



REFERRAL REPORT

Report Date: July 7, 2023
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Meeting Date: July 25, 2023

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Adding Missing Middle Housing and Simplifying Regulations – Amendments to the Zoning and Development By-law

Recommendation to Refer

THAT the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward the applications as described below and that the applications be referred to Public Hearing together with the recommendations set out below;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary Zoning and Development By-law amendments, and other consequential by-law amendments in accordance with the recommendations set out below, for consideration at the Public Hearing.

Recommendation for Public Hearing

- A. THAT Council approve, in principle, an application to amend the Zoning and Development By-law to add missing middle housing, simplify regulations in RS residential zones and make miscellaneous amendments generally as presented in Appendix A and including the following changes:
- Add multiple dwelling as a permitted use to allow the construction of multiplexes as a new housing option with additional units and density;
 - Require either a set-rate density bonus payment, a below-market homeownership unit, or secured rental housing for the opportunity to access additional density with a multiplex application;
 - Extend passive house incentives to the new multiplex option and simplify the existing passive house regulations;

- Reduce the maximum size of new single-detached houses;
- Increase the maximum size of new laneway houses, and simplify the laneway house regulations;
- Reduce the number of zoning regulations that apply to RS residential zones; and
- Consolidate the nine RS residential zones by rezoning areas zoned RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-5, RS-6 and RS-7 to a new R1-1 Residential Inclusive zone.

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the amendments to the Zoning and Development By-law generally as presented in Appendix A.

- B. THAT subject to approval of recommendation A, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval by Council an amendment to the Parking By-law to reflect vehicle and bike parking requirements for multiplex projects and update references to RS zones generally as presented in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the amendments to the Parking By-law generally as presented in Appendix B.

- C. THAT subject to approval of recommendation A, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval by Council an amendment to the Subdivision By-law to update references to RS zones, and consolidate the RS zone requirements into one R1-1 Residential Inclusive zone in Schedule A, generally as presented in Appendix C;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the amendments to the Subdivision By-law generally as presented in Appendix C.

- D. THAT subject to approval of recommendation A, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval by Council an amendment to the Building By-law to modify entrance lighting regulations for laneway houses, generally as presented in Appendix D;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the amendments to the Building By-law generally as presented in Appendix D.

- E. THAT subject to approval of recommendation A, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval by Council an amendment to the Zoning and Development Fee By-law

to update references to RS zones and delete obsolete fees generally as presented in Appendix E;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the amendments to the Zoning and Development Fee By-law generally as presented in Appendix E.

- F. THAT subject to approval of recommendation A, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval by Council an amendment to the Street and Traffic By-law to update references to RS zones generally as presented in Appendix F;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the amendments to the Street and Traffic By-law generally as presented in Appendix F.

- G. THAT subject to approval of recommendation A, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval by Council an amendment to the Sign By-law to update references to RS zones generally as presented in Appendix G;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment the amendments to the Sign By-law generally as presented in Appendix G.

- H. THAT at the time of enactment of the amended Zoning and Development By-law, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for approval by Council the repeal of related land use documents and other consequential amendments to land use documents generally as presented in Appendix H.

- I. THAT Council instruct staff to bring forward an amendment to the Building By-law as early as possible in 2024 to require simple and prescriptive on-site rainwater management requirements for multiplex projects generally as noted in Appendix J.

- J. THAT Council, subject to enactment of the amended Zoning and Development By-law, authorize the Director of Legal Services to enter into Project Partnering Agreements with applicants and BC Housing for multiplex developments securing a below-market homeownership unit in accordance with the terms of the Master Partnering Agreement with BC Housing for a *City of Vancouver Below-Market Homeownership in Multiplexes Program* approved in principle by Council on June 27, 2023, should such Master Partnering Agreement be approved by BC Housing and executed.

- K. THAT Recommendation A through J be adopted on the following conditions:

- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City; and

any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;

- (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact any rezoning by-law; and
- (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

Purpose and Executive Summary

This report recommends amendments to the Zoning and Development By-law and other consequential amendments to the Parking By-law, the Subdivision By-law, the Building By-law, the Zoning and Development Fee By-law, the Sign By-law and the Street and Traffic By-law in response to the Council motion approved in January 2022, instructing staff to explore allowing up to six units on a lot in RS zones. This report also acts on the Quick Start Actions of the Vancouver Plan to advance work on multiplexes (small scale townhouse projects), as a new housing option on single lots in low density areas and simplify development regulations. The actions recommended in this report seek to:

- Encourage the construction of more homes on each lot by adding multiplexes as a new option with additional height and density.
- Make low density neighbourhoods more complete, equitable and diverse by expanding housing choice.
- Discourage the replacement of existing houses with new larger houses by reducing the floor area for a new single detached house.
- Encourage the construction of more housing suitable for families by increasing the size of laneway houses.
- Reduce access barriers by allowing all housing options to be built at grade (no longer require basements to achieve maximum floor area).
- Reduce carbon pollution by advancing many of the Climate Emergency Action Plan “Big Moves”.
- Increase permitting process efficiency by simplifying and aligning regulations across the housing options in RS zones and consolidating the nine RS zones into a single zone.
- Consolidate the nine (9) RS zones into a single new R1-1 Residential Inclusive zone to reflect the wider range of housing that will be allowed in these areas.

Council Authority/Previous Decisions

- [Housing Vancouver Strategy](#) and [3 Year Action Plan](#) (2017)
- [Climate Emergency Action Plan](#) (2020)
- [Turning the Key: Encouraging Affordable Home Ownership in the City of Vancouver](#) (2021)
- [Vancouver Plan](#) (2022)
- [Accessibility Strategy](#) (July 2022)

- [Regulation Redesign, Updated Zoning and Development By-law](#) (2022)
- [Making Home: Housing For All Of Us](#) (January 2022),
- [Enabling the Next Generation of Vancouver Specials](#) (July 2022)
- [Second Annual Climate Emergency Update](#) (February 2023)
- [3-3-3-1 Permit Approval Framework](#) (June 2023)

City Manager’s Comments

The City Manager concurs with the foregoing recommendations. This initiative is a key component of the 2023 Planning, Urban Design, and Sustainability Department’s work program and reflects substantive action to address a number of Council priorities for housing and permit processing.

REPORT

Policy Context and Background

Housing Vancouver Strategy (HVS) – The Housing Vancouver Strategy contains targets to ensure Vancouver has the “right supply” of homes that match housing choices with household incomes and family types. Building more affordable and secured rental homes is a critical component of shifting to the right supply. The HVS also includes a target for more ground-oriented ownership options. Adding more missing middle housing provides a less expensive alternative to detached houses and duplexes.

Council Motion - Making Home – On January 2022, Council passed a motion instructing staff to explore options to allow up to six homes on a lot. That motion identified a range of topics for staff to consider. In response to the motion, staff provided two memos to Council, the first outlining a work program ([link](#)) and the second providing a project update ([link](#)). Two key findings from the initial work are foundational to the recommendations in this report:

1. A new missing middle housing option (multiplex) should be added as a permitted use in all RS zones following the approach used to introduce duplexes in 2018, rather than on a limited pilot basis that would require individual rezoning applications. Allowing multiplexes by right in all RS zones removes the need for a costly and lengthy rezoning process, thereby simplifying the process, reducing cost and risk and encouraging the take-up of new options.
2. There are currently nine (9) RS zones with many small differences between zones, and overly complex regulations that require lengthy, discretionary design decisions, making the review process time-consuming, complicated and difficult to understand for applicants and staff. To increase processing efficiencies, provide greater clarity and transparency, and reduce time and cost for applicants, the residential (RS) regulations should be simplified, streamlined and consolidated.

Housing Needs Report (2022) – On April 27, 2022, Council received a Housing Needs Report (HNR) prepared by staff. Further to the BC Provincial government’s requirement, Council must consider their most recent HNR when creating a development plan, or when amending a development plan in relation to Council’s housing policies respecting affordable housing, rental housing and special needs housing. The zoning amendments outlined in this report would

facilitate the delivery of new ground-oriented housing and address the data and findings within the HNR.

Vancouver Plan – The Vancouver Plan, approved by Council in 2022, is a land use strategy to guide long-term growth of the City over the next 30 years. The Vancouver Plan includes recommendations on different neighbourhood types across the city. The Vancouver Plan proposes multiplex areas as the new baseline to be included in all neighbourhoods, as referenced in the following approved policy:

Evolve Vancouver's low density residential areas to enable smaller scale Missing Middle housing across the city. Respect the local character of neighbourhoods while adding housing choice, local-serving shops and services, and home-based business opportunities.

The full-page spread featuring multiplex in the Vancouver Plan is included as Appendix L.

Work is underway to expand local-serving shops in low density areas and to update and remove restrictions on home-based business regulations (targeted for Council consideration early in 2024). A report outlining the next steps to implement the Vancouver Plan will be provided in fall 2023 and will include a phasing plan to enable higher density housing in locations supported by transit, utilities, amenities and services.

Regulation Redesign – In 2022, as part of the City's permit streamlining, Council approved an updated Zoning and Development By-law and introduced an accessible, user-friendly format and clarified regulations. Further work to simplify and consolidate zoning regulations is on-going.

Accessibility Strategy – Phase 1 of the Accessibility Strategy was approved in 2022 and included Community Priorities & City Actions in Development by Focus Areas. Action 5 of the Housing focus area identifies that the City is exploring how to best enable accessible ground-level units in multiplexes as part of the Making Home motion.

BC Housing Supply Act – On April 3, 2023 the Provincial Government announced its *More Homes For People* program, a new BC-wide housing plan to encourage construction of small scale multi-family homes through municipal zoning changes. Vancouver was identified as one of the first 10 municipal jurisdictions that will be subject to the Government of British Columbia's new Housing Supply Act. The proposed changes outlined in this report are expected to align with the stated provincial goals to increase housing and simplify regulations.

Strategic Analysis

In January, staff presented the concept for multiplex along with ideas to simplify regulations. Council endorsed the work program and directed staff to bring forward recommended changes as soon as possible. On July 12, staff provided a progress report to Council for information.

This report highlights the work accomplished over recent months and outlines a number of amendments to the Zoning and Development By-law and other associated bylaws to implement this new housing option in low density areas (RS zones). The following section summarizes these changes and provides commentary on the proposal from a range of considerations.

