



**COMMITTEE OF THE WHOLE MEETING  
Tuesday, November 23, 2021 @ 5:30 PM  
Main Hall, Ucluelet Community Centre,  
500 Matterson Drive, Ucluelet**

**AGENDA**

Page

1. CALL TO ORDER

2. ACKNOWLEDGEMENT OF THE YUULU?I?ATH

Council would like to acknowledge the Yuulu?i?ath on whose traditional territories the District of Ucluelet operates.

3. NOTICE OF VIDEO RECORDING

Audience members and delegates are advised that this proceeding is being video recorded and broadcast on YouTube and Zoom, which may store data on foreign servers.

4. LATE ITEMS

5. APPROVAL OF AGENDA

6. MAYOR'S ANNOUNCEMENTS

7. REPORTS

7.1. Official Community Plan (OCP) Growth Analysis  
*Bruce Greig, Director of Community Planning*  
[R - Growth Option and OCP](#)

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8. ADJOURNMENT





## REPORT TO COMMITTEE OF THE WHOLE

Committee Meeting: **November 23, 2021**  
500 Matterson Drive, Ucluelet, BC V0R 3A0

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**FROM:** BRUCE GREIG, DIRECTOR OF COMMUNITY PLANNING

**FILE NO:** 6480-20-OCP

**SUBJECT: OFFICIAL COMMUNITY PLAN (OCP) GROWTH ANALYSIS**

**REPORT NO:** 21- 172

**ATTACHMENT(S):** APPENDIX A – GROWTH SCENARIOS  
APPENDIX B – NOTES AND ASSUMPTIONS  
APPENDIX C – CURRENT DRAFT OCP SCHEDULE 'A' & SECTION 3 HOUSING  
POLICY EXCERPTS

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### SUMMARY OF DESIRED OUTCOME

That the Committee of the Whole provide Staff with direction regarding a preferred approach to development and community growth, to inform edits to the draft Official Community Plan maps and policies.

### BACKGROUND

At its October 12, 2021, meeting Council passed the following:

1. **THAT** staff be directed to provide an analysis of growth options informed by the *2021 West Coast Land Use Demand Study* in the context of the draft OCP; and,
2. **THAT** the draft OCP (along with the growth options) be presented for community feedback at a Committee-of-the-Whole meeting.

The attached analysis presents four development scenarios (see **Appendix "A"**), which illustrate the possible outcomes of different policy directions. Notes and assumptions used in the analysis are attached in **Appendix "B"**.

### DISCUSSION

Key takeaways from the analysis:

- **the major share of new housing units needs to be attainable by Ucluelet residents**, creating portions of housing supply that are suitable to all income levels, to meet the latent need for adequate housing in the community. Over time this will require development of new housing including elements such as:
  - rental units;
  - more units made affordable by size and/or type;
  - mechanisms to make new housing stock available to residents first, for an initial period of time; and,
  - various forms of non-market housing.

(Note the last two would require the involvement of a housing authority or similar agency with capacity to oversee and manage these types of programs.)

- **in all scenarios, limiting *Bed & Breakfast* as an accessory use will be necessary in residential zones;**
- **adding more tourist accommodation will exacerbate the current housing challenges.** There are benefits (and expectations among landowners) for some expansion of tourist accommodation uses; this will need to be counterbalanced, however, with additional housing supply.

Note that just building more housing supply will not, in itself, improve the housing situation; as identified in the *2021 West Coast Land Use Demand Study*, the demand for second homes and investment properties tied to short-term vacation rentals could absorb more supply than Ucluelet can provide - in any development scenario. Therefore, as identified in the *2021 West Coast Housing Needs Assessment*, as we go forward it will be necessary to develop a significant portion of non-market housing.

#### **Low Growth:**

Reasons to recommend a low-growth approach include minimizing infrastructure expansion, reducing impact on the land base within the municipal boundaries, and lower local carbon emissions. In this scenario it would be a challenge, however, to achieve a balance of adequate and appropriate long-term housing in the face of competing demand for investment properties and tourism accommodation. This would take some heavy changes in land use policy and rethinking the zoning designation of both existing and future properties.

#### **Medium Growth:**

A major reason to recommend a medium-growth approach is the greater ability to leverage new development to create additional housing. This would tend to require more land and infrastructure, compared to a low-growth scenario, and with more new construction comes increased local carbon emissions. Achieving a balance of adequate and appropriate long-term housing with some expansion of tourism accommodation uses would require policy changes, and a continued focus to ensure that each new development provides a net balance of community benefit.

#### **Buildout of Existing, or High Growth:**

Staff consider that neither the “buildout of existing” nor the “high-growth” scenarios likely match the community’s expectations. Just building out the existing serviced lands under current zoning would make it difficult to meet the community’s housing needs and/or provide a better balance between housing and tourist accommodation. Conversely, the high growth scenario would lead to greatly expanded infrastructure requirements and represents a pace of development that could be likened to a 30-year boom - more than doubling the town’s residents and visitors. Under the high growth path, it could prove a challenge to keep up with infrastructure and service expansion, while also accounting for the environmental impacts of significant construction activity.



At this point in time, it appears unnecessary to designate a land base in the OCP to facilitate a high growth scenario over the next 30 years. Staff recommend that a medium growth scenario still represents significant development opportunity - with opportunities to improve the balance of housing in the community over the coming years – while allowing for the paced expansion of infrastructure. Ultimately, this is a matter for Council to decide, with informed public input providing a basis for policy decisions within the OCP.

	2050 permanent population	Housing: Tourist ratio	new serviced land area (hectares)	new infrastructure costs	policy changes
buildout existing	2250	46:54	8	\$12 million	limit expansion of services
low growth	2400	60:40	26	\$24 million	* limit development of new tourist accommodation
					* focus on development of new residential supply on limited lands
medium growth	3100	60:40	34	\$35 million	* expediate development of the right kinds of new residential units
					* incentives for non-market housing
high growth	4900	60:40	88	\$78 million	none: carry on expanding within municipal boundaries

**The function of Land Use Plan Schedule “A”:**

- sets the expectation for future re-zonings and developments;
- once adopted, becomes the roadmap for infrastructure planning (and financing);
- should reflect where the community is at today – but looking forward 30 years;
- will provide a starting point for regional discussions on how the west coast is going to sustain our community - and the role of growth & development in that future;
- the OCP and its Schedule “A” can and should be revisited and updated as time goes by.

In the low- and medium-growth scenarios, some areas of land that are currently earmarked for development in the current draft Schedule “A” would be left undeveloped. Such areas could be designated for future potential growth, either beyond the timeframe of the OCP or at a point when the District amends the OCP in response to a comprehensive plan (covering servicing, traffic, archaeological and environmental impacts, etc.) of portions of those lands.

The current draft Schedule “A” Long-Range Land Use Plan and housing policy excerpts on Housing are included in **Appendix “C”**.

**KEY QUESTIONS**

After the community discussion, Staff suggest that Council discuss and provide direction on the draft Official Community Plan Bylaw No. 1236, 2020, in particular:

1. Does Council support changing the draft Long-Range Land Use Plan - Schedule “A” to reflect a pattern of development consistent with the medium growth scenario explored in this exercise?
2. Does Council support amending the residential housing policies in Part 3 of the draft OCP, by:
  - a. adding to draft policy 3.134, “As a starting point, target a minimum of 75% of housing in new developments to be attainable by Ucluelet resident households.”
3. Does Council wish to see any additional amendments to the draft OCP?

Alternatively, Council could indicate a preference for endorsing a different growth scenario in the OCP Long-Range Land Use Plan, or confirm that the draft OCP is ready to proceed without further changes.

In either case, Council could direct staff to bring the draft OCP Bylaw No. 1236 back at an upcoming regular meeting for consideration of 2<sup>nd</sup> reading and referral to a public hearing.

**Respectfully submitted:** Bruce Greig, Director of Community Planning  
Duane Lawrence, Chief Administrative Officer

# Ucluelet in 2050: analysis of possible Growth scenarios.

- *What is this?*

In October, Council asked District staff to provide an analysis of how development might unfold in Ucluelet over the next 30 years, based on low, medium and high growth forecasts provided in the *2021 West Coast Land Use Demand Study* and other relevant sources. This is intended to inform community discussion on the draft Official Community Plan (OCP) bylaw.

- *Why now?*

Ucluelet residents will recognize that the past couple of years have felt different, and not just because of the pandemic. The town is experiencing a boom in real-estate prices and building activity, driven by a number of factors. It is no secret that there is a shortage of housing available for residents at all price points, making secure affordable housing a real challenge for many households.

As Council is considering next steps to develop and adopt an updated Official Community Plan, it is timely to take a look at different possible scenarios for how the town might grow and evolve over the coming decades. This information **and the public feedback you provide** will help inform Council's decisions on what the community's plan should include.

- *What does this mean?*

Each scenario has different implications for the balance of jobs and housing. The pattern of development we pursue – the location, intensity and types of new construction – can affect both existing and future municipal infrastructure (and the associated costs). Whether the housing situation improves or worsens over time will depend on the amount and types of housing that get built in town. The Official Community Plan bylaw includes a Long-Range Land Use Plan (a.k.a. Schedule “A”) which shows the locations of broad land use designations across the whole municipality, with a view to 2050 and beyond. This, and the more detailed zoning designations and regulations in the Zoning bylaw, are key tools that Ucluelet’s elected Council can adopt to directly influence what gets built and where.

- *What should I be looking for?*

The following panels present background information and scenarios illustrating a buildout of existing, low-growth, medium-growth and high-growth patterns of development – all meant to show how different policy choices may play out. These are meant to prompt community discussion about possibilities and preferences.

These are not 100% guaranteed accurate visions of the future; these are possible patterns that might unfold, based on a number of assumptions. We have tried to capture and explain all the assumptions that are behind our work. An appendix of notes and assumptions accompanies these drawings – you are welcome to dive into the details!

- *Where do we go from here?*

First, please take some time to explore the scenarios shown on these panels. There isn't one right answer, rather there are pros and cons for each scenario. Each possible path may lead the community to a different place. Ask yourself what you want Ucluelet to look and feel like in 30 years.

Council is looking for your feedback. A special Committee-of-the-Whole meeting is scheduled for **Tuesday, November 23<sup>rd</sup> at 5:30pm** to discuss all this information. The meeting is a chance to hear more, ask questions and provide your thoughts to Council: either in writing (ahead of time), in person, via Zoom or phone call.

Your input will help Council gauge the community's preferences, and inform decisions on where we go from here. Council will be providing direction in the coming weeks on whether we should adjust the draft Official Community Plan to better reflect the community's expectations for the future of our growing town.

Have comments? Send them to [communityinput@ucluelet.ca](mailto:communityinput@ucluelet.ca)

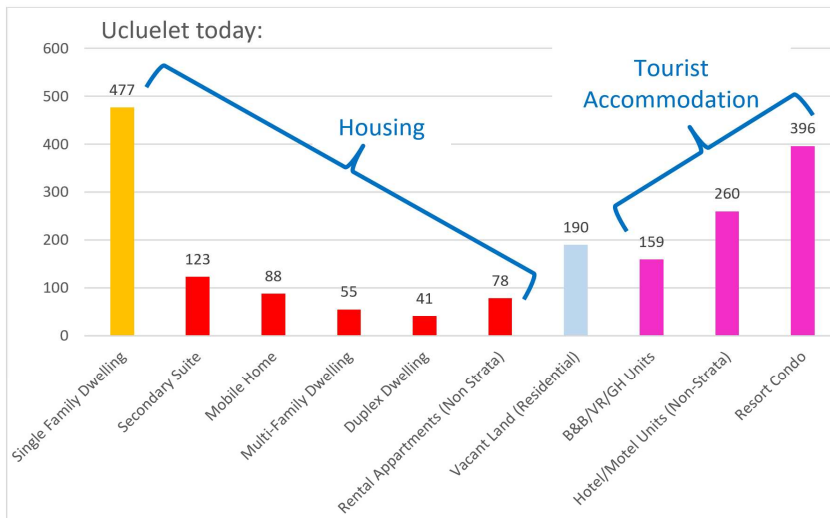
Questions? Call the Community Planning department at 250-726-7744.

Thank you!

