AGENDA INFORMATION Council Workshop Date: April 2, 2024 Other: Dept. GM/ Director CAO Director

The District of North Vancouver REPORT TO COMMITTEE

March 21, 2024

File: 13.6410.01/000.000

AUTHOR: Dan Milburn, General Manager, Planning, Properties, and Permits

SUBJECT: Provincial Housing Initiatives: Phase 1 Approach and Analysis

RECOMMENDATION

THAT the March 21, 2024, report entitled *Provincial Housing Initiatives: Phase 1 Approach and Analysis* is received for information.

REASON FOR REPORT

The purpose of this report, its attachments, and accompanying presentation (Attachment 1) are to provide Council with an overview of the District's proposed response to recent provincial housing legislation, discuss potential impacts, and inform Council of planned public engagement.

SUMMARY

This report details the District's proposed response to recent provincial housing legislation intended to increase housing supply and reshape land use planning. Emphasis is placed on Transit Oriented Areas (TOAs) and Small-Scale Multi-Unit Housing (SSMUH) zones, including requirements, exemptions, and potential challenges. Financial impacts, public engagement strategies, and next steps are also outlined. Staff will report back to Council prior to June 30, 2024, with a summary of public input, draft SSMUH zoning amendment bylaw, a draft TOA designation bylaw, and other consequential bylaw amendments. Through collaborative efforts, the District seeks to navigate legislative changes and meet our legislated obligations, while continuing to prioritize the needs of District residents.

BACKGROUND

The province has adopted new housing legislation intended to increase housing supply (Bills 44, 46, and 47) that significantly alters the land use planning framework in the Province. A detailed discussion of the legislation was included in the staff report for the February 12, 2024, Council Workshop, provided as **Attachment 2**.

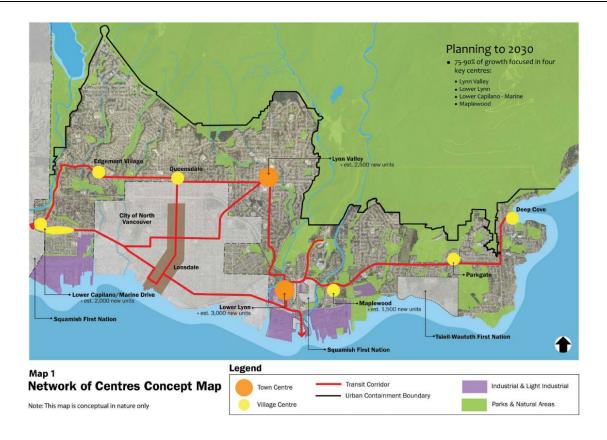
The provincial legislation prescribes the following deadlines for local municipalities that can be considered in three distinct phases, as follows:

Phase	Provincially Legislated Actions	Deadline
1	 Adopt bylaw designating TOAs within the District Adopt Zoning Bylaw amendments to permit SSMUH 	Jun 30, 2024
2	Complete Interim Housing Needs Report	Dec 31, 2024
3	 Update OCP to align with the Interim Housing Needs Report Update Zoning Bylaw to align with the Interim Housing Needs Report 	Dec 31, 2025

Planning for Growth in the District

The District's Official Community Plan (OCP) has been the guiding document for planning and land use planning in the District since its adoption in 2011. The provincially mandated approach to planning for projected housing needs and growth deviates from the District's historical approach.

Through the OCP's development, the community came together and agreed to establish a network of connected Town and Village centres that support effective transit, walking, and cycling, and to focus growth in four key growth centres: Lions Gate Village & Marine Drive, Lynn Valley Town Centre, Lynn Creek Town Centre and Maplewood Village (see map below). Since 2011, 82% of new housing units approved through rezoning have been located within key growth centres, aligning with the OCP policy of focusing 75-90% of residential growth within these centres.



In 2019, a Targeted OCP Review was initiated, resulting in the creation of the <u>OCP</u> <u>Action Plan</u>¹ which defined priorities and supporting actions to facilitate the continued implementation of the 2011 OCP. These public planning processes carefully considered the District's geographic context, transportation limitations, and the surrounding natural environment.

Additionally, single-family neighbourhoods in the District have been slowly evolving to accommodate changing housing needs. The District has implemented various diversification initiatives including the introduction of and expansion of small lot infill areas (1980s and 2018 respectively), permitting secondary suites in single-family dwellings (1997), and permitting coach houses on certain types of single-family lots (introduced in 2014 and updated in 2020).

This work continued in 2022, when public engagement was undertaken on opportunities to increase housing diversity in single-family neighbourhoods with a focus on secondary suite regulations and infill housing options. In December 2023, Council approved Zoning Bylaw amendments to enable larger secondary suites, allow suites and coach houses on the same lot, and permit two-storey coach houses, on certain properties.

¹ https://www.dnv.org/sites/default/files/edocs/OCP-review-action-plan.pdf

EXISTING POLICY & DIRECTIONS

The provincial housing legislation is generally aligned with District policies and initiatives, which call for increasing housing diversity, while balancing future and current housing needs. A summary of those policies is found in **Attachment 3**.

DISCUSSION

Addressing Housing Needs

Bills 44, 46, and 47 change the local government land use planning framework with the goal of providing more housing close to transit and on single family or other low density duplex lots. Provincial modelling estimated the legislation will result in 100,000² net new units in Transit Oriented Areas (TOAs) and 130,000³ net new Small-Scale Multi-Unit Housing (SSMUH) units across BC in the next 10 years.

Through the designation of TOAs, the creation of SSMUH zones, and the implementation of new Development Cost Charges (DCC) and Amenity Cost Charges (ACC), the District will deliver its share of these additional housing units. The following sections detail the District's intended response to the three legislative bills.

Transit Oriented Areas (TOAs)

Bill 47 (Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023) facilitates the development of areas adjacent to major transit hubs through the creation of TOAs.

Within TOAs, local governments are required to:

- 1. Ensure that minimum levels of density and height established by the Province in regulations (see table below) are allowed in TOAs. Local governments can approve densities that exceed the provincial regulations at their discretion;
- 2. Remove required off-street parking minimums for residential use (except requirements for accessible parking). The District can still set parking requirements for all other uses (e.g. commercial, institutional, etc.); and
- Consider guidance and details in the provincial policy manual when planning or amending zoning bylaws.

² https://news.gov.bc.ca/releases/2023HOUS0063-001748

³ https://news.gov.bc.ca/releases/2023PREM0062-001706

District Obligations and Impacts Relating to TOAs

Bill 47 requires the District designate TOAs within its jurisdiction by June 30, 2024. No changes to the zoning of parcels within TOAs are required.

By orders of the Lieutenant Governor in Council, there are two TOAs in the District: Phibbs Bus Exchange (the Phibbs TOA) and Capilano University Bus Exchange (the Cap U TOA) (see maps below).



Phibbs TOA and Cap U TOA

(Map for illustration purposes only, full map available as Attachment 4)

The building density and height implications for applicable properties within these areas are described in the table and notes below:

Prescribed Distance from Bus Exchange ¹	Minimum Allowable Density (FSR) ²	Minimum Allowable Height (Storeys) ²
Less than 200 m (red parcels)	4.0	12
Between 200 m and 400 m (orange parcels)	3.0	8

Explanatory notes on following page.

Explanatory Notes:

1. Prescribed Distance:

- a. For calculating the Prescribed Distance, centre-points for the bus exchanges are established by the Province with longitude and latitude positions. Radii of 200 metres and 400 metres are then established from those centre-points.
- b. If *any portion* of a parcel is within the prescribed distance to the centrepoint of the bus exchange, the entire parcel is considered to be within the prescribed distance and is subject to the minimum allowable densities and heights.

2. Minimum Allowable Densities and Heights:

- a. Bill 47 stipulates that "a local government must not exercise [its zoning powers] to prohibit or restrict a density of use, or a size or dimension of buildings or other structures, set out in the regulations." Therefore, if a proposal is within the FSR and heights listed in the table above, Council cannot reject such a proposal based solely on reasons of density and/or height alone.
- b. An applicant is still eligible to propose a development that is less than the minimum allowable density and/or height.
- c. The TOA legislation and regulations are silent on the types of uses (e.g. residential, commercial, etc.).

TOA Regulation Applicability

Not all parcels within 400m of the two bus exchanges are subject to TOA densities and heights. Only parcels that satisfy all the following conditions will be subject to the TOA regulations (as shown in red and orange in the above maps):

- 1. Within District jurisdiction;
- 2. The current zoning on the parcel permits any residential use; and
- 3. The permitted residential use is not ancillary or secondary to industrial or agricultural uses.

<u>Utility Servicing Challenges Related to TOA</u>

Development of properties to TOA densities will require the re-assessment of utility, road, and other servicing needs beyond what was previously contemplated during the development of the OCP and subsequent Implementation Plans. Servicing demands in the Phibbs TOA is expected to create challenges that are typical for high density development, which may be costly but familiar in nature. The Capilano University TOA creates yet-unknown servicing challenges that will require a carefully planned and potentially unique servicing strategy.

On-Steet Parking Restrictions in TOAs

Bill 47 removes the ability for municipalities to require residential off-street parking for developments within TOAs. As a result, the District will be expediting an on-street parking strategy for these areas and developing a communication plan so that developers and future residents are clearly informed that street parking will be limited and geared towards the neighbourhood's needs rather than the needs of particular developments.

Small-Scale Multi-Unit Housing (SSMUH)

Bill 44 (Housing Statutes (Residential Development) Amendment Act, 2023) requires local governments to permit small-scale multi-unit housing with the aim of introducing additional ground-oriented housing options within established single-family neighbourhoods.

District Obligations Relating to SSMUH

Bill 44 requires the District to approve a zoning bylaw that complies with SSMUH requirements by June 30, 2024, by allowing small-scale, multi-unit housing in zones that would otherwise be restricted to single-family dwellings or duplexes.

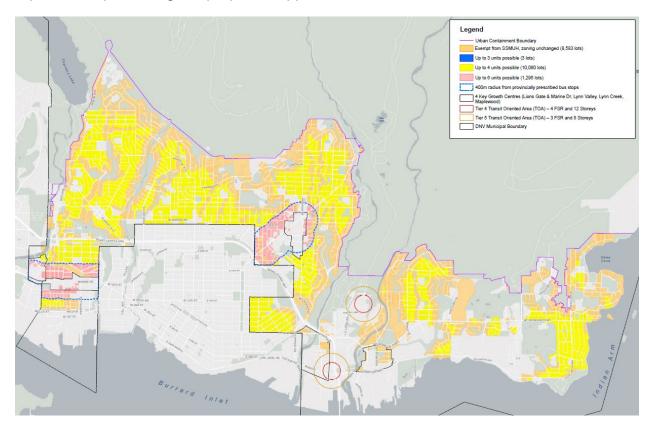
The District must also consider applicable guidelines made by the Minister, such as the SSMUH policy manual, when developing new zones that permit the density minimums prescribed by the Act.

New SSMUH Zones

By order of the Lieutenant Governor in Council, non-exempt lots must permit a minimum of 3, 4, or 6 residential units based on the following three scenarios:

- A. Up to 3 units must be permitted on lots 280 m² or less;
- B. Up to 4 units must be permitted on lots greater than 280 m²; and
- C. Up to 6 units must be permitted on lots at least 281 m² and that are wholly or partly within 400 m of a Prescribed Bus Stop (identified by the Province).
 - a. The District is prohibited from requiring off-street parking in scenario C.
 - b. The District may set conditional density rules for one of the permitted units in scenario C.

