homes is a record high and double the average. It also helped bring the City back within range of meeting the 6,000 home 6-year target after falling behind with only 614 net new homes in 2020. The Downtown, Victoria West, Burnside, and Harris Green neighbourhoods accounted for a combined 1,195 net new homes, making up 80% of the city-wide total.

New rental apartments, strata condominiums, and a diversity of ground-oriented housing options are all important to achieving a healthy housing system. In recent years, a good mix of both rental and strata apartments has been achieved. In 2013, 2015, 2020 and 2021 the City issued more building permits for rental homes than strata ownership, supporting the City's commitment to prioritize rental housing. At the same time, over two thirds of the total 6-year targeted strata condominium units have been issued building permits since the targets were established two years ago, indicating this target is very likely to be exceeded by 2025.

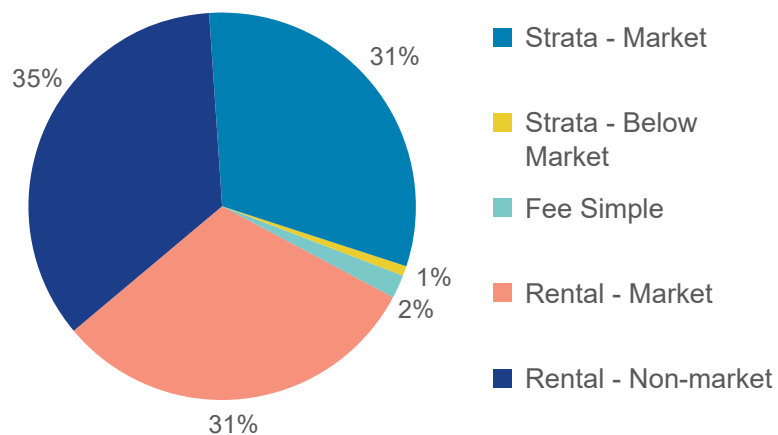




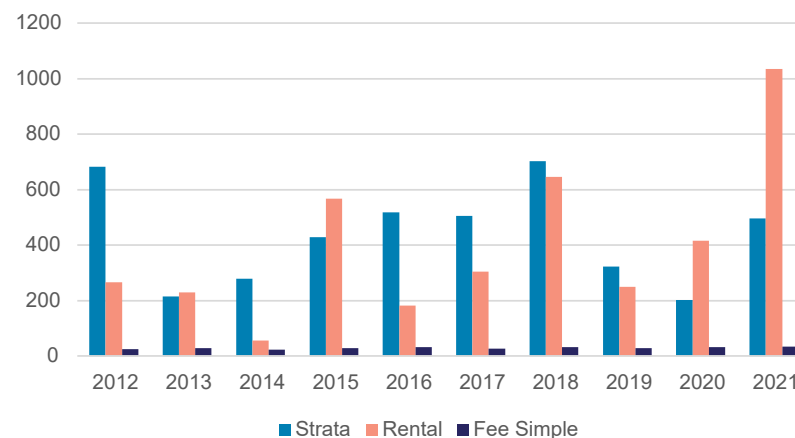
**FIGURE 11: New Housing Units by Tenure, City of Victoria, 2021**



**FIGURE 12: New Housing Units by Tenure and Market, City of Victoria, 2021**



**FIGURE 13: New Housing Units by Tenure, 2012-2021**



Source: City of Victoria

1 Rental: includes rental apartments, secondary suites, garden suites

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

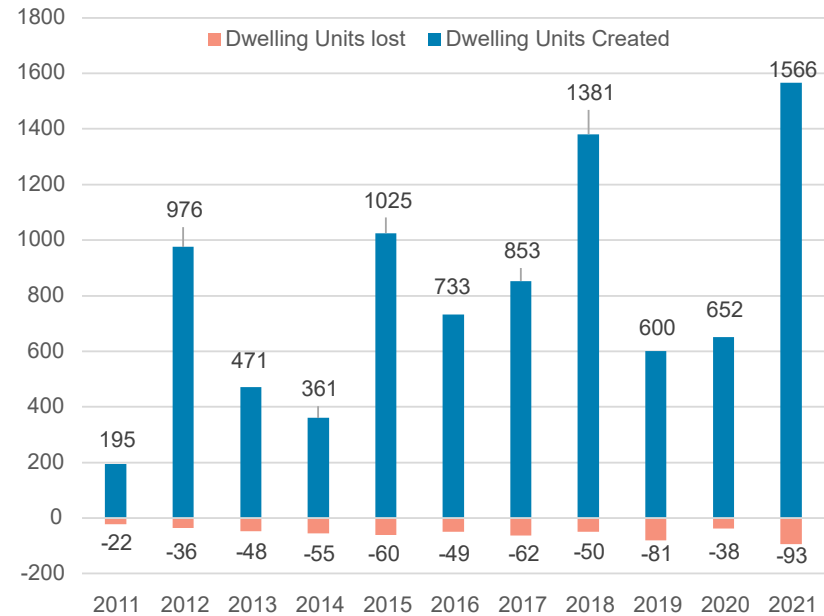
3 Fee Simple Ownership: includes single family dwellings and non-strata attached houses

## Demolitions & Net New Homes

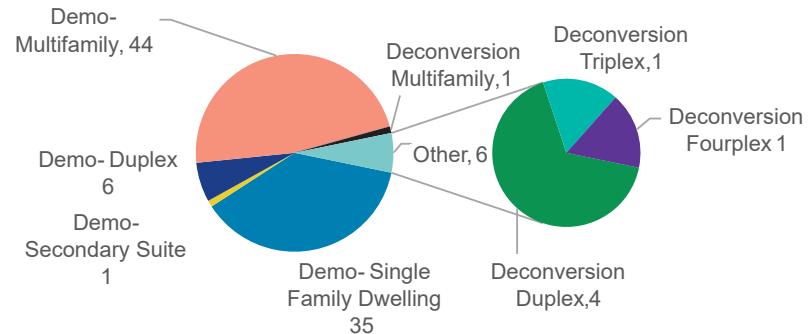
Redevelopment and renovation, in addition to unit turnover, of existing rental housing contributes to the depletion of affordable housing stock. 93 total units were lost due to demolition or alteration in Victoria in 2021, resulting in 1,473 net new homes. Most of the units lost occurred through demolition of multifamily buildings with more than 5 units (47%) and detached dwellings (38%) – including one secondary suite. Thirty-two units (34%) lost were sleeping units, and eleven units (12%) were assumed to be purpose-built rental. For 2021, the creation of affordable housing outpaced its demolition, with 394 net new non-market rental units approved and 44 affordable rental units lost, or 9 affordable, non-market rentals approved for every unit demolished.

In July of 2021, the Province of British Columbia instituted legislation to reduce displacement of tenants due to renovation, also referred to as “renoviction”. BC’s Residential Tenancy Act now requires landlords to apply to the Residential Tenancy Branch (RTB) for an order of possession in order to end a tenancy for the purpose of renovating of a unit. If landlords have all the required permits and permissions, the RTB will host a hearing where the landlord and tenant can be heard, and an arbitrator will make a decision on whether an eviction is required for the renovation to proceed. In addition to the adoption of the City’s Rental Property Standards of Maintenance Bylaw, which came into force in January 2021, these changes are intended to reinforce the quality and security of tenure for existing affordable rental housing in Victoria and are being monitored for effectiveness by the City in 2022 to inform evidence-based policy responses to better secure existing rental tenure.

**FIGURE 14: Dwelling Units Created and Lost, City of Victoria, 2011-2021**



**FIGURE 15: Units Lost to Demolition or Deconversion, by Unit Type, City of Victoria 2021**



Source: City of Victoria





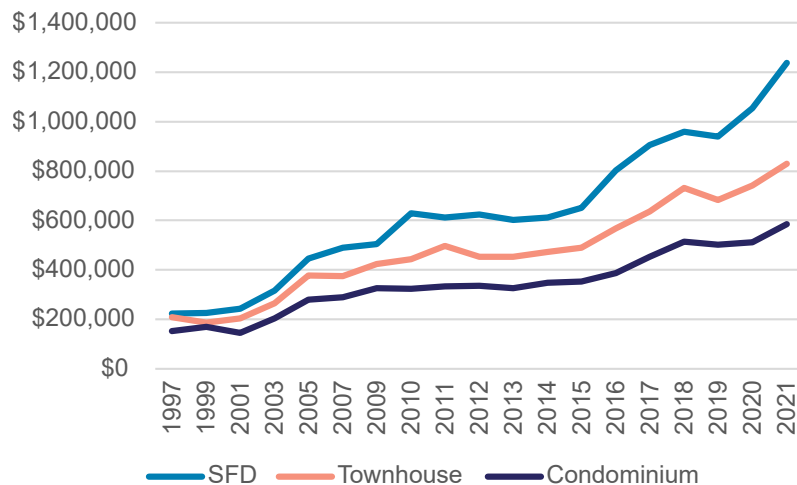


# Housing Prices

Average sale prices for all housing types in Victoria continued to increase between 2020 and 2021, as did average rental rates in the primary rental market. Average sale prices for single-detached dwellings increased by 17.3% (from \$1,055,057 to \$1,237,458), condominiums increased by 14.4% (from \$512,320 to \$585,840), and townhouses increased by 11.9% (from \$740,902 to \$829,031). The average price of a single-family home has increased by 102% between 2011 and 2021.

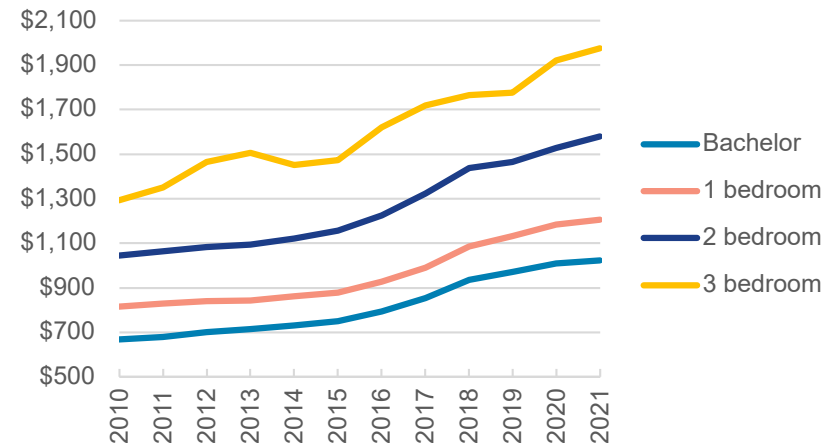
According to the CMHC, in 2021, average rents in Victoria increased by 1.5% for a bachelor home, 1.8% for a one-bedroom, 3.4% for a two-bedroom, and 2.9% for a three-bedroom. Average private market rents overall have increased by 2.4%, one percent less than the 3.4% increase seen in 2020. The average price of a one-bedroom rental in the private market increased by 46% between 2011 and

**FIGURE 16: Average Housing Sale Prices, City of Victoria, 1997-2021**



2021. In addition to average market apartment rates, CMHC provides average rents of both occupied and vacant apartment units. In 2021, the average price of a vacant apartment in Victoria was 26% higher than an occupied unit; this suggests that a household paying \$2,000 per month for a rental unit would be looking at a monthly rent of approximately \$2,520. Figure 18 below outlines the contrasting rates between occupied and vacant units in Victoria by unit type.

**FIGURE 17: Primary Rental Market Average Apartment Rents by Unit Type, City of Victoria, 2010-2021**

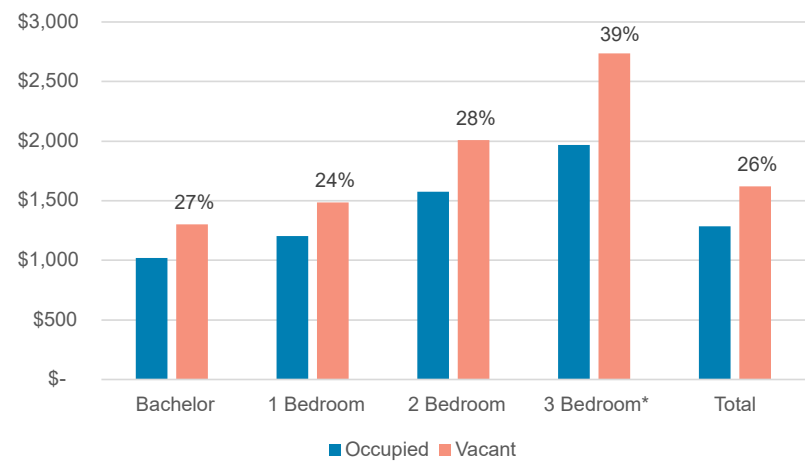




One important factor to note is that the Greater Victoria region saw record-breaking sales of multifamily properties in 2021, with a total of \$862 million, representing 1,205 new units and 1,493 existing units. This figure is 70% higher than the previous all-time high set in 2019 at \$505 million and is largely due to the sale of substantial portfolios of rental apartments to institutional investors and REITs (Real Estate Investment Trust). The average price paid per suite increased 22% for existing units, and rose 12% for new builds since 2020.<sup>20</sup> While property acquisition by both institutional investors and REITs in the region is not new, the levels of activity seen by these buyers in recent years has notably increased and is contributing to greater consolidation of Victoria’s rental apartment buildings by these groups.<sup>21</sup> With such high purchase prices, there is a need for corporate owners to recover their investment for shareholders through higher rents. This trend has the potential to significantly affect affordability in Victoria’s rental housing market in the coming years, particularly where older, more affordable rental buildings are acquired.

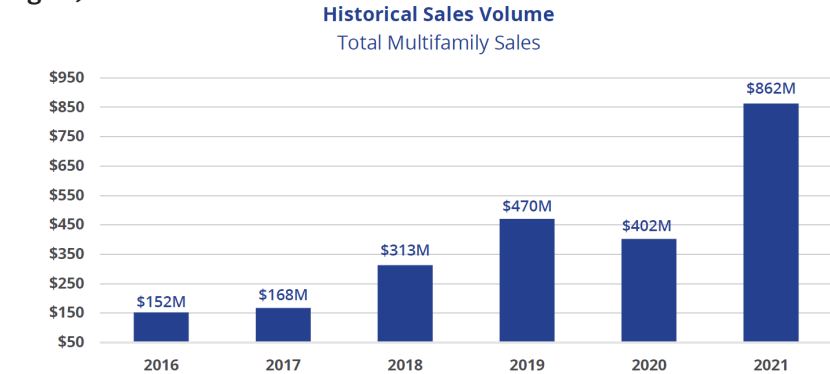
20 Victoria Multifamily Report 2021 | Colliers (collierscanada.com)  
 21 Fall 2021 British Columbia Multi-Family Investment Report (avisonyoung.ca)

**FIGURE 18: Average Rent of Occupied and Vacant Apartment Units in Victoria, 2021**



\*CMHC data for vacant 3 bedroom units not available; estimated based on Vancouver CMA rates Source: CMHC Annual Rental Market Report

**FIGURE 19: Historical Multifamily Sales Volumes, Greater Victoria Region, 2016-2021**



Source: Colliers Canada





## Goal Three: Housing Choice

A healthy city needs a mix of housing types to accommodate residents of diverse ages, incomes, household types, and lifestyles. Diverse housing options provide opportunities and choices for living near a broad range of services, amenities, and mobility options, including transit and cycling routes. Housing choice and diversity in all neighbourhoods means residents can stay connected to their communities as they move through life's stages and their housing needs change – from young students or workers, to families, through to retirement and aging well. Research shows that cities with more diversity in housing options are more stable and are better equipped to manage housing crises.

This section outlines the City's progress on improving choice and diversity across the housing continuum.

## THE GOAL: Encourage a range of housing options to meet the diverse needs of Victoria residents.



### TARGETS & PROGRESS MADE

#### Family Housing Target

By 2025, at least 1,600 family-sized homes with 2- and 3-bedrooms are projected to be needed (averaging just over 266 homes per year); the homes should include a mix of rental and ownership, as well as apartments and ground-oriented forms.



Overall Progress: 22%

**FALLING BEHIND:** 142 family-sized homes (2 and 3+ bedroom units) were approved in 2021, including building permits and Council approvals secured through a housing agreement.

An average of 283 family-sized homes will need to be approved in each of the coming years to meet the 2025 target of 1,600 homes. In 2021, Victoria approved 74 family-sized homes secured in housing agreements (including 49 2-bedroom units, 17 3-bedrooms, and 8 4-bedroom units), and 68 building permits in total were issued for 2+ bedroom forms and ground-oriented forms, including duplex, triplex, fourplex, townhouse and single-detached homes. The implementation of a Family Housing Policy may help to increase the rate of new family-sized units over time.

#### Missing Middle Housing Target

To provide more housing choice to residents, new housing should include a higher proportion and more diverse missing middle housing, like townhouses, houseplexes and house conversions, rather than single-detached homes. At least 1,000 new missing middle homes are needed to meet demand, averaging 167 homes per year.



Overall Progress: 10%

**FALLING BEHIND:** Just 34 new missing middle type building permits were issued in 2021, including 8 duplexes, 22 townhouses, and 5 conversions, the lowest total for this housing type since the targets were adopted in 2019, and half of last year's total, reflecting the lengthy rezoning process required to build these homes. An average of 212 missing middle type homes will need building permits each year in order to meet the 2025 target. The proposed missing middle housing policy would make it easier for these ground-oriented housing forms to be built in most residential areas in the City.

An additional 61 ground-oriented type homes were issued building permits in 2021, including 34 single detached and 27 secondary and garden suite homes.





ACTION	SUPPORTING ACTION(S)	STATUS (December 2021)
<b>Develop a Family Housing Policy *</b>	Encourage or mandate family units	FUTURE ACTION
<b>Inclusive Housing</b>	Explore ways to ensure the City's housing policies are inclusive of diverse identities	UNDERWAY
<b>Tiny Homes *</b>	Permit tiny homes that are safe and liveable	FUTURE ACTION
<b>Missing Middle Housing *</b>	Expand opportunities for more diverse ground-oriented housing	UNDERWAY
<b>Missing Middle Zoning Amendments</b>	Update zoning regulations to expand permissions to building ground-oriented housing	
<b>Co-op, Co-housing, and Land Trusts *</b>	Evaluate the city's role in the development and support of these types of housing	FUTURE ACTION
<b>Garden Suite Policy Amendments «</b>	Review and Improve the Garden Suite Policy and Guidelines	FUTURE ACTION
<b>Indigenous Housing Working Group</b>	Create a working group to consider the needs and voices of Indigenous citizens	UNDERWAY
<b>Barrier-free Housing &amp; Universal Design *</b>	Encourage barrier-free housing and universal design in new developments	UNDERWAY
<b>Encourage the creation of housing for artists</b>	Align with the Create Victoria Masterplan and consider opportunities to support the creation of affordable housing for artists	FUTURE ACTION

\* 2019-2022 Strategic Plan Action

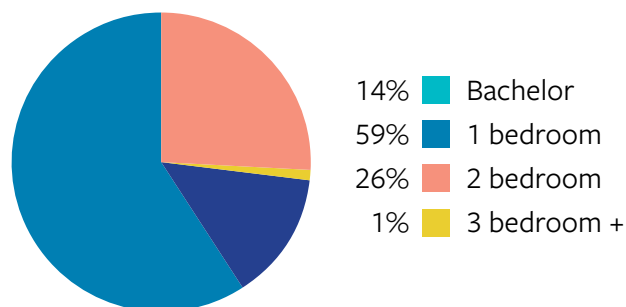
## Family-friendly Housing

For a family, finding a home to rent in the city remains a challenge; 73% of all primary market rental housing (purpose-built rental housing with three or more units per building) is comprised of bachelor and one-bedroom units. Only 1% of all rental housing in Victoria has three or more bedrooms (see pie chart below).

With the region's highest percentage of renters, Victoria has a high proportion of young adults. Unfortunately, many of them must leave the city to find more affordable and suitable housing types as they begin to start families.

The limited number of family-sized units suggests that most renters looking for housing with multiple bedrooms and wanting to stay in the city must look to the secondary rental market (including renting entire single detached homes, suites, townhouses or condos from individual owners). The creation of a Family Housing Policy is an important Housing Strategy Action that the City will initiate in 2022.

**FIGURE 20: Primary Rental Market Universe by Unit Size, City of Victoria, 2021**



Source: CMHC Housing Market Information Portal







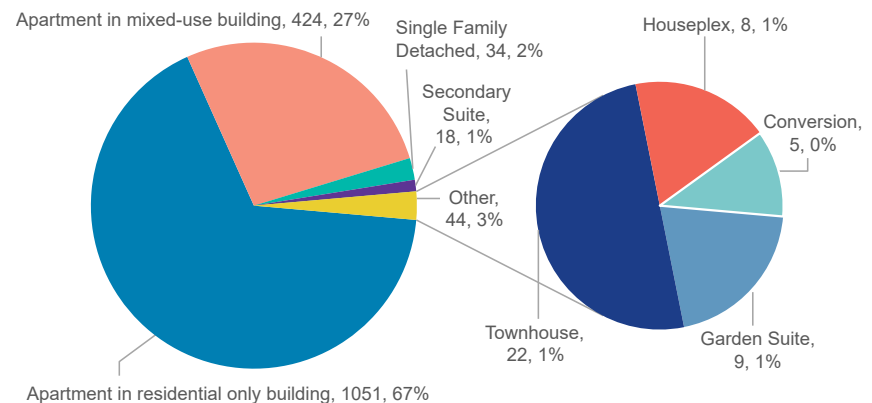
# Missing Middle Housing

The Missing Middle Housing initiative is a key part of the meeting the City's Official Community Plan (OCP) objectives to improve housing choice and accessibility through a variety of ground-oriented forms. The initiative will make it easier to build townhouses and houseplexes (duplexes, triplexes, etc.); creating diversity in housing choice beyond an apartment or a single-detached home. Many communities have an absence of these infill housing forms which is why they are referred to as 'missing'. Not everyone's lifestyles or preferences are suited for living in apartments, nor can everyone afford a single-family home. Young families, couples, singles, and empty nesters want to continue to stay in Victoria, but struggle to find appropriate housing that fits their needs and their incomes. Many Victorians want housing with a front door to the street, access to a green space, and more bedrooms than most apartment buildings offer.

In 2021, the need for this type of housing became more pronounced with just 34 new missing middle homes issued building permits, including 8 duplexes, 0 fourplexes, 22 townhouses, and 5 conversions. The net total was further reduced to 21 after accounting for missing middle units lost to demolition or deconversion. The proportion of missing middle housing in new developments this year is half of what it was in 2020 and well below the 167-unit annual target. Missing middle housing choices continue to represent a small proportion of overall development in Victoria because they are not as economical to build as apartments and, unlike single detached homes, they are subject to rezoning requirements which add time, cost, and uncertainty to the approvals process.

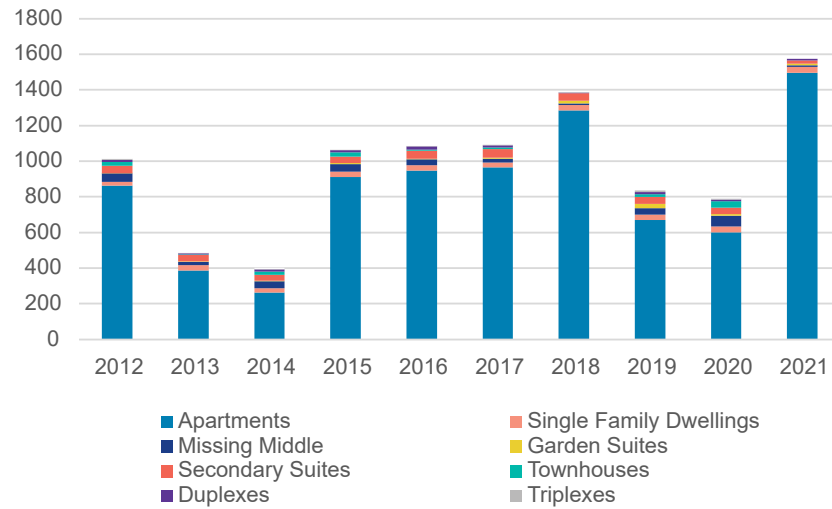
The Missing Middle project aims to provide the necessary encouragement for this type of infill housing throughout the city by means of OCP updates and zoning regulation amendments. The proposed changes respond to feedback from the community and stakeholders heard over two phases of engagement between September-October 2020 and October-November 2021, respectively. The proposed zoning and delegated development permit process for missing middle housing forms will create a faster, easier approvals and reduce uncertainty for townhouse, houseplex, and heritage conserving infill projects that are consistent with the guidelines. Making it easier to build new missing middle homes aligns with the goals outlined in Victoria's Climate Leadership Plan, in the 2020 Accessibility framework, and Go Victoria, and is an important step towards building a diverse, healthy, resilient community.

