



Planning and Land Use Committee

For the Meeting of October 29, 2015

To: Planning and Land Use Committee **Date:** October 16, 2015
From: Jonathan Tinney, Director, Sustainable Planning and Community Development
Subject: A New Local Area Planning Program for Victoria

RECOMMENDATION

That Committee forward this report to Council for consideration and that Council direct staff to:

1. Initiate local area planning in accordance with the new planning approach outlined in the body of this report and the following schedule:

March 2016 – February 2017: Fairfield, Gonzales and Victoria West

March 2017 – February 2018: Fernwood, Jubilee, North Park, Rockland, as well as Fort Street corridor within Fairfield and Oak Bay Village within Gonzales

March 2018 – February 2019: James Bay, Hillside Quadra, Oaklands.

2. Consult with community associations, groups and other interested citizens on the new local area planning program and develop shared principles and other Terms of Reference for the program through a collaborative workshop later this year.

EXECUTIVE SUMMARY

The purpose of this report is to present a new, accelerated local area planning program for Victoria. With most of the City's neighbourhood plans created during the 1980s and 1990s, 10 neighbourhoods are in need of new, updated plans. Under this program, new neighbourhood plans will be created for these 10 neighbourhoods within three years, beginning in March 2016. Three or four neighbourhoods will be planned simultaneously, particularly where there are shared urban villages, transportation corridors or other shared areas of interest. Within each neighbourhood, planning efforts will focus primarily, although not exclusively, on urban villages and transportation corridors.

The design of the proposed approach is responsive to Council direction, and draws heavily on input from residents, community associations, city staff, local development industry and the experience of other cities. The new local area planning program proposes a co-planning model, where neighbourhoods will work in close collaboration with the City to identify and address their own needs within the framework of the city-wide vision, goals and policies established by the *Official Community Plan* (OCP). While City staff guide the process, the neighbourhood is closely involved in designing, delivering the project and developing neighbourhood plans, through diverse engagement opportunities and a representative Steering Committee. Neighbourhoods will be offered a menu of engagement options and will be encouraged to deliver parts of the planning

process themselves, supported and at times, resourced, by the City. The planning process will begin with broad neighbourhood visioning, and collaborative techniques to engage neighbourhoods in co-creating future development scenarios that guide planning and land use policy, as well as parks and transportation investment at the neighbourhood level.

Planning will produce three products:

- 1) A new Neighbourhood Plan, with guiding policies and design concepts for land use, transportation, public spaces and community vitality, as well as tailored topics that respond to the unique needs and interests of the community.
- 2) A Neighbourhood Action Plan that identifies short-term (three years) priority projects, investments and other actions to improve the neighbourhood and implement the Neighbourhood Plan.
- 3) Companion amendments to the OCP, Development Permit or Heritage Conservation Areas (or associated guidelines), the *Zoning Regulation Bylaw* or other City bylaws or policy plans, where recommended, to ensure prompt alignment of bylaws and plans.

Under the proposed planning program, the target is that plans are created within one year: three months for start-up and nine months for plan creation and approval.

In order to deliver new neighbourhood plans within three years, staff recommend the following sequencing, based on consideration of neighbourhood characteristics, recent development pressure and factors such as existing working relationships between neighbourhoods and complexity of planning issues.

Year One Plans, March 2016 – February 2017: Fairfield, Gonzales and Victoria West

Year Two Plans, March 2017 – February 2018: Fernwood, Jubilee, North Park and Rockland, as well as Fort Street corridor within Fairfield and Oak Bay Village within Gonzales

Year Three Plans, March 2018 – February 2019: James Bay, Hillside Quadra, Oaklands

Over the next three years, \$700,000 will be required to deliver local area planning, in addition to staff resources. Council has already allocated the first year's budget, subject to Council's approval of this staff report that outlines how local area planning will be advanced.

PURPOSE

The purpose of this report is to recommend a new, accelerated approach to local area planning for Victoria's neighbourhoods.

BACKGROUND

The goal of local area planning is to provide detailed guidance for growth, change and development within a specific geographic area. Under the current approach set out in the *Official Community Plan* (OCP, 2012) and *Local Area Planning Program Terms of Reference* (June 2014), local area planning was to be completed in four phases over the next 20 years, focusing on areas of anticipated housing growth. Through the 2015-2018 Strategic Plan, Council directed staff to examine options for accelerating the delivery of local area planning and completing new local area plans within the next few years. On April 30, 2015, Council approved the *Financial Plan Bylaw* which includes a commitment of \$200,000 to expedite local area planning, subject to Council's approval of a staff report that outlines how local area planning will be advanced.

In developing a new, accelerated approach to local area planning, staff have met with community

associations over the last two months to better understand key neighbourhood planning issues and how neighbourhoods would like to be involved in local area planning. Staff have also had discussions with development industry representatives and surveyed best neighbourhood planning practices, including community-led land use planning, in other municipalities (Appendix 1).

The development of the new program has also included City staff across departments, including discussions about how to align Great Neighbourhoods and local area planning.

There are 13 neighbourhoods in Victoria. A new local area plan has recently been created for the area covering Downtown and Harris Green (Downtown Core Area Plan, 2011). Local area planning for Burnside is currently underway. With most of the City's neighbourhood plans created during the 1980s and 1990s, this leaves 10 neighbourhoods in need of new, updated local area plans.

ISSUES & ANALYSIS

Through discussions with community associations, development industry, city staff and best practices research, several issues have been identified for the future approach to local area planning:

Collaboration and Involvement: Across neighbourhoods, there was a strong interest in a high degree of collaboration with City staff to create new plans. Several neighbourhoods are interested in opportunities for citizen-led engagement, where citizens would organize and lead engagement events or activities. Participation in neighbourhood planning needs to be diverse and inclusive, and represent the full range of demographics and perspectives in the neighbourhood. Engagement methods should be innovative, fun and meaningful. A neighbourhood steering committee was often mentioned as a key tool for collaborative engagement.

Community-Led Planning: Some neighbourhoods have strong interest in community-led planning, where the City provides funding and support for neighbourhood committees to lead all or part of neighbourhood planning. Other neighbourhoods were more interested in a traditional, City-led approach. The interest in community-led planning was stronger in neighbourhoods where there is already strong capacity and interest in planning (e.g. Victoria West).

Representatives from Victoria's development industry preferred to see City leadership of neighbourhood planning, concerned that final citizen-led plans may not meet city-wide OCP objectives. They also expressed concern regarding how philosophical or planning conflicts will be resolved, as this would put staff or Council in an arbitrator role.

A survey of best practices suggested that, while there are many examples of community-led action planning, there are few examples of community-led land use planning (Appendix 1). Seattle's model from the 1990s (perhaps the best known example) is often held up as an excellent example of citizen-led planning that led to great community buy-in and involvement in planning. On the other hand, some Seattle planners today caution that the community-led processes resulted in unrealistic neighbourhood expectations and a lack of consistency with city-wide and regional planning goals.

Faster Planning: There is a strong desire for neighbourhood plans to be completed quickly. A planning program with clear structure, deliverables and adequate resources is important for planning to be delivered quickly. Best practices suggest that neighbourhood plans with more

community collaboration tend to take more time (2 years +) than less collaborative approaches (less than one year).

Customized Planning: The issues, stakeholders, community capacity and level of interest in planning varies from neighbourhood-to-neighbourhood. As a result, the planning process should be tailored to each neighbourhood, offering a menu of options for engagement and what the plan will address.

Consistency Among Plans: While there is a desire for customization, there is also a desire for certain common building blocks to provide consistency in content and approach. The development industry and City staff and some neighbourhood associations indicated a desire for all plans to provide detailed guidance with respect to building height, density, urban design and building form, as well as concepts for future transportation and public space investments. Common steps and clear deliverables to guide the creation of plans can provide a skeleton for efficient planning, within which tasks and topics can be tailored to local needs.

Comprehensive Neighbourhood Planning: There is strong interest from neighbourhoods to have plans go beyond land use planning, and include a range of topics and interests important to residents and businesses (e.g. social issues, environmental issues, active transportation, public spaces, community vitality, and economic development).

