



Committee of the Whole Report For the Meeting of February 27, 2025

To: Committee of the Whole **Date:** February 13, 2025
From: Karen Hoese, Director, Planning and Development
Subject: Draft Official Community Plan and Regulatory Directions

RECOMMENDATION

1. That Council receive for information the 10-Year OCP Update Engagement Summary Report (Attachment H).
2. That Council instruct the Director of Planning and Development to:
 - a. Refer the regional context statement, as provided in Schedule B of Attachment A to the Capital Regional District Board for consideration of acceptance.
 - b. Bring forward, for first and second readings prior to consideration at a public hearing, a bylaw that repeals the *Official Community Plan (Bylaw No. 12-013)* originally adopted in 2012 and replaces it with the new *Official Community Plan*, generally in the form as provided as a draft in Attachment A (“Victoria 2050”), following acceptance or deemed acceptance after the 120-day wait period of the regional context statement by the Capital Regional District Board.
 - c. Prepare development permit areas and heritage conservation areas generally in accordance with Attachment B: Approach to Development Permit Areas and Heritage Conservation Area and Draft Design Guidelines and include these in Victoria 2050.
 - d. Together with Victoria 2050, bring forward a bylaw that repeals *Zoning Bylaw 2018 (Bylaw No. 18-072)* and replaces it with a new zoning bylaw, generally in accordance with Attachment C: Approach to Zoning Modernization.
 - e. Together with Victoria 2050, bring forward a new Amenity Cost Charge Bylaw, generally in accordance with Attachment D: Proposed Amenity Cost Charge Bylaw.
 - f. Together with Victoria 2050, bring forward a tenant protection bylaw and associated development permit area generally in accordance with Attachment E: Proposed Tenant Protection Bylaw and Development Permit Area.
 - g. Together with Victoria 2050, bring forward necessary bylaws to repeal the *Victoria Subdivision and Development Servicing Bylaw (Bylaw No. 12-042)* and replace it with a comprehensively updated and streamlined bylaw, including modernized

engineering standards and specifications and fee schedules as generally described in Attachment F: Approach to Site Servicing Renewal.

- h. Together with Victoria 2050, bring forward a final, formatted version of the Draft Rezoning and Development Policy (Attachment G).
 - i. Review existing City policies and bylaws for redundancies or conflicts with the subject matter described in recommendations 2(a) through 2(h) above and bring forward any required amendments or revisions to reconcile the provisions of these bylaws and policies, including but not limited to the *Streets and Traffic Bylaw (Bylaw No. 09-079)*, the *Highway Access Bylaw (Bylaw No. 91-038)*, the *Sidewalks, Streets and Boulevards Protection Bylaw (Bylaw 91-052)* and the *Downtown Core Area Plan (2011, updated 2022)*.
 - j. If Victoria 2050 is adopted, following adoption, prepare a five-year implementation plan that prioritizes the following City actions:
 - i. Development of an OCP monitoring, evaluation and update program, in accordance with Provincial legislation.
 - ii. Completion of the subsequent phases of Zoning Modernization, as generally described in Attachment C.
 - iii. Updates to the *Land Use Procedures Bylaw (16-028)* and other development process improvements as described in this report.
 - iv. A renewed plan for Downtown, following the completion of a retail strategy.
 - v. A renewed plan for the Victoria Harbour.
 - vi. A renewed heritage policy program.
 - vii. Development of a linear parkways program.
 - viii. Development of a community infrastructure strategy.
 - ix. Development of a rapid transit office to implement transit-focused road improvement projects and to plan for future rapid transit in Victoria.
3. That Council instruct the Director of Engineering and Public Works to:
- a. Bring forward a bylaw that delegates powers to the Director of Engineering and Public Works to require that owners provide excess or extended services pursuant to section 507, *Local Government Act* and sets an interest rate for latecomer charges, and develop an associated policy to guide the administration of a latecomer program as generally described in Attachment F: Approach to Site Servicing Renewal.
 - b. Bring forward a bylaw that designates the role of Servicing Officer to the Supervisor of Land Development and authorizes suitable alternate positions that can act in the servicing officer role if the Supervisor of Land Development position is vacant or unable to act.
4. That Council:
- a. Rescind the appointment of the Supervisor Land Development as the Deputy Approving Officer and appoint the person in the position of Manager – Land Development as Deputy Approving Officer.
 - b. Through the Victoria Regional Transit Commission, BC Transit Board of Directors, and directly to applicable provincial and federal ministries, increase advocacy to

expedite the provision of reliable accessible transit service, fleet renewal and infrastructure investments to support the anticipated housing and population growth in the City of Victoria.

EXECUTIVE SUMMARY

Between March and September 2024, the City undertook a comprehensive, citywide engagement process for the 10-Year Official Community Plan (OCP) Update. The engagement included dozens of events, over 1,400 survey responses, hundreds of comments and emails and locally focused workshops. The feedback received has informed the proposed directions in this report.

The draft OCP emphasizes meaningful solutions to addressing housing need. It unlocks opportunities for diverse infill housing in all residential areas, from homes with suites and house conversions to townhouses and four storey apartment buildings. It further supports more intensive infill up to six storeys in strategic areas of the city, close to complete community nodes, transit and major amenities. The proposed approach to the first phase of zoning modernization will enable these housing forms to be built more quickly, while ensuring key components of housing need, including rental, non-market and family housing, are addressed. A new approach to tenant protection would bolster the City's ability to support tenants displaced by new development. Updated design guidelines and streamlining the City's development permit areas would further improve process clarity and helps to ensure good housing and design outcomes.

The draft plan provides additional opportunity for higher density housing in major nodes along the transit network, enhancing access to services, amenities, cultural assets and employment opportunities and signalling the City's priority for improved transit service levels. It reserves important industrial lands and creates new opportunities for an innovative mix of employment uses in two new districts: Midtown and Jubilee, helping to ensure long-term economic prosperity.

A focus on community and cultural amenities helps to ensure that as new housing and population is accommodated, the City has in place a thoughtful approach and the necessary tools to support vibrant, thriving communities. A framework that emphasizes investment in major community assets and embraces creative solutions to meet local amenity needs is proposed. This framework is supported by a newly proposed Amenity Cost Charge Bylaw which would collect reasonable contributions from new development for community amenities. The program supports community, cultural and childcare spaces and creates a new funding stream for the proposed Linear Parkways Program, which repurposes existing right-of-way for social and ecological public benefits.

A comprehensive update to the City's site servicing regulations would help to ensure infrastructure – including mobility, underground, trees and green stormwater, are integrated into the public realm as the city grows. A broad rethinking of the city's streets and mobility networks help to advance sustainable mobility objectives, expanding the long-term cycling network and emphasizing the importance of improved transit service. This rethinking of the public right of way also introduces new opportunities to integrate nature into the city, both through the proposed linear parkways program and through new street design standards. This approach to city streets, together with regulations that help to retain and enhance the natural assets on private property, supports the newly envisioned Blue Green Network.

Additional improvements to the City's broader policy framework, including a streamlining, consolidating and updating of local area policies, updates to land use and development procedures

and updated appointments and delegations would improve approvals processes. New local area policies, resulting from place-based planning would be integrated into this new framework.

Should Council advance the proposed recommendations, the draft OCP's regional context statement would be submitted to the Capital Regional District Board for consideration of acceptance and the bylaws would be prepared for initial readings.

PURPOSE

The purpose of this report is to provide Council with a summary of consultation and feedback collected as part of the 10-year Official Community Plan Update.

This report also provides Council with the opportunity to advance the proposed updated Official Community Plan ("Victoria 2050") to initial bylaw readings prior to a public hearing. Several other updated or newly-proposed bylaws, crucial to Victoria 2050's implementation, are proposed to be advanced in tandem, including:

- Zoning bylaw amendments that will implement the first phase of zoning modernization, focused on residential areas, and fulfill new legislative requirements.
- Significant changes to the City's site servicing regulations and approach, including a replacement of current regulations and the introduction of new engineering standards.
- A newly-proposed Amenity Cost Charge Bylaw.
- A newly-proposed Tenant Protection Bylaw.

This report further provides Council with an opportunity to advance a new Rezoning and Development Policy which updates and consolidates directions provided in neighbourhood plans. Finally, it provides direction to consider other key policy or bylaw updates necessary for alignment with Victoria 2050, as well as priority action items for implementation.

BACKGROUND

In May of 2023, Council directed staff to undertake an expedited process to update Victoria's Official Community Plan, originally adopted in 2012 ("2012 OCP"). The process included a streamlined, single-phase engagement approach in the spirit of more urgently addressing the City's housing and climate objectives.