# A. Ucluelet today.

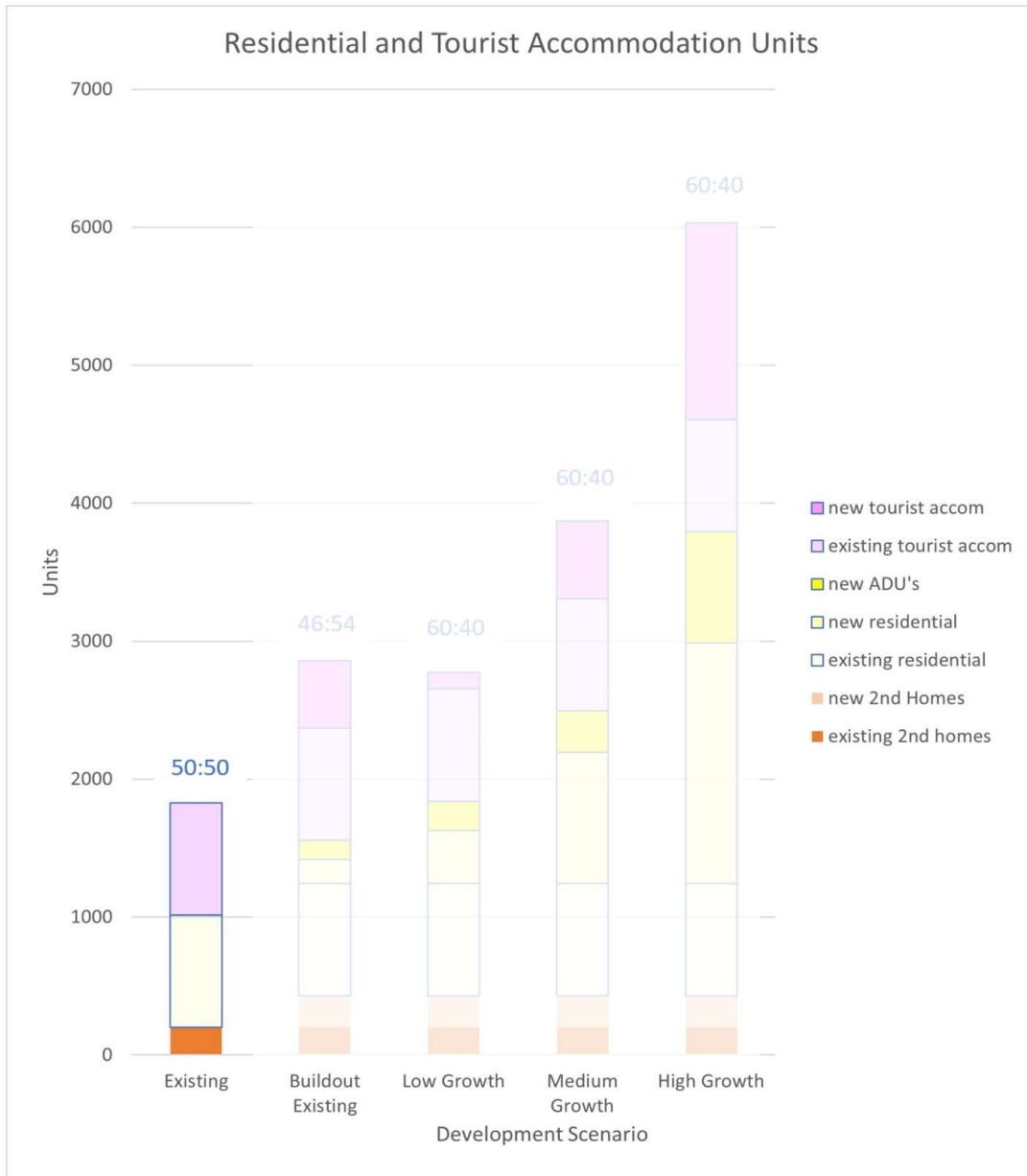
Today Ucluelet has a population of approximately 1,975 permanent residents, living in approximately 814 homes. There are also somewhere between 100 and 200 second-home owners, a number of more-or-less permanent residents who tend not to be captured by the census (due to couch surfing and other less-secure housing situations), and a constantly shifting group of seasonal workers. The town also has 815 tourist accommodation units in the forms of hotel and motel rooms, resort condominiums, guest houses and bed-and-breakfast short-term rentals.

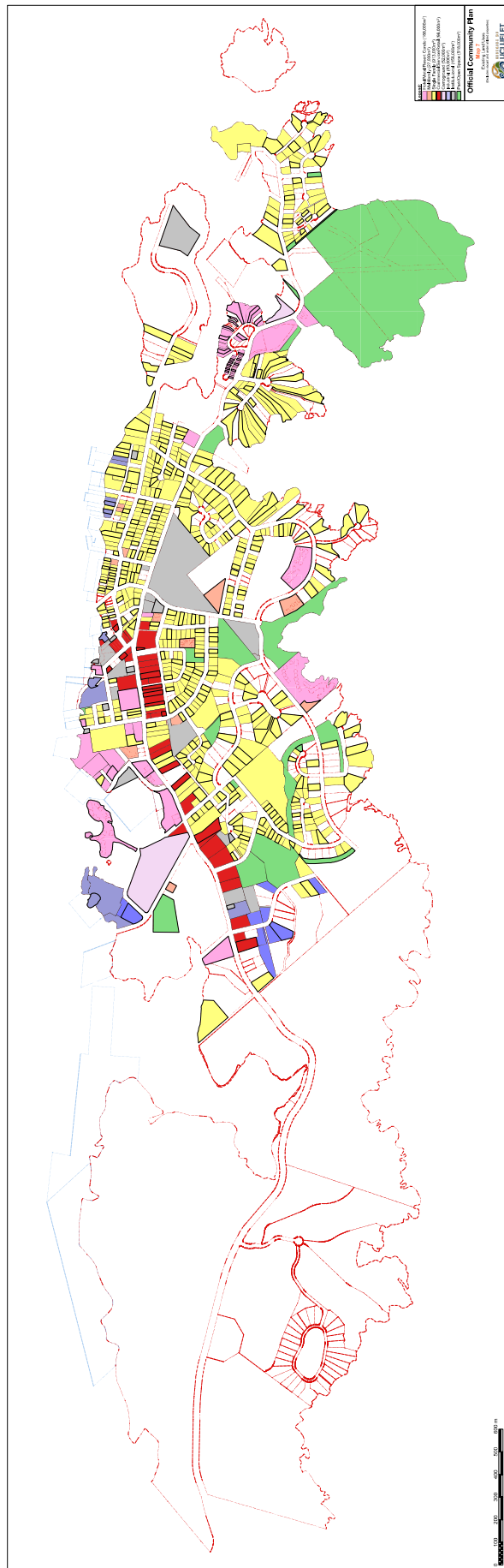
The current supply of housing and tourist accommodation is shown in this chart:



There are +/- 814 permanent households and 815 units of tourist accommodation in town.

Note the scenarios that follow focus on **residential** and **tourist accommodation** demand and growth. Modest growth for commercial and light industrial space to support the local economy are well captured in the draft OCP already, and are assumed to remain constant across all scenarios for this analysis



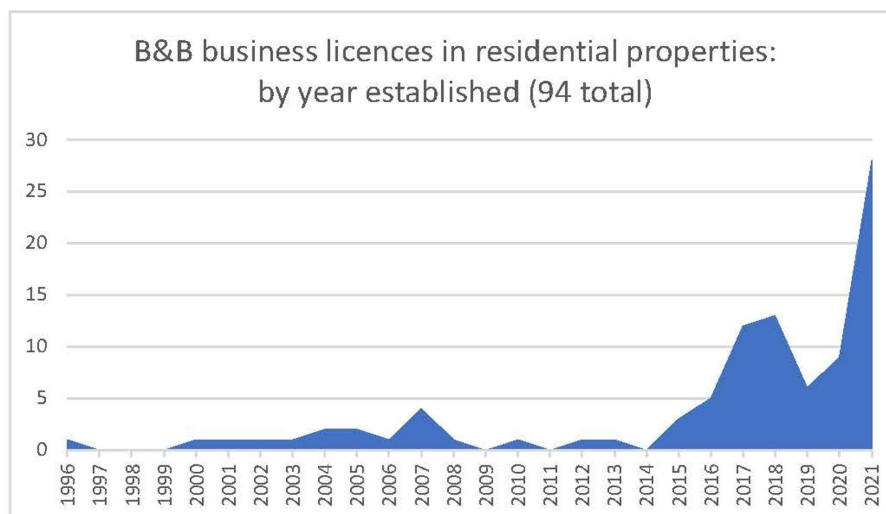




## B. Before we get started, let's talk about AirBnB for a moment.

*The growing popularity of online platforms for booking short-term vacation rentals, combined with the large number of residential properties zoned to allow Bed & Breakfast accommodation as a secondary use, is one factor impacting the housing supply and costs in Ucluelet.*

This is the number of active business licences for B&B's in Ucluelet, graphed by the date the business was established:



This adds up to 159 units – the equivalent of another large hotel in town - spread among residential neighbourhoods. Each one of those units displaces what could be a long-term rental unit for residents.

If we project out the current growth of short-term rentals within existing residential neighbourhoods, we could see over 1,000 additional STR units in Ucluelet by 2050.

Today 1 in 5 single-family homes in Ucluelet is the site of a B&B business. By 2050 it could be 1 in 2.

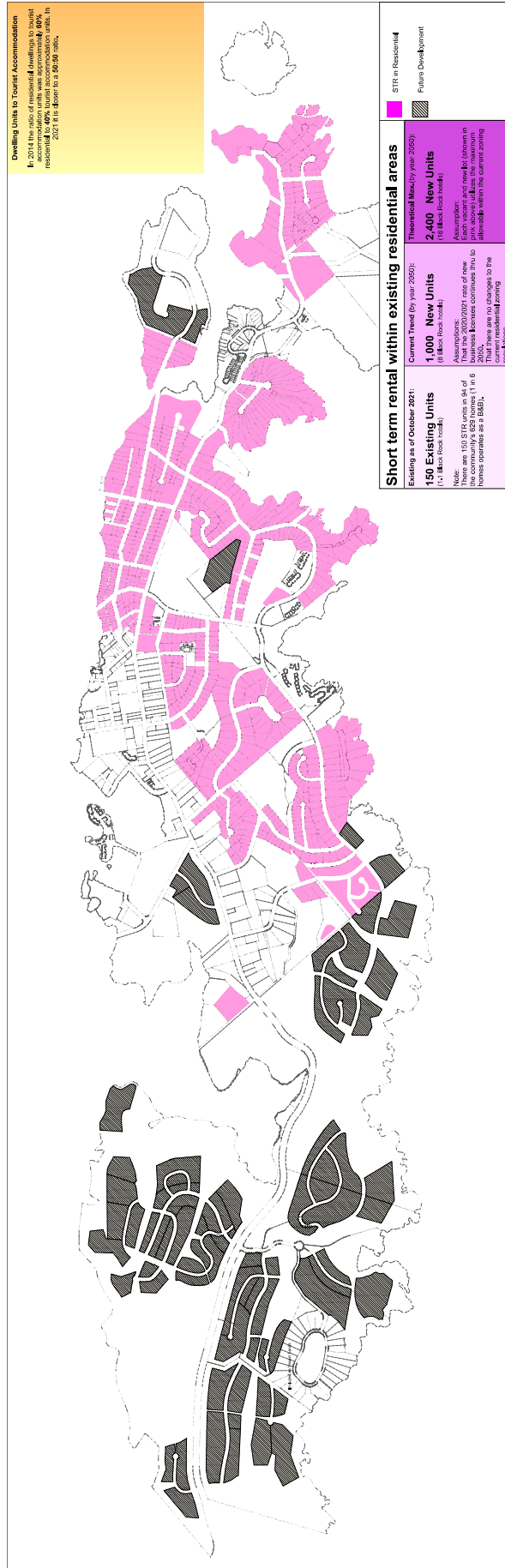
As recently as 2014 the town had a 60:40 balance between residential and tourist accommodation units. That balance is now 50:50.

### *Continued expansion of B&B's in residential neighbourhoods can't be sustained.*

Council has recently identified that putting housing first is a priority; we will be exploring changes to the Zoning bylaw to limit the continued expansion of short-term vacation rentals in residential properties (we expect that community input and discussion on that topic will take place in 2022).

### *The development scenarios that follow all assume that, going forward, the District will restrict new B&B's added within residential areas.*

If instead we continue to see expanding B&B uses, then in all scenarios the town is simply overrun in time by tourist accommodation. This would leave no room to balance the housing that is sorely needed for workers filling service-sector jobs, and all other segments of the community.