**FIGURE 21: Housing Units by Type of Residential Building Permit Approved (2021)**

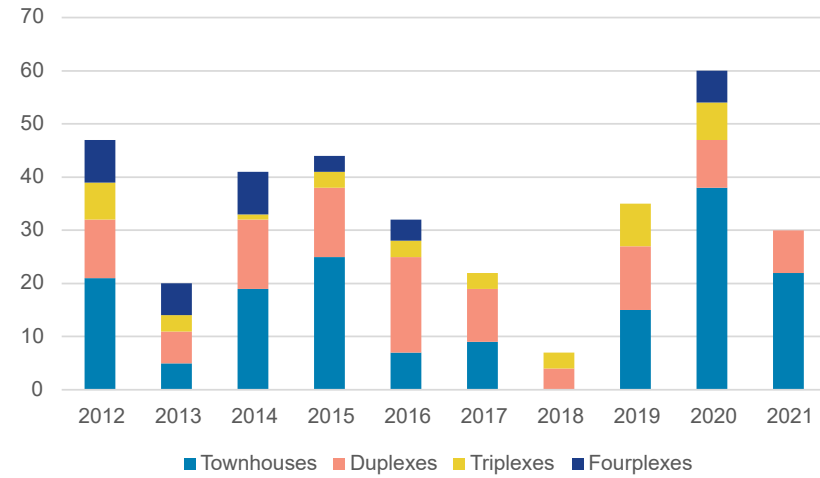




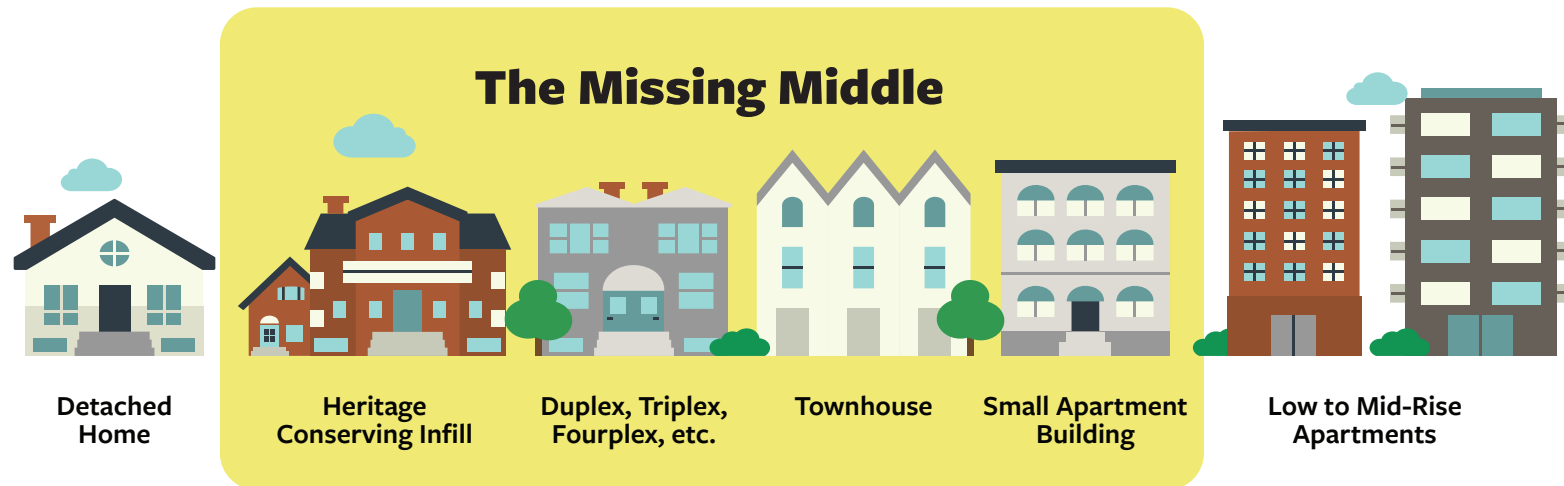
**FIGURE 22: New Units Approved Through Building Permits Issued by Type, City of Victoria, 2012-2021**



**FIGURE 23: Missing middle housing form building permits approved in Victoria, 2012-2021**



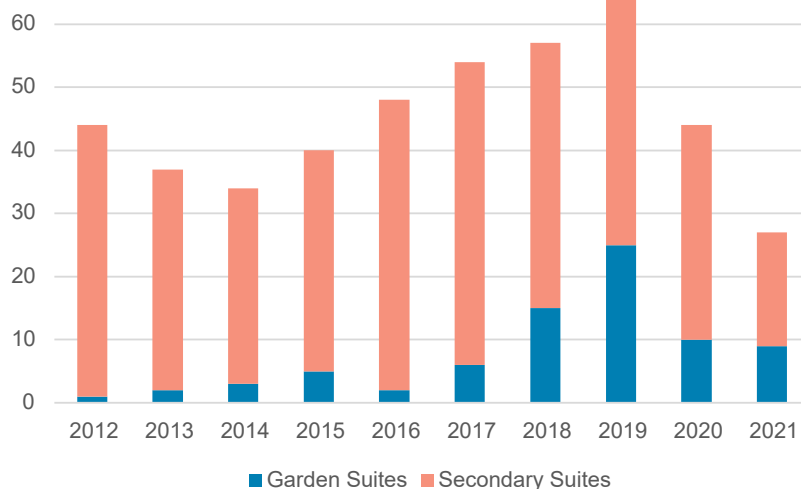
Source: City of Victoria



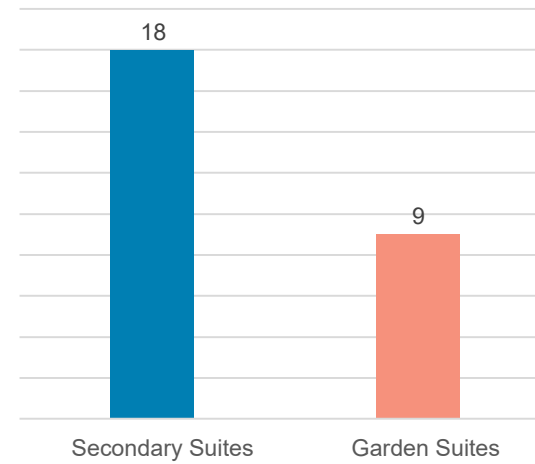
## Secondary and Garden Suites

While secondary and garden suites are another important piece of the puzzle for improving housing choice and diversity, building permits issued for this housing type have declined through 2020-2021. These types of dwellings provide housing with a front door to easily access the street, access to green space, and offer additional rental units that are not available in the primary rental market. Secondary suites and garden suites sometimes help to support households enter homeownership for the first time by providing help with paying the mortgage. In Victoria, secondary suites are permitted in single-family homes; however, duplexes or homes that already have a garden suite are not eligible for a secondary suite. The proposed missing middle zoning changes would remove these remaining barriers by allowing suites in missing middle housing forms. The City is planning to host a garden suite design competition and grant program as part of the Victoria Housing Strategy.

**FIGURE 24: New Secondary and Garden Suites Approved Through Building Permits Issued, City of Victoria, 2012-2021**



**FIGURE 25: New Secondary and Garden Suites Approved Through Building Permits Issued, City of Victoria, 2021**



Source: City of Victoria





## Goal Four Track and Improve

Tracking progress and improving housing policies and programs to optimize impact.  
There are no housing unit targets associated with these actions.

ACTION	SUPPORTING ACTION(S)	STATUS (December 2021)
<b>Data and Reporting Improvements</b>	Prioritize the development of data collection processes	UNDERWAY
<b>Monitor Affordable Housing Development *</b>	Track and measure the creation of affordable housing units, reporting quarterly on progress	<b>ONGOING</b>
<b>Housing Policy Working Group</b>	Create a working group of housing stakeholders to review progress on Housing Strategy	FUTURE ACTION
<b>Review and Update the Zoning Regulation Bylaw</b>	Consider amendments to Zoning Regulation Bylaw to modernize and streamline	<b>ONGOING</b>
<b>Rental Replacement Policy</b>	Review and Update Rental Replacement Policy	ON HOLD
<b>Victoria Housing Reserve Fund Improvements</b>	Update Victoria Housing Reserve Fund	<b>COMPLETE</b>
<b>New Webpages</b>	Create and update webpages to provide current information on affordability targets and policy, procedures, and bylaws as well as information on tenant policy and services	<b>ONGOING</b>
<b>Cross-Government Policy Alignment and Advocacy</b>	Strengthen the City's housing policy alignment	<b>ONGOING</b>
<b>Review and Optimize Housing Funding</b>	Review and streamline City's total spending on housing and homelessness	<b>ONGOING</b>
<b>Fee Waivers, Reductions, and Tax Exemptions</b>	Revisit incentives for affordable housing developments	<b>ONGOING</b>
<b>Inclusionary Housing &amp; Community Amenity Policy Review</b>	Annual monitoring of policy's fixed rates and targets	UNDERWAY

\* 2019-2022 Strategic Plan Action

ACTION	SUPPORTING ACTION(S)	STATUS (December 2021)
<b>Align housing initiatives with Climate Leadership Plan</b>	Integrate and align the City's housing policy with the City's Climate Leadership Plan.	<b>ONGOING</b>
<b>Transportation Considerations</b>	Align housing policies with GoVictoria	<b>ONGOING</b>



## Goal Five New Ideas

Try bold ideas to achieve new results. There are no housing unit targets associated with these actions.

ACTION	SUPPORTING ACTION(S)	STATUS (December 2021)
<b>Housing Champions</b>	A team to promote informed awareness and acceptance of affordable housing projects	<b>COMPLETE</b>
<b>Small Scale Housing Ambassador Position *</b>	Create a small-scale housing ambassador position to guide homeowners to build suites	REMOVED (Considered by Council and deemed unnecessary)
<b>Intergenerational Housing *</b>	Improve access to housing and social inclusion across generations	FUTURE ACTION
<b>Modular Housing on City Land</b>	Consider city-owned sites for modular housing and streamline development process	<b>ONGOING</b>
<b>Housing Talk Series</b>	Launch a free educational series on housing issues and solutions	<b>COMPLETE</b>
<b>External Funding for Housing Initiatives</b>	Explore opportunities and grants to fund City and community housing initiatives	<b>ONGOING</b>
<b>Garden Suite Design Competition</b>	Launch a garden suite design competition	FUTURE ACTION
<b>Municipal Housing Authority *</b>	Explore value of a "Victoria Housing Corporation" for City-owned and operated affordable housing	REMOVED

\* 2019-2022 Strategic Plan Action



## Housing Talk Series



The City successfully launched the ‘City Building Blocks’ educational series on housing issues and solutions in the Fall of 2021, garnering over 300 attendees. The first of three online ‘Lunch and Learn’ sessions focused on Victoria’s Housing Future: How Housing Shapes our City. The second topic was Missing Middle Housing, which launched Phase 2 of engagement for the Missing Middle initiative, and had more than 150 attendees. The final session explored Affordable Housing + Co-location, highlighting new partnerships that are unlocking land for affordable housing in the city and creating more inclusive communities. All three sessions were recorded and are available on the City’s website, with Q + A summaries in response to the many subjects discussed.

## Modular Housing on City Land

The Caledonia Tiny Homes Village, a 30-unit temporary, purpose-built transitional housing development was approved and completed this year on a portion of the Royal Athletic Park parking lot, a City-owned site in Victoria’s North Park neighbourhood. Ten shipping containers were converted into 30 single-occupancy tiny home units to provide comfortable and safe housing for people previously sheltering in parks. The project was a collaborative effort of a coalition of local private developers, non-profit groups, and service providers, with support from the City of Victoria and BC Housing, and is intended as a temporary home for residents while they prepare to secure long-term housing.



Aryze Developments / James Jones Photography



# Glossary of Terms

**Affordable (Non-Market) Rental:** Refers to housing that is provided by a non-profit organization, charitable society and/or government agency. This housing is built and operated using a mix of senior government funding and offers affordable or below-market rents through mixed income projects, in perpetuity.

**Affordable Housing:** Victoria's definition is housing where the price does not exceed 30% of the gross annual household income for very-low income to moderate income households.

**Below-market rental housing:** Refers to housing with rents lower than average rates in private-market rental housing.

**Core Housing Need:** A household whose dwelling is considered unsuitable, inadequate, or unaffordable, and whose income levels are such that they could not afford alternative suitable and adequate housing in their community.

**Housing Agreement:** Refers to an agreement between the local government and a landowner to address affordable housing and special needs housing. It cannot vary the use or density defined in the zoning bylaw, however it can address matters such as the form of tenure of the housing units, rents and leases, sale or share prices, and administration and management of the housing units.

**Market Rental:** Refers to housing that is provided by a private, for-profit landlord or Real Estate Investment Trust (REIT). This housing is built and operated by a company or property owner that offers rent at an amount that is generally similar to the rent of other units in the private (non-subsidized) housing market.

**Missing Middle Housing:** Refers to homes that are somewhere between a higher-density apartment or a single-family home, often missing from residential communities. Townhouses, duplexes, triplexes, and houseplexes are common forms of missing middle housing, although secondary suites, garden suites, house conversions and smaller apartment buildings can also be considered part of the missing middle.

**Purpose-Built Rental Housing:** Refers to rental apartment buildings containing five or more units, designed and built expressly to be rented to residential tenants at market rates.

**Rent Supplement:** Refers to government-funded payments that bridge the gap between what an individual or family can afford to pay and the actual cost of housing.

**Residential Rental Tenure Zoning:** The new legislative authority to limit housing tenure to rental in multi-family residential zones.

**Residential Tenancy Act:** Refers to BC's law setting out protections for tenants and landlords. It applies to rental apartments and rented houses, including secondary suites. It also applies to rentals in many other types of housing, such as rented strata units.

**Secondary Market Rental Housing:** Refers to units built for ownership, which are then rented for an undetermined amount of time and managed directly or through a property management firm (e.g. secondary suites and rented condominium or strata apartment units).

**Sleeping Unit:** refers to a room or rooms which are used or intended to be used for sleeping or sleeping and living purposes, but in which there is not a bathroom, water closet, sink, or cooking facilities.

**Strata Apartment:** A strata (condominium) development can be buildings or land, divided into separate units, called strata lots. This allows for individual ownership of a strata lot. When renting in stratas, tenants and landlords must follow the Strata Property Act regulations and the strata's bylaws and rules.

**Vacancy Rate - Primary Rental Markets:** This indicator measures the average annual vacancy rate for rental apartments buildings with three or more units. It does not include the secondary rental market.



## **Appendix A:**

### Housing Targets and Actions Progress Overview

# Overall Progress in Six-Year Housing Targets and Actions



## **GOING WELL** 33% or more of target met

- Gross Rental Units issued Building Permits (including purpose-built rental apartments, secondary suites and garden suites)
- Net and Gross New Units issued Building Permits
- Gross Strata Units issued Building Permits
- Net and Gross Non-profit owned/administered non-market units approved
- Gross units approved for non-market median income and below
- Net and Gross very low-income units approved



## **SLOWER THAN WE'D LIKE** 25-32% of target met

- Gross Low-income units approved
- Net units approved for non-market median income and below



## **FALLING BEHIND** Less than 25% of target met

- Net low-income units approved
- Net and Gross median income units approved
- Total gross family-sized units secured through legal agreements as well as Building Permits issued for duplex, tri/fourplex, townhouse and single detached dwellings
- Gross new Missing Middle units issued Building Permits

## Summary of Victoria Housing Strategy Actions, Status as of December 2021

COMPLETED	ONGOING	UNDERWAY	ON HOLD	FUTURE ACTION
<ol style="list-style-type: none"> <li>1. Rental Property Standards of Maintenance Bylaw</li> <li>2. Tenant Ambassador Position</li> <li>3. Tenant Engagement Toolkit</li> <li>4. Rent Bank Pilot</li> <li>5. House Conversion Eligibility</li> <li>6. Housing Reserve Fund Improvements</li> <li>7. Housing Champion</li> <li>8. Housing Talk Series</li> </ol>	<ol style="list-style-type: none"> <li>1. Residential Rental Tenure Zoning</li> <li>2. City-owned Sites for Affordable Housing</li> <li>3. Housing Affordability Monitoring</li> <li>4. Modernize and Streamline Zoning Bylaw</li> <li>5. Cross-government Policy Alignment and Advocacy</li> <li>6. Review and Optimize Housing Funding</li> <li>7. Fee Waivers/Tax Exemptions</li> <li>8. New Webpages</li> <li>9. Align Housing Initiatives with Climate Leadership Plan</li> <li>10. Align Housing Policies with GoVictoria</li> <li>11. Modular Housing on City Land</li> <li>12. External Funding for Housing Initiatives</li> </ol>	<ol style="list-style-type: none"> <li>1. Rapid Deployment of Affordable Housing</li> <li>2. Renter Engagement Activities</li> <li>3. Energy &amp; Seismic Pilot</li> <li>4. Market Rental Policy</li> <li>5. Expedite and Simplify Development Process for Affordable Rental</li> <li>6. Missing Middle Housing Initiative</li> <li>7. Explore Pre-zoning as Part of Missing Middle Housing</li> <li>8. Missing Middle Zoning Bylaw Amendments</li> <li>9. Expand Opportunities for Secondary Suites</li> <li>10. Expand Opportunities for Affordable Housing in all Local Area Plans</li> <li>11. Support Faith-based and Charitable Organizations to Develop Affordable Housing</li> <li>12. Ensure Housing Policies are Inclusive of Diverse Identities</li> <li>13. Encourage Barrier-Free/Universal Design</li> <li>14. Data and Reporting Improvements</li> <li>15. Inclusionary Housing &amp; Community Amenity Policy Review</li> </ol>	<ol style="list-style-type: none"> <li>1. Rental Business Licensing Bylaw</li> </ol>	<ol style="list-style-type: none"> <li>1. Use of Housing Agreements to Reduce Barriers in New Development</li> <li>2. Short Term Rental Policy Review</li> <li>3. Rental Suite Grant Program</li> <li>4. Family Housing Policy</li> <li>5. Tiny Homes</li> <li>6. Co-op, Co-Housing and Land Trusts</li> <li>7. Garden Suite Policy Amendments</li> <li>8. Indigenous Housing Working Group</li> <li>9. Housing for Artists</li> <li>10. Housing Policy Working Group</li> <li>11. Intergenerational Housing</li> <li>12. Garden Suite Design Competition</li> <li>13. Rental Replacement Policy Update</li> </ol>

## **Appendix B:**

### Housing Report 2021

### Data Tables



## Introduction

Starting in 2019, the annual Housing Report was expanded to include additional reporting on housing targets and indicators related to the Housing Strategy Phase Two Annual Review. The data collection process from previous years has been maintained here to allow for comparison and continuity over time.

The Housing Report 2021 is a compilation of housing data for the City of Victoria. The data comes from monthly reports of building permit issuance and is supplemented by data from the Victoria Real Estate Board and Canada Mortgage and Housing Corporation (CMHC). Where possible, data is broken down by neighbourhood and/or accompanied by previous years' data for comparison.

# Dwelling Units Approved through Building Permits Issued (2021)

(SOURCE: CITY OF VICTORIA)

Dwelling Units Approved by Neighbourhood (2021)							
Neighbourhood	New Construction (excluding secondary/ garden suites)	Conversions (excluding secondary/garden suites)	Secondary Suites	Garden Suites	Total	Dwelling Units lost	Net New Dwelling Units
Burnside	288	0	0	0	288	-12	276
Downtown	245	0	0	0	245	0	245
Fairfield	82	9	4	0	95	-24	71
Fernwood	53	1	3	1	58	-7	51
Gonzales	27	1	1	1	30	-2	28
Harris Green	260	0	0	0	260	-1	259
Hillside-Quadra	1	0	2	1	4	-1	3
James Bay	6	0	5	0	11	-8	3
Jubilees	0	0	0	1	1	-1	0
North Park	123	0	0	0	94	-29	65
Oaklands	52	1	2	3	57	-2	55
Rockland	5	0	1	0	6	-4	2
Victoria West	415	0	0	2	417	-2	415
Total	1528	11	18	9	1566	-93	1473*

\*Includes 184 net new units which do not require building permits in the Victoria West (45), North Park (44), Fairfield (49), and Fernwood (46) neighbourhoods

## Dwelling Units Approved through Building Permits Issued

(SOURCE: CITY OF VICTORIA)

Dwelling Units Approved by Year																
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021**	Annual Average 2007 -2021
New Construction	844	116	161	274	142	820	278	182	927*	661	791	1317	522	575	1528	611
Conversions	263	14	238	85	21	113	156	145	58	24	8	7	12	33	11	79
Secondary/Garden Suites	25	31	44	49	32	43	37	34	40	48	54	57	66	44	27	43
Dwelling Units lost	-61	-27	-28	-39	-22	-36	-48	-55	-60	-49*	-62	-50	-81	-38	-93	-50
Total	1071	134	415	369	173	940	423	306	965*	684*	791	1331	519	614	1503	683

\*Please note that 2015 and 2016 numbers were reconciled in 2019 due to minor errors in previous reports.

\*\* Includes 184 net units which do not require building permits

## Secondary/Garden Suites Approved through Building Permits Issued

(SOURCE: CITY OF VICTORIA)

### Secondary/Garden Suites Approved by Year

Neighbourhood	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Annual Average 2006–2020
Burnside	0	0	1	0	2	0	1	2	1	0	1	0	0	1	3	0	1
Downtown	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Fairfield	1	3	5	8	12	2	9	5	5	11	9	8	12	12	4	4	7
Fernwood	1	4	3	3	8	6	5	3	3	6	6	7	8	6	2	4	5
Gonzales	4	8	6	10	7	7	6	8	10	5	5	5	10	10	12	2	8
Harris Green	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Hillside Quadra	1	1	4	3	5	3	6	4	4	3	4	3	9	7	4	3	4
James Bay	0	3	3	4	3	4	2	3	2	1	4	6	1	4	2	5	3
Jubilee	1	2	1	0	2	1	3	1	4	4	4	8	0	7	6	1	3
North Park	0	0	0	0	0	2	1	0	2	0	1	0	1	1	0	0	1
Oaklands	0	0	5	10	5	6	8	5	1	4	8	11	12	12	7	5	6
Rockland	0	1	0	1	3	0	2	5	1	2	2	4	2	3	3	1	2
Victoria West	1	3	3	5	2	1	2	1	1	4	4	2	2	3	1	2	2
Total	9	25	31	44	49	32	45	37	34	40	48	54	57	66	44	27	41

Note: In 2007 the City amended its zoning regulations to enable easier installation of secondary suites in existing homes. The program was piloted in the Gonzales neighbourhood starting in 2005.



# Purpose-Built Rental Units Approved through Building Permits Issued

(SOURCE: CITY OF VICTORIA)

## Purpose-Built Rental Units Approved by Neighbourhood (2021)

Neighbourhood	Purpose-built rental
Burnside	68
Downtown	245
Fairfield	39
Fernwood	1
Gonzales	0
Harris Green	93
Hillside Quadra	0
James Bay	0
Jubilee	0
North Park	19
Oaklands	0
Rockland	0
Victoria West	0
Total	465

Note: Purpose-built rental units do not include secondary or garden suites and are often secured through a housing agreement.

\*Includes seniors independent and assisted living rental units.

# Victoria Housing Reserve Fund

(SOURCE: CITY OF VICTORIA)

The Victoria Housing Reserve Fund was established for the purpose of providing grants to:

- assist in the development and retention of housing for households with no, low or moderate incomes;
- support community diversity and infrastructure; and
- facilitate the development of affordable rental housing.

Housing Fund Activity – Grants Approved						
Year	Agency	Address	Amount	Units	Type of units	Neighbourhood
2021	Capital Region Housing Corporation	1230 Grant, 1209-1226 N. Park St, 1219 Vining, 1235 Caledonia Ave, 1211 Gladstone Ave	\$1,065,000	158	Affordable and Below Market Rental	Fernwood
2021	Kiwanis Village Society	1419 Mallek Cres	\$305,000	78	Median Income housing for seniors	Oaklands
2021	John Howard Society	736 Princess Ave	\$280,000	28	Very low income, supportive transitional housing	Burnside
2020	Gorge View Society	11 Chown Pl	\$295,000	35	Very low-income affordable rental	Burnside
2020	Victoria Cool Aid Society	3020 Douglas St	\$450,000	70	Very low-income affordable rental	Burnside
2019	Greater Victoria Housing Society	2558 Quadra St	\$440,000	40	Low- and moderate-income affordable rental	Hillside Quadra
2019	Capital Region Housing Corporation	330 - 336 Michigan St	\$1,395,000	98	Affordable rental	James Bay
2018	North Park Manor Society	875 North Park	\$30,000	3	Low- and median-income for seniors	North Park
2018	Victoria Cool Aid Society	210 Gorge Road East	\$600,000	60	Low- and moderate-income affordable rental	Burnside Gorge
2017	Pacific Housing Advisory Association	1601 - 1609 Douglas St	\$500,000	62	No/Low-income housing	Downtown
2015	Victoria Cool Aid Society	3211-3223 Quadra St	\$112,000	45	Supportive Housing	Saanich
2015	Society of St. Vincent de Paul	4351 West Saanich Rd	\$297,000	42	Low-income & Supportive Housing	Saanich
2015	Victoria Native Friendship Centre	120 Gorge Rd	\$20,000	2	Low-income & Supportive Housing	Burnside
2014	Greater Victoria Rental Housing Society	1950 Blanshard St	\$543,725	65	Affordable rental	Burnside
2013	Pacifica Housing Advisory Association	105 Wilson Street	\$840,000	84	Affordable rental	Victoria West
2012	Greater Victoria Housing Society	35 – 39 Gorge Rd	\$680,000	68	Affordable rental units	Burnside

## Victoria Housing Reserve Fund, continued

(SOURCE: CITY OF VICTORIA)

Housing Fund Activity – Grants Approved						
Year	Agency	Address	Amount	Units	Type of units	Neighbourhood
2011	City of Victoria	710 Queens Ave	\$360,000	36	Low-income supported housing	Burnside
2011	City of Victoria	120 Gorge Rd	\$390,000	39	Low-income aboriginal housing	Burnside
2010	Greater Victoria Housing Society	575 Pembroke	\$250,000	25	Low-income single rental	Downtown
2010	Greater Victoria Housing Society	15/21 Gorge Rd	\$370,000	37	Low-income family rental	Burnside
2009	Cool Aid Society	525 Ellice St	\$296,341	104	Emergency shelter beds and supported housing units	Burnside
2009	Capital Region Housing Corp	Dockside Green	\$460,000	46	Affordable rental units	Victoria West
2009	Beacon Community Services	834 Johnson St	\$120,000	12	Affordable rental for adults with disabilities	Downtown
2009	BC Housing	950 Humboldt	\$236,681	44	Supportive housing units	Fairfield
2009	BC Housing	469 Swift St, 1634 Store St	\$16,705	26	Supportive housing units	Downtown
2008	Cridge Centre for the Family	confidential	\$80,000	8	Transition homes for women	confidential
2007	Victoria Native Friendship Centre	1250 Balmoral St	\$300,000	6	Transitional youth housing	Fernwood
2007	Roofs & Roots Housing Co-operative	1511 Bank St	\$50,000	5	Low-income single-parent families	South Jubilee
2007	Fernwood Neighbourhood Resource Group	1222 Yukon St	\$60,000	6	Homeless and underhoused families	Fernwood
2007	Capital Region Housing Corp and Beckley Farm Lodge	408 Parry St	\$55,000	22	Affordable housing for seniors	James Bay
2006	Our Place	919 Pandora St	\$50,000	45	Supportive housing for homeless at-risk single adults	Harris Green
2005	Pacifica Housing	2821 Irma St (The Georgian Apts)	\$50,000	5	Homeless families and low-income single seniors	Burnside
2005	Fernwood Neighbourhood Resource Group	1301 Gladstone (The Cornerstone)	\$50,000	4	Homeless and underhoused families	Fernwood

# Rental Market Statistics – City of Victoria 2021

(SOURCE: CMHC 2021 FALL RENTAL MARKET REPORT)

Canada Mortgage and Housing Corporation publishes an annual Rental Housing Report for Greater Victoria. The summary tables below highlight the rental inventory for the City of Victoria.

Primary Rental Market Universe (Purpose-built rental buildings with 3+ units per building)												
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Bachelor	2,161	2,159	2,221	2,246	2,279	2,349	2,349	2,346	2,449	2,470	2,615	2,554
1 bedroom	9,378	9,415	9,510	9,492	9,567	9,649	9,615	9,858	10,082	10,030	10,406	10,411
2 bedroom	4,111	4,094	4,160	4,167	4,234	4,265	4,238	4,268	4,446	4,462	4,539	4,586
3 bedroom	175	185	154	150	190	205	189	189	205	199	196	213
Total	15,825	15,853	16,045	16,055	16,270	16,468	16,310	16,661	17,182	17,161	17,756	17,764

Average Rent												
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Bachelor	\$668	\$679	\$700	\$715	\$731	\$749	\$795	\$855	\$935	\$970	\$1,009	\$1,024
1 bedroom	\$817	\$830	\$839	\$844	\$861	\$879	\$928	\$991	\$1,086	\$1,132	\$1,184	\$1,205
2 bedroom	\$1,044	\$1,064	\$1,082	\$1,094	\$1,121	\$1,157	\$1,224	\$1,323	\$1,438	\$1,464	\$1,528	\$1,580
3 bedroom	\$1,294	\$1,350	\$1,464	\$1,505	\$1,451	\$1,472	\$1,620	\$1,718	\$1,766	\$1,775	\$1,920	\$1,975



## Rental Market Statistics – City of Victoria 2021, continued

(SOURCE: CMHC 2021 FALL RENTAL MARKET REPORT)

Secondary Rental Market												
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Total number of condominiums	11,064	11,176	11,452	11,437	11,730	12,327	12,553	12,693	12,615	12,759	13,594	14,073
Number of strata units rented	2,506	2,671	2,743	2,790	2,844	2,906	3,195	3,253	3,064	3,289	3,553	3,669
% of units in rental market	22.7%	23.9%	24.0%	24.4%	24.2%	23.6%	25.5%	25.6%	24.3%	25.8%	26.1%	26.1%
Vacancy rate	1.5%	1.0%	2.6%	2.3%	1.7%	0.4%	0.7%	0.0%	0.1%	0.4%	0.1%	0.0%

Overall Vacancy Rates												
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Victoria	1.3%	1.8%	2.3%	2.4%	1.3%	0.6%	0.5%	0.8%	1.1%	1.0%	2.3%	1.00%
CMA	1.5%	2.1%	2.7%	2.8%	1.5%	0.6%	0.5%	0.7%	1.2%	1.0%	2.2%	1.00%
British Columbia	2.8%	2.5%	2.8%	2.5%	1.6%	1.3%	1.4%	1.3%	1.4%	1.5%	2.5%	1.4%
National (10,000+)	2.6%	2.2%	2.6%	2.7%	2.9%	3.5%	3.7%	3.0%	2.4%	2.3%	3.1%	3.2%

## Average House Prices

(SOURCE: VICTORIA REAL ESTATE BOARD MULTIPLE LISTING SERVICE)

1997 - 2020 Average Sale Prices			
	SFD	Townhouse	Condominium
1997	\$223,504	\$208,072	\$151,952
1999	\$227,309	\$186,864	\$168,989
2001	\$243,445	\$204,144	\$145,131
2003	\$317,540	\$264,941	\$205,379
2005	\$445,017	\$376,789	\$278,782
2007	\$490,000	\$374,900	\$288,850
2009	\$505,000	\$425,000	\$327,500
2011	\$611,312	\$498,232	\$332,638
2012	\$623,775	\$454,150	\$335,629
2013	\$603,477	\$454,556	\$325,260
2014	\$612,784	\$473,938	\$349,324
2015	\$651,810	\$488,861	\$353,409
2016	\$801,513	\$568,094	\$387,262
2017	\$905,556	\$636,456	\$452,732
2018	\$959,059	\$732,831	\$515,107
2019	\$939,066	\$683,849	\$501,352
2020	\$1,055,057	\$740,902	\$512,320
2021	\$1,123,458	\$829,031	\$585,840



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# Victoria Housing Reserve Fund Program Guidelines

## Program Overview

The Victoria Housing Reserve Fund was established for the purpose of providing one-time capital grants for funding to assist in the development and retention of affordable rental housing for households with very low, low, or median incomes to support community diversity and infrastructure.