In February 2024, Council endorsed draft directions and an emerging policy framework for a new OCP, as well as a general approach for zoning and site servicing updates. Council provided direction to consult on these endorsed directions and undertake the engagement process approved in the May 2023 report. At this time Council provided specific direction to consult on two general land use approaches that would enable the City to meet the housing needs identified at the time.

In May 2024, Council provided direction to undertake consultation for a new Amenity Cost Charge (ACC) bylaw as part of the 10-year OCP Update process. ACCs are a new tool that enable local governments to raise revenues to assist in paying for the infrastructure and amenities to support growth. They must be developed in accordance with the authorities and requirements prescribed in *Bill 46: Housing Statutes (Development Financing) Amendment Act, 2023* (Bill 46).

In June 2024, the Province released regulations and guidance for the recently-enacted pro-active planning legislation, a component of *Bill 44: Housing Statutes (Residential Development) Amendment Act, 2023* (Bill 44). In November 2024, based on this new guidance, Council received an updated Interim Housing Needs Report (HNR). In accordance with Bill 44, the City must update the OCP and zoning bylaws by December 31, 2025 to accommodate the 20-year housing need identified in the interim report.

As part of the November 2024 report related to interim housing needs, and in response to anticipated newly zoned housing capacity, Council directed staff to undertake consultation and associated work to require tenant assistance for those displaced by proposed redevelopment via regulations rather than just policy. This work is enabled through recent authorities prescribed in *Bill 16: Housing Statutes Amendment Act, 2024* (Bill 16), which gives local governments authority to develop Tenant Protection Bylaws (TPBs) and Development Permit Areas that can require tenant assistance to support renters displaced via redevelopment.

ENGAGEMENT PROCESS

The 10-Year OCP Update engagement process was unique, innovative and largely successful. To meet the expedited timeline directed by Council, the process included a single phase of engagement, which differs from the more typical three-phased approach used in many planning processes. In alignment with the City's *All Our Voices Engagement Framework*, the process emphasized engaging on topics where people could meaningfully inform City decisions and reaching a diversity of community members with the principle of meeting people where they are.

The engagement spanned approximately six months from March to September 2024 and included diverse events and ways to participate. Events included three large open houses, five virtual sessions and 15 pop-up events across the city, as well as meetings with diverse stakeholders. Nearly 1,500 online survey responses were received in addition to hundreds of emails. A virtual open house was made available for those that could not participate in person. Materials to hold small, community-organized conversations were made available online. Thanks to a targeted promotion effort, the response rate of youth was notably high, significant in the context of a 30-year planning process.

The engagement included a sub-component titled *Places and Spaces*. This engagement focused on local areas that have not recently undertaken a local area planning process to inform more detailed guidance for growth and development, particularly in unique areas like villages and centres. This component of the process included additional, intensive community workshops for each local area, a pin-up event and separate online opportunities to participate.

The way in which feedback informed the proposed directions is noted throughout this report. A complete summary of the engagement process and feedback received can be found in Attachment H: OCP Engagement Summary Report.

VICTORIA 2050 – THE UPDATED OCP

Victoria 2050, the proposed draft OCP (Attachment A), reflects the emerging policy framework presented to Council in February 2024, incorporates new and revised directions gleaned from the engagement process and integrates policies from the 2012 OCP that remain relevant today. The document is structured into four main parts:

Part 1: Truth and Reconciliation reflects Indigenous histories and centres commitments to reconciliation in the way Victoria grows and changes. This section has been shared with the Songhees Nation and Xwsepsum Nation and may be updated based on their review.

Part 2: Past, Present and Future describes Victoria’s evolution as a city as well as its current context. It outlines goal posts related to housing, employment lands and climate action and illustrates a collective vision for the future.

- **Vision 2050** provides direction for the City in the coming decades, and priority implementation measures carve a path for that vision. However, the vision also recognizes that difficult trade-offs will have to be navigated along the way.

Part 3: City Networks Provides policy direction that guide key actions and decisions related to foundational elements of city building:

1. Urban Form and Land Use
2. Community Infrastructure
3. Mobility Infrastructure
4. Blue Green Infrastructure

For each of the above core sections of the proposed OCP, there are a list of Victoria 2050 City Actions that outline key implementation measures for the City. The actions may be ongoing in nature, such as maintaining a Housing Needs Report, or may be singular projects, such as updating the Downtown Core Area Plan.

Part 4: People and Partnerships provides policy direction that guides actions, partnerships, collaboration and advocacy to shape a future that is equitable, climate-forward, resilient, sustainable and prosperous, including:

5. Climate Forward City
6. Welcoming, Equitable City
7. Healthy, Safe and Resilient City
8. Sustainable City
9. Vibrant and Prosperous City
10. A City that Speaks, Listens and Acts

The plan includes **four schedules** that support its implementation:

- Schedule A provides direction on plan administration, interpretation, development processes and adaptive management.
- Schedule B is the Regional Context Statement, which demonstrates alignment with the Regional Growth Strategy and, should Council direct staff to proceed, would be submitted to the Capital Regional District Board for consideration of acceptance.
- Schedule C is a placeholder for Development Permit Areas and Heritage Conservation Areas which, at Council’s direction, will be drafted in accordance with Attachment B.
- Schedule D includes all OCP maps.

The following sections summarize key Victoria 2050 policy directions by topic area and describes how the proposed regulatory updates support implementation.

TARGETS AND GOAL POSTS

Planning for 2050 requires a forecasting of future needs. Like most cities across Canada, Victoria's population is anticipated to grow, which will result in new demand for housing and employment spaces. Meanwhile, there is unmet need in the city's housing stock today. As Victoria grows and evolves to meet the needs of current and future residents, it must also consider how that growth will impact greenhouse gas emission targets and respond to a changing climate.

Population Growth and Housing Needs

In 2021, Victoria's population was approximately 94,900. By 2050, the population is anticipated to reach 142,000. After considering estimates of latent demand – housing needs that have gone unmet – the City estimates the overall 30-year housing need (between 2021 and 2050) to be approximately 34,600 units. The *Interim Housing Needs Report* received on November 28, 2024, and the housing information on which the report is based informed the Urban Structure Concept and the Victoria 2050 policies and targets pertaining to housing. In accordance with the *Local Government Act*, the City must plan for 20-year housing need, which is estimated to be 26,600 units between 2021 and 2041.

Employment Growth and Employment Land Needs

Victoria is forecast to add between 19,000 and 40,000 new jobs by 2050. This growth translates to a demand for between 1.6 and 4.3 million square feet of new employment space in the coming decades to serve a diversity of sectors and evolving business needs. Many growing and emerging sectors will require traditional or light industrial spaces. Meanwhile, Victoria and the Capital Region continue to have some of the lowest industrial vacancy rates and highest lease rates in Canada.

Climate Action

Climate change is one of the greatest challenges that we face today, and the impacts are already being felt in Victoria. Cities have a central role to play in climate action, particularly through land management and the provision of infrastructure. Victoria is committed to net zero greenhouse gas emissions and a transition to 100% renewable energy by 2050 (with a 50% reduction in greenhouse gas emissions from 2007 levels by 2030).

A climate-forward approach to urban form and land use is foundational to greenhouse gas emission reduction and was a central tenet of this process. Recent research explored how Canada, which has ambitious targets for both housing provision and greenhouse gas emission reduction, can realistically meet both objectives given the high carbon emissions associated with residential construction.¹ Two of the most effective strategies identified for meeting both housing and climate goals is to focus on residential infill in urban areas to avoid urban sprawl, and to emphasize housing forms that can be built with lower carbon materials (e.g., those that can be constructed with primarily wood materials over those that rely heavily on concrete).

Simultaneously, to meet climate action commitments, Victoria's urban form and land use approach must support low carbon mobility and resilient infrastructure. Victoria 2050 targets a shift to more

¹ Rankin, Keagan and Saxe, Shoshanna, A Future Infrastructure Growth Model for Building More Housing with Less Embodied Greenhouse Gas (November 1, 2023). Available at SSRN: <https://ssrn.com/abstract=4647023> or <http://dx.doi.org/10.2139/ssrn.4647023>

walking, rolling, cycling and public transit choices for residents (aiming for a 70% share of daily trip by these modes by 2038 and 80% by 2050). Integrating land use and new housing opportunities with low carbon mobility networks has been a focus of this process.

HOUSING

Housing was a primary topic of this process. Enabling the provision of adequate housing supply to meet the needs of the current and growing community was a key directive from the outset. The importance of this direction was echoed in subsequent changes to Provincial legislation which require local governments to identify and plan for 20-year housing need in both the OCP and zoning.