Action-Oriented: While there is a need for long-term, guiding policies, there is also a strong desire for clear, short-term action. Short-term actions can begin while planning is still underway. Implementation needs to be monitored and reported. There is an opportunity to link the proposed Great Neighbourhoods model to neighbourhood planning to ensure a coordinated flow of information and response on issues that might emerge during neighbourhood planning but fall outside the scope of a neighbourhood plan. Potential staff resources will be formalized pending Council's consideration of the Great Neighbourhoods model in November 2015.

Refining the OCP: The primary goal of local area planning is to determine how OCP objectives such as housing and employment growth will be accommodated at the local level. Several community associations expressed concern that the high-level Urban Place Designation Guidelines in the OCP do not reflect local vision or realities. As a result, there is desire for neighbourhood planning to offer a broad community conversation about what height and types of buildings, streets and public spaces are suitable in the neighbourhood, on a block-by-block basis. Visual modelling tools and other graphic techniques should be incorporated into engagement to help communicate what future building forms and urban design might look like.

A New Local Area Planning Program for Victoria

Program Purpose and Principles

The goal of the new local area planning program is to create a collaborative program where community members will work with City of Victoria staff to envision, design and implement a plan for those areas of the city that are targeted to accommodate future growth through the OCP.

The program is based on five principles, derived directly from the input and themes heard at 10 community association meetings:

Customized

- Plan process, engagement and content are tailored to the needs of each neighbourhood

Community

- There is a high degree of collaboration and community involvement
- Community-led engagement is encouraged and supported

Comprehensive

- Planning should look comprehensively at neighbourhood issues – and go beyond just land use planning
- Provide both policies and clear, achievable actions

Quicker

- There are adequate resources to support expedited local area planning
- There are streamlined steps and structure to help save time

Quality

- Plans are of the highest possible quality
- Clear deliverables and milestone ensure quality.

Goals for Local Area Planning

The overall goal of local planning is to enable the City and community to work in partnership to improve quality of life in Victoria by:

1. Involving citizens in determining the best way to achieve established city-wide housing growth targets and other objectives.
2. Helping citizens achieve their goals for their neighbourhoods.
3. Helping shape future City investments.
4. Activating the building of community within neighbourhoods.

Scale of Plans

The new, accelerated approach proposes a return to neighbourhood-scaled plans, rather than a series of smaller urban village plans. Meetings with community associations have confirmed that neighbourhoods are the scale at which most people in Victoria relate to the city and their daily lives. The neighbourhood level is the ideal scale for engaging citizens and undertaking community-based planning, design and development. Multiple urban villages within a neighbourhood will be planned simultaneously, presenting opportunities for shared engagement and resource efficiencies.

Within neighbourhoods, planning efforts will continue to be focused on urban villages and transportation corridors, where housing and other growth is envisioned by the OCP. This approach is taken in many of the City's existing neighbourhood plans, which often have a larger focus on commercial centres or other areas of anticipated change.

Planning Framework

The starting point for local area planning is to work collaboratively to determine how neighbourhoods will achieve the growth management framework set out in the OCP, as well as other city-wide and neighbourhood-specific objectives in the OCP.

Broadly, all neighbourhood plans will be required to be:

- Consistent with the OCP's city-wide growth targets and broad objectives
- Created through inclusive, representative engagement
- Legal
- Collaborative with the City.

A neighbourhood plan must comply with British Columbia legislation and must be in general consistency with existing City and regional planning policy. It should not promote significant changes to the growth plans for the neighbourhood identified in the OCP, but may look at different ways to accommodate this growth.

Neighbourhood plans will be adopted by resolution. The neighbourhood plan may recommend amendments to the OCP or other City bylaws, which would be considered by Council.

Products of Local Area Planning

Local area planning will produce three main products (see Appendix 2):

1. Neighbourhood Plan

The Neighbourhood Plans present policies and design guidance for future development and physical planning over a twenty-year planning horizon. Neighbourhood Plans are based on four common building blocks: Land Use and Urban Form, Transportation, Public Space and Community Vitality (e.g. public art, community amenities). Neighbourhoods will be encouraged to add a fifth building block, "Tailored Topics", to respond to and guide the unique needs of the local community (e.g. emergency management, social issues, cultural planning, etc.).

2. Neighbourhood Action Plans

Neighbourhood Action Plans will work hand-in-hand with the Neighbourhood Plan to identify short-term (three years) priority projects, investments and other actions to improve the neighbourhood and implement the Neighbourhood Plan. Neighbourhood Action Plans address both the hard and soft infrastructure of a neighbourhood (e.g. programs, services, smaller placemaking projects, business vitality and events) and include actions delivered in partnership with community organizations.

3. Companion Design Guidelines and Zoning Amendments

Neighbourhood planning may recommend amendments to the OCP, Development Permit or Heritage Conservation Areas (or associated guidelines), the *Zoning Regulation Bylaw* or other City bylaws or policy plans. Any proposed amendments will be presented to Council at the same meeting as the proposed Neighbourhood Plan, in order to ensure alignment and minimize the time lag between the plan's approval and its implementation.

A New Co-Planning Model

The new local area planning program is based on a co-planning model, where neighbourhoods will work in close collaboration with the City to identify and address their own needs within the framework of the city-wide vision, goals and policies established by the OCP. While City staff will

guide and manage the process, the neighbourhood is closely involved in designing and delivering engagement activities that support the development of the neighbourhood plans. Neighbourhoods will have the option to deliver parts of the planning process themselves, supported by the City.

The new planning program's collaborative approach requires guidelines that are flexible enough to accommodate differences among neighbourhoods (e.g. engagement needs, issues of concern, capacity) so that there is consistency in the content and quality of plans, and still produce a neighbourhood plan to meet the unique needs of an area.

The co-planning approach is proposed in response to community feedback, opportunities identified by staff and the current Area Planning model in Seattle, which has improved upon their widely-known neighbourhood-led model from the 1990s.

Proposed features of the co-planning model include:

- Customized work plan and engagement strategy for each project, tailored to neighbourhood needs
- Encouragement for community-led engagement activities, with support and funding from staff
- Representative Steering Committee established for each neighbourhood, tasked with helping staff to design, deliver and develop neighbourhood planning and associated products
- Emphasis on shared understanding of planning issues through education, reports and presentations, to promote collaborative problem-solving
- Starting all plans with a neighbourhood visioning phase, to develop shared neighbourhood goals, generate solutions and galvanize action
- Use of co-design and participatory techniques for neighbourhoods and staff to work together to evaluate and co-create future development options, based on a shared understanding of issues
- Emphasis on keeping the neighbourhood informed through regular communication
- Final approval of the plan rests with Council

Balancing Collaboration with Acceleration

There is a strong desire from the community and Council to accelerate the completion of local area plans. At the same time, there is a strong desire for collaborative and representative community engagement on neighbourhood planning issues, which leads to more buy-in for the final product and, necessarily, takes more time. The experience of other cities has shown a spectrum from low community involvement plans that can be completed quickly, to highly collaborative, community-led plans that generally take two years or more to complete. The co-planning model tries to balance both goals, by balancing the goals of community collaboration with the goal of completing plans as soon as possible.



Neighbourhood Steering Committee

A Neighbourhood Steering Committee will work closely with staff to ensure that planning is collaborative and community-driven. The Steering Committee will be directly involved in developing draft neighbourhood plans and actions for public review. The goal is to have a strong sense of neighbourhood ownership and support for the final Neighbourhood Plan and Action Plan. The Steering Committee will play several roles, including:

- Contribute to designing the planning process and engagement strategy
- Assist with the delivery of community-led engagement activities, where there is interest
- Collaborate with staff to develop, evaluate and refine neighbourhood planning vision, issues and policies, based on public input
- Help promote neighbourhood planning and encourage broad participation
- Review draft plans and provide feedback to staff.

The size and make-up of the committee will be determined during the Pre-Planning phase, and reflect the diverse demographic profile, issues and sectors in the neighbourhood. The Steering Committee will be appointed by Council, following an open call for application.