Successful applicants will be required to enter into a legal agreement with the City of Victoria to ensure the units receiving funding remain affordable housing in perpetuity, or for a time approved by Council. A final report is also required.

## Who can apply?

Typically, eligible applicants must be a registered non-profit society or partner with a registered non-profit society that will own and operate the housing. If you are *not* a registered non-profit society, please contact the City of Victoria to determine eligibility prior to submitting a funding application.

## Project Eligibility

All projects must:

- Include financial leveraging and partnerships with other government funding agencies, private industry, community agencies and/or individuals;
- Have VHRF contributions that do not exceed non-refundable contributions from other levels of government on the same project;
- Target housing for very low, low, and median income households as defined below, and align with funding programs from senior levels of government, if applicable;
- Adhere to the Tenant Assistance Policy (if applicable);
- Be located in the City of Victoria;
- Utilize housing reserve funds for construction, development, purchase, or other one-time costs at the discretion of Council;
- If approved, enter into a legal agreement securing units funded as affordable housing in perpetuity, or for a time negotiated and approved by Council motion.

## Project Priorities

All projects with a completed application package submitted will be evaluated based on the above eligibility criteria in addition to how they align with the following priorities:

- affordable family housing with two bedroom or larger units
- projects targeting youth, or women and children
- accessible units for seniors
- mixed affordability/inclusive projects, including projects that provide a component of housing for people with low and very low incomes
- housing for individuals and families who are either experiencing homelessness or are at risk
- projects that receive no other supports from the City of Victoria
- projects that serve persons with disabilities
- projects that have affordability in perpetuity
- projects that provide supportive housing as BC Housing Deep Subsidy units





# Victoria Housing Reserve Fund Program Guidelines

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## Funding Assistance

For the purposes of this program, the following definitions from the Victoria Housing Strategy's Phase Two: Housing Affordability Targets will be used:

Table 1: Income Thresholds and Affordable Target Rent Range by Unit Size

Affordability Targets	Income Threshold*	Bachelor (\$375 to \$875)	1 Bedroom (\$425 to \$1,050)	2 Bedroom (\$575 to \$1,300)	3 Bedroom (\$700 to \$1,750)
<b>Very low Income</b>	<\$19,999	\$375	\$425	\$575	\$700
<b>Low Income</b>	\$20,000 to \$34,999	\$500	\$650	\$850	\$1,000
<b>Median Income</b>	\$35,000 to \$54,999	\$875	\$1,050	\$1,300	\$1,750

\*See Funding Assistance, below

Funding for eligible projects under this program is allocated on a per unit basis, up to a maximum of \$500,000 per project unless otherwise approved by Council, as follows:

Table 2: Funding Assistance

Eligible Affordability Levels			Eligible Amount Per Housing Unit		
City of Victoria Targets	BC Housing Definitions*	Studio	1 Bedroom	2 Bedroom	3+ Bedroom
<b>Very Low Income</b>	<b>Deep Subsidy</b>	\$7,500	\$10,000	\$15,000	\$20,000
<b>Low Income</b>	<b>Rent Geared to Income</b>	\$5,000	\$7,500	\$10,000	\$15,000
<b>Median Income</b>	<b>Housing Income Limits</b>	\$2,500	\$5,000	\$7,500	\$10,000

\*Notwithstanding the Affordability Targets established in the Victoria Housing Strategy Phase Two 2019-2025, housing units subsidized by BC Housing at Deep Subsidy, Rent Geared to Income and Housing Income Limit rates are eligible for grant funding as specified in Table 2.



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# Victoria Housing Reserve Fund Program Guidelines

## **Important Notes:**

- **All projects are eligible for funding only once, and the grant is non-renewable.**
- Should construction of a project for which a grant is approved not commence within two years of the Development Permit approval or should a Development Permit in respect of an approved project not be issued within two years of Council's approval of the grant, the approved grant shall be rescinded.
- The City reserves the right to accept or reject any application, or to grant funding different from the funding framework above without limitation.
- All housing projects will be required to pay Development Cost Charges.
- Applicants are advised that the City will publish project eligibility information from applications to demonstrate that the projects have met all the eligibility requirements. The eligibility information that will be published includes the following:
  - Completed Application Checklist
  - Letter to Mayor and Council describing the project and how it aligns with the Victoria Housing Reserve Fund Guidelines
  - Completed Application Form
  - Building plans and site plans
- At Council's sole discretion, each application may be considered on a project basis, including affordable homeownership projects that achieve median income target thresholds or Housing Income Limits (HILs) rates. Typically, units must be offered at a minimum targeting median income and HILs rates, with greater consideration for maximum grant funding for projects that offer better affordability.

## **How to Apply**

**Applications are accepted on or before the bi-annual deadlines of March 31 and September 30, and are assessed concurrently. Project approval is subject to Council's sole discretion and availability of funding.**

1. Review the Program Guidelines to determine eligibility. If you are unsure if your project is eligible or if you have questions about the process, contact the Community Planning Division. A pre-application meeting is strongly encouraged.
2. Complete the application package, ensuring inclusion of all documents identified on the Application Checklist.
3. Submit a digital (pdf.) application by email, confirming receipt by contacting the Community Planning Division.
4. Applications are targeted to be assessed concurrently:
  - Projects that do not have the applicable development approvals (e.g. DP/Rezoning) may be presented to Council for 'Tentative Approval', subject to receiving final development approvals
  - A supplementary report will be presented to Council following development approvals to confirm grant amount or any required adjustments
  - All approved grants are subject to a legal agreement to secure the provision of the funded affordable housing units as well as a Fund Grant Agreement to outline the conditions of the grant. (Executed by City Clerk and Proponent)
  - 50 percent of approved grant is released once Fund Grant Agreement is executed
  - Remaining grant amount released once Proponent has received all required occupancy permits from the City.



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# Victoria Housing Reserve Fund Program Guidelines

## Contacts

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# Inclusionary Housing and Community Amenity Policy

## 1. Policy Purpose

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

## 2. Rezoning Proposals for Bonus Density

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

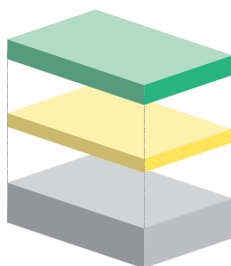
## 3. Alternative Amenities Provided as Policy Exemptions

The following development proposals are exempt from this policy:

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

## 4. Levels of Bonus Density

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



<b>Level ‘B’ : OCP Base Density to Proposed Density</b> An increase in residential density from the OCP base density to the proposed density if CAC or affordable housing is provided.
<b>Level ‘A’: Existing Zoning to OCP Base Density</b> An increase in residential density from the Zoning Regulation Bylaw to the OCP base density if CAC or affordable housing is provided.
<b>As of Right Zoning:</b> Amount of residential density permitted on an outright basis in the Zoning Regulation Bylaw. No CAC or affordable housing provided.



## 5. Amenity Contribution Targets & Approach

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

APPROACH 1: FOR TYPICAL REZONING APPLICATIONS				
This table describes the City's affordable housing and amenity contribution targets that are appropriate for typical rezoning scenarios:				
Levels of Bonus Density (One or both may apply)	Areas	Project Size	Affordable Housing & Amenity Contribution Targets	
<b>Level 'A' Bonus:</b> Existing Zoning to OCP Base Density	Urban Core*, Town Centre, Large and Small Urban Villages, Urban Residential	N/A	Cash-in-lieu contribution	\$5/ ft <sup>2</sup> of bonus floor space
<b>Level 'B' Bonus:</b> OCP Base Density (or zoning whichever is higher) to Proposed Density	Urban Core* Town Centres Large Urban Villages	Large Projects (≥ 60 units)	Inclusionary Housing Units (Rental)	20%** of the project's total FSR or total units
			Inclusionary Housing Units (Ownership)	Determined by economic analysis
	Urban Residential	Small and Moderate (≤ 59 units)	Cash-in-lieu contribution	\$35/ft <sup>2</sup> of bonus floor space
		N/A		\$20/ ft <sup>2</sup> of bonus floor space
	Small Urban Villages	N/A		\$5/ ft <sup>2</sup> of bonus floor space

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

\*\* 10 to 20% may be considered if:

- applicant demonstrates that provision of 20% of units or FSR as inclusionary housing units would make the project not financially viable;
- the project is primarily comprised of family size (2 or 3 bedrooms) units; or
- the project is built and operated to energy efficiency above the step code requirements.

APPROACH 2: FOR ATYPICAL REZONING APPLICATIONS
Identifies unique projects whereby an economic analysis is requested and the fixed-rate targets in Table 1 will not apply. The economic analysis will calculate the land value created by the rezoning proposal beyond the land value under existing zoning to identify CACs levels that can be provided while the project remains economically viable. Atypical rezoning applications are defined as <u>one or more</u> of the following:
<ol style="list-style-type: none"> <li>Requires an amendment to the urban place designation in the OCP;</li> <li>Involves a rezoning from a zone with no residential use (e.g. industrial, general employment, shopping centre) to a zone which allows for residential use;</li> <li>Requires significant on-site circulation or public amenities specified in a City plan;</li> </ol>

4. Is larger than a half city block;
5. Contains a building which is eligible for heritage conservation and/or heritage designation, or listed on the heritage register;
6. Is subject to a Master Development Agreement (MDA) at the time the application is made

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

## 6. Cash-in-lieu Community Amenity Contributions

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

Allocation	Priority	Fund Descriptions
70%	<b>Affordable Housing</b>	<b>Victoria Housing Reserve Fund</b> provides grants to assist in the development and retention of affordable housing for low or moderate income households within the City of Victoria.
30%	<b>Community Amenities</b>	Monetary amenity contributions provided by projects within the Downtown Core Area will be directed to the <b>Downtown Core Area Public Realm Improvement Fund</b> . Monetary amenity contributions for projects outside of the Downtown Core Area will be directed to the <b>Local Amenities Fund</b> and earmarked for the neighbourhood or local area where the density is realized. Decisions on what community amenities the funds will support will be at Council's discretion and guided by local area or neighbourhood plans.

## 7. Option to Determine CACs Using an Economic Analysis

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

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

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

## Schedule A: Inclusionary Housing Expectations 2019

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

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

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

- The unit purchase prices should be near the City's moderate household income targets that range from \$55,000 to \$85,000 per year depending on unit size
- Units will be owner occupied as secured through legal agreements
- Owners will be income tested to verify eligibility
- The City retains long term benefits either in the form of restrictions on resale; or the collection of CACs upon resale as part of BC Housing's Affordable Homeownership Program
- Records of ownership and resales reported to the City upon request.

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

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

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

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

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

- A. 20% of Total Units:** These projects strive to achieve the target percentage listed to the right, in order to provide a range of unit sizes.
- B. 20% of Total FSR:** These projects prioritize family units by dedicating 20% of the FSR to the provision of 2 & 3 bedroom units.

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

## **Schedule B: Inclusionary Housing and Community Amenity Policy Administration**

### **1. Securing Amenity Contributions**

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

- Rezoning to a zone which specifies: a base density; one or more additional densities which may be achieved with the provision of community amenities; and the number, extent and kind of amenities;
- A legal agreement that will secure the amenity contribution to be delivered.

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

### **2. Administrative Notes**

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





## **Tenant Assistance Policy**

### **Victoria Housing Strategy 2016 – 2025**

## **1.0 Introduction**

### **1.1 Victoria Renters**

Renters account for a significant portion of the City of Victoria's population and are an important part of the City's social fabric.

Many of the renters live in older and lower-density rental stock, where over 80% of which were built in the 1960s and 1970s<sup>1</sup>. With a proportionally high percentage of renters in the City (61% of the total population)<sup>2</sup> for the past several years, this rental stock is a vital component of the City's overall supply of rental housing, with rental rates that are often lower than market average.

Renting also allows for median income households to live in Victoria. The median annual income of renters is \$44,165, significantly lower than that of homeowners (\$80,986)<sup>3</sup>.

### **1.2 Rental Housing Challenges**

A healthy vacancy rate is considered to be between three to seven percent. With Victoria's growing population, demand for rental housing, and low vacancy rate (1.1%)<sup>4</sup>, combined with limited increases in income and limited new supply of purpose-built rental housing in recent decades, the cost of housing for renters has significantly increased. Not only has the cost of rental increased but there has been an increase in home ownership costs that have been creating challenges for many households to purchase a home. The impact of increasing home ownership costs is that households that would have previously been seeking to buy a home are now opting to rent, putting additional pressure on the rental market. While renters of all incomes have experienced a dramatic increase in rents over the past number of years, the impact has been felt acutely by those on fixed or low incomes and single persons households, such as seniors, low income families, single parents, and low wage workers alongside others.

The demolition and replacement of rental buildings results in the displacement of tenants, an issue that is exacerbated by significantly higher rents in new buildings. Lack of affordable housing, especially affordable rental stock, is a significant factor that contributes to relatively high levels of homelessness in the city, with significant social and economic costs and impacts. Any loss of rental stock and displacement of existing tenants, especially tenants with additional assistance, is a serious challenge.

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<sup>1</sup> Market Rental Revitalization Report 2018

<sup>2</sup> Statistics Canada Census 2016

<sup>3</sup> Statistics Canada Census 2016

<sup>4</sup> CMHC Rental Market Report 2018

### 1.3 Policy Intent

The Tenant Assistance Policy has been developed to help mitigate the potential impacts of displacement on tenants by providing guidelines for developers and property owners to provide additional supports for tenants who are displaced as a result of major renovations or development.

## 2.0 Role of British Columbia Residential Tenancy Act

British Columbia's Residential Tenancy Act (RTA) regulates all tenancy agreements in residential units across the province. The Tenant Assistance Policy and Guidelines are intended to augment the RTA and address challenges unique to Victoria. While these Guidelines outline some of the requirements for tenant support included in the RTA, they are not a comprehensive nor complete guide. In some instances, the RTA outlines penalties for non-compliance for items both included in these guidelines and omitted. It is important that both landlords and tenants understand their rights and responsibilities under the RTA.

For more information on Residential Tenancy Policy and guidelines, please refer to [Residential Tenancy Policy Guideline 2](#).

### 2.1 Notice to End Tenancies

The RTA sets out minimum notice that a landlord must give tenants to move out in case of renovations to or demolition of an existing building. 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](#).

### 2.2 Renovations and Repairs

Under the RTA, 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](#).

### 2.3 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](#).

### 3.0 Policy Target

The application of the Tenant Assistance Policy are as follows:

- The Tenant Assistance Policy is applicable to rezoning applications to redevelop or demolish any building that will result in loss of existing residential rental units.
- This policy offers best practice guidelines that can also be used by all applicants who are seeking to renovate or redevelop existing residential rental units.
- This policy is intended to guide applicants and City staff as part of the application process but it is not intended to fetter Council's discretion when dealing with individual applications, each of which will be evaluated on its own merits.

### 3.1 Applicable Housing Types

The applicable housing types are as follows:

- *Market Rental Housing* – private rental housing with rent determined by the market
- *Non-Market or Social Housing* – housing that is rented at a price that is not set by market forces but set and controlled over time by some other means

### 3.2 Eligible Tenants

Eligible Tenants are tenants who should be included in the Tenant Assistance Plan and includes all tenants who have resided in the building for one year or more at the time a rezoning application is submitted.

A tenant who has not resided in the property long enough to be an eligible tenant, including a tenant that moves into the property after the rezoning or development permit application is submitted to the City, is not required to be included in the Tenant Assistance Plan (but may be included at the applicant's discretion).

In cases where an eligible tenant moves out prior to receiving a Notice to End Tenancy from the landlord, they are still entitled to full financial compensation and the additional support they are eligible for under the Tenant Assistance Policy.

### 3.3 Developing a 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.

### 3.4 Communication with Tenants

Applicants should communicate their intention to renovate or redevelop with tenants throughout the process prior to submitting any application to the City and continue to communicate throughout the process. The Tenant Assistance Plan should be developed with input from tenants and once finalized, the full plan should be communicated to tenants. Communication with tenants could include:

- A written letter or email sent by the applicants to all tenants outlining the proposed project and expected timeline
- Providing a primary point of contact for tenants
- Providing the City's *Frequently Asked Questions (FAQ)* handout sheet
- Providing a *Request for Tenant Assistance Form* to tenants to identify tenant assistance needs
- Informing tenants about the City's Tenant Assistance webpage and the Residential Tenancy Branch webpage
- Ongoing communication regarding the process of the development and tenant assistance process at each stage of the process (prior, during, and at the conclusion of the project) in the form of a meeting, letter, email, etc.

## 4.0 Tenant Assistance Plan for Market Rental Housing Development

The guidelines in this section are intended to be used for renovation or redevelopment in Market Rental Housing developments, as defined in section 3.1 Applicable Housing Types.

### 4.1 Compensation

Compensation should be given to displaced tenants. Compensation may take the form of free rent, a lump sum payment, or a combination of both.

For market rental housing, compensation is recommended to be based on length of tenancy at either:

- (1) The higher of CMHC average rent for the City of Victoria (as identified in CMHC's Annual Rental Market Report, adjusted annually and identified in Table 1 – Rental Compensation below) or the tenant's existing rent; or
- (2) Free rent in a different building

**Table 1 - Rental Compensation**

CMHC Average Rent <sup>5</sup>	Length of Tenancy
<ul style="list-style-type: none"> <li>• Bachelor: \$935</li> <li>• 1BR: \$1,086</li> <li>• 2BR: \$1,438</li> <li>• 3BR+: \$1,766</li> </ul>	<ul style="list-style-type: none"> <li>• Up to 5 years: 3 months' rent</li> <li>• 5 to 9 years: 4 months' rent</li> <li>• 10-19 years: 5 months' rent</li> <li>• 20+ years: 6 months' rent</li> </ul>

<sup>5</sup> CMHC Rental Market Report 2018

For tenants receiving government or rental assistance where program eligibility is based on taxable income, such as BC Housing's Rental Assistance Program (RAP), Shelter Aid for Elderly Renters (SAFER), Income Assistance, Disability Assistance, etc., compensation in the form of free rent in a different building is preferable.

## **4.2 Moving Expenses and Assistance**

One of two options should be provided to displaced tenants, at the discretion of the landlord:

- (1) An insured moving company may be hired by the applicant, with all arrangements and costs covered within Greater Victoria; or
- (2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:
  - \$500 for bachelor and one bedroom households
  - \$750 for two bedroom households
  - \$1,000 for three or more bedroom households

When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.

Tenants may request moving compensation different than that proposed by the Landlord per item 6.0: Tenants Requiring Additional Assistance.

## **4.3 Relocation Assistance**

### Tenant Relocation Coordinator

An experienced Tenant Relocation Coordinator should be hired or appointed by property owner or landlord to assist tenants with finding alternative rental housing options. A roster of local Tenant Relocation Coordinators can be found on the City's webpage.

Once in place, the Tenant Relocation Coordinator's contact information should be posted within the building in a conspicuous location, and they should be contactable at regular and consistent hours.

### Alternate Housing Options

At least three housing options should be presented to the tenant(s). The units should be:

- Comparable in terms of size, location, and rent amount (unless otherwise agreed to by tenant)
- Located in the Capital Regional District, with at least one in the same neighbourhood (unless the tenant has indicated preference for another location)
- Rent at no more than the Canadian Mortgage and Housing Corporation (CMHC) average rents for the City of Victoria, or at a rate comparable to the tenant's current rate if current rent is higher than CMHC average
- Tailored to the tenant wherever possible (e.g. pet friendly, accessible, smoke-free, etc.)



#### 4.4 Right of First Refusal

Tenants should be offered the Right of First Refusal, which is the right for the tenant being displaced to return to the building once renovations or redevelopment is complete. Returning tenants should be offered rents at 20% below starting market rents for the new units, with the following considerations:

- If a tenant's current rent is higher than the proposed 20% below market rent level, the right of first refusal can be offered at the tenant's current rental rate
- Tenants should be offered to be moved back to the building with moving expenses covered per Section 4.2

### 5.0 Tenant Assistance Plan for Non-Market Rental Housing Development

The guidelines in this section are intended to be used for renovation or redevelopment in Non-Market Rental Housing developments, as defined in section 3.1 Applicable Housing Types.

#### 5.1 Compensation

Compensation should be given to displaced tenants. Compensation may take the form of free rent, lump sum payment, or a combination of both.

Compensation is recommended to be based on length of tenancy:

- Up to 5 years: 3 months' rent
- 5 to 9 years: 4 months' rent
- 10 to 19 years: 5 months' rent
- 20+ years: 6 months' rent

In the case that compensation in the form of a lump sum payment may affect the tenants' eligibility for housing, then compensation in free rent in a different building is preferred.

These guidelines may be flexible for non-market or social housing developments, where negotiating for reduced compensation for tenants may be possible (for example when tenants are relocated in comparable accommodation within an organization's existing portfolio of affordable housing).

#### 5.3 Moving Expenses and Assistance

Refer to Section 4.2.

#### 5.4 Relocation Assistance

##### Tenant Relocation Coordinator

An experienced Tenant Relocation Coordinator should be hired or appointed by the property owner or landlord to assist tenants with finding alternative rental housing options. A roster of Tenant Relocation Coordinators can be found on the City's webpage.

Once in place, the Tenant Relocation Coordinator's contact information should be posted within the building in a conspicuous location and they should be contactable at regular and consistent hours.

### Alternate Housing Options

At least three housing options should be presented to the tenant(s), where securing housing for the tenant(s) is recommended. The alternate units should be:

- Comparable in unit size and type (unless otherwise agreed by the tenant)
- Located in the Capital Regional District, with at least one in the same municipality
- For tenants paying Rent-Geared-to-Income, rents are to be no higher than what the tenant is eligible for under the current subsidy program
- For all other tenants, rents are to be no more than the higher of either 30% of household gross income or the tenant's current rent at the time of development application
- Tailored to the tenant wherever possible (e.g. pet friendly, accessible, smoke-free, etc.)

Preference should be given at the tenant's discretion to (in priority sequence):

- Phased renovations or redevelopment where tenants can be relocated in stages to other properties on the site without ending tenancies
- A unit within the non-profit's existing portfolio
- A unit within another non-profit's portfolio
- Other forms of subsidized housing (e.g. a portable rental supplement)

## **5.5 Right of First Refusal**

Tenants should be offered the Right of First Refusal, which is the right for the tenant being displaced to return to the building once renovations or redevelopment is complete.

- Applicants should provide all residents with the right of first refusal to return to the new development at rents described in section 5.4
- Tenants offered to move back to the building should have moving expenses covered at rates described in Section 4.3
- Projects proposing new social housing, or in instances where rental units are replaced with social housing, returning tenants must meet eligibility requirements for the new social housing units and any criteria described in a Council-approved Housing Agreement

## **6.0 Tenants Requiring Additional Assistance**

This policy is particularly targeted towards tenants requiring additional assistance, for whom the impact of displacement may be more acute. Tenants requiring additional assistance may include (but not limited to):

- Long-term tenants who may be paying significantly below market-rent, and for whom entering the current market may present financial challenges
- Tenants with specific housing needs due to a disability (physical and/or mental health issues)
- Seniors, who may be long-term tenants and living on a fixed income
- Families with young children, who may have difficulty finding appropriate units
- Newcomers (recent immigrants and refugees)
- Households with very low (<\$19,999) to low (\$20,000 - \$34,999) income

- Self-reporting of additional assistance required by tenants (disclosure to the applicant on the reason for requiring assistance is NOT required)

The City may, at its discretion, request that additional financial compensation or support be provided to tenants requiring additional assistance. Additional supports could include:

- Providing additional compensation in the form of free rent, lump sum payments or a combination of both
- Hiring a Tenant Relocation Coordinator to assist individual tenants
- Providing professional movers (costs and arrangements covered) and additional funds for moving expenses
- Working with non-profit agencies to offer alternative accommodation
- Prioritizing rent-geared-to-income tenants for relocation assistance
- Continued support for housing search options above the relocation assistance requirements
- Identifying an alternative housing option that is within 10% of the tenant's current rent, if the tenant has a low income and is paying significantly lower than CMHC average rent for the area
- Offering right of first refusal rents at 20% below starting market rents for the new units
- For tenants in subsidized housing, right of first refusal units offered at existing rents in the new building

## **7.0 Vacant Units**

Special requirements apply where the rental building is vacant at the time of a rezoning application as a consequence of:

- A vacant possession having been a condition of property purchase; or
- A Notice to Vacate issued without proper permits and necessary approvals in place.

In these cases, the rezoning application will need to be supplemented with additional information as requested by the City, which may include on request supporting documents and legal notices delivered to the tenants, so as to afford the City the ability to confirm and verify that the process by which the building was vacated was, to the best of their knowledge, carried out in compliance with this Policy and the RTA.

## **8.0 Procedure for Implementation, Documentation, and Final Report**

Once the Tenant Assistance Plan has been approved by City staff and Council in a rezoning application, the applicant is responsible for communicating the plan to tenants, and for implementing the plan as described in this policy.

Throughout implementation, landlords should keep good records of communication with tenants, including housing options provided and offers and acceptances of alternate housing provided, and be able to produce these records to the City on request.

A final Tenant Assistance Report should be submitted prior to the issuance of an occupancy permit. The City has developed a Final Tenant Assistance Report template that is available for applicant use. At minimum, the report should include:

- Names of tenants eligible for the Tenant Assistance Plan
- A summary of the financial compensation and assistance given to each tenant (e.g. moving costs, rent, etc.)
- Outcome of their search for accommodation
- Tenants who have exercised the right of first refusal

## 9.0 Freedom of Information and Protection of Privacy Act

This policy recognizes that for the Tenant Assistance Plan to operate effectively, tenants' personal information will need to be collected, used and disclosed. Therefore, every tenant assistance plan will be administered in compliance with the following privacy requirements contained in the *Freedom of Information and Protection of Privacy Act*:

- Personal information can only be collected, used and disclosed for the purposes described in this policy
- Personal information must be protected at all times from unauthorized collection, use, access and disclosure
- Tenants must be made aware that providing their personal information is voluntary and non-disclosure does not prevent them from participating in the Tenant Assistance Plan
- Tenants have the right to know how their personal information is being used
- Tenants have the right to access their personal information and to request corrections of it where applicable
- Tenants will not be asked to provide any personal information that is not necessary to assist them under the Tenant Assistance Plan
- Tenants' personal information will not be retained longer than is necessary to assist them under the Tenant Assistance Plan
- Tenant Assistance Plans should not be forwarded to anyone, City staff or otherwise, not directly involved in the completion, participation in, or evaluation of the plan.

## **RENTAL PROPERTY STANDARDS OF MAINTENANCE BYLAW**

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

The purpose of this Bylaw is to establish minimum standards of maintenance for rental units and residential properties in Victoria for the health, safety and protection of tenants and existing rental stock; the protection and enhancement of the well-being of the community; and better regulation of residential rental businesses.