An analysis of the City's housing capacity illustrated the need to expand opportunities for more, diverse housing forms throughout Victoria. At the February 2024 check-in with Council, two approaches were advanced as potential paths forward for meeting housing needs:

- 1) A more focused approach that enabled four-storey development in any residential area and six-storey development in certain areas.
- 2) A more distributed approach that enabled six-storey development in any residential area.

Either approach could achieve the total units that would be needed by 2041. The latter, more distributed, approach could potentially offer a greater diversity of housing forms and tenures throughout the city but represented a more significant shift in Victoria's overall urban form. Both approaches prioritized good urban design.

While either approach could meet the identified 20-year housing need, neither could meet the identified 30-year housing needs. Indeed, no approach tested could meet the identified 30-year housing need based on the assessment of capacity at the time. This phenomenon is due in part to the challenging economic conditions for housing development in the city – including high land, financing and construction costs – and reflects the difficulty in predicting development opportunities over a long-term planning horizon. However, it also reflects the broader challenge of restoring affordability in the greater housing landscape, one that is not unique to Victoria and cannot be resolved with capacity alone. It requires on-going attention and investment from all levels of government to support improved access to affordable supply.

What We Heard – Meeting Housing Needs

As the Engagement Summary Report reflects, public opinion on the approach to meeting 20-year housing need was split. Approximately 52% supported the idea of considering six-storey building forms anywhere, while 48% supported a more focused approach. Comments and conversations reflected these mixed opinions. Some vocalised strong support for any solutions that could ease acute affordability challenges. Others expressed deep concern for potential impacts of future changes to Victoria's urban form and a desire to maintain the low-density form that exists in Victoria's established residential neighbourhoods. Others fell somewhere in between, expressing concerns and fears about change, but understanding housing solutions, and the evolution of the city that comes with them, is important for themselves, their families and their community.

All respondents were also asked, regardless of their response to the above, if the City did take a focused approach to enabling six-storey building forms, where these forms should be focused. The top priority for most respondents was to locate them close to shops and services in support of vibrant,

walkable communities. Proximity to parks, open spaces, the waterfront and amenities was also highly ranked, followed by proximity to the Transit Priority Network.

A split in public opinion was also displayed in responses and discussions related to prioritizing rental housing. Some felt rental was a crucial piece of the puzzle and should be prioritized in the City's regulatory approaches while others felt supply, regardless of tenure was the priority.

While opinion was split on specific solutions, the general desire for meaningful and high-quality housing solutions was prominent. As has been communicated to the City in many recent engagements, the desire for housing options to meet the needs of diverse lifestyles, household sizes, incomes and abilities emerged clearly. Participants expressed the importance of an enjoyable public realm and liveable buildings, regardless of the land use approach. Several comments also reflected a deep compassion for Victoria's unhoused and vulnerable communities and strong desires for housing solutions that would create a better city for everyone.

Residential Land Use and Policy Directions

The proposed Urban Structure Concept in Victoria 2050 embraces a more focused approach to intensive residential development through the newly defined Priority Growth Areas. In these areas, six-storey forms are enabled within 300 metres of a Community Village or Town Centre and along the Transit Priority Network. It also expands opportunities for this form around Beacon Hill Park and along the Dallas Road waterfront. Elsewhere in what is termed the Residential Fabric, Residential Infill (of up to four storeys) is enabled.

As public opinion was generally split on the approach to residential land use, other factors helped to inform the proposed Urban Structure Concept. A reflection on the significant and substantive changes to land use planning in British Columbia was top of mind when considering updates to the City's land use framework. Staff reflected on the importance of creating a framework that can learn, adapt and change over time in this new context. The new legislative requirements for more frequent reviews of the OCP make space for a more conservative approach in the near term, with opportunity to adjust in the future. Staff further considered the repeated desire for meaningful housing solutions that the City has heard over the years and the importance of stakeholder confidence in achieving the desired urban form. While good urban design can be achieved at any development scale, introducing a built form that is markedly different is most successful when done incrementally. A more incremental approach to evolving the urban form also allows for greater coordination of infrastructure and amenities. It allows stakeholders to celebrate success and adjust for errors.

While Victoria 2050 takes a focused approach to intensive (six storey) infill by identifying Priority Growth Areas, policies provide flexibility for these forms to be considered in other locations on a case-by-case basis, including in areas proximate to existing higher density building forms and, where suitable, close to other public amenities. The proposed OCP also provides flexibility to consider building forms taller than six storeys within Priority Growth Areas where the proposed development advances key objectives related to Vision 2050, including for housing affordability, reconciliation, heritage preservation, community infrastructure and climate action. Additional policy directions are provided to ensure new development meets the City's identified housing needs and all development is required to adhere to the identified Principles of Good Urban Design.

Low Carbon Growth

One of the key directions of Victoria 2050 is to thoughtfully accommodate new growth and development while emphasizing pro-active climate action to meet the City's greenhouse gas emission reduction goals and targets. The Urban Structure Concept emphasizes residential built forms that can be constructed with materials that have lower embodied carbon, primarily buildings up to six storeys that can be built with lumber. Where taller buildings are envisioned, low carbon materials are encouraged, such as mass timber. The draft plan provides a framework for complete communities where daily needs can be met through walking, cycling and transit. This framework helps to reduce emissions associated with private vehicles but also enables car-light development where carbon intensive concreted parkades can be reduced or eliminated.

Residential Zoning Approach

In accordance with *Local Government Act* requirements, and to meet the City's identified 20-year housing needs, areas within the Residential Fabric are proposed to be zoned to align with the with the draft OCP and long-standing City objectives related to infill housing.

As detailed in Attachment C, all residential areas would be zoned to permit the envisioned Residential Infill forms at a floor space ratio (FSR) of approximately 1.6:1 and a building height of up to 14 metres (four storeys). This approach provides opportunity to more easily develop a diversity of infill forms, including homes with suites and house conversions in addition to houseplexes, townhouses and low-rise apartments. To avoid overly sized single-family homes, buildings with fewer than three units would only be permitted an FSR of 0.5:1 and a height of 7.6 metres. Unique parameters are included for Heritage Conserving Infill to continue to ensure residential heritage can be preserved and evolve. Priority Growth Areas, as identified in the proposed OCP, would be zoned to permit approximately 2.6:1 FSR and a height of 20.5 metres (six storeys) if density bonus conditions, as described below, are met.

The proposed residential zoning parameters, as detailed in Attachment C, support the perimeter block approach highlighted in Victoria 2050 – with more generous rear yard setbacks and more modest front and side yard setbacks. Other parameters related to lot dimensions and open space requirements support Victoria 2050's identified Principles of Good Urban Design and objectives related to the Blue Green Networks.

Updated general regulations and definitions would help to achieve a variety of housing objectives, such as minimum unit size, family housing requirements and supportive housing for seniors. The Residential Fabric will also take a more permissive approach to non-residential uses to support corner commercial and other uses that support complement communities. The details of these regulations and definitions are outlined in Attachment C.

Density Bonusing for Housing Needs

Victoria's Housing Needs Report identifies specific, and priority housing needs for the city. While public opinion was split on prioritizing rental in the City's regulatory approach, secured rental housing remains a priority need. The economics of rental development fluctuate over time with shifts in interest rates, population growth and incentive programs that influence private sector investment. Even after modest improvements in the rental market recently, supply has not caught up with demand after decades of being underdeveloped. Moreover, rental housing serves a greater diversity of incomes and therefore has a greater ability to catch up with Victoria's estimated 8,000 units of latent demand.

Non-market and below market housing is also a priority to reduce the share of households in Core Housing Need and address latent demand in Victoria. The broad unlocking of land supply through the Residential Fabric provides ample room for general supply and opportunity to density bonus for the provision of both market and non-market rental.

The proposed approach to density bonusing, as detailed in Attachment C, would permit Residential Infill forms of approximately 1.6:1 FSR as-of-right in all residential areas. Greater densities (up to 2.6 FSR) could be achieved within Priority Growth Areas if:

- 100% of the residential component of the development is providing secured rental housing in perpetuity.
- The development is providing 0.5% of the gross floor area as below-market homeownership units or a cash-in-lieu contribution to the City to support affordable housing projects at a rate of \$10 per square foot.

To continue to catalyze the development of non-market rental and co-operative housing in Victoria, FSRs of 2.75:1 would be permitted for affordable housing within Priority Growth Areas. This additional density will be particularly beneficial for large non-market housing sites in the city. For these large sites, height variances may also be considered, and redevelopment would be guided by the site-specific guidance in the proposed Rezoning and Development Policy (Attachment G).