The new SSMUH zones are proposed to be applied to all eligible single-family lots in the District that are not subject to exemptions described in the following section of this report. A map showing the proposed application of the SSMUH zones is below.

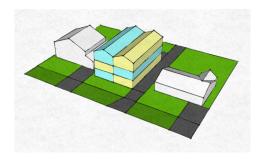


Proposed Small-Scale Multi-Unit Housing (SSMUH) and Exemptions

(orange=exempt from SSMUH, zoning unchanged, blue=up to 3 units possible, yellow=up to 4 units possible, pink=up to 6 units possible)

(Map for illustration purposes only, full map available as Attachment 5)

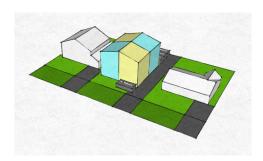
The intent of the new SSMUH zones is to create liveable multi-plex dwellings while considering neighbourly and environmental impacts. The following are key guiding principles in the creation of these new zones, informed by the provincial site standards.



Third Storey and More Gross Floor Area

Permitting a third storey and greater gross floor area allows for liveable sized dwelling units while maintaining the maximum amount of open space at the ground level.

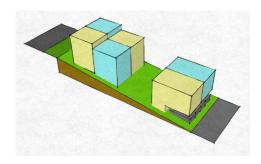
Image left: Sample 6-unit building design



Partial or No Basement

Lifting the bottom storey out of the ground creates more livable spaces, benefits groundwater flow, reduces inflow and filtration of groundwater into sewer systems, and reduces construction costs.

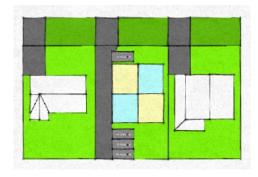
Image left: Sample 4-unit building design



Taking Advantage of Lane Access and/or Flanking Streets

Lots with lane access or corner lots may be able to construct standalone parking structures or structures combined with living spaces in the rear.

Image left: Sample 6-unit building design



Site Layout and Building Form Flexibility

Smaller front and rear yard setbacks allow for greater flexibility of building placement and greater use of the land. Flexibility in building form will give home builders more tools to design developments that suit specific lot conditions and neighbourhood contexts.

Image left: Sample 4-unit building design

The Province is creating new standardized, customizable designs for SSMUH buildings that municipalities may accommodate in their SSMUH zones. The Province is also developing a guidebook that illustrates a streamlined pre-approval process. Both the standardized building designs and the guidebook are expected by summer 2024.

Exemptions from SSMUH

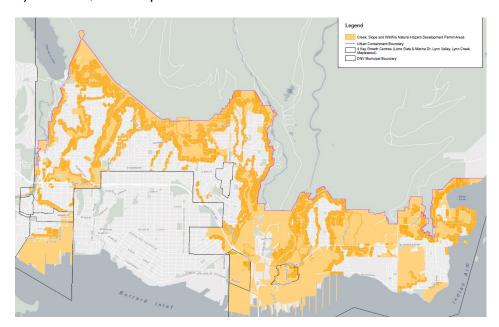
The SSMUH requirements apply to most single-family lots in the District, with some legislated exemptions to the requirements based on certain lot characteristics, such as:

- 1. lots located outside the urban containment boundary,
- 2. properties with certain heritage designations,
- 3. land that is not connected to municipal water or sewer systems,
- 4. lots greater than 4,050 m² (1 acre),
- 5. land within a designated Transit-Oriented Area, or
- 6. land that is subject to a hazardous condition.

Exempted lots retain their existing zoning and all associated zoning regulations, such as maximum number of permitted units, maximum gross floor area, and maximum building dimensions. The exemption status of individual lots may change based on further analysis and/or other reasons.

Exemptions from SSMUH due to Hazardous Condition

Natural hazards exist in our community. The District has a long history of identifying hazards and mitigating existing risks through its permitting, operating and capital planning processes and workplans. In addition to the significant infrastructure investments and other hazard mitigation work that have and continue to occur in the District, the District's Hazard DPAs are important tools to manage development risk. Across the District, three natural hazards are identified by Development Permit Areas (DPAs) and are included in Schedule B, Part 4 of our current OCP: wildfire hazards, creek (flood) hazards, and slope hazards.



Creek, Slope, and Wildfire Natural Hazard Development Permit Areas (Map for illustration purposes only, full map available as Attachment 6)

The fundamental intent of Hazard DPAs is to highlight known hazards such that homeowners may modify their existing homes to prepare for or mitigate hazards during the modification or reconstruction of an existing home, or at the time of new development. The Hazard DPAs do not contemplate how risk to life or property may increase due to added density (more housing units, more people) at either the local or neighbourhood level. However, in reviewing the SSMUH requirements and the permissible exemptions from the Province, lots subject to one or more of the Hazard DPAs (wildfire hazard, creek hazard, and slope hazard) are recommended for exemption from the requirements.

This recommendation is based on balancing a number of considerations:

- DPAs were created on the basis of extensive hazard studies and assessments made by professional consultants;
- Increasing the residential density would significantly increase the threat or risk from the hazardous conditions, that cannot be practically mitigated, and
- The mandated timelines for SSMUH are expedited and do not allow for additional technical work to be completed to demonstrate the safe use and development of these lands.

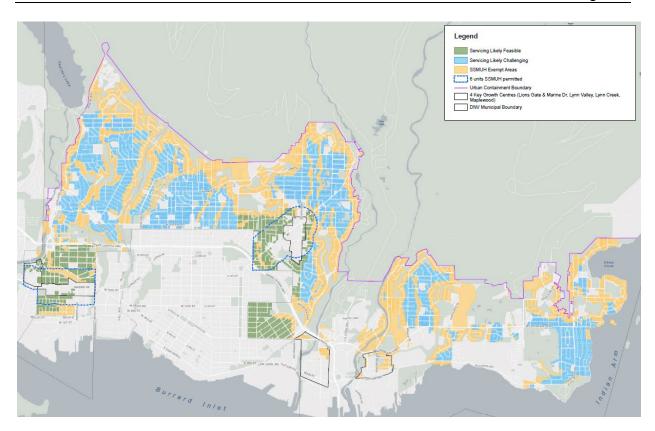
The District will continue to evolve our understanding and management of natural hazards, and any new information obtained from this review will be used to consider possible changes to the currently proposed SSMUH exemptions.

A map of the combined creek, slope, and wildfire natural hazard DPAs is provided as **Attachment 6.** A map showing the areas exempted from SSMUH is provided as **Attachment 5.**

Utility, Transportation, and Other Servicing Challenges Related to SSMUH

Most of the District's infrastructure was built in the 1950s, 1960s, and 1970s and was constructed based on engineering standards of the day for the demands of single-family development and did not anticipate the capacity needs of multi-unit housing. While some areas of the District are well-positioned to service multi-unit housing and even denser housing forms (as guided by the OCP), not all areas are.

Staff are in the process of reviewing SSMUH utility, transportation, and other servicing needs on a District-wide basis. **Attachment 7** indicates areas where servicing has been identified to be either "Servicing Likely Feasible" or "Servicing Likely Challenging" for SSMUH development. More work is required to determine short, medium, and long-term servicing needs and strategies to accommodate SSMUH development across the District and what the impacts of those strategies may have on the District's Financial Plan.



Servicing Assessment and Exempt Areas for Small-Scale Multi-Unit Housing (SSMUH)

(Map for illustration purposes only, full map available as Attachment 7)

Provincial Estimate New Housing Units from SSMUH and TOAs

The Province's preliminary modelling estimated that the Province could see approximately 100,000 new units in Transit Oriented Areas (TOAs)⁴ and 130,000 new Small-Scale Multi-Unit (SSMUH)⁵ homes in B.C. within the next 10 years. Based on the District's proportion of the provincial population, these estimates translate to building roughly 2,300 SSMUH units and 1,800 units in TOAs over the next 10 years (4,100 units combined).

It is not anticipated that the theoretical maximum build-out within TOAs and on SSMUH lots can be realized within any timeframe given existing market conditions and other constraints. However, for analysis purposes, staff estimate the theoretical maximum build-out in TOAs would yield approximately 5,500 additional new units above current OCP densities. Within the proposed SSMUH-zoned lots, the estimated theoretical zoned capacity would be approximately 22,000 units above what is permitted under current zoning. While the District cannot directly control the pace of development uptake within TOAs or on SSMUH lots, there will be sufficient permitted density and zoning in place to achieve the Province's housing estimates.

⁴ https://news.gov.bc.ca/releases/2023HOUS0063-001748

⁵ https://news.gov.bc.ca/releases/2023PREM0062-001706

It is important to note that municipal land use regulations are only one factor impacting the cost and timing of developing land for residential purposes. There are numerous other factors could affect the rate of redevelopment. Therefore, the rates of uptake in TOAs and on SSMUH lots are uncertain. Other important factors include:

- Regulations & Standards: federal and provincial regulations, public and private
 utility standards and approval timelines (of which the District only controls
 municipal utilities),
- **Infrastructure**: local and regional transportation infrastructure, transit services, water, sanitary, storm, private utilities etc.,
- **Environmental/physical**: environmentally sensitive and recreation areas, natural and human caused hazards,
- **Services**: local and provincial services (e.g. childcare, schools and hospitals etc.),
- Ownership and tenure: landowner's interests, tenant's interests, lands under negotiation or holdings, and municipal and indigenous economic development interests etc., and
- **Market related factors**: rising interest rates, labour shortages, ability to secure professional services, and supply chain issues.

These factors can impact development costs and continue to create housing supply and affordability challenges.

FINANCIAL IMPACTS

Over the long-term, the changes to our community associated with TOAs and SSMUH will necessitate large infrastructure investments that will need to be delivered in a prioritized and sequential manner. Further work is required to better understand and quantify the costs of such investments and how the new and updated financial tools provided under Bill 46 can support the required investments infrastructure and amenities.

Staff will be bringing forward Development Cost Charge (DCC) Bylaw updates and a new Amenity Cost Charge (ACC) Bylaw for Council's consideration in the coming months. Another major update to these bylaws is anticipated by the end of 2025 as new information is provided by the Province and updates to the OCP are considered by Council. While the new legislation aims to recover growth related costs through DCCs and ACCs, the timing of development revenue will be less certain and the potential impacts to tax payers are unknown at this time. Impacts on property taxes will also need to be analyzed and presented to Council during the upcoming financial planning cycle.

Funding for affordable housing is also impacted by the new legislation. The minimum permitted levels of density and height in TOAs will limit opportunities to secure affordable housing in new developments. Additionally, ACC contributions cannot be directed towards affordable housing, although waivers for affordable housing are possible. The Province has indicated that they will be bringing forward inclusionary

zoning legislation in Spring 2024. However, inclusionary zoning alone will not close the financial gap in affordable housing tools, and it is unclear how senior governments intend to support related infrastructure investments in the future. The District will continue to seek clarity on potential new ongoing sources of funding and continue to advocate for additional financial tools to support the development of affordable housing.

PUBLIC ENGAGEMENT

Public engagement for the Provincial Housing Legislation project falls within the "Inform" area of the District's Public Engagement Spectrum with an intent to seek general feedback from the public.

We anticipate residents having questions about how the legislation impacts their properties and the larger community. The public engagement will be designed to educate residents on the changes, provide residents with opportunities to ask questions, and to receive general feedback that will be summarized for Council's consideration.