1. Adding Missing Middle Housing

Based on research, technical analysis, inter-department collaboration, and public and industry engagement, this report proposes changes to Zoning and Development By-law to add multiplex as a new missing middle housing option on most RS zoned lots as follows:

- Maximum number of units is 3 to 6 units on most RS lots (up to 4 units on a standard lot, 5 units on mid-size lots, 6 units on larger lots or 8 units for secured rental housing).
- Maximum height is 3 storeys and 11.5 m (37.7 ft.).
- Maximum Floor Space Ratio (FSR) is 1.0 FSR.
- Vehicle parking is not required, but can be provided at the rear of the lot.
- Bike storage is not required, but a floor area exemption is allowed if provided.
- A density bonus payment or alternative will apply for density above 0.7 FSR.

Many design and configuration options are possible, as illustrated in Appendix M. A more detailed summary of the proposed regulations for multiplexes is provided in Appendix J.

Multiplexes will be allowed in all RS zones, provided that the lot:

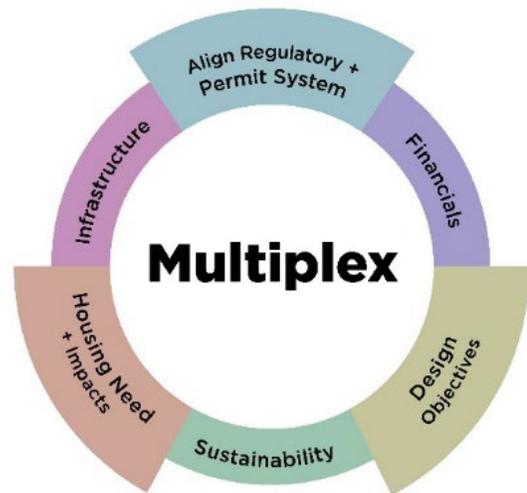
- Is located in an RS zone;
- Has a rear lane (or is double-fronting);
- Has a frontage of 10 m (32.8 ft.) or more;
- Is not within a [designated floodplain](#); and
- Is not a legally designated heritage site.

Together, these regulations will increase the uptake of new housing options, minimize the impact on utility capacity, and minimize the risk of land speculation.

Research and Concept Development – Missing Middle Housing refers to a range of residential building types that fit between single detached houses and taller apartment buildings, and includes duplexes, multiplexes, townhouses and low-rise apartments. While the city has thousands of single detached houses and has many towers (generally in the downtown), there are few housing options in between.



As part of the work to explore a new missing middle option in low density areas, staff studied housing innovations in peer cities, including Portland, Oregon, Toronto, Ontario and Victoria, BC. Staff also reviewed the missing middle housing options currently allowed within Vancouver, and identified a number of factors and trade-offs to inform new options as shown in the factors diagram to the right. New options also needed to consider the systems operating in Vancouver such as regulatory, infrastructure, and financial.



A “pilot” for multiplex? – The 2022 Council motion proposed to limit the opportunity for multiplex to 2,000 lots. The Vancouver Plan also references a multiplex pilot. A pilot program would require individual site rezoning, adding lengthy processing time, uncertainty and significant cost for the applicant. For this reason, staff are not recommending a pilot program.

Vancouver Special 2.0 – Council passed a motion of July 19, 2022 asking that staff work to develop a prototype or template for multiplex, similar to Vancouver Specials in the 1960s and 70s. It is important to note that City staff did not develop the Vancouver Special. Rather, it was a builder-developed house design that was successfully replicated by other builders. Based on discussions with home builders, staff are confident the same organic approach will produce new multiplex designs that will be tested in the field. Staff recommend a flexible design approach at this early stage, to allow a range of design options to emerge.

3-3-3-1 Framework – On June 13th, Council directed staff to adopt a 3-3-3-1 Permit Approval Framework to help eliminate the city’s housing construction backlog, increase the supply of market, non-market, and supportive housing. The proposal to add multiplex as a new option with simplified regulations advances this direction.

Passive House – Council passed a motion on February 15, 2023 asking staff to explore expanding the Passive House incentives for multiplexes. Consultant testing shows the current floor area incentives available for houses can now be extended to multiplex proposals and will allow for thicker wall assemblies with more insulation and other green features that are key components of zero emission buildings. Modest variances to the permitted height, yards, and building depth will also be extended to Passive House multiplexes. These variances will be administered as outright provisions to streamline the review of Passive House projects.

Reducing Access Barriers – Providing accessible units in townhouses is challenging due to certain aspects of the building type. Townhouses are typically two or three storeys with internal stairs in each unit. Unlike apartment buildings, each townhouse unit has an individual exterior entry door (not accessed via a common lobby with elevator). Zoning regulations often require that buildings be sunk into the ground or include a basement level (to reduce overall building height). This results in a building with exterior stair access either up to the main level or down to the basement level, as shown in the photo to the right. Allowing multiplexes and houses to be built all above ground will result in more ground floor units with no entry stairs and also allow for units on a single level (flats). All units will be required to meet current building code requirements for adaptability (larger bathrooms, doors, etc.) that help address mobility challenges.



Monitoring – Staff will monitor and review new applications to determine if regulations are working to produce intended outcomes or if adjustments are needed. Data will be collected on various aspects of program implementation, including number of permits, location, size of units, number of bedrooms, storage, pricing, car and bike parking, along with processing time frames. This data and analysis will be reported to Council after 100 projects have been constructed. Further, ongoing monitoring will be used to assess the impacts on utilities and determine where future on-site interventions and system upgrades might be necessary.

2. Changes to RS Regulations

The Regulation Redesign initiative, the work of the Permitting Modernization Task Force, and Council's recent 3-3-3-1 motion have informed this work to simplify RS regulations and significantly improve processing times. The proposed changes will standardize requirements and consolidate nine RS zones into one zone, providing clarity for applicants and the public and improving permitting efficiency. Changes are also recommended to align housing outcomes with Council's objectives to improve affordability, livability and address climate goals.

To meet these objectives, the following key changes are proposed. For full details and rationale see Appendix I.

2.1 Changes to Simplify and Align Regulations

- Provide consistent and simple regulations
- Reduce the number of design regulations
- Consolidate the 9 RS zones into a single updated zone
- Allow all floor area to be built above grade
- Reduce the size of a new house from 0.7 FSR to 0.6 FSR
- Increase the size of a laneway house from 0.16 FSR to 0.25 FSR
- Reduce the depth of a basement from 1.5 m (~5 ft.) to 1.2 m (~4 ft.)

While multiplex is not being added to RM and RT zones, some of the changes proposed to RS regulations for houses and laneway houses will carry through to many RM and RT zones, as identified in Appendix N.

2.2 Changes to Rename RS Residential Areas – The nine (9) RS zones are proposed to be consolidated into one updated zoning district and renamed R1-1 Residential Inclusive. While the term single-family is no longer included in any zoning descriptions, reference to “RS” is associated with single family zoning regulations of the past that limited housing choice and is not representative of the intent of this new zone. At the most recent project update on July 12, Council asked that staff consider renaming the new consolidated zone to Residential Inclusive. The proposed amendments now include “Residential Inclusive” as a new zoning category that reflects the broader range of housing options available, and fits within the existing naming system and future simplified zoning classification system to be advanced as part of the implementation of the Vancouver Plan.

2.3 Related Amendments - To implement the zoning amendments above, modifications are required to other by-laws and guidelines as outlined below:

- a) Parking By-law
- b) Subdivision By-law
- c) Vancouver Building By-law (VBBL) – Consequential amendments to entrance lighting requirements for laneway houses are provided in Appendix D. Further amendments to the VBBL to require rainwater management for multiplex is proposed for consideration in early 2024. Discussed under Utilities section below.
- d) Zoning and Development Fee By-law
- e) Street and Traffic By-law
- f) Sign By-law
- g) Eliminate design guidelines in RS zones for new construction
- h) Consequential updates to various land use documents

3. Utilities

The City’s sewer system is decades old, largely combined (sewage with rainwater) and at capacity in many parts of the city. As sites with single detached houses are redeveloped with multiplexes, the building square footage and hard surface covering the lot will increase. The increase in the number of units and impermeable surface will put pressure on the already strained sewer system as additional rainwater runoff volume and additional sewage discharge enters the system. If unmanaged, the increased flows could exacerbate flood risks and increase sewer overflows in receiving water bodies.

To limit risk in the short term, staff recommend introducing a requirement for rainwater management (i.e., detention tanks) for multiplexes through an update to the VBBL. This work is underway and will be brought forward for Council consideration in early 2024 in coordination with intake of new multiplex building permit applications. Distributing the opportunity to build multiplexes across all RS areas, in combination with requiring a rainwater detention tank, will limit the risk to the sewer system and will avoid costly and unplanned sewer upgrades. The requirements will be prescriptive and simple to review to limit impact on permit processing. Recommendation I directs staff to advance the VBBL changes. Staff will also develop recommendations to establish similar rainwater requirements to manage sewer impacts for other types of low density housing.

Reducing the basement depth from 1.5 m (~5 ft.) to 1.2 m (~4 ft.) means that 90% of new buildings can be serviced with a gravity sewer connection. Gravity sewer connections are cost

effective and dependable as they do not fail in a power outage. Additionally, shallower basements will reduce ground water disruption.

Multiplexes will increase the demand on the electrical network in RS zones. Most multiplex applications will trigger the requirement for an electrical upgrade and the provision of a pad-mounted transformer (PMT). City staff are working closely with BC Hydro to limit the extent of electrical upgrades required for multiplex applications and to distribute the cost and space burdens more equitably. BC Hydro is also currently engaging with stakeholders province-wide on its Distribution Extension Policy, which specifies how costs associated with new and upgraded connections are allocated. One option being considered by BC Hydro, is to have a fixed surcharge on all new and upgraded connections, which would cover the cost for any system upgrades or extensions, including PMTs.

4. Transportation and Parking

The new multiplex option does not require any vehicle parking spaces on site. This approach represents a significant shift in priorities away from auto-centric, low density, residential neighbourhood design and towards more intensive, complete neighbourhoods supported by active transportation models emphasizing walking, biking, and transit. Applicants will have the flexibility to include vehicle parking if desired to meet customer needs.

Based on current vehicle ownership levels, staff estimate the average household in a multiplex unit will own one motor vehicle. Accommodating 4 to 6 vehicles on a lot is only feasible with expensive underground parking. Therefore, multiplexes may provide some on-site parking but will also rely on street space for vehicle parking, which will increase demand for street parking. As multiplex development will occur incrementally throughout the city, staff do not expect significant impacts to street parking at this time; however, demand for street parking will gradually result in an interest in residential permit parking zones and fees to manage the street space.

Similarly, the multiplex options will not require bike storage.¹ However, the regulations will allow applicants to provide bike storage external to the living space to meet the needs of customers, including an accessory structure of up to 24 m² (not counted in floor area). Stacked bike parking will provide the opportunity to accommodate most of the demand for bike parking on these sites (estimated 3 bikes per household).