Planning Timeline

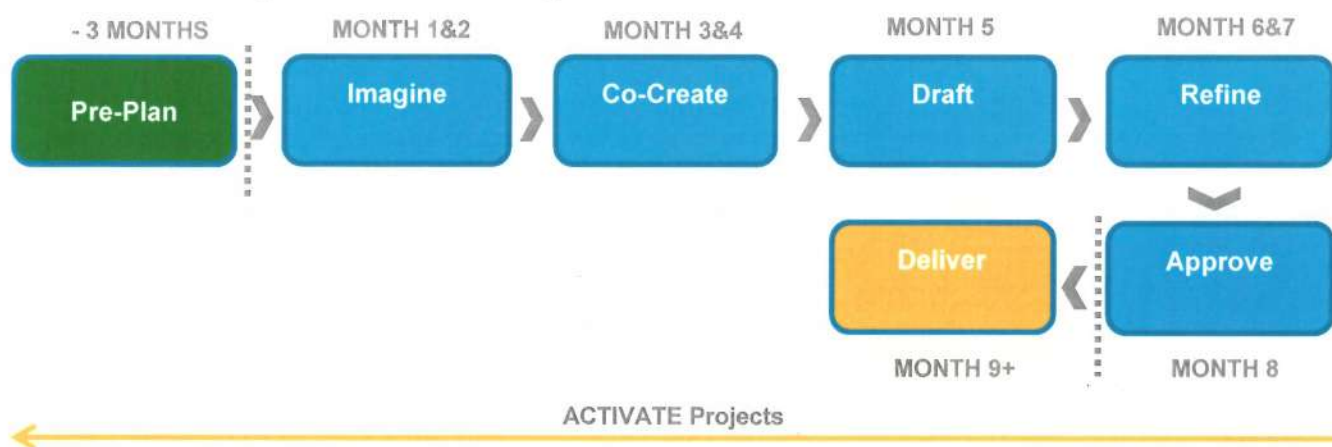
Under the new local area planning program, the target is that plans are created within one year: three months for start-up and nine months for plan creation and approval. Three to four neighbourhood plans will be undertaken simultaneously. All 10 neighbourhood plans will be completed within three years. A proposed sequence is presented later in this report.

Where one year is the target for plan completion, some plans may take more or less time depending on the complexity of planning issues and engagement needs.

Planning Process

Similarly-scoped planning programs in other cities have emphasized the need for structure and clear deliverables in the planning process if plans are to be delivered quickly. For this reason, it is recommended that planning follows the same general steps and timelines across neighbourhoods. Within each step, the tasks and topics can be designed according to the needs and characteristics of their planning areas. A summary of the typical tasks for each step is provided in Appendix 3.

Generalized Neighbourhood Planning Process



ACTIVATE Projects

ACTIVATE Projects are small, quick-win, low-resource projects that respond to community needs and that can be delivered while planning is still underway, rather than waiting until after the plan is approved. Supported by the Great Neighbourhoods model and other City departments, City staff will look for ACTIVATE project opportunities throughout the project, and work collaboratively to coordinate a response and action where possible, within operational budgets.

A Menu of Options for Engagement

Meaningful, representative engagement is the cornerstone of neighbourhood planning. The engagement needs for each neighbourhood can vary dramatically depending on its size, type of planning issues, demographics, community capacity and key stakeholders. A customized engagement strategy will be developed in close collaboration with the Steering Committee. To help with engagement planning, staff will create an Engagement Toolkit with a menu of different options for engagement activities for different phases of neighbourhood planning, ranging from activities that raise awareness and create momentum, to in-depth, collaborative events.

Significant emphasis will be placed on these collaborative design and participatory planning techniques during the Co-Create phase, to enable neighbourhoods to generate and evaluate different future options. Techniques may include the design charrettes, co-design workshops and other collaborative, visualization-based techniques.

Community-Led Engagement Opportunities

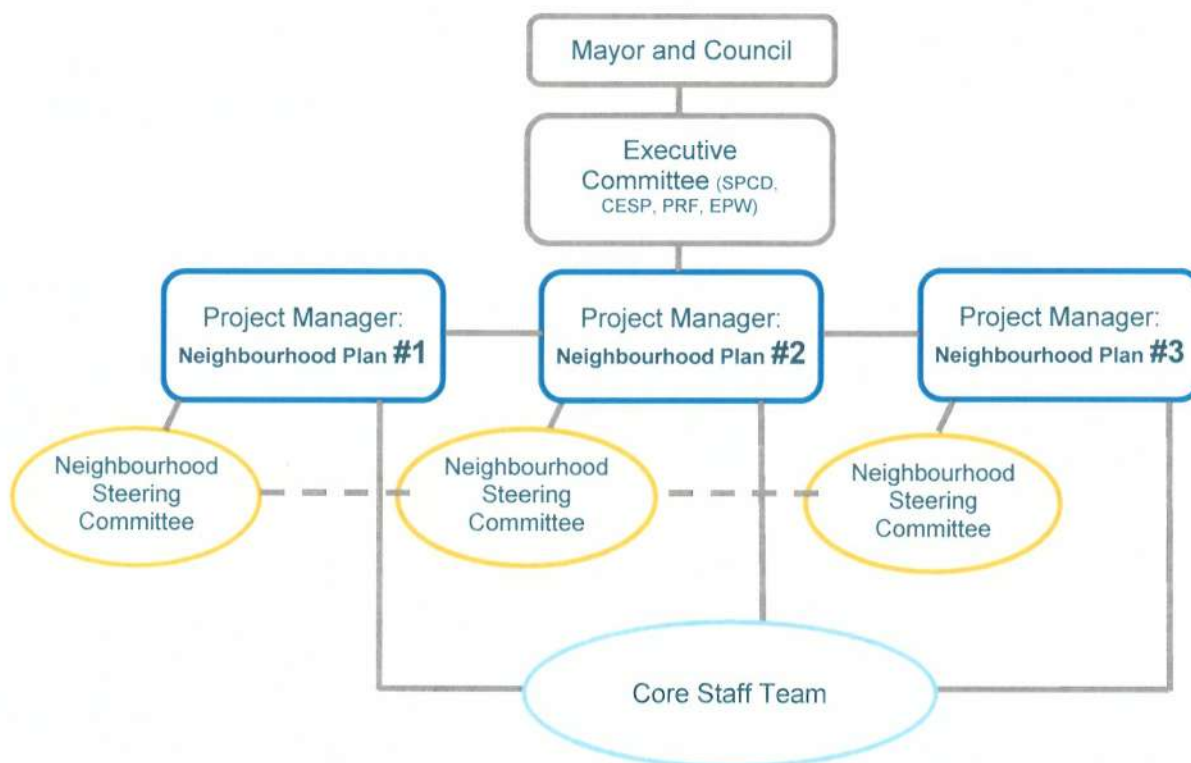
Recent experience with the Burnside-Gorge Local Area Plan has demonstrated the success and value of community-led engagement events, where citizens take the lead in organizing and delivering engagement events. Neighbourhoods will be encouraged to host engagement events during neighbourhood planning, funded and supported by the City, to reach new audiences in different ways. For example, this could involve leading neighbourhood visioning workshops or design charrettes. The interest and opportunity for community-led engagement activities will be confirmed during pre-planning, with resources provided to support community-led activities.

Proposed Staff Resources

Neighbourhood planning will be led by City staff, in collaboration with citizens where there is interest. The use of consultants will be limited to studies and specialized engagement events.

Each of the individual planning projects (3-4 concurrently) will be led by a Project Manager (Senior Planner). The Project Manager will guide co-planning, serve as point person for the project, support the Steering Committee, coordinate the staff team and lead the creation of the neighbourhood plan.

A core staff team will support the 3-4 concurrent neighbourhood plan projects. This team will include staff with skills in urban design, engagement, event planning, transportation planning, parks and public space planning, and planning analysis. Staff from other departments/divisions will provide support on an as-needed basis. The allocation of staff resources will be confirmed through the development of Terms of Reference for the new neighbourhood program.