Adapted and used with permission fr	om the International Association fo	or Public Participation (IAP2 Feder	ation).		
Inform	Listen & Learn	Consult	Involve	Collaborate	Empower
"We will keep you informed. We will provide information that is timely, accurate, balanced, objective, and easily understood. We will respond to questions for clarification and direct you to sources of additional information."	"We will listen to you and learn about your plans, views, and issues; and work to understand your concerns, expectations, and ideas."	"We will keep you informed, and listen to and acknowledge your concerns and aspirations in developing final solutions, and we will report back to you on how your input influenced the decision."	"We will work with you to ensure your concerns and aspirations are directly reflected in the alternatives developed, and we will report back on how your input influenced the decision."	"We will look to you for advice and innovation in formulating solutions, and we will incorporate your recommendations into the decisions to the maximum extent possible."	"We will implement what you decide."

The first phase of public engagement began in February and was focused on informing the community about the provincial housing legislation, what the new rules are and the work that the District needs to do to comply. Activities to date include a printed mailout sent to every household in the District of North Vancouver in late February, supported by web content and social media outreach. Visitors to the dedicated webpage also have the option to sign up to learn more at the upcoming in-person and virtual information sessions.

The second phase of engagement includes hosting the public information sessions, starting the week of April 8th. Both in-person and virtual sessions will be held to provide detailed information about the District's response to the legislation. Feedback will be collected throughout the two-week engagement period. The community will be informed about these opportunities through a variety of communications tactics, using both print and online tools; including signs in neighbourhoods across the District, print and online

ads in the *North Shore News*, DNV webpage content, and through social media channels. Those who signed up on the DNV webpage will also be notified of opportunities to participate through email.

NEXT STEPS

The legislation establishes fixed timelines for adopting SSMUH zoning bylaws. See **Attachment 8** for a timeline of key dates. Prior to June 30, 2024, staff will be bringing forward draft SSMUH zones and bylaws, a draft TOA designation bylaw, and other consequential bylaw amendments as required for Council's consideration. Additionally, to assist in Council's evaluation of the proposed bylaws, a summary of public input will be provided.

CONCURRENCE

The proposed approaches to complying with provincial housing legislation and to public engagement discussed in this report were prepared in collaboration with representatives from the Planning, Engineering, Legal, Corporate Services, Climate and Biodiversity, Environment, Building, Communications, Fire, and Finance departments and North Shore Emergency Management.

CONCLUSION

In response to recent provincial housing legislation, this report outlines the District's proposed strategies focusing on Transit Oriented Areas (TOAs) and Small-Scale Multi-Unit Housing (SSMUH) zones. It addresses requirements, proposed exemptions, and anticipated challenges while also discussing financial implications, public engagement plans, and next steps. Prior to June 30, 2024, staff will present to Council a summary of public feedback, draft zoning amendments, and other related bylaw amendments.

OPTIONS

The following options are available for Council's consideration:

THAT the March 21, 2024 report entitled *Provincial Housing Initiatives: Phase 1 Approach and Analysis* is received for information **(staff recommendation)**; OR

THAT Council provides staff with alternative direction.

Respectfully submitted,

Dan Milburn

General Manager, Planning, Properties, and Permits

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ATTACHMENTS

Attachment 1: Presentation – Provincial Housing Initiatives: Proposed Approach and Analysis

Attachment 2: Report to Committee "Provincial Housing Initiatives: February 2024 Update" dated January 31, 2024

Attachment 3: Existing Policy and Directions

Attachment 4: Transit Oriented Area (TOA) Maps

Attachment 5: Application of SSMUH and Proposed Exemptions Map

Attachment 6: Hazardous Conditions Development Permit Areas (DPAs) Map

Attachment 7: Servicing Assessment and Exempt Areas for SSMUH

Attachment 8: Timeline of key dates

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	REVIEWED WITH:	
☐ Community Planning ☐ Development Planning ☐ Development Engineering ☐ Utilities ☐ Engineering Operations ☐ Parks ☐ Environment ☐ Facilities ☐ Human Resources ☐ Review and Compliance	☐ Clerk's Office ☐ Communications ☐ Finance ☐ Fire Services ☐ ITS ☐ Solicitor ☐ GIS ☐ Real Estate ☐ Bylaw Services ☐ Planning	External Agencies: Library Board NS Health RCMP NVRC Museum & Arch. Other:

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Provincial Housing Initiatives: Phase 1 Approach and Analysis

Dan Milburn, MCIP, RPP, RI, General Manager of Planning, Properties & Permits Andy Bell, P.Eng., Section Manager of Provincial Housing Initiative Project Office April 2, 2024



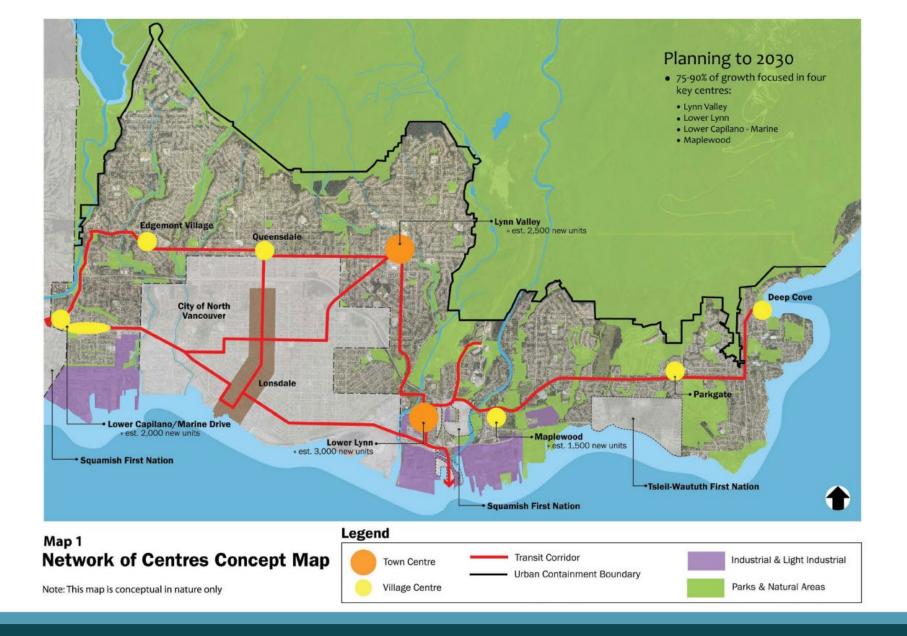
Provincial Housing Legislation

Phase	Provincially Legislated Actions	Deadline
1	 Adopt bylaw designating TOAs within the District Adopt Zoning Bylaw amendments to permit SSMUH 	Jun 30, 2024
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	 Update Zoning Bylaw to align with the Interim Housing Needs Report 	



Planning for Growth: The Official Community Plan







Responding to Legislation: Phase 1

Transit Orientated Areas (TOA)

 Permit high-density development close to transit (8 and 12 storey buildings)

Small-Scale Multi Unit Housing (SSMUH)

 Permit increase in density on all eligible single-family lots (3 to 6 units per lot)



Transit Orientated Areas (TOAs)



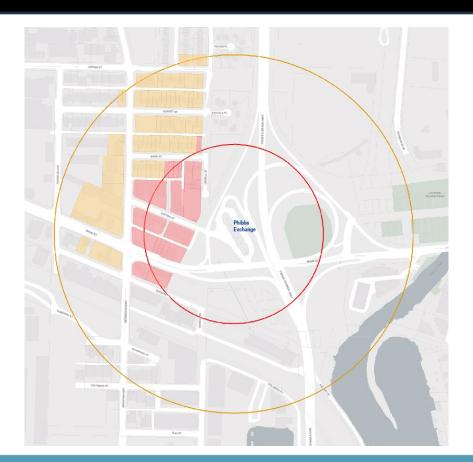
Building Location and Form

Prescribed Distance from Bus Exchange ¹	Minimum Allowable Density (FSR) ²	Minimum Allowable Height (Storeys) ²
Less than 200 m (red parcels)	4.0	12
Between 200 m and 400 m (orange parcels)	3.0	8

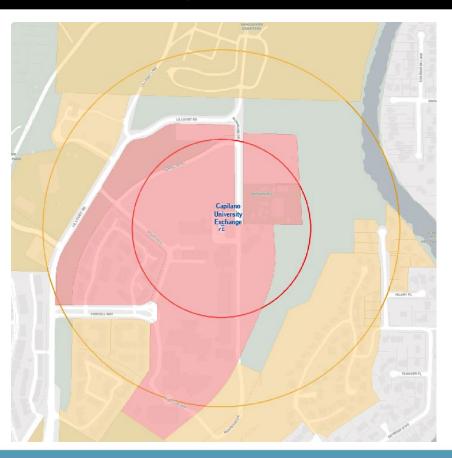


Transit Orientated Areas

Phibbs TOA



Cap U TOA





TOA Development Sample Forms







Small-Scale Multi-Unit Housing (SSMUH)



SSMUH Zones Must Accommodate

- A. Up to 3 units on lots 280 m² or less;
- B. Up to 4 units on lots greater than 280 m²; and
- C. Up to 6 units on lots at least 281 m² and that are wholly or partly within 400 m of a Prescribed Bus Stop (identified by the Province).
 - The District is prohibited from requiring off-street parking in scenario C.
 - The District may set conditional density rules for one of the permitted units in scenario C.