5. Sustainability and Natural Assets

Sustainability – Adding new missing middle options like multiplexes will advance several of the Climate Emergency Action Plan’s “Big Moves”:

- Big Move #1 – Helping create more complete neighbourhoods where more people live in close proximity to their daily needs so they can walk to school, shops and activities.
- Big Move #2 – Eliminating vehicle parking requirements shifts away from vehicle ownership and increases reliance on walking, cycling, transit and car-sharing for mobility needs.
- Big Move #4 – Eliminating design guidelines will remove the biggest remaining barrier to adding solar panels to houses in RS zones.

¹ Dedicated bike storage is only required for higher-density townhouse and apartment projects and it is often located in underground structures.

- **Big Move #5** – Allowing more above grade floor area, reducing the amount of concrete and reducing the amount of carbon pollution associated with construction and materials.

Natural Assets – The Urban Forest Strategy seeks to preserve, protect and strengthen Vancouver’s urban forest and tree canopy. The Protection of Trees By-law works to protect existing trees when sites are redeveloped, and to ensure that adequate replacement and/or compensation is provided when trees are removed. Work is progressing to update the Protection of Trees By-law with more progressive regulations for tree protection, replacement, and updated financial instruments.

It is important to note that larger building footprints and increased hard surfacing will result in more trees being removed on individual lots. Similarly, city street trees will frequently need to be removed to provide new utility connections. While buildings can sometimes be designed around trees, that approach requires a customized design, relaxations and longer processing times. Given the significant challenges of designing around trees, staff anticipate that tree retention will not be possible for many multiplex projects unless trees are located within the front yard setback. To compensate for tree loss, multiplexes will be required to either retain trees in the front yard or replace trees (1 tree for standard lots and 2 trees for larger lots) to help replace the canopy lost during construction.

6. Housing

Lower Cost Home Ownership – Adding multiplex as a choice in RS low density neighbourhoods will help meet the needs of households seeking ownership options in these areas. Multiplex will permit more homes on each lot, which allows the cost of the land to be shared by multiple owners. While the cost of new multiplex units will still be out of reach of many households, these new options will cost less than the ownership housing options available in these neighbourhoods today. Staff anticipate that a new multiplex unit will be priced at 50% of the cost of a new single-detached house, and about 75% of the cost of a new duplex in a similar location.

The multiplex concept offers three tenure options:

- All strata development with a density bonus contribution
- Strata development with one Below-Market Home Ownership unit
- Secured market rental

Staff anticipate most multiplexes will be ownership units (strata) and will be required to pay a fixed-rate density bonus contribution dedicated to fund the delivery of public benefits. For a detailed explanation of the Density Bonus contributions, please see section on Financial Implications.

Beyond funding needs from growth, the density bonus contribution is a critical tool to limit land value escalation and speculation that could otherwise result from increased density. Significant increases in land value would negatively impact the viability of other priorities such as rental and non-market housing.

Below-Market Home Ownership – While most multiplex projects will be developed as market strata, the data and financial analysis also shows that providing a single below-market home ownership (BMHO) unit within a six-unit project is financially viable. Under this option, an applicant would offer one unit (with at least 2 bedrooms and a minimum floor area of 90 sq. m

[969 sq. ft.]) in a multiplex to be sold at a below-market price of at least 50% below the fair market value of the unit. The BMHO unit would be provided in lieu of a density bonus payment.

Households eligible to purchase this BMHO unit must have an income that does not exceed the BC Housing Middle-Income Limits² and must meet other eligibility requirements.

Staff have worked with BC Housing on a partnership to have the BMHO option administered through BC Housing's Affordable Homeownership Program (AHOP), and Council has approved in principle a Master Partnering Agreement (MPA) that, if approved by BC Housing and formally executed, would allow this option to be operationalized. As of the time of this report, BC Housing has not yet approved the MPA, and is continuing to explore the implications of the program requirements on its operations. The Provincial Ministry of Housing has indicated that the intent of the MPA is well-aligned with the Ministry's current priorities for affordable home ownership, missing middle housing and new housing options in low density neighbourhoods. Pending a response from BC Housing regarding the MPA, staff will report back to Council if changes to the terms of the agreement or associated City land use regulations are required. This report includes a recommendation so that if a MPA with BC Housing is executed, Council delegates authority to the Director of Legal Services to enter into project-specific legal agreements (Project Partnering Agreements) that are required as part of the AHOP, provided they are consistent with the terms of the MPA. This would help limit processing complexity by removing the need to have each agreement approved by Council.

Secured Rental - As a third option, staff recommend allowing multiplexes with up to 8 units on large lots, if all units are secured as purpose-built rental. This would match and expand the geographic scope of the single-lot rental multiplex option currently enabled in some locations through the Secured Rental Policy. Financial testing has demonstrated that secured rental housing is not generally viable and staff expect limited take-up of this option. Nonetheless, including it will streamline opportunities to build secured rental housing at this scale and avoid the need for individual site rezoning applications.

The Making Home motion directed staff to investigate the potential for multiplexes to provide affordable rental units. Financial testing shows that affordable rental is not economically viable at this scale and density.

7. Public, Industry and Committee Engagement

Public discussions around change in neighbourhoods was a strong component of the Vancouver Plan engagement in spring 2020. Many residents support more complete neighbourhoods, with an emphasis on support for more missing middle housing.

Public engagement – The public survey, provided as a key element of the spring SYC launch along with in person information sessions in locations across the city, showed strong overall support for the proposed changes, with the following highlights:

- 77% agree multiplexes should be allowed in all low density areas
- 60% agree with reducing the max. size of new houses
- 80% agree with increasing the max. size of new laneway houses
- 74% agree with removing guidelines, standardizing regulations, and reducing zones

² BC Housing's Middle-Income Limit for units with 2 or more bedrooms is determined by the 75th percentile of incomes for families across BC. In 2023, this income limit is \$182,870.

What Many Respondents Liked

- Multiplexes provide gentle densification and more housing options
- Promotes livability, walkability and neighbourhood vibrancy
- Simpler rules and processes that speed up construction, reduce costs, allow design flexibility and apply equitably in all neighbourhoods

What Some Respondents Were Concerned About

- Compatibility with neighbourhood character
- Affordability for lower income households, fairness of below-market ownership
- Impacts on infrastructure, parking and trees

In person and on-line engagement events in February yielded similar comments as the survey, but also included comments from people who feel that the change to add multiplex is insufficient to meet critical housing needs and that apartments should be allowed everywhere. Additionally, many residents of RT areas asked whether multiplex could be added to their neighbourhoods. In contrast, others were concerned with the change to neighbourhood character that that could result from adding multiplex to low density areas.

Multiplex is not proposed to be added to RM and RT zones at this time. RM and RT areas have unique regulations and many include character house retention requirements. Further, many of these areas are identified for more significant change under the Vancouver Plan.

Industry Engagement – Staff held six workshops with small home builders and designers. Participants have expressed support for this initiative and provided some comments specifically related to permit timing and project costs. Staff responded to industry questions on permitting at the recent on-line sessions with industry and have also answered many permit related questions through the FAQ provided on the SYC project page update including the following:

- Initially, applicants will be required to apply for a development permit (zoning review) and a building permit (VBBL review) separately and sequentially. Staff will monitor the application process and work towards process migration with the goal of allowing the submission of the DP and the BP to eventually overlap at some time in the future.
- The regulations for other uses, such as the larger laneway houses, would become effective upon enactment.
- Applications for Development permits for houses and character house renovations received prior to the enactment of the zoning change to reduce FSR for a detached house can proceed under existing regulations and guidelines, if a full application is submitted prior to enactment.

Committees – Staff presented to the Accessibility Strategy Task Force, the Vancouver City Planning Commission and the Vancouver Heritage Commission. The comments from the Accessibility Task Force related to barriers to overall accessibility and specifically a request to include accessibility requirements in multiplex projects. The challenges of providing fully accessible units in a townhouse-type building are fully discussed in the strategic analysis section. While multiplex is not providing fully accessible units, the new option and other zoning changes proposed will remove some of the access barriers.

A full engagement summary is provided as Appendix O.

Financial Implications

Density Bonus Provisions - Adding multiplex as an option in RS zones without effective mitigation could result in land speculation. To provide a clear market signal to discourage speculative market activity and to capture the potential land value increase for public benefits, multiplexes will be required to choose one of the following options:

1. Pay a set-rate floor area-based density bonus contribution to support delivery of public amenities and infrastructure to support growth, or
2. Provide one below-market home ownership unit, or
3. Secure all units as purpose-built market rental in perpetuity.

Coriolis Consulting Corp. provided detailed financial feasibility testing and advice on density bonus rates that should limit land speculation without compromising development viability (see Appendix R for details). The recommended density bonus rates (as shown in Table 1) are set based on lot size, geography, and financial viability of multiplexes. A table summarizing the proposed development contributions and/or housing requirements and a map illustrating the rate areas are included in Appendix Q.

Density bonus contributions will help fund growth needs associated with population increase in low density areas, including infrastructure, amenity and affordable housing projects across the city. Capital investment would be prioritized within RS areas, to be determined through the capital planning process. Example projects could include traffic calming, pedestrian and cycling improvements, street tree planting, new and upgraded neighbourhood parks, and community and recreational facility enhancements.

Table 1. Proposed Fixed-Rate Density Bonus Contribution for Multiplex (BMHO and Secured Rental Options Exempt)

Site Size	Bonus Density Rate (Between 0.7 and 1.0 FSR)			# of Units	Approximate % of Eligible RS Lots
	Area A (West)	Area B (Central)	Area C (East)		
≥10 m (32.8 ft.) Frontage ≥306 m ² (~3,300+ ft ²) Area	\$32.29/m ² (\$3/ft ²)			3-4	64.0%
≥13.4 m (44 ft.) Frontage ≥464 m ² (~5,000+ ft ²) Area	\$699.65/m ² (\$65/ft ²)	\$538.20/m ² (\$50/ft ²)	\$322.92/m ² (\$30/ft ²)	4-5	13.6%
≥15.1m (49.5') Frontage ≥557 m ² (~6,000 ft ²) Area				4-6	10.8%
≥17.1 m (56.1') Frontage ≥623 m ² (~6,700 ft ²) Area	\$1,506.95/m ² (\$140/ft ²)	\$1,076.39/m ² (\$100/ft ²)	\$753.47/m ² (\$70/ft ²)	4-6	11.6%

Development Cost Levies (DCLs) – Multiplexes will be subject to both the City-Wide DCL and the Utilities DCL. The same DCL rates that apply to other low density residential development would apply to multiplexes. Full DCLs are charged on the 100% strata and BMHO options, while the 100% secured rental multiplexes may be eligible for an optional partial City-Wide DCL waiver, provided it meets requirements that include maximum starting rent limits.