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Under its statutory powers, including section 8(3)(g) and (h) and section 8(6) of the *Community Charter* and section 32(1)(a) of the *Residential Tenancy Act*, the Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts the following provisions:

### **PART 1 – INTERPRETATION AND APPLICATION**

#### **Title**

1. This Bylaw may be cited as the “Rental Property Standards of Maintenance Bylaw”.

#### **Definitions**

2. (1) In this Bylaw, the following words and terms have the meanings set out in the *Residential Tenancy Act*: landlord, rental unit, residential property, tenancy agreement, tenant.

- (2) In this Bylaw:

“bathroom”

means a room consisting of not less than one toilet, one wash basin and one bathtub or shower;

“Building Code”

means the British Columbia Building Code, as amended from time to time;

“community kitchen”

means a room not part of a dwelling unit or housekeeping unit and designed or intended for the use of the preparation of food;

“dwelling unit”

means one or more habitable rooms designed, occupied or intended for use, including occupancy, by one or more persons as an independent and separate residence in which a facility for cooking, sleeping facilities and a bathroom are provided for the exclusive use of such person or persons;

“facility for cooking”

includes any equipment, device or appliance used to heat or cook food, or any combination thereof, and includes the arrangement of service lines which provide the energy source being used or intended to be used to service such facility;

“good order”

means suitable for intended use and functioning as intended and designed;

“housekeeping unit”

means one or more habitable rooms containing therein facilities for cooking and a sink but no other sanitary facilities;

“person”

includes a corporation, partnership or party, and the personal or other legal representatives of a person to whom the context can apply according to law;

“sanitary facilities”

includes any toilet and toilet tank, urinal, bathtub, shower or hand basin;

“sleeping unit”

means one or more habitable rooms equipped to be used for sleeping and sitting purposes only.

### **Application**

3. This Bylaw applies to all rental units and residential properties that are regulated by the *Residential Tenancy Act*.

## **PART 2 – MAINTENANCE STANDARDS**

### **Owner's Duties and Obligations**

4. An owner of residential property shall maintain it in accordance with the standards prescribed in this Bylaw, and shall not use, permit the use of, rent or offer to rent any rental unit that does not conform to the minimum maintenance standards prescribed in this Bylaw.

### **Plumbing and Water**

5. (1) All plumbing, including plumbing fixtures, drains, vents, water pipes, toilets and toilet tanks, and connecting lines to the water and sewer system, in the residential property shall be maintained in good order.
- (2) Every hand basin, bathtub, shower, and sink in the rental units shall have an adequate supply of hot and cold running water and every toilet and toilet sink in the residential property shall have an adequate supply of running water.

- (3) Hot water supplied to the rental units must be at a minimum temperature of 45°C (113°F) and a maximum of 60°C (140°F).
- (4) Water provided to a rental unit must be fit to drink.
- (5) A person providing a rental unit in a residential property for rent must, within a reasonable period of time, repair or replace any structures or surfaces within the residential property that are damaged by water due to plumbing leaks, water ingress, or any other cause.

### **Gas and Electrical Appliances and Systems**

- 6. (1) All gas and electrical systems and appliances in a residential property shall be maintained in good order.
- (2) All systems of appliance venting in a residential property shall be maintained in good order.

### **Heating Systems**

- 7. (1) Every rental unit shall be provided with adequate heating facilities that are maintained in good order.
- (2) Heating facilities provided in a rental unit shall be capable of maintaining a minimum indoor air temperature in the rental unit of at least 21°C (70 °F).
- (3) The heating equipment shall be turned on in order to maintain the required temperature defined in subsection (2) upon the request of any occupant of a rental unit.
- (4) Portable room heaters or cooking facilities must not be used as a primary source of heat in a rental unit.

### **Electrical Systems and Lighting**

- 8. (1) Electrical wiring and lighting equipment, including circuits, fuses, circuit breakers, electrical equipment and electrical heating systems, shall be maintained in good order in a residential property.
- (2) Adequate levels of artificial lighting shall be maintained in good order in each room of a rental unit, and in all common areas of a residential property.

### **Maintenance of Services and Utilities**

- 9. (1) No person providing a rental unit in a residential property, or anyone acting on that person's behalf, shall disconnect or cause to be disconnected any service or utility providing light, heat, air conditioning, refrigeration, water or cooking facilities for any rental unit occupied by a tenant, except for such reasonable period of time as may be required for the purpose of repairing, replacing, or altering the service or utility, and then only during the reasonable minimum time that the action is necessary.

- (2) Any person disconnecting or causing to be disconnected any service or utility pursuant to subsection (1) for the purposes of routine maintenance must provide notice of the disconnection and its estimated duration to all affected tenants no less than 24 hours prior.
- (3) Any person responsible for any service or utility rates shall be deemed to have caused the disconnection, shutting off, removal or discontinuance of the service or utility if the person fails to pay the rates and, as a result of the non-payment, the service or utility is no longer provided, and that same person is responsible for reinstating the service or utility and for any fees associated with doing so.

### **Appliances and Other Facilities**

- 10. A person providing a rental unit in a residential property for rent must ensure that all appliances and other facilities and services supplied by the landlord are maintained in good order.

### **Cooking Facilities**

- 11. (1) No one shall prepare food or permit the preparation of food in a sleeping unit.
- (2) All sleeping units shall have access to a community kitchen within the residential property that is:
  - (a) equipped with a facility for cooking, mechanical refrigeration in the proportion of 0.0566 cubic meters (2 cubic feet) for each occupant, and a sink installed in a counter having a backsplash and drain board made of materials impervious to water;
  - (b) accessible from a common entrance; and
  - (c) maintained in good order and in a clean condition.
- (3) All housekeeping units and dwelling units shall have a kitchen area that is:
  - (a) equipped with a facility for cooking, mechanical refrigeration, and a sink installed in a counter having a backsplash and drain board made of materials impervious to water; and
  - (b) maintained in good order and in a clean condition.

### **Sanitary Facilities**

- 12. (1) For sleeping units and housekeeping units:
  - (a) every unit shall have access to a hand basin, toilet, and bathtub or shower that are in good order within the residential property;

- (b) at least one hand basin and one toilet shall be provided and maintained in good order for every 5 sleeping units or housekeeping units in a residential property;
  - (c) at least one bathtub or shower shall be provided and maintained in good order for every 10 sleeping units or residential units in a residential property; and
  - (d) the hand basins, toilets, bathtubs and showers provided pursuant to paragraphs (b) and (c) shall be provided in a room or rooms that are accessible from a common area within the building.
- (2) At least one bathtub or shower, toilet, and hand basin shall be provided and maintained in good order within each dwelling unit.
  - (3) The floors and enclosures around showers in a residential property shall be finished with a smooth finish that is impervious to moisture.
  - (4) All walls and ceilings in rooms containing sanitary facilities within a residential property shall be finished with a smooth, washable surface.
  - (5) All rooms containing sanitary facilities within a residential property shall:
    - (a) have a door that can be securely closed at any entrance, and
    - (b) be maintained in good order, free of mould and in a clean condition.

### **Laundry Facilities**

- 13. (1) Subject to subsection (4), every residential property containing one or more sleeping units or housekeeping units shall provide and maintain for the use of tenants a minimum of one washer and dryer contained within a laundry room.
- (2) Every laundry room within a residential property shall be maintained in a clean and sanitary condition and all sinks provided in a laundry room shall be connected to hot and cold running water and properly connected to the drainage system.
- (3) Subject to subsection (4), every dwelling unit shall contain a laundry room equipped with provisions for a washer and dryer to be installed.
- (4) A laundry room need not be provided in a dwelling unit or a residential property if the owner provides evidence demonstrating that:
  - (a) it is not possible to provide a laundry room without evicting a tenant; or
  - (b) it is not possible to provide a laundry room without undertaking significant and costly plumbing upgrades.



## **Garbage, Debris Storage and Disposal**

14. For every residential property:

- (1) all garbage and refuse shall be stored in proper receptacles and removed in accordance with the requirements of all applicable City bylaws;
- (2) garbage bags containing garbage shall be stored only within an enclosed garage or in a covered garbage receptacle;
- (3) a garbage storage facility or a sufficient number of suitable receptacles shall be provided that are readily accessible to all occupants and sufficient to contain all garbage, debris and waste;
- (4) every receptacle for garbage shall be water tight, provided with a tight-fitting cover, rodent and pest proof and maintained in a clean and tidy state;
- (5) every garbage chute, garbage disposal room, garbage storage area, garbage container or receptacle shall be washed and cleaned as often as is necessary to maintain a clean and odour free condition; and
- (6) the site dedicated to the temporary storage and disposal of garbage and refuse shall be kept in a litter-free and odour-free condition, and maintained in a manner that will not attract rodents or pests, create a health or other hazard, or obstruct an emergency route.

## **Structural Integrity**

15. Every building that is part of the residential property, and its structural components, including roofs, stairs, railings, porches, deck joists, rafters, beams, columns, foundations, floors, walls and ceilings, shall be maintained in good order.

## **Foundations**

16. In every residential property, foundation walls and other supporting members shall be maintained in good order.

## **Exterior Walls**

17. For every residential property:

- (1) exterior walls and their components shall provide adequate protection from the weather and shall be maintained
  - (a) in good order,
  - (b) free from loose or unsecured objects and materials, and
  - (c) in a manner to prevent or retard deterioration due to weather or infestations;

- (2) canopies, marquees, awnings, screens, fire escapes, pipes, ducts, air conditioners and all other similar equipment, attachments, extensions and their supporting members shall be maintained in good order, safely and properly anchored and protected against deterioration and decay;
- (3) exterior wall facings, projections, cornices and decorative features shall be maintained in good order and safely and properly anchored; and
- (4) mechanical ventilating systems and their supporting members shall be maintained in good order.

### **Doors, Windows and Ventilation**

- 18. (1) Openings in exterior walls of a residential property, other than doors and windows, shall be effectively protected to prevent the entry of rodents, insects or pests.
- (2) All exterior doors and windows in a rental unit shall be maintained in good order, weather tight, and capable of being securely closed and locked.
- (3) All doors to the rental unit shall be maintained in good order, weather tight, and capable of being securely closed and locked by the tenant.
- (4) All doors within a rental unit shall be maintained in good order.
- (5) Every rental unit shall be provided with a means of ventilation.
- (6) All systems of ventilation within a rental unit, mechanical or natural, shall be maintained in good order.
- (7) All rooms within a residential property with sanitary facilities shall be provided with a window or ventilation system which shall be maintained in good order.
- (8) Unless a satisfactory alternative means of ventilation is provided, every habitable room in a rental unit must have at least one window that can be easily opened.

### **Roofing**

- 19. The roof, including the flashing, fascia, soffit, and cornice, shall be maintained in a weather-tight condition so as to prevent leakage of water into the rental units and common areas of a residential property.

### **Stairs, Balconies, Porches and Landings**

- 20. Stairways, balconies, porches, and landings within every residential property shall be maintained
  - (1) in a safe and clean condition;
  - (2) in good order, and

- (3) free from holes, cracks, excessive wear and warping, and hazardous obstructions.

### **Basements**

21. Within every residential property:

- (1) basement floor drains shall be maintained in good order; and
- (2) floors in a basement shall be kept dry and free from major cracks, breaks or similar conditions that would create an accident hazard or allow the entrance of water into the basement.

### **Floors**

22. Within every residential property:

- (1) floors shall be maintained in a clean condition, reasonably smooth and level and free of loose, warped or decayed boards, depressions, protrusions, mould, deterioration or other defects which may create health, fire or accident hazards;
- (2) where floors are covered, the covering shall be maintained in a safe condition; and
- (3) shower room, toilet room and bathroom floors shall be covered with smooth moisture resistant floor finishes, and in such condition as to permit easy cleaning.

### **Walls and Ceilings**

23. Interior walls and ceilings of a residential property shall be maintained in a clean, mould-free condition, in good order and free from holes, or loose or broken plaster that may create health, fire or accident hazards.

### **Maintenance of Fire Safety Systems and Exits**

24. Within every residential property:

- (1) walls, floors and roof construction, including fire protective closures, sprinkler systems, fire alarm and detection systems and other means of fire protection, shall be maintained in good order;
- (2) each rental unit shall have a working smoke detector in accordance with the British Columbia Fire Code Building Code, the Building Code, and City bylaws;
- (3) each means of egress shall be maintained in good order and shall be free of obstructions;
- (4) hallways, stairwells, and exterior areas shall be adequately illuminated to allow for safe passage at all times; and

- (5) securely fastened handrails shall be provided throughout the residential property in accordance with the Building Code.

### **Elevators**

- 25. (1) Every elevator in a residential property shall be maintained in a safe, clean, and operational condition at all times.
- (2) An elevator in a residential property must not be out of service for more than one month unless the closure cannot reasonably be avoided.
- (3) If an elevator is scheduled for service that will require it to be unavailable for use for more than 2 hours, the owner of the residential property must provide notice to all tenants at least two days prior to the scheduled service.
- (4) If an elevator is to be out of service or remains inoperative for more than one month, until the elevator returns to operation, the owner of the residential property must provide information to all tenants on the efforts that are being made to repair or replace the elevator and the expected date of the elevator's return to operation
  - (a) within no less than 35 days of the elevator being out of service, and
  - (b) thereafter, on a weekly basis.
- (5) If the only elevator in the residential property is scheduled to be out of service or remains inoperative for more than 2 hours due to breakdown, in addition to the other requirements of this section, the owner of the residential property must:
  - (a) notify each tenant in writing as soon as possible of the closure, asking tenants to make their needs as a result of the closure known,
  - (b) if the elevator remains unavailable, develop a plan in coordination with tenants for accommodating the needs of tenants who require use of the elevator, and within 48 hours of the closure communicate that plan to tenants and implement it, and
  - (c) while the elevator remains unavailable, provide all tenants with regular updates on the efforts that are being made to repair or replace the elevator, the expected time of the elevator's return to operation, and any changes to the plan referred to in paragraph (b).
- (6) Notwithstanding subsections (1) and (2), if an elevator breaks down and the elevator is not required by the Building Code, the owner of the residential property may leave the elevator out of service and cease complying with the requirements of subsections (4) and (5), provided that the owner provides tenants requiring use of an elevator with:
  - (a) notification in writing as soon as possible, and

- (b) reasonable accommodations, which may include financial assistance with moving expenses, compensation, or other arrangements for the benefit of such tenants.

### **Parking or Storage Garages**

- 26. No machinery, boats, vehicles, trailers or parts of the aforementioned items that are in a wrecked, discarded, dismantled, inoperative or abandoned condition, or rubbish or discarded furniture shall be kept or allowed to remain in a parking garage or parking area of a residential property.

### **Pest Control**

- 27. (1) A person providing a rental unit in a residential property for rent must take all reasonable steps to avoid infestation of the residential property or any rental unit with rodents and pests, and, if such infestation has occurred, must take reasonable steps to eliminate the infestation.
- (2) A tenant occupying a rental unit must cooperate with the landlord in keeping the residential property free of rodent and pest infestation and take any reasonable measures to eliminate the infestation, including adequate sanitation measures, timely removal of waste, and where applicable, the movement and treatment of personal belongings.
- (3) When taking steps to eliminate the infestation, landlords must accommodate reasonable alternative treatment options for the infestation based on the needs of the tenant.

### **Mould**

- 28. (1) A person providing a rental unit in a residential property for rent must take all reasonable steps to prevent mould in the residential property.
- (2) If a tenant reports mould to the landlord, the landlord must respond in a timely way and take all reasonable steps to eliminate the mould from all structures and surfaces of a residential property.

### **Repairs**

- 29. When undertaking any repairs on a residential property, a person providing a rental unit in residential property for rent must utilize a professional with the certification and training suitable for performing the repairs, if the tenant has so requested.

## **PART 3 – MISCELLANEOUS**

### **Severability**

- 30. If any provision or part of this Bylaw is declared by any court or tribunal of competent jurisdiction to be illegal or inoperative, in whole or in part, or inoperative in particular circumstances, it shall be severed from the Bylaw and the balance of the Bylaw, or its



application in the circumstances, shall not be affected and shall continue to be in full force and effect.

### **Commencement**

31. This Bylaw comes into force on January 31, 2021.

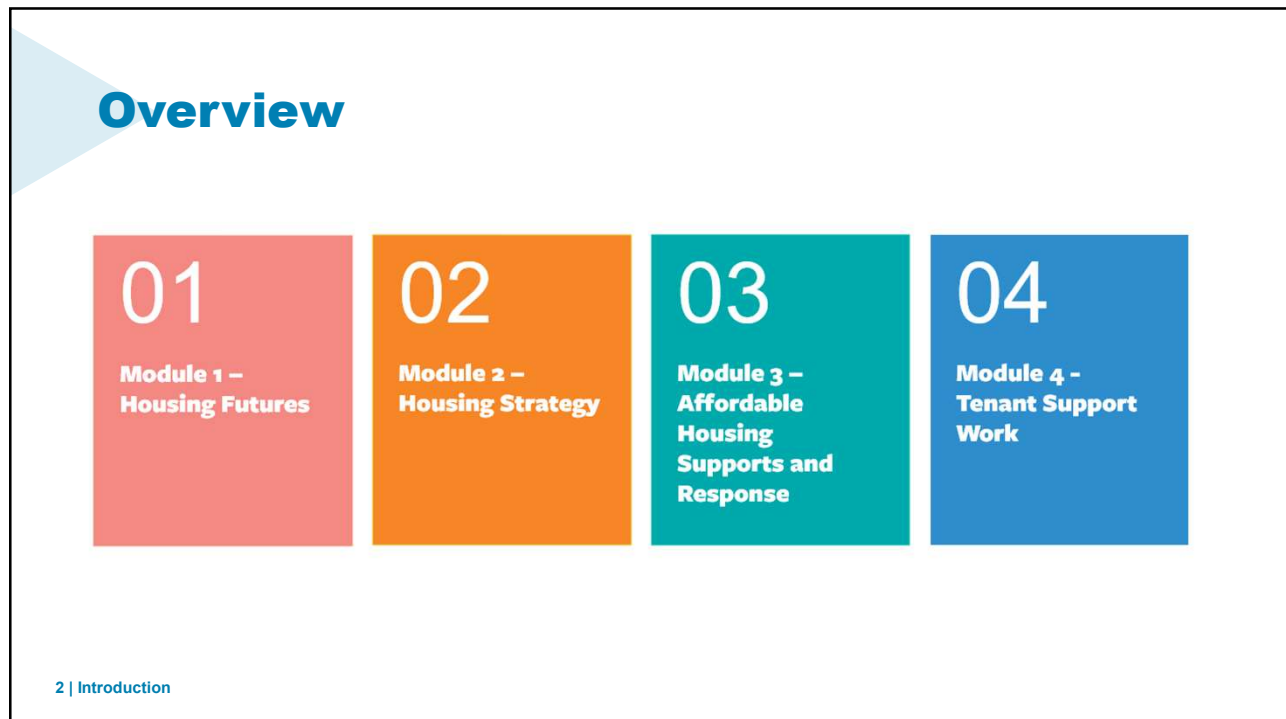
READ A FIRST TIME the	<b>17<sup>th</sup></b>	day of	<b>September</b>	2020
READ A SECOND TIME the	<b>17<sup>th</sup></b>	day of	<b>September</b>	2020
READ A THIRD TIME the	<b>17<sup>th</sup></b>	day of	<b>September</b>	2020
RESCIND THIRD READING the	<b>5<sup>th</sup></b>	day of	<b>November</b>	2020
AMENDED the	<b>5<sup>th</sup></b>	day of	<b>November</b>	2020
REREAD A THIRD TIME the	<b>5<sup>th</sup></b>	day of	<b>November</b>	2020
ADOPTED on the	<b>19<sup>th</sup></b>	day of	<b>November</b>	2020

**“CHRIS COATES”**  
CITY CLERK

**“LISA HELPS”**  
MAYOR



1



2

## The Housing Crisis

High housing costs in Victoria, paired with low supply and vacancy rates, make access to housing a challenge for people of different income levels in the city.



*Vital Signs - Victoria Foundation*



*CMHC Rental Market Report*



*Point in Time Homeless Count*

3 | Introduction

3

4 | Introduction

## How Did We Get Here?

**The Problems We See Today Weren't Created Overnight**



Senior  
Government  
Downloading



Restrictive  
Land Use  
Policies



Lack of Rental  
Construction



Global  
Investment



Financialization  
of Housing

4

## Objectives of Briefing

- Highlight City efforts to tackle the affordability & availability crisis
- Describe levers and roles available to City to respond to housing challenges
- Explore roles of various actors in meeting housing needs



5

## Overview




6



7


## Housing and Its Influence

The right supply of housing in the right locations, now and in the future.



**Reflection Question**

**How does housing shape our city?**



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8



## Fast Stats



**Land area**  
**19.5 km<sup>2</sup>**



**Population**  
**91,867**  
Population density  
4,722 people per km<sup>2</sup>



**Households 49,225**

Renters: 60%  
Owners: 40%

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Source: Victoria Census Profile, 2021

9

## Demographic Stats



**Median Age**  
**42.8**



**Average Household Size**  
**1.8 People**

One-person households: 49%  
Households with children: 18%



**Median Household**  
**Income \$67,500**

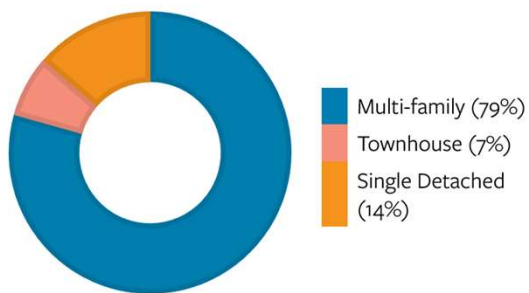
10 | Module 1 – Housing Futures

Source: Victoria Census Profile, 2021

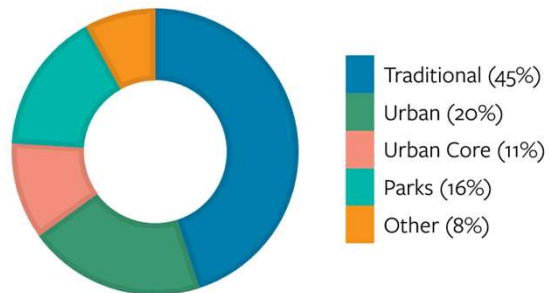
10

## Housing Stats

Housing Stock by Dwelling Type



Land Base



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2017 CRD Origin and Destination Household Travel Survey

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## We Need to Catch Up

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- Latent demand adds to housing need and reflects pressures in the market.
- Ongoing demand for more housing diversity and affordability.



Fewer adults  
are forming  
their own  
households



Many families live  
in homes not  
suitable for their  
size



The rental  
market is tight




Job vacancies may  
point to a lack of  
housing for  
workers



People are  
unhoused in  
the region

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**KEY  
CONCEPT**

## Core Housing Need


Definition: two-step assessment

- Adequate
- Suitable
- Affordable

In Need	In Extreme Need
30.3% Renters 7.4% Owners	13.2% Renters 3.8% Owners

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Source: CRD. 2020. Housing Needs Report, City of Victoria (based on 2016 Census).



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# Questions?

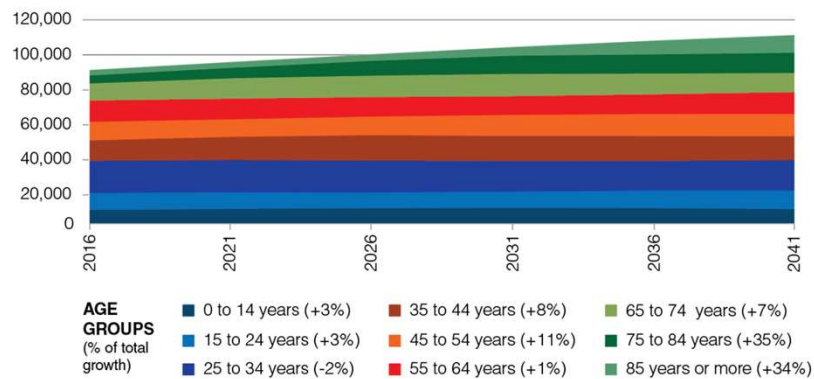
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14

## We Need to Keep Up

**Projected Population by Age Group (2016-2041)**



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### Reflection Question

How do we keep up with ever-changing housing needs?