Generally, the new local area planning program will require staff with the following skills and expertise for each year of the program:

Proposed Neighbourhood Planning Resources: Staff

| Role | Proposed Staff Resources/ Year |
|---|--|
| Project Management | <ul style="list-style-type: none"> Senior Planner x 3 (Sustainable Planning and Community Development) |
| Core Staff Team | <ul style="list-style-type: none"> Planning Analyst (Sustainable Planning and Community Development) Urban Designer (Sustainable Planning and Community Development) Engagement Coordinator (Citizen Engagement and Strategic Planning) Transportation Planner (Engineering and Public Works) Parks Planner (Parks, Recreation and Facilities) Great Neighbourhoods Support – TBC, pending GPC report in November 2015 (Citizen Engagement and Strategic Planning) |
| Staff Resource Group (as-needed basis, to be determined during pre-planning) | <ul style="list-style-type: none"> Development Services (Sustainable Planning and Community Development) Finance Recreation (Parks, Recreation and Facilities) Emergency Management (Fire) Parking Management, Interdisciplinary Team (Citizen Engagement and Strategic Planning) Legal (Office of the City Manager) Other needs to be determined |

Additional Proposed Resources

In addition to the proposed staff resources outlined above, additional resources will be required to support the delivery of local area planning. An estimated budget for engagement, studies and other expenses is outlined below for each of the three years of local area planning.

Neighbourhood plans have been grouped in the proposed sequencing to balance out planning and resource needs within each year, and to take advantage of cost-savings from shared opportunities for engagement and technical studies between contiguous neighbourhoods. As a result, estimated resource needs are shown for all plans in particular year, rather than on an individual neighbourhood plan basis. Within each year, some neighbourhoods will have higher resource needs than others due to the complexity of planning issues (e.g. presence of transportation corridors or multiple urban villages), and associated engagement and study needs. Contiguous neighbourhoods will have lower costs due to opportunities for shared engagement or studies among neighbourhoods (e.g. one study for Fort Street corridor rather than four smaller studies).

Proposed Neighbourhood Planning Resources: Other Expenses

| Sequence | Neighbourhoods | Total Budget |
|------------------|--|--------------|
| Year One Plans | <ul style="list-style-type: none">FairfieldGonzalesVictoria West | \$200,000 |
| Year Two Plans | <ul style="list-style-type: none">FernwoodJubileeNorth ParkRocklandAlso includes Fort Street corridor, and Oak Bay Village | \$300,000 |
| Year Three Plans | <ul style="list-style-type: none">James BayHillside QuadraOaklands | \$200,000 |

The annual total budget will be divided among the three or four individual neighbourhood plan projects within that year. Funds will be allocated to each neighbourhood plan during the pre-planning phase, in consideration of the anticipated engagement and technical study needs for each neighbourhood, or for the planning area as a whole.

Within each project, funds will be generally allocated in the following proportions:

Engagement (Visioning): 15%
Engagement (Co-Create): 60%
Technical Studies: 25%

Sequencing of Neighbourhood Planning

Completing new plans is a priority for all neighbourhoods. For this reason, the new local area planning program recommends that 10 neighbourhood plans be completed within three years, with several plans being completed at once (see Map 1). With all plans to be completed within 36 months, there is a relatively small timing difference between those neighbourhoods that are first and last in the sequence.

The proposed sequence is based on the consideration of both quantitative factors such as land area targeted for growth and recent development pressure (see Appendix 4), as well as more pragmatic, qualitative factors that emerged from staff analysis and community association meetings, such as existing working relationships between neighbourhoods and the complexity of local planning issues. The proposed sequencing aims to spread anticipated planning and resource needs across the three years, and to reflect potential opportunities for shared engagement and technical studies.

An individual neighbourhood plan will be created for each neighbourhood. Each neighbourhood will have its own Steering Committee to guide the planning process. Where adjacent neighbourhoods are being planned concurrently, there may be shared engagement events or Steering Committee meetings to plan for shared lands (e.g. urban villages). Policies for urban villages or other lands that straddle two neighbourhoods will be repeated in both plans.

Recommended Sequencing

Year One Plans, March 2016 – February 2017:

- Fairfield
- Gonzales
- Victoria West

Rationale: Year One Plans would include planning for two neighbourhoods with higher levels of recent development pressures (Fairfield and Victoria West), and for a third neighbourhood (Gonzales) that shares neighbourhood planning issues and established community relationships with one of the others.

With respect to recent development pressure, Fairfield has had the highest number of recent rezonings since the OCP was adopted (26), while Victoria West has had the highest number of new units approved since 2012 (279). There are complex planning needs in Victoria West due to the harbour and transportation corridors, and the desire to better integrate recent developments with more established areas through public realm design. Fairfield also has larger planning needs, with the highest number of urban villages within any one neighbourhood (four). On a practical level, Fairfield and Gonzales share common planning issues, land uses and a shared community association, which may present efficiencies for planning studies and engagement.

The *2015-2018 Strategic Plan* identifies the creation of a Development Permit/Heritage Conservation Area on Dallas Road between Cook Street and Clover Point as an outcome for 2016. The proposed sequencing would allow this item to be incorporated into neighbourhood planning for Fairfield, presenting efficiencies for community engagement and other planning work on the topic.

In total, the Year One process would include three Large Urban Villages and four Small Urban Villages. (Note: The Oak Bay Avenue Village portion of Gonzales and the Fort Street portion of Fairfield are proposed to be planned in Year Two). While there is a high number of urban villages, there are fewer neighbourhoods in the Year One Plans to allow staff to test and refine the new local area planning program and make adjustments for Year Two.

Year Two Plans, March 2017 – February 2018:

- Fernwood
- Jubilee

- North Park
- Rockland
- Will also include Fort Street corridor within Fairfield and Oak Bay Village within Gonzales

Rationale: Year Two Plans would include planning for four contiguous neighbourhoods containing several urban villages that straddle neighbourhood boundaries.

The proposed sequencing allows for concurrent planning of the Fort Street transportation corridor, following up on recent bicycle network planning. In addition to the Fort Street Corridor, there are four other multi-modal corridors that bisect the Year Two Plans neighbourhoods, adding to the complexity of planning issues (Johnson Street, Yates Street, Pandora Avenue and Shelbourne Avenue). The proposed sequencing presents efficiencies for technical analysis and engagement, as similar planning issues and existing relationships are shared among North Park, Fernwood, Jubilee (North and South) and the Fort Street portion of Rockland (i.e. major transportation corridors, vitality of urban villages, parking, urban residential needs, etc.). Rockland also presents several unique planning considerations related to the historic character of the neighbourhood.

The Oak Bay Avenue Village in Gonzales would be included in Year Two so that it can be planned comprehensively, and to reduce the number of urban villages in Year One.

In total, the Year Two process would include three Large Urban Villages, two Small Urban Villages and the Fort Street transportation corridor.

Year Three Plans, March 2018 – February 2019:

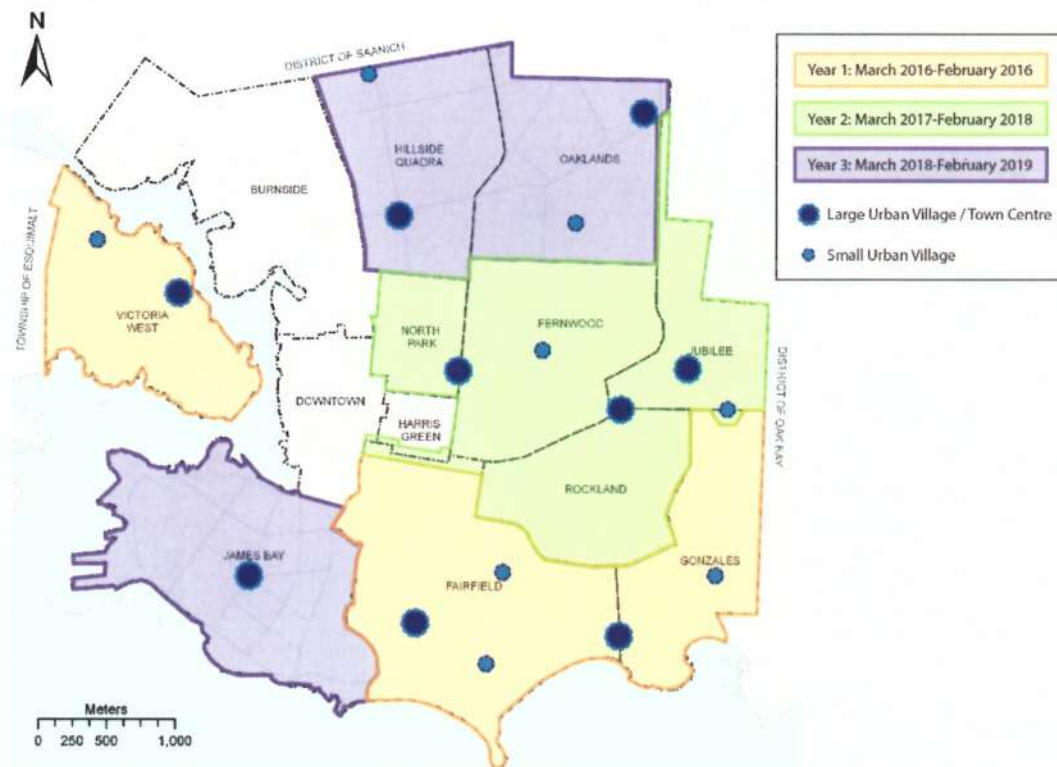
- James Bay
- Hillside Quadra
- Oaklands.