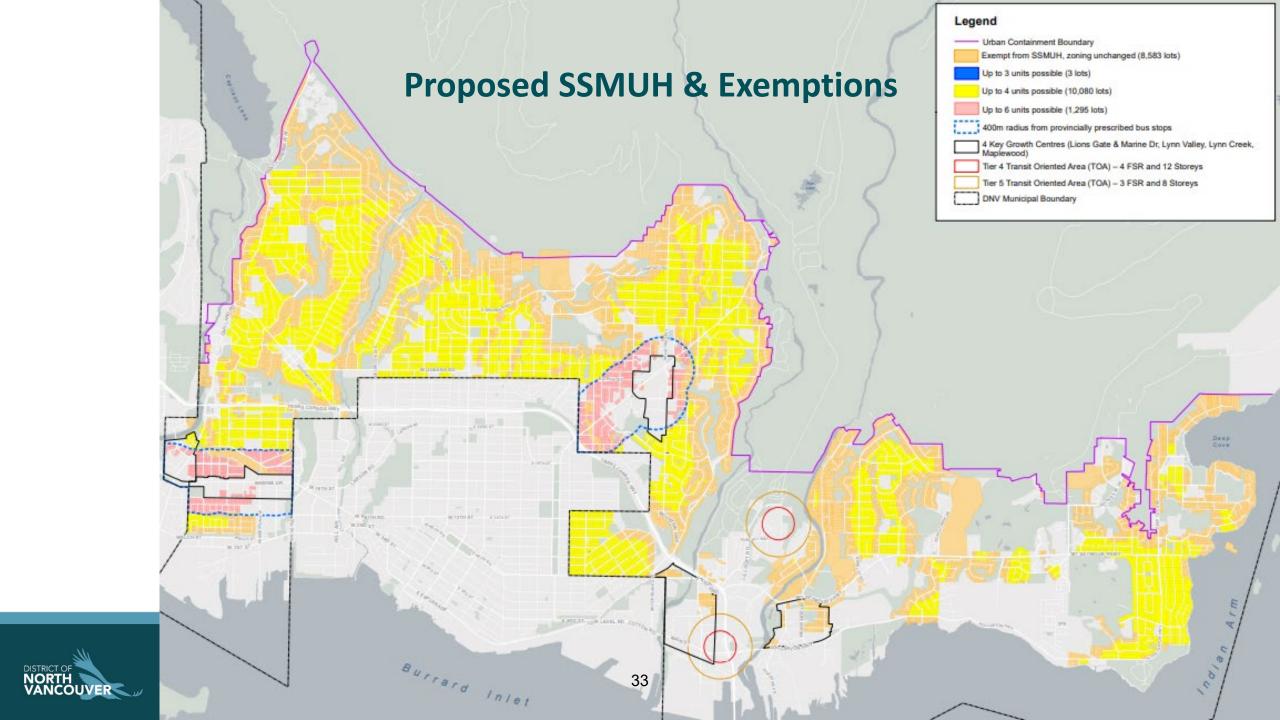


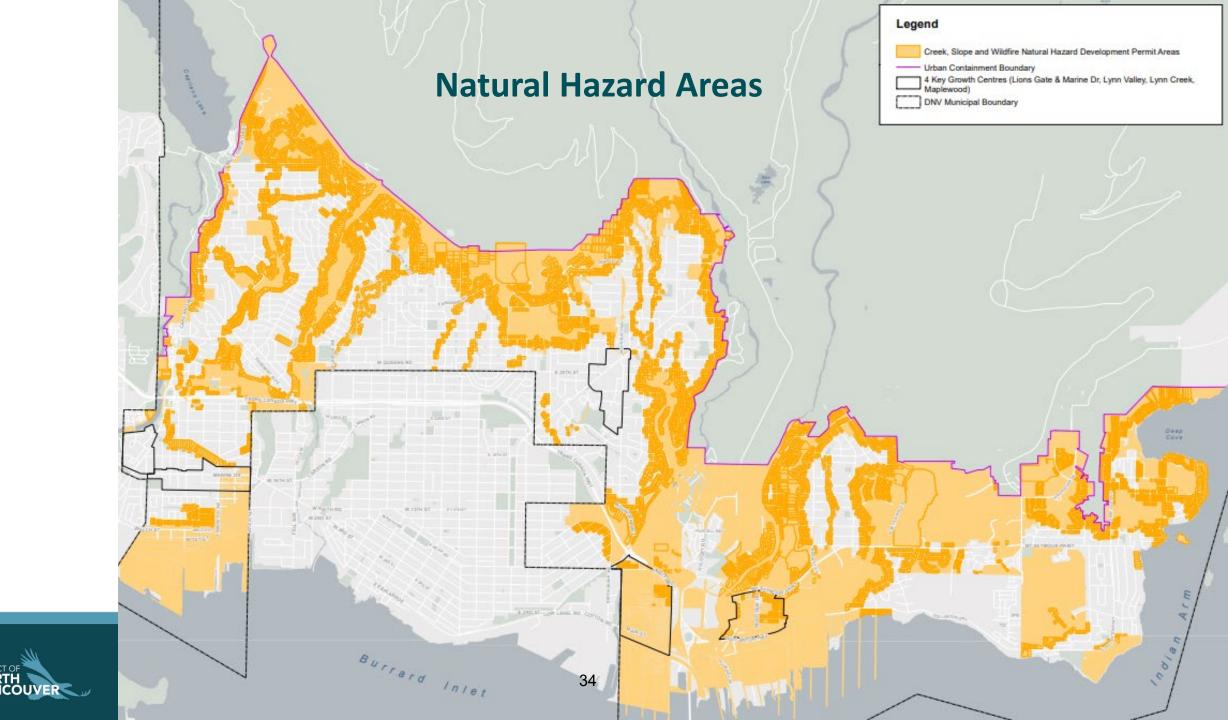
Where Must the District Allow SSMUH?

SSMUH must be applied to all single-family lots, except where:

- 1. lots are located outside the urban containment boundary,
- 2. properties have certain heritage designations,
- 3. land is not connected to municipal water or sewer systems,
- 4. lots are greater than 4,050 m2 (1 acre),
- 5. land is within a designated Transit-Oriented Area, or
- 6. land is subject to a hazardous condition.



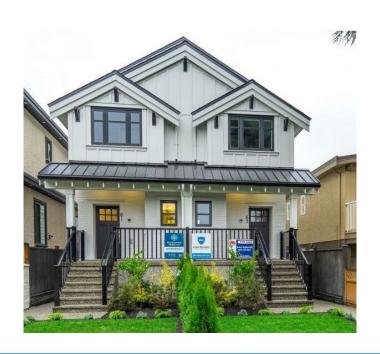






SSMUH Sample Forms



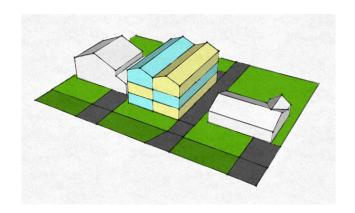


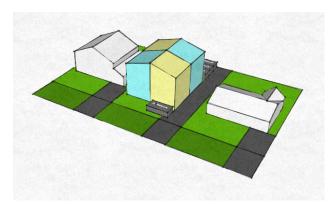


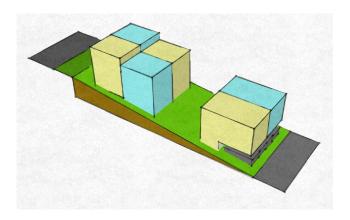


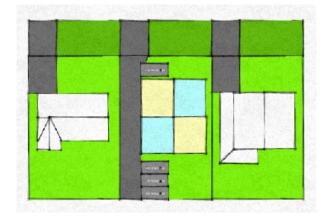


New SSMUH Zone Principles (max 4-6 units)







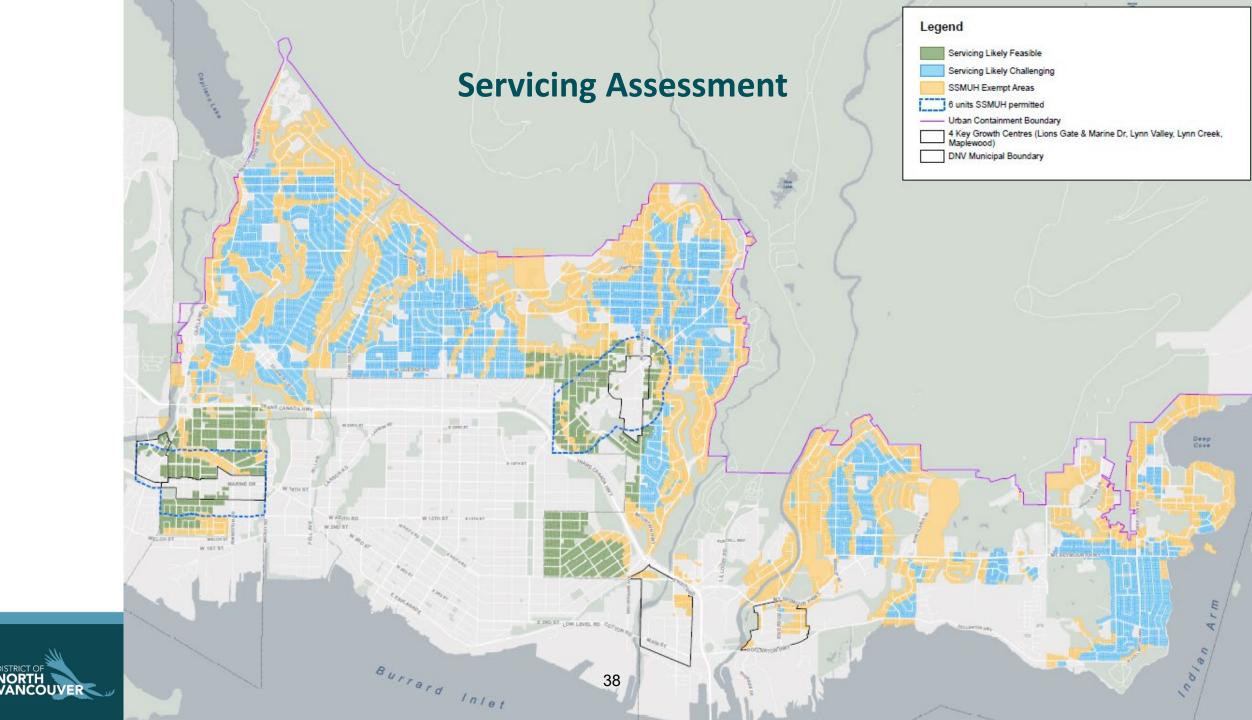


- Third Storey and More Gross
 Floor Area
- Partial or No Basement
- Taking Advantage of Lane Access and/or Flanking Streets
- Site Layout and Building Form Flexibility



Utility, Transportation, and Other Servicing Challenges Related to SSMUH





Is the District's Share of the Provincial Housing Estimates Achievable?



Transit Orientated Areas (TOA)

- Provincial modelling estimates 100,000 new units in TOAs across BC within 10 years
- District's per capita share is 1,800 units.
- Theoretical max. new units in District TOAs is 5,500 above current OCP.

Small-Scale Multi-Unit Housing (SSMUH)

- Provincial modelling estimates 130,000 new SSMUH units across BC within 10 years
- District's per capita share is 2,300 units.
- Theoretical max. new SSMUH units in District is 22,000 above what is permitted under current zoning



Factors that impact Rate of Uptake in TOAs and on SSMUH lots

- Regulations & Standards
- Infrastructure
- Environmental/physical
- Services
- Ownership and tenure
- Market related factors



Financial Impacts to the District





- Large infrastructure investments need to be delivered in a prioritized and sequential manner
- Further work is required to better understand and quantify the costs
- Revision of existing DCCs (expanded scope)
- Development of ACCs (replaces rezoning negotiation)
- ACCs cannot be used to fund affordable housing
- Potential impacts to taxpayers unknown



Public Engagement



PUBLIC ENGAGEMENT SPECTRUM

Adapted and used with permission from the International Association for Public Participation (IAP2 Federation).

Inform	Listen & Learn	Consult	Involve	Collaborate	Empower
"We will keep you informed. We will provide information that is timely, accurate, balanced, objective, and easily understood. We will respond to questions for clarification and direct you to sources of additional information."	"We will listen to you and learn about your plans, views, and issues; and work to understand your concerns, expectations, and ideas."	"We will keep you informed, and listen to and acknowledge your concerns and aspirations in developing final solutions, and we will report back to you on how your input influenced the decision."	"We will work with you to ensure your concerns and aspirations are directly reflected in the alternatives developed, and we will report back on how your input influenced the decision."	"We will look to you for advice and innovation in formulating solutions, and we will incorporate your recommendations into the decisions to the maximum extent possible."	"We will implement what you decide."



Phase 1: Next Steps

- April 8: Commence in person and virtual sessions with public feedback will be reviewed by staff and provided to Council
- Early June: TOA designation bylaw, SSMUH zoning bylaws, and related bylaw amendments will be brought forward to Council in early June
- June 30: Deadline for adoption of TOA designation and SSMUH rezoning bylaws



355 West Queens Road North Vancouver, BC V7N 4N5

604-990-2311





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AGENDA INFORMATION							
☑ Council Workshop	Date: February 12, 2024	_					
☐ Finance & Audit	Date:	_					
☐ Advisory Oversight	Date:	_					
Other:	Date:						



The District of North Vancouver REPORT TO COMMITTEE

January 31, 2024

File: 13.6530.20/013.000

AUTHOR: Dan Milburn, General Manager of Planning, Properties & Permits

SUBJECT: Provincial Housing Initiatives: February 2024 Update

RECOMMENDATION:

THAT the report titled Provincial Housing Initiatives: February 2024 Update be received for information.

REASON FOR REPORT:

The purpose of this report and accompanying presentation are to provide Council with information on recently adopted housing legislation.

SUMMARY:

The province has adopted three new pieces of legislation, Bills 44, 46 and 47 as part of the Homes for People Action Plan. The new legislation could over time significantly alter the District's neighbourhoods and have altered Council's regulatory powers in relation to land use planning. This report and presentation provide a summary of the legislation and a discussion of the potential implications for the District.