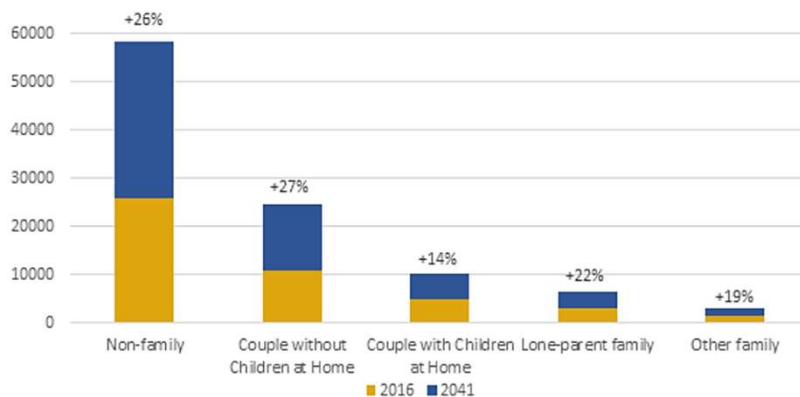


**11,299 people  
will be living in  
Victoria by 2041**

15

## We Need to Keep Up

**Projected Change in Household Composition (2016-2041)**



*Victoria's Housing Future*

16 | Module 1 – Housing Futures

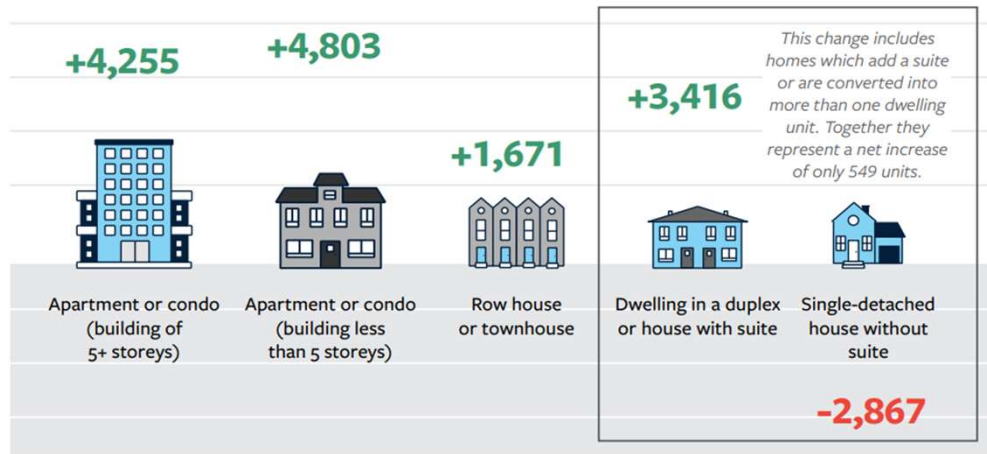


**11,278 additional  
households are  
projected  
between 2016  
and 2041**

16

## We Need to Keep Up

Projected change in housing types (2016-2041)

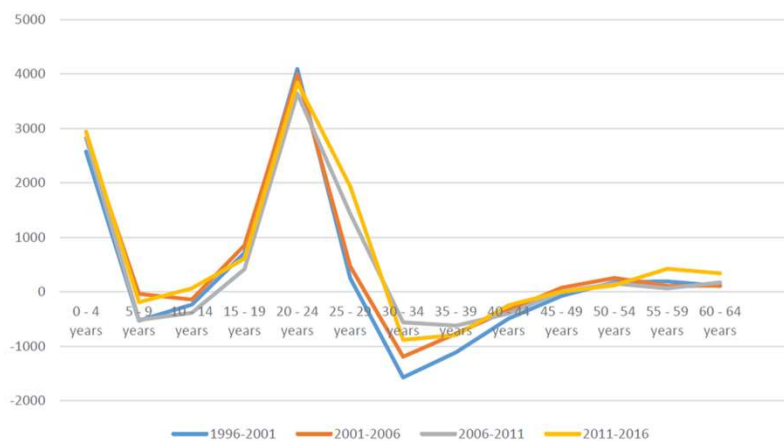


*Victoria's Housing Future*

17

## Influencing Future Trends

Trends in Population Change by Age Cohorts



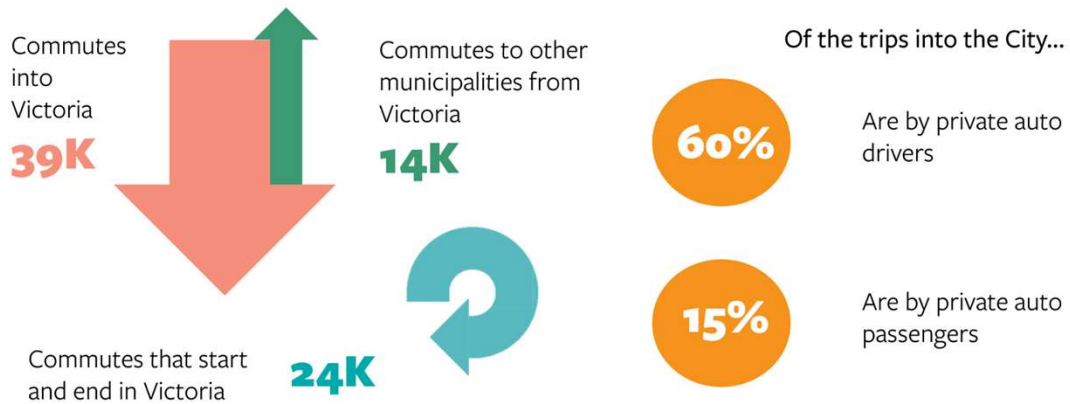
**Residents in their family-forming years continue to move away from Victoria**

18



## Influencing Future Trends

### Commuting in, to, and around Victoria



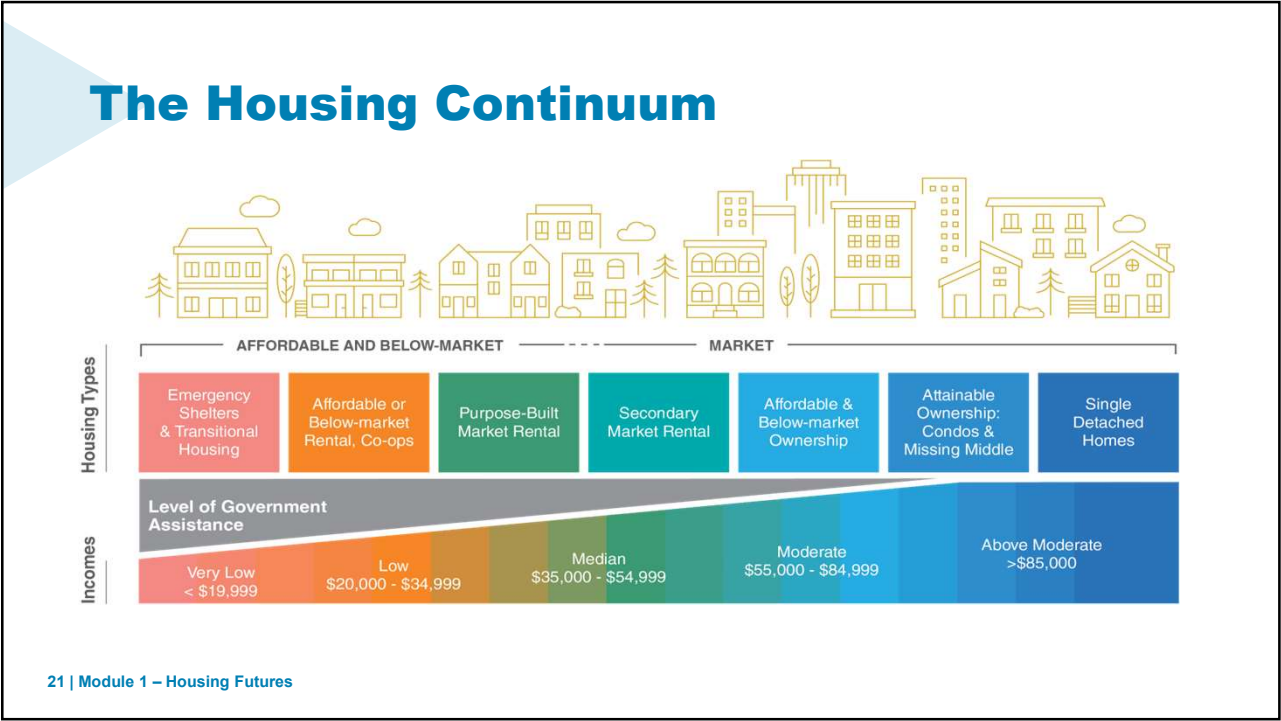
19



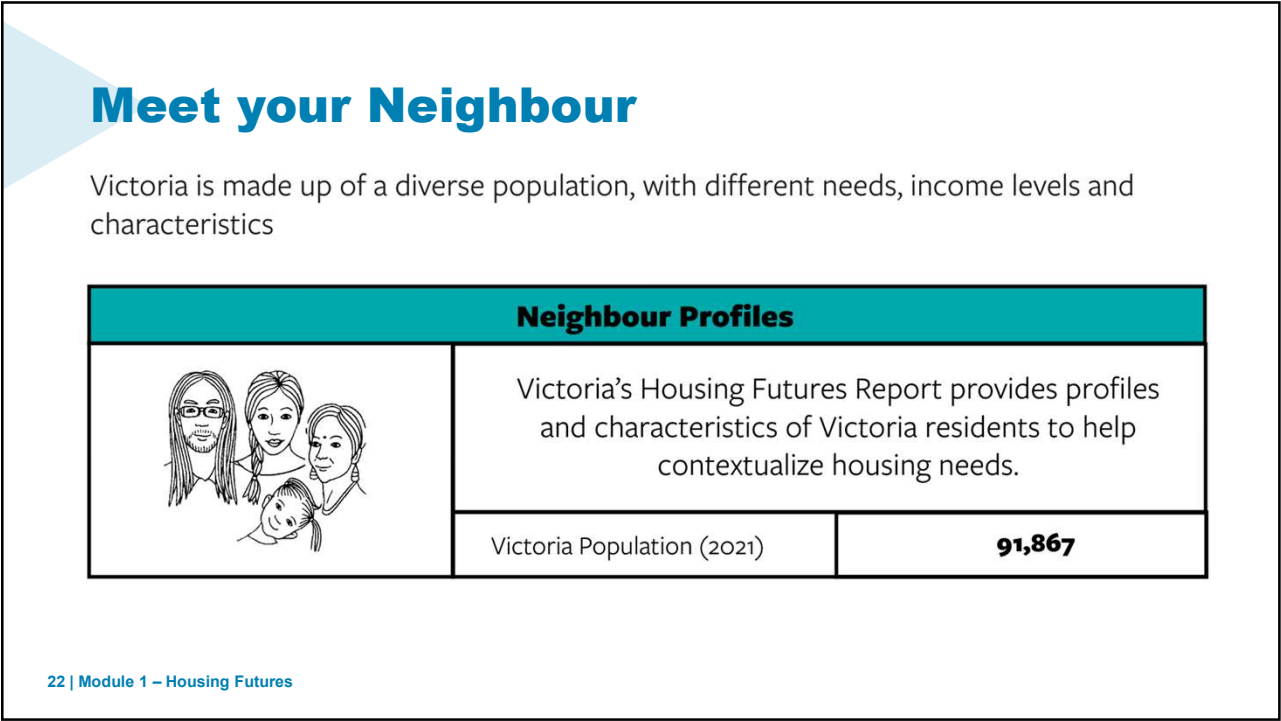
## Key Housing Types

Addressing the Gaps & Choosing the Right Supply

20





21



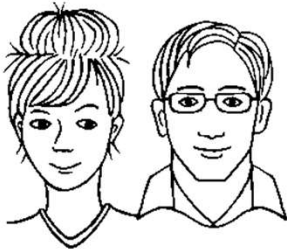

22

# Family Friendly Housing

Meet Sara & Ravi			
	We've outgrown our space and are hoping to move to a bigger place soon. The older apartment we rent now allows us to save for a down payment		
	<table><tr><td>Yearly Income</td><td>\$115,000</td></tr></table>	Yearly Income	\$115,000
	Yearly Income	\$115,000	
<div><div>Family Friendly</div></div>			


23

# Secured Rental

Meet April & Diego			
	We were so happy to find a new, high-quality rental apartment, and if we decide to start a family, we know the unit is secure, and it's a comfortable size.		
	<table><tr><td>Yearly Income</td><td>\$93,400</td></tr></table>	Yearly Income	\$93,400
	Yearly Income	\$93,400	
<div><div>Secured Rental</div></div>			

24

## Affordable Rental

Meet Mariel			
	<p>The building I live in isn't in the best shape, but it is affordable and close to the bus that takes me to work and to see my grandchildren.</p>		
	<table border="1"> <tr> <td><b>Yearly Income</b></td> <td><b>\$19,250</b></td> </tr> </table>	<b>Yearly Income</b>	<b>\$19,250</b>
	<b>Yearly Income</b>	<b>\$19,250</b>	
<p><b>Affordable Rental</b></p> 			

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Victoria's Housing Future

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## The Housing Continuum

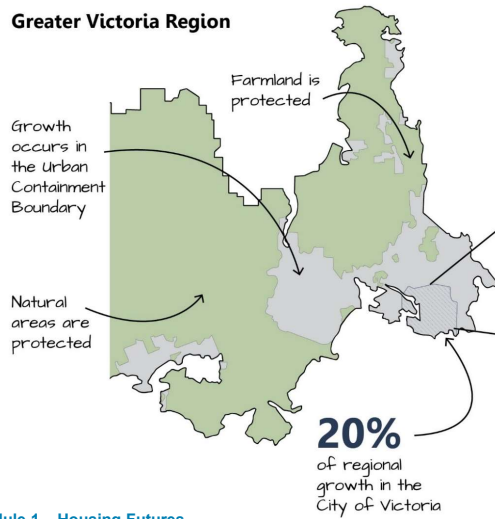


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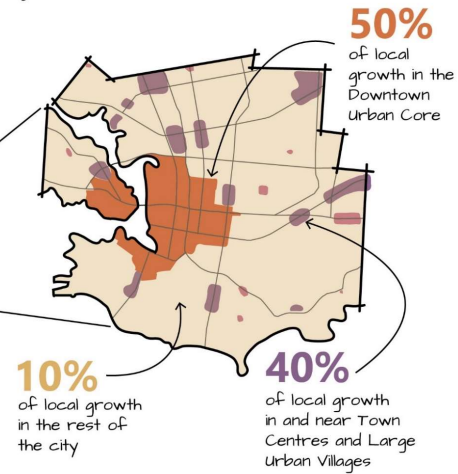
26

## Capacity: Foundation for Meeting Need

Greater Victoria Region



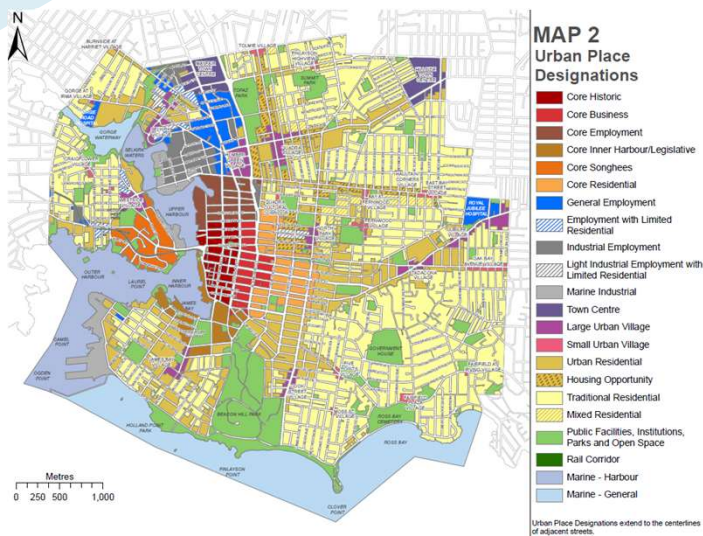
City of Victoria



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## Capacity in OCP



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OCP establishes general pattern of land use

Zoning Bylaw regulates specific uses and density



28



## Capacity Assessment: Falling Short



### CAPACITY

**Lack room for  
about 15% to 30%  
of needs across  
the board**



### LOCATION

**Lack room near  
Urban Villages  
and Town  
Centres**



### DIVERSITY

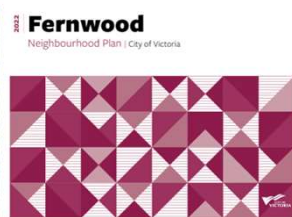
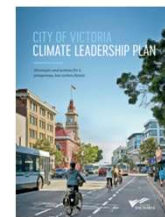
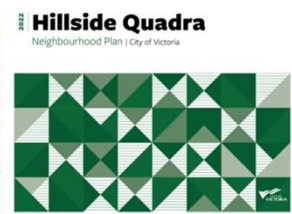
**Lack of diversity  
in housing  
supply**

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## Making Room and Strengthening Foundation

- Adding capacity through planning processes – but need to address citywide.
- Have strong citywide guidance on multiple objectives to support future work.
- Continue to advance the Victoria Housing Strategy.



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## Wrap up

- Victoria will add about 11,000 households by 2041.
- Latent demand adds to overall housing need.
- Ongoing demand for more diversity and affordability.
- Current OCP capacity falls short of meeting existing and future need
  - We're working on it!



31

## Overview



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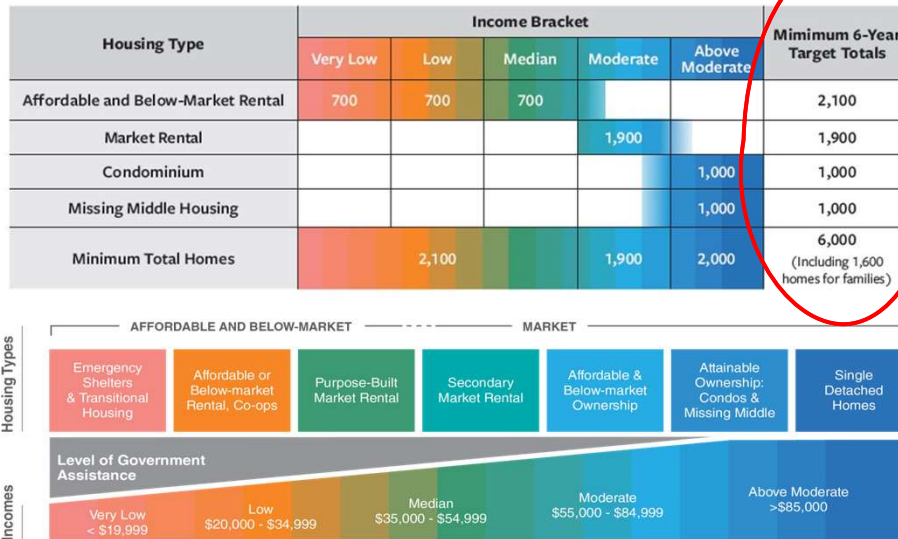
## What Is The Victoria Housing Strategy?

- Defines the City's role and commitment in the provision of affordable housing
- Assesses and forecasts affordable housing needs
- Establishes targets and proposes tools to meet those needs

**The Victoria Housing Strategy 2016 – 2025**  
Phase Two: 2019 – 2022

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## Housing Strategy Targets



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## What We've Accomplished So Far

Goal	6 Year Targets (2020-2025)	Progress in 2021	Cumulative Progress (2020-21)
Focus on Renters	1,900 market rental homes ~300 per year	EXCEEDING: 492 building permits	48%
	2,100 non-market rental homes ~350 per year	ON TRACK: 394 net new non-market homes (210 by Council, 184 by the Province)	33%
Increase Supply	6,000 total new homes ~1,000 per year	EXCEEDING: 1,503 net new homes proceeding to construction	35%
	1,000 total new strata homes ~150 per year	EXCEEDING: 489 building permits	69%
More Housing Choice	1,600 new homes for families ~250 per year	FALLING BEHIND: 142 homes secured through legal agreements or building permits	22%
	1,000 missing middle type homes ~150 per year	FALLING BEHIND: 34 building permits	10%

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## The Full Picture...

Some Housing Targets are 'composite indicators'

Goal	6 Year Targets (2020-2025)	Progress in 2021	Cumulative Progress (2020-21)
Focus on Renters	1,900 market rental homes ~300 per year	EXCEEDING: 492 building permits	48%
	2,100 non-market rental homes ~350 per year	ON TRACK: 394 net new non-market homes (210 by Council, 184 by the Province)	33%

Very low-income units approved	Exceeding	52%
Low-income units approved	Falling Behind	26%
Median-income units approved	Falling Behind	23%

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## Progress on Targets Across the Spectrum



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# Questions?

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## KEY CONCEPT DEFINITION

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### Residential Rental Tenure Zoning (RRTZ)

Provides local governments greater authority to preserve and increase the overall supply of purpose-built rental housing through zoning.



40



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# Housing Strategy Actions



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## Tracking Housing Strategy Actions

21	COMPLETED / ONGOING
13	UNDERWAY
15	FUTURE ACTION / ON HOLD

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## Priority Actions



Improve **affordability**, stability and choice for renters



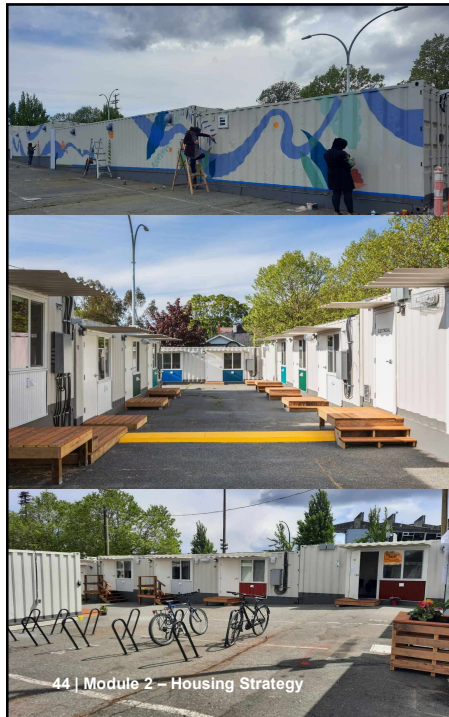
Encourage new housing **supply**



Encourage a **range of housing options** to meet the needs of residents

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## Improving Affordability

- Provide incentives for non-profit rental projects
- Partner with affordable housing providers through land partnerships and capital grants
- Streamline approval processes for non-market projects
- Utilize market-based affordability tools (e.g. inclusionary housing)

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## Focusing on Renters

- Create more purpose-built rental housing
- Encourage opportunities for secondary rental options and improve housing choice
- Create, strengthen, and maintain regulations to protect tenants



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## Increasing Supply

- Work with developers and builders to create a range of housing options
- Explore process and zoning updates to support priority housing forms
- Consider incentives to achieve housing targets (affordable, accessible, or family-sized housing)



### Reflection Question

**What types of housing are we falling behind on?**

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## Wrap up

- Victoria doing well on housing targets but:
  - Falling behind on low- and median-income housing targets
  - Failing to meet housing choice targets
- Housing Strategy actions are prioritized to better:
  - Focus on affordability, stability, and choice for renters
  - Increase Supply
  - Increase housing options



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## Overview



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2022

MODULE 3 Sustainable Planning & Community Development

# Affordable Housing

Current efforts to support and facilitate affordability.

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## How Does City Define Affordable Housing?

“housing where the price does not exceed 30% of the gross annual household income for very-low-income to moderate-income households”

	BACHELOR \$375 TO \$875	1-BEDROOM \$425 TO \$1050	2-BEDROOM \$575 TO \$1300	3-BEDROOM \$700 TO \$1750
Very Low Income	\$375	\$425	\$575	\$700
Low Income	\$500	\$650	\$850	\$1000
Median Income	\$875	\$1050	\$1300	\$1750

Affordable Housing

[Victoria Housing Strategy](#)

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## Fast Stats

- Deeper affordability requires major subsidies
  - Operating subsidy of \$1,200 per unit per month for 30 years
  - Capital grant of \$100,000 per unit
- 1,200 people on BC Housing waitlist<sup>1</sup>
- Roughly 50% of affordable housing in CRD built in 1970s & 1980s<sup>2</sup>

Rental Building Parcels by Year Built



### Reflection Question

How can we support the next generation of affordable rentals?



Sources: 1. BC Housing, 2022. Registry Waitlist, 2. CMHC, 2021. Social & Affordable Housing Survey 3. Statistics Canada, 2022. Victoria Census Profile

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## Challenges for affordable rental projects

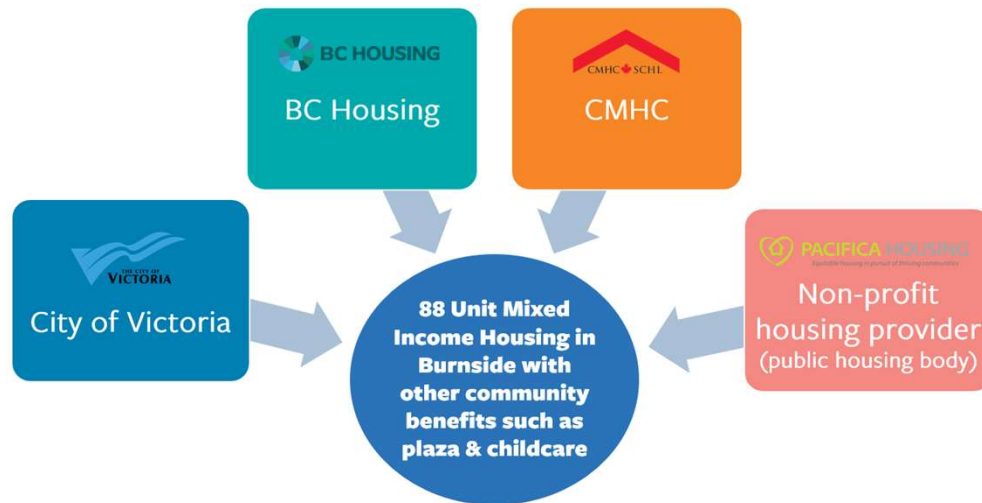
Access to land

Senior govt. funding

Risk of approvals process

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## How affordable housing is delivered in BC?



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## BC Housing: Mixed Income Project

Deep Subsidy Units (20% of units)	Rent Geared To Income (RGI) Units (50% of units)	Near Market Units (30% of units)
Monthly rents aligned with social assistance rates	Rents set to roughly 30% of household incomes of people earning low to median incomes	Slightly below market rental rates roughly 80%-90% of market rents
Estimated Monthly Rents 1-Bed \$375 2-Bed \$575	Estimated Monthly Rents 1-Bed \$848 2-Bed \$1,089	Estimated Monthly Rents 1-Bed 1,850 2-Bed \$2,250

### Operating Subsidies & Partnerships to Deliver Deep Affordability:

- 62 Deep Subsidy & RGI Units requires an average monthly subsidy of \$1,200 per unit.

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# Questions?

55 | Module 3 – Affordable Housing Supports and



55

56 | Module 3 – Affordable Housing Supports and Response



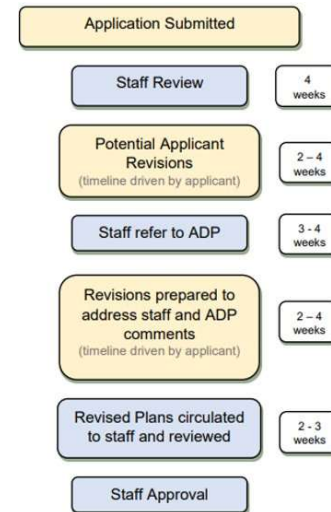
## How does the City Support or encourage affordable housing?



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## Rapid Deployment of Affordable Housing

- Support affordable rental & co-ops
- Project must meet key criteria including:
  - OCP & design guidelines
  - Zoning requirements
- Projects meeting criteria gain access to:
  - Delegated development permits
  - Allowed max density in OCP without rezoning



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## Rapid Deployment Example

### Typical Process

- Site zoning has multiple dwelling as use
- Max density in zone 0.95:1 FSR
- Current zone, site supports ~18 units
- OCP max is 2.0FSR, rezoning required to access max density

### Accelerated Process

- No rezoning needed, no council approval
- Delegated Development Permit
- OCP allows Max of 2:1 FSR
- At OCP max, project could get ~ 40 units

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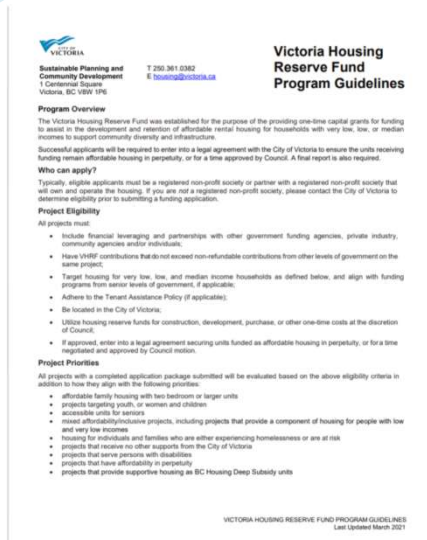
### Assumptions

Site Area	14,000 sq. ft
Density	2:1 FSR
Gross Floor Area	28,000 sq. ft
Usable Space 85%	24,000 sq. ft
Average Unit Size	650 sq. ft

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## Victoria Housing Reserve Fund (VHRF)



### Provides grants to support the creation of new affordable rental housing:

- Applicants must be non-profit
- One-time grants to support capital costs
- Two annual funding intakes
- Current cap of \$500,000
- Council approval of grants required

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## Victoria Housing Reserve Fund

### Affordable housing project near Vic High OK'd by council

Development will include 158 units of affordable housing

Roxanne Egan-Elliott  
Oct 31, 2021 5:01 AM



*CRHC Project received \$1,065,000 grant  
in 2021*

### Project Funding Details:

- Prioritizes housing for those with very low, low & median incomes
- Grant levels reflect City affordability targets
  - Alignment with BC Housing funding
- Funding released pre & post construction
- Legal agreement with the City to secure affordability of units.

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## KEY CONCEPT DEFINITION

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### Inclusionary Housing & Land Lift

**Inclusionary Housing:** Requirement of on-site affordable rental or affordable homeownership units that meet City's affordability targets for rezoning applications.

**Land Lift:** increase in land value as a result of the increase in density associated with the proposed rezoning application.