Rationale: Year Three Plans would include planning for the contiguous Oaklands and Hillside-Quadra neighbourhoods, as well as James Bay. The proposed sequencing would allow for comprehensive planning of the Hillside Avenue transportation corridor within Hillside Quadra and Oaklands. Oaklands neighbourhood planning would also include direction for the future Hillside Town Centre. While Hillside-Quadra and Oaklands share some similar planning issues (i.e. impact of Hillside Avenue, largely residential areas) that might present opportunities to dovetail planning efforts, there are also unique planning needs between the two neighbourhoods.

There are several complex planning issues in James Bay due to the harbour, transportation, and the presence of several regional destinations within the neighbourhood. Deferring James Bay to Year Three will ensure appropriate planning resources are available and also allow the Capital Park development to progress further (suggested by some residents as a reason to defer local area planning until later).

In total, the Year Three process would include three Large Urban Villages and two Small Urban Villages.

Map 1. Proposed Sequencing for Neighbourhood Planning (2016-2018)



OPTIONS & IMPACTS

Implementation

The feasibility of implementing this new planning program within the target timelines has been assessed by staff against the experience of other municipalities and knowledge of Victoria's unique planning environment. The combination of existing staff resources and additional identified resources will support staff's timely completion of plans. It is possible that timelines may need to be adjusted to account for additional complexities encountered once planning has started; however, a one-year timeline will remain the target for all planning projects.

Program Terms of Reference and Community Consultation

Terms of Reference are needed to provide more detail on the program structure; roles and responsibilities will be needed to implement this program and deliver it efficiently within the target timelines. The development of a Terms of Reference presents an opportunity to collaborate with the community to hear feedback on the proposed program, develop program principles and guidelines, identify possible challenges and resolve any substantive issues. Staff recommend a workshop-style session later this year.

Options for a New Approach to Local Area Planning

Staff have identified two options for Council's consideration:

Option 1: Local Area Planning Program

The planning program presented in this report builds directly on feedback from community meetings, City staff and best practices from other cities. Staff recommend that neighbourhoods be invited to provide feedback on the proposed planning program and help develop detailed program guidelines and principles and other terms of reference through a collaborative workshop later this year.

Option 2: Adjustments to the Local Area Planning program

Council may wish to provide staff with other direction with respect to certain elements of the proposed planning program such as:

- Sequencing of plans
- Level of collaboration with neighbourhoods
- Return to neighbourhood-scaled plans
- Timeline
- Program resources
- Or other elements at Council's discretion.

2015 – 2018 Strategic Plan

Consistent with the 2015-2018 Strategic Plan, local area planning will advance and complete planning for urban villages and corridors. The initiation of three new urban village centre plans upon completion of *Burnside-Gorge/Douglas Street Corridor Plan* is identified as a 2015 Action. Local area planning focused on urban villages and transportation corridors will continue through 2016 (2016 Outcome).

The proposed sequencing for Fairfield neighbourhood planning in Year One would allow the creation of a Development Permit/Heritage Conservation Area on Dallas Road between Cook Street and Clover Point to be absorbed into the neighbourhood planning process. This item has been identified as a 2016 Outcome in the Strategic Plan.

Impacts to 2015 – 2018 Financial Plan

The new planning program proposes a total of \$700,000 to be spread over three years. On April 30, 2015 Council approved the *Financial Plan Bylaw* which includes a commitment for \$200,000 within the 2015 Financial Plan to expedite local area planning. Use of these funds however, is subject to Council's approval of this staff report that outlines how local area planning will be advanced.

Resources for plans in Year Two and Three have not been factored into the draft 2016 Financial Plan. It is recommended that consideration of this additional funding be referred to the 2016 Financial Planning Process should Council wish to allocate this funding to the future years in the 2016-2020 Financial Plan. Resource needs for Years Two and Three may be revised based on the experience of Year One planning.

Official Community Plan Consistency Statement

Local area planning is the key tool for implementing and achieving the vision and objectives of the OCP. The development of the new local area planning program is guided by the broad objectives and policies of Section 20 (Local Area Planning) of the *Official Community Plan*.

Respectfully submitted,



Kristina Bouris, Senior Planner
Community Planning Division

ALL.



Jonathan Tinney, Director
Sustainable Planning
and Community Development

Report accepted and recommended by the City Manager:



Date: October 22, 2015

List of Attachments

- Appendix 1:** Case Studies of Neighbourhood Planning Programs
- Appendix 2:** Products of Neighbourhood Planning
- Appendix 3:** Generalized Planning Process – Tasks by Step
- Appendix 4:** Planning Characteristics by Neighbourhood

Appendix 1: Case Studies of Neighbourhood Planning Programs

The following case studies highlight five different models of neighbourhood planning programs in North America. The programs were selected to demonstrate a cross-section of community-led planning and collaborative approaches, as well as accelerated planning processes.

Seattle Neighbourhood Planning Program (mid-1990s)¹

Seattle's Neighbourhood Planning Program ran in the mid-1990s for four years. It completed 38 plans in 4 years. It remains a model for bottom-up, neighbourhood-led planning.

Plan Purposes: The primary purpose of the Neighbourhood Planning Program was to work collaboratively with neighbourhoods and determine how best to implement the growth management policies of the Comprehensive Plan at the local level. Other purposes including helping people achieve goals for their neighbourhoods and supporting the building of community.

Timeline: Each plan took 2-3 years to complete.

Resources: The Neighbourhood Plan Office coordinated the plans. One Neighbourhood Planning Office Director was supported by 10 project managers (senior planners), who acted as liaisons between the neighbourhood groups and City departments. Neighbourhood Planning groups delivered the planning, in legal contract with the City. The Groups could apply for between \$60,000 - \$100,000 from the City. The scope was flexible, so that groups could design their plans around the specific needs and characteristics of the area.

Plan Process: Although there was flexibility in designing the planning and public consultation processes, the processes had to occur within the parameters. These included criteria and procedures during the pre-application, public consultation, plan development and approval phases.

Steering Committee: An overarching, representative Neighbourhood Advisory Committee helped to resolve substantive issues that arose through the delivery of the program (funding allocation, community outreach requirements, boundary issues). The Committee included City management, City Council, neighbourhood associations and other groups.

Broad Engagement: Neighbourhoods had flexibility in how they designed their consultation process, provided they met the expectation for inclusion. The City developed an "outreach kit" to help with designing engagement.

Lessons Learned:

- While the Neighbourhood Planning Program was a grassroots program, it was also highly organized with many procedures and processes to make it work.
- Because of variations in the plan content and topics, the City felt it could not adopt many of the neighbourhood plans as written. The City created a subsequent approval and adoption process, where portions of the plans were adopted and incorporated into the Comprehensive Plan.
- Because many of the neighbourhood plan recommendations had city-wide implications, another two years was needed following the completion of plans to work out a City wide action plan that would balance the many different actions across neighbourhoods.
- Plan recommendations were not analysed in the context of municipal budgets and available funding, which current planners identified as a major shortcoming of the process.