## C. Scenario: Buildout of existing serviced lots

*This shows what the development could be on existing vacant (and some underutilized) serviced lots, under the current zoning designations, if the town were to simply build out in the current direction\*.*

**540 new residential dwellings.**

**489 new tourist accommodation units (+3.6 Black Rocks).**

**0.4% growth x 30 years (quite low)**

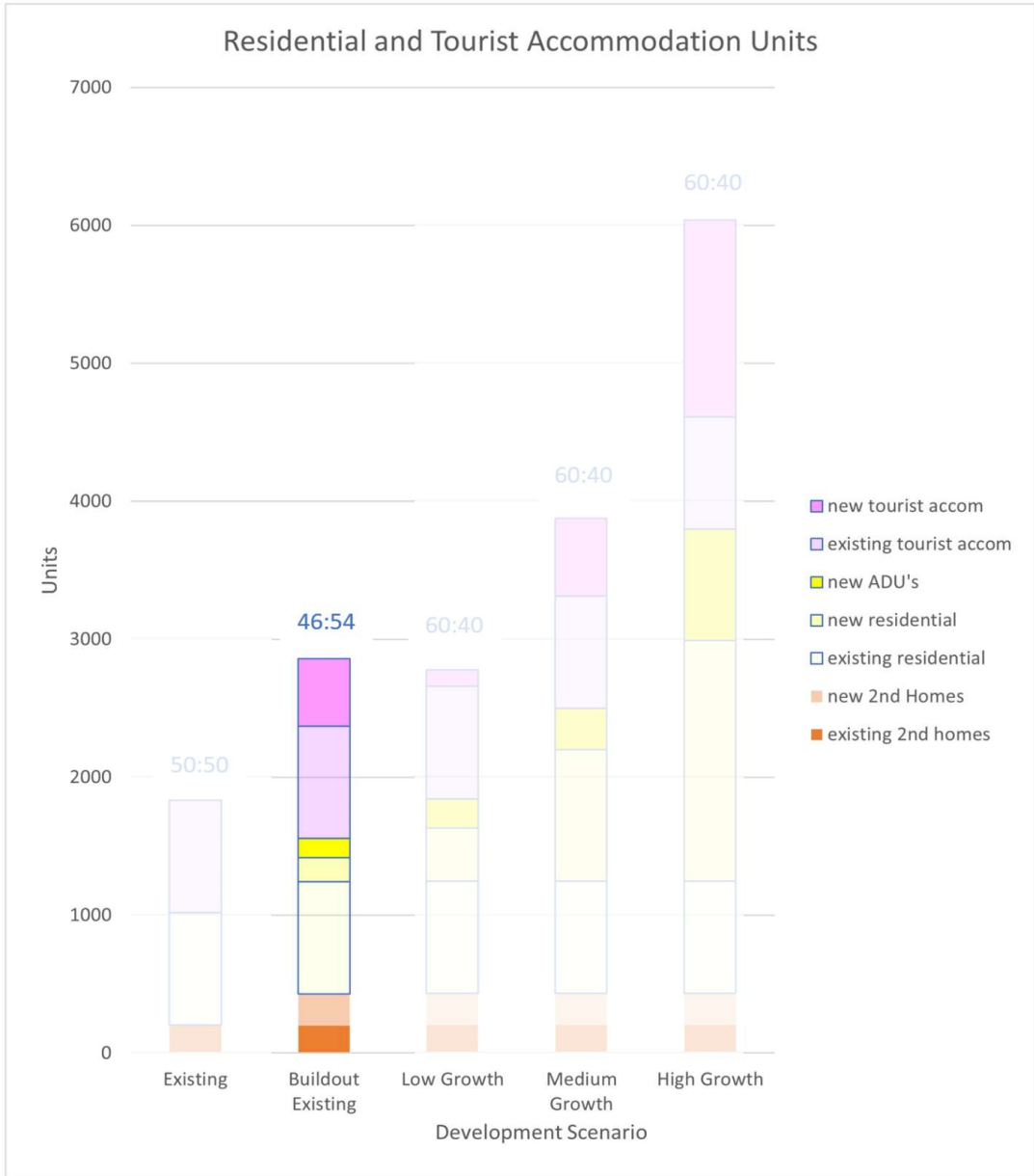
**2050 permanent population: 2,250**

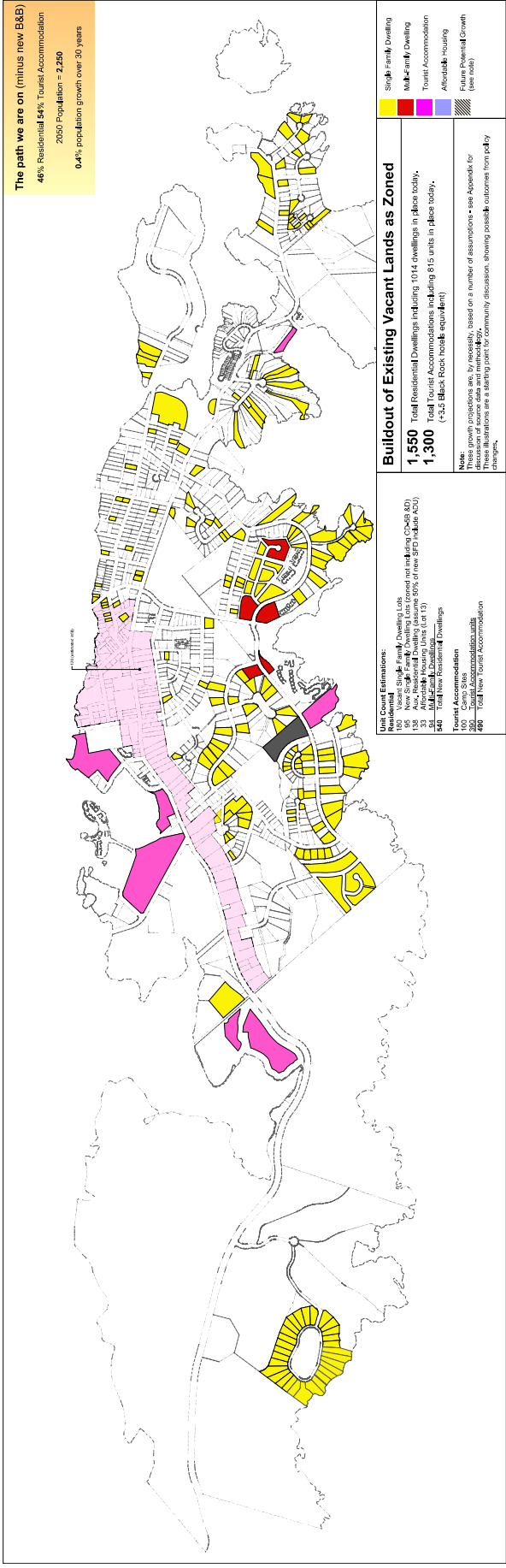
**Residential : Tourist unit balance = 46:54 (worsening)**

Takeaway: even if we were to halt the spread of B&B's, the current zoning in town will not lead over time to a better balance of housing and jobs (that would take further changes to reduce the allowable development of tourist accommodation on existing commercially-zoned lands).

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*\*But assuming no new B&B's in residential areas, remember.*





## D. Scenario: Low Growth

*This shows a low-growth scenario based on two assumptions:*

- *826 new dwellings over 30 years\**
- *achieve a 60:40 balance between housing and tourist units*

**826 new residential dwellings.**

**120 new tourist accommodation units (+0.9 Black Rocks).**

**0.7% growth x 30 years (low)**

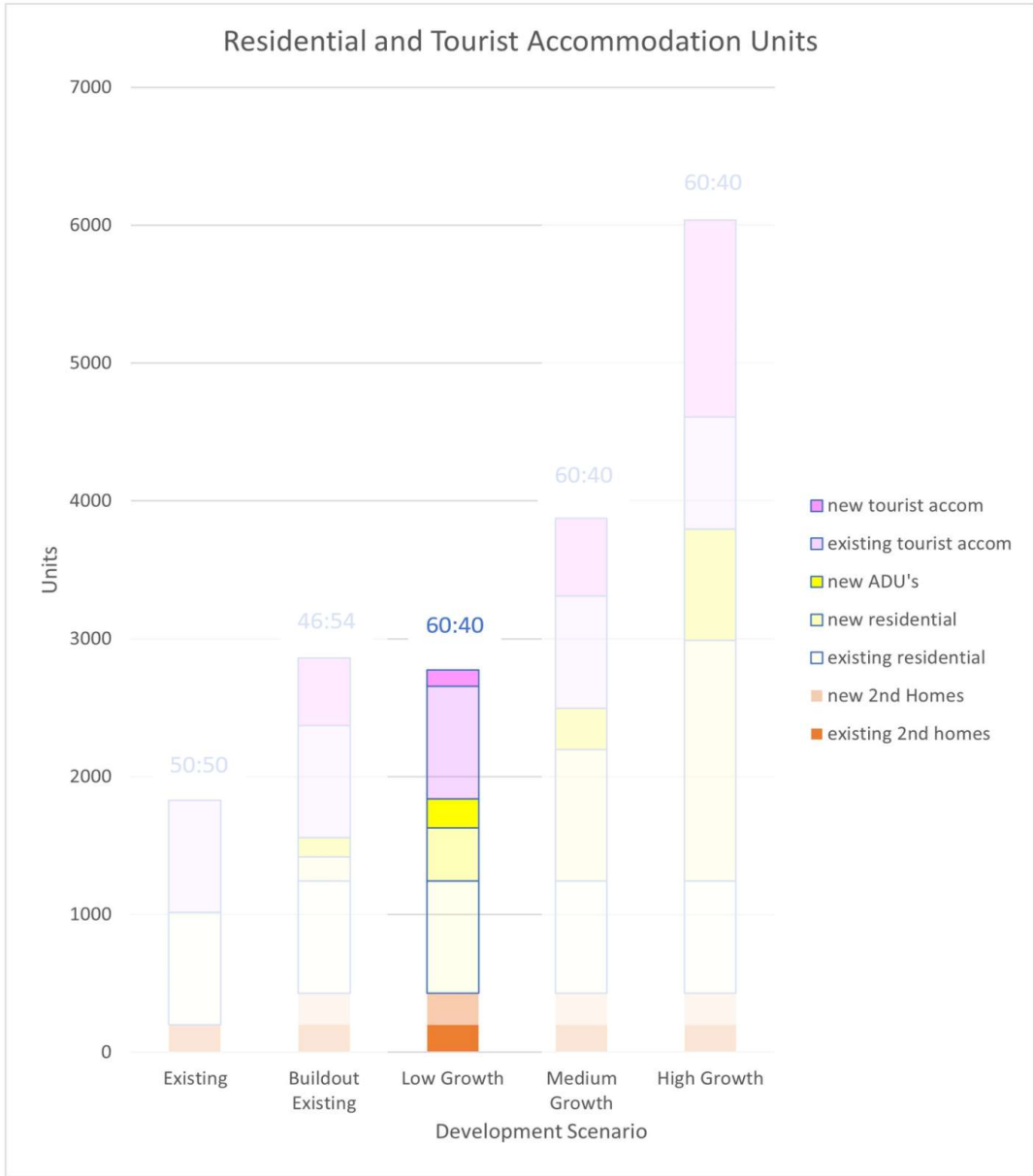
**2050 permanent population: 2,400**

**Residential : Tourist unit balance = 60:40**

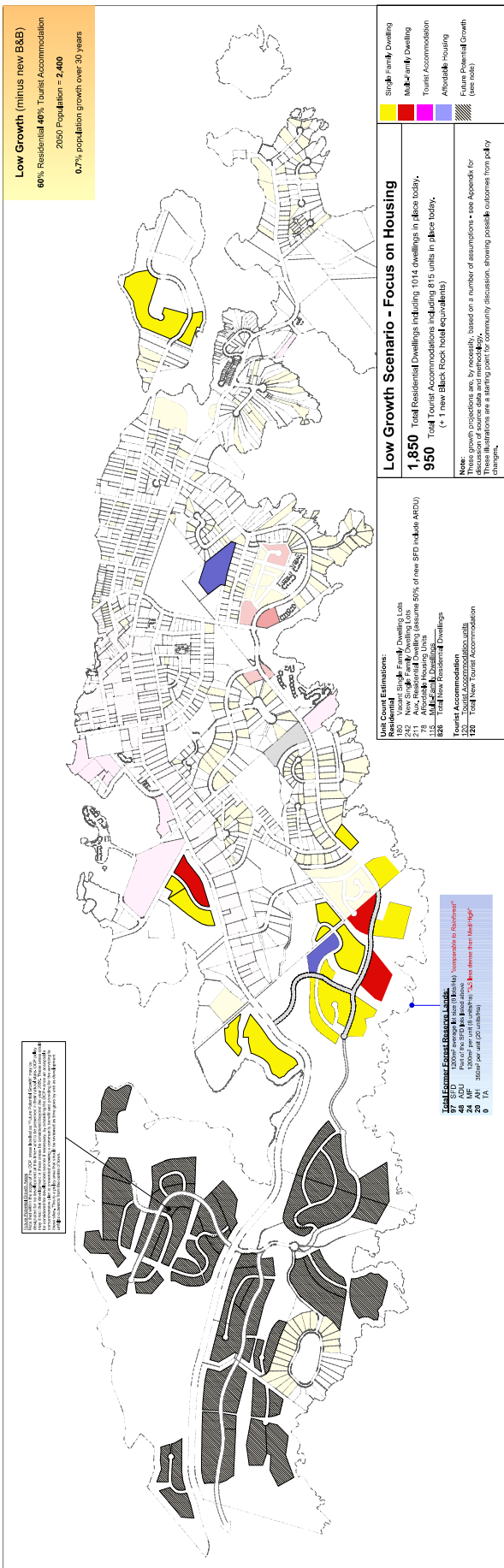
Takeaway: to reach a better balance of housing and jobs with a low growth rate, we would need to seriously limit the development of new tourist accommodation and focus development on building new housing.