Permits and Staffing Implications

Adding a new multiplex option and changing regulations across all RS zones is anticipated to produce a shift in the types and volume of permits processed and this will impact DBL staffing needs. To support staff and applicants in managing this transition, training sessions and written materials are being developed, including a How-to-Guide. If Council approves the proposed zoning changes, applicants will be provided with the opportunity to book pre-application appointments to discuss the new options available and explore options on their site, and obtain guidance on preparing a full application. These appointments will be staffed by both PDS and DBL to answer questions and assist customers.

Staff will monitor overall work volume, shifts in permit loads on staff review teams and density bonus fee processing, as well as examine training needs and respond as needed. All of these steps will further staff efforts in achieving the 3-3-3-1 Framework objectives.

Equity Implications

Expanding the range of housing options in low density areas is a step towards making all neighbourhoods more inclusive. While multiplex units will still be out of reach of many households, these options will cost less than single detached homes or duplexes and will provide an ownership pathway for many who are now locked out by current prices. Removing the RS zoning label (long associated with restrictive Residential Single-Family zoning) and replacing it with a new R1-1 Residential Inclusive name, acknowledges the intentional move towards more housing choice.

Legal Implications

The proposed by-laws are authorized by the Vancouver Charter, including Part XXVII – Planning and Development.

Conclusion

The proposed changes creating a new missing middle option on single lots and consolidating all RS zones into a simplified, clear district schedule represents a significant shift in the City's land use regulation policies towards more housing choice and alignment with Council's 3-3-3-1 Framework.

The General Manager of Planning, Urban Design and Sustainability recommends that the amendments to the Zoning and Development By-law and consequential by-law amendments be referred to Public Hearing to implement the Vancouver Plan, allow more homes to be built in low density areas, and create a more efficient permitting system.

List of Appendices

- Appendix A: Amendments to the Zoning & Development By-law
- Appendix B: Amendments to the Parking By-law
- Appendix C: Amendments to the Subdivision By-law
- Appendix D: Amendments to the Building By-law
- Appendix E: Amendments to the Zoning & Development Fee By-law
- Appendix F: Amendments to the Street and Traffic By-law

- Appendix G: Amendments to the Sign By-law
- Appendix H: Summary of By-law and Land Use Documents Amendments
- Appendix I: Summary of Changes to Simplify Regulations
- Appendix J: Summary of Multiplex Regulations
- Appendix K: Changes to the Building By-law
- Appendix L: Vancouver Plan – Multiplex Feature
- Appendix M: Multiplex Configuration Option Examples
- Appendix N: Details of RT and RM Zone Changes - House and Laneway House
- Appendix O: Engagement Summary
- Appendix P: Below-Market Home Ownership Option Summary
- Appendix Q: Development Contribution Summary
- Appendix R: Coriolis Consulting Corporation Memo – Financial Analysis Inputs to Multiplex Zoning

* * * * *

**DRAFT By-law to amend
Zoning and Development By-law No. 3575
regarding missing middle housing and simplifying regulations**

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This by-law amends the indicated provisions or schedules of the Zoning and Development By-law No. 3575.
2. Council adds a new district schedule, the R1-1 District Schedule, attached to this by-law as Schedule A.
3. This by-law amends the Zoning District Plan attached as Schedule D to By-law No. 3575, and amends or substitutes the boundaries and districts shown on it, by striking out all references to the RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-5, RS-6 and RS-7 districts and substituting references to the R1-1 district.
4. Sites in the RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-5, RS-6 and RS-7 districts are rezoned and moved to the R1-1 district.
5. Council strikes out the RS-1 District Schedule, RS-1A District Schedule, the RS-1B District Schedule, the RS-2 District Schedule, the RS-3 and RS-3A Districts Schedule, the RS-5 District Schedule, the RS-6 District Schedule, and the RS-7 District Schedule.
6. In section 2, Council:
 - (a) in the definition of Basement, strikes out “1.5 m” and substitutes “1.2 m”;
 - (b) in the definition of Cellar, strikes out “1.5 m” and substitutes “1.2 m”;
 - (c) strikes out the definition of Passive House in its entirety; and
 - (d) adds a new definition in the correct alphabetical order as follows:

“

Z

Zero Emission Building

A building that has been designed to meet:

- (a) the Passive House or EnerPHit standard and achieve certification by the Passive House Institute of Darmstadt, Germany, as verified by a Passive House building certifier;
- (b) the Zero Energy standard and achieve certification by the International Living Future Institute, as verified by an ILFI Auditor; or
- (c) an equivalent standard and verification acceptable to the Director of Planning.”.

-
7. In section 4.8.1(g), Council strikes out “RS-1, RS-3, RS-3A, RS-5, RS-6, RS-7” wherever it appears, and substitutes “R1-1”.
8. In section 5, Council:
- (a) in section 5.1.3, strikes out “RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-5, RS-6, RS-7,” and substitutes “R1-1,”;
 - (b) strikes out sections 5.2.4 and 5.2.6; and
 - (c) renumbers sections 5.2.5, 5.2.7, and 5.2.8 as sections 5.2.4, 5.2.5 and 5.2.6, respectively.
9. In section 9, Council:
- (a) in section 9.1.1:
 - (i) strikes out “RS-1”, “RS-1A”, “RS-1B”, RS-2”, “RS-3”, “RS-3A”, “RS-5”, “RS-6” and “RS-7”,
 - (ii) adds a new classification heading below the Residential classification section as follows:

“Residential Inclusive”, and
 - (iii) under the Residential Inclusive classification heading, adds “R1-1”;
 - (b) in section 9.3.1(c):
 - (i) strikes out “RS” and substitutes “R1”, and
 - (ii) strikes out ““RS”” and substitutes ““R1””;
 - (c) in section 9.3.1(f):
 - (i) strikes out ““RS”” and substitutes ““R1””, and
 - (ii) adds “or numbers or combination thereof” before ““RA””.
10. In section 10, Council:
- (a) in section 10.2.1, strikes out “, RR-3B or RS-1B districts” and substitutes “or RR-3B districts”;
 - (b) in section 10.4.1, strikes out “, RS”;
 - (c) in section 10.5:
 - (i) in the heading, strikes out “RS or”, and
 - (ii) in section 10.5.1, strikes out “RS or”;
 - (d) in section 10.8:
 - (i) strikes out section 10.8.1(c) and substitutes the following:

- “(c) balconies on multiple dwellings, if:
 - (i) they do not project more than 1.8 m into a required yard and are no less than 2.1 m from an interior side property line, and
 - (ii) the safety railing does not extend more than 1.07 m above the floor of the balcony,

except that in the R1-1 district, this section 10.8.1(c) only applies to multiple dwellings that are zero emission buildings;”, and

- (ii) in section 10.8.3, strikes out “, except that in RS districts, the projection must not exceed 30% of the width of the building”;

- (e) in section 10.14:

- (i) in section 10.14.4(b), strikes out “RS-1, RS-3, RS-3A, RS-5, RS-6, RS-7” and substitutes “R1-1”, and
- (ii) in section 10.14.8, strikes out “RS-1, RS-3, RS-3A, RS-5, RS-6, RS-7” and substitutes “R1-1”;

- (f) in section 10.18.1, adds “, except where an application is made for any similar exclusion under the provisions of a district schedule” after “heating or hot water”;

- (g) in section 10.20:

- (i) in section 10.20.1(a), strikes out “1.5 m” and substitutes “1.2 m”, and
- (ii) in section 10.20.3(b), strikes out “1.5 m” and substitutes “1.2 m”; and

- (h) in section 10.36.1, strikes out “Computation” and substitutes “Despite the computation of floor area regulations in any district schedule, the computation”.

- 11. Council strikes out section 10.33 in its entirety, and substitutes the following:

“10.33 Zero Emission Building

10.33.1 For a zero emission building with 1 to 8 dwelling units in an RA, R1 or RT district:

- (a) the permitted building height is increased by 0.6 m;
- (b) the permitted building depth is increased by 0.6 m;
- (c) the required rear yard is decreased by 0.6 m;
- (d) the required building separation is decreased by 0.6 m;
- (e) the computation of floor area must exclude 19% of the permitted floor area except that this exclusion does not apply if:

- (i) an exclusion is provided under section 10.15 or 10.33.3,
 - (ii) a floor area increase is provided under section 10.19.1,
 - (iii) the zero emission building is a single detached house, a single detached house with secondary suite, an infill single detached house, a duplex, a duplex with secondary suite, a multiple conversion dwelling with 2 units or an infill duplex, with a floor area that exceeds 465 m², or
 - (iv) the application is made after December 31, 2025; and
 - (f) if the Director of Planning first considers the intent of the applicable district schedule and all applicable Council policies and guidelines, the Director of Planning may vary the external design regulations in the applicable district schedule to accommodate building features designed to reduce energy consumption.
- 10.33.2 For any building not included in section 10.33.1, the Director of Planning may vary any height, yard, or building depth regulation by a maximum of 1.25 m to accommodate building features designed to reduce energy consumption in a zero emission building, if the Director of Planning considers the intent of the applicable district schedule and all applicable Council policies and guidelines.
- 10.33.3 The Director of Planning may exclude from the computation of floor area any floor area occupied by heat recovery ventilators and connected shafts in a zero emission building that exceeds the floor area required in order for these features to meet the requirements of the Building By-law, to a maximum exclusion of 2% of permitted floor area.”.
12. Council strikes out section 11.3.8 in its entirety, and substitutes the following:
- “11.3.8 Laneway House**
- 11.3.8.1 A laneway house is only permitted in combination with a single detached house or single detached house with secondary suite, and only on a site that provides vehicular access from the rear of the site.
- 11.3.8.2 The floor area for a laneway house must not exceed the lesser of:
- (a) 0.25 multiplied by the site area; and
 - (b) 186 m².
- 11.3.8.3 The minimum site width for a laneway house is 9.8 m, except that the Director of Planning may reduce the minimum site width if:
- (a) the site is at least 7.3 m in width; and