¹ Sources: Personal Communication: Manager, Area Planning, City of Seattle September 16 2015; Senior Planner, Area Planning, City of Seattle, September 11, 2015; City of Victoria. 2008. *Neighbourhood Planning: A Discussion Paper*. Prepared for the City of Victoria Planning & Development Department.

Seattle Area Planning Program (2012 – present)²

Following up on the citizen-led planning of the 1990s, the next generation of neighbourhood planning in Seattle is more narrowly focused on physical planning (urban design, built form, public spaces and transportation) for areas designated as urban villages. It is a good example of land-use planning completed relatively quickly, in close collaboration with a Steering Committee.

Plan Purpose: The purpose is to create an Urban Design Framework for urban villages designated for future growth and change in the Comprehensive Plan. The Urban Design Framework is adopted by resolution, and used to inform design, rezonings and development in the urban villages.

Timeline: Urban Design Frameworks take one year to complete. Zoning amendments and design guidelines are undertaken after approval, and take an additional year.

Resources: A Project Manager (half-to full-time) guides the process, supported by junior planners and consultants as required. Staff from other City departments provide support as needed. Four projects run simultaneously.

Plan Process: The scope and process are tailored to each urban village, but follow a similar approach with the stakeholder group is very involved in policy development, guided by City staff. City staff and stakeholder group work through different topics at series of joint meetings over a 6-8 month period. Meetings are led by staff who guide discussion on major plan topics: open space, pedestrians/cycling, transit, design standards, land use etc. Staff summarize the big ideas from each meeting, note areas where there is agreement and disagreement, and make a final recommendation for the draft plan.

Steering Committee: The process is supported by a 15-20 person representative stakeholder group (see Plan Process). Members are selected to be representative of demographics and interests as well as their ability to work in a group.

Broad Engagement: Two to three public Community Conversation events are planned over the 6-8 months to "shine light on the conversations" and get public input on the major directions. The events involve discussions, walking tours and other opportunities for broad engagement.

Lessons Learned:

- The narrow scope of the plan (land use, open space, housing and transportation) allows the planning to be completed relatively quickly.
- It is important for the Steering Committee and citizens to understand what their plan will cover – and what it won't.
- Staff work closely with the Steering Committee, with staff guiding and managing the process as they walk through different planning topics together. Because of the staff leadership, the process is seen to be more effective at producing a quality plan and meeting city-wide planning goals than the neighbourhood-led program of the 1990s.
- This planning process focuses engagement efforts on the input of the Steering Committee, rather than significant broad public engagement. Broad engagement is limited to a few events.

² Source: Personal Communication: Manager, Area Planning, City of Seattle September 16, 2015; Senior Planner, Area Planning, City of Seattle, September 11, 2015

Vancouver Community Visions³

The Community Visions program is a well-known example of close collaboration with a Steering Committee, comprehensive engagement and delivering multiple projects simultaneously. The program ran from 1996 to 2007, and created Community Visions for 13 mostly residential neighbourhoods that had received no previous planning.

Plan Purpose: The purpose of the Visions was to implement the city-wide goals for housing, neighbourhood centres, land use and mobility to the local level. Each neighbourhood vision described how the policies in CityPlan (a citywide plan) would be implemented over several decades, tailored to each neighbourhood. The Visions simply set out broad directions and identified priorities for further work; the visions did not reach the level of detail typical of Victoria's neighbourhood plans (e.g. did not propose zoning regulations nor include conceptual designs).

Timeline: It was anticipated that each vision would take six months to complete; in practice the timeline was 18 months. It took 11 years to complete nine community visions (visions for some neighbourhoods were shared).

Resources: The program was managed by a Senior Planner and implemented by two community planning teams, each with a planner, analyst and community resource person. Other staff were involved as needed.

Plan Process: The program followed a standardized process across all neighbourhoods: Getting in Touch; Share Ideas ("Vision Festival"); Choosing Directions (including a "Choices Survey", mailed to all households and businesses); Finalizing the Vision.

Steering Committee: Within each neighbourhood, Visions were led by City planners in close collaboration of a Community Liaison Group. The Group was advisory, with the main role of providing continuity throughout the process and serving as a "watchdog", ensuring that community input played a central role in the creation of the vision. The "City Perspective Panel" oversaw the visioning process, with the mandate of advising on how well the options and directions of the vision for each neighbourhood were meeting city-wide planning goals. Members of the Panel were appointed by Council and did not live in the neighbourhoods undergoing visioning.

Broad Engagement: The Community Liaison Group reviewed all engagement tools to reflect community needs/ input. A toolkit of engagement activities was tailored to each neighbourhood and included the following: newsletter to all households and businesses to introduce project; Vision Festival/Fair to generate interest and input; series of topic-focused workshops to create possibilities for future (based on visual tools); mini-workshops or Festivals with hard to reach groups (e.g. multi-cultural residents); Choices Survey mailed to all residents and businesses, followed by random mail out survey to ensure validity.

Lessons Learned:

- A structured and formalized "one-size-fits-all" planning process can still capture the uniqueness of a neighbourhood and create neighbourhood-specific actions.
- The visioning process was successful in neighbourhoods that had very little neighbourhood planning, and less successful in areas which already had some degree of local planning.
- Important to have very clearly defined scope of work and terms of reference for each project to ensure visions are completed on time and on budget.
- Important to ensure that community visions follow the direction of the city-wide plan.
- Program provided opportunity for non-planning departments to connect with neighbourhoods.

³ Sources: Dillon Consulting Ltd. 2005. *Best Practices in Neighbourhood Planning- Final Report*. Prepared for the City of Ottawa; City of Victoria. 2008. *Neighbourhood Planning: A Discussion Paper*. Prepared for the City of Victoria Planning & Development Department.

Colorado Main Street Program⁴

The Main Street[®] program is a good example of rapid, consultant-led action planning that looks comprehensively at issues of land use, economic development and animation. On-going support is provided for monitoring, conflict resolution, group facilitation, annual action planning and other services to support successful plan implementation. Plans are drafted during a three-day site visit.

Plan Purpose: The purpose is to produce a Downtown Assessment, a revitalization strategy for downtown small historic towns or urban neighbourhoods, focused on 3-5 year actions. Assessments are action-oriented, aimed at supporting revitalization, with chapters on design, business development, promotion and capacity-building, as well as specialized topics for each community. Actions are not restricted to local government. Detailed land use and other physical planning is done through a separate process.

Plan Process: A team of consultants and staff works for three months on pre-planning, which included background research and analysis, logistics and scoping. The consulting team (e.g. architect, urban designers, graphic designer, arts district consultant, a planner, marketing expert, small business development specialist and landscape architect) visits for three days. The first day involves meetings with individuals and groups as well as walking tours. Key recommendations were presented on third day, before the consulting team leaves. Following the visit, it takes 6-12 weeks to finalize the report and provide it to the community for review.

The City is responsible for recommending refinements to the draft plan, and implementing it, with assistance provided for annual action planning, capacity building and monitoring. Plans are generally not adopted as formal city planning documents.

Timeline: Approximately six months, from the time the community is accepted in the Main Street[®] Program to when the final report is completed by the consulting team. Approval and implementation take longer.

Steering Committee: In order to participate in the program, the local community must establish a board and local staff to support the Main Street project. The board and staff have responsibility for advising the consultants on the draft plan development, and for the implementation of the plan. Capacity building of the local staff/board/community is a large focus of the Main Street[®] program.

Broad Engagement: Engagement occurs primarily through working with the local board and staff and during the 3-day consultant visit. The drafting of the plan is informed by community input but is not collaborative due to time constraints. The local board/ staff may refine the draft plan and seek additional public input.

Resources: Consultants – made up mainly of state government staff and/or a planning non-profit and additional topic specialists- are provided at no charge to communities. Additional professionals on the team often offer their services *pro bono*. The cost of delivering the plan is approximately \$12,000, not include staff time.

Lessons Learned:

- The time during the pre-planning phase is critical to building trust with the local community
- This model of consultant-led, rapid planning is well-suited to action planning for placemaking, beautification, community animation projects (quick wins, low investment)
- One of the key success factors is the number of on-going services provided by the consulting team to support plan implementation (e.g. annual monitoring and action planning with the community, on-going conflict resolution and group facilitation support)

⁴ Source: Personal communication, (former) Colorado Main Street Program Specialist, September 14, 2015.