Consideration for Rezonings

A core objective of this process is to enable most development to occur under existing zoning, thereby providing increased certainty and a more streamlined approach to the provision of housing. However, Victoria would provide flexibility for residential development opportunities that could not be predicted, including to consider greater heights and densities as well as differing uses in the Residential Fabric. The proposed Rezoning and Development Policy provides guidance for the review and consideration of such rezoning applications.

Tenant Protection

Since 2018, Victoria has had a *Tenant Assistance Policy (TAP)* that outlines expectations for developers to support tenants being displaced due to the redevelopment of their rental home. This Council-approved policy is applied at the time of rezoning. Recognizing that the proposed zoning approach for the Residential Fabric would enable most applications to be realized without a rezoning, Council directed staff to develop a Tenant Protection Bylaw (TPB) in accordance with the *Community Charter* and explore the creation of an associated Development Permit Area (DPA) in accordance with the *Local Government Act*. These new tools would require tenant protections to be applied outside of the rezoning process for any application that results in the displacement of a renter from their home.

Support for renters facing displacement is a widely held value expressed by community members through city public engagement processes. Through consultation for the tenant protection DPA there was strong support from tenant groups and impacted tenants for ongoing improvement of the City's tenant protections, but challenges were identified around improving communication with landlords and the need for independent Tenant Relocation Coordinators. In consultation with the development community, the City heard positive feedback for a new bylaw if the process and financial requirements remained generally aligned with the existing TAP.

The proposed approach, described in Attachment E, outlines the parameters of a new Tenant Protection Bylaw and associated DPA which would apply to any housing redevelopment resulting in the displacement of a tenant. The requirements of the new Bylaw will be a condition of the Tenant Protection DPA, requiring applicants to provide a Tenant Assistance Plan before the issuance of a development permit and implement the plan's compensation and support requirements before the issuance of a building permit.

In summary, the proposed Tenant Protection Bylaw would require:

- Compensation based on length of tenancy (i.e. lump sum payments or free rent).
- Updated moving expenses and assistance.
- Relocation assistance in finding alternate accommodation.
- Right of first refusal (if applicable) to a similar unit in the newly constructed building.
- Information about impacted tenants.
- Communication with impacted tenants throughout the redevelopment process.

Tenants that have been in their home for one year or less would receive two months' rent in compensation. Compensation increases progressively based on the length of tenure, requiring three months' rent for tenancies up to five years and five months' rent for tenancies of 10 to 19 years. The level of compensation required would also vary based on the type of housing proposed (market, non-market etc.) as detailed in Attachment E.

GOOD URBAN DESIGN

High quality urban design, facilitated through a clear, consistent and streamlined approvals process, is essential to unlocking land supply to meet housing needs and to support Victoria 2050's proposed Urban Structure Concept.

What We Heard – Urban Design

Participants provided feedback on key elements and proposed updates to development permit area and heritage conservation area guidelines. Some comments emphasized the need for clear and consistent guidelines for good development processes and positive design outcomes. Various comments emphasized the importance of preserving Victoria's architectural heritage, which participants linked to the city's identity and tourism industry. Emphasis was also placed on maintaining a human-scale and aesthetically pleasing buildings and reinforcing local area identity even as parts of the city change and densify. Climate action and improvements to accessibility were top of mind for many.

Updated Development Permit Guidelines and Development Permit Areas

As the city continues to densify, design guidelines play an important role in ensuring liveability at the site, block, neighbourhood and city scale. This includes ensuring projects support vibrant streets and open spaces, advance ecological and urban forest objectives, and do not compromise development potential on adjacent sites. To improve and streamline the development approvals process, the Development Permit Area (DPA) framework is proposed to be updated and consolidated into a core set of design guidelines (as described in Attachment B). This includes updating the General Urban Design (GUD) Guidelines (also provided in the attachment) to consolidate (and therefore replace) a number of other design guideline documents, simplify them by focusing on fundamental aspects of

site planning, building and open space design, and apply them more broadly to areas outside of the Downtown, with additional supplemental guidelines for heritage areas (as described in Attachment B).

Updated Public Realm Standards

New public realm standards for Villages, Town Centres and Priority Growth Areas are proposed and would be applied through the new site servicing approach detailed in Attachment F. Additional policies would guide frontage works associated with new development or the City's capital projects, and seek to ensure a comfortable, safe, pedestrian priority public realm. The proposed approach for public realm improvements is designed to be responsive to adjacent land use and respect the eclectic and beloved character of many of Victoria's villages, centres, public streets and open spaces. Refinements and housekeeping updates to the Downtown Public Realm Plan are also proposed. Standards and specifications related to the public realm within this plan would be applied more directly through site servicing regulations, for a clear and consistent approach.

COMMUNITY

One of the core themes of the 10-year OCP Update engagement process was Community. The Emerging Policy Framework presented to Council last February reflected the importance of maintaining Victoria's unique sense of place – evident in its long-established network of villages and centres – while bolstering the services and amenities required to meet the needs of a growing population.

What We Heard – Community Amenities and Services

In a variety of survey questions related to community services and amenities, the importance of trees and green public spaces emerged as a top priority. This priority was further reflected in conversations where participants expressed concern about the impacts growth would have on access to parks and park-like spaces and the general urbanizing of Victoria's public realm. Several noted opportunities to re-introduce nature into the city, particularly near activity centres and areas of higher density. Many community members indicated their support for more sustainable living and climate action, including through continued support for sustainable food systems.

Residents also expressed a desire for sufficient and equitable access to core community infrastructure – including nodes of commercial, professional and personal services, as well as public amenities like libraries, community and recreation centres. Recognizing the need for additional retail and community services as the population grows, residents were asked several questions about opportunities for new or expanded centres and villages across the city. Several ideas emerged, as detailed in the Engagement Summary Report.

Directions for Town Centres and Villages

Villages and Town Centres are the hearts of Victoria's local communities. They are crucial not just for their offering of daily needs and services, but also for the opportunities they provide for social interaction and physical connection. As discussed in the February 2024 report to Council, a retail assessment highlighted how population growth would result in increased retail demand in different parts of the city. This information, together with feedback collected from the community and businesses, informed the new Town Centre and Village Network proposed in Victoria 2050. The network includes a more prominent focus on key nodes that serve local areas (such as Fairfield Plaza

and Oak Bay Avenue villages) and newly proposed villages that emerged, in part, through the Places and Spaces planning process. The notion of waterfront villages received positive feedback, with notable interest in activating and providing opportunities to enjoy the city's public shoreline in all seasons.

Town Centres, of which five are proposed, are envisioned to play a more prominent role in integrating land use and transportation objectives. All five Town Centres are located at core nodes of the Transit Priority Network and conflux points for local and regional mobility. They are envisioned as high-density mixed-use nodes that would accommodate a mix of intensive infill and tall building forms. Where tall buildings are considered, emphasis would be placed on low-carbon building approaches, such as mass timber, and an integration of destination commercial, institutional and cultural or community serving uses to reinforce these places as anchors along the transit network.

Community Villages are typically centred around a two- to three-block village main street and serve as an eclectic reflection of the neighbourhood. Victoria 2050 envisions these special places will be preserved and enhanced as the city grows. It identifies nine community villages throughout the city to serve local areas. The main street feel is intended to be maintained or replicated, encouraging small footprint buildings of four to six storeys. Taller forms may be contemplated on larger sites to achieve community objectives, as guided by the Rezoning and Development Policy. Maintaining this fine-grained scale reflects community feedback that emphasized a desire to preserve local identity while providing adequate space for a diversity of local businesses and services.

Local Villages are a varied mix of historic nodes, community corners and larger areas that have potential to grow into places with greater levels of community services. As guided by the retail assessment and community consultation, new villages are proposed in several areas of the city, including James Bay, Oaklands and Fairfield. New Waterfront Villages are also identified along Dallas Road, near Gonzales Beach and in Vic West.

Zoning for Town Centres and Villages

As discussed in Attachment C, the first phase of Zoning Modernization will address Villages and Town Centres. General zoning parameters, as described in the attachment, support their envisioned commercial main street nature and Victoria 2050's identified Principles of Good Urban Design.

While Town Centre and Village zones are part of the first phase of Zoning Modernization, the approach would not apply the maximum envisioned densities for these areas. Town centre and village zones would be zoned to a density of approximately 1.6:1 FSR and a height of four stories. Additional density could be achieved through a rezoning process. As with all applications, if the proposed development is aligned with the OCP, no public hearing would be required. This approach helps to ensure these special places are given due consideration when significant redevelopment is proposed, including ways to balance diverse objectives like the desire for low-carbon building forms, integrated public spaces, appropriately scaled and oriented commercial spaces and alignment with mobility goals. While zoned maximum densities could be considered in future work, this approach was necessary to meet the expedited timelines directed by Council.

