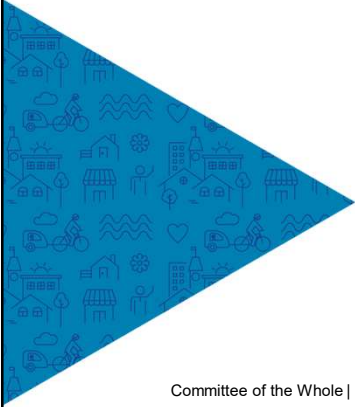



2024 | CITY OF VICTORIA | Sustainable Planning and Community Development

# OCP 10-year Update

Draft Directions and Emerging Policy Framework



Committee of the Whole | February 8, 2024




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## Purpose

**To present Council with the proposed Official Community Plan 10-year Update draft directions and consider advancing them to public engagement.**

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## Today's Presentation

1. Context (5 minutes)
2. Growth and Land Use (30 minutes)
3. Mobility, Community, Environment (15 minutes)
4. Subdivision and Development Servicing Renewal (5 minutes)
5. Zoning Modernization (20 minutes)
6. Next Steps (5 minutes)

Break

Break

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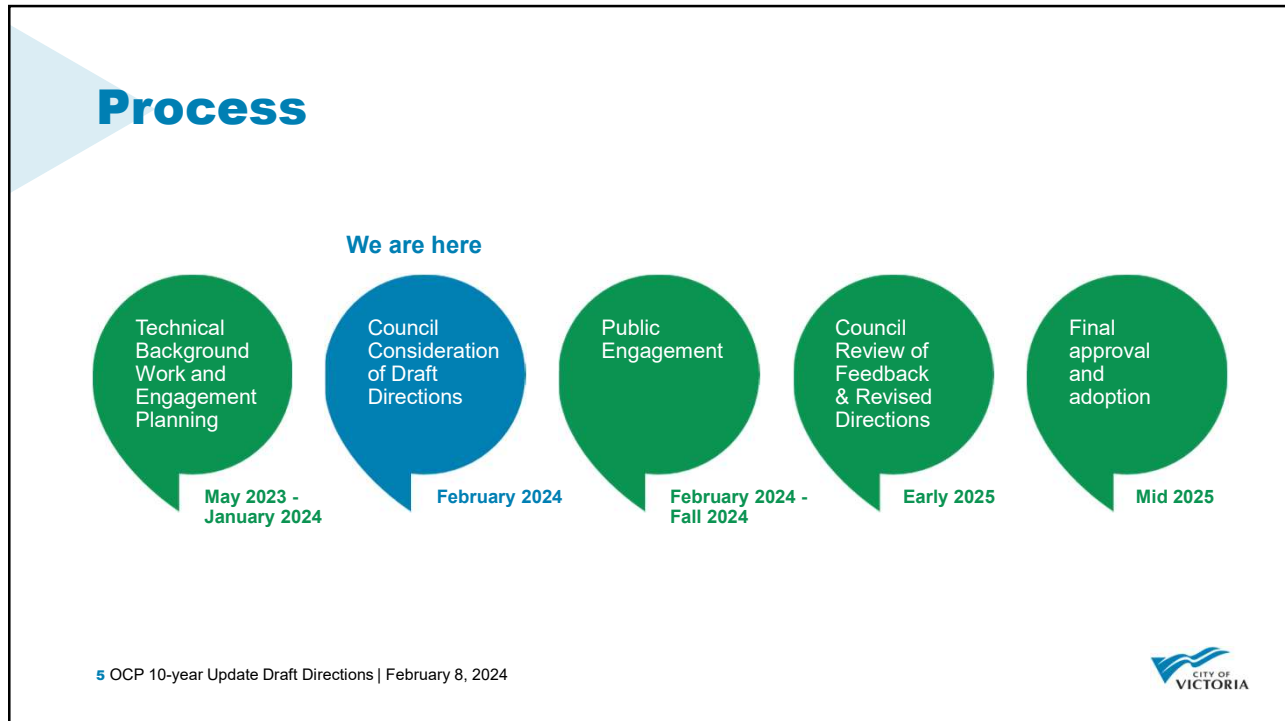
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## 1. Context

- ▶ **Victoria's Process**
- ▶ **Legislative Changes**
- ▶ **Orientation to Draft Direction Materials**



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# Housing Supply Act

## Provincially Ordered Five-year Housing Targets for Victoria

By Unit Size			By Tenure		By Rate			
Studio / One-bedroom	Two-bedroom	Three-bedroom	Rental	Total	Below Market	Market	Supportive	Total
3,365	801	736	3,483	4,902	1,789	1,685	102	<b>4,902</b>

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# Housing Statutes

- Bill 44
  - Pro-active Planning Requirements
  - Small Scale Multi Unit Housing
- Bill 46
  - Amenity Cost Charges
- Bill 47
  - Transit Oriented Areas

### Local government housing initiatives

• Last updated on January 30, 2024

Learn about planned changes to help build more homes faster:



Historically, zoning bylaws and rules in many communities in B.C. have made it difficult to build the type of housing that works for people. New housing has been built primarily in the form of tall condo towers or single-family homes on traditional lots. For many, these homes are out of reach for people and families looking to enter the housing market.

The B.C. Legislature has passed several pieces of comprehensive legislation that change the local government land use planning framework to enable local governments to provide more housing, in the right places, faster. Learn more about the legislation, regulations and policy manuals for:

 <a href="#">Small-scale multi-unit housing</a> Bill 44 Housing Statutes (Residential Development) Amendment Act	 <a href="#">Pro-active planning</a> Bill 44 Housing Statutes (Residential Development) Amendment Act
 <a href="#">Development finance tools</a> Bill 46 Housing Statutes (Development Financing) Amendment Act	 <a href="#">Transit-oriented development areas</a> Bill 47 Housing Statutes (Transit-Oriented Areas) Amendment Act

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## Pro-active Planning Requirements

- New, forthcoming requirements for Housing Needs Reports.
- Must accommodate 20-year housing capacity in OCP and zoning.
- Must review and update the HNR, OCP and Zoning every five years.
- Details of regulation and anticipated guidance has not yet been released.

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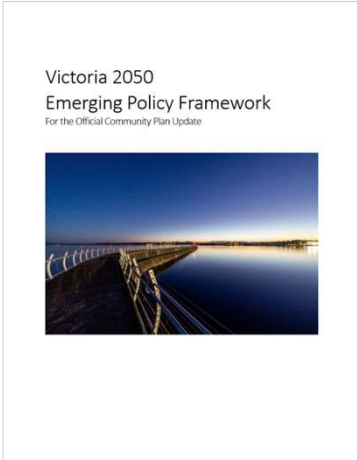
A photograph of a stack of brown cardboard folders, with the top folder slightly open, showing a white document inside. The image is positioned on the left side of the slide.

## Orientation to Draft Direction Materials



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# Emerging Policy Framework



Victoria 2050  
Emerging Policy Framework  
For the Official Community Plan Update

- 2050 Vision
- Getting to Vision 2050
- Growth and Development
- Urban Structure Map and Guidance
- Community Networks**
- Mobility Networks
- Blue-Green Networks