- (b) the Director of Planning considers massing, overlook and impact on neighbourhood privacy and all applicable Council policies and guidelines.
- 11.3.8.4 The building height for a laneway house must not exceed 8.5 m.
- 11.3.8.5 Despite the maximum permitted site coverage in an applicable district schedule, for a site with a laneway house, the maximum site coverage is 50% of the site area.
- 11.3.8.6 A laneway house must be at least:
 - (a) 4.9 m, measured across the width of the site, from the single detached house or single detached house with secondary suite on the site;
 - (b) 0.9 m from the ultimate rear property line; and
 - (c) 1.2 m from each side property line, except that the Director of Planning may reduce this requirement for sites less than 10.1 m in width.
- 11.3.8.7 Except for a laneway house with no separate bedrooms, a laneway house must include:
 - (a) 1 main habitable room that is not a bedroom, with a minimum size of 16.7 m² and a minimum dimension of 2.1 m measured between finished wall surfaces; and
 - (b) at least 1 bedroom with a minimum size of 8.4 m² and a minimum dimension of 2.1 m measured between finished wall surfaces.
- 11.3.8.8 Computation of floor area for a laneway house must include:
 - (a) all floors, including earthen floor, measured to the extreme outer limits of the building;
 - (b) stairways, fire escapes, elevator shafts and other features that the Director of Planning considers similar, measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located; and
 - (c) where the distance from a floor to the floor above or, where there is no floor above, to the top of the roof joists, exceeds 3.7 m, an amount equal to the area of the floor below the excess height.
- 11.3.8.9 Computation of floor area for a laneway house must exclude:
 - (a) floors or portions thereof that are used for off-street parking, provided that each parking space is open on at least 2 sides and does not exceed 7.3 m in length;

- (b) balconies and decks, and any other appurtenances that the Director of Planning considers similar to the foregoing, provided that the total area of these exclusions does not exceed 8% of the permitted floor area;
- (c) entries, porches and verandahs, if:
 - (i) they are open or protected by guard rails that do not exceed the required minimum height,
 - (ii) the total area of these exclusions, when combined with the balcony and deck exclusions under section 11.3.8.9(b) above, does not exceed 13% of the permitted floor area, and
 - (iii) the ceiling height, excluding roof structure, of the total area being excluded does not exceed 3.1 m measured from the entry, porch or verandah floor;
- (d) areas of floors existing, proposed or as may be extended over open-to-below space located directly below sloping roof rafters or a sloping ceiling where the ceiling is directly attached to the underside of sloping roof rafters, and where the roof joists have a minimum 7:12 pitch and the related ceiling maintains the same pitch as the roof joists, if:
 - (i) the distance from the floor to any part of the roof rafters or ceiling is no higher than 2.3 m and no lower than 1.2 m, both measured vertically, and
 - (ii) the excluded floor area does not exceed 10% of the permitted total floor area;
- (e) areas of undeveloped floors that are located:
 - (i) above the highest storey or partial storey and to which there is no permanent means of access other than a hatch, or
 - (ii) adjacent to a storey or partial storey with a ceiling height of less than 1.2 m; and
- (f) floors located at or below finished grade with a ceiling height of less than 1.2 m.

11.3.8.10 Decks and roof decks are not permitted above the uppermost level of a laneway house.”.

13. In the RT-5 and RT-5N Districts Schedule, Council strikes out section 4.5.6 and substitutes the following:

“4.5.6 The Director of Planning may vary the requirements of sections 4.5.2, 4.5.4 and 4.5.5 above for a duplex or duplex with secondary suite if, in the opinion of the

Director of Planning, the design meets the intent of the regulations for quality and durability of design and architectural expression.”.

14. In the RT-11 and RT-11N Districts Schedule, Council strikes out section 4.6.8 and substitutes the following:

“4.6.8 The Director of Planning may vary the requirements of this section 4.6 if, in the opinion of the Director of Planning, the design meets the intent of the regulations for quality and durability of design and architectural expression.”.

15. In the RM-7, RM-7N and RM-7AN Districts Schedule, Council:

- (a) in section 3.5.2.11, strikes out “Certified Passive House” and substitutes “zero emission building”; and
- (b) in section 4.7.4, strikes out “building designed for certification under the Passive House standard or International Living Future Institute’s Zero Energy standard, or an equivalent to the satisfaction of the Director of Planning” and substitutes “zero emission building”.

16. In the RM-8, RM-8N, RM-8A and RM-8AN Districts Schedule, Council:

- (a) in section 3.4.2.11, strikes out “Certified Passive House” and substitutes “zero emission building”; and
- (b) in section 4.8.3, strikes out “building designed for certification under the Passive House standard or International Living Future Institute’s Zero Energy standard, or an equivalent to the satisfaction of the Director of Planning” and substitutes “zero emission building”.

17. In section 1.1 of the RT-1 and RT-2 District Schedules, Council strikes out “Multiple Conversion Dwelling Guidelines (RS-1A, RS-2, RS-7, RT-1 and RT-2 Districts)” and substitutes “Multiple Conversion Dwelling Guidelines (RT-1 and RT-2 Districts).”.

18. In section 4.1.1 of the RT-1, RT-2, RT-3, RT-4, RT-4A, RT-4N and RT-4AN, RT-5 and RT-5N, RT-6, RT-7, RT-8, RT-9, RM-2, RM-3, RM-3A, RM-4 and RM-4N, RM-6, and FM-1 District Schedules, Council:

- (a) in section 4.1.1(a), adds “and” after “;”;
- (b) in section 4.1.1(b), strikes out “; and” and substitutes “.”; and
- (c) strikes out section 4.1.1(c).

19. In section 4.1.1 of the RT-10 and RT-10N, and RT-11 and RT-11N District Schedules, Council:

- (a) in section 4.1.1(b), adds “and” after “;”;
- (b) in section 4.1.1(c), strikes out “; and” and substitutes “.”; and
- (c) strikes out section 4.1.1(d).

20. In section 4.1.1 of the RM-1 and RM-1N, and RM-7, RM-7N and RM-7AN District Schedules, Council:

- (a) in section 4.1.1(b), adds “and” after “;”;
- (b) in section 4.1.1(c)(ii), strikes out “; and” and substitutes “.”; and
- (c) strikes out section 4.1.1(d).

21. In section 4.2.1 of the RM-5, RM-5A, RM-5B, RM-5C, and RM-5D, RM-9A and RM-9AN, RM-9, RM-9N and RM-9BN, RM-10 and RM-10N, and RM-11 and RM-11N District Schedules, Council:

- (a) in section 4.2.1(a), adds “and” after “;”;
- (b) in section 4.2.1(b), strikes out “; and” and substitutes “.”; and
- (c) strikes out section 4.2.1(c).

22. In section 4.2.1 of the RM-8, RM-8N, RM-8A, and RM-8AN, and RM-12N District Schedules, Council:

- (a) in section 4.2.1(b), adds “and” after “;”;
- (b) in section 4.2.1(c)(ii), strikes out “; and” and substitutes “.”; and
- (c) strikes out section 4.2.1(d).

23. In section 4.1.2(f)(iv) of the RT-5 and RT-5N Districts Schedule and the RT-11 and RT-11N Districts Schedule, Council strikes out “1.83 m” and substitutes “1.8 m”.

24. In section 4.1.2(h)(iv) of the RM-7, RM-7N and RM-7AN Districts Schedule and the RM-8, RM-8N, RM-8A and RM-8AN Districts Schedule, Council strikes out “1.83 m” and substitutes “1.8 m”.

25. In Schedule F, Council:

- (a) adds the following new rows above the row for RM-8 and RM-8N (Marpole):

“

R1-1 (site area from 306 m ² up to but not including 464 m ² and site frontage from 10.0 m up to but not including 13.4 m)	Sub-area A - \$32.29 per m ² Sub-area B - \$32.29 per m ² Sub-area C - \$32.29 per m ²
R1-1 (site area from 464 m ² up to but not including 557 m ² and site frontage from 13.4 m up to but not including 15.1 m)	Sub-area A - \$699.65 per m ² Sub-area B - \$538.20 per m ² Sub-area C - \$322.92 per m ²
R1-1 (site area from 557 m ² up to but not including 623 m ² and site frontage from 15.1 m up to but not including 17.1 m)	Sub-area A - \$699.65 per m ² Sub-area B - \$538.20 per m ² Sub-area C - \$322.92 per m ²
R1-1 (site area of 623 m ² or greater and site frontage of 17.1 m or greater)	Sub-area A - \$1,506.95 per m ² Sub-area B - \$1,076.39 per m ² Sub-area C - \$753.47 per m ²

”.

- (b) adds a heading above the paragraph starting with “For the purposes of this schedule, “amenity” means”, as follows:

“Amenities”;

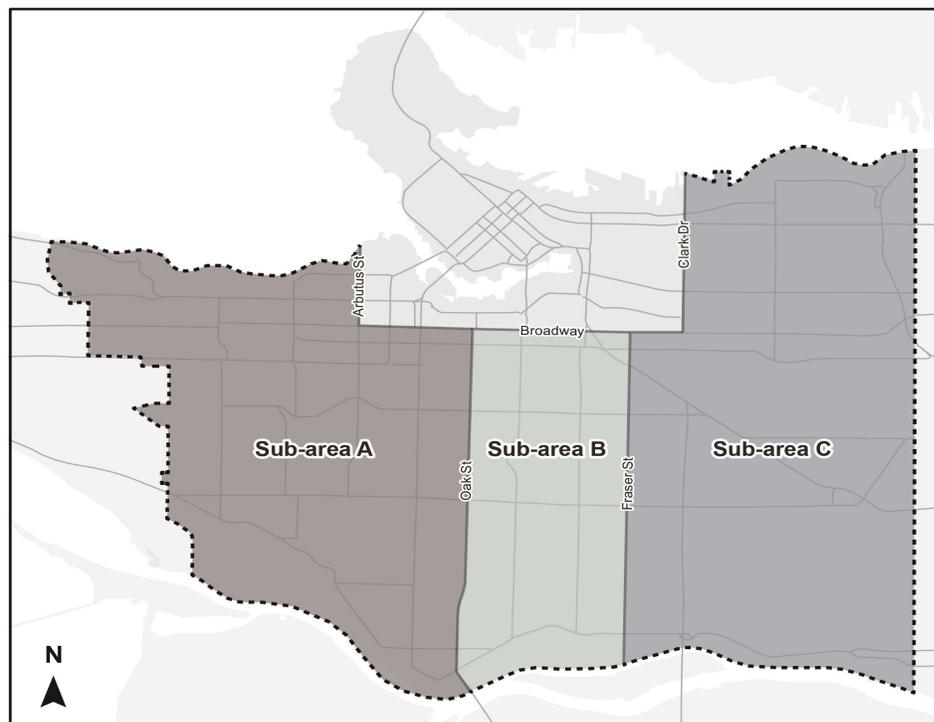
- (c) adds the following new paragraphs below the paragraph starting with “For the purposes of this schedule, “amenity” means”:

“R1-1 Share Costs and Sub-areas

For the purposes of this schedule, if an R1-1 site does not meet both the site area and the site frontage conditions set out in the table above, then the amount applied to the site will be the cost that applies to the site area or site frontage condition met by the site that results in the lower Affordable Housing or Amenity Share cost.