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## Inclusionary Housing Policy - Background

- Tool for managing growth & affordability
- Market-based affordability tool
- Secure portion of land lift for community benefits
- Encourage mixed-income communities



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## Inclusionary Housing Policy

- Rezoning applications seeking greater density
- On-site affordability or cash contributions
- Requirements based on project size & land lift
- Policy adopted in July 2019
- Three-year review forthcoming in early 2023

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## Inclusionary Housing Policy

Housing amenity contributions under the Policy:

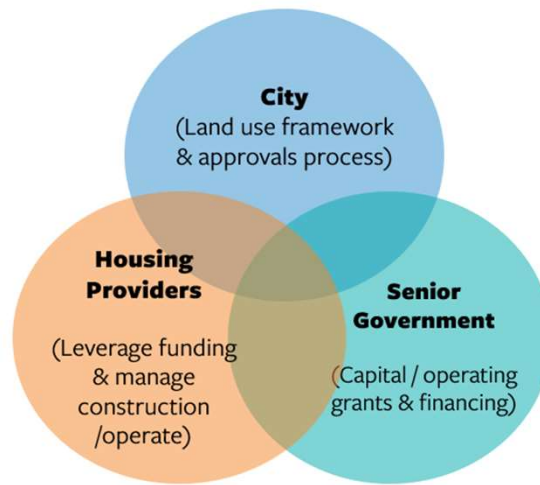
- Focus on securing contributions from strata residential rezoning applications
  - Affordable rental, Affordable homeownership or
  - Cash-in-lieu
- Where the following is secured, projects not typically required to make additional contributions
  - Rental housing
  - Non-market housing



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## Wrap up

- Urgent need for affordable housing
- Partnership with various groups required
- Each group has different levers
- Land use is key lever for City
- Collective impact



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## Overview



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2022

MODULE 4 Sustainable Planning & Community Development

# Tenant Support Work

A tenant-oriented approach

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## Snapshot of Victoria Renters

- 60%**  
Of Victoria households rent their home
- 11%**  
Of Renters live in subsidized housing
- 18%**  
Renter income is 18% lower than median household income

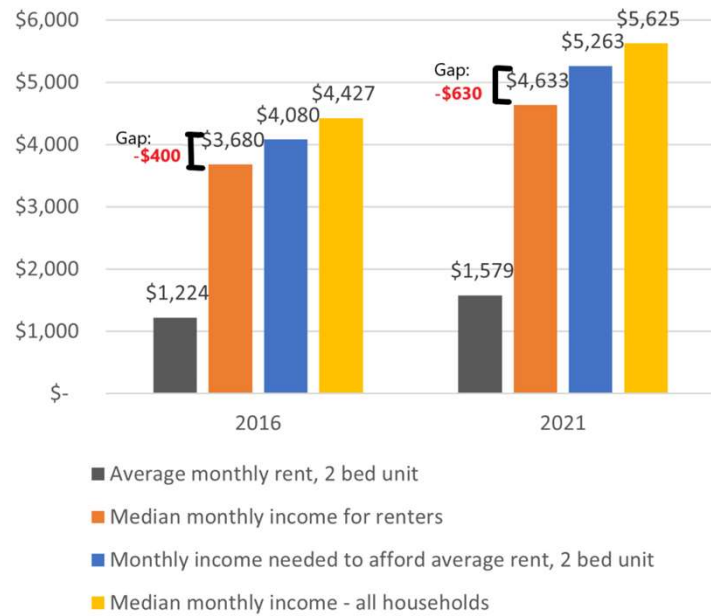
**Victoria's Rental Vacancy Rate in 2021 was 1%**

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## Victoria Rental Affordability Gap

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## Tenant Assistance Policy


**Helps mitigate potential impacts of displacement on tenants as a result of renovations or development**

The Policy aims to support tenants by:

- Compensation based on length of tenancy
- Moving expenses and assistance
- Relocation assistance
- Right of First Refusal (if applicable) to return to the building
- Additional assistance for tenants where the impact of displacement may be more acute



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**KEY  
CONCEPT  
DEFINITION**

## BC Residential Tenancy Act (RTA)

The provincial statute that regulates all tenancy agreements in residential units across the province.

Outlines tenant's and landlord's rights and responsibilities.

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# How else does the City support tenants?

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## Rental Property Standards of Maintenance

- Ensure quality, safety, and livability of rental units
- Standards related to water leaks, heat, fire safety, doors and windows, pests, etc.
- Aligns with resources under the Residential Tenancies Act
- Provides the Residential Tenancy Branch (RTB) a framework for measuring compliance in Victoria
- RTB is responsible for investigating and enforcing standards



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## Renters' Advisory Committee

### **Provides advice and recommendations to Council on:**

- Policies to protect and improve the quality and affordability of existing rental stock
- Policies to increase rental housing stock
- Improving conditions and well-being for renters living in Victoria
- Strategic priorities for the City relating to renters
- Impacts of provincial and federal legislation affecting tenants
- Enhancing access and inclusion of renters in the development of municipal policy and civic life



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## Rent Bank

Providing financial assistance in the form of a no-interest repayable loan to households at risk of eviction

Loans can be used for:

- Damage Deposits
- First Month's Rent
- Rent for those in risk of eviction.

### 2021 Rent Bank Pilot Insights on Applicants



34% were households with children



Spending on average 71% of income on housing



46% were living in City of Victoria

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## Tenant Capacity Building Project

- In partnership with local and international tenant advocacy organizations
- Educate renters about municipal and provincial tenant protection policies and processes
  - Renters' Toolkit
  - In-person and online workshops
- Policy review of tenant protection measures across Canada with recommendations for advocacy and how to address gaps



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## Wrap up

- Victoria is a city of renters, many of whom are amongst our most vulnerable residents
- Renter median household income is nearly 20% lower than the overall median income level
- The city is committed to helping renters have an affordable, safe, and secure place to call home.



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2022

Conclusion

Sustainable Planning &amp; Community Development

# The Role of the City

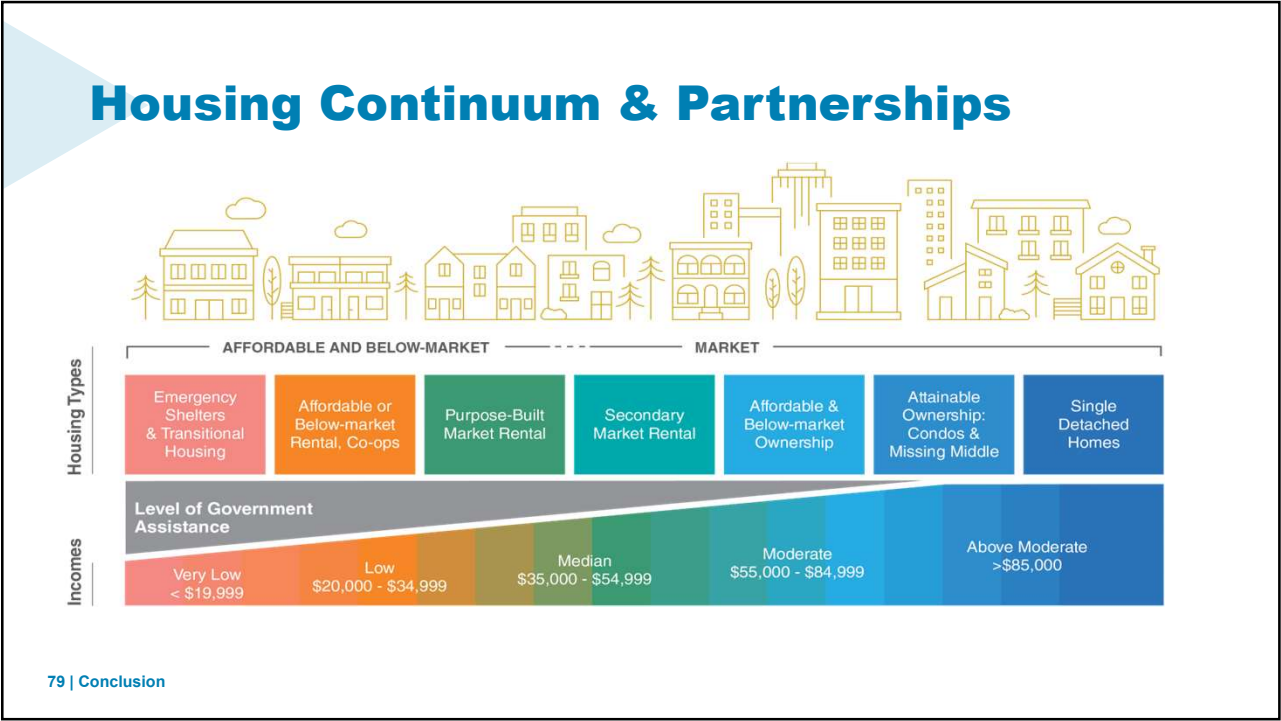
Leveraging land use for housing goals

78 | Conclusion



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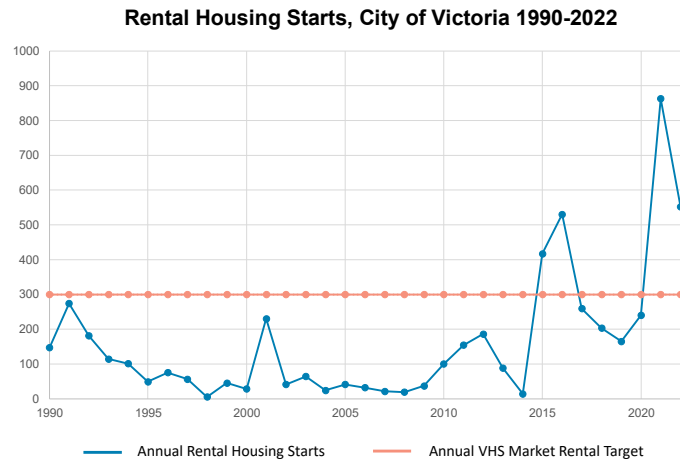


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## Need is Urgent AND Ongoing

Real pressure exists for Victorians today, but this crisis was decades in the making.

Solutions require incremental and ongoing action at all levels.



Source: CMHC, 2022. Historical Starts by Dwelling Type for Victoria (City).  
2022 starts are year to date up to October.

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## Responding to the Housing Crisis



Land Use Framework & Approvals Process



Commitment to Housing Options and Supply



Working with Other Levels of Government



Innovation and Bold Ideas

82 | Conclusion

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## Modernizing the Land Use Framework

- Leveraging city's authority
- Evidence-based response to housing needs
- Integrated policy response to add housing capacity
- Focus on priority housing forms & tenures in new capacity



83 | Conclusion

83

## An Opportunity to Shape our City

- Climate Action
- Complete, Connected Communities
- Health & Well-being
- Diversity, Vibrancy & Inclusion



84 | Conclusion

84

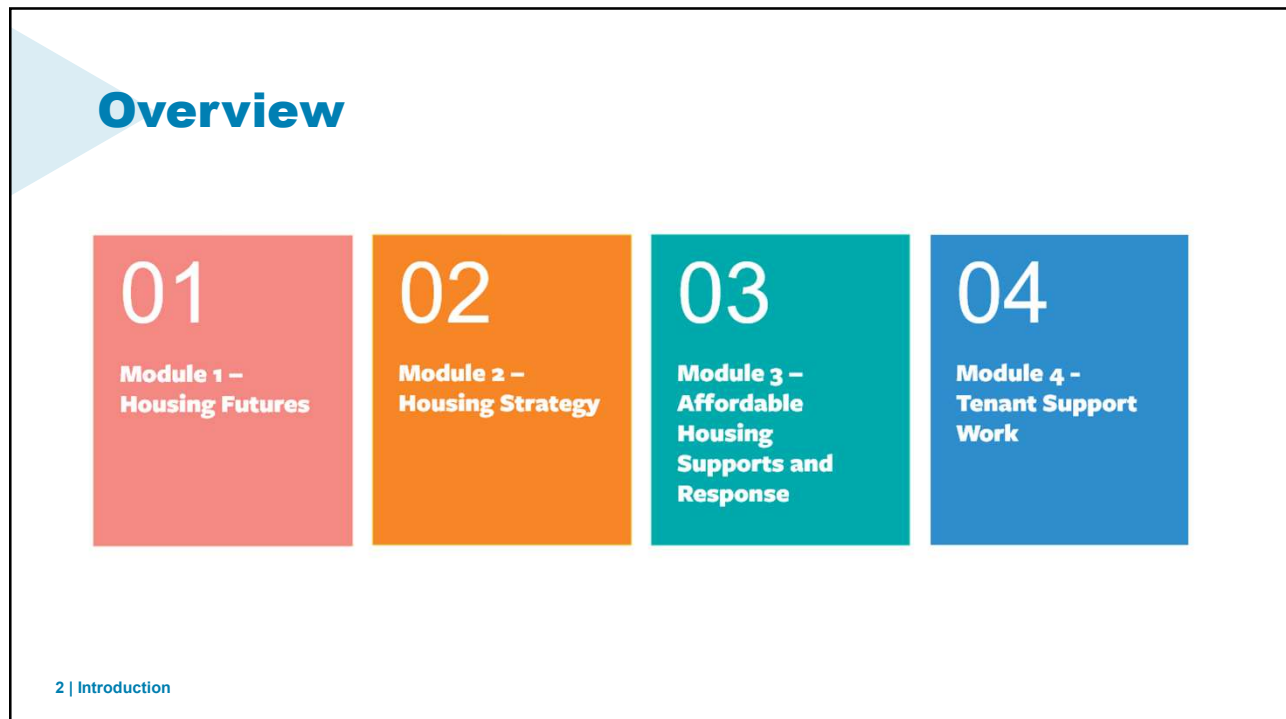
# Thank you

85 | Conclusion





1



2



## The Housing Crisis

High housing costs in Victoria, paired with low supply and vacancy rates, make access to housing a challenge for people of different income levels in the city.



*Vital Signs - Victoria Foundation*



*CMHC Rental Market Report*



*Point in Time Homeless Count*

3 | Introduction

3

4 | Introduction

## How Did We Get Here?

**The Problems We See Today Weren't Created Overnight**



Senior  
Government  
Downloading



Restrictive  
Land Use  
Policies



Lack of Rental  
Construction



Global  
Investment



Financialization  
of Housing

4

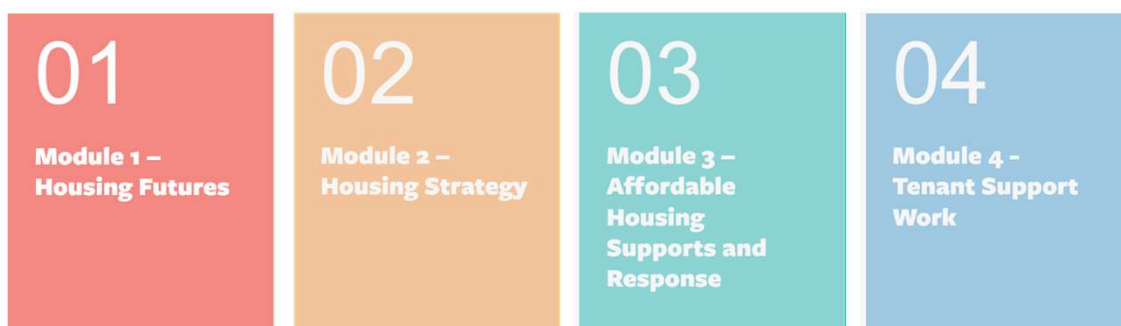
## Objectives of Briefing

- Highlight City efforts to tackle the affordability & availability crisis
- Describe levers and roles available to City to respond to housing challenges
- Explore roles of various actors in meeting housing needs



5

## Overview




6



7

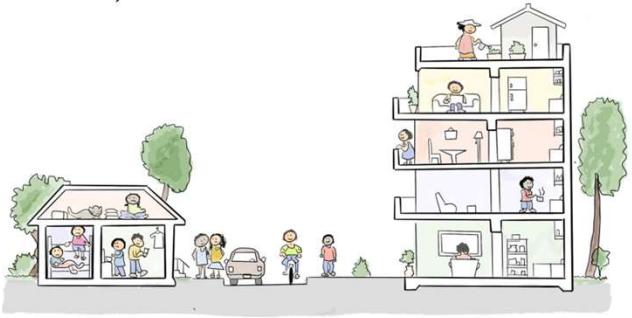
## Housing and Its Influence

The right supply of housing in the right locations, now and in the future.



**Reflection Question**

**How does housing shape our city?**



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8

## Fast Stats



**Land area**  
**19.5 km<sup>2</sup>**



**Population**  
**91,867**  
Population density  
4,722 people per km<sup>2</sup>



**Households 49,225**

Renters: 60%  
Owners: 40%

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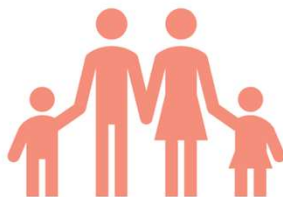
Source: Victoria Census Profile, 2021

9

## Demographic Stats



**Median Age**  
**42.8**



**Average Household Size**  
**1.8 People**

One-person households: 49%  
Households with children: 18%



**Median Household**  
**Income \$67,500**

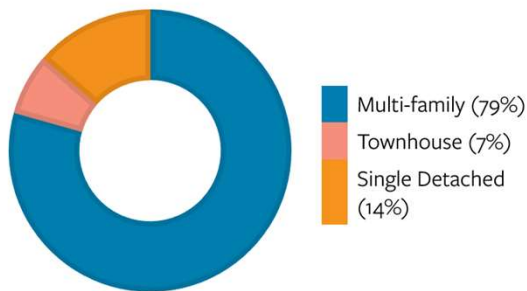
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Source: Victoria Census Profile, 2021

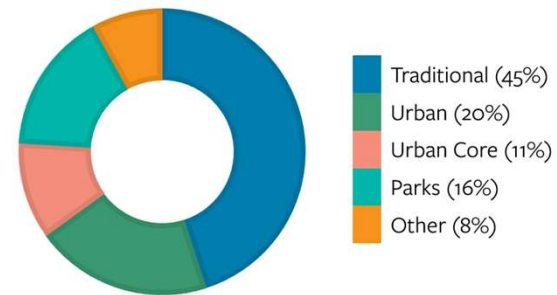
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## Housing Stats

Housing Stock by Dwelling Type



Land Base



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2017 CRD Origin and Destination Household Travel Survey

11

## We Need to Catch Up

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- Latent demand adds to housing need and reflects pressures in the market.
- Ongoing demand for more housing diversity and affordability.



Fewer adults  
are forming  
their own  
households



Many families live  
in homes not  
suitable for their  
size



The rental  
market is tight




Job vacancies may  
point to a lack of  
housing for  
workers



People are  
unhoused in  
the region

12





**KEY  
CONCEPT**

## Core Housing Need


Definition: two-step assessment

- Adequate
- Suitable
- Affordable

In Need	In Extreme Need
30.3% Renters 7.4% Owners	13.2% Renters 3.8% Owners

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Source: CRD. 2020. Housing Needs Report, City of Victoria (based on 2016 Census).



13

# Questions?

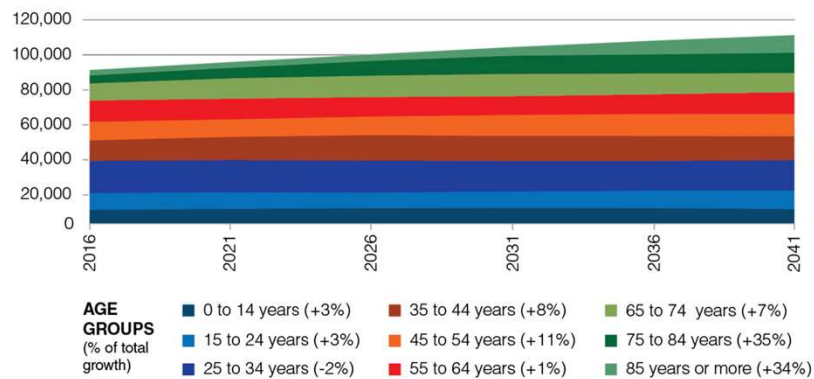
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14

## We Need to Keep Up

**Projected Population by Age Group (2016-2041)**



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### Reflection Question

How do we keep up with ever-changing housing needs?

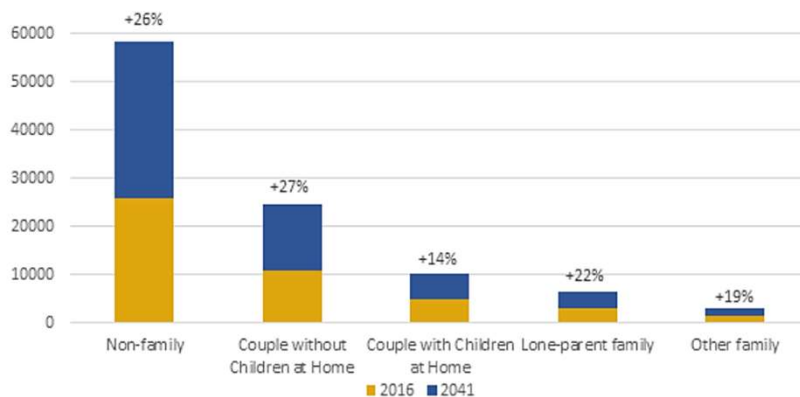


**11,299 people  
will be living in  
Victoria by 2041**

15

## We Need to Keep Up

**Projected Change in Household Composition (2016-2041)**



*Victoria's Housing Future*

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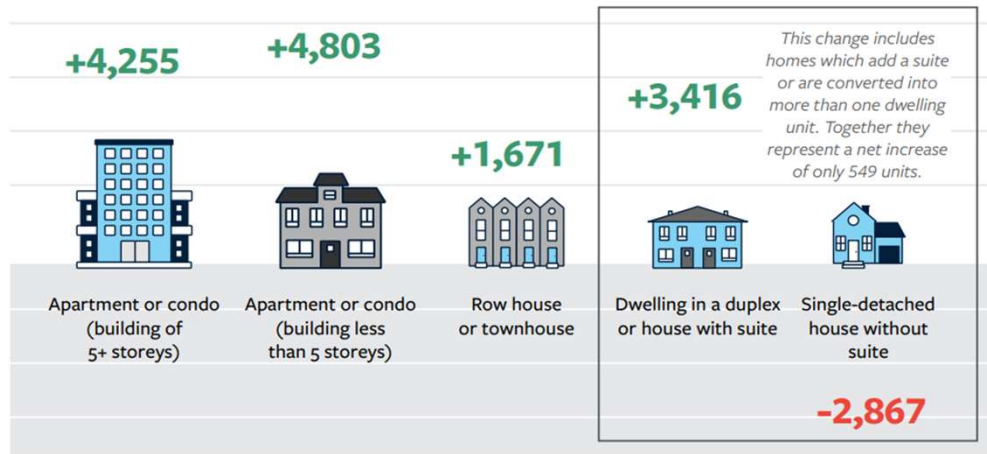


**11,278 additional  
households are  
projected  
between 2016  
and 2041**

16

## We Need to Keep Up

Projected change in housing types (2016-2041)

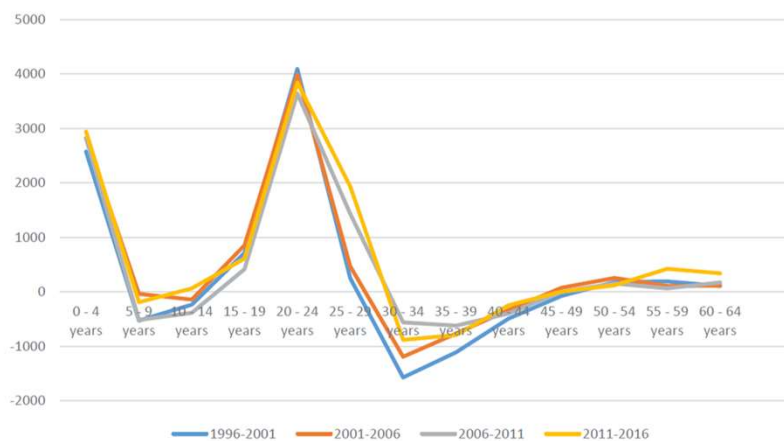


*Victoria's Housing Future*

17

## Influencing Future Trends

Trends in Population Change by Age Cohorts

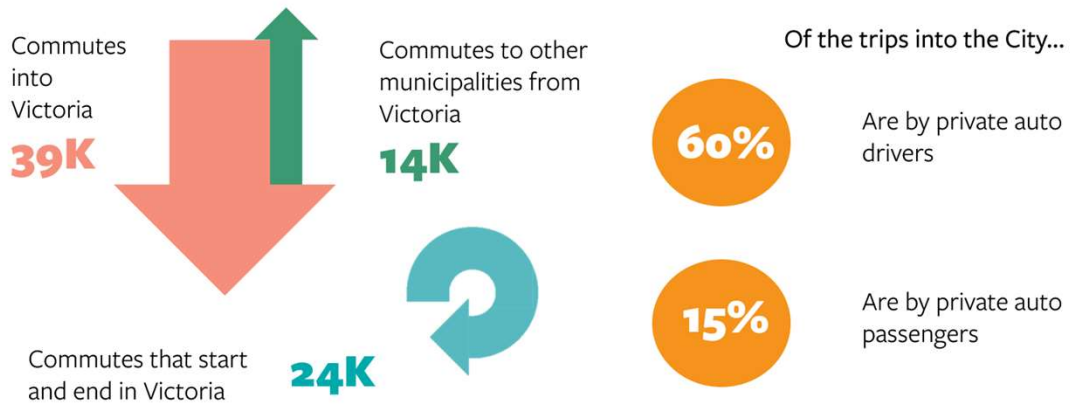


**Residents in their family-forming years continue to move away from Victoria**

18

## Influencing Future Trends

### Commuting in, to, and around Victoria



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## Key Housing Types

Addressing the Gaps & Choosing the Right Supply

20

# The Housing Continuum



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# Meet your Neighbour

Victoria is made up of a diverse population, with different needs, income levels and characteristics



Neighbour Profiles		
	Victoria's Housing Futures Report provides profiles and characteristics of Victoria residents to help contextualize housing needs.	
	Victoria Population (2021)	91,867

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## Family Friendly Housing

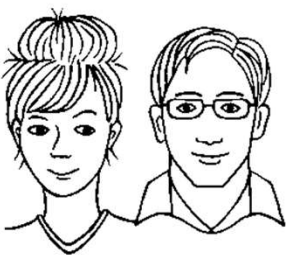

Meet Sara & Ravi			
	<p>We've outgrown our space and are hoping to move to a bigger place soon. The older apartment we rent now allows us to save for a down payment</p>		
	<table border="1"> <tr> <td>Yearly Income</td> <td>\$115,000</td> </tr> </table>	Yearly Income	\$115,000
	Yearly Income	\$115,000	
<div>  <div>Family Friendly</div> </div>			

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*Victoria's Housing Future*

23

## Secured Rental

Meet April & Diego			
	<p>We were so happy to find a new, high-quality rental apartment, and if we decide to start a family, we know the unit is secure, and it's a comfortable size.</p>		
	<table border="1"> <tr> <td>Yearly Income</td> <td>\$93,400</td> </tr> </table>	Yearly Income	\$93,400
	Yearly Income	\$93,400	
<div> <div>Secured Rental</div>  </div>			

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*Victoria's Housing Future*

24

## Affordable Rental

Meet Mariel			
	<p>The building I live in isn't in the best shape, but it is affordable and close to the bus that takes me to work and to see my grandchildren.</p>		
	<table border="1"> <tr> <td><b>Yearly Income</b></td> <td><b>\$19,250</b></td> </tr> </table>	<b>Yearly Income</b>	<b>\$19,250</b>
	<b>Yearly Income</b>	<b>\$19,250</b>	
<p><b>Affordable Rental</b></p> 			

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Victoria's Housing Future

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## The Housing Continuum

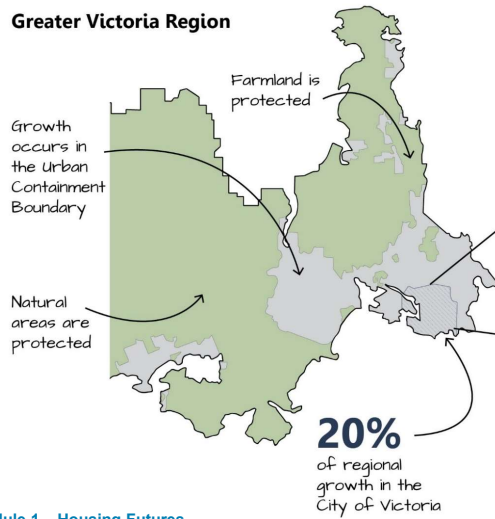


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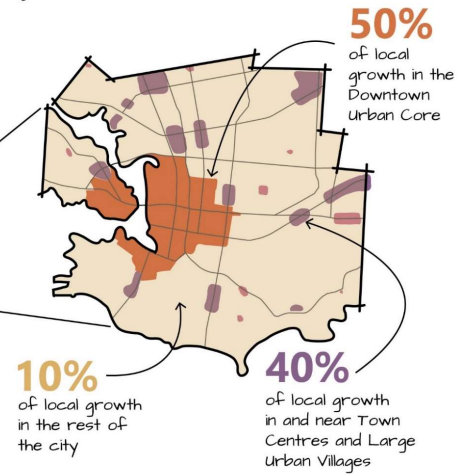
26

## Capacity: Foundation for Meeting Need

Greater Victoria Region



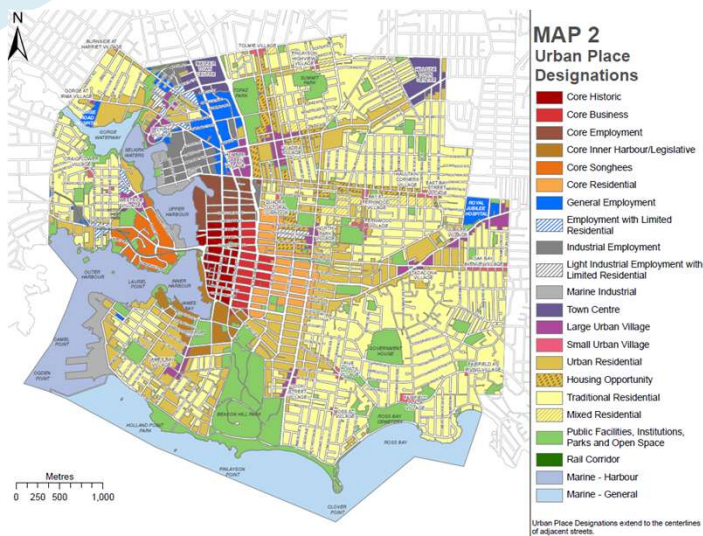
City of Victoria



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## Capacity in OCP



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OCP establishes general pattern of land use

Zoning Bylaw regulates specific uses and density



28

## Capacity Assessment: Falling Short



### CAPACITY

**Lack room for  
about 15% to 30%  
of needs across  
the board**



### LOCATION

**Lack room near  
Urban Villages  
and Town  
Centres**



### DIVERSITY

**Lack of diversity  
in housing  
supply**

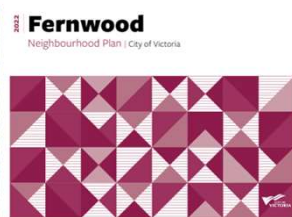
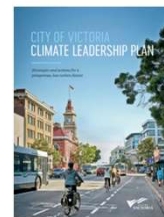
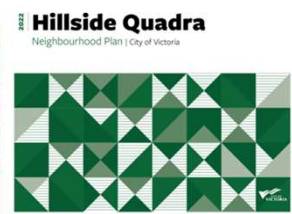
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## Making Room and Strengthening Foundation

- Adding capacity through planning processes – but need to address citywide.
- Have strong citywide guidance on multiple objectives to support future work.
- Continue to advance the Victoria Housing Strategy.