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# Emerging Policy Framework

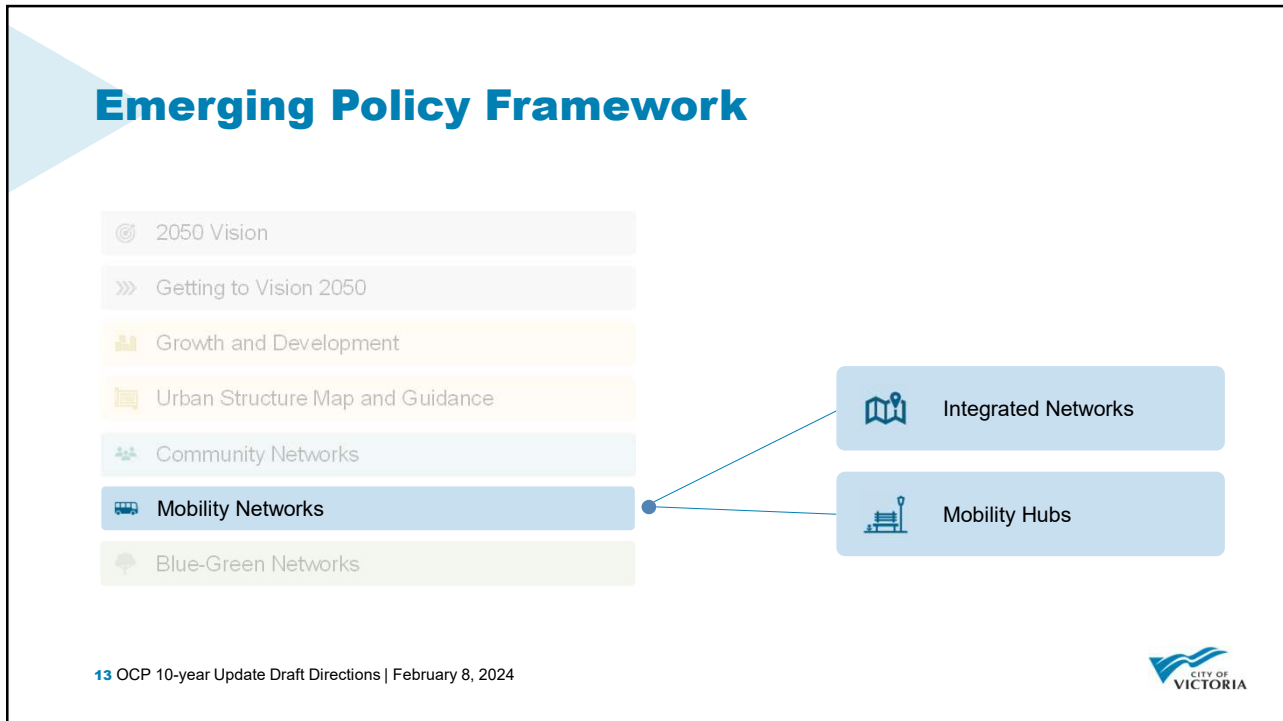
- 2050 Vision
- Getting to Vision 2050
- Growth and Development
- Urban Structure Map and Guidance
- Community Networks**
- Mobility Networks
- Blue-Green Networks

- Villages and Centres
- Parks, Open Spaces and Linear Parkways
- Community Serving and Cultural Places

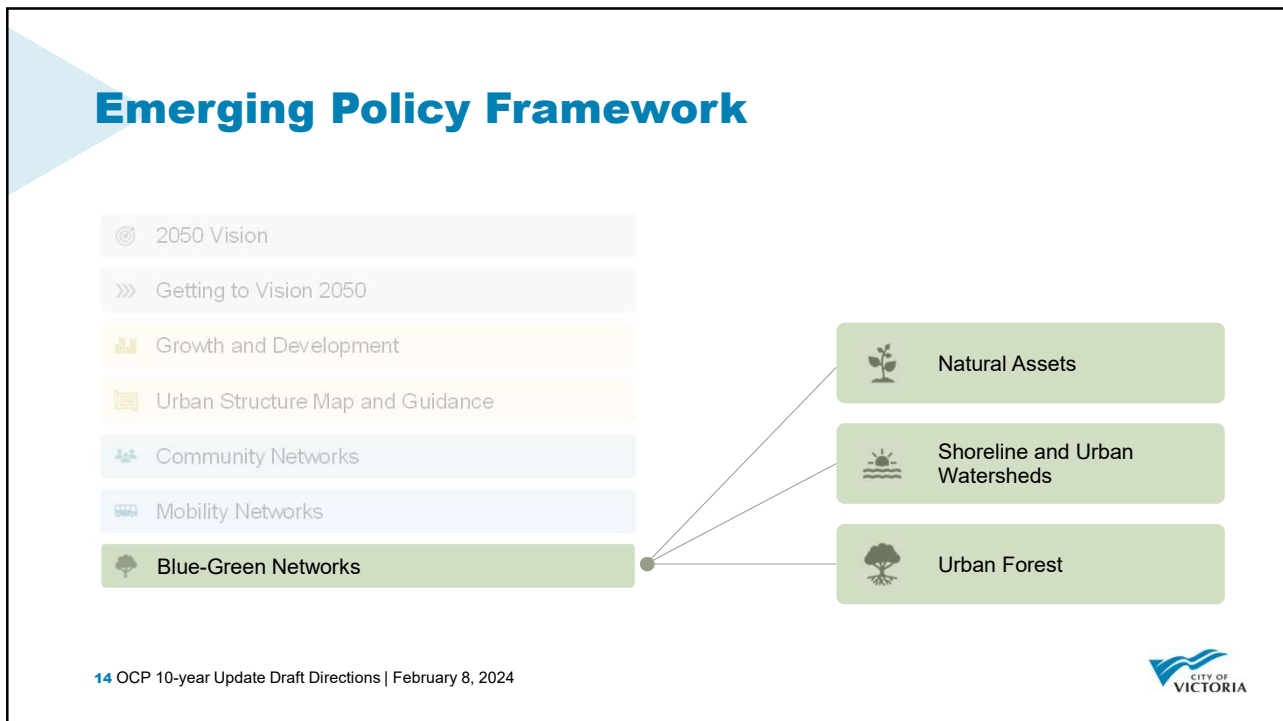
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# Key Directions (Big Moves)


Victoria 2050 – Big Moves  
Key Directions for the Official Community Plan 10-year Update



**Summarizes major policy shifts and key outcomes for:**

- ▶ Housing
- ▶ Climate
- ▶ Community
  - Mobility
  - Community Spaces and Amenities
  - Arts, Culture and the Local Economy

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## Big Moves

▶ **Relevant key direction.**



Housing



Climate



Community



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# 2. Growth & Land Use

- ▶ 2050 Vision and Goal Posts
- ▶ Land Use and Development Context
- ▶ Proposed OCP Land Use: A New Urban Structure



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## Vision and Growth Goal Posts



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## Vision 2050

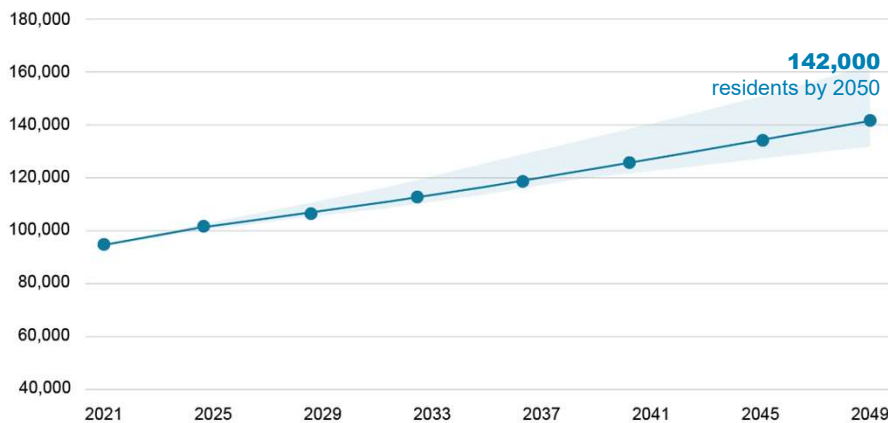
Over the next three decades, the City of Victoria will thoughtfully and intentionally navigate difficult trade-offs in pursuit of the following vision:

Victoria is a **diverse community** anchored by a **range** of **livable** housing options, the **prosperous urban core** of British Columbia’s capital region and a global leader in **climate-forward** **urban infrastructure**