This legislation has the potential benefit of increasing housing units and diversifying housing types in single-family neighbourhoods, certain frequent transit facilities, and near transit hubs, but not without potential impacts. The legislation also reforms local government development financing options specific to development cost charges and community amenity contributions (which now will be called "amenity cost charges").

EXISTING POLICY:

The legislation aligns with several District policies and initiatives, which call for increasing housing diversity, while balancing future and current housing needs.

Document Number: 6222635 Document 6222635 January 31, 2024 Page 2

Official Community Plan (2011)

Goal 2: Encourage and enable a diverse mix of housing types, tenure and affordability to accommodate the lifestyles and needs of people at all stages of life.

- **Policy 2.3.5:** Identify criteria for low intensity infill housing, such as coach and laneway housing and small lot subdivision as appropriate.
- **Policy 2.3.6:** Enable sensitive redevelopment in appropriate areas, such as locations adjacent to existing multifamily or commercial uses.
- **Policy 2.4.3:** Enable sensitive densification at strategic locations along transit corridors within the Network of Centres.
- Policy 7.1.2: Undertake planning processes to identify potential low-density, multi-family areas (e.g., townhouse, row house, triplex, and duplex) near Town and Village Centres, neighbourhood commercial uses, and schools; designate additional Small Lot Infill Areas; and develop criteria to identify suitable areas to support detached accessory dwellings (e.g., coach housing).
- **Policy 7.2.2**: Consider permitting secondary suites or lock-off units within townhouses, row houses and apartments.

OCP Action Plan (2021)

Priority Action 5: Increase housing diversity to support a range of incomes, household types,

and accessibility needs within and close to Town and Village Centres.

Supporting Identify opportunities for sensitive infill housing (coach houses and secondary suites, duplexes, triplexes, and townhouses/rowhouses)

outside Town and Village Centres.

Rental, Social and Affordable Housing Task Force Final Report (2021)

Proposed Priority Seek opportunities to increase housing diversity through sensitive infill beyond the Town and Village Centres, such as duplexes, triplexes, townhouses/rowhouses, and more coach houses in locations near transit, employment, or both.

2023 Housing Needs Report

The updated Housing Needs Report, received by Council on July 24, 2023, outlines key areas of housing need and highlights gaps and inequities in the District's current housing supply. The Report, which was informed by 2021 census data, highlights that the District's housing stock is comprised largely of single-family homes (49%), which are out of reach for many and may not suit the District's aging population, and that a greater diversity of housing would support aging in place.

ANALYSIS:

The Provincial government has adopted Bills 44, 46 and 47. Links to this litigation are provided below:

<u>Bill 44 - Housing Statutes (Residential Development) Amendment Act, 2023, 4th Session, 42nd Parliament (2023) (leg.bc.ca)</u>

Bill 46 – 2023: Housing Statutes (Development Financing) Amendment Act, 2023 (gov.bc.ca)

Bill 47 – 2023: Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023 (gov.bc.ca)

The Province has also released regulations and policies to accompany this legislation. Links are found below:

Order 673 Local Government Zoning Bylaw Regulation (SSMFH)

Order 674 Local Government Transit Oriented Area Regulation

Order 677 Designation of Transit Oriented Area Regulation

Order 678 Amends the Transit Oriented Area Regulation - Transit Exchanges

Provincial Policy Manual: Transit Oriented Areas Version 1.0 December 2023

Small-Scale Mult-Unit Housing Policy Manual and Site Standards

The following sections provide a brief summary of each of the three Bills.

Bill 44 - Residential Development

- 1. The purpose and general effect of the legislation would be to convert single-family and duplex parcels to new zones that would permit 4-unit or 6-unit multi-family developments, depending on the size of the parcel and their proximity to certain frequent transit services. The map showing the potential application of this legislation in District neighbourhoods included in the presentation is for illustrative purposes only, as staff continue to assess the exemptions provided in the legislation and regulations, and complete an assessment of various build-out scenarios and their impact on servicing and transportation. Additionally, Bill 44 stipulates that local governments must not require off-street parking for the 6-unit multi-family developments.
- 2. This legislation introduces broad new requirements in relation to preparation and timing of the Housing Needs Reports (HNR). An interim HNR reflecting anticipated housing needs in the District for the next 20 years must be prepared by December 31, 2024. The District's OCP and Zoning Bylaw must also be updated to, among other things, reflect the interim housing need report by December 31, 2025.
- 3. The legislation also stipulates that the District must amend the Official Community Plan (OCP) and exercise its zoning powers to permit the use and density of use necessary to accommodate at least the 20-year total number of housing units required to meet anticipated housing needs as set out in the interim Housing Needs Report. This must be done without relying on density bonus. Furthermore, land use management powers (development permit, heritage) must not unreasonably prohibit or restrict the creation of housing units otherwise permitted. This must all be done by December 31, 2025.

- 4. The legislation also stipulates that a local government must not hold a public hearing on a proposed residential rezoning bylaw if the bylaw is consistent with the OCP or if the rezoning bylaw is for the sole purpose of complying with the requirements in Bill 44.
- 5. The legislation creates a new power for the Provincial government to make regulations relating to small-scale multi-family housing, including regulations respecting the siting, size dimensions, location or type of housing unit required to be permitted under Bill 44.

Bill 46 - Development Financing

This Bill amends the *Local Government Act* to essentially codify the imposition on developers of community amenity contributions, which will now be called an "amenity cost charge". Currently these charges are negotiated and collected at the rezoning stage. After adoption of Bill 46 they will be imposed "on every person who obtains approval of subdivision or a building permit".

Bill 46 also amends the development cost recovery provisions in the *Local Government Act* by expanding the types of facilities for which cost may be recovered to include fire protection, police and solid waste and recycling facilities.

Bill 47 - Transit-Oriented Areas

This proposed legislation will require municipalities to designate Transit-Oriented Areas (TOAs) near transit hubs, such as rapid transit stations (e.g., Skytrain) and bus exchanges, transfer points and rapid transit routes. The provincial regulations have identified two TOAs in the District (Phibbs Exchange and Capilano University as shown in the attached presentation map)

Additionally, Bill 47 stipulates that local governments must not require off-street parking for the residential portion of any building in a TOA.

CONCLUSION:

This proposed legislation is sweeping, and the impacts are far reaching. Staff are proposing to report back to Council with further updates and recommendations to Council in the future once staff have completed further analysis.

Respectfully submitted,

Dan Milburn

General Manager of Planning, Properties and Permits

ATTACHMENT: Presentation - Provincial Housing Initiatives: Update



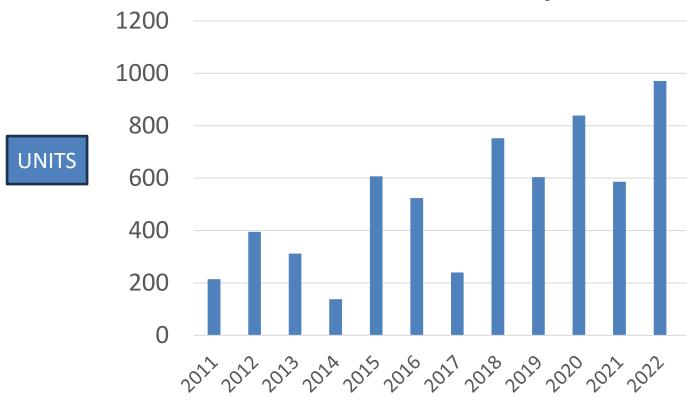


Housing Supply Act:

Housing Target Order



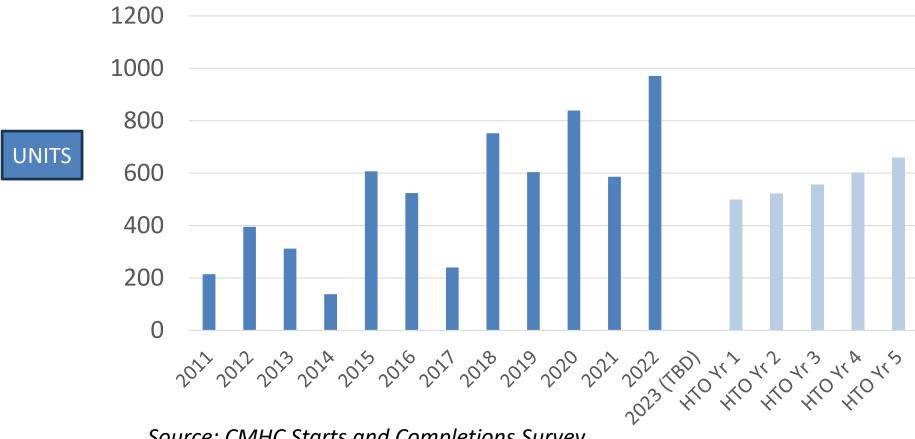
District of North Vancouver Annual Residential Completions



Source: CMHC Starts and Completions Survey



District of North Vancouver Annual Residential Completions



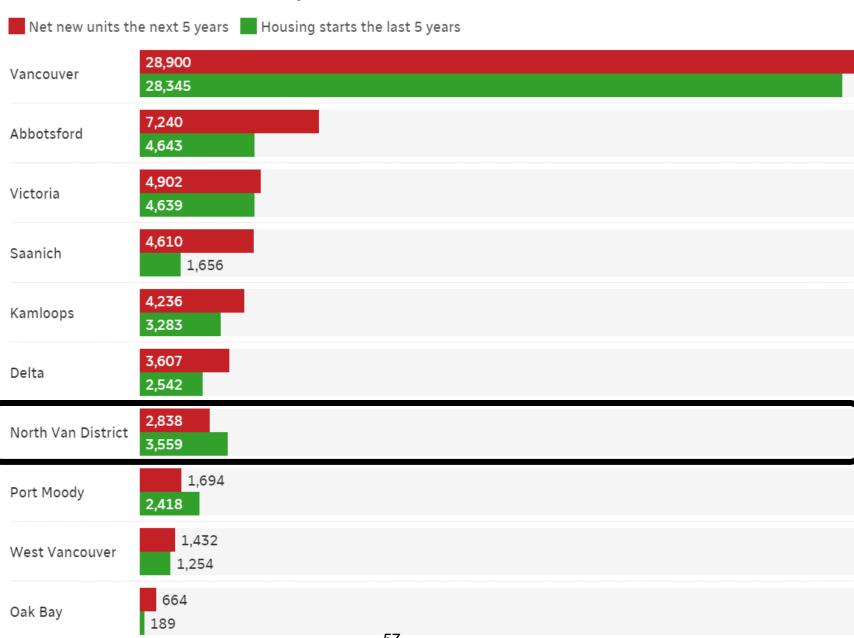
Provincial
Housing Target
Order

October 1, 2023 - Sept 30, 2028

Source: CMHC Starts and Completions Survey



How much more will the municipalities on B.C.'s list have to build?