The Rezoning and Development Policy (Attachment G) provides detailed guidance for each individual Town Centre and Village. It guides the built forms suitable to the local area and describes the envisioned public spaces, public realm objectives and local amenities that should be considered in the rezoning process.

Future work could consider a zoning approach for villages and centres that allows maximum envisioned densities as of right or through a density benefits bylaw. However, this work should follow the completion of the City’s planned retail strategy and the proposed strategy for community infrastructure in order to consider and integrate any recommended outcomes. This work would also benefit from additional clarity related to recent legislative changes and the lessons learned from their early implementation.

Community Infrastructure Directions

Victoria 2050 recognizes the importance of community infrastructure – recreation centres, community facilities, cultural institutions, and parks and open spaces. It also recognizes the provision of this infrastructure is cross-jurisdictional. There are specific elements of community infrastructure that the City can provide or use its resources to leverage. However, many spaces and services are under the mandate of other levels of government and other agencies or are best developed and operated by non-profit organizations or the private sector.

The updated OCP proposes a network of community infrastructure where partners work together to meet community need. It guides the establishment of a coarse-grained network of major community spaces and a fine-grained network of smaller community spaces. These complementary networks allow the city to maximize its limited resources while working with partners to ensure community needs continue to be met.

Victoria 2050 similarly recognizes the important role of parks and open spaces in an urbanizing area. Parks and open spaces will have increased pressure in the coming decades, both to serve a growing population and to support green infrastructure crucial to climate action. The proposed network of Urban Parks seeks to capitalize on existing parks and open spaces to better meet community need. It emphasizes investment in new and existing spaces that maximizes diverse park functions and closes equity gaps. Over time, it seeks to create a complete network of Urban Parks through the provision of adequate City-owned park spaces, but also by thoughtfully integrating other open spaces, natural areas and park like spaces to support community well-being.

Proposed Amenity Cost Charge Bylaw

In December of 2023, the Province introduced Amenity Cost Charges (ACC) as a new finance tool for local governments to fund amenities that support liveable and complete communities. ACCs can be used for capital costs associated with amenities like public plazas, indoor community spaces and recreation facilities. In May 2024, Council provided direction to consult on the development of a new ACC Bylaw as part of the 10-Year OCP Update process.

Feedback from the community emphasized a priority for green public spaces and improved indoor community spaces to better serve evolving needs. The desire to re-integrate nature into the city, particularly into public spaces was prominent. Concerns were expressed of the ability of existing community facilities to meet current need, let alone need that is anticipated to grow. Desires were expressed for flexible spaces suitable for a variety of services, gatherings and celebrations.

Considering the feedback received, and to support City’s goals related to complete communities, two programs have been identified for the proposed ACC Bylaw, as detailed in Attachment E.

- **Community Amenity Space** to provide new, flexible community, cultural and childcare space to support a range of services and community programming throughout the city.
- **Street Parks and Plazas** to repurpose under-utilized roadways throughout the city into great public spaces to support a range of community and environmental benefits.

A range of technical and financial considerations were accounted for in determining the scale of the proposed amenity programs. Any new ACC program requires municipal contributions, and an ambitious ACC program could create a major financial burden for the City. Moreover, the legislation requires that ACC programs do not deter housing development. Based on consultations with the development community and financial analysis, there is strong evidence that many forms of development are facing numerous economic headwinds, indicating new development charges should be implemented judiciously. The proposed ACC program balances the need to fund amenities for the long term with the need to limit the financial burden on the City and housing providers in the near-term, with a municipal responsibility of \$17.6M and a developer contribution responsibility of approximately \$33.2M.

The proposed ACC rates would be calculated using projections and a methodology similar to the City's Development Cost Charge Bylaw, with larger housing units paying a greater share of costs based on correlated household size. Accordingly, ACCs would be applied on a per unit / per lot basis for residential uses. Charges would be collected at time of building permit issuance with a levy of approximately \$1,394 per unit for high-density housing types (i.e., apartment housing) and \$3,366 per unit/lot of low-density housing (i.e., fewer than three units). Non-residential uses would be applied on a per square metre basis. Non-market affordable housing would be exempt from ACCs.

The proposed ACC Bylaw is proposed to be adopted concurrently with Victoria 2050 and the first phase of zoning modernization to align with the increased as-of-right development rights provided to many landowners.

Proposed Linear Parkways Program – Priority Implementation Measure

Linear Parkways represent a renewed vision to incrementally and creatively repurpose road space to support community and re-introduce nature into the city, including urban forest, green stormwater infrastructure, creek daylighting and habitat biodiversity. They are envisioned to provide new spaces for social gathering, placemaking, food growing, play and wellness. As public right-of-way they will continue to support core infrastructure needs, including for underground services and mobility, but will prioritize active and accessible mobility needs including slow, shared and safe streetscapes. Depending on unique site conditions and development opportunities, each may highlight specific benefits over others.

The concept for linear parkways was included in the emerging directions shared with Council in February. Through community engagement and additional analysis, the concept has been refined, and a new program is recommended as a priority implementation measure for Victoria 2050. In addition to advancing key Victoria 2050 objectives related to community and environment, the proposed linear parkways program creates a sustainable, long-term realization of Council's January 18, 2024 motion: *Accelerating the Network of Greener, Quieter, Low-Traffic Streets*.

The proposed linear parkways program has two core components:

- **City Greenway Network** that builds on the existing greenway network to improve both social

and environmental connectivity through complete streets.

- **Street Parks and Plazas** which serve as destinations along the network and throughout the city to create more parklike spaces for social and environmental functions.

Victoria 2050 provides direction to develop a long-term and sustainable program for linear parkways that will establish criteria for the design, location, prioritization and implementation of greenways and street parks. The linear parkways program would be supported in part by revenues from the proposed ACC program. An implementation framework would include additional funding strategies and define required resources. Should Council provide direction to prioritize this implementation measure as recommended, staff would detail the program and bring forward for Council's consideration as resources allow.

Renewal of Victoria's Heritage Program – Priority Implementation Measure

Heritage – a reflection of community values and identity – has long been celebrated in Victoria. Important but select components of Victoria's history have been thoughtfully embraced and nurtured in the preservation of select heritage assets. As the city grows and evolves so too will its identity and the way that that identity is expressed. Victoria 2050 aims to support ongoing efforts to preserve long valued histories, restore lost histories and celebrate the city's evolving identity in new ways.

Victoria 2050 provides direction to undertake a comprehensive review and update of its heritage program following adoption of a new OCP, including development of a citywide heritage policy and a review of existing tools and programs in the context of change and growth. Should Council provide direction to prioritize this implementation measure as recommended, staff would detail the process and bring forward for Council's consideration as resources allow.

ECONOMY

The draft directions presented to Council last February highlighted the importance of a vibrant, prosperous economy, resilient and responsive to shifting global trends. While local governments can leverage their resources and authorities to advance desired economic outcomes in many ways, the foundational role municipalities play in supporting a healthy and robust economy is through land management. Striving to meet the uncertain needs of an economy that is growing and changing is reflected in Victoria 2050's proposed goal posts. To this end, the draft directions introduced new employment districts and an Urban Industrial Reserve. The uses in these areas are envisioned to be flexible and responsive to economic needs, while ensuring an emphasis on employment and economic activity over residential uses.

What We Heard – Economy and Employment Lands

General community feedback reflected an appreciation for a local economy that has been relatively resilient to recent shocks and a desire to continue to maintain and bolster a diversity of businesses and sectors. Concerns were expressed among some participants about the impacts of a tourism economy and expressed desire to balance the benefits of tourism while ensuring community needs are prioritized.

The City engaged with key economic stakeholders, such as Destination Greater Victoria, the Chamber of Commerce, harbour stakeholders, industrial land owners and others. Key feedback included the

importance of maintaining lands for industrial and employment purposes while finding opportunities to enhance and showcase core assets, like the Working Harbour. Business owners also reflected on the importance of maintaining a vibrant and comfortable downtown, while providing new opportunities for local business and diverse office space throughout the city.

Employment Districts

Victoria 2050 identifies two new employment districts that supplement the downtown, which remains the core economic node of both the city and the region. The Midtown Employment District stretches from Victoria’s downtown core area to the northern border of the city that meets Saanich’s Uptown. It encompasses two mixed-use, high-density Town Centres that support the Douglas Rapid Transit Corridor and envisions a mix of employment uses elsewhere, including higher density traditional office space, intensive light industrial uses and arts and cultural uses, including production and maker spaces. The Jubilee Employment District envisions a mix of employment and office uses that complement Royal Jubilee Hospital and a newly identified Town Centre.