Nanaimo Neighbourhood Planning⁵

Nanaimo's neighbourhood planning program provides an example of city-led planning supported by consultants and a Steering Committee, and a program with a clear structure for implementing the OCP at the local level. Plans were delivered within 18 months.

Plan Purposes: Nanaimo's Neighbourhood Planning program serves to implement the OCP at the local level. Neighbourhood plans are primarily land-use related, with a planning horizon of 10-25 years. All Neighbourhood Plans in the City must address the seven specific Official Community Plan goals, and tailor applications of these goals "in a manner that is acceptable to area residents".

Timeline: Although the goal was one year from pre-planning to adoption, processes typically took 18 months. Three neighbourhood plans were recently completed within three years.

Resources: Planning is led by a team of two planners, with support from architectural consultants for the development of design guidelines. The same consultant was used for all three plans for consistency. The total budget was \$75,000- \$100,000 per plan, including consulting fees.

Plan Process: The planning process follows a generalized planning process, including: identify issues, options, drafting the plan, refining the plan, and the adoption of the plan by Council. Plans follow the same process across neighbourhoods, with similar topics in each plan.

Steering Committee: A 10-12 person Steering Committee, endorsed by Council, worked with staff on an ongoing basis, providing substantive input into the plan and participating in open houses, design charrettes, thematic working meetings and other events. Committees were formed based on existing neighbourhood and business organizations in each area with the addition of representatives for youth, seniors, institutions, social services and First Nations as appropriate to each area. Committee members spend 2-3 evenings per month working on the plan.

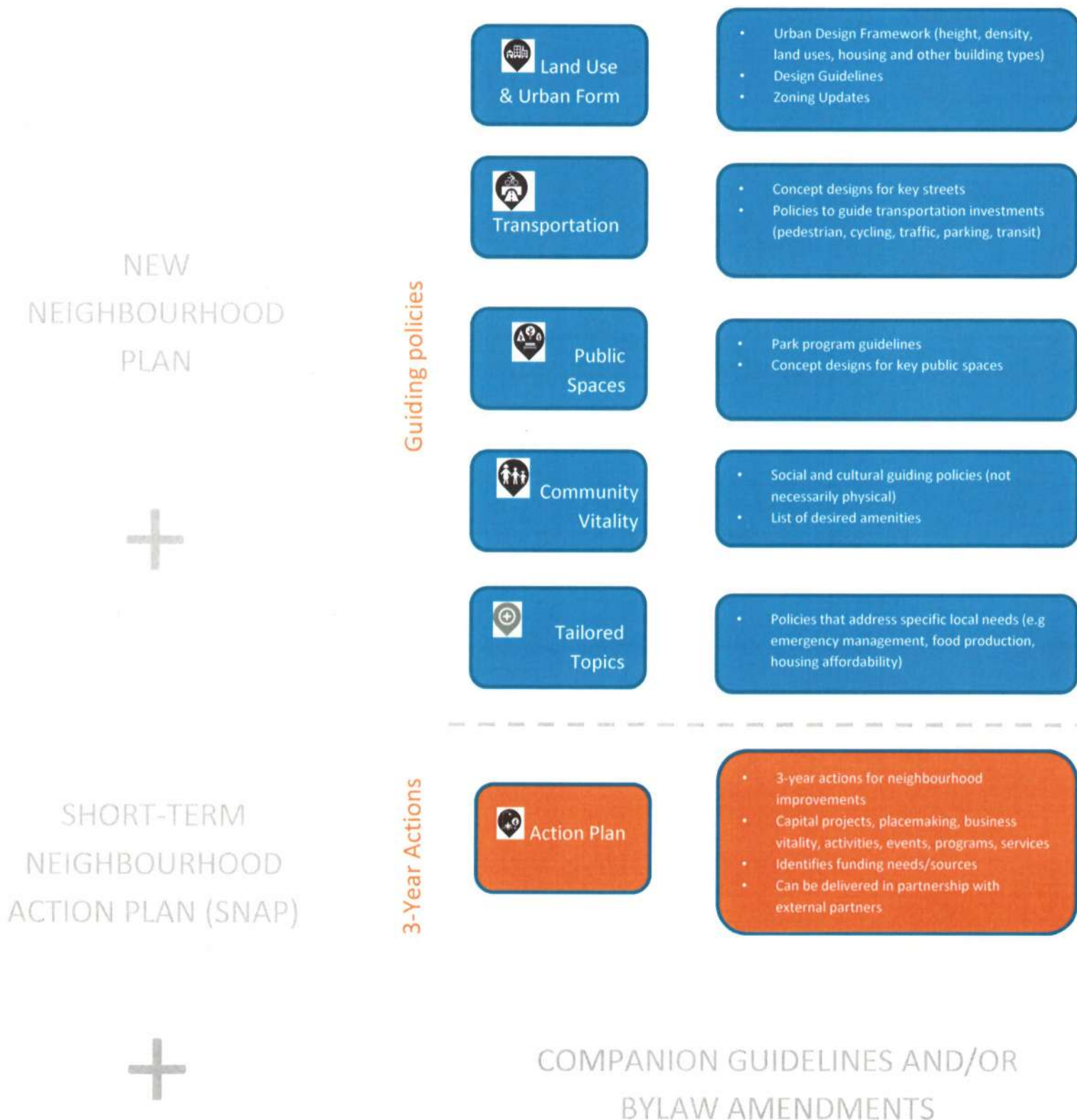
Broad Engagement: The broad engagement includes mailouts, open houses and community design charrette. Website and e-newsletter provide on-going updates. Engagement activities are similar across different neighbourhoods.

Lessons Learned:

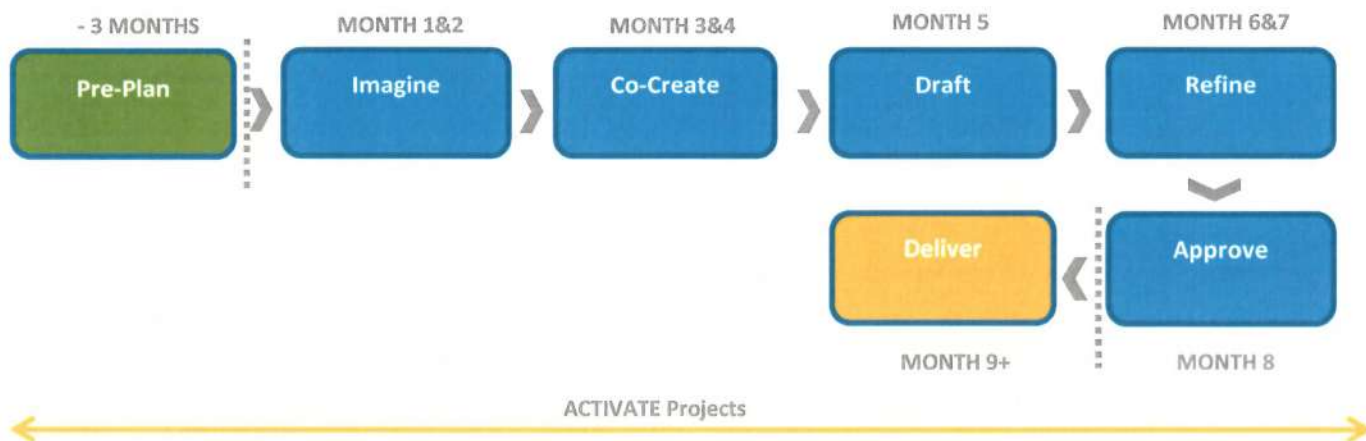
- There is a strong link between Nanaimo's OCP and its neighbourhood plans, reinforced through the lower plans layout, goals and policies. The public messaging reinforced the relationship between the OCP and the neighbourhood plans.
- It was challenging to keep certain groups (renters, First Nation) engaged in the Steering Committee throughout the process.
- A similar planning process and engagement events across different neighbourhoods helped to expedite the process.
- The same design consultants across neighbourhoods ensured consistency in approach and product.
- Keep the planning process and the final document simple – it is better to provide higher principles than too many details.