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*\*per the 2021 West Coast Land Use Demand Study  
low housing growth projection.*







## E. Scenario: Medium Growth

*This shows a scenario of low tourist accommodation growth while achieving a 60:40 balance between housing and tourist units:*

- *563 new tourist accommodation units\**
- *achieve a 60:40 balance between housing and tourist units*

**1482 new residential dwellings.**

**563 new tourist accommodation units (+4.2 Black Rocks).**

**1.8% growth x 30 years (moderate; similar to the past 15-year avg.)**

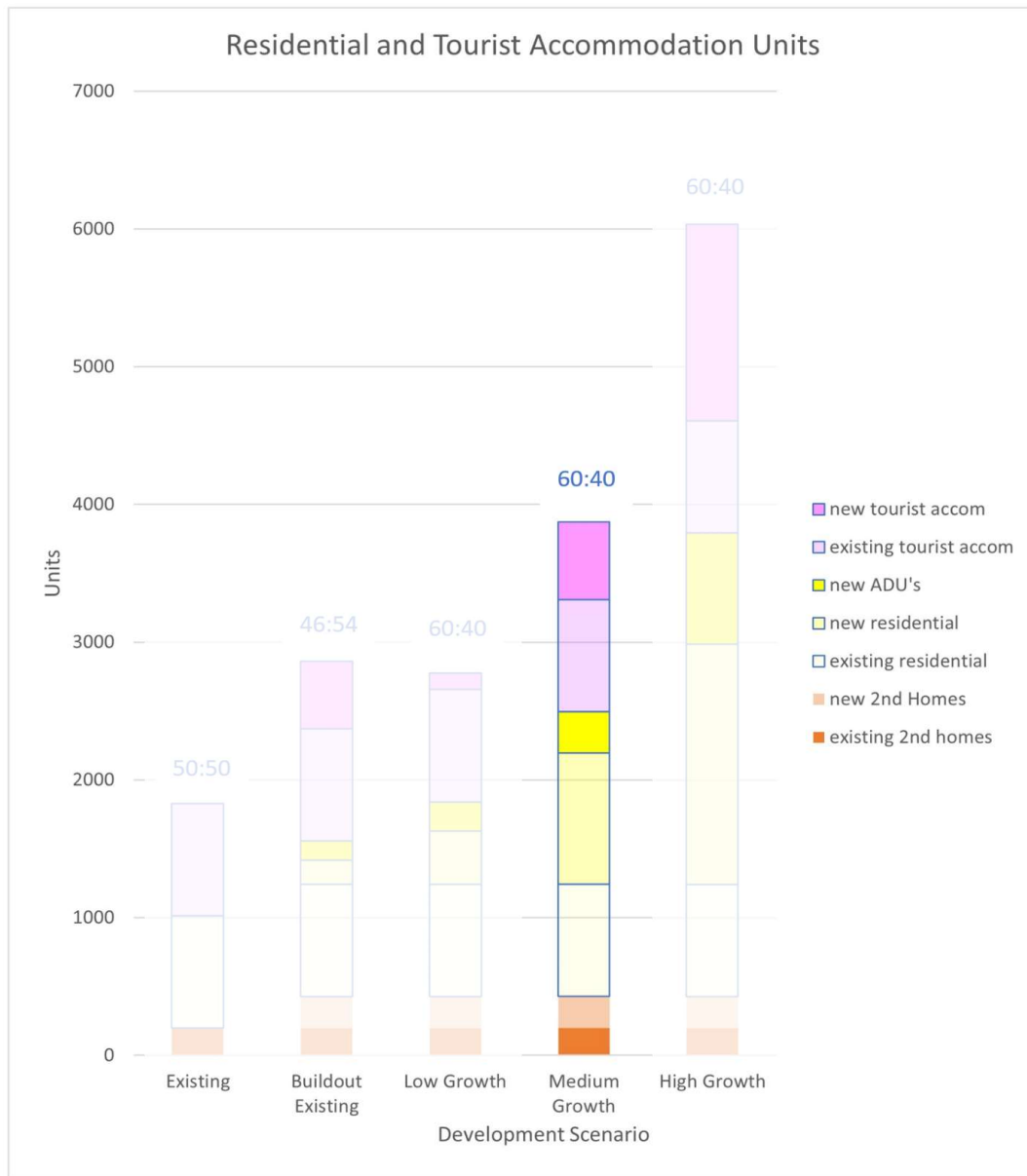
**2050 permanent population: 3,100**

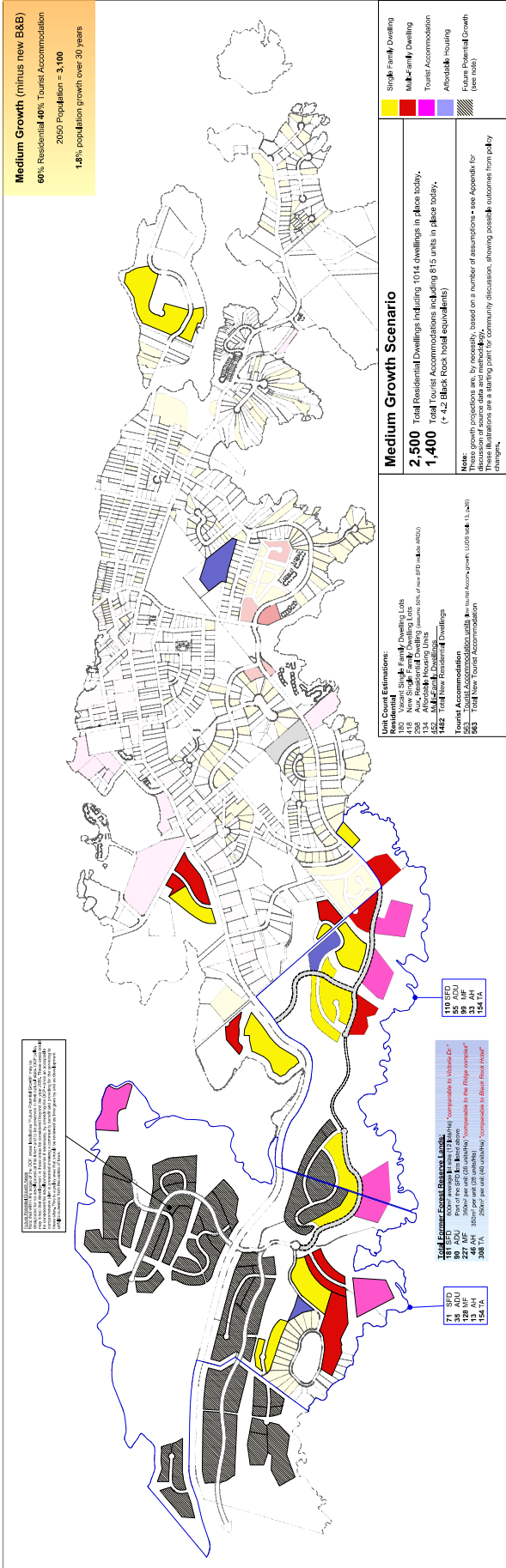
**Residential : Tourist unit balance = 60:40**

Takeaway: to reach a better balance of housing and jobs with a low rate of tourist accommodation growth, we would need to add a substantial new supply of housing – 40 to 50 homes per year - resulting in a medium overall rate of growth.

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*\*per the 2021 West Coast Land Use Demand Study  
low tourist accommodation growth projection.*





## F. Scenario: High Growth

*This shows a scenario of medium tourist accommodation growth while achieving a 60:40 balance between housing and tourist units:*

- *1427 new tourist accommodation units\**
- *achieve a 60:40 balance between housing and tourist units*