Welcoming and inclusive of all ages, lifestyles, incomes, and backgrounds.	Housing options across the housing continuum in all areas of the city.	Healthy, enjoyable private and public spaces for daily activities.	A future-ready, resilient economy that leverages regional strengths while emphasizing local well-being.	Proactively reducing emissions and preparing for the impacts of climate change.	The built and natural infrastructure that provides critical services for our residents and region.
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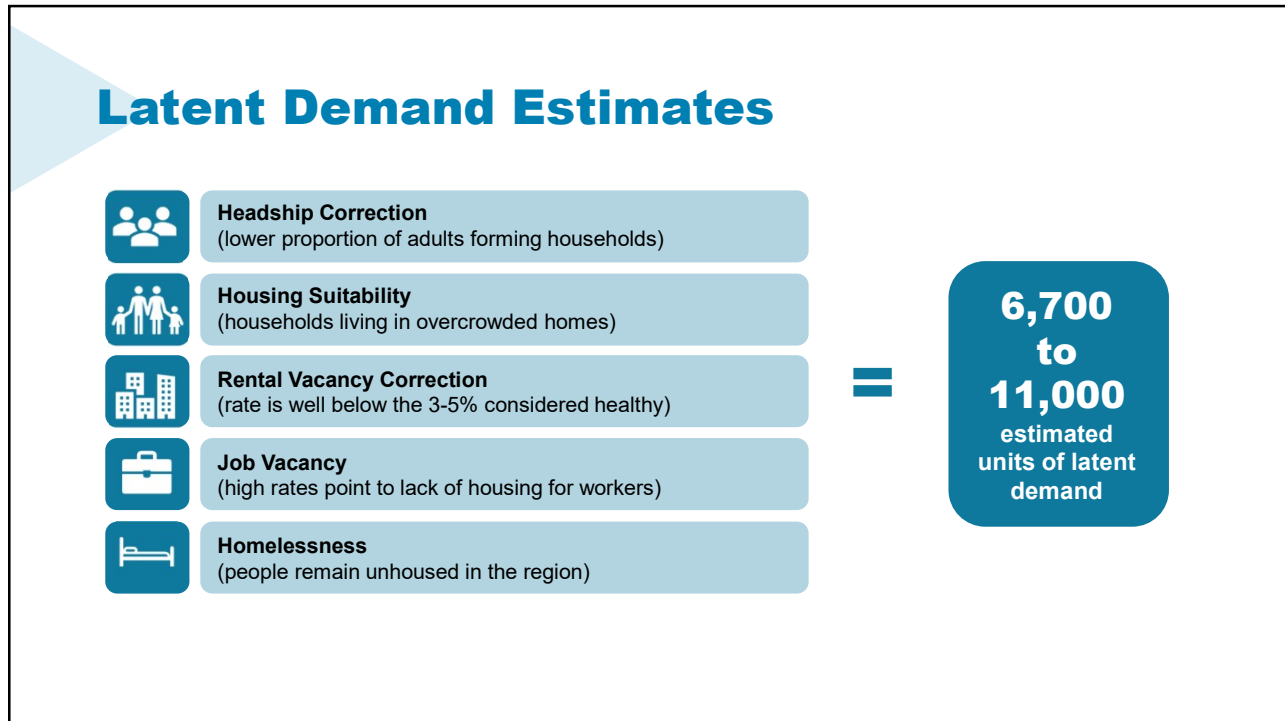
## 2050 Population Projections



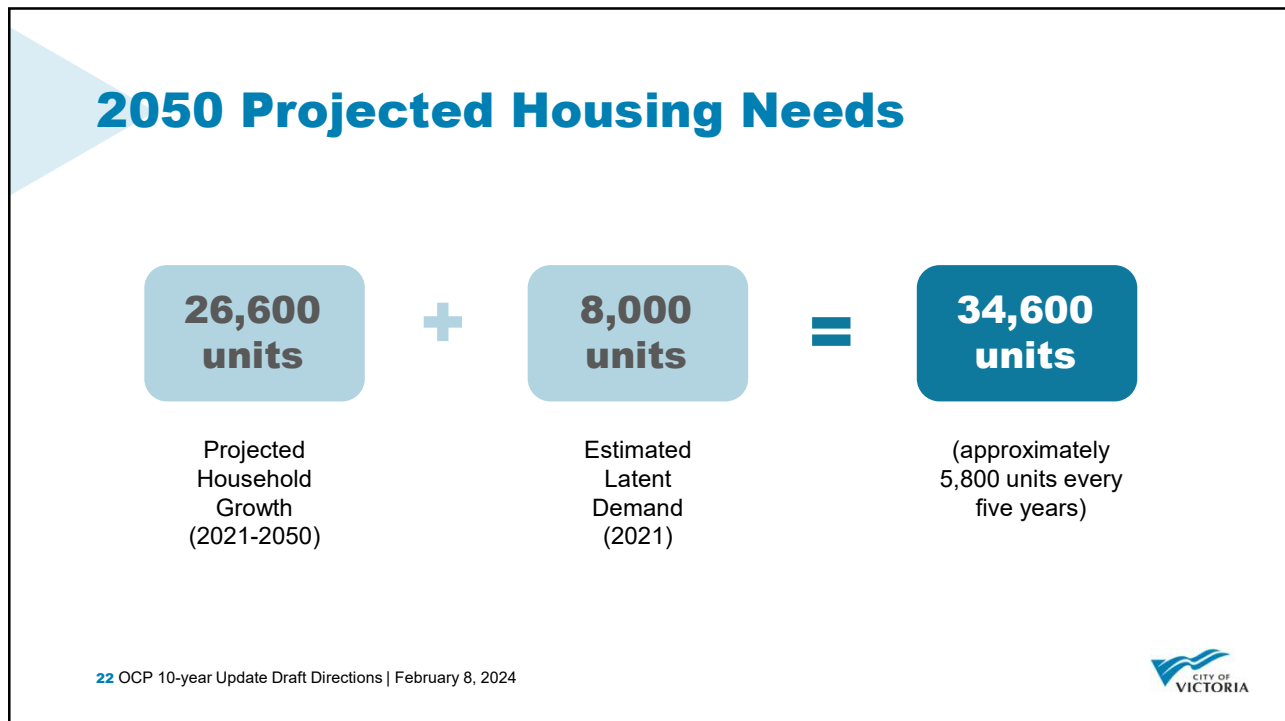
**+ 47,000**  
New Residents

**+ 26,600**  
New Households

20



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## Key Areas of Housing Need

**Secured Rental**

- 60% of Victorians are renters
- 1.4% vacancy rate and chronically low

**Non-Market**

- 24.3% of renters are in core housing need

**Family**

- 1% of rentals have 3 or more bedrooms
- Families are moving elsewhere

**Accessible**

**Adaptable**

**Low Carbon**

**Resilient**

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## Proposed Growth Goal Posts

	2020	2030	2040	2050	Total
<b>Population Growth</b>	94,890	110,600	126,300	142,000	47,100
		2030	2040	2050	Total Net New
<b>Net New Homes by Decade</b>		13,600	11,300	9,700	34,600
<b>Share of Rental Units</b> <small>(targeting 65% secure rental units)</small>		8,900	7,300	6,300	22,500
<b>Targeted share family units</b> <small>(targeting 17% 3+ bedroom units)</small>		2,300	1,900	1,700	5,900

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## Land Use and Development Context



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## Employment Growth

- Between 19,800 to 40,700 new jobs from 2022 to 2050.
- Sectors with greatest growth include:
  - professional, scientific and technical services
  - health care and social assistance
  - accommodation and food services
- Trends and available data point to growing land and space needs.
- Additional work underway to fully assess land use needs.



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## Retail Assessment

- Market for goods and services will grow with population and employment.
- Opportunity to enable and support new nodes.
- Opportunity to expand existing nodes.
- Additional work planned to identify more general support for retail.



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## Land and Development Economics

- Considered current and future land cost, financing and construction conditions.
- Considered potential implications of *BC Building Code Changes*.

### Findings

- Wood frame construction (townhouse, houseplex and 4-6 storey multi-unit) performed best.
- Concrete construction generally performed poorly.
- Mass timber also generally performed poorly, but more due to its novelty than material costs.
- Strata outcompetes rental in most conditions.
- Rental is typically most viable in 4-6 storey wood frame development.
- However, under current conditions rental is especially challenged.

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## Wood Frame is Low Carbon Growth

- Inherent challenge: simultaneously addressing housing supply and climate action goals.
- Residential construction is associated with high emissions.
- Two key pathways to addressing both important goals:
  - ▶ Focus on infill development
  - ▶ Focus on low-carbon materials



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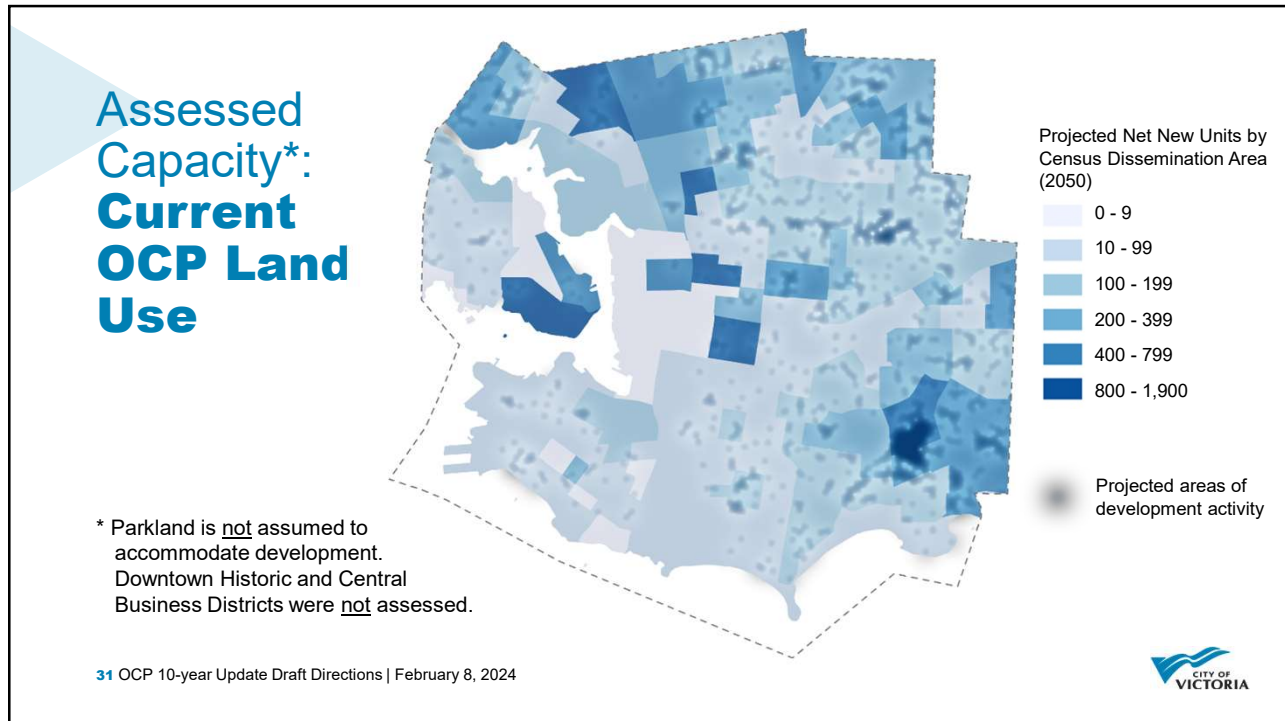
## Analysis of Residential Build-out Capacity