⁵ Sources: Personal Communication, (former) Community Planner, City of Nanaimo, Community Planning Section, September, 2014; (former) Community Planner, City of Nanaimo, Community Planning Section, October 20, 2015.

Appendix 2 Products of Neighbourhood Planning



Appendix 3 Generalized Neighbourhood Planning Process: Tasks by Phase



Pre-Planning Phase:

- Establish team and Steering Committee
- Establish roles, workplan
- Public engagement strategy
- Analysis of study area, background reports
- Identify consultant support needs

Phase 1 Planning: Imagine

- Engagement to raise profile, generate input
- Neighbourhood visioning
- Establish vision and guiding principles

Phase 2 Planning: Co-Create

- Collaboratively develop preliminary concepts (urban design, public spaces, streetscapes etc.)
- Evaluate preliminary concepts, prepare concept options
- Consultation
- Establish preferred scenarios

Phase 3 Planning: Draft

- Prepare draft plan
- Prepare draft action plan

Phase 4 Planning: Refine

- Public engagement on draft plan and action plan
- Receive feedback
- Revise draft plan and action plan
- Prepare draft bylaws and other plan amendments, as needed

Post-Planning Phase: Approve

- Present proposed plan and action plan to Council
- Non-Statutory public hearing

- Proposed amendments to bylaws and other plans

Post-Planning Phase: Implement

- Implement short-term priority actions
- Monitor implementation
- Revise action plan every 3 years
- Adjust as needed

ACTIVATE Projects

- Small, quick-win, low-resource projects that respond to community needs
- Implemented while planning is still underway
- Coordinated with other departments

Appendix 4: Neighbourhood Planning Characteristics

| | POPULATION | | | LAND BASE | | | DEVELOPMENT PRESSURE | | | TRANSPO CORRIDORS | EQUITY | NEIGHBOURHOOD PLANNING ISSUES |
|-----------------|--------------------|--|---|--------------|--|---|---|--------------------------------|---|---|-------------------------------|--|
| Neighbourhood | 2011 Population | Population Growth 1991-2011 (%) | Population Growth 2001- 2011 (%) | Area (ha) | % Area Designated as Urban Village or Town Centre | # Urban Villages or Town Centres (Large – Small – Town Centre) | New Dwelling Units Approved 2012- 2014 | Total Rezoning since OCP | Rezoning for Small Lots/ Garden Suites since OCP | Future Frequent/ Rapid Transit Routes | % Pop. on Low- Income** | Types of Neighbourhood Planning Topics Identified in Meetings with Community Associations/Groups (Aug – Oct 2015) |
| Fairfield | 11650 | 3 | 5 | 271 | 2% | 2-2-0 | 71 | 26 | 7 | Fort St, Fairfield Rd | 18% | <ul style="list-style-type: none"> Land use, height, density, streetscape in urban village Pedestrian infrastructure Rental housing |
| Fernwood | 9425 | 0 | 2 | 175 | 1% | 2-2-0 | 35 | 13 | 6 | Fort St, Shelbourne Av, Pandora Av, Johnson St, Yates St, Oak Bay Av | 23%*** | <ul style="list-style-type: none"> Parking management (events, new development) Affordable housing Social services City-owned facilities Park management (sheltering, vandalism) Traffic management and flow |
| Gonzales | 4175 | 7 | 10 | 137 | 1% | 1-2-0 | 45 | 7 | 1 | Oak Bay Av, Fairfield Rd | 9% | <ul style="list-style-type: none"> See Fairfield (shared meeting) |
| Hillside Quadra | 7245 | 7 | 1 | 166 | 3% | 1-1-0 | 19 | 5 | 0 | Hillside Av, Quadra St, Bay St | 24%*** | <ul style="list-style-type: none"> Land use, height, density in urban village Traffic management on main roads Greenspace protection Housing affordability |
| James Bay | 11240 | 1 | 6 | 239 | 1% | 1-0-0 | 274 | 13 | 0 | Transit Hub | 20% | <ul style="list-style-type: none"> Traffic management and speed (tourism, events); crosswalks; pedestrian infrastructure Community facilities, gathering places Park programming and management (dog parks, sheltering) Harbour, Ogden Point |

| | POPULATION | | | LAND BASE | | | DEVELOPMENT PRESSURE | | | TRANSPO CORRIDORS | EQUITY | NEIGHBOURHOOD PLANNING ISSUES |
|---------------|--------------------|--|---|--------------|--|---|---|--------------------------------|---|---|-------------------------------|--|
| Neighbourhood | 2011 Population | Population Growth 1991-2011 (%) | Population Growth 2001- 2011 (%) | Area (ha) | % Area Designated as Urban Village or Town Centre | # Urban Villages or Town Centres (Large – Small – Town Centre) | New Dwelling Units Approved 2012- 2014 | Total Rezoning since OCP | Rezoning for Small Lots/ Garden Suites since OCP | Future Frequent/ Rapid Transit Routes | % Pop. on Low- Income** | Types of Neighbourhood Planning Topics Identified in Meetings with Community Associations/Groups (Aug – Oct 2015) |
| Jubilee* | 5240* | 6* | 0* | 101* | 9%* | 2-1-0* | 14* | 12* | 1* | Fort St, Shelbourne Av, Oak Bay Av, Transit Hub | 17%* | North Jubilee: <ul style="list-style-type: none"> • Land use, height, density in urban village • Major transportation corridors through neighbourhood • Neighbourhood inclusion, cohesion • Parking • Vibrancy South Jubilee: <ul style="list-style-type: none"> • Protection of greenspace • Traffic management on residential streets; crosswalks on major roads • Parking management (employees) • Cycling and pedestrian infrastructure |
| North Park | 3450 | 19 | 11 | 55 | 2% | 1-0-0 | 11 | 2 | 0 | Quadra St, Bay St, Pandora Av | 36%*** | <ul style="list-style-type: none"> • Land use, height, density in urban village • Transportation corridors through neighbourhood • Vibrancy • Housing affordability, diversity • Neighbourhood cohesion |
| Oaklands | 6825 | 11 | 4 | 175 | 8% | 0-1-1 | 28 | 13 | 6 | Shelbourne Av, Hillside Av, Bay St | 20% | <ul style="list-style-type: none"> • Transportation corridors through neighbourhood • Park management/ programming; greenways; community garden • Parking and traffic in residential areas • Cycling infrastructure • Neighbourhood inclusion, cohesion • Neighbourhood centre, gathering places |

| | POPULATION | | | LAND BASE | | | DEVELOPMENT PRESSURE | | | TRANSPOR CORRIDORS | EQUITY | NEIGHBOURHOOD PLANNING ISSUES |
|---------------|--------------------|--|---|--------------|--|---|---|--------------------------------|---|---|-------------------------------|--|
| Neighbourhood | 2011 Population | Population Growth 1991-2011 (%) | Population Growth 2001- 2011 (%) | Area (ha) | % Area Designated as Urban Village or Town Centre | # Urban Villages or Town Centres (Large – Small – Town Centre) | New Dwelling Units Approved 2012- 2014 | Total Rezoning since OCP | Rezoning for Small Lots/ Garden Suites since OCP | Future Frequent/ Rapid Transit Routes | % Pop. on Low- Income** | Types of Neighbourhood Planning Topics Identified in Meetings with Community Associations/Groups (Aug – Oct 2015) |
| Rockland | 3490 | -4 | -2 | 128 | 0% | 1-0-0 | 13 | 6 | 1 | Fort St, Oak Bay Av | 14% | <ul style="list-style-type: none"> • Zoning regulations • Parks/greenspace acquisition • Traffic management on residential streets • Neighbourhood inclusion |
| Victoria West | 6805 | 27 | 18 | 158 | 2% | 1-1-0 | 279 | 16 | 2 | Craigflower Rd, Esquimalt Rd | 8% | <ul style="list-style-type: none"> • Land use, height, density in urban village • Community garden; other amenities • Affordable housing • Harbour/ Gorge Waterway • Neighbourhood-building |

* Shows consolidated North and South Jubilee Data Percentage (20.7%)

** Below Statistics After-Tax Low Income Measure

***Above City Average Low Income