**2,674 new residential dwellings.**

**1,427 new tourist accommodation units (+10 Black Rocks).**

**5% growth x 30 years (high; matches the past year)**

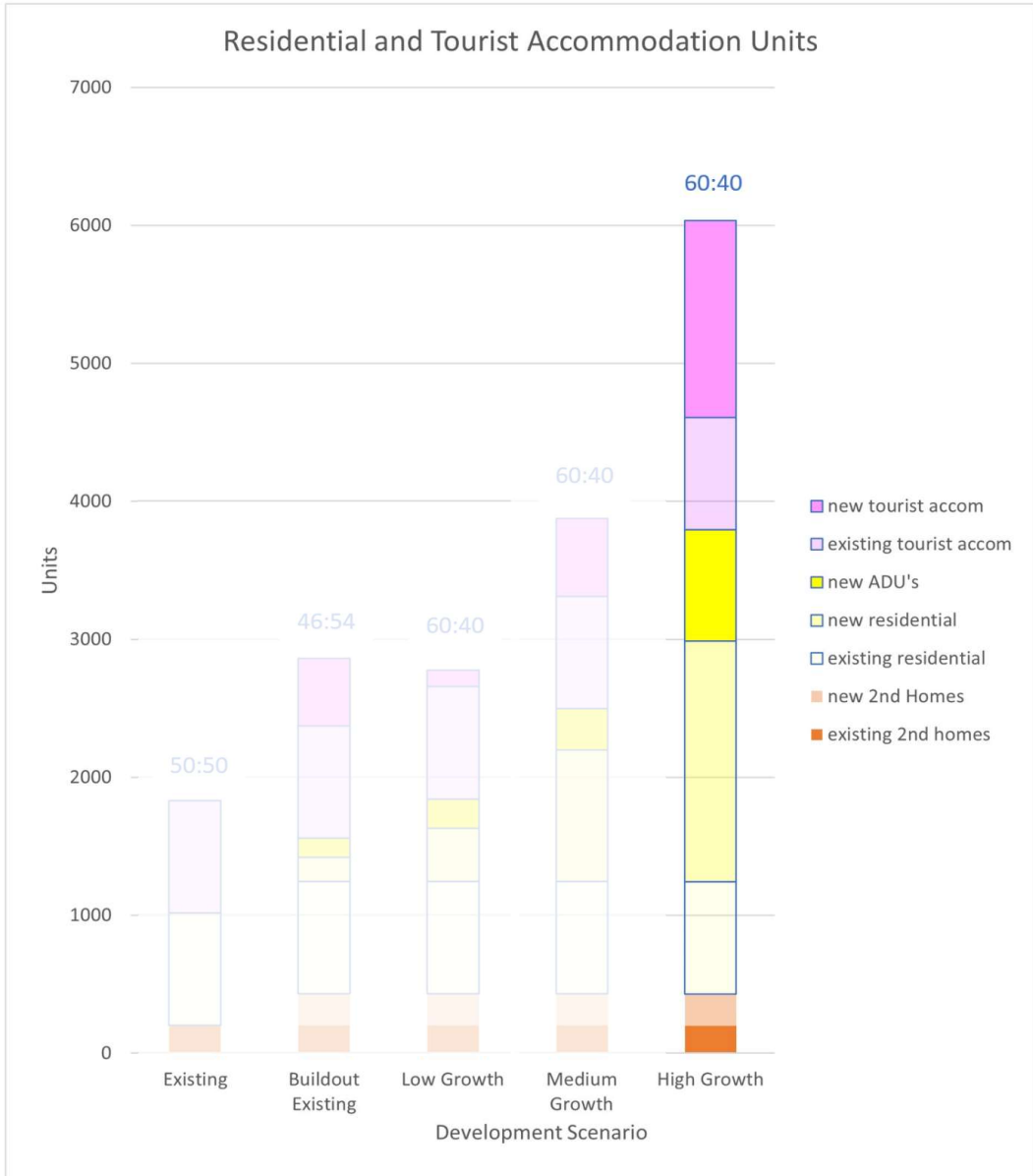
**2050 permanent population: 4,900**

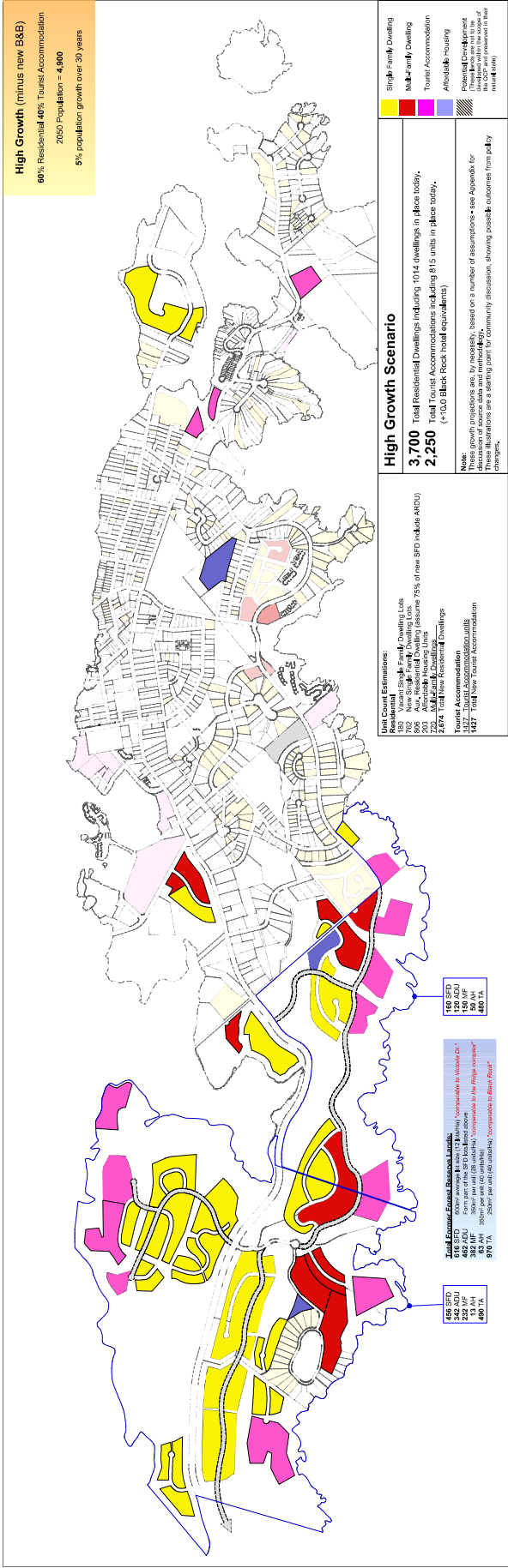
**Residential : Tourist unit balance = 60:40**

Takeaway: to reach a better balance of housing and jobs while allowing for a medium rate of tourist accommodation growth, we would need to add a significant new supply of housing – 90 homes per year - resulting in a high overall rate of growth. This would essentially build out all developable lands identified in the draft OCP.

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*\*per the 2021 West Coast Land Use Demand Study medium tourist accommodation growth projection.*





## G. Current Draft (June'21)OCP Long-Range Land Use Plan:

*The areas showing the various future land uses on the draft Schedule “A” OCP plan do not signify a certain amount or density of uses, and were not drafted to accommodate a specific amount of growth. Rather this plan was developed by looking at the general pattern of land uses shown in the past for the former Forest Reserve lands, and adjusting the development areas to avoid sensitive ecosystems, archaeological resources and lands subject to risk of tsunami.*

With the benefit of data coming out of the *West Coast Land Use Demand Study* and the *West Coast Housing Needs Assessment*, now is a good time for a community conversation about how the plan should direct growth over the next decades. Based on this analysis and public input, Council may consider directing changes to the draft OCP.

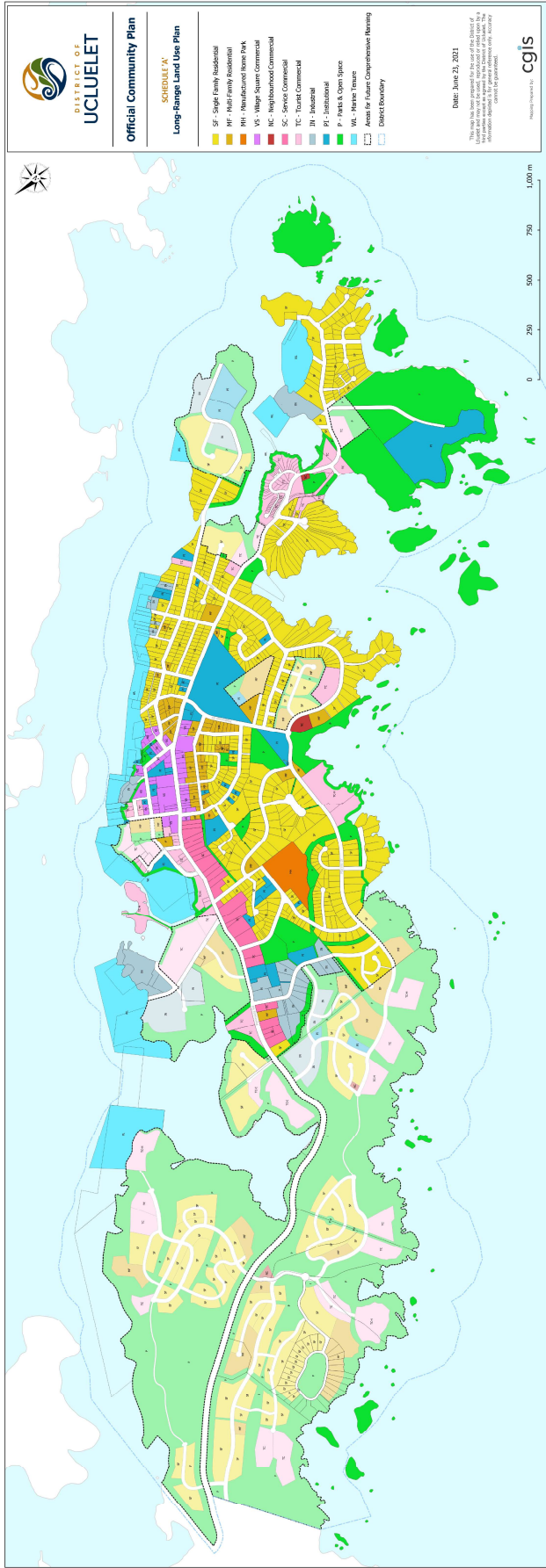


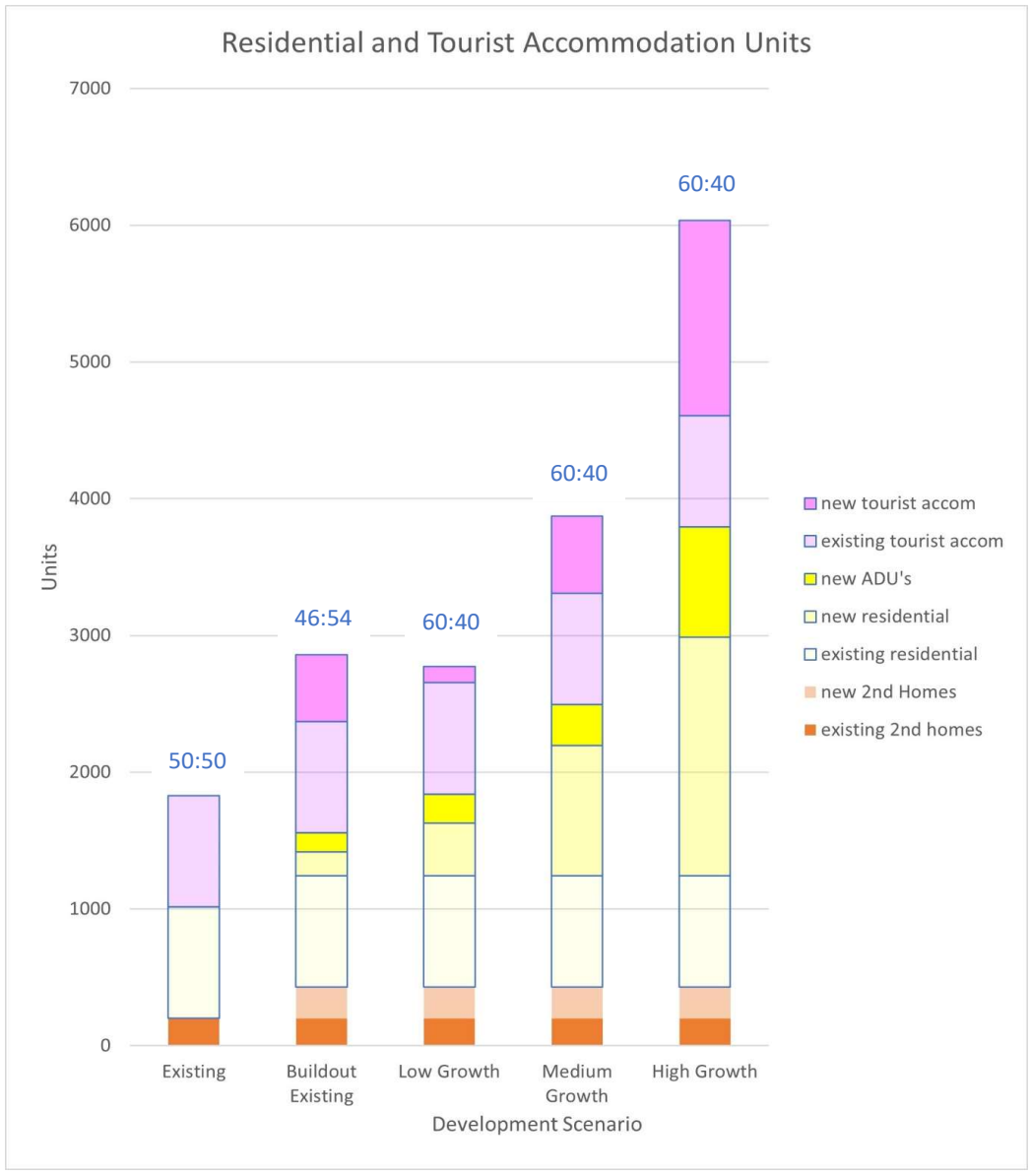
Once adopted, the OCP will provide a base point for revisiting our infrastructure master plans to ensure that the community doesn't get too far ahead - or fall behind - in upgrading and improving the infrastructure (e.g., the roads, pathways, water, sewer and drainage that the community uses every day).

Note that an OCP is a living document and is expected to be revised, updated and amended as community conditions change. An OCP should be updated at fairly regular intervals, and these updates can be triggered by certain events. For example when an updated housing needs assessment is available, when a noticeable demographic shift has occurred, when a major period of development has occurred, etc. - then it is a good practice to revisit the plan and make sure it still aligns with the community's vision and goals.