Residential Development: Public Hearings



Bill 44 Residential Development: Public Hearings

BEFORE

Public hearings for zoning bylaw amendments <u>may be held, but are not required</u> if the bylaw is consistent with OCP

AFTER

- Public Hearings <u>must not</u> be held if the sole purpose of the bylaw is to permit residential development, and at least 50% of the floor area, provided the bylaw is consistent with the OCP
- Public hearing <u>may be</u> held for other types of zoning bylaw amendment, but are <u>not required</u> if the bylaw is consistent with the OCP
- OCP bylaws still require a public hearing



Housing Needs Report, Official Community Plan, and Zoning Bylaw



Housing Needs Report, OCP, and ZB

BEFORE

- Housing Needs Report every 5 years (5 yrs. of residential needs)
- OCP optional (5 yrs. of residential needs)
- Zoning generally optional
- Density benefits for amenities and affordable housing

AFTER

- Housing Needs Report every 5 years (20 yrs. of residential needs)
- OCP mandatory every 5 years (20 yrs. of residential needs)
- Zoning mandatory and must match residential in OCP
- Density benefits only for housing that <u>exceeds</u> needs (except 1 unit for 6-unit SSMFH)



Small-Scale Multi-Family Housing

Traditional Single-Family
Detached and Duplex zones
replaced with Small-Scale
Multi-Family Housing Zones
(3, 4, or 6 units)

(June 30, 2024)

- No parking requirements (6-unit sites)
- limited density bonus and other powers













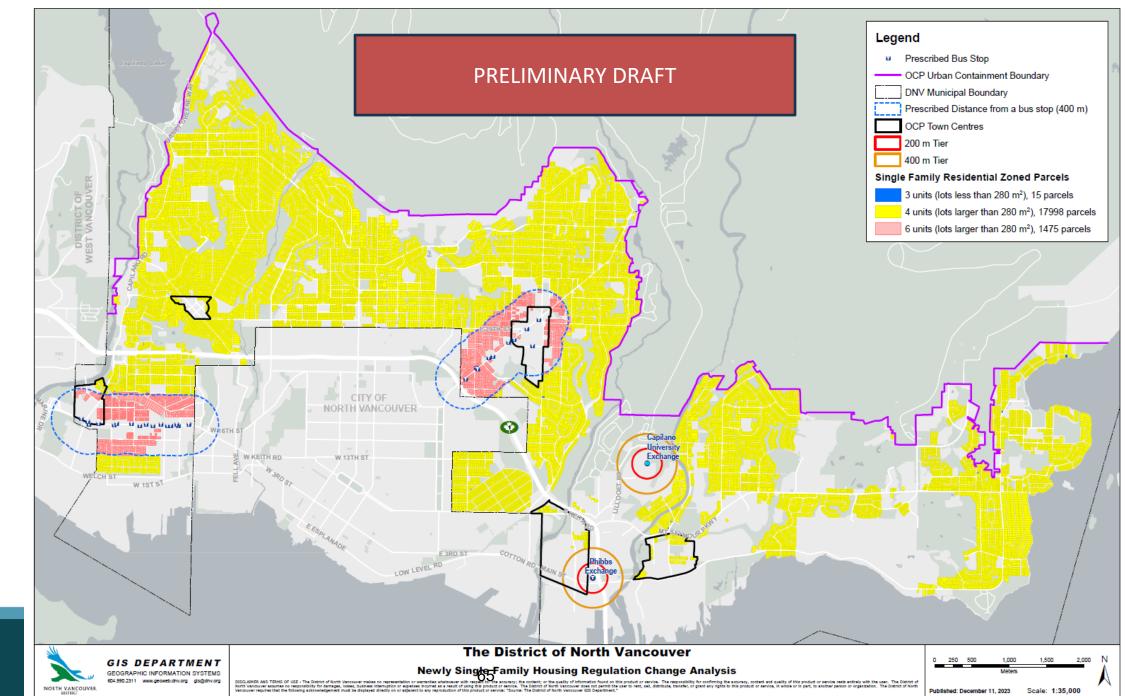




Small-Scale Multi-Family Housing: exemptions

- Land outside urban containment boundary
- Land protected under Heritage Conservation Act
- Land protected under heritage designation bylaw [LGA s. 611] (after Nov. 30, 2023)
- Land not connected to municipal water or sewer system
- Large lots >4,050 m² (1 acre) or lots with a large minimum parcel size regulation >4,050 m² (1 acre)
- Certain hazardous conditions



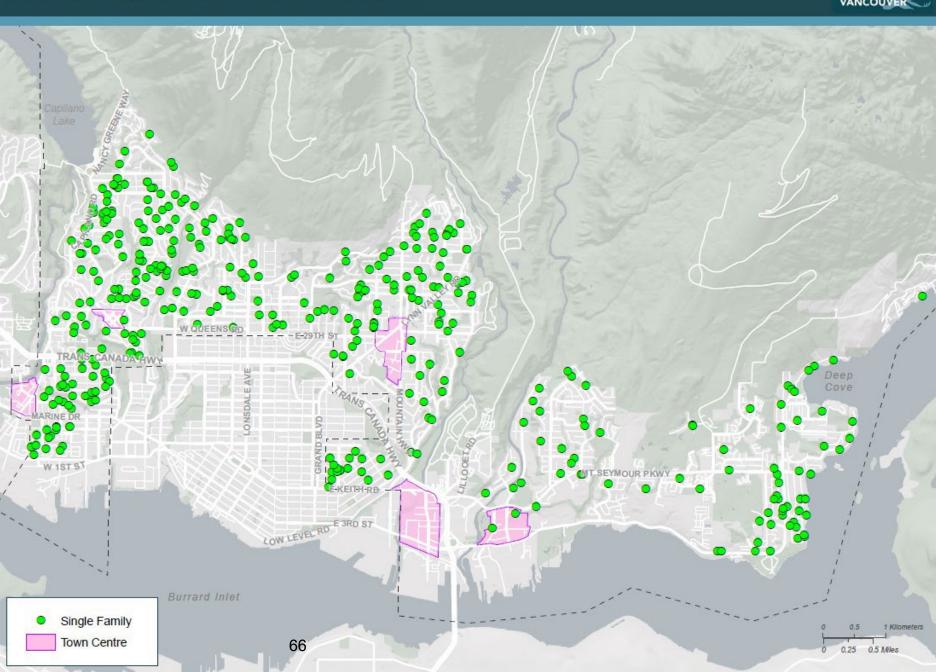




2023 SINGLE FAMILY BUILDING PERMITS

NORTH VANCOUVER

SSMFH
demand could be
in the same
areas where we
have seen singlefamily new
construction or
major renovation





Transit-Oriented Areas



Transit Oriented Areas

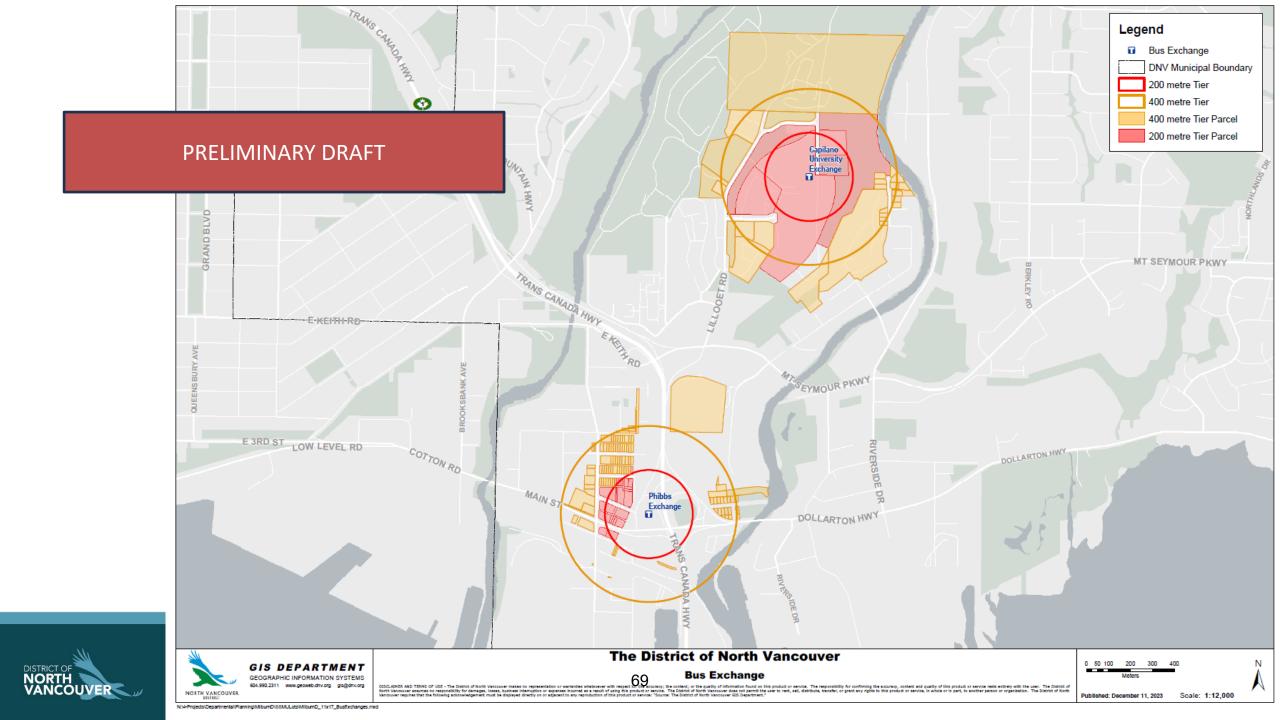
Existing zoning replaced with Transit Oriented Area Designation

(June 30, 2024)

-No parking requirements except accessible parking

TOA Type	Transit Hub Type	Prescribed Distance	Minimum Allowable Density (FAR)	Minimum Allowable Height (Storeys)	Type of Building
TOA Type 1 (Metro Vancouver)	1A) Rapid Transit	200m or less	Up to 5.0	Up to 20	Condo Tower
		201m – 400m	Up to 4.0	Up to 12	High Rise, Mid-rise
		401m – 800m	Up to 3.0	Up to 8	Mid-rise
	1B) Bus Exchange	200m or less	Up to 4.0	Up to 12	High Rise, Mid Rise
		201m – 400m	Up to 3.0	Up to 8	Low-rise, Townhouse
TOA Type 2 (Victoria/Kelowna/Other Medium-Sized Munis)	Bus Exchange	200m or less	Up to 3.5	Up to 10	Mid-rise
		201m – 400m	Up to 2.5	Up to 6	Low-rise/Townhouse
TOA Type 3 Other qualifying areas	Bus Exchange	200m or less	Up to 2.5	Up to 6	Low-rise
		201m – 400m	Up to 1.5	Up to 4	Townhouse











Development Financing



Development Financing

BEFORE

- Community Amenity Contribution
- Constructed amenity or contribution by developer
- Trigger: residential rezoning
- Secured by agreement
- Amenity (e.g. infrastructure, facilities, art, and affordable housing)
- Fixed rate and negotiated (75% lift)

AFTER

- Amenity Cost Charge (by bylaw)
- Constructed amenity or one-time contribution by developer
- Trigger: subdivision or building permit (increase in residents or workers)
- Condition of approval
- Amenity means any facility of feature that provides social, cultural, heritage, recreational or environmental benefits
- Set as a charge per lot, unit, or m²



Development Financing

BEFORE

Development Cost Charges

 Providing, constructing, altering or expanding sewage, water, drainage and highway facilities, other than offstreet parking facilities, and

providing and improving park land

AFTER

Development Cost Charges

 Adding: Expanding facilities for fire protection, police, solid waste and recycling facilities



Next Steps

- Review legislation and regulations
- Council Workshop (Feb. 12, 2024)
- Model build-out scenarios and quantify impacts
- Community engagement
- Council approves new Reports, Bylaws, and Policies
- Implement, monitor, report
- Update every 5 years



355 West Queens Road North Vancouver, BC V7N 4N5

604-990-2311





EXISTING POLICY & DIRECTIONS:

The provincial housing legislation aligns with several District policies and initiatives, which call for increasing housing diversity, while balancing future and current housing needs.