- Based on OCP Land Use
- Accounted for the scale, form and use of **development enabled in policy**.
- Also, importantly, accounted for **plausibility of redevelopment** under varying conditions, considering multiple factors:
  - Land and improvement values
  - Lot shape and size
  - Other attributes that influence development viability



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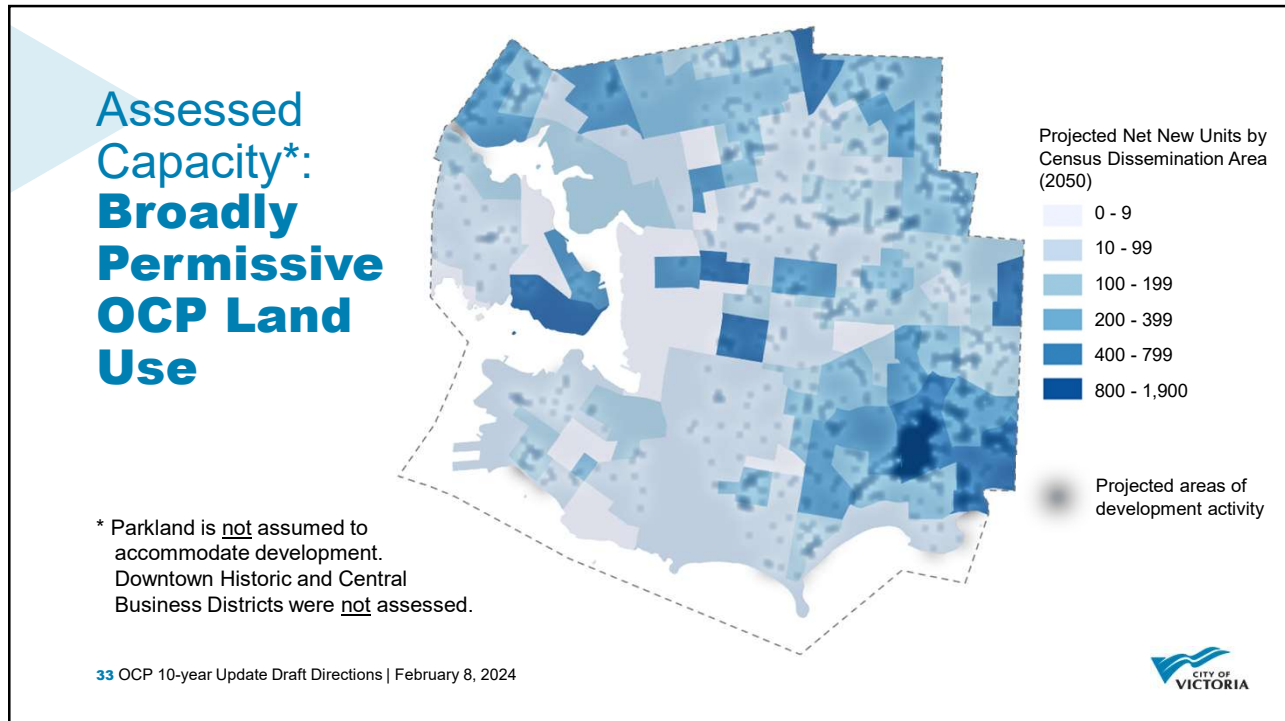
31

## Summary of Key Scenarios Tested

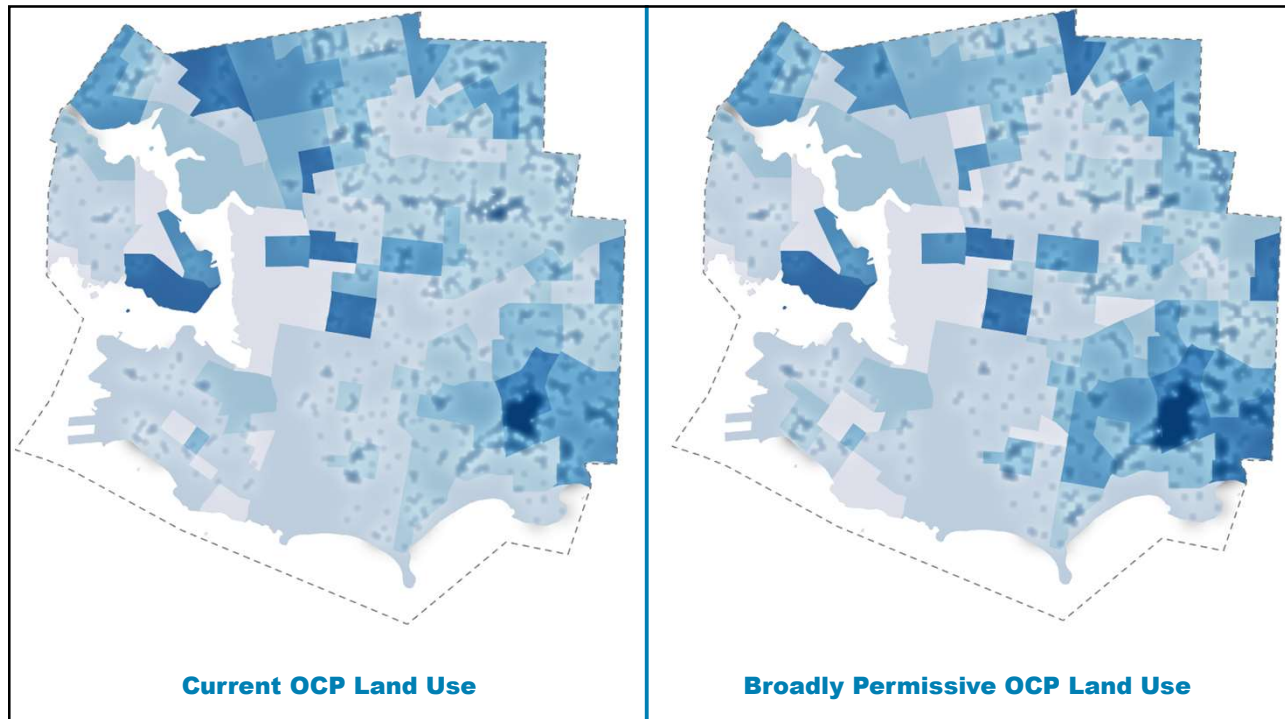
Scenario	Land Use Details	Projected Units	Key Implications for Housing Need
Business-as-usual	<ul style="list-style-type: none"> <li>No change from current policy.</li> </ul>	25,300	<ul style="list-style-type: none"> <li>Falls shy of keeping up.</li> <li>Fails to catch-up.</li> <li>Some opportunity for diversity.</li> </ul>
Tall Town Centres, Buffered	<ul style="list-style-type: none"> <li>Tall buildings in Town Centres (including new).</li> <li>Mid-rise (2.0 FSR) in walking distance of Centres.</li> </ul>	26,600	<ul style="list-style-type: none"> <li>May fail to keep-up.</li> <li>Fails to catch-up.</li> <li>Some opportunity for diversity.</li> </ul>
Buffered Nodes (Urban Villages and Tall Town Centres)	<ul style="list-style-type: none"> <li>Tall buildings in Town Centres (including new).</li> <li>Mid-rise (2.0 FSR) in walking distance of Nodes.</li> </ul>	26,600	<ul style="list-style-type: none"> <li>May fail to keep-up.</li> <li>Fails to catch-up.</li> <li>Some opportunity for diversity.</li> </ul>
Buffered Nodes and Transit Priority Corridors	<ul style="list-style-type: none"> <li>Tall buildings in Town Centres (including new).</li> <li>Mid-rise (2.0 FSR) in walking distance of Nodes and Corridors.</li> </ul>	26,900	<ul style="list-style-type: none"> <li>May keep up.</li> <li>Fails to catch-up.</li> <li>More opportunity for diversity.</li> </ul>
Flat City (Low-rise) with Buffered Nodes	<ul style="list-style-type: none"> <li>Tall buildings in Town Centres (including new).</li> <li>Mid-rise (2.0 FSR) in walking distance of Nodes.</li> <li>Low-rise (1.6 FSR) in all other residential areas.</li> </ul>	29,000	<ul style="list-style-type: none"> <li>Keeps up.</li> <li>Closest to catching-up.</li> <li>More opportunity for diversity.</li> </ul>
Flat City (Mid-rise, unrestricted) with Tall Town Centres	<ul style="list-style-type: none"> <li>Tall buildings in Town Centres (including new).</li> <li>Mid-rise (2.5 FSR) in all residential areas.</li> </ul>	29,000	<ul style="list-style-type: none"> <li>Keeps up.</li> <li>Closest to catching-up.</li> <li>Greatest opportunity for diversity.</li> </ul>