*Please bring your questions and share your thoughts with staff and Council at the Committee-of-the-Whole meeting on November 23<sup>rd</sup>.*

*Thank you!*





### Notes and Assumptions:

- A. The analysis focuses on **residential** and **tourist accommodation** demand and growth. The Land Use Demand Study (LUDS) also addresses modest growth for commercial and light industrial space to support the local economy; those uses are well captured in the draft OCP already and are assumed to remain constant across all scenarios for this analysis.
- B. Information has been pulled from the LUDS, the draft West Coast Housing Needs Assessment (WCHNA), census data from StatsCan, BC Stats, BC Assessment Authority (BCAA) and municipal datasets of property records (e.g., building permit, business licence and assessment records).
  - i. Footnotes are included to show we have turned for data and the calculations behind the scenarios.
  - ii. None of this is claiming to be 100% accurate; these are projections of how different scenarios may play out over time based on policy choices the community makes. The results illustrate some implications of following one policy approach vs. another.
  - iii. There is always a maddening discrepancy between census data and other, arguably more accurate, sources. For example, we count 1,014 dwellings in the community while census data shows 814 households. The difference of 200 is a combination of second homes (100+), illegal and undocumented secondary suites (perhaps caught by BCAA but not reported in the household census), and census undercounting of seasonal / permanent shared / couch surfing residents.
- C. The scenarios shown assume “residential” (yellow colour) is just that – and does not include bed and breakfast (B&B) or other short-term vacation rentals (STR’s). If instead there is a portion of B&B’s or STR’s in single-family residential neighbourhoods going forward, that should be subtracted out of the total shown on commercial lands designated for tourist accommodation uses.
- D. Currently the ratio of residential dwelling units housing permanent households to tourist accommodation units in the community is roughly 1:1. As recently as 2014, the ratio was 1.4:1 or a 60/40 housing / tourist accommodation split<sup>1</sup>. The results of the LUDS point to the need for housing to catch back up, with a latent demand of 585 to 856 housing units on the west coast<sup>2</sup>.
- E. The low-, medium- and high-growth scenarios show a return to a 60/40 housing / tourist accommodation split. This assumption is made to show the policy impact of what it would take for new development to tip the balance back and to accommodate the following:
  - i. unmet demand for permanent housing on the west coast<sup>3</sup>.
  - ii. projected growth of shadow (second) homes.<sup>4</sup>
  - iii. growth of the non-tourist job sector: remote workers and emerging sectors (e.g., new households relocating to Ucluelet for lifestyle and bringing their non-tourism job with them).
- F. The average size of households is projected to shrink over time<sup>5</sup>. Therefore more homes will be needed to house the same equivalent population.
- G. Demand projections for the west coast from the *Land Use Demand Study* are apportioned to Ucluelet at 54% of total. This is the percentage of projected growth calculated as population

<sup>1</sup> Tourism Ucluelet, 2014 accommodation summary and BC Stats

<sup>2</sup> 2021 *West Coast Land Use Demand Study (LUDS)* Urban Systems, p. 32

<sup>3</sup> LUDS p. 32

<sup>4</sup> LUDS p.29

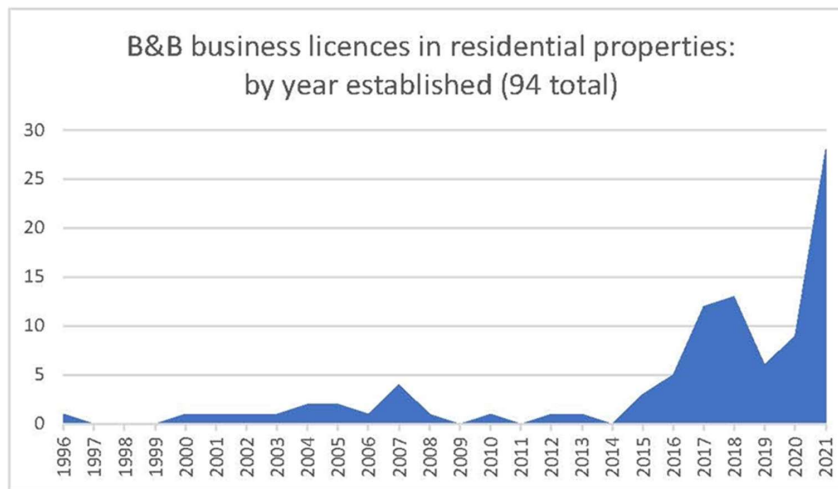
<sup>5</sup> LUDS p.21 2021 *West Coast Housing Needs Assessment* M’Akola Development Services, draft regional report

equivalent for Ucluelet (including all categories of residential, tourist accommodation, commercial, light industrial and institutional land uses), across all three growth demand scenarios<sup>6</sup>.

- H. There is an estimated latent demand for between 585 to 856 units on the west coast<sup>7</sup> (Ucluelet proportion would equate to 315 to 462 units existing unmet demand).
- I. A portion of new housing will be absorbed by shadow (second) homes; neither tourist accommodation nor permanent households, these nevertheless will absorb land supply and housing units - and need to be accounted for. For consistency, when calculating the ratio between permanent households units and tourist accommodation, 430 units are subtracted from the total dwelling count in all growth scenarios.

B&B short term vacation rental units:

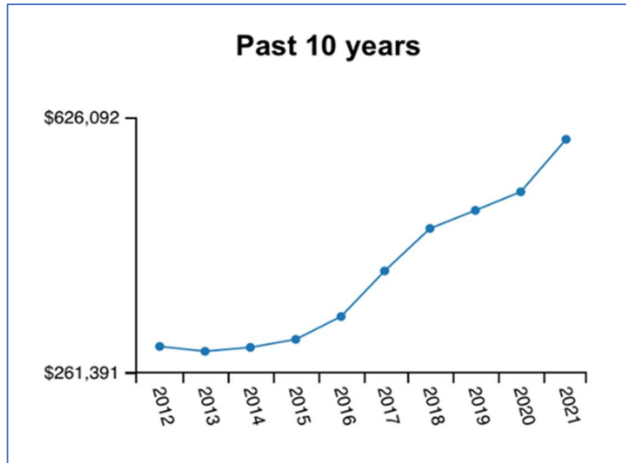
- J. The growth of short-term vacation rentals (STR's) is significant, and when those STR's are located in residential homes they impact the housing supply in the community. Most residential zoning in Ucluelet allows *Bed and Breakfast* (B&B) as an accessory use when run by the permanent resident of the home. The B&B use allows up to 3 bedrooms in a home. Most recent new home builds are including purpose-built suites with separate entrances – these are not the extra-room-down-the-hall mortgage helpers that were imagined when the zoning was adopted some decades ago. The following chart illustrates the boom in newly established B&B's in residential properties:



<sup>6</sup> LUDS Table 22 (p.57) and Table 34 (p.71)

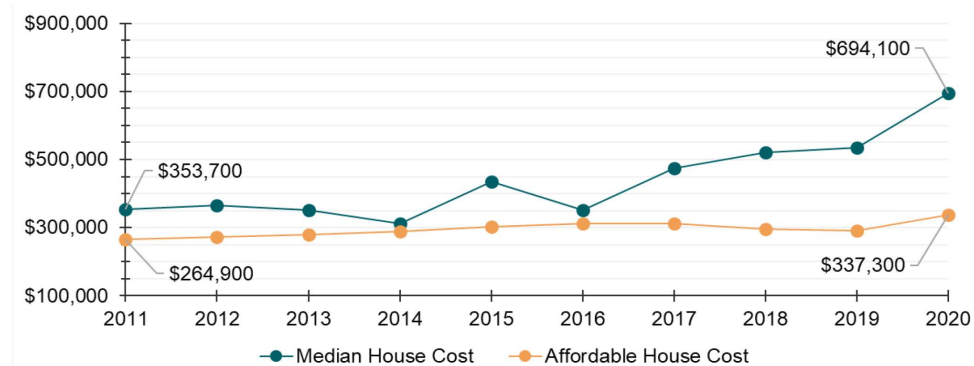
<sup>7</sup> LUDS p. 22

This corresponds to the increase in house prices in Ucluelet:



(source: Realtor.ca)

This pattern of increasing house prices is being seen in many rural areas of the province, and is consistent across the west coast. The following shows that the increase in the cost of housing has outpaced wages, to the point where virtually no homes being bought - or new homes being constructed - in Ucluelet are providing housing for existing, working residents:



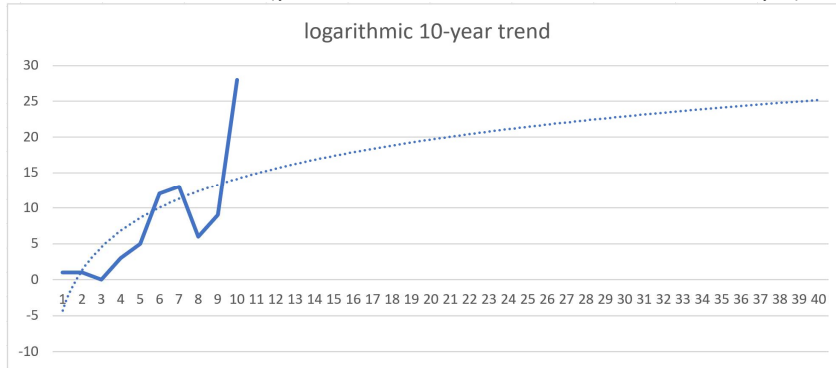
(source: draft 2021 West Coast Housing Needs Assessment)

In September, Council endorsed the following goals aimed at improving the availability and affordability of housing in the community:

- i. prioritize long-term residential housing;
- ii. slow and contain the proliferation of short-term vacation rentals within residential neighbourhoods;
- iii. create opportunities for more diverse and new forms of housing, with a priority on more affordable forms of housing; and,
- iv. create opportunities for the development of new rental housing.

The growth scenarios presented do not show new B&B's in residential areas; this analysis assumes that regulations are changed to limit new B&B's on residential lands. If B&B's continue to expand into residential neighbourhoods, then over the next 30 years the town could see 1,000 new tourist accommodation units displace housing in residential neighbourhoods.

B&B licences in Ucluelet (years 1-10 show actual data from 2012 – 2021 ytd)



Buildout of Existing Serviced Lots:

- K. This scenario shows what development might occur with no change in zoning or extension of infrastructure into un-serviced areas. In other words, buildout of vacant lots plus infill, re-development and some intensification of existing uses. This assumes no changes in zoning to prioritize housing. The result is low growth over 30 years but a worsening of the proportion of housing available compared to the supply of tourist accommodation.

Low Growth scenario:

- L. This illustrates what development might occur based on two assumptions: 1.) a low level of housing growth<sup>8</sup> of 826 new dwellings, and 2.) achieving a 60:40 ratio of housing to tourist accommodation units. For this scenario to come about, significant changes to the zoning of existing properties would need to be adopted. The growth for tourist accommodation might only allow for minor expansion of existing accommodation businesses. Undeveloped lands already zoned for tourist accommodation would need to be rezoned to a variety of residential uses only.

Medium Growth scenario:

- M. This illustrates what development might occur based on the following assumptions: 1.) low growth of tourist accommodation<sup>9</sup> of 563 new units, and 2.) new housing development to achieve a 60:40 ratio of housing to tourist accommodation units. This scenario would enable expansion of existing businesses and the addition of new tourist accommodation, but coupled with the construction of almost 1,500 new dwellings over 30 years.

<sup>8</sup> LUDS p.21 and Figure 7: 826 new dwelling is 54% of the low growth projection of 1,530 new households on the west coast between 2020 and 2050 – see note G.

