

Site Servicing Renewal

Proposed Approach

Works and Services Bylaw Modernization

As part of the modernization of the 10-Year OCP Update Process, the City's Subdivision and Development Servicing Bylaw is being renewed to improve development processes and outcomes. The existing bylaw would be repealed and replaced with a new "Works and Services Bylaw" as described in this attachment.

The comprehensive update includes:

1. A replaced and restructured Subdivision and Development Servicing Bylaw intended to be easier to follow, modernized and streamlined. Updated fees, incorporation of the role of Servicing Officer (a new role as enabled by recent Provincial legislation), introduction of a latecomer program, as described below, and updated works and services standards.
2. Creation of new Engineering Standards and Specifications for City infrastructure which will replace the current Schedule C of the existing bylaw. These standards would apply to works undertaken by a developer as well as City capital projects. The standards would be provided either as a schedule to the new bylaw or as a separate bylaw

Latecomer charges and cost recovery for excess or extended services. If an owner provides a highway, water, sewage or drainage facilities that serve land other than the land being subdivided or developed (or the owner is required to provide these excess or extended services), then there is a procedure set out in legislation for figuring out how the costs for the services are paid for and recovered. The latecomer scheme is more common in communities that are still building out new subdivisions and is less commonly used in places like Victoria, which is already built out. However, as the City's existing infrastructure works are reaching the end of their life cycles and need to be entirely replaced or upgraded, the latecomer scheme is increasingly a tool that may be relied on.

If the City wishes to require an owner to provide excess or extended services or utilize the latecomer provisions to recover the owner's costs from the benefiting properties, staff need to come to Council on a case-by-case basis for each development. Most municipalities delegate these technical matters to engineering staff. To enable this latecomer program, staff recommend:

- A new delegation to the Director of Engineering to require excess or extended works at subdivision or building permit;
- Establishing a Latecomer Policy to guide how latecomer charges are implemented and other relevant processes; and
- Establishing an annual interest rate applicable to latecomer charges (which is required to be established by bylaw).

PROPOSED STANDARDS AND SPECIFICATIONS

The proposed Works and Services Bylaw and new Engineering Standards and Specifications are informed by the **Master Municipal Construction Documents (MMCD)** publications. The MMCD Association is a non-profit society, supported by BC municipalities to create standardized construction documents for roads, sidewalks, sewers, water, stormwater, traffic signals and street lighting. The Province of British Columbia endorses MMCD for the construction of municipal services. The City's present bylaw relies on MMCD, and the modernized approach would continue this, helping to ensure consistency. As MMCD is not specific to Victoria, supplementals are required for standards and specifications that are specific or unique to Victoria. The proposed bylaws would include new supplementals that ensure alignment with Victoria 2050 and would include street classifications, servicing needs, water, sewer, stormwater and rainwater management requirements, electrical and fibre optics and boulevard works and services.

Street Classification and Design

The City is doing a comprehensive review and evaluation of all streets and networks to align with anticipated needs, best practices in mobility, land use relationships and public realm objectives. Historically, areas such as the downtown core and village nodes have received improvements based on guidelines established through council resolution. These improvements are now being standardized and incorporated into proposed regulation to ensure consistent application by both the City and developers subject to site servicing requirements. Key aspects related to transportation and street design are described below.

Alignment with OCP Objectives: Proposed adjustments to street classifications and associated cross sections focus on improving the relationship between potential road dedications and the objectives for City streets and mobility functions, as outlined in Victoria 2050. Adjustments help to ensure right-of-way improvements support the City's long-term vision for growth and development, and to ensure alignment with public realm objectives, multi-modal transportation targets and transit-oriented growth objectives over time. The proposed changes do not anticipate road widening for general purpose traffic and instead focus on repurposing the right-of-way to support multi-modal and public realm objectives.

Street Classification Map and Cross-Sections: The review has resulted in refinements to the Street Classification Map. New cross-sections would be introduced to provide improved design guidance. Key outcomes of the revised Street Classifications include:

- **Arterials:** Douglas St, Blanshard St and Hillside Ave are retained as the primary arterial streets in the city. The Arterial classification includes updated street cross-sections with a width of 30 m to support important multi-modal objectives such as dedicated transit lanes on Douglas Street. Remaining arterial streets, such as Gorge Rd, Fort St and Cook St, include updated street cross-sections with a width of 25 m to support multi-modal and public realm objectives, such as transit and cycling facilities on one-way and two-way streets.
- **Collectors:** Collector streets, such as Pembroke St, Foul Bay Rd and Menzies St, are refined into sub-classifications where transportation networks support core right-of-way functions at lesser widths of between 20 m and 23 m (i.e., to continue to support

goods movement, emergency response, transit, and cycling on streets that are narrower than, and connect to arterials based on existing land use conditions).

- **Locals:** Local streets, such as Linden Ave, Russell St and Pine St are refined into sub-classifications that reflect local context and opportunities for unique public realm enhancements on eclectic streets and linear parkways through updated cross-sections at widths of up to 18 m.