Official Community Plan (2011)

- **Goal 2:** Encourage and enable a diverse mix of housing types, tenure and affordability to accommodate the lifestyles and needs of people at all stages of life;
- **Policy 2.3.5:** Identify criteria for low intensity infill housing, such as coach and laneway housing and small lot subdivision as appropriate;
- **Policy 2.3.6:** Enable sensitive redevelopment in appropriate areas, such as locations adjacent to existing multifamily or commercial uses;
- **Policy 2.4.3:** Enable sensitive densification at strategic locations along transit corridors within the Network of Centres;
- Policy 7.1.2: Undertake planning processes to identify potential low-density, multi-family areas (e.g., townhouse, row house, triplex, and duplex) near Town and Village Centres, neighbourhood commercial uses, and schools; designate additional Small Lot Infill Areas; and develop criteria to identify suitable areas to support detached accessory dwellings (e.g. coach housing);
- Policy 7.2.1: Explore increasing the maximum permitted size of secondary suites; and Policy 7.2.2: Consider permitting secondary suites or lock-off units within townhouses, row houses and apartments.

OCP Action Plan (2021):

Priority Action 5: Increase housing diversity to support a range of incomes, household types,

and accessibility needs within and close to Town and Village Centres.

Supporting Identify opportunities for sensitive infill housing (coach houses and secondary suites, duplexes, triplexes, and townhouses/rowhouses)

outside Town and Village Centres.

Social Equity Include social equity considerations in District decision-making to strive

Implementation for a more inclusive and equitable community.

Lens

Rental, Social and Affordable Housing Task Force (RSAHTF) Final Report (2021):

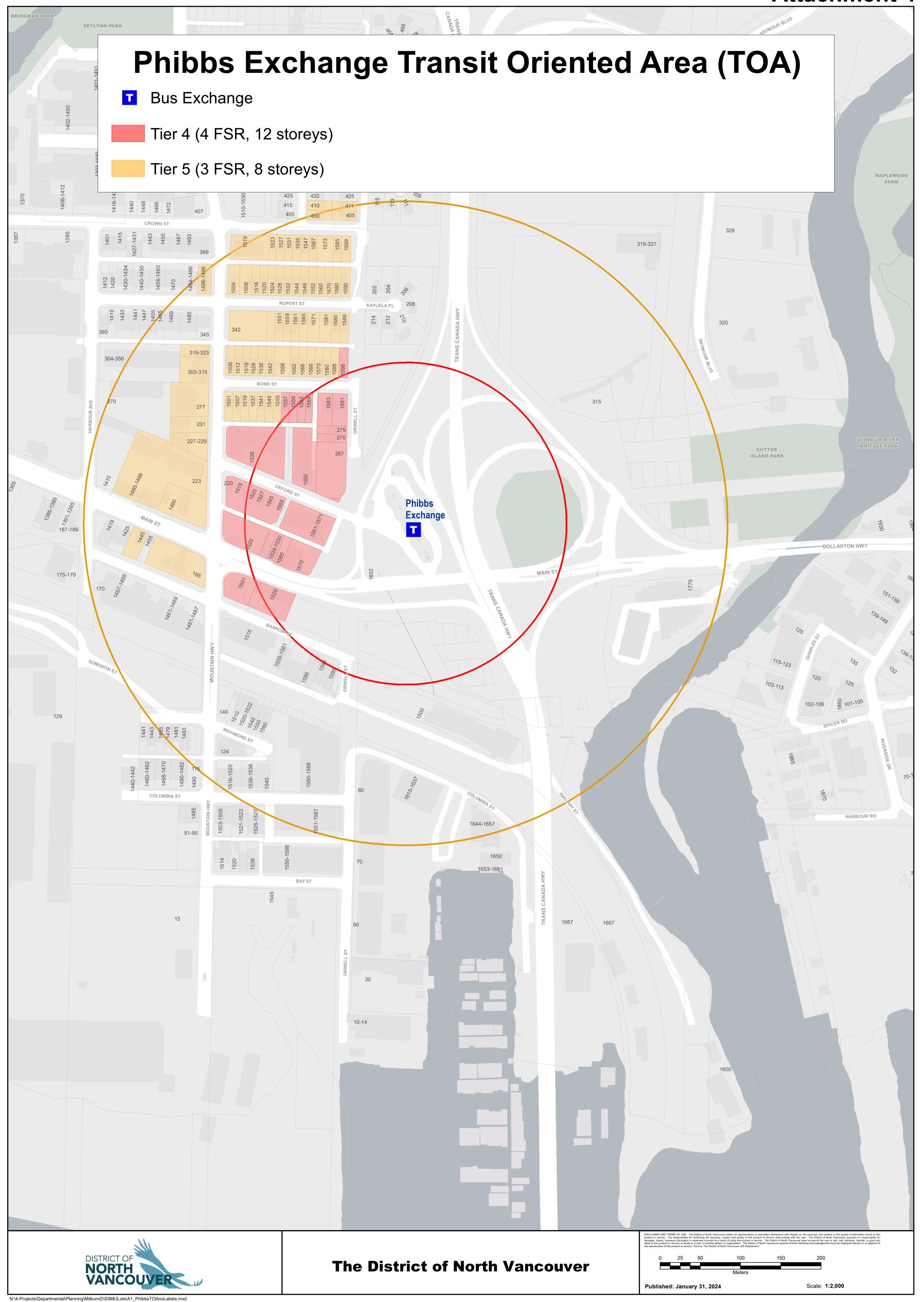
Proposed HighSeek opportunities to increase housing diversity through sensitive infill beyond the Town and Village Centres, such as duplexes, triplexes, townhouses/rowhouses, and more coach houses in locations near transit, employment, or both.

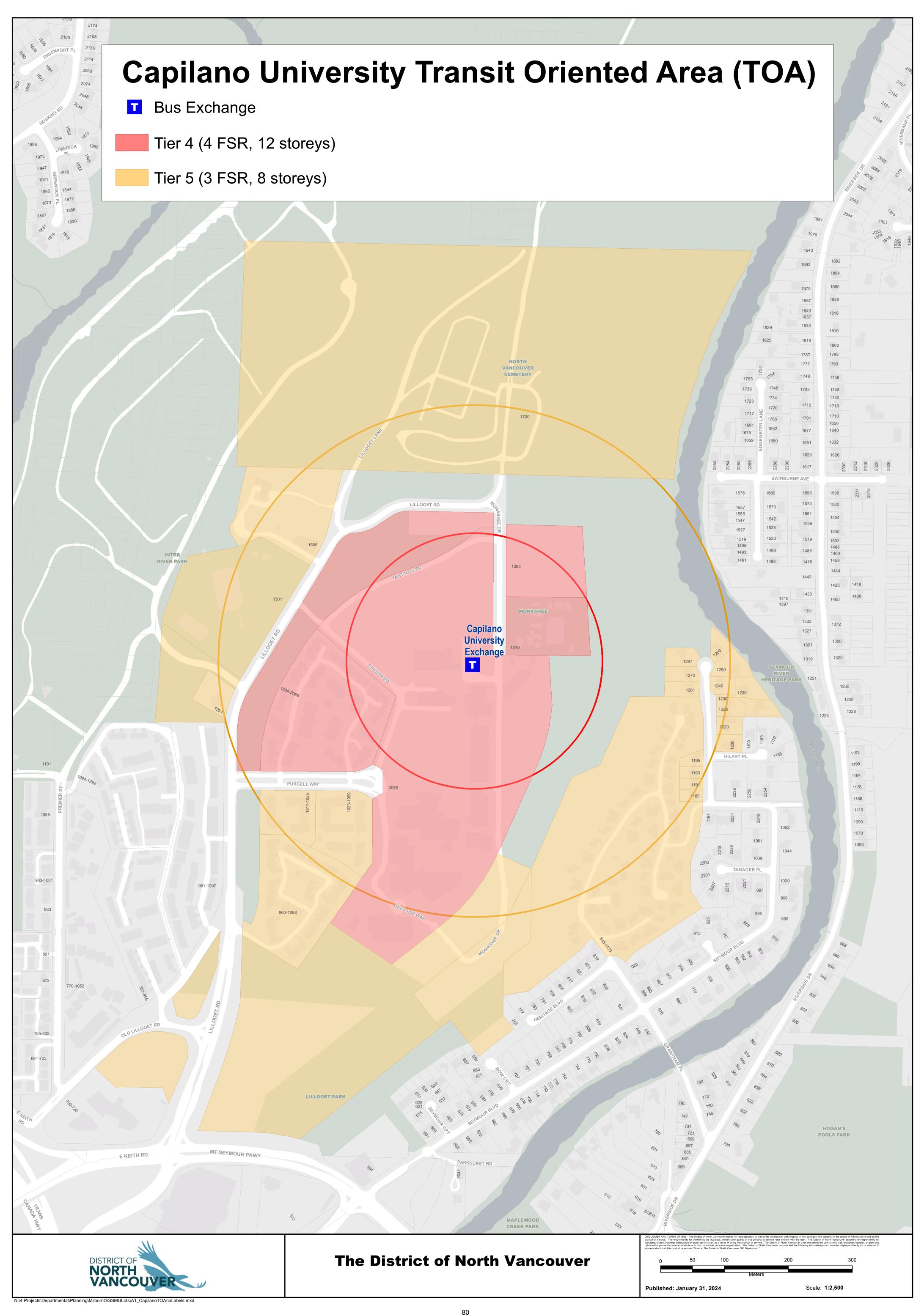
Housing Needs Report (2021):

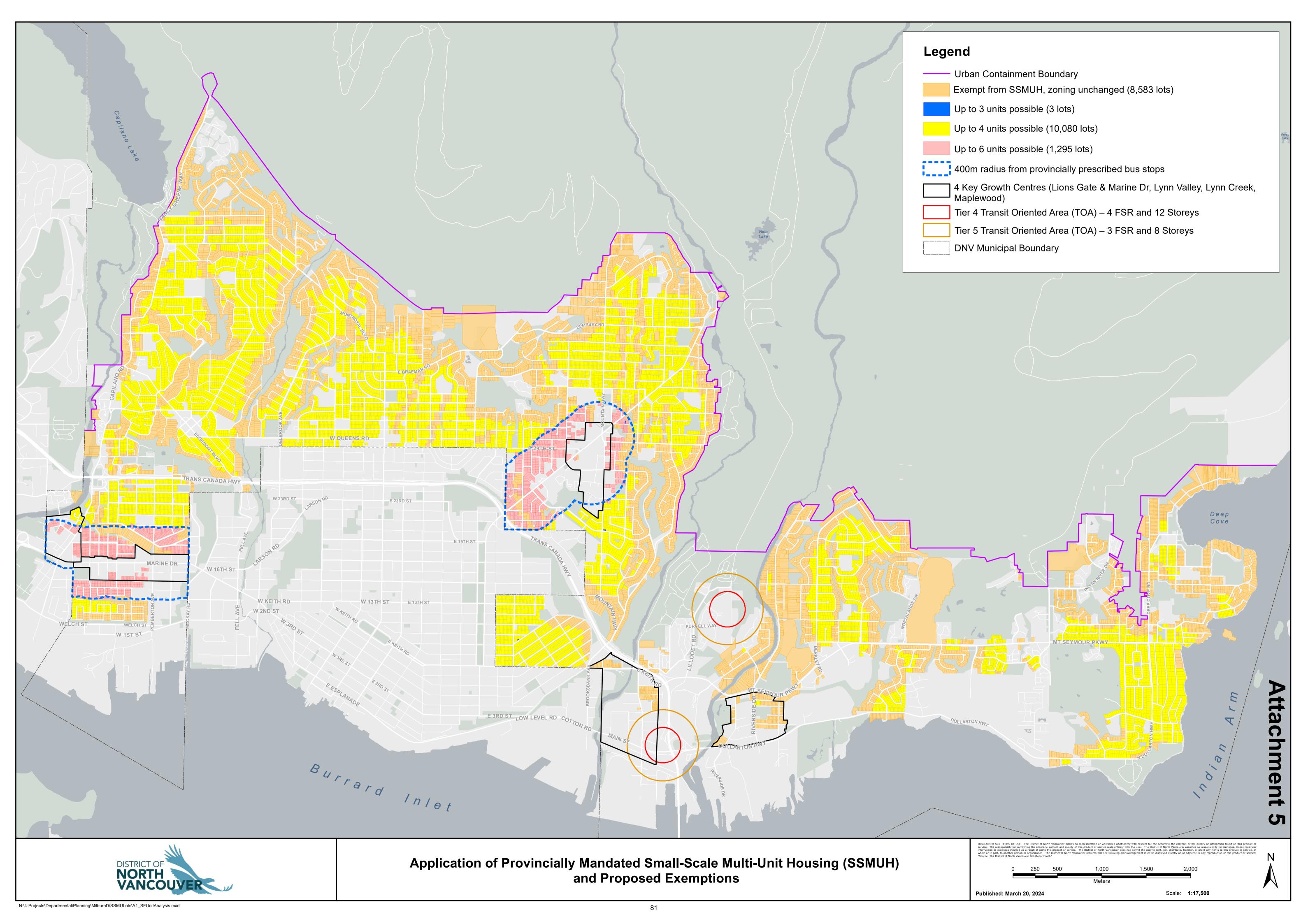
The Housing Needs Report, received by Council on December 13, 2021, outlines key areas of housing need and highlights gaps and inequities in the District's current housing supply. The Report highlights that the District's housing stock is comprised largely of single family homes (52%), which are out of reach for many and may not suit the District's aging population, and that a greater diversity of housing would support aging in place.