Urban Industrial Reserve

The proposed Urban Industrial Reserve was identified as an early draft direction in this process to ensure land is maintained for essential production, distribution and repair (PDR) uses. Industrial space for PDR uses is in exceedingly high demand in both Victoria and the greater region. Policies signal a responsive approach that recognizes that some uses that were previously relegated to scarce industrial lands may now be more conducive to a mixed-use environment. Office and general employment spaces can accommodate suitable light industry, while industrial lands can be preserved for more traditional urban industry.

Feedback collected through OCP engagement, a detailed analysis of zoned industrial lands and an emerging understanding of industrial land needs and opportunities, borne in part through the concurrent Industry Arts and Innovation District Planning process, led to a proposed expansion of the Urban Industrial Reserve area. More of the existing, contiguous industrial zoned lands in the city are proposed to be included in the reserve to support the success and longevity of these areas.

Comprehensive Plan for the Working Harbour – Priority Implementation Measure

Victoria’s harbour is iconic – it has shaped the city’s economy, settlement and mobility patterns for centuries and serves as a vibrant gateway to the region. Clearly defining the role of a working harbour and enhancing it as an asset for the city and its economy was a priority among many stakeholders. The harbour is ‘working’ in several ways and Victoria 2050 aims to continue to support its diverse roles by ensuring the continued viability of harbour dependent industries, marine and airborne transportation and the ecological health of this crucial natural asset. Victoria 2050 provides directions to update and coordinate diverse plans for the working harbour, considering each of these roles from the Selkirk Waters to the Outer Harbour. Should Council provide direction to prioritize this implementation measure as recommended, staff would detail the process and bring forward for Council’s consideration as resources allow.

MOBILITY

The way the City chooses to encourage and enable the movement of people and goods has a profound impact on climate targets, household affordability, economic objectives, access to services,

amenities and employment opportunities and general experience of place. The draft OCP directions propose a rethinking of city streets to balance diverse objectives and maximize the function of the right-of-way. It further proposes better integrating mobility options at core community nodes by identifying mobility hubs.

The directions also support progressive parking modernization to support car-light living opportunities. Changes to provincial legislation further support this direction and the City's work to embrace transportation demand management and reduce dependency on private vehicle ownership. Provincial directions and policy guidance for transit-oriented areas (TOAs) were considered in preparing the draft plan. The designated TOA within Victoria is identified on the Transit Priority Network along with other mobility hub sites that can support transit-oriented development projects.

What We Heard – Mobility

Through general community engagement, participants emphasized a desire to prioritize road safety and to continue to improve options for active transportation modes. Numerous ideas were submitted to expand the cycling network and improve pedestrian safety and comfort, including through green infrastructure (notably trees). Desires for improved transit service levels were frequently mentioned, and many participants noted that the increase in housing supply needs commensurate increase in funding for and implementation of frequent, reliable transit service.

Conversations with local businesses and property owners of industrial and employment lands highlighted the need to accommodate trucks and goods movement in specific areas of the city – noting that without this supportive infrastructure, the success of these lands, including the working harbour, could be jeopardized.

Parking was a frequently discussed topic throughout engagement. Some participants were concerned that increased density and repurposing parking areas in the public right-of-way could exacerbate parking challenges. Others expressed desire for more bicycle parking in lieu of vehicle parking and desire to emphasize car-light living to advance climate and affordability objectives.

Mobility Directions

Victoria 2050 aims to uphold the vision set out in *Go Victoria*, the City's sustainable mobility strategy – where Victoria has clean, seamless mobility options for everyone. It prioritizes low-carbon, accessible and active personal mobility options, targeting a shift to more trips made by walking, cycling, rolling and public transit. It continues to strengthen the integration of land use and transportation and the City's priority for improved transit service through both a supportive land use approach and envisioned street improvements that accommodate high-quality frequent transit. The draft plan identifies a network of mobility hubs where land use and mobility networks intersect and shared mobility, transit and the public realm are enhanced to improve people's experience living in and moving about the city.

New network maps seek to better reconcile routes for goods movement with priorities for safe and accessible active transportation options. The proposed Goods Movement Network responds to industry feedback by improving routes to and from the Working Harbour and the Urban Industrial Reserve. The proposed Cycling Network includes existing All Ages and Abilities routes as well as newly identified routes that will be enhanced over time to improve connectivity throughout the city. The draft plan also recognizes that where networks overlap, new street design standards are required to reflect long-term mobility objectives while recognizing that change will happen incrementally. New street

designs will need to be responsive to land use, road users and public realm objectives. Safety and advancing low-carbon mobility remains a priority on all streets, including ongoing efforts for increased electrification.

Turning the Dial on Transit Service – Priority Implementation Measure

The plan recognizes and reflects the importance of improved transit service levels in the context of growth. Significant improvement to transit service levels is necessary to support new housing provision and the envisioned shift to car-light living and low carbon mobility. Deliberately and planning for transit in lock step with planning for housing is necessary for the realization of Vision 2050 and to avoid negative impacts to the City’s provision of infrastructure. As such, the establishment of transit office is recommended to demonstrate Victoria’s commitment to partnering for the crucial provision of this service. Victoria 2050 also emphasizes the critical role of senior levels of government in determining transit service levels, infrastructure investments and fleet renewal. BC Transit’s current funding and service delivery model is inadequate to meet the needs of today and the demands of the future. Without bold and comprehensive investments, Victoria will continue to be challenged to achieve transit mode share targets to support population growth and personal mobility. Targeted and ongoing advocacy from Council is also recommended to achieve sustained infrastructure investments and service innovation in British Columbia’s capital city.

Zoning Approach – Parking Modernization

In May 2023, Council directed an approach to modernizing parking requirements in new development. The direction generally included a review of vehicle parking rate requirements and consideration of Transportation Demand Management (TDM) measures, including things like charging stations, bike parking and end of trip facilities as well as priorities for accessible and electric vehicle parking. In tandem with the 10-year OCP Update, staff began undertaking this work, considering the relationship between parking requirements, new housing opportunities, potential impacts to on-street parking and broader objectives for the public right-of-way.

Subsequently, the Province introduced new legislation for local governments that impacted parking modernization work, including new bills effecting off-street parking standards for small-scale multi-unit housing (SSMUH), residential uses in the Transit Oriented Areas (TOA) and local government ability to regulate TDM measures. As a result, the timelines for the City’s parking modernization have shifted and the recommended approach is anticipated to be presented to Council in the second quarter of 2025, with bylaw updates anticipated before the end of the year.

Victoria 2050 generally encourages car-light living opportunities and TDM measures that promote affordable, low carbon mobility choices, directions that would eventually be reflected in parking modernization. In the interim, new development would continue to be required to meet existing regulations (as generally defined in Schedule C of the *Zoning Regulation Bylaw*). Variances would be supported by policy and considered through existing City processes, either through Council or delegated staff approvals, depending on application type and degree of variance.

Street Classifications and Design Approach

Victoria 2050 guides a new general approach to the City’s streets, reflecting the many functions of a modern street in an urbanizing city. In addition to the core mobility functions of streets, these public spaces play an increasingly important role in realizing environmental objectives, including the urban

forest and rainwater management, providing comfortable social spaces for people, enabling new shared mobility services and supporting the local economy through spaces for loading and customer parking.

As discussed in Attachment F, newly proposed street classifications and associated design standards respond to both the adjacent land use and the overlain mobility networks to balance diverse community needs. A diversity of local street typologies and designs reflect the eclectic and often beloved nature of many of the city's residential streets, while still supporting space for comfortable sidewalks and treed boulevards where possible. Designs for larger streets support core mobility functions, including the provision of transit, while improving the pedestrian experience. Street standards are aligned with the intent of Linear Parkways and may continue to evolve over time to realize the objectives of the program as it is established.

BLUE GREEN NETWORK

Enhancing the City's approach to maintaining the health and function of key natural assets was an opportunity identified early in this process. The concept of a Blue Green Network was introduced in draft directions to highlight the important ecological role of public spaces such as parks, plazas, shorelines and linear parkways as well as natural features that grow across the public and private realms such as the urban forest.

What We Heard – Climate and the Blue Green Network

The importance of blue green infrastructure and natural assets emerged clearly in engagement. The value of the urban forest and green spaces was clear and important to many participants. In several ranking questions, participants prioritized trees and green spaces as desired amenities as the city grows and evolves. In conversations, many noted the importance of these assets in the context of a changing climate and expressed concerns that the city's infrastructure – natural and engineered – would be overly stressed as the population grows and climate impacts intensify. As a coastal city, the importance of waterways – both as social and recreational assets and core infrastructure – was clearly reflected in questions and discussions related to climate resilience.