<sup>9</sup> LUDS Table 13 (p. 39)

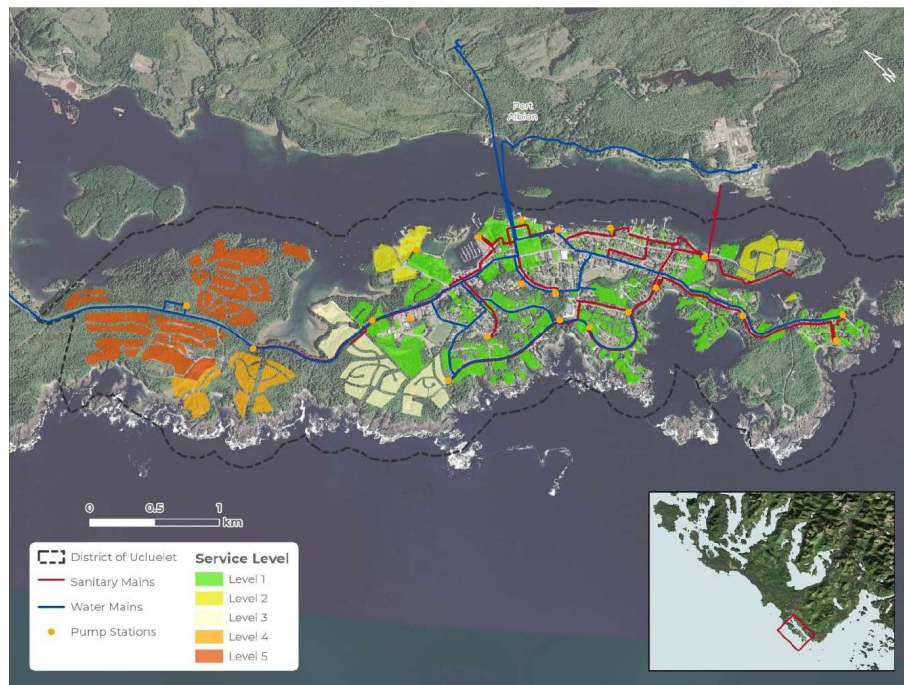


High Growth scenario:

- N. This illustrates what development might occur based on the following assumptions: 1.) medium growth of tourist accommodation<sup>10</sup> of 1427 new units, and 2.) new housing development to achieve a 60:40 ratio of housing to tourist accommodation units. This scenario would see the construction of 2,674 new residential dwellings over 30 years.
- O. Servicing costs (water, sewer, roads, etc.) for expanding development into new areas of the municipality were assessed as part of the *2021 West Coast Land Use Demand Study*<sup>11</sup>. While the cost of new infrastructure to serve development should be borne by the developer, these cost estimates provide a rough idea of the scale of new infrastructure assets that the municipality would ultimately inherit and maintain.

	service level	infrastructure cost
Buildout Existing	Level 2	\$12 million
Low-Growth	Level 3	\$24 million
Medium-Growth	Level 4	\$35 million
High-Growth	Level 5	\$78 million

Figure 44: Service Levels of Vacant and Underutilized Lands in the District of Ucluelet

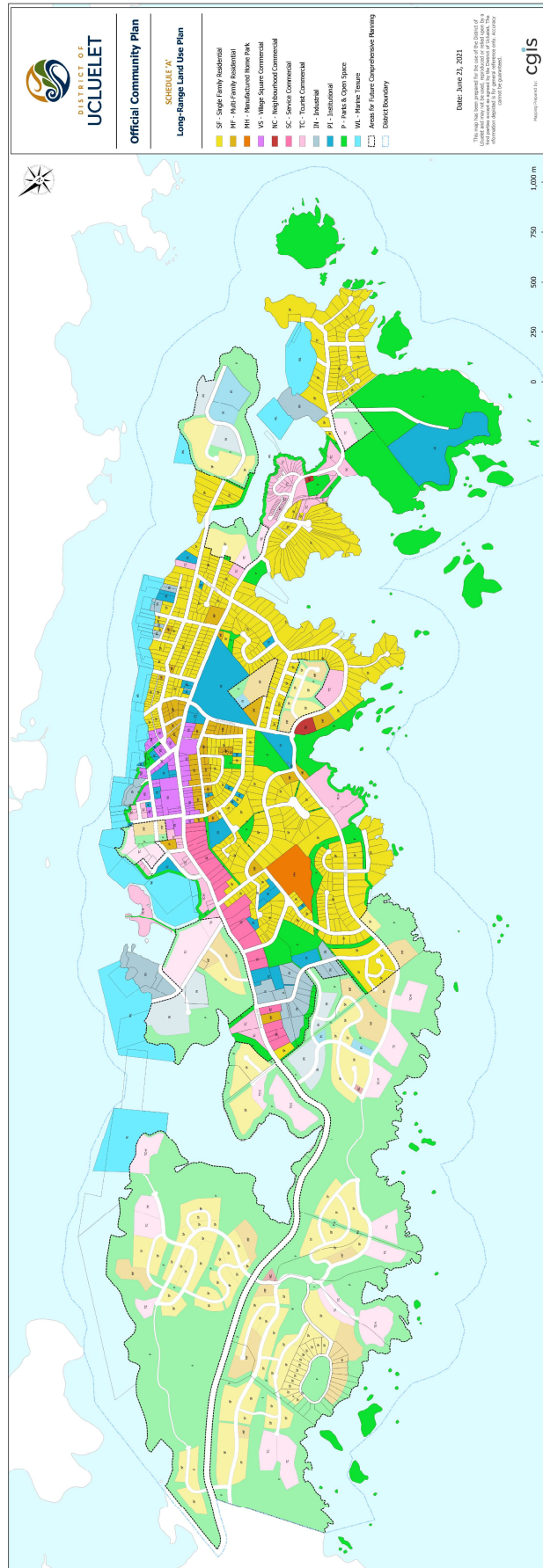


from *2021 West Coast Land Use Demand Study*

<sup>10</sup> LUDS Table 13 (p. 39)

<sup>11</sup> LUDS Figure 44 and Tables 67 – 69.





## Residential

The Official Community Plan provides a framework to meet the diverse housing needs of residents in Ucluelet.

Residential land use is permitted in the Village Square, Multi-Family and Residential designations. Each land use designation varies in the range and density of permitted housing types.

Generally, the highest density uses (apartments and residential units above retail stores) are found in the Village Square, with medium density forms (townhouses) on the edge of the core area and single family uses located beyond a 400-metre walk of the Village Square.

The 2016 Census counted a resident population of 1,717 people in Ucluelet, and a total of 735 occupied private dwellings. This represents 1.36% annual population growth, or 23 new residents per year, over the past decade; this could be considered strong, positive growth. Over the same period, visitor growth and non-resident home ownership has also expanded considerably.

The advent of on-line advertising and bookings for short-term vacation rentals is depleting the supply of rental housing available to long-term residents in Ucluelet (and many other communities in BC). This is having a negative effect on both business viability and community well-being.

Over the past few years the District has actively monitored and enforced its bylaws on short-term vacation rentals. At the time of writing, approximately 300 vacation rental units are active in the municipality, many in existing residential neighbourhoods. A number of long-term rental units – including secondary suites –

have been converted to short-term rentals, displacing this supply of vital housing stock.

Affordable Housing is defined as:

housing costing 30% or less of annual household income suitable for households of low and moderate income, equal to 80% or less than the median household income in the District of Ucluelet, as reported by Statistics Canada and as defined by Canada Mortgage Housing Corporation, CMHC.

## Affordable Housing

Ucluelet attracts a large number of visitors yearly given its spectacular scenery and opportunities for recreation, including hiking, cycling, whale watching, kayaking, winter storm watching, surfing and fishing. As a popular tourist destination, the District strives to ensure that adequate housing is available for residents, visitors, and seasonal employees alike.

Ucluelet's challenges with a lack of affordable housing began to escalate in 2001 as tourism activity increased. The affordable housing issue in Ucluelet also has ramifications on other growing industries and the changing needs of the community.

Other industries are growing in Ucluelet and struggle to house a local work force. Youth looking to leave home are forced to leave the community because of escalating housing costs. Seniors

looking to downsize their accommodation needs are faced with a shortage of housing supply and increased prices.

Ucluelet also houses many residents who work in the neighbouring tourism destination of Tofino. This puts added strain on the existing supply of affordable housing.

Approximately 9% of Ucluelet residents identify as Indigenous (2016 census). This includes both homeowners and renters. There are a handful of housing units owned by the Yuułuʔiłiʔath Government in town, as well as homes owned and operated by non-profit housing providers.

A combination of strategies that includes smaller lots, secondary suites, detached accessory dwelling units (e.g. cottages), seasonal employee housing, inclusionary zoning, and residential mixed-use development can positively contribute to the broadening of housing choices and affordability within the District of Ucluelet, as well as providing for rental housing and a greater variety of options for seniors.

In April of 2018, the provincial government introduced two new pieces of legislation affecting how local governments address housing issues.

Part 14 Division 22 of the *Local Government Act* now requires local governments to commission a housing needs assessment, and update the report every 5 years. It is expected that a completed assessment report will be a pre-requisite to provincial grant funding for affordable housing projects.

Section 481.1 of the *Local Government Act* now enables local governments to designate properties in their zoning bylaws exclusively for rental housing.

In response to the current housing situation, to better understand the dynamics of the housing market and supply in Ucluelet, and to enable the municipality to be proactive on balancing the community housing needs as new development occurs, the District has adopted the following short-term housing action plan.

**Policy 3.131 Short-term Housing Action Plan:**

- A. continue the program to actively monitor and enforce short-term rentals
- B. commission a community Housing Needs Assessment report
- C. identify and explore the feasibility of creating temporary seasonal employee housing on at least one municipally-owned property
- D. look for opportunities to update inclusionary zoning and density bonusing, particularly on lands previously designated as Comprehensive Development under a Master Development Agreement, to ensure a mix of affordable housing types are delivered with each phase of new development in the community
- E. amend the zoning bylaw to ensure that the first rental unit on single-family residential lots is for long-term tenancy, with any additional short-term rental uses to depend on the continued existence of the long-term rental
- F. amend the zoning bylaw to remove standalone short-term rental of single-family homes from the VR-2 zoning designation (completed 2019)
- G. explore zoning opportunities for infill of compact, more affordable units in existing and new neighbourhoods (e.g., small lots, rental cottages, etc.)
- H. a number of federally-owned employee housing lots are now designated *Institutional* on the Schedule A Long-Range Land Use Plan; create a new institutional Community Residential zoning designation for these properties, clarifying the community expectation for their continued use as employee housing or future conversion to a possible variety of

community care, shelter, supportive and/or affordable housing uses;

- I. explore the use of the new rental zoning powers proposed in Bill 23
- J. explore the use of Development Cost Charges for affordable housing
- K. develop a municipal Affordable Housing Strategy – identifying the best focus of municipal resources when addressing housing issues
- L. develop a District land and development strategy and explore the options for an ongoing affordable housing program

It is expected that these actions will be revisited following completion of a community Housing Needs Assessment in 2021, which may result in amendment of this OCP.



Affordable Housing Policies:

**Policy 3.132** Increase the number of affordable housing units in Ucluelet by encouraging mixed land uses in the Village Square,

seniors' housing, small-lot single family housing, detached accessory dwelling units (cottages) and secondary suites.

**Policy 3.133** Support development of multi-family housing above retail in the Village Square to encourage a mixed-use core in the District.

**Policy 3.134** Ensure larger developments are required to provide affordable housing as a portion of each development phase. Completion of the Land Use Demand Study (underway) and Housing Needs Assessment (2021) should provide guidance for the District to adopt targets for percentages of affordable housing in new developments.

**Policy 3.135** Permit secondary suites in single-family dwellings with sufficient off-street parking.

**Policy 3.136** Encourage the retention and development of mobile/manufactured home parks with high quality site design, screening and landscaping.

**Policy 3.137** Encourage alternative housing options, including small lot subdivisions.

**Policy 3.138** Zone land using low to moderate densities and use density bonusing to secure affordable housing in any larger development.

**Policy 3.139** Continue using inclusionary zoning regulations that require affordable housing in new multi-family developments.

**Policy 3.140** Encourage land use and building design which results in liveable but smaller, more affordable housing units.

**Policy 3.141** Continue to encourage developers to provide 15% to 20% staff housing for employees needed to staff new developments in tourist commercial developments.

**Policy 3.142** Encourage private, non-profit and co-operatively run housing units.

**Policy 3.143** Rezoning applications involving more than five dwelling units shall provide a statement describing the affordable housing components achieved by the proposal.

**Policy 3.144** The District does not support strata conversion of previously-occupied rental housing units.

**Policy 3.145** Include Indigenous housing needs in the development of a community Affordable Housing Needs Assessment.

**Policy 3.146** Work with regional First Nations and housing providers to identify where opportunities may exist to support and/or partner on meeting all community housing needs.

#### Residential – Multi Family

Smaller units in higher density, multi family areas are an important component of the District's affordable housing strategy.

Residential uses within and in close proximity to the Village Square help create a more vibrant and compact community where residents can walk to services and amenities.

#### Multi Family Residential Policies:

**Policy 3.147** Encourage the development of multi-family residential units within an approximate five-minute walk of the Village Square;

**Policy 3.148** Encourage residential development above or below the first floor in the Village Square and the Service Commercial Area;

**Policy 3.149** Encourage higher density forms of multi-family development to locate along main roads, including Matterson Drive and Peninsula Road;

**Policy 3.150** Explore the use of coach houses and forms of low- to medium density multi-family housing that address both street frontages in the area south of Peninsula Road, between Yew Street and Matterson Drive; and

**Policy 3.151** Encourage the provision of underground or concealed parking and affordable housing units.

#### Residential – Single Family

The majority of housing in the District of Ucluelet is made up of detached single-family homes.