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## Why are the scenarios so close?

- Victoria is a built-out city.
- Wide range of factors can limit development potential (many are out of municipal control).
- High land costs make development difficult.
- Opportunistic creativity is necessary.
- So is support and action from other actors in the system.



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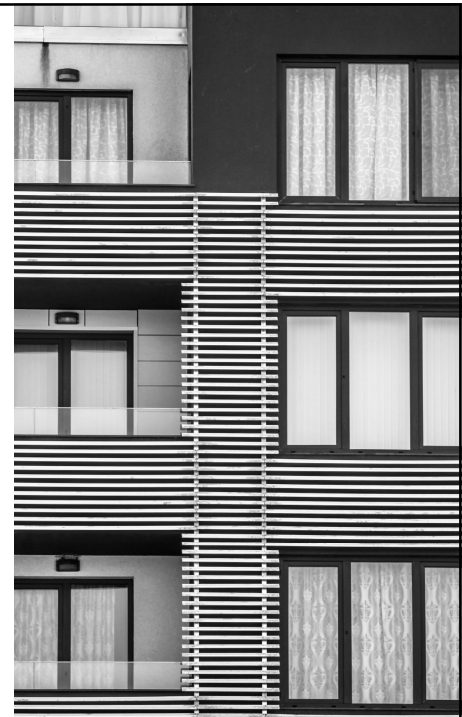


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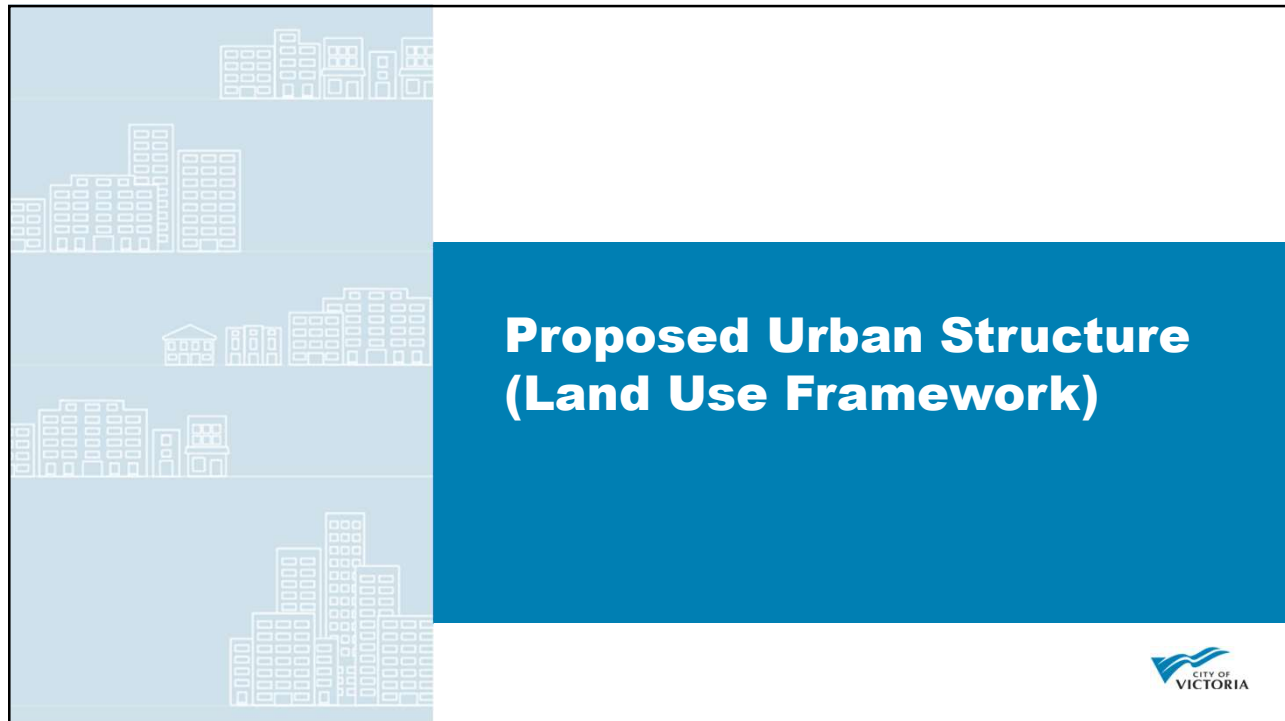
## Important to Understand

- Everything presented to this point is a projection of the future – it is inherently uncertain.
- We assume certain factors based on trends of the past that could shift.
- City of Victoria does not build housing, but sets a regulatory foundation to facilitate and guide growth and development.

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## Urban Structure

### Low Carbon, Flat City

- Recognizes all of Victoria is strategic.
- Unlocks most land at the OCP level.
- Integrates mobility with new nodes.
- Preserves industrial land and supports employment.

**Urban Structure Map**

- General Urban Fabric
- Downtown Core
- Employment Districts
- Legislative District
- Songhees District
- Town Centres
- Community Villages
- Local Villages
- Urban Industrial Reserve
- Working Harbour
- Marine
- Transit Priority Network
- Transit Oriented Area (TOA)\*

\*Provincially Prescribed

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# Core Districts



## Retaining Existing Directions for Core Areas:

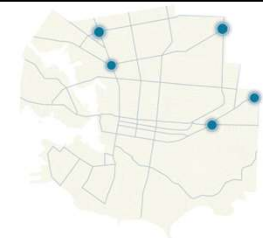
- Downtown Core
- Songhees District
- Legislative District



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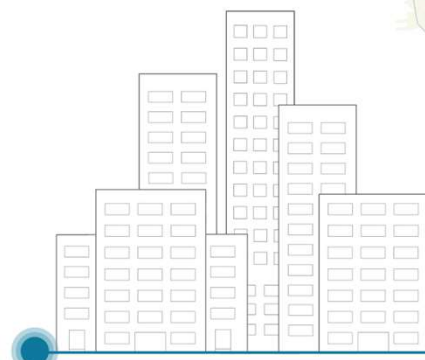


# Town Centres



## Urban Structure Guidance

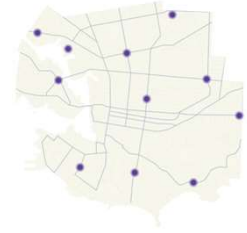
- Aligned with Victoria's Transit Priority Network and Major Mobility Hubs.
- Contemplates tall building forms with an emphasis on low-carbon construction and operation.



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## Community Villages



### Urban Structure Guidance

- Current Large Urban Villages, largely aligned with Mobility Hubs.
- Supports the “doughnut” approach, where redevelopment primarily encircles a steady main street.
- Larger redevelopments (mid- to high-rise) may be considered for major public benefit.



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## Local Villages



### Urban Structure Guidance

- Small nodes of community activity.
- Maintain a low-rise street front.
- Emphasize public spaces to create local destinations.



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## Big Moves

- ▶ **Supporting transit investments.**
- ▶ **Advancing solutions to Housing + Transportation costs.**
- ▶ **Facilitating low carbon growth.**



**Housing**



**Climate**



**Community**



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## Employment Districts

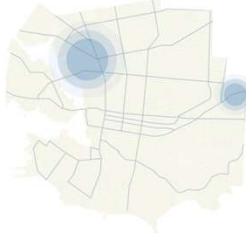

### Urban Structure Guidance

Midtown:


- Supports innovative mix of industrial, commercial, residential and cultural spaces.
- Transit supportive development, with emphasis on employment.