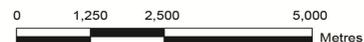
For the purposes of this schedule, sub-areas A, B and C of the R1-1 Zoning District are identified in **Map 1: Sub-areas A, B and C for R1-1 Zoning District Affordable Housing and Amenity Share Costs:**

Map 1: Sub-areas A, B and C for R1-1 Zoning District Affordable Housing and Amenity Share Costs



LEGEND

-  Sub-area A
-  Sub-area B
-  Sub-area C
-  Boundaries of the City



”; and

SCHEDULE A

R1-1

District Schedule

1 INTENT AND OVERVIEW

1.1 Intent

The intent of this Residential Inclusive district schedule is to enable a variety of small-scale housing options while retaining the single lot character of the area. Housing options include multiple dwellings (“multiplex” up to 6 dwelling units, or up to 8 rental dwelling units), duplexes and single detached houses. Duplexes and single detached houses may include additional dwelling units such as secondary suites, lock-off units and laneway houses. Retention of character houses is encouraged by permitting infill and multiple conversion dwellings where a character house is retained.

Without limitation, applicable Council policies and guidelines for consideration include the [Guidelines for Additions, Infill and Multiple Conversion Dwelling in Association with the Retention of a Character House in the R1-1 Zone](#) and [Flood Plain Standards and Requirements](#).

1.2 Overview

The table below provides an overview of the outright and conditional approval uses in the R1-1 district, categorized by the minimum site area required, where applicable. Applicable density, form and placement regulations in section 3 of this schedule are cross-referenced in the third column.

Minimum Site Area	Use	Density, Form and Placement Regulations
557 m ²	Multiple dwelling containing 6, 7 or 8 dwelling units	3.1
464 m ²	Multiple dwelling containing 5 dwelling units	3.1
306 m ²	Multiple dwelling containing 3 or 4 dwelling units	3.1
	Duplex or Duplex with Secondary Suite	3.2
	Single Detached House or Single Detached House with Secondary Suite	3.2
--	Other uses in section 2.1 of this schedule	3.2

2 USE REGULATIONS

2.1 Outright and Conditional Approval Uses

All outright and conditional approval uses are subject to all other provisions of this by-law, including [Section 2](#), [Section 10](#) and [Section 11](#), and compliance with the regulations of this schedule including section [2.2](#).

The uses identified in the table below as outright approval uses are permitted in this district and will be issued a permit.

The uses identified in the table below as conditional approval uses may be approved in this district by the Director of Planning, with or without conditions, if the Director of Planning considers the intent of this schedule and all applicable Council policies and guidelines.

Uses are listed under their general land use category. Applicable use-specific regulations in section [2.2](#) of this schedule are cross-referenced in the third column. Cross-references to applicable use-specific regulations are provided for information purposes only and do not form part of this by-law.

Use	Approval	Use-Specific Regulations
Agricultural Uses		
Urban Farm - Class A	Conditional	
Cultural and Recreational Uses		
Community Centre or Neighbourhood House	Conditional	
Golf Course or Driving Range	Conditional	
Library, in combination with Community Centre	Conditional	
Marina	Conditional	
Park or Playground	Conditional	
Stadium or Arena	Conditional	
Zoo or Botanical Garden	Conditional	
Dwelling Uses		
Duplex	Outright	
Duplex with Secondary Suite	Conditional	2.2.1 , 2.2.2 , 2.2.3
Infill, in combination with the retention of a character house	Conditional	2.2.1 , 2.2.2
Infill, existing as of [enactment date]	Conditional	
Laneway House	Conditional	2.2.1 , 2.2.2 , 2.2.4
Mixed-Use Residential Building	Conditional	2.2.5
Multiple Conversion Dwelling, resulting from the conversion of a character house	Conditional	2.2.1 , 2.2.2 , 2.2.6

Use	Approval	Use-Specific Regulations
Multiple Conversion Dwelling, existing as of [enactment date]	Conditional	
Multiple Dwelling, containing no more than 8 dwelling units	Conditional	2.2.1, 2.2.2, 2.2.7, 2.2.8, 2.2.9, 2.2.10
Principal Dwelling Unit with Lock-Off Unit	Conditional	2.2.11
Seniors Supportive or Assisted Housing	Conditional	
Single Detached House	Outright	
Single Detached House with Secondary Suite	Conditional	2.2.1, 2.2.2
Single Detached House in combination with another Single Detached House, existing as of [enactment date]	Conditional	
Institutional Uses		
Ambulance Station	Conditional	
Child Day Care Facility	Conditional	
Church	Conditional	
Community Care Facility - Class A	Outright	2.2.12
Community Care Facility - Class B	Conditional	
Group Residence	Conditional	
Hospital	Conditional	
Public Authority Use, essential in this district	Conditional	
School - Elementary or Secondary	Conditional	
Social Service Centre	Conditional	
Office Uses		
Temporary Sales Office	Conditional	
Parking Uses		
Parking Area, ancillary to a principal use on an adjacent site	Conditional	
Retail Uses		
Farmers' Market	Conditional	2.2.13
Neighbourhood Grocery Store	Conditional	
Public Bike Share	Conditional	
Service Uses		
Bed and Breakfast Accommodation	Conditional	
Short Term Rental Accommodation	Conditional	
Utility and Communication Uses		
Public Utility	Conditional	

Use	Approval	Use-Specific Regulations
uncategorized		
Accessory Buildings, customarily ancillary to any use listed in this section 2.1	Outright	2.2.14
Accessory Buildings, customarily ancillary to any use listed in this section 2.1 and not permitted as an outright approval use	Conditional	
Accessory Uses, customarily ancillary to any outright approval use listed in this section 2.1	Outright	2.2.15
Accessory Uses, customarily ancillary to any conditional approval use listed in this section 2.1	Conditional	
Deposition or extraction of material, which alters the configuration of the land	Conditional	

2.2 Use-Specific Regulations

2.2.1 A new multiple dwelling, duplex with secondary suite, single detached house with secondary suite, laneway house, infill in combination with the retention of a character house, or multiple conversion dwelling resulting from the conversion of a character house may only be permitted if:

- (a) on a site less than 15.1 m in width, a minimum of 1 existing tree located in the front yard is retained or, where an existing tree in the front yard cannot be retained or where there are no existing trees in the front yard, a minimum of 1 tree is planted in the front yard; and
- (b) on a site 15.1 m in width or wider, a minimum of 2 existing trees located in the front yard of the site are retained or, where an existing tree in the front yard cannot be retained or where there are no existing trees in the front yard, a minimum of 1 tree in the case where 1 existing tree could be retained, or 2 trees in the case where no trees could be retained or there were no existing trees, are planted in the front yard,

except that for a site without access to a lane, the Director of Planning may vary any requirement in this section [2.2.1](#).

2.2.2 For the purposes of fulfilling the requirements of section [2.2.1](#) above:

- (a) existing trees that are retained must have a trunk or stem the diameter of which, or 2 or more trunks or stems the combined diameter of the 2 or 3 largest trunks or stems of which, measured 1.4 m above the existing grade of the ground adjoining its base, is 20 cm or more; and
- (b) for each tree that must be planted, any of the following may be planted:
 - (i) 1 tree as described in Part 1 of Schedule D of the [Protection of Trees By-law](#),
 - (ii) 2 trees as described in Part 2 of Schedule D of the [Protection of Trees By-law](#), or

(iii) a tree or trees acceptable to the Director of Planning,

except that in the case of a sloping site, 1 tree as described in Part 2 of Schedule D of the **Protection of Trees By-law** may be planted.

- 2.2.3 Duplex with secondary suite must have no more than 1 secondary suite for each dwelling unit.
- 2.2.4 Laneway house is regulated by **Section 11** of this by-law and sections **3** and **4** of this schedule do not apply.
- 2.2.5 The only non-dwelling use permitted in a mixed-use residential building is neighbourhood grocery store.
- 2.2.6 Multiple conversion dwelling resulting from the conversion of a character house, may be permitted if it contains no housekeeping or sleeping units.
- 2.2.7 Multiple dwelling containing 7 or 8 dwelling units is only permitted where all of the dwelling units are non-stratified and secured as residential rental tenure.
- 2.2.8 Multiple dwelling is only permitted on a site that:
- (a) is a single lot on record in the Land Title Office prior to [Enactment date];
 - (b) provides vehicular access from the rear of the site; and
 - (c) is not located partially or fully within a designated flood plain.
- 2.2.9 Multiple dwellings containing the number of dwelling units specified in the first column below must have a minimum number of dwelling units with 2 or more bedrooms according to the second or third column below:

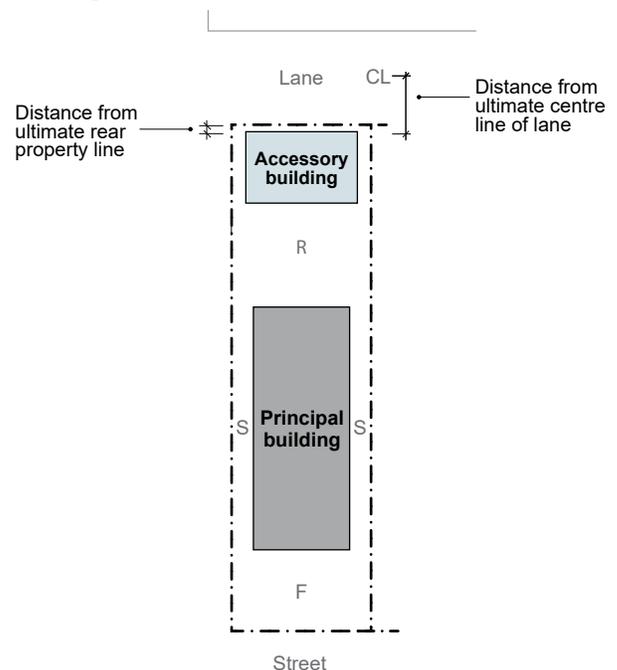
Number of dwelling units	Multiple dwellings where all of the dwelling units except a dwelling unit occupied by a registered owner are secured as residential rental tenure	All other multiple dwellings
Multiple dwelling containing 3 dwelling units	1 dwelling unit	2 dwelling units
Multiple dwelling containing 4 dwelling units	1 dwelling unit	2 dwelling units
Multiple dwelling containing 5 dwelling units	2 dwelling units	3 dwelling units
Multiple dwelling containing 6 dwelling units	2 dwelling units	3 dwelling units
Multiple dwelling containing 7 dwelling units	2 dwelling units	Not applicable
Multiple dwelling containing 8 dwelling units	3 dwelling units	Not applicable

- 2.2.10 For multiple dwelling, the Director of Planning may permit more than 1 principal building on a site, if the Director of Planning considers the intent of this schedule and all applicable Council policies and guidelines.