#### Single Family Residential Policies

**Policy 3.152** Continue to acknowledge the role that single-family housing plays in terms of appeal and lifestyle choice and encourage sensitive intensification (e.g. smaller lots, secondary suites, coach houses,) where appropriate.

**Policy 3.153** Retain the area along Imperial Lane as single family and encourage the character of the existing buildings to be retained during any re-development.

**Policy 3.154** Designate those portions of District Lots 281 and 282 that have been developed as low density, single family as Residential, while acknowledging that the existing zoning in these areas permits a broad range of land uses.

**Policy 3.155** Designate Hyphocus Island as low density rural reserve, until such time as a comprehensive proposal is received identifying cluster residential development with significant tree retention, preservation of the island in its natural state and dedication of lands for public access, including the high ground and a perimeter waterfront trail.

This area is not intended for private marina or significant commercial, tourist commercial or resort development. Some light industrial uses may be introduced as a compatible transition between the sewage lagoons and residential areas.

**Policy 3.156** Encourage residential development adjacent to Spring Cove (e.g. former BC Packers site) in ways that maximise preservation of environmental and cultural values, fit with the natural setting and extend public access through the Safe Harbour Trail along the shoreline.



Residential – General

General Housing Policies

**Policy 3.157** Explore early adoption of more energy-efficient building construction through the step code and seek industry input into the impact of implementing such requirements in this remote market.

**Policy 3.158** Explore density bonuses for incorporating energy efficiency in existing and new buildings.

**Policy 3.159** Cluster residential units to preserve natural areas where possible.

**Policy 3.160** Advocate for the development of adaptable housing standards within the BC Building Code and guidelines for future development.



### Future Comprehensive Planning Areas

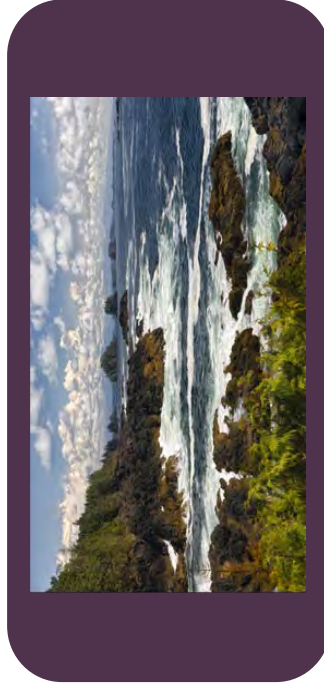
Areas on Schedule A indicated as Future Comprehensive Planning areas applies to larger lots with development potential, where it is anticipated that future rezoning, and potentially subdivision, will occur prior to development. The land uses shown within these areas indicate the general pattern of expected land use, but final location and density of uses will be subject to the future approval processes and detailed analysis of these sites.

### Former Forest Reserve Lands

The Former Forest Reserve Lands cover the largest of Ucluelet's undeveloped areas. Special conditions of this vast landscape include some of the district's richest forested habitat and the potential for spectacular residential and commercial development. Covering roughly half of Ucluelet's entire land base, the area is largely unexploited by development. Objectives of this OCP include protecting the natural qualities that make this place so special. Protecting the most sensitive and rich features of this area, and following the built form, character and material guidelines outlined in this plan, the Former Forest Reserve Lands will successfully add to the character of Ucluelet.

The coastal environment within this area is characterized by rocky bluffs and headlands along the exposed western shoreline, while a gentler rocky coast - along with sensitive marine wetlands, predominates along the protected eastern shoreline of Ucluelet inlet. This rugged and wild coast, along with the extensive forest that carpets the rolling and often steep terrain contribute immeasurably to the character of the site. There is therefore a demonstrated need to ensure that development

within this area should be protected from hazardous conditions and makes adequate provision for fitting itself harmoniously into the existing natural environment while maintaining a balance between the need for such protection and development of this land. The area contains archaeological and cultural uses and resources which must be understood and considered with any development plan. Preserving as much of the natural shoreline condition as possible, as well as the forest and its underlying shrub layer is critical in maintaining these values. All development should extend the Wild Pacific Trail and Safe Harbour Trail, and the network of connecting corridors, that make their way through the area.



In addition to development being sensitive to significant natural features worthy of protection, this area is designated for a mix of uses which will require a high standard of design cohesion to reflect the natural heritage of the area.

Master Development Agreements were established to guide the development of the former forest reserve lands. Signed in 2005



and 2006, these agreements committed the owners to additional information requirements including native vegetation management plans, full environmental impact assessments and archaeological assessments. Development subsequently stalled and in the intervening years it has become clear that a different approach may be necessary to enable development of these sites while retaining the initial vision of promoting the natural attributes and culture of the community, attracting investment, tourism and employment opportunities while demonstrating responsible stewardship of the natural environment.

Land uses on the former forest reserve lands was anticipated to include:

- single family with a range of lot sizes
- multi-family residential and commercial resort condominiums
- vacation rentals and Guest House lots
- affordable housing
- hotel/spa, motel and staff housing units
- golf course/clubhouse and marina
- limited commercial facilities restricted to servicing the tourist sector
- parks and natural space
- Wild Pacific Trail

The golf course use is no longer considered a viable component of the plan but a mix of the other uses is indicated on Schedule A.

The Wild Pacific Trail is a crucial, integral component of the former forest reserve land areas. Amendments to each Master Development Agreement may be considered without amendment of the OCP provided the Wild Pacific Trail is not compromised.

The District may also reconsider the Master Development Agreement (MDA) approach and revert zoning to a low-density Rural designation without amendment of the OCP. Future development could then proceed on application for new zoning based on the policies in this section and OCP, and the land uses generally indicated on Schedule A.

Specific policies for the lands included within the Future Comprehensive Planning areas are noted below:

**Policy 3.161** Future development proposals may be considered under phased development agreements per section 516 of the *Local Government Act*.

**Policy 3.162** Clear-cutting tracts of land greater than 0.5 hectare is prohibited; habitat protection and tree retention is to guide and form the character of the development.

**Policy 3.163** A 30-metre wide tree buffer with no development must be provided along both sides of the Pacific Rim Highway;

**Policy 3.164** The layout of the proposed extension of Marine Drive which runs parallel to the Pacific Rim Highway must respond to the natural conditions and topography of the land. Adequate vegetative buffering along the frontage of the road should also be retained to provide an attractive entrance into the community. A tree preservation plan should be a major priority to preserve this spectacular natural environment.

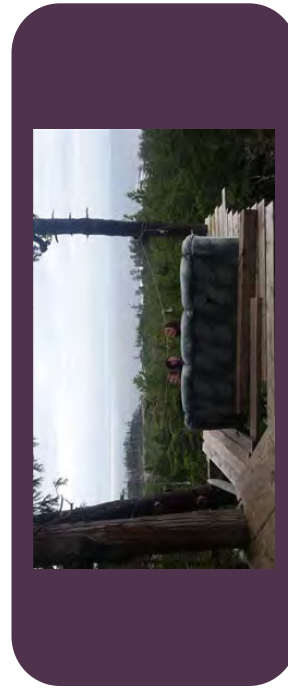
**Policy 3.165** Low-impact design principles should prevail. This may include limited areas of impermeability, open drainage, high retention and replacement of natural vegetation, ecological landscaping, slow traffic speeds and comfortable, auto-tolerant streets, pedestrian and cyclist connectivity, end-of-trip facilities (e.g. bike lockers, showers), site and lot grading which follows existing topography, environmental protection and enhancement, wide natural buffers and retention of significant natural features.

**Policy 3.166** The Wild Pacific Trail is predominantly a waterfront, natural pathway. Future subdivision must include sufficient highway dedication to allow for the continuity of the trail and vegetated buffer.

The minimum width of the Wild Pacific Trail corridor should be 10 metres, with an average width of at least 15 metres.

Access to the Wild Pacific Trail should be provided at intervals not exceeding 400 metres. Small parking areas should be provided at trail heads.

**Policy 3.167** Gates, guard houses, and other means of restricting public access are not permitted.



**Policy 3.168** Additional parkland, open space, trails and affordable and staff housing are some of the features and amenities that may be secured through agreement, bylaw or other mechanisms.

General Future Comprehensive Planning Area Policies

**Policy 3.169** Public access to the water in all areas is supported, encouraged and intended to be secured including through agreement and dedication.

**Policy 3.170** The area on Seaplane Base Road, surrounding the Recreation Hall, is designated for Future Comprehensive Planning and identified as a potential Industrial expansion area. Industrial uses that need water access will be considered for this area.

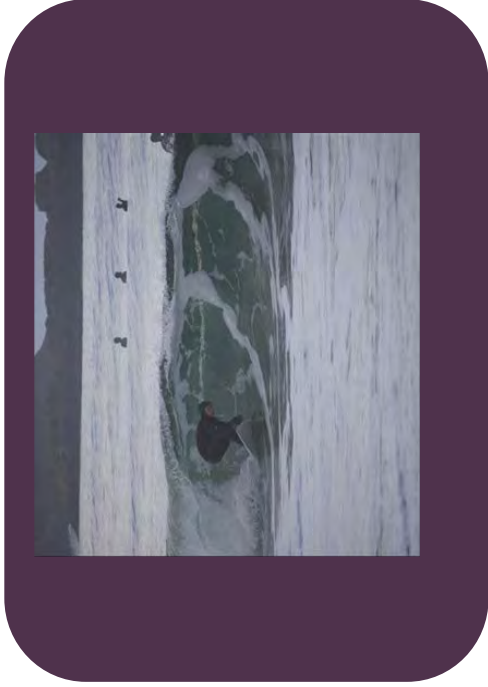
**Policy 3.171** The area on Minato Road north of Peninsula Road is designated for Future Comprehensive Planning. This area is envisioned as a residential community with potential for guest accommodation, with significant tree retention. The shoreline and marine wetlands of Olsen Bay is recognised as having important ecosystem values. No development should approach within 30m of the high water mark of Olsen Bay. A greenbelt should be maintained along stream corridors and the shoreline.

**Policy 3.172** All development proposals are to address and include measures that mitigate or manage the human-wildlife interface.

**Policy 3.173** Developers are to retain an arborist to examine and assess the impact of development and any land clearing on tree/forest cover during subdivision development with the

intention to retain and protect as many healthy trees or pockets of forest cover as possible.

**Policy 3.174** Hyphocus Island is currently zoned as Rural Reserve. The zoning of these lands should allow for limited residential development. This reflects the desired future use as primarily clustered residential pattern with substantial tree retention and significant public open space and institutional (i.e., sewage treatment) uses. This area is not intended for private marina or significant tourist commercial or resort development. Compatible light industrial uses may be considered adjacent to the sewage treatment plant. The community may consider re-designation on advancement of a comprehensive plan that addresses the policies and guidelines of this OCP. The high point of the island should be considered for its potential for emergency evacuation (e.g., in conjunction with a future park or open space at the summit of the island);



**Policy 3.175** Francis Island is recognised as the symbolic entrance to the Harbour. It should not be developed, without intensive investigation of environmental, hazard and archaeological considerations. Access to the beach on the island and a trail around the edge of the Island for recreational purposes may be further explored.

The Island is zoned as Rural Reserve. Acknowledge the private ownership of Francis Island by permitting up to one single family residential dwelling, without secondary suite, B&B, vacation rental or tourist commercial uses.

Encourage and explore means of preservation, and maximum tree retention, with limited public access, including as an amenity for more intensive development of adjacent lands. Potential acquisition for designation as park land is also supported.

**Policy 3.176** The area referred to as District Lot 281 has evolved into a premier location for tourist commercial development as

well as single and multi-family homes. Its prominent position next to Big Beach and its south-west orientation makes this a valuable and defining neighbourhood requiring attention in the form and character of developments. The spectacular landscape sloping gently to the ocean allows impressive vistas for visitors and home owners alike. A sensitive approach must be exercised to avoid over-cutting trees at the expense of the area's natural beauty, for enjoyment by all residents and visitors, and to protect the natural environment.

**Policy 3.177** For areas of land higher than 20 to 30 metres above sea level, development, park dedication and public/open space should be coordinated with the District's Emergency Plan when considering the potential for public vistas, integrated with the multi-use pathway, trail and road network, as well as muster areas within a close walk of development areas.

**Policy 3.178** All new or additional development, including campsites with no individual water supply or no individual sewage disposal facilities, must be connected to the municipal sanitary sewer system.