Jubilee:

- Embracing the hospital with supportive uses.

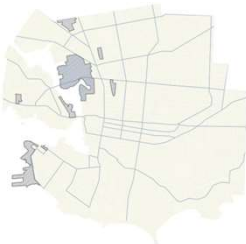
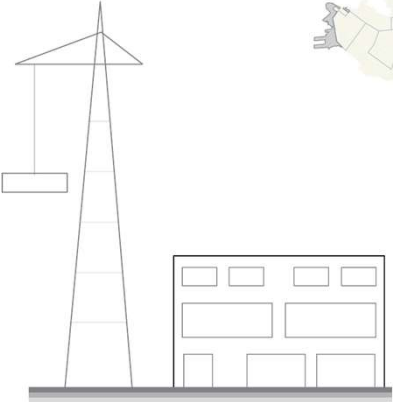



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# Urban Industrial Reserve

**Urban Structure Guidance**

- Reserving lands for production, distribution and repair (PDR) uses.
- Supporting local and regional industrial space needs.
- Enabling and welcoming a range of current and emerging sectors critical to economic health and resilience.

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# Big Moves


- ▶ **Preserving and creating arts and cultural spaces.**
- ▶ **Enabling innovative land use for a diverse economy.**







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# General Urban Fabric




## Urban Structure Guidance

- Contemplates diverse housing forms in all residential areas.
- Broadly permissive for wood frame multi-unit forms (ground-oriented to mid-rise).
- Supports commercial and community-serving uses in all residential areas.



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# Big Moves

- ▶ **Unlocking residential land supply.**
- ▶ **Enabling more neighbourhood commercial and community spaces.**
- ▶ **Facilitating low carbon growth.**






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## Thoughtfully Guiding Urban Form

- This approach would provide equal opportunity for diverse housing forms anywhere.
- But not all forms will work everywhere.
- Must rigorously and consistently consider development applications for high-quality urban design and public benefit.
- Must ensure we complement forms with other elements of community building.



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## Emphasizing Good Urban Design

- Delivering high-quality places to live, work and recreate.
- Supporting vibrant and connected public open spaces.
- Creating and reinforcing a sense of place.
- Supporting an equitable, sustainable and resilient city.



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## Big Moves

- ▶ **Enabling and encouraging more private amenity spaces.**
- ▶ **Prioritizing livability in a changing climate.**
- ▶ **Embracing climate adaptation.**


**Housing**      **Climate**      **Community**



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## 3. Community, Mobility & Environment

- ▶ **Policy and Regulatory Context**
- ▶ **Layered Networks and New Policy Directions**
- ▶ **Subdivision and Development Servicing Renewal**




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## Community Infrastructure Opportunities

- Planning for a shifting demographic context:
  - Aging population
  - Increased immigration
- Planning for a range of abilities.
- Planning for equitable geographic access to a diversity of services, amenities, arts and culture.
- Ongoing commitment to truth and reconciliation.

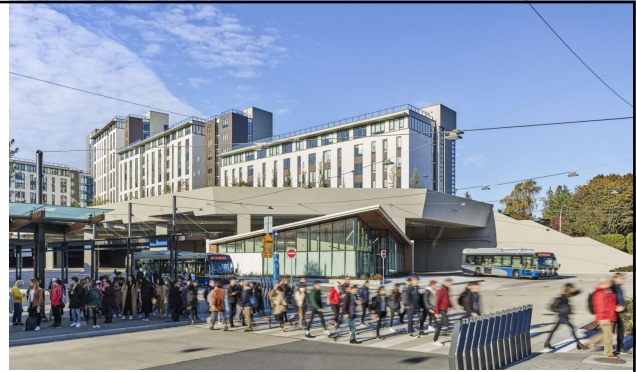
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## Mobility Opportunities

- Integrated planning for mobility hubs.
- Prioritizing rights-of-way and updating street classifications.
- Improving and better integrating the waterways network.
- Improving parking and curbside management.

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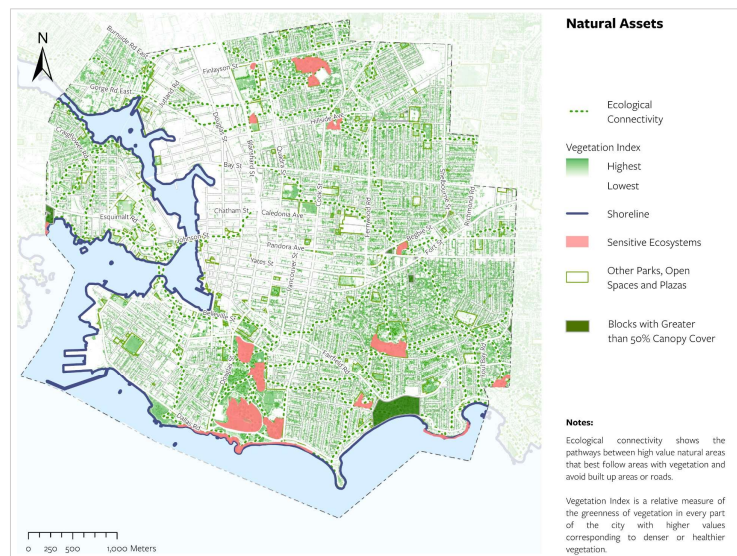


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## Parks and Environment Opportunities

- Inventory, assessment and integrated planning for ecosystem functions.
- Celebrate and enhance the blue network.
- Integrated planning for the urban forest.
- Better defining park access and needs in a growing urban environment.


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# Layered Networks and New Policy Directions




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## Proposed Community Networks

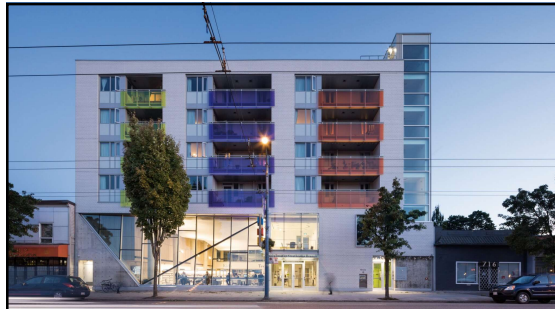
-  Villages and Centres
-  Parks, Open Spaces and Linear Parkways
-  Community Serving and Cultural Places



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Housing



Climate



Community

## Big Moves

- ▶ **Incrementally repurposing road space.**
- ▶ **Maximizing parks and public spaces.**
- ▶ **Co-locating housing and community spaces.**
- ▶ **Supporting more community place making.**



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## Proposed Mobility Networks and Hubs



Integrated Networks



Mobility Hubs



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## Big Moves

- ▶ **Land use that supports transit investment.**
- ▶ **Embracing waterways as part of the mobility network.**
- ▶ **Incrementally repurposing road space.**



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## Proposed Blue-Green Networks



Natural Assets



Shoreline and Urban Watersheds



Urban Forest



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## Big Moves

- ▶ **Recognizing Victoria's Blue-Green Networks.**
- ▶ **Enhancing natural assets and green infrastructure.**
- ▶ **Improving the blue network, on and off the shoreline.**
- ▶ **Maximizing public space for environmental objectives.**



Housing



Climate




Community




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## Other Policy Updates

- A new mid-level policy document will integrate relevant local area planning policy where consistent with final OCP directions.
- Place-based planning component of this process will result in new mid-level policy.
- Potential updates to other policy documents (e.g., the Parks and Open Space Master Plan).
- Review and renewal of the City's Heritage Program.



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## Big Moves

- ▶ **Renewing Victoria's heritage program.**
- ▶ **Streamlining the City's policy framework.**
- ▶ **Renewing out-of-date policy guidance.**



Housing



Climate



Community



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## Subdivision and Development Servicing Bylaw Renewal



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## SDS Renewal Objectives

- Align with policy objectives.
- Prioritize climate action.
- Improve clarity for builders and developers.
- Streamline processes where possible.



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## SDS Renewal Approach

- Updating reference documents.
- Supporting complementary functions in the right-of-way.
- Integrating flexibility.
- Identifying appropriate opportunities for delegation.
- Improving procedures and processes.