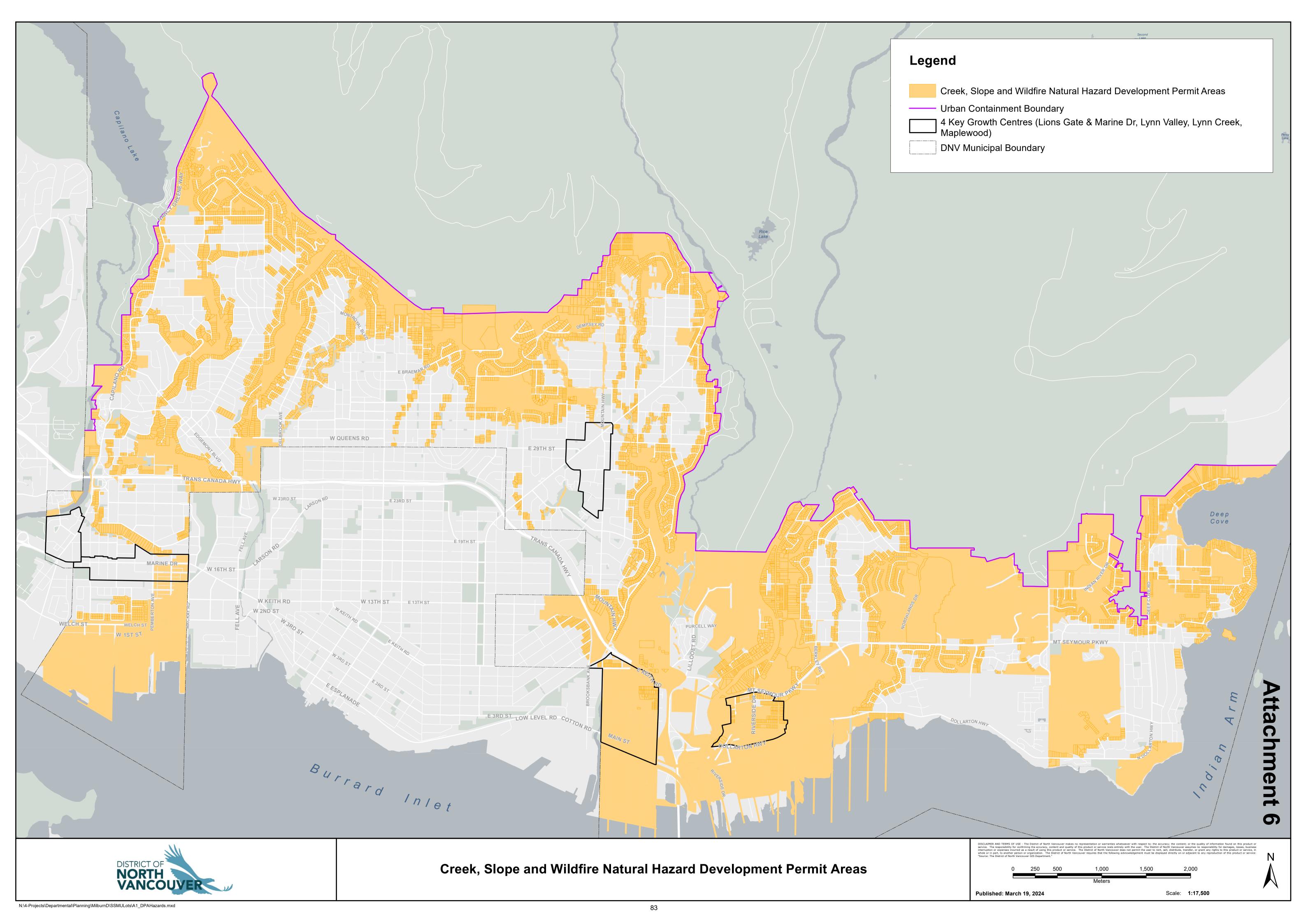
Provincial Housing Target Order (2023):

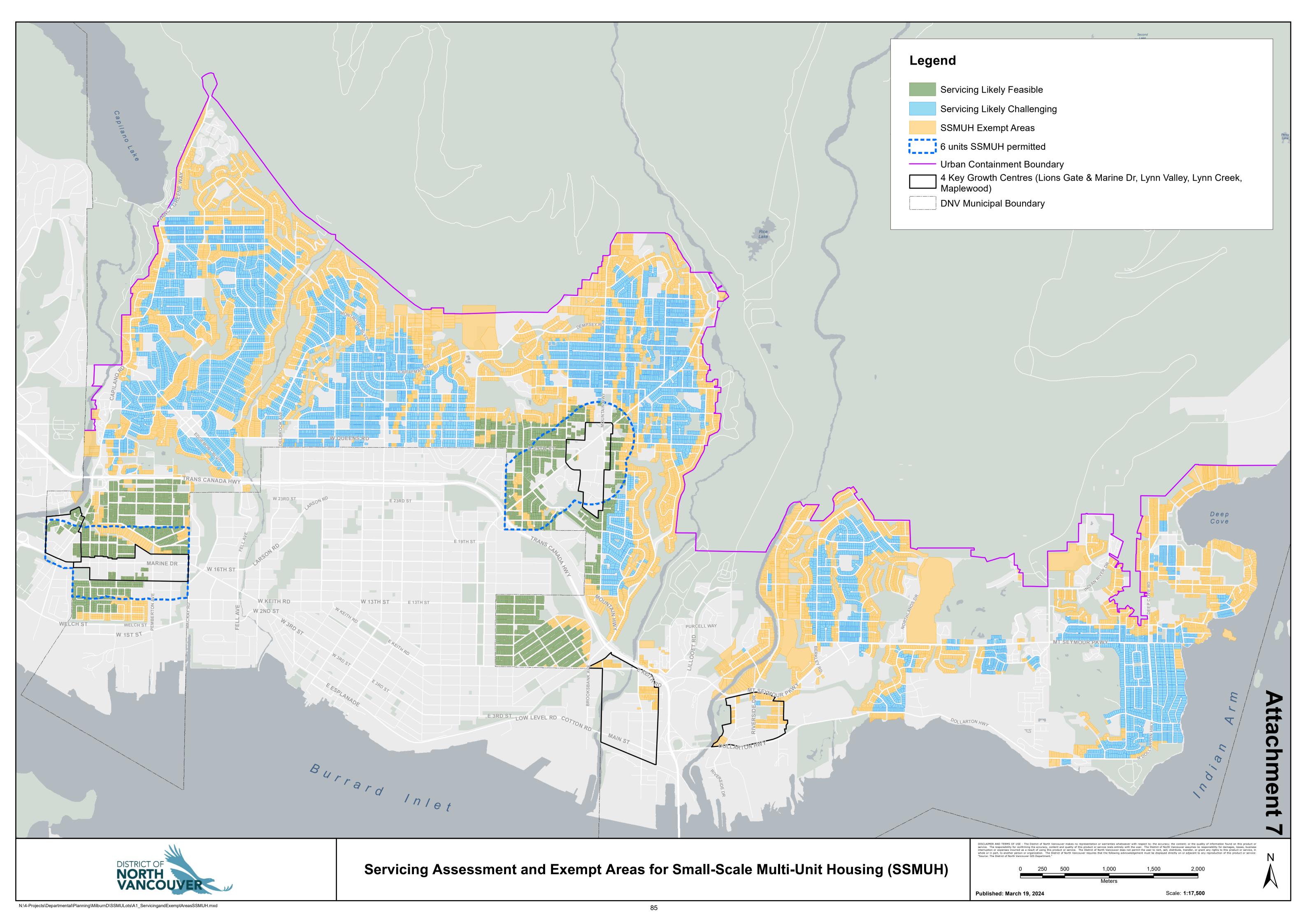
In May 2023, the Province announced that the District of North Vancouver was one of ten municipalities to receive a housing target order. The provincial housing target is based on 75% of the total provincial 5-year estimated municipal housing need, and therefore the District's housing 5-target is 2,838 units. The Housing Target Order also provided guidance for unit size (bedrooms), tenure (rental and owned), affordability (market and non-market), and supportive rental units.











TIMELINE OF KEY DATES

Sm ho	Divember 1, 2023 LL 44 INTRODUCED hall-scale, multi-unit using (SSMU), Housing heds Report, OCPs, ning, Public Hearings	PROVINCIAL SSMU REGULATIONS & HOUSING POLICY MANUAL Setbacks, height, parking, lot coverage	PROVINCIAL HOUSING NEEDS REPORT GUIDANCE Early 2024 \$51 MILLION FROM PROVINCE TO MUNICIPALITIES TO SUPPORT HOUSING INITIATIVES	June 30, 2024 UPDATE ZONING BYLAW To accommodate SSMUs (including engagement) June/July 2024 PROVINCIAL GUIDANCE ON OCPS & ZONING BYLAWS	December 31, 2024 INTERIM HOUSING NEEDS REPORT Housing needs over 20 years (including engagement)	December 31, 2025 OCP & ZONING BYLAW UPDATED TO ALIGN WITH HOUSING NEEDS REPORT
BII De - D cha am	byember 7, 2023 LL 46 INTRODUCED Evelopment Financing Development cost earges (DCC) and enity cost charges CC)					
BII	LL 47 INTRODUCED ensit Oriented Areas	LETTER FROM PROVINCE TO NOTIFY IDENTIFIED MUNICIPALALITIES RE: TRANSIT ORIENTED DEVELOPMENT (TOD) AREAS PROVINCIAL POLICY MANUAL ON TOD AREAS Minimum density, size, parking		June 30, 2024 DESIGNATE TOD AREAS TOD Areas not already designated in OCP must be designated		
	NOV 2023	DEC 2023	JAN 2024	SUMMER 2024	DEC 2024	DEC 2025