Blue Green Directions

Victoria 2050 identifies priority actions for core components of the conceptual Blue Green Network, including the urban forest, natural assets and the shoreline and waterways. Several proposed policies provide direction for the enhancement and connectivity of the network. They support the integration of resilient green infrastructure into the city's engineered assets for long-term financial sustainability and improved climate resilience.

The Blue Green Network necessarily crosses the public and private realm and many of the city's natural assets are in residential backyards. Victoria 2050 emphasizes development that considers ecology. The Residential Fabric supports intensification of residential areas to meet housing needs in a perimeter block form which promotes the retention and enhancement of a functioning blue green network on private land.

Zoning Approach – Importance of On-site Open Space

The priority for blue green assets in the private realm is reflected in the proposed zoning approach in Attachment C. Modernized zones focus on the most foundational elements of built form in the private realm. Among these elements are those that create room for the Blue Green Network goals to be achieved on private land. Open space parameters and definitions ensure that adequate spaces can be provided to retain or plant new, healthy trees and support on-site rainwater management.

Engineering Standards for Green Infrastructure

Newly proposed engineering standards, as described in Attachment F, include standards for key blue green infrastructure in the public realm, including the urban forest and green stormwater infrastructure (GSI). These standards clarify how GSI will be implemented in the public realm through frontage works required as part of new developments and through City-led infrastructure projects. A variety of opportunities to integrate green infrastructure were considered in the development of the new street typologies described in the street classification section of this report. An on-site rainwater management volume target for new developments is being contemplated, in alignment with existing City practice. Implementation of such a target would be monitored closely in concert with the City's forthcoming strategy for integrated rainwater management.

Strategy for Natural Assets – Priority Implementation Measure

The City has other tools and authorities it can leverage to enhance the blue green network, such as establishing development permit areas specifically for the purposes of environmental conservation. The development of such tools is supported in the current OCP and several local area plans; however, implementing these tools in a balanced and effective manner requires higher quality information about natural assets in the city. In February 2023, Council directed development of a natural asset assessment as part of expanded climate adaptation efforts. Upon completion of this assessment, a strategy for additional environmental protection and enhancement based on inventoried assets is recommended, as directed in Victoria 2050. This priority implementation measure would represent a foundational step toward ongoing enhancement of the blue green network.

SUPPLEMENTARY POLICY DEVELOPMENT AND CONSOLIDATION

The draft OCP is a high-level document that provides guidance for a planning horizon of several decades. The City often relies on supplementary policy to guide more nuanced, topic-specific or geographically localized decisions. In the context of decisions related to land use and development, the City has typically relied on neighbourhood plans. However, neighbourhood planning has proved to be a time consuming and resource intensive process. Several plans pre-date the 2012 OCP and even the more recent ones would become largely extraneous should a new OCP be adopted. Still, more recent plans contain useful local development guidance for unique areas like villages, centres and special sites. In the February 2024 report to Council, the need for a new, streamlined mid-level policy document was identified.

Neighbourhood Plan Review

Staff systematically reviewed the 12 neighbourhood plans on file (excluding downtown and harbour plans), seeking opportunities to simplify, consolidate and align key directions with Victoria 2050. Of the six neighbourhood plans that were created before adopting the 2012 OCP, many had overlapping policies that conflict with newer city-wide strategies. The six more recent neighbourhood plans are

more aligned with Victoria 2050 directions but the review highlighted opportunities to improve clarity, consistency and brevity.

Similar policies from the six more recent neighbourhood plans were grouped and checked for redundancy and applicability. Relevant development-specific policies were retained or used to inform Victoria 2050 and the suite of regulatory updates described in this report. The review sought to ensure that all relevant policies are retained or, where possible, more directly implemented, creating a consistent and streamlined policy framework while continuing to provide neighbourhood-specific guidance where needed.

Places and Spaces Planning

Reflecting on the important role of these supplementary policies at a local scale, Council directed staff to undertake place-based planning for areas that have not recently undergone a local area planning process (i.e., those areas with out-of-date neighbourhood plans). Places and Spaces Planning was a key component of the 10-year OCP Update. The process included James Bay, Oaklands and the Jubilee, Fort Street and Oak Bay Avenue area. A summary of the engagement process and feedback collected through Places and Spaces Planning is provided as an appendix to the Engagement Summary Report (Attachment H).

The policies developed through Places and Spaces Planning, as well as those from more recent neighbourhood plans that are relevant and need to be retained, have been included in the newly proposed Rezoning and Development Policy (Attachment G). Should Council advance this policy to final approval, it is recommended that remaining neighbourhood plans on file be rescinded.

Guiding Consideration of Voluntary Amenity Contributions

The Rezoning and Development Policy would also outline the approach to any voluntary amenities that may be considered as part of a rezoning application. The draft in Attachment G includes a placeholder for this content, which would be drafted and incorporated following direction to proceed. Together with the density bonus schedule, this policy would replace the City's current *Inclusionary Housing and Community Amenity Policy*, which staff would recommend rescinding upon approval of the proposed Rezoning and Development Policy. The guidance would be aligned with existing guidance and balanced with the proposed approach to ACCs and density bonusing, in accordance with legislation.

DEVELOPMENT PROCESS IMPROVEMENTS

A central objective of the 10-Year OCP Update process is to improve the efficiency of the City's development processes, most significantly through a clear and simplified policy and regulatory framework. Simplified and streamlined policies as described above support this clarity.

- The zoning modernization approach described in Attachment C allows for a significantly greater number of developments to avoid a costly rezoning process and would be subject to clearer, more consistent zoning parameters.
- The streamlined Development Permit Area and Heritage Conservation Area framework described in Attachment D increases clarity of expected design outcomes while enabling projects to embrace innovative, site-specific design solutions that are often required in Victoria's eclectic landscape.

- The renewed Works and Services and Engineering Standards and Specifications bylaws proposed in Attachment F add an additional level of clarity about what can be expected at the building permit stage.
- In instances of rezoning or unique development circumstances, the proposed Rezoning and Development Policy (in draft form in Attachment G) provides consistent citywide guidance, while addressing unique local area conditions.

Additional opportunities for improving development processes are described below.

Updates to the Land Use Procedures Bylaw

As the City’s land management policies and regulations are renewed, updates to related development and building policies and procedures need to be considered. A comprehensive update to the *Land Use Procedures Bylaw* (LUPB) is proposed to align application processes with the renewed land use framework. This work would be informed by focused engagement with internal and external stakeholders, including development industry representatives and community groups.

The update to the LUPB would include refinements to pre-application consultation processes to align with changes in land use policy, updated fees and delegation tables, improved clarity around application requirements and clear referral processes. Additionally, the bylaw would be modernized to capitalize on advancements in technology, ensuring that digital submission, review and tracking systems are fully integrated into City processes.

Through these updates, the LUPB would provide clear expectations for applicants, reduce procedural redundancies and support a more effective development approvals framework. Should Council provide direction to proceed, recommended amendments to the LUPB would be brought forward after updates to the zoning bylaw and other regulatory tools have been adopted, to implement the new land use framework.

Appointments and Delegations

The review of the City’s land management regulations provided an opportunity to consider appointments and delegated authorities, revealing opportunities to streamline and improve City processes and approvals.

Updated Approving Officer Appointment

Approving Officers are statutory decision-makers who ensure subdivision applications comply with relevant legislation and the City’s bylaws. They are appointed by Council in accordance with the *Land Title Act* and consider subdivision applications for the City under both *Land Title Act* and *Strata Property Act*. Presently, the role of Deputy Approving Officer is appointed to the Supervisor of Land Development. Due to changing roles and staff structure within the City, it is recommended that this appointment be rescinded and that the role be re-appointed to the Manager – Land Development. This updated appointment will ensure business continuity as key land management regulations and procedures are renewed.

New Servicing Officer Appointments

The *Local Government Act* contains new provisions that create the role of a “servicing officer” who may require an owner of land to provide, as a condition of a building permit, land (without compensation) for highway use and alternative forms of transportation. The servicing officer role is established by bylaw. Staff are seeking direction to initiate this role and will include recommended positions that may hold this role in the Works and Services Bylaw, which will be brought back to Council for consideration.

PRIORITY IMPLEMENTATION MEASURES

Priority implementation measures to advance important OCP objectives are recommended, should Council choose to advance this work. The measures include key Victoria 2050 City Actions, as outlined in the draft OCP. Among the suite of City Actions detailed in the draft plan, those included in the recommendations, and outlined throughout this report, are viewed as the most effective and logical actions to undertake in the near term (i.e., in the first five years of implementation). Other measures, such as establishing a plan evaluation program are pragmatic, administrative measures.