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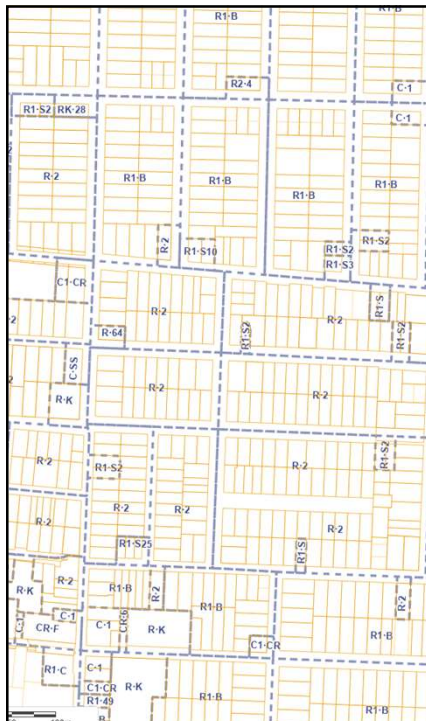
68

# 4. Zoning Modernization


- ▶ Modernization Approach
- ▶ Proposed Zoning Application Options



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## Zoning Modernization



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## Single Simpler Bylaw

### Key Objectives:

- Improve clarity, align policy and reduce barriers for users.
- Create a framework that reduces or eliminates new site-specific zones.
- Reduce the number of rezoning applications.
- Simplify and consolidate Schedules, General Regulations and Definitions.
- Use the right tool for the job (put only in zoning what belongs there).

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## Focus on Housing First

- Given the emphasis on housing and climate solutions, zoning modernization will focus first on residential areas outside of the Downtown Core.
- New, consistent zones for villages and centres would be created but would not be pro-actively zoned for the maximum density.
- Other uses in the city would be transitioned to the new zoning bylaw subsequently.
- New zones would be aligned with the policy objectives of the updated OCP, as refined through upcoming engagement.

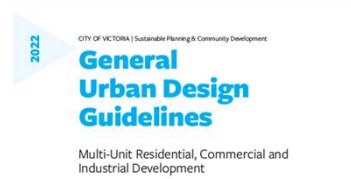
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## Role of Design Guidelines

- Zoning uses strict regulations while design guidelines are more flexible and allow for creative solutions.
- Simplified zoning will focus on the most fundamental elements of built form.
- We'll therefore rely on clear, yet flexible design guidelines implemented with rigour and consistency.



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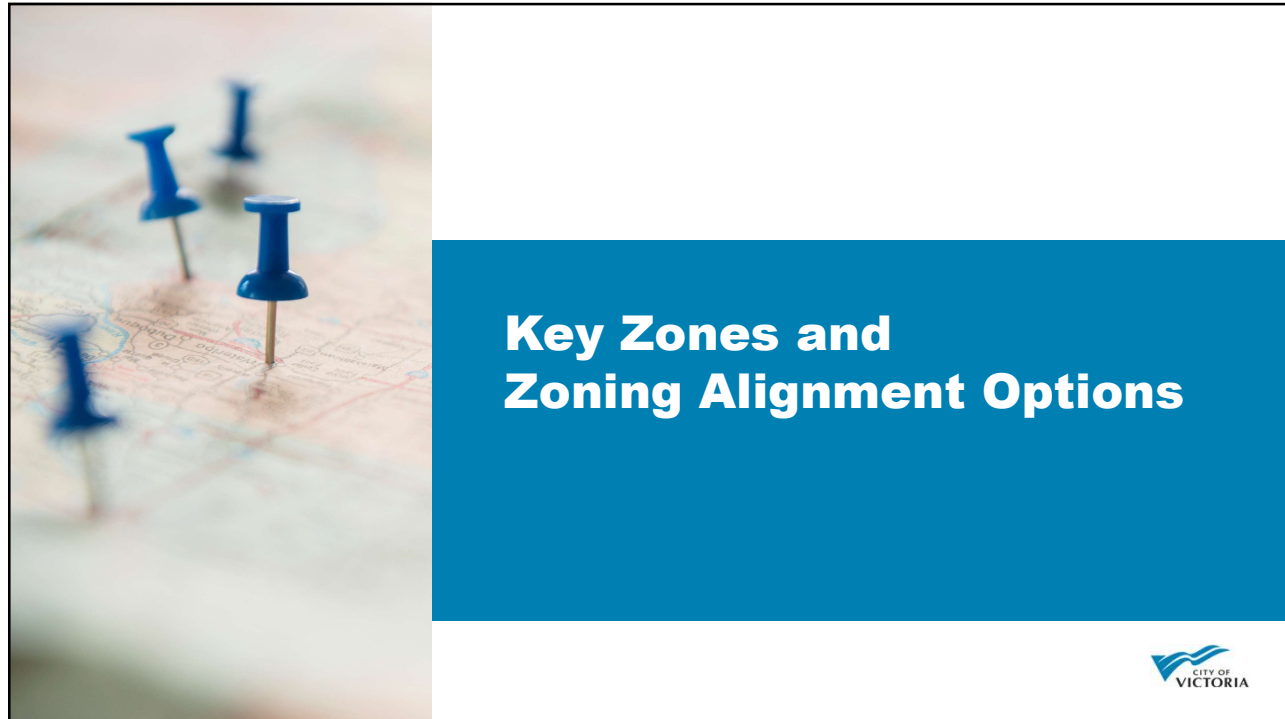


## Big Moves

- ▶ **Growth that embraces climate adaptation.**
- ▶ **Enabling and encouraging more private amenity spaces.**
- ▶ **Enabling more non-market housing.**



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## Transit Oriented Areas (TOA)

**Not required to zone, but to designate**

- Prescribed by Provincial Legislation (Bill 47)
- One TOA identified for Victoria:  
Legislature Exchange
- Zoning must not restrict:
  - 3.5 FSR | 10 storeys in the inner core.
  - 2.5 FSR | 6 storeys in the outer core.
- Still assessing impacts and implementation.



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## Mixed Use Zones

### Villages and Centres

Not pre-zoning for maximum envisioned density in OCP; would seek to set a consistent base:

- Small Urban Village  
(aligned with OCP Local Village)
  - Generally ~ 1.2 FSR | four storeys
  - Table of site-specific regulations as needed
- Large Urban Village  
(aligned with OCP Community Village)
  - Generally ~ 1.5 FSR | six storeys
  - Table of site-specific regulations as needed
- Town Centre
  - Generally ~1.5 FSR | six storeys
  - Table of site-specific regulations as needed



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## Residential Zones

### Ground Oriented Residential

Similar to existing Missing Middle regulations, the following would be permitted:

- 1.1 FSR
- Up to three storeys
- Still assessing impacts and implementation of related Provincial Legislation



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## Residential Zones

### Urban Residential

To enable multi-unit apartments and condos where they are already permitted, the following would generally be permitted:

- 2.0 FSR
- Up to six storeys
- Table of site-specific regulations as needed



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## Residential Zones

### Housing Opportunity

To support secured rental, this zone would permit the following:

- 1.1 FSR | up to three storeys  
(as was established in Missing Middle)
- 2.0 FSR | up to six storeys  
**if** rental is secured
- 2.5 FSR | up to six storeys  
**if** rental with inclusion of affordability is secured

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## Big Moves

- ▶ **Enabling the next generation of affordable rental.**
- ▶ **Encouraging more non-market development.**



**Housing**



**Climate**



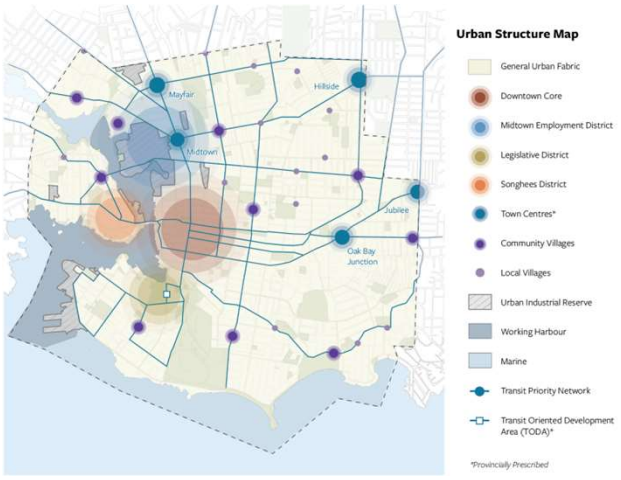
**Community**




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## Zoning Alignment Approaches