- 2.2.11 Principal dwelling unit with lock-off unit may be permitted only in:
- (a) a duplex and there may be no more than 1 lock-off unit for each dwelling unit; and
 - (b) a duplex with secondary suite if there is only 1 secondary suite and only 1 lock-off unit, and the lock-off unit is in the dwelling unit without a secondary suite.
- 2.2.12 Community care facility - class A is subject to the regulations, variations and relaxations that apply to single detached house.
- 2.2.13 Farmers' market may be permitted if the Director of Planning considers the appropriateness of the use with respect to compatibility with nearby sites, parking, traffic, noise, hours of operation, size of facility and pedestrian amenity.
- 2.2.14 Accessory buildings customarily ancillary to any use listed in section 2.1 of this schedule are permitted as an outright approval use if:

- (a) no accessory building exceeds a building height of 4.6 m;
- (b) all accessory buildings are located at least:
 - (i) 3.1 m from the ultimate centre line of any rear or flanking lane, and
 - (ii) 0.6 m from the ultimate rear property line; and
- (c) the total floor area of all accessory buildings, measured to the extreme outer limits of the building, does not exceed 48 m².

Diagram: Building placement for accessory building



CL	Centre line	F	Front yard
R	Rear yard	- - -	Property line
S	Side yard		

- 2.2.15 Accessory parking spaces customarily ancillary to any outright approval use listed in section 2.1 of this schedule must comply with the provisions of section 2.2.14(b) above.

3 DENSITY, FORM AND PLACEMENT REGULATIONS

This section contains density, form and placement regulations organized by use.

3.1 Multiple dwelling, containing no more than 8 dwelling units

Multiple dwelling containing no more than 8 dwelling units is subject to the following regulations.

3.1.1 Density and Floor Area

3.1.1.1 The maximum floor space ratio is 0.70, except that the Director of Planning may increase:

- (a) the permitted floor space ratio to a maximum of 1.00 for multiple dwelling containing no more than 8 dwelling units where all of the dwelling units are secured as residential rental tenure, except that 1 dwelling unit may be occupied by a registered owner of the site;
- (b) the permitted floor space ratio to a maximum of 1.00 for multiple dwelling containing no more than 6 dwelling units where at least 1 dwelling unit is developed as a below-market homeownership unit, if a partnering agreement between the City and the BC Housing Management Commission that establishes terms and conditions related to a below-market homeownership program has been entered into and is in effect; or
- (c) the permitted floor area by 1 m² per amenity share or per affordable housing share provided to the City at no cost to the City, to a maximum floor space ratio of 1.00 for multiple dwelling containing no more than 6 dwelling units,

if the Director of Planning considers the intent of this schedule and all applicable Council policies and guidelines.

3.1.1.2 For the purposes of this schedule, below-market homeownership unit means a dwelling unit with:

- (a) at least 2 bedrooms; and
- (b) a floor area of not less than 90 m²,

that is subject to a registered agreement with the BC Housing Management Commission with terms that ensure the dwelling unit will be sold at an initial price of a minimum of 50% below fair market value to purchasers that meet income and other eligibility criteria as specified by the BC Housing Management Commission in consultation with the Director of Planning, and that is in compliance with a partnering agreement between the City and the BC Housing Management Commission.

3.1.1.3 Despite section [3.1.1.1\(c\)](#) above, the maximum floor space ratio achievable as a result of the provision of amenity shares or affordable housing shares must otherwise comply in all respects with this schedule and this by-law.

3.1.2 Building Form and Placement

Regulations		R1-1
3.1.2.1	Site area and site frontage for multiple dwelling containing 6 or more dwelling units:	
	(a) minimum site area	557 m ²
	(b) minimum site frontage	15.1 m
3.1.2.2	Site area and site frontage for multiple dwelling containing 5 dwelling units:	
	(a) minimum site area	464 m ²
	(b) minimum site frontage	13.4 m
3.1.2.3	Site area and site frontage for multiple dwelling containing 3 or 4 dwelling units:	
	(a) minimum site area	306 m ²
	(b) minimum site frontage	10.0 m
	(c) maximum site area for multiple dwelling containing 3 dwelling units	463 m ²
	(d) maximum site frontage for multiple dwelling containing 3 dwelling units	13.3 m
3.1.2.4	Minimum site depth for:	
	(a) buildings in a courtyard configuration	33.5 m
	(b) all other buildings	30.4 m
3.1.2.5	Maximum building height for:	
	(a) rear buildings	8.5 m and 2 storeys
	(b) all other buildings	11.5 m and 3 storeys
3.1.2.6	Minimum front yard depth	4.9 m
3.1.2.7	Minimum side yard width	1.2 m
3.1.2.8	Minimum rear yard depth for:	
	(a) buildings in a courtyard configuration	0.9 m

Regulations	R1-1
(b) all other buildings	10.7 m
3.1.2.9 Maximum building depth	19.8 m
3.1.2.10 Maximum building width	17.4 m
3.1.2.11 Minimum separation between:	
(a) buildings located on a site frontage	2.4 m
(b) rear buildings	2.4 m
(c) buildings located on a site frontage and rear buildings	6.1 m

Building Depth

3.1.3 For corner sites, the Director of Planning may increase the maximum building depth if the Director of Planning first considers the intent of this schedule and all applicable Council policies and guidelines.

Building Separation

3.1.3.1 Minimum separation between buildings must be measured from the closest portion of the exterior walls of any other building on the site.

Diagram: Multiple dwelling – courtyard configuration

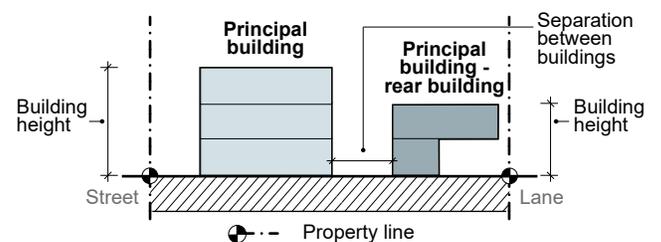


Diagram: Building placement for multiple dwelling in a courtyard configuration

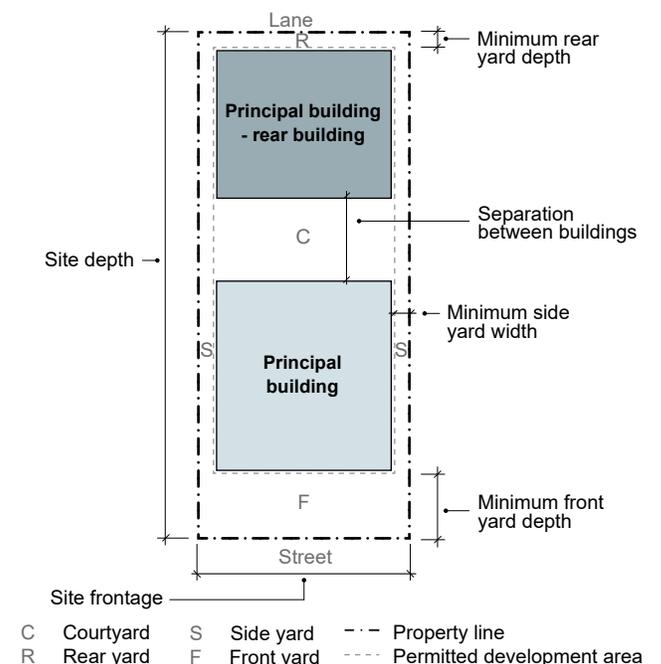


Diagram: Building placement for multiple dwelling on a smaller site frontage

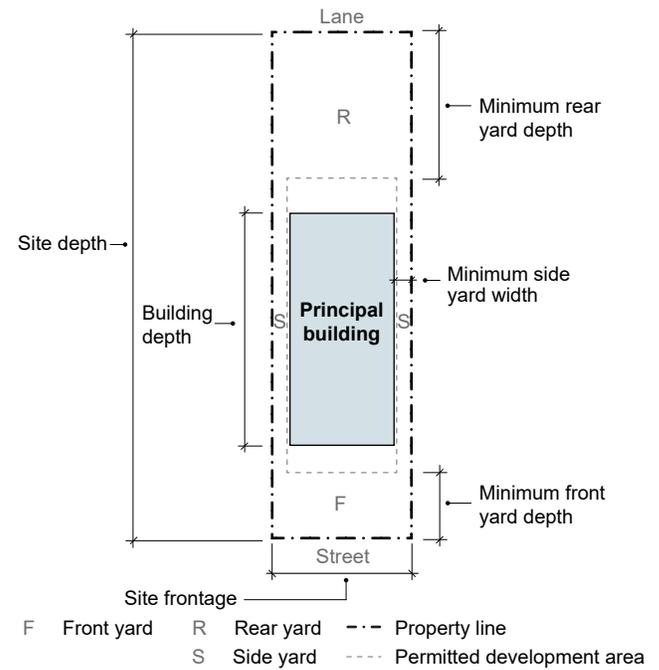
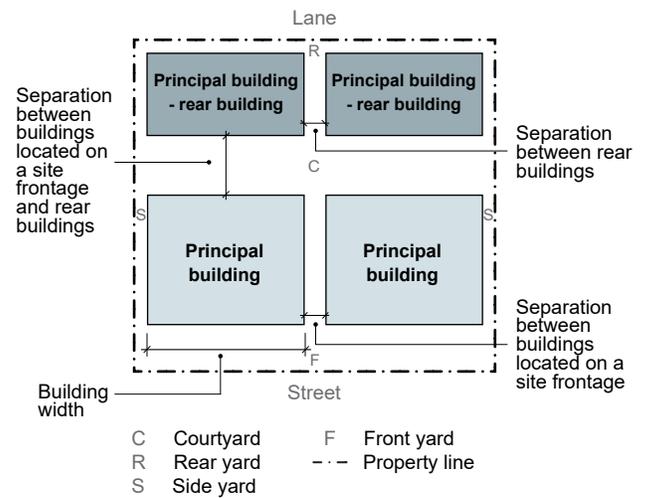


Diagram: Separation between buildings and building width for multiple dwelling in a courtyard configuration on a wider site frontage



3.2 Other Uses

All other uses not regulated by section 3.1 of this schedule are subject to the following regulations.

3.2.1 Density and Floor Area

3.2.1.1 The maximum floor space ratio is 0.60, except that for duplex and duplex with secondary suite, the maximum floor space ratio is 0.70.