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30

## Wrap up

- Victoria will add about 11,000 households by 2041.
- Latent demand adds to overall housing need.
- Ongoing demand for more diversity and affordability.
- Current OCP capacity falls short of meeting existing and future need
  - We're working on it!



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## Overview



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## What Is The Victoria Housing Strategy?

- Defines the City's role and commitment in the provision of affordable housing
- Assesses and forecasts affordable housing needs
- Establishes targets and proposes tools to meet those needs

**The Victoria Housing Strategy 2016 – 2025**  
Phase Two: 2019 – 2022

**PIBC Gold 2021**

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## Housing Strategy Targets

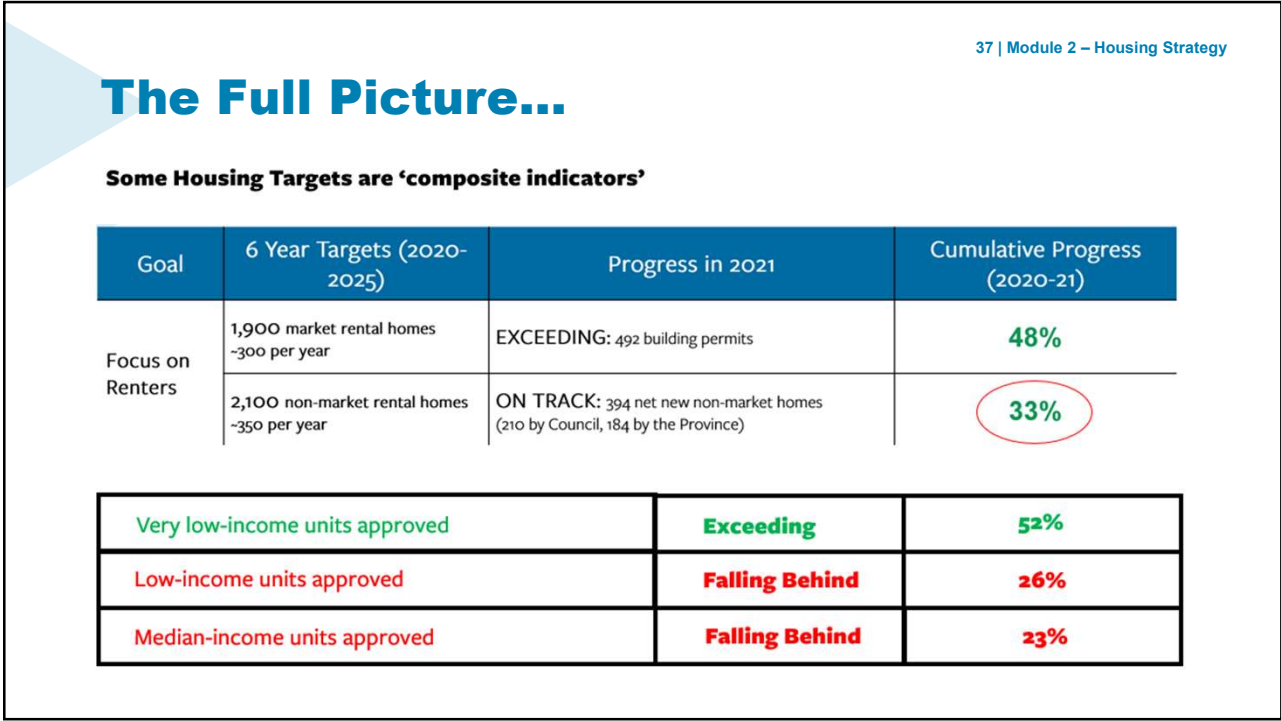


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## What We've Accomplished So Far

Goal	6 Year Targets (2020-2025)	Progress in 2021	Cumulative Progress (2020-21)
Focus on Renters	1,900 market rental homes ~300 per year	EXCEEDING: 492 building permits	48%
	2,100 non-market rental homes ~350 per year	ON TRACK: 394 net new non-market homes (210 by Council, 184 by the Province)	33%
Increase Supply	6,000 total new homes ~1,000 per year	EXCEEDING: 1,503 net new homes proceeding to construction	35%
	1,000 total new strata homes ~150 per year	EXCEEDING: 489 building permits	69%
More Housing Choice	1,600 new homes for families ~250 per year	FALLING BEHIND: 142 homes secured through legal agreements or building permits	22%
	1,000 missing middle type homes ~150 per year	FALLING BEHIND: 34 building permits	10%

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# Questions?

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## KEY CONCEPT DEFINITION

### Residential Rental Tenure Zoning (RRTZ)

Provides local governments greater authority to preserve and increase the overall supply of purpose-built rental housing through zoning.

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40



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# Housing Strategy Actions



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## Tracking Housing Strategy Actions

21	COMPLETED / ONGOING
13	UNDERWAY
15	FUTURE ACTION / ON HOLD

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42



## Priority Actions



Improve **affordability**, stability and choice for renters



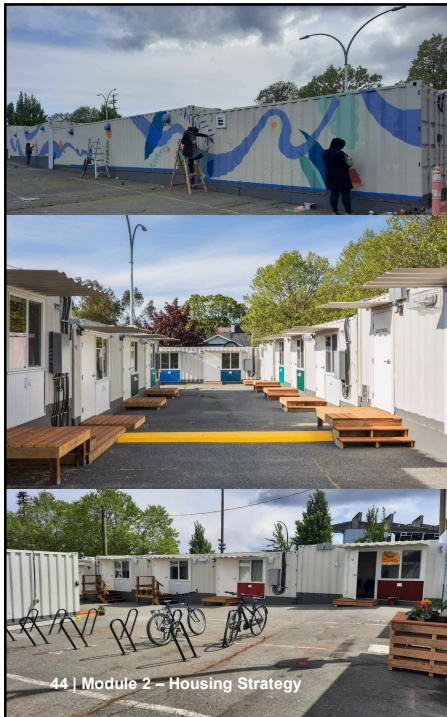
Encourage new housing **supply**



Encourage a **range of housing options** to meet the needs of residents

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## Improving Affordability

- Provide incentives for non-profit rental projects
- Partner with affordable housing providers through land partnerships and capital grants
- Streamline approval processes for non-market projects
- Utilize market-based affordability tools (e.g. inclusionary housing)

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## Focusing on Renters

- Create more purpose-built rental housing
- Encourage opportunities for secondary rental options and improve housing choice
- Create, strengthen, and maintain regulations to protect tenants



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## Increasing Supply

- Work with developers and builders to create a range of housing options
- Explore process and zoning updates to support priority housing forms
- Consider incentives to achieve housing targets (affordable, accessible, or family-sized housing)



### Reflection Question

**What types of housing are we falling behind on?**

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## Wrap up

- Victoria doing well on housing targets but:
  - Falling behind on low- and median-income housing targets
  - Failing to meet housing choice targets
- Housing Strategy actions are prioritized to better:
  - Focus on affordability, stability, and choice for renters
  - Increase Supply
  - Increase housing options



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## Overview



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2022

MODULE 3 Sustainable Planning & Community Development

Affordable Housing

Current efforts to support and facilitate affordability.

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## How Does City Define Affordable Housing?

“housing where the price does not exceed 30% of the gross annual household income for very-low-income to moderate-income households”

	BACHELOR \$375 TO \$875	1-BEDROOM \$425 TO \$1050	2-BEDROOM \$575 TO \$1300	3-BEDROOM \$700 TO \$1750
Very Low Income	\$375	\$425	\$575	\$700
Low Income	\$500	\$650	\$850	\$1000
Median Income	\$875	\$1050	\$1300	\$1750

Affordable Housing



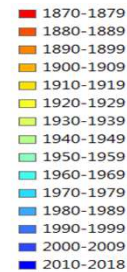
[Victoria Housing Strategy](#)

50

## Fast Stats

- Deeper affordability requires major subsidies
  - Operating subsidy of \$1,200 per unit per month for 30 years
  - Capital grant of \$100,000 per unit
- 1,200 people on BC Housing waitlist<sup>1</sup>
- Roughly 50% of affordable housing in CRD built in 1970s & 1980s<sup>2</sup>

Rental Building Parcels by Year Built



### Reflection Question

How can we support the next generation of affordable rentals?



Sources: 1. BC Housing. 2022. Registry Waitlist, 2. CMHC. 2021. Social & Affordable Housing Survey 3. Statistics Canada. 2022. Victoria Census Profile

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## Challenges for affordable rental projects

Access to land

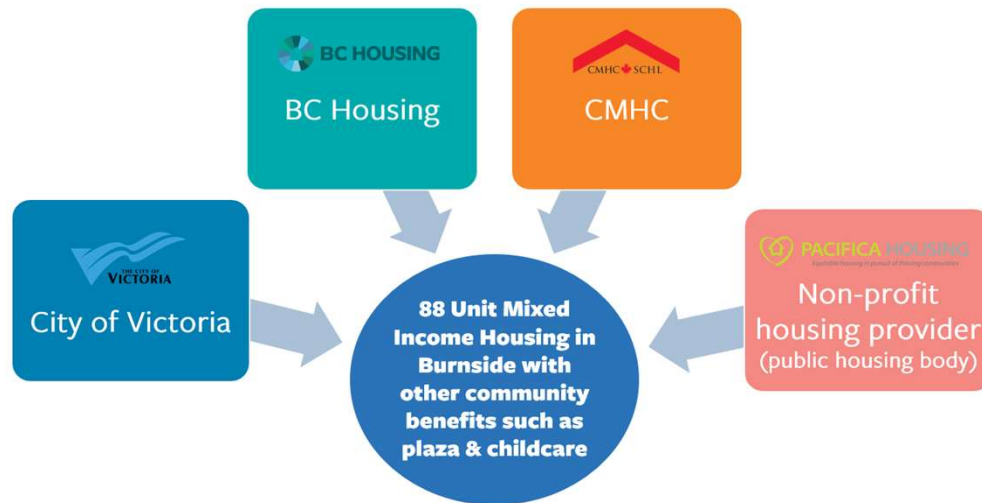
Senior govt. funding

Risk of approvals process

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## How affordable housing is delivered in BC?



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## BC Housing: Mixed Income Project

Deep Subsidy Units (20% of units)	Rent Geared To Income (RGI) Units (50% of units)	Near Market Units (30% of units)
Monthly rents aligned with social assistance rates	Rents set to roughly 30% of household incomes of people earning low to median incomes	Slightly below market rental rates roughly 80%-90% of market rents
Estimated Monthly Rents 1-Bed \$375 2-Bed \$575	Estimated Monthly Rents 1-Bed \$848 2-Bed \$1,089	Estimated Monthly Rents 1-Bed 1,850 2-Bed \$2,250

### Operating Subsidies & Partnerships to Deliver Deep Affordability:

- 62 Deep Subsidy & RGI Units requires an average monthly subsidy of \$1,200 per unit.

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# Questions?

55 | Module 3 – Affordable Housing Supports and



55

56 | Module 3 – Affordable Housing Supports and Response



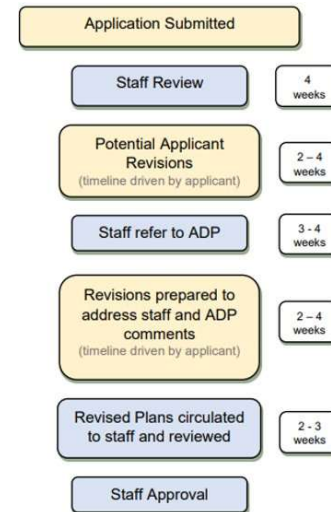
## How does the City Support or encourage affordable housing?



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## Rapid Deployment of Affordable Housing

- Support affordable rental & co-ops
- Project must meet key criteria including:
  - OCP & design guidelines
  - Zoning requirements
- Projects meeting criteria gain access to:
  - Delegated development permits
  - Allowed max density in OCP without rezoning



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## Rapid Deployment Example

### Typical Process

- Site zoning has multiple dwelling as use
- Max density in zone 0.95:1 FSR
- Current zone, site supports ~18 units
- OCP max is 2.0FSR, rezoning required to access max density

### Accelerated Process

- No rezoning needed, no council approval
- Delegated Development Permit
- OCP allows Max of 2:1 FSR
- At OCP max, project could get ~ 40 units

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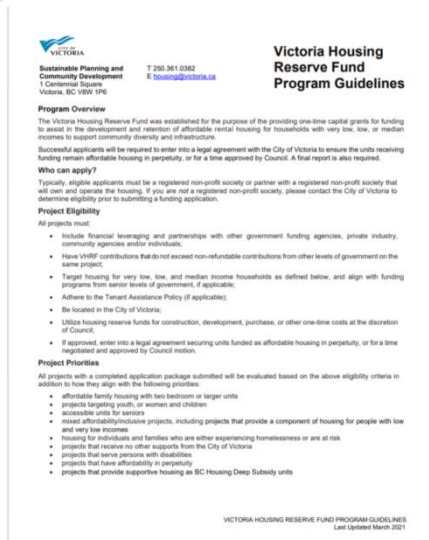


### Assumptions

Site Area	14,000 sq. ft
Density	2:1 FSR
Gross Floor Area	28,000 sq. ft
Usable Space 85%	24,000 sq. ft
Average Unit Size	650 sq. ft

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## Victoria Housing Reserve Fund (VHRF)



### Provides grants to support the creation of new affordable rental housing:

- Applicants must be non-profit
- One-time grants to support capital costs
- Two annual funding intakes
- Current cap of \$500,000
- Council approval of grants required

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## Victoria Housing Reserve Fund

### Affordable housing project near Vic High OK'd by council

Development will include 158 units of affordable housing

Roxanne Egan-Elliott  
Oct 31, 2021 5:01 AM



*CRHC Project received \$1,065,000 grant  
in 2021*

### Project Funding Details:

- Prioritizes housing for those with very low, low & median incomes
- Grant levels reflect City affordability targets
  - Alignment with BC Housing funding
- Funding released pre & post construction
- Legal agreement with the City to secure affordability of units.

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## KEY CONCEPT DEFINITION

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### Inclusionary Housing & Land Lift

**Inclusionary Housing:** Requirement of on-site affordable rental or affordable homeownership units that meet City's affordability targets for rezoning applications.

**Land Lift:** increase in land value as a result of the increase in density associated with the proposed rezoning application.



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## Inclusionary Housing Policy - Background

- Tool for managing growth & affordability
- Market-based affordability tool
- Secure portion of land lift for community benefits
- Encourage mixed-income communities



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## Inclusionary Housing Policy

- Rezoning applications seeking greater density
- On-site affordability or cash contributions
- Requirements based on project size & land lift
- Policy adopted in July 2019
- Three-year review forthcoming in early 2023

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## Inclusionary Housing Policy

Housing amenity contributions under the Policy:

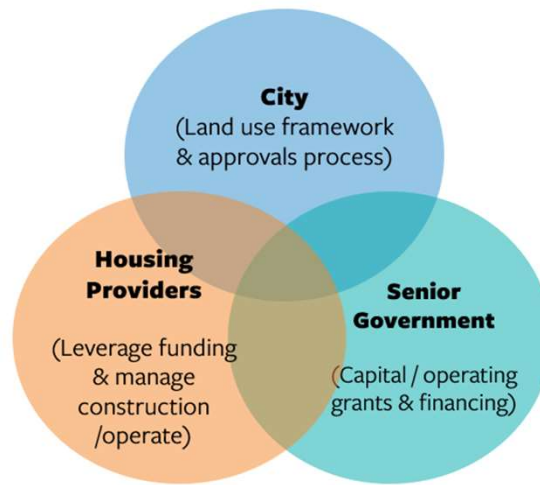
- Focus on securing contributions from strata residential rezoning applications
  - Affordable rental, Affordable homeownership or
  - Cash-in-lieu
- Where the following is secured, projects not typically required to make additional contributions
  - Rental housing
  - Non-market housing



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## Wrap up

- Urgent need for affordable housing
- Partnership with various groups required
- Each group has different levers
- Land use is key lever for City
- Collective impact



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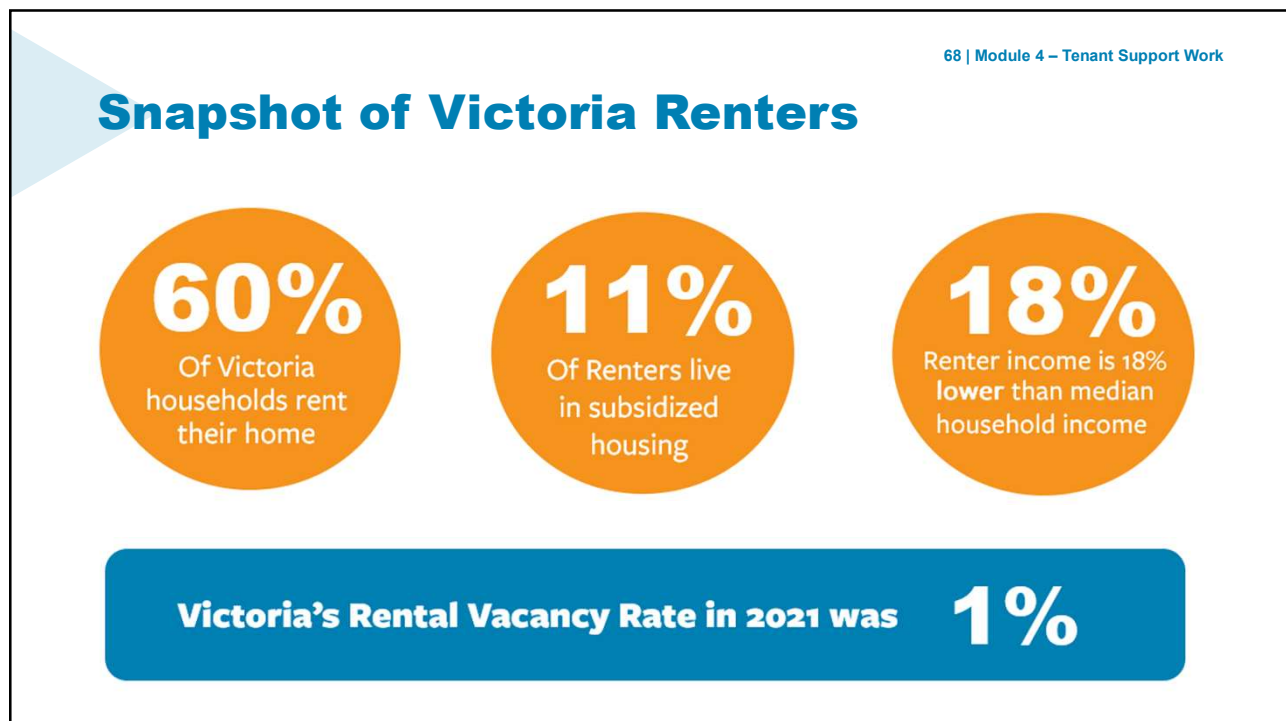
## Overview



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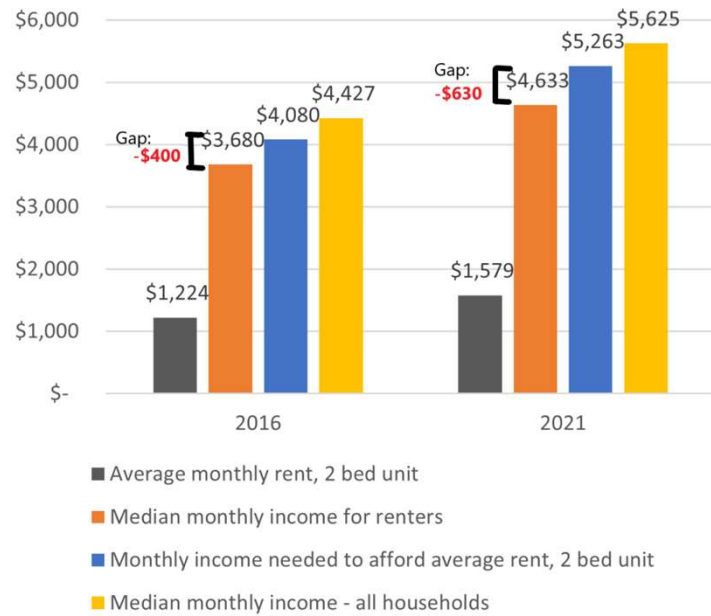
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## Victoria Rental Affordability Gap

69 | Module 4 – Tenant Support Work



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## Tenant Assistance Policy


**Helps mitigate potential impacts of displacement on tenants as a result of renovations or development**

The Policy aims to support tenants by:

- Compensation based on length of tenancy
- Moving expenses and assistance
- Relocation assistance
- Right of First Refusal (if applicable) to return to the building
- Additional assistance for tenants where the impact of displacement may be more acute



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**KEY  
CONCEPT  
DEFINITION**

## BC Residential Tenancy Act (RTA)

The provincial statute that regulates all tenancy agreements in residential units across the province.

Outlines tenant's and landlord's rights and responsibilities.

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# How else does the City support tenants?

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## Rental Property Standards of Maintenance

- Ensure quality, safety, and livability of rental units
- Standards related to water leaks, heat, fire safety, doors and windows, pests, etc.
- Aligns with resources under the Residential Tenancies Act
- Provides the Residential Tenancy Branch (RTB) a framework for measuring compliance in Victoria
- RTB is responsible for investigating and enforcing standards



73 | Module 4 – Tenant Support Work

73

74 | Module 4 – Tenant Support Work

## Renters' Advisory Committee

### **Provides advice and recommendations to Council on:**

- Policies to protect and improve the quality and affordability of existing rental stock
- Policies to increase rental housing stock
- Improving conditions and well-being for renters living in Victoria
- Strategic priorities for the City relating to renters
- Impacts of provincial and federal legislation affecting tenants
- Enhancing access and inclusion of renters in the development of municipal policy and civic life



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## Rent Bank

Providing financial assistance in the form of a no-interest repayable loan to households at risk of eviction

Loans can be used for:

- Damage Deposits
- First Month's Rent
- Rent for those in risk of eviction.

### 2021 Rent Bank Pilot Insights on Applicants



34% were households with children



Spending on average 71% of income on housing



46% were living in City of Victoria

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75

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## Tenant Capacity Building Project

- In partnership with local and international tenant advocacy organizations
- Educate renters about municipal and provincial tenant protection policies and processes
  - Renters' Toolkit
  - In-person and online workshops
- Policy review of tenant protection measures across Canada with recommendations for advocacy and how to address gaps



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## Wrap up

- Victoria is a city of renters, many of whom are amongst our most vulnerable residents
- Renter median household income is nearly 20% lower than the overall median income level
- The city is committed to helping renters have an affordable, safe, and secure place to call home.



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2022

Conclusion

Sustainable Planning &amp; Community Development

# The Role of the City

Leveraging land use for housing goals

78 | Conclusion



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## Housing Continuum & Partnerships



79 | Conclusion

79

80 | Conclusion

## Affordability and Availability Crisis

Monthly Affordability Gap for Renters,  
City of Victoria

Affordability  
Gap of **\$630**  
per month

Source: Calculated based on 2021 Rental Market Survey &  
2021 Census, Victoria Renter Income Data.

City of Victoria, 10-Year Average  
Vacancy Rate

Victoria's  
Average  
Vacancy Rate  
is **1.46%**

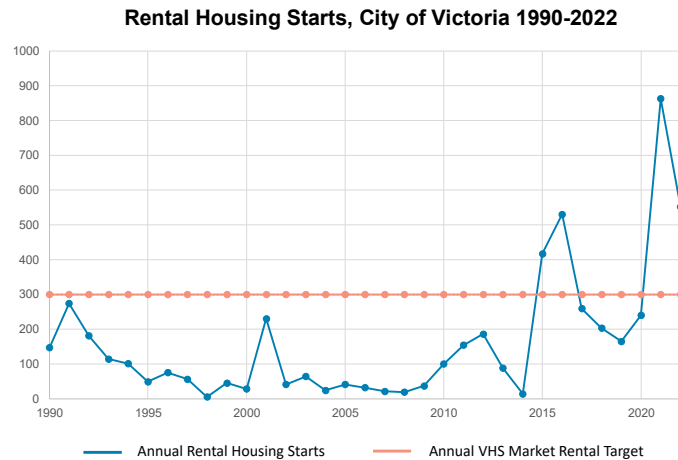
Source: Calculated based on CMHC, Rental Market Survey

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## Need is Urgent AND Ongoing

Real pressure exists for Victorians today, but this crisis was decades in the making.

Solutions require incremental and ongoing action at all levels.



Source: CMHC, 2022. Historical Starts by Dwelling Type for Victoria (City).  
2022 starts are year to date up to October.