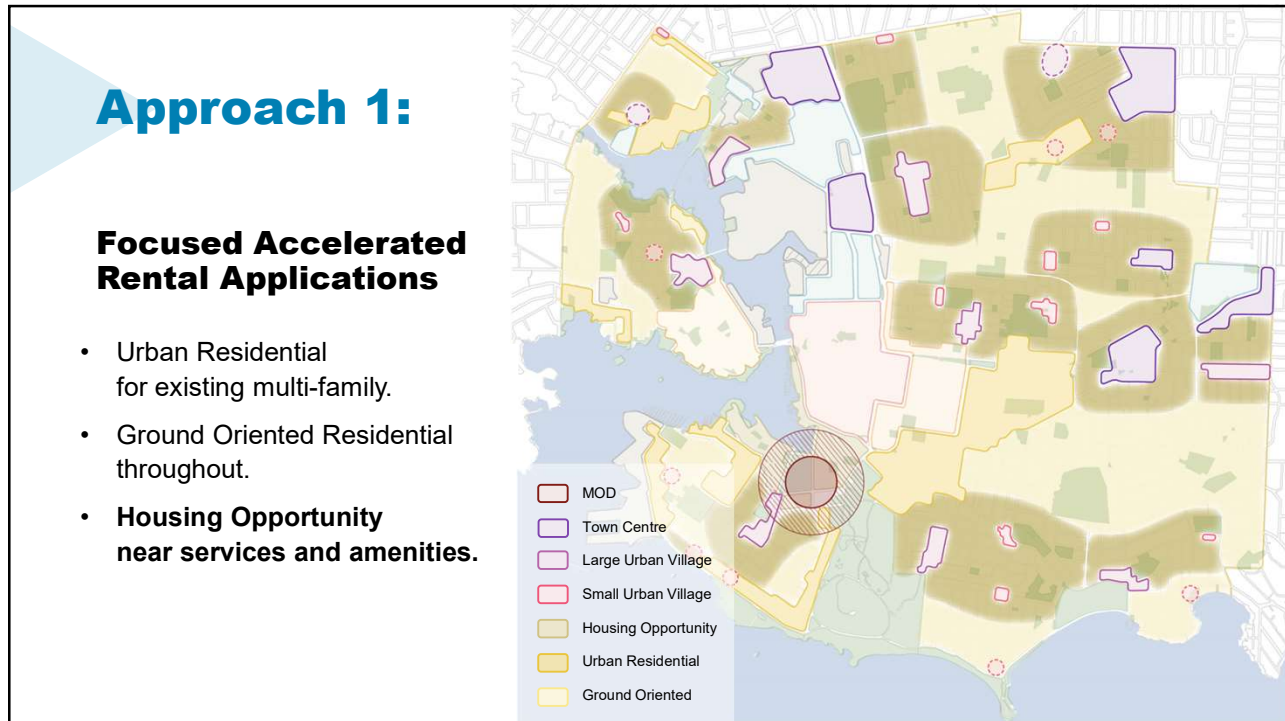
- With a broadly permissive OCP, as proposed, the zoning approach is critical.
- There is more than one way to meet our goals and align our vision.



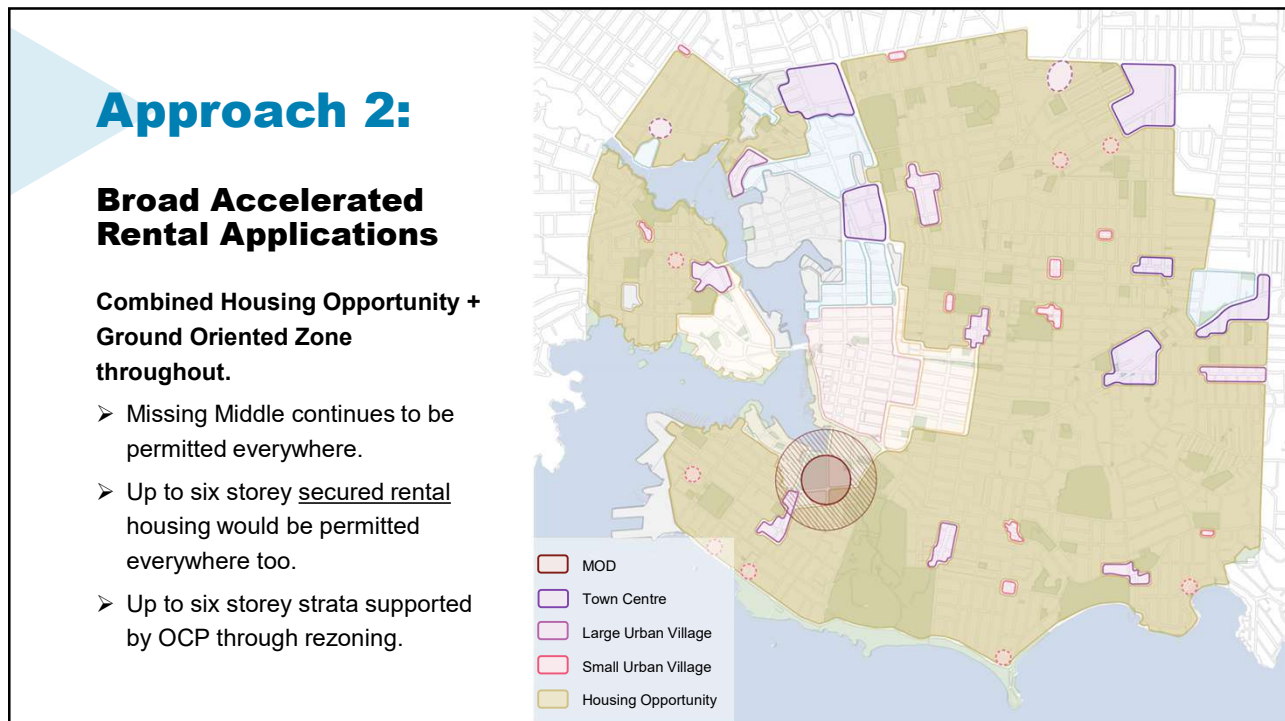
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## High-Level Assessment

- Projected development outcomes are similar, since the OCP would still be broadly permissive.
- In each case, we would generally be on track to meet projected growth to 2040.
- But we fall short of catching up with latent demand and overall need to 2050.
  - **We will rely on significant investment in below market housing and support from other governments to catch-up.**

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## High-Level Assessment

Focused Zoning Approach	Broad Zoning Approach
<p><b>Accelerated rental application process in areas close to services and amenities</b></p> <ul style="list-style-type: none"> <li>• Strongly integrates land and mobility through focus on Town Centres and surrounding nodes.</li> <li>• Supports accelerated rental housing near current and future services and amenities.</li> <li>• May imply a desire to preserve other areas for ground-oriented redevelopment.</li> <li>• Gives some signaling of where significant change is more likely to occur.</li> </ul>	<p><b>Accelerated rental application process in all residential areas</b></p> <ul style="list-style-type: none"> <li>• Supports accelerated rental housing development anywhere in the city.</li> <li>• Reflects that all of Victoria is geographically strategic for growth.</li> <li>• Administratively the simplest approach.</li> <li>• Will require even more consistent and rigorous application of design guidelines.</li> <li>• Major, complex change for community to digest.</li> </ul>

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## 5. Next Steps

- ▶ Recommendations
- ▶ Alternate Motions
- ▶ Engagement Plans



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## Recommendations

1. Endorse in principle the Key Directions for the OCP 10-year Update (Attachment A) and the Emerging Policy Framework for the OCP 10-year Update (Attachment B).
2. Endorse in principle the *Zoning Bylaw* Modernization Approach as described in this report.
3. Endorse in principle the *Subdivision and Development Servicing Bylaw* Renewal Approach as described in this report.
4. Instruct the Director of Sustainable Planning and Community Development to advance public consultation, as previously approved by Council, on the directions endorsed in principle above and the two rental zoning application approaches described in this report.
5. Advance today's motions to the daytime Council of February 8, 2024.

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## Alternate Motions for Rental Zoning Approach

### Alternate Motion 1:

Recognizing the benefits of incremental change and the importance of reinforcing Victoria's Centre and Village network, Council may wish to instead:

- ▶ Endorse in principle Zoning Application Approach 1: Focused Acceleration of Rental and proceed with consultation on this approach **only**.

### Alternate Motion 2:

Recognizing the equity benefits of a more broadly permissive approach and the tempering inherent in a focus on rental, Council may wish to instead:

- ▶ Endorse in principle Zoning Application Approach 2: Broad Acceleration of Rental and proceed with consultation on this approach **only**.

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## Engagement Plans

- Can launch immediately upon Council's direction.
- Kick-off events and promotions in the hopper for February.
- Would go through fall 2024 with:
  - ▶ Speaker Session
  - ▶ Open Houses
  - ▶ Lunch and Learns
  - ▶ Community Pop-ups
  - ▶ Online Survey
  - ▶ Place-based planning

### One City. One Plan.

10-Year Official Community Plan Update



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# Questions