Alignment with Public Realm Standards

The existing Downtown Public Realm Guidelines are being updated, and new Public Realm Guidelines for Villages and Centres are being developed to provide design guidance for street furniture, paving materials, pedestrian lighting and layout to reflect the concentration of pedestrian activity and unique characteristics of these different areas. The proposed Works and Services Bylaw would reference these guidelines and the areas to which they are applicable as part of requirements for frontage improvements associated with development, and in alignment with street cross sections and other related standards. Staff would continue to monitor and evaluate the application of the standards and guidelines over time, to ensure clarity, consistency and applicability.

Development Works and Services

Works and services are required for all development types at the time of subdivision or building permit – capturing all scales of development from a high-density mixed-use building downtown to a neighbourhood garden suite. The proposed Works and Services Bylaw is not specific to development form, scale or location, and it may be that for developments of a certain scale or nature, the works as described in the bylaw do not need to be fully met.

Staff are exploring opportunities to include minor exemptions to the prescribed works and services for different circumstances. Minor exemptions may include building permit applications that do not result in increased density on site, or where increased density has relatively low impact to surrounding mobility networks, such as the addition of a secondary suite.

Stormwater and Rainwater Management

Stormwater and rainwater management requirements for the proposed Works and Services Bylaw are being developed to support the Victoria 2025 directions and follow guidance from the MMCD. These new requirements would provide engineering specifications that incorporate integrated rainwater management principles, prioritize green stormwater infrastructure and address projected climate impacts to future precipitation events, in alignment with a forthcoming comprehensive Integrated Rainwater Management Plan. This modernization of stormwater and rainwater management requirements harmonizes with Victoria 2050, aligns with city-wide goals for stormwater management, urban forest and climate adaptation, and brings Victoria into alignment with accepted, province-wide, industry practices.

Alignment with OCP Objectives

Victoria 2050 identifies the importance of a Blue Green Network to provide ecosystem services and natural assets to improve the city's resiliency to climate impacts, especially in the context of

increased urban growth and the implications for infrastructure. Key directions for stormwater and rainwater management include incorporation of actions for adaptation to more intense and frequent precipitation events, implementation of green stormwater infrastructure and support for green infrastructure in City policy and regulations, all aimed at a healthy, diverse, and resilient natural environment.

Modernization of the City's Stormwater and Rainwater Management Approach

The new stormwater and rainwater management requirements undergoing development as part of site servicing renewal build on design guidance from MMCD and provide supplemental specifications tailored to the City of Victoria, including:

- **Rainwater management target for new developments.** A rainwater management volume target would be brought forward in alignment with the forthcoming Integrated Rainwater Management Plan. It would reflect provincial guidance on stormwater management and accepted industry practice.
- **Standardization of rainwater management plan requirements.** Rainwater management plans are required for development applications. Updated requirements are being developed to provide clarity and to help streamline the development approval process.
- **Updates to design specifications and criteria for stormwater servicing conveyance.** While generally following MMCD design guidelines, specifications are being updated and adapted to meet the unique needs of the City's complex existing stormwater system.
- **Design specifications for green stormwater infrastructure for flow retention and water quality treatment.** These design specifications are being developed to support implementation of green stormwater infrastructure to support Victoria 2050 objectives for a Blue Green Network, to adapt to climate impacts and to meet the City's water quality improvement objectives.
- **Requirements for erosion and sediment control.** In alignment with the City's *Sanitary Sewer and Stormwater Utilities Bylaw*, specific requirements for erosion and sediment control during the construction process are being identified for protection of City infrastructure and to reduce contaminant discharges to receiving waterways, such as Cecelia Creek.
- **Requirements for operation and maintenance of works.** Development of specifications for operation and maintenance of works for stormwater and rainwater management will help to ensure long-term levels of service are maintained.

Urban Forest

Boulevard and right-of-way improvements include the urban forest; updated requirements in the Works and Services Bylaw will consider urban forest objectives and requirements of development. Modern street rights-of-way need to work harder to meet the needs of a growing city, from mobility and accessibility, to storm water management, climate resilience and urban canopy cover, new tools and standards are being considered to balance objectives in varying contexts.

The updated approach to site servicing requirements will introduce new tools to address tree planting in constrained conditions, as well as new design solutions and new administrative tools to

advance the objectives of Victoria 2050 and the City's *Urban Forest Master Plan*. New tools proposed will consider the following:

- **Expanded Tree Canopy.** Improved planting requirements and conditions would support long-term urban forestry goals and long-term tree viability. Tools will include setback allocation to support tree roots and canopy, soil volume and soil quality requirements and in some hardscape conditions, soil cells, irrigation standards and tree grates/guards.
- **Enhanced tree protection.** Improved administrative tools and requirements would protect landscape assets including trees including their critical root zones, boulevards and irrigation systems. Standardized and updated requirements for Tree Surveys, Arborist Reports and Tree Management Plans would be aligned to the requirements in the City's *Tree Protection Bylaw*. Updated fees and securities would ensure protective measures are followed.
- **Standardized Specifications.** Improved section drawings and details for tree planting, landscape and irrigation installation and written specifications to augment MMCD specifications related to trees, landscape, irrigation, raingardens, etc.
- **Requirements for operation and maintenance of works.** Updated specifications for operation and maintenance of works for landscape would help to ensure long-term levels of service are maintained.