81 | Conclusion

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## Responding to the Housing Crisis



Land Use Framework & Approvals Process



Commitment to Housing Options and Supply



Working with Other Levels of Government



Innovation and Bold Ideas

82 | Conclusion

82



## Modernizing the Land Use Framework

- Leveraging city's authority
- Evidence-based response to housing needs
- Integrated policy response to add housing capacity
- Focus on priority housing forms & tenures in new capacity



83 | Conclusion

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## An Opportunity to Shape our City

- Climate Action
- Complete, Connected Communities
- Health & Well-being
- Diversity, Vibrancy & Inclusion



84 | Conclusion

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# Thank you

85 | Conclusion

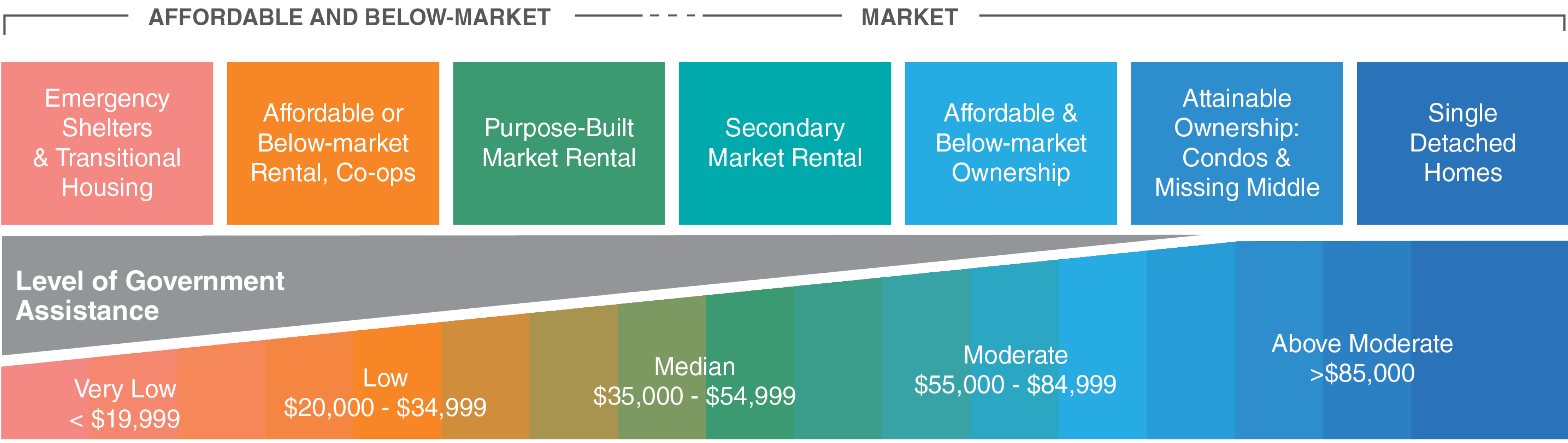


# Housing Continuum



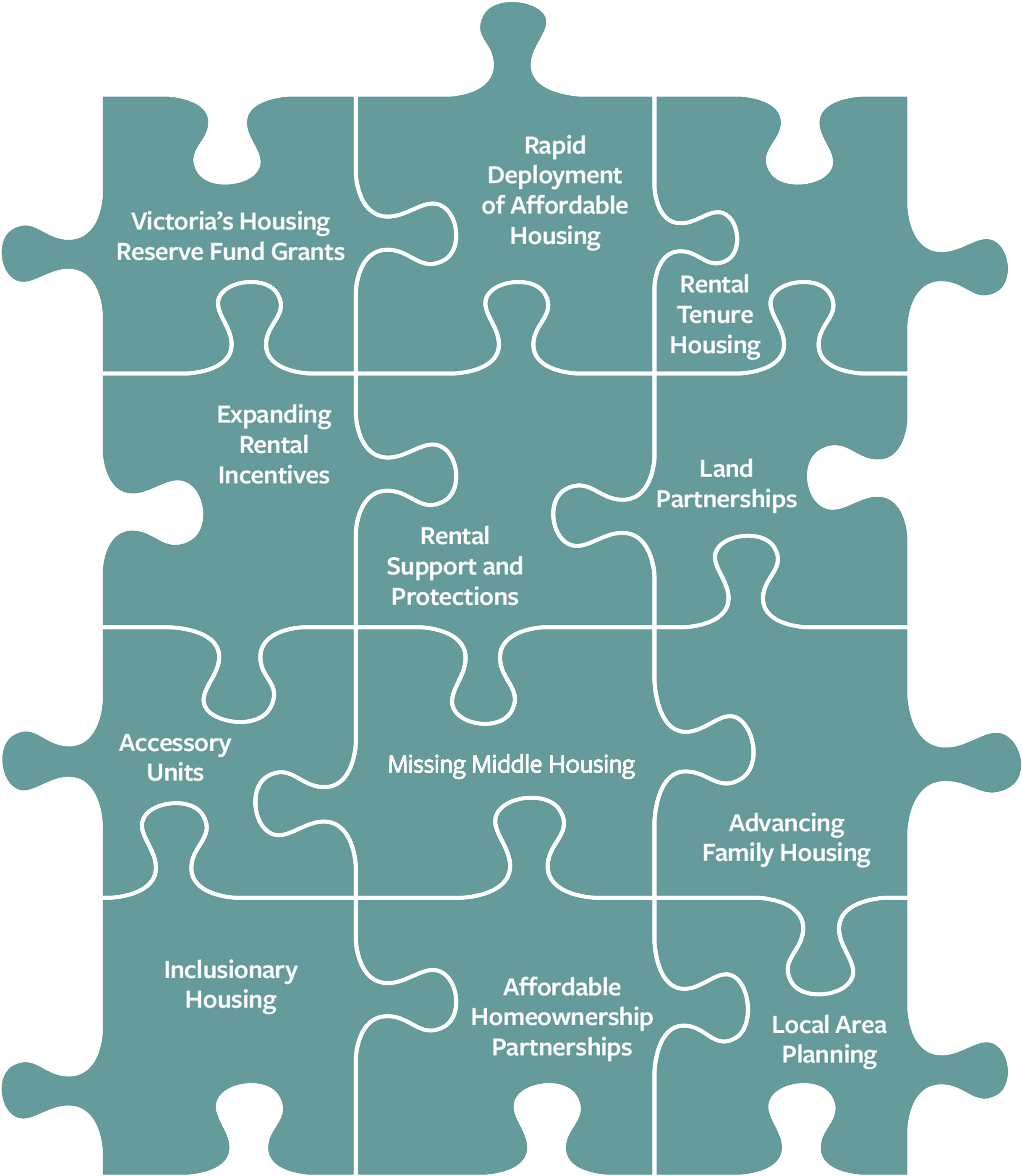
Housing Types

Incomes



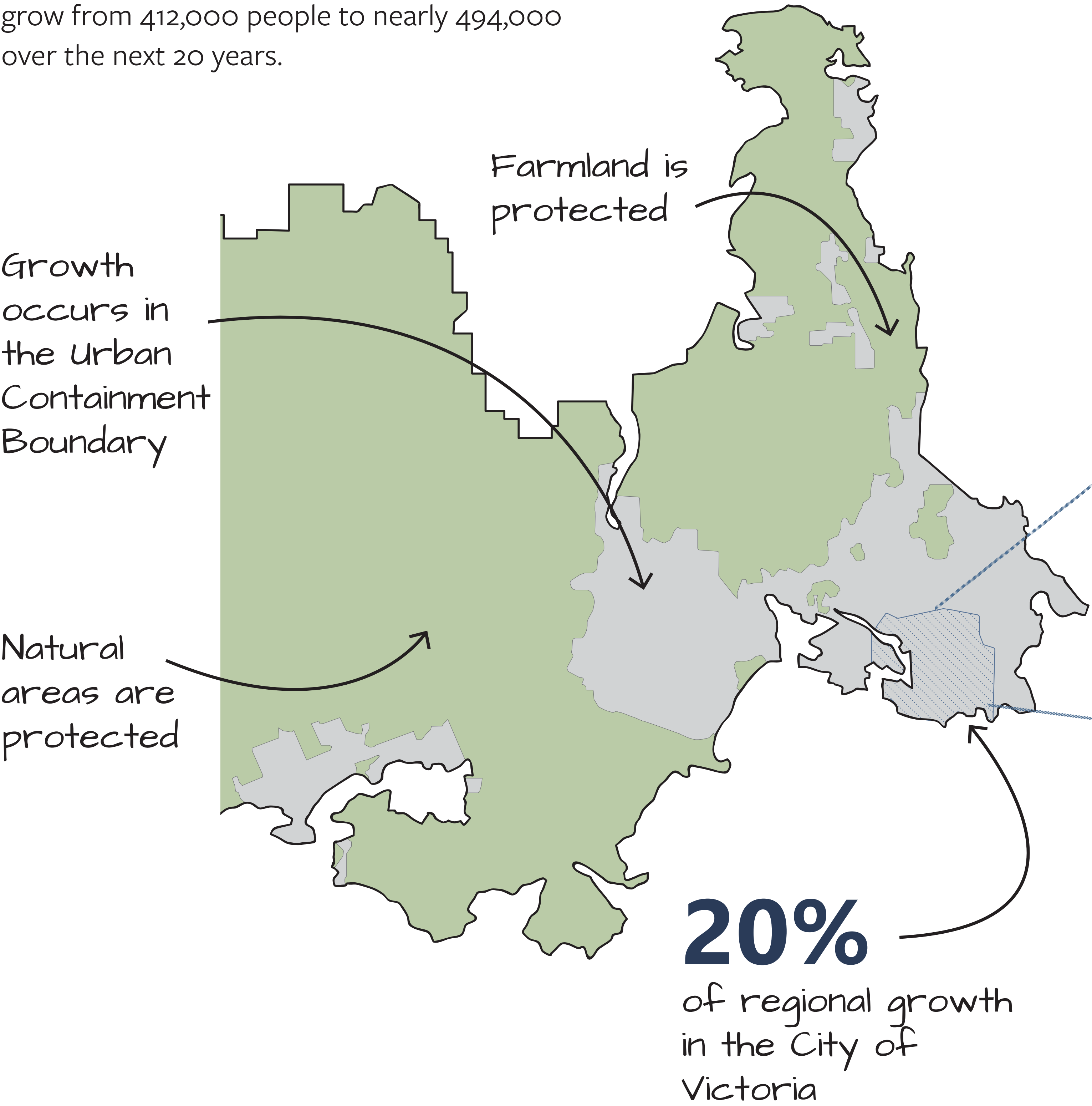


# Housing Puzzle

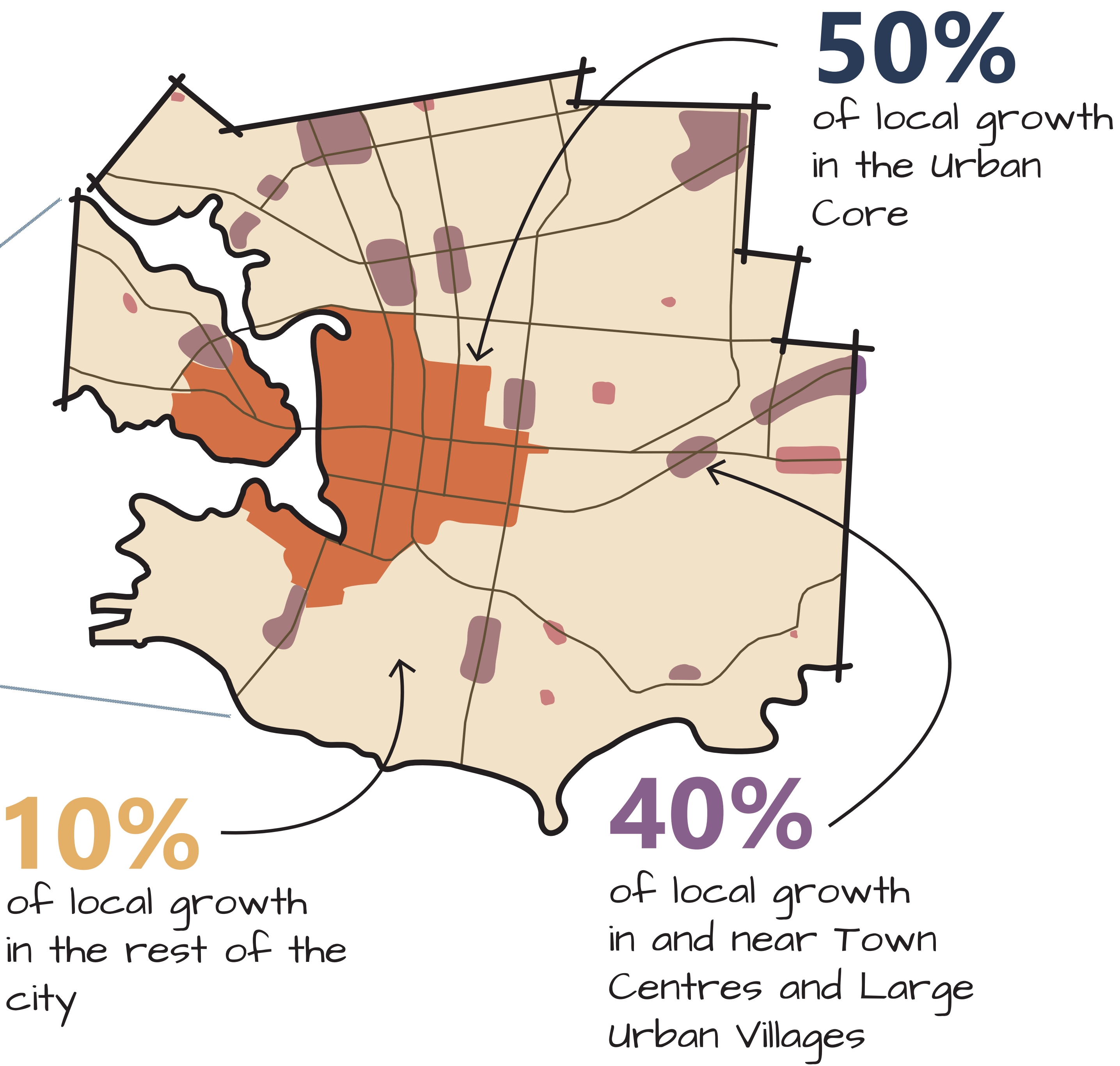


# Growth Framework

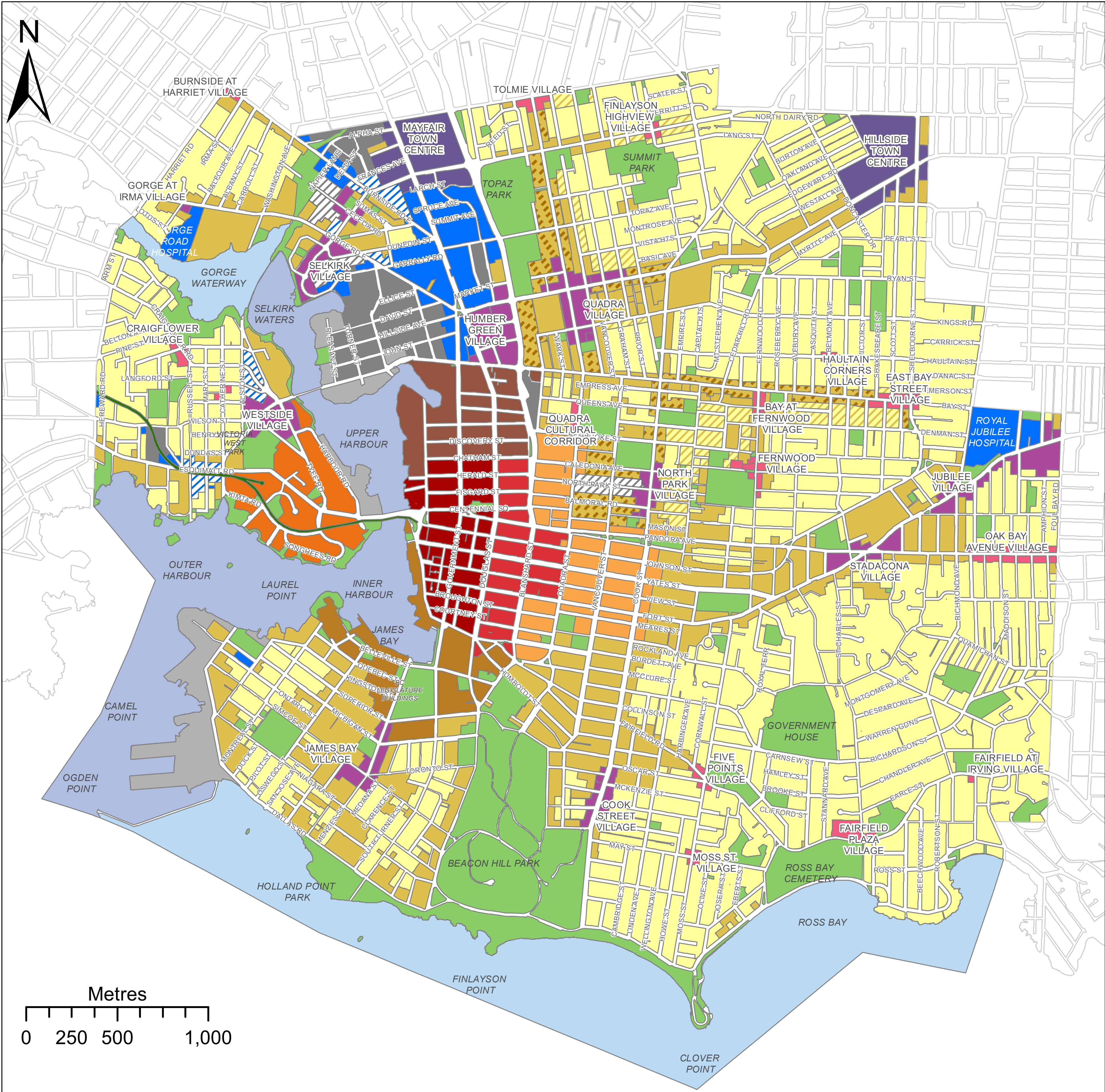
The Greater Victoria Region is projected to grow from 412,000 people to nearly 494,000 over the next 20 years.



The City of Victoria has an established framework to manage growth sustainably and create complete, connected, low carbon communities.







# MAP 2

## Urban Place Designations

- Core Historic
- Core Business
- Core Employment
- Core Inner Harbour/Legislative
- Core Songhees
- Core Residential
- General Employment
- Employment with Limited Residential
- Industrial Employment
- Light Industrial Employment with Limited Residential
- Marine Industrial
- Town Centre
- Large Urban Village
- Small Urban Village
- Urban Residential
- Housing Opportunity
- Traditional Residential
- Mixed Residential
- Public Facilities, Institutions, Parks and Open Space
- Rail Corridor
- Marine - Harbour
- Marine - General

Urban Place Designations extend to the centerlines of adjacent streets.





## Committee of the Whole Report For the Meeting of December 1, 2022

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**To:** Committee of the Whole  
**From:** Curt Kingsley, City Clerk  
**Subject:** National Memorial Day for Persons Experiencing Homelessness – December 21<sup>st</sup>, 2022  
**Date:** December 1<sup>st</sup>, 2022

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### RECOMMENDATION

That the *National Memorial Day for Persons Experiencing Homelessness* Proclamation be forwarded to the December 8<sup>th</sup>, 2022 Council meeting for Council's consideration.

### EXECUTIVE SUMMARY

Attached as Appendix A is the requested *National Memorial Day for Persons Experiencing Homelessness* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2021 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

A list of 2022 Proclamations is provided as Appendix C in accordance with the Council direction provided at the November 10, 2022 daytime Council meeting.

Respectfully submitted,

Curt Kingsley  
City Clerk

### List of Attachments

- Appendix A: Proclamation "*National Memorial Day for Persons Experiencing Homelessness*"
- Appendix B: List of Previously Approved Proclamations
- Appendix C: List of 2022 Approved Proclamations



## CITY OF VICTORIA

# PROCLAMATION

### **“NATIONAL MEMORIAL DAY FOR PERSONS EXPERIENCING HOMELESSNESS”**

- WHEREAS** *In Article 25(1) of its Universal Declaration of Human Rights, the United Nations has affirmed that housing is a human right; and*
- WHEREAS** *June 21, 2019 Bill C-97 containing the federal right to housing legislation, was signed into Canadian law; and*
- WHEREAS** *homelessness and inadequate housing pose severe hardship for women, men, people of all gender identities, youth and children living in Victoria; and*
- WHEREAS** *in the 2020 Point In Time Count 35% of persons experiencing homelessness in the Capital Region identified as Indigenous; and*
- WHEREAS** *people who experience homelessness and inadequate housing have poorer health, shorter life expectancy and often lack access to basic health, mental health and addiction services; and*
- WHEREAS** *in remembering those who have died on the streets and in inadequate housing of Greater Victoria, the cause of ending homelessness is kept urgent, as is the City of Victoria's collective commitment to preventing such deaths in the future; and*
- WHEREAS** *December 21st is the first day of winter and the longest night of the year, and has been designated National Homeless Persons' Memorial Day by cities around the world; and*
- WHEREAS** *in recognition of the people who have died unhoused and underhoused in Greater Victoria, Victoria City Council asks all our residents to take a moment of silence in remembrance on December 21st; and*
- WHEREAS** *Victoria City Council encourages our residents to support and participate in all local efforts to eliminate homelessness and inadequate housing in our community.*

**NOW, THEREFORE** *I do hereby proclaim Wednesday December 21<sup>st</sup>, 2022, as “NATIONAL MEMORIAL DAY FOR PERSONS EXPERIENCING HOMELESSNESS ” on the HOMELANDS of the Lekwungen speaking SONGHEES AND ESQUIMALT PEOPLE in the CITY OF VICTORIA, CAPITAL CITY of the PROVINCE of BRITISH COLUMBIA.*

**IN WITNESS WHEREOF**, *I hereunto set my hand this 8<sup>th</sup> day of December, Two Thousand and Twenty-Two.*

**MARIANNE ALTO**  
**MAYOR**  
**CITY OF VICTORIA**  
**BRITISH COLUMBIA**

**Sponsored by:**  
**Alliance to End Homelessness**  
**in the Capital Region**

**Appendix B**

<b>Council Meetings</b>	<b>Proclamations</b>
28-Jan-21	Wear Red Canada Day - February 13, 2021 International Day of Zero Tolerance for Female Genital Mutilation - February 6, 2021
11-Feb-21	Chamber of Commerce Week - February 15 to 22, 2021 National Engineering Month - March 2021
18-Feb-21	United Nations Decade on Ecosystem Restoration - 2021 to 2030
18-Mar-21	World Tuberculosis Day - March 24, 2021
15-Apr-21	Sexual Assault Awareness Month – April 2021
22-Apr-21	Global Love Day - May 1, 2021 St. George's Day - April 23, 2021 Melanoma and Skin Cancer Awareness Month - May 2021 GBC/CIDP Awareness Month - May 2021 Huntington Disease Awareness Month - May 2021 Child Abuse Prevention Month - April 2021 Parental Alienation Awareness Day - April 25, 2021
6-May-21	Falun Dafa Day - May 13, 2021 Apraxia Awareness Day - May 14, 2021 Day of Action Against Asian Racism - May 10, 2021 Baseball Shirt Day - June 11, 2021
13-May-21	Komagata Maru Remembrance Day - May 23, 2021 Do Something Good For Your Neighbor Day - May 16, 2021 Post Traumatic Stress Disorder Awareness Month - June 2021 Deafblind Awareness Month - June 2021 Pride Week - June 28 to July 4, 2021 International Internal Audit Awareness Month - May 2021 Food Allergy Awareness Month - May 2021
20-May-21	Intergenerational Day Canada - June 1, 2021 World Refugee Day - June 20, 2021
3-Jun-21	Action Anxiety Day - June 10, 2021
10-Jun-21	Parachute National Injury Prevention Day - July 5, 2021 Arthritis Awareness Month - September 2021 Longest Day of Smiles - June 20, 2021
17-Jun-21	International Medical Cannabis Day - June 11, 2021
29-Jul-21	Give a Shot Month - August 2021 National Polycystic Kidney Disease Awareness Day - September 4, 2021 Wrongful Conviction Day - October 2, 2021 Commemoration of the Bicentennial of the Independence of the Republic of Peru Day - July 28, 2021
5-Aug-21	International Overdose Awareness Day - August 31, 2021 Childhood Cancer Awareness Month - September 2021
9-Sep-21	National Forest Week - September 19 to 25, 2021 Dyslexia Awareness Month - October 2021
23-Sep-21	Manufacturing Month - October 2021 Waste Reduction Week - October 18 to October 24, 2021 Fire Prevention Week - October 3 to October 9, 2021 Childhood Cancer Awareness Month - September 2021
7-Oct-21	Islamic Heritage Month - October 2021
21-Oct-21	Economic Abuse Awareness Day - November 26th, 2021 Respiratory Therapy Week - October 24 to October 30, 2021 Small Business Month - October 2021
28-Oct-21	Colour the World Orange Day - November 1, 2021 Respiratory Therapy Week - October 24 to October 30, 2021 Indigenous Disability Awareness Month - November 2021 Rising Economy Week 2021 - November 22 to November 25, 2021
2-Dec-21	Holodomor Commemoration Day - November 27, 2021 International Day of People with Disabilities - December 3, 2021
9-Dec-21	Wear Red Canada Day - February 13, 2022

### Appendix C

Council Meetings	Proclamations
20-Jan-22	Black History Month - February 2022 Year of the Garden – 2022
27-Jan-22	Congenital Heart Disease Awareness Week - February 7th to 14th, 2022
3-Feb-22	International Day of Zero Tolerance of Female Genital Mutilation - February 6, 2022
10-Feb-22	Chamber of Commerce Week - February 14-18, 2022
24-Feb-22	Proclamation of Gratitude in Remembrance of Lorne Whyte - February 24, 2022
24-Mar-22	Deafblind Awareness Month - June 2022 Global Meetings Industry Day - April 7, 2022 Jewish Heritage Month - May 2022 Parkinsons Awareness Month - April, 2022 Purple Day - March 24, 2022 Daffodil Month - April 2022
14-Apr-22	GBS/CIDP Awareness Month - May 2022
21-Apr-22	Polonia Day – May 2, 2022 Human Values Day - April 24, 2022
28-Apr-22	Moose Hide Campaign Day - May 12, 2022 Day of Action Against Anti-Asian Racism - May 10, 2022 Action Anxiety Day - June 10, 2022 Huntington Disease Awareness Month - May 2022 Myalgic Encephalomyelitis and Fibromyalgia Awareness Day – May 12, 2022 Lyme Disease Awareness Month - May, 2022
5-May-22	Melanoma and Skin Cancer Awareness Month - May, 2022
12-May-22	Passive House Week - May 22nd to 28th, 2022 Global Love Day - May 1st, 2022 International Day Against Homophobia and Transphobia – May 17th, 2022
26-May-22	International Medical Marijuana Day - June 11, 2022 Longest Day of Smiles - June 19, 2022 Lissencephaly Awareness Day - September 8, 2022 Never Give Up Day - August 18, 2022 World Elder Abuse Awareness Day - June 15, 2022 ALS Awareness Month - June 2022 International Internal Audit Awareness Month - May 2022
9-Jun-22	World Refugee Day - June 20, 2022 Year of the Salish Sea Day - June 8, 2022 to June 7, 2023 Hidradenitis Suppurativa Awareness Week - June 6 to 12, 2022
16-Jun-22	Island Good Days - June 20 to June 26, 2022
23-Jun-22	Parachute National Injury Prevention Day - July 5, 2022 World Refrigeration Day - June 26, 2022 International Women in Engineering Day - June 23, 2022 Living Donation Week - September 11 to 17, 2022 Oromo Day - June 29, 2022 Pride Week - June 23rd to July 2nd, 2022
7-Jul-22	World Pancreatic Cancer Day - November 17, 2022
14-Jul-22	Special Olympics Global Week of Inclusion - July 18 to 24, 2022
28-Jul-22	Amyloidosis Awareness Month - March 2023 230th Anniversary – Year of Black Loyalist Exodus 15 Ships to Sierra Leone #1792 Project - 2022 Childhood Cancer Awareness Month - September 2022
4-Aug-22	Wrongful Conviction Day - October 2, 2022 International Day of the Girl - October 11, 2022 Arthritis Awareness Month - September 2022 National Polycystic Kidney Disease Awareness Day - September 4, 2022 Azadi Ka Amrit Mahotsav Day - August 15, 2022
1-Sep-22	100th Anniversary of the Chinese Students' Strike Against Racism and Segregation Day – September 1, 2022
8-Sep-22	Lung Cancer Awareness Month - November 2022 Fire Prevention Week - October 9th - October 15th, 2022 National Forest Week - September 18th - September 24th, 2022 Pregnancy and Infant Loss Awareness Month - October 2022
22-Sep-22	National Children's Grief Awareness Day - November 17, 2022 Circular Economy Month - October 2022



Small Business Month - October 2022

6-Oct-22	50 Years of the Ismaili Muslim Community in Canada - September 2022 Indigenous Disability Awareness Month - November 2022
10-Nov-22	Medical Radiation Technologist Week - November 6th to November 12th, 2022