The first phase of zoning modernization is an intensely complex and extensive undertaking. As discussed throughout this report, zoning modernization is crucial to realizing many of the core objectives in Victoria 2050 and Council’s Strategic Plan. Equally significant, however, is the result it will have on the city’s development approvals framework. It will provide a clean slate for residential development regulations and set a foundation for future modernization work, substantially improving City processes.

Similarly, the renewal of the City's works and services associated with development is a significant, interdepartmental endeavor. It represents advancement of core City objectives, progresses action on long standing targets and initiatives and improves the City's land development process. Engineering standards and specifications will add clarity for both the development community and the City when undertaking capital projects, providing a shared understanding of expectations of and commitments to works and services.

Vision 2050, as proposed in the draft OCP, and the objectives and policies that it informed, aim to provide clear and simple direction for the City in the coming decades. These priority implementation measures are what pave the path toward realizing that vision. However, Vision 2050 also recognizes that there will be difficult trade-offs along the way. The proposed OCP sets a progressive and ambitious vision for the future. However, it also recognizes that not every objective will be achieved in every land use decision or city action – an appropriate balancing of objectives must be realized over time.

NEXT STEPS

Regional Context Statement

In accordance with the *Local Government Act*, local governments within the Capital Regional District (CRD) are required to include a regional context statement (RCS) as a part of the OCP to demonstrate how it aligns with the CRD’s Regional Growth Strategy. Should Council provide direction to proceed, the City would refer the RCS (included in Attachment A) to the CRD Board for consideration of acceptance. The CRD Board must respond by resolution within 120 days, indicating whether it accepts the amended RCS.

Bylaw and Policy Finalization

While the RCS is being considered by the CRD, staff would prepare the final bylaws generally in accordance with the attachments to this report. Victoria 2050 and the Rezoning and Development Policy would be fine tuned and formatted.

Public Notice

The information presented to Council in this report would be added to the project's engagement website in a clear and digestible way, describing how the proposed plans would affect the community. Information about next steps and how to provide feedback on key components would be provided.

Bylaw Readings and Public Hearing

Following acceptance of the RCS by the CRD Board, or the end of the required wait period, and upon completion of the bylaws, staff would bring forward the materials for introductory bylaw readings and set a public hearing. Following the initial bylaw readings, additional public notice would occur in accordance with the *Local Government Act* and the *Community Charter*, providing the community with a final opportunity to submit feedback to be considered as part of the public hearing.

OPTIONS & IMPACTS

It is recommended that Council advance Victoria 2050, the renewed OCP to bylaw readings in advance of a public hearing. Several related bylaws and policies are proposed to be advanced in tandem with Victoria 2050 to ensure diverse objectives can be achieved in the context of the significant land use changes enabled by the proposed OCP.

Given the breadth of recommendations, Council may consider any number of modifications to the recommended motions. If clear, simple and direct, changes can be accommodated in advance of bylaw readings and the other next steps in this process. However, where more substantive changes are sought, Council may consider delaying discreet project components. The implications of such delays are discussed below.

OCP Timing Considerations

In accordance with recent changes to the *Local Government Act* (LGA), Council must update the OCP to provide capacity for housing needs identified in the *Interim Housing Needs Report* by December 31, 2025. The Capital Regional District Board must approve any changes to the OCP's Regional Context Statement before the OCP can be considered for adoption; the CRD Board has 120 days to do this before the RCS is deemed accepted. The LGA also outlines requirements for public notification in advance of a public hearing, which further adds to the timelines for the plan adoption process.

Given these requirements and Council meeting schedules, should Council consider delaying the advancement of Victoria 2050, the latest Council could provide the directions in this report while still ensuring adoption before the end of the year would be early to mid May 2025. Such a delay would likely require special Council meetings to be planned, and the degree of change should carefully consider the staff time required to implement the changes.

Regulatory and Policy Timing Considerations

A suite of bylaws and policies are recommended to accompany Victoria 2050 to implement core policies and directions in the plan. The recommended first phase of zoning modernization, focused on residential areas, is subject to the same December 31, 2025 legislative requirement to provide housing capacity. In addition to providing the required housing capacity, the modernized residential zones were carefully crafted to achieve key housing, urban form, climate and community outcomes. They also ensure a clear and consistent approvals process. As such, it is not recommended that the first phase of zoning modernization be separated from the adoption of Victoria 2050.

Updates to site servicing regulations were included as a key component of the 10-year OCP Update to reflect the important relationship between the public and private realm in the context of a growing city. The requirements ensure a high-quality public realm and the necessary expansion of infrastructure. The proposed approach clarifies and streamlines requirements for an improved development process. Should these regulations not be updated in concert with zoning modernization, there would be risk of negative development outcomes and confusion and delays into the development approvals process. As such, it is not recommended that the renewal of site servicing regulations be separated the first phase of zoning modernization.

The Amenity Cost Charge (ACC) tool was established to support municipalities in responding to increased demand for community amenities in the context of a growing population. The land use framework put forth in Victoria 2050 and the first phase of zoning modernization significantly unlocks residential housing development opportunities. However, if the land supply is unlocked before a clear ACC bylaw is in place, there is potential that development speculation could drive increased property values and ultimately limit the potential for ACCs to meaningfully contribute to amenities while still ensuring viable housing development.

The unlocking of land supply increases the risk of tenant displacement. Without the proposed tenant protection bylaw and development permit area, the City would not have a mechanism to support tenants being displaced by new development outside of a rezoning process.

The proposed Rezoning and Development Policy provides important, detailed development related guidance, particularly for special and beloved areas of the city, like Town Centres and Village. The policy was drafted to work in concert with the new OCP. Should this policy not be approved together with the proposed OCP, there would be a significant gap in the City's policy framework. The City would continue to rely on outdated neighbourhood plans that are not aligned with the OCP, creating confusion for the City and the community, including builders and developers.

Accessibility Impact Statement

Accessibility has been an ongoing consideration throughout the 10-year OCP Update process, from the development of engagement materials and design of engagement events, to the policies and regulations put forward. Staff have tracked the BC Building Code 2024 updates related to accessibility in tandem with this project. Best practices including *Rick Hansen Foundation* guidelines for accessibility were considered in site servicing and engineering standard updates.

2023 – 2026 Strategic Plan

As illustrated in the attachment to the February 2024 report to Council, the OCP 10-year Update is strongly aligned with several directions in Council’s *2023-2026 Strategic Plan*.

Impacts to Financial Plan

Should Council provide direction to proceed, the remainder of the 10-Year OCP Update process, including the bylaw updates identified in the proposed recommendations, would be completed using existing allocated budgets. Work plans for other priority implementation measures would also be developed under existing budgets. Through this work planning, any additional budget and resource needs to deliver other implementation measures would be detailed and brought forward for Council’s consideration in future budget processes.

Official Community Plan Consistency Statement

The 10-Year OCP Update process is consistent with the 2012 OCP’s Adaptive Management framework (Section 22), specifically policy 22.13 which supports a comprehensive review at Council’s discretion. The proposed actions to advance implementation of the OCP through this process, including concurrent updates to bylaws and policies, is consistent with the Plan Administration approach (Section 19), including specifically policy 19.4.4 which supports a citywide review and update of zoning bylaws as resources and Council priorities permit.

CONCLUSIONS

Following a comprehensive community and stakeholder engagement process, staff are providing Council with an opportunity to advance a renewed *Official Community Plan, Victoria 2050*. The proposed OCP enables the City to accommodate growth and housing needs, while continuing to advance core objectives related to climate action, economic prosperity and community well-being. Several related bylaws, policies and initiatives are proposed to be advanced in tandem with Victoria 2050 to ensure that these objectives can be achieved in the context of the significant land use changes enabled by the proposed OCP.

Respectfully submitted,

Lauren Klose, Manager
Community Planning

Karen Hoese, Director
Planning and Development Department

Report accepted and recommended by the City Manager

List of Attachments

- Attachment A: Victoria 2050 (Draft Official Community Plan)
- Attachment B: Approach to DPAs and HCAs
- Attachment B2: Draft Updated General Urban Design Guidelines
- Attachment C: Approach to Zoning Modernization
- Attachment C2: Density Bonus Economic Analysis
- Attachment D: Proposed Amenity Cost Charge Bylaw

- Attachment E: Proposed Tenant Protection Bylaw
- Attachment F: Approach to Site Servicing Renewal
- Attachment G: Draft Rezoning and Development Policy
- Attachment H: 10-year OCP Update Engagement Summary Report