3.2.1.2 Despite section 3.2.1.1 above, the Director of Planning may increase the permitted floor space ratio to a maximum of:

- (a) 0.65 for single detached house and single detached house with secondary suite to facilitate an addition to a character house;
- (b) 0.75 for multiple conversion dwelling to facilitate an addition to a character house; or
- (c) 0.85 for infill in combination with the retention of a character house,

if the Director of Planning considers the intent of this schedule and all applicable Council policies and guidelines.

3.2.2 Building Form and Placement

Regulations	R1-1
3.2.2.1 Minimum site area for duplex, duplex with secondary suite, single detached house, and single detached house with secondary suite	306 m ²
3.2.2.2 Minimum site frontage for duplex, duplex with secondary suite, single detached house, and single detached house with secondary suite	7.3 m
3.2.2.3 Maximum building height	11.5 m and 3 storeys
3.2.2.4 Minimum front yard depth	4.9 m
3.2.2.5 Minimum side yard width	1.2 m
3.2.2.6 Minimum rear yard depth	10.7 m
3.2.2.7 Maximum site coverage for all buildings	50% of the site area
3.2.2.8 Maximum area of impermeable materials	75% of the site area

Site Area and Site Frontage

3.2.2.9 The Director of Planning may reduce the minimum site area and minimum site frontage for a building containing a dwelling use if the Director of Planning is satisfied with the liveability of the dwelling units.

Building Height

3.2.2.10 Despite the maximum building height in section 3.2.2.3 above, the third storey must be a partial storey not exceeding 50% of the storey immediately below.

Side Yard

3.2.2.11 For a site frontage less than 10.1 m in width, the Director of Planning may reduce the minimum side yard width to 1.0 m.

3.2.2.12 For sites less than 7.3 m in width, the minimum side yard width will be reduced to permit the construction of a single detached house on an existing lot that was on record in the Land Title Office as of June 24, 2014, if the use was previously approved under issued development or building permits.

Site Coverage and Impermeability

3.2.2.13 Except where the principal use of the site is a parking area, the maximum site coverage for any portion of the site used as a parking area is 30%.

3.2.2.14 The Director of Planning may increase the maximum area of impermeable materials for non-dwelling uses if:

- (a) there is a demonstrated need for increased paved or otherwise impermeable surface area to the satisfaction of the Director of Planning; and

Diagram: Building height

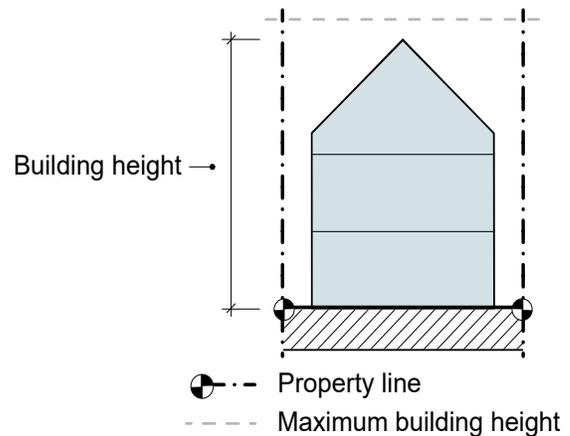
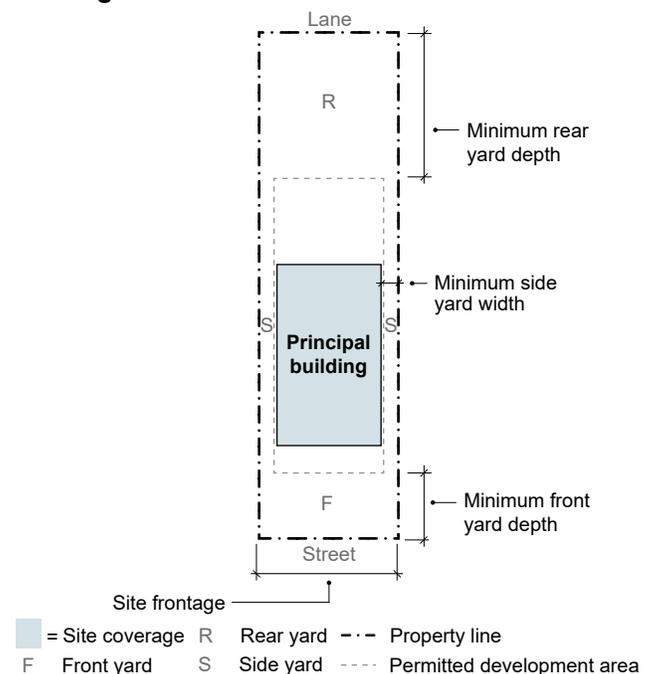


Diagram: Building placement for principal building



- (b) the Director of Planning considers the intent of this schedule and all applicable Council policies and guidelines.

4 GENERAL REGULATIONS

All uses in this district are subject to the following regulations.

4.1 Amenity Shares and Affordable Housing Shares

- 4.1.1 For the purposes of this schedule, amenity has the meaning set out in [Schedule F: Affordable Housing Share and Amenity Share Cost Schedule](#) of this by-law.
- 4.1.2 For the purposes of this schedule, the cost of an amenity share or affordable housing share is the amount specified per m² in [Schedule F: Affordable Housing and Amenity Share Cost Schedule](#) of this by-law for the R1-1 zoning district.

4.2 Computation of Floor Area

4.2.1 Computation of floor area must include:

- (a) all floors, including earthen floor, measured to the extreme outer limits of the building including accessory buildings;
- (b) stairways, fire escapes, elevator shafts, and other features that the Director of Planning considers similar to the foregoing, measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located; and
- (c) where the distance from a floor to the floor above, or where there is no floor above, to the top of the roof joists, exceeds 3.7 m, an amount equal to the area of the floor below the excess height.

4.2.2 Computation of floor area must exclude:

- (a) the floor area of a laneway house;
- (b) for multiple dwelling, where floors are used for off-street parking or bicycle storage, those floors or portions thereof that are contained within an accessory building or a rear building, provided that:
 - (i) each parking space is open on at least 2 sides and does not exceed 7.3 m in length, and
 - (ii) bicycle storage to a maximum of 24 m²;
- (c) for all other uses, where floors are used for off-street parking, loading and bicycle storage, those floors or portions thereof up to a maximum of 48 m², that are located in:
 - (i) an accessory building or a rear building,
 - (ii) a principal building where a site has no developed secondary access, or
 - (iii) a principal building on a corner site where the rear property line of a site adjoins, without the intervention of a lane, the side yard of a site in an R district,provided that each parking space does not exceed 7.3 m in length;

- (d) for multiple dwelling, floors or portions thereof that are used for heating and mechanical equipment, or uses that the Director of Planning considers similar to the foregoing, up to a maximum of 3.7 m² per dwelling unit;
- (e) patios and roof decks, if the Director of Planning considers the impact on privacy and overlook;
- (f) balconies and decks, and any other appurtenances that the Director of Planning considers similar to the foregoing, provided that the total area of these exclusions does not exceed:
 - (i) 12% of the permitted floor area for multiple dwelling, and
 - (ii) 8% of the permitted floor area for all other uses;
- (g) entries, porches and verandahs, and covered porches above the first storey, if:
 - (i) they are open or protected by guards that do not exceed the required minimum height,
 - (ii) the total area of these exclusions, when combined with the balcony and deck exclusions under section 4.2.2(f) above, does not exceed:
 - (A) 16% of the permitted floor area for multiple dwelling, or
 - (B) 13% of the permitted floor area for all other uses,
 - (iii) the depth of the total area being excluded for covered porches above the first storey does not exceed 1.8 m, and
 - (iv) the ceiling height, excluding roof structure, of the total area being excluded does not exceed 3.1 m measured from the entry, porch or verandah floor;
- (h) unconditioned floor areas with a ceiling height or height to the underside of joists of less than 2.0 m, located below the floors of entries, porches and verandahs complying with section 4.2.2(g) above, to which there is no access from the interior of the building;
- (i) areas of floors existing, proposed or as may be extended over open-to-below space located directly below sloping roof rafters or a sloping ceiling where the ceiling is directly attached to the underside of sloping roof rafters, and where the roof joists have a minimum 7:12 pitch and the related ceiling maintains the same pitch as the roof joists, if:
 - (i) the distance from the floor to any part of the roof rafters or ceiling is no higher than 2.3 m and no lower than 1.2 m, both measured vertically, and
 - (ii) the excluded floor area does not exceed 10% of the permitted total floor area,and despite the definition of “partial storey” in Section 2 of this by-law, for the purposes of this schedule the maximum permitted floor area contained in a partial storey must not include floor area excluded in this section 4.2.2(i);
- (j) areas of undeveloped floors that are located:
 - (i) above the highest storey or partial storey, and to which there is no permanent means of access other than a hatch, or

- (ii) adjacent to a storey or partial storey with a ceiling height of less than 1.2 m;
- (k) floors located at or below finished grade with a ceiling height of less than 1.2 m;
- (l) despite section 4.2.1(b) above, for multiple dwelling, where a dwelling unit is located above another dwelling unit in a multiple dwelling, an area of 7.5 m² per dwelling unit for an internal stairway that provides access to the upper dwelling unit and the area located immediately below the internal stairway; and
- (m) child day care facilities to a maximum floor area of 10% of the permitted floor area, if the Director of Planning is satisfied that there is a need for a child day care facility in the immediate neighbourhood.

4.3 Measurements

- 4.3.1 Where a building line has been established pursuant to section 8.1.2 of this by-law, such building line will be deemed to be the southerly boundary of any required rear yard on lands described in “Plan A” of Part III of **Schedule E** to this by-law, despite any dimension contained herein.
- 4.3.2 The maximum area of impermeable materials includes site coverage for all buildings.
- 4.3.3 For the purposes of section 3.1 of this schedule, building depth means the maximum distance from the front exterior wall to the rear exterior wall, except that balconies and entries, porches and verandahs that comply with **Section 10** of this by-law and sections 4.2.2(f) and 4.2.2(g) of this schedule may be excluded from the measurement of building depth.

4.4 External Design

- 4.4.1 No portion of the basement or cellar may project horizontally beyond the perimeter of the first storey, including entries, porches and verandahs.
- 4.4.2 The surface of the ground adjoining a building may be lowered only for the purpose of providing:
 - (a) a window well for a basement or a cellar, if the lowered surface does not extend more than 1.0 m from the surface of a wall;
 - (b) a sunken entrance for a basement, if:
 - (i) the portion of the building abutting the lowered surface faces either the front street or the rear property line,
 - (ii) the lowered surface does not extend more than 3.1 m into the required front or rear yard, measured from the street-facing wall and including stair runs or vertical change in grade between the basement and the existing grade, and
 - (iii) the sum of the widths of all lowered surfaces abutting the building is not greater than half the building width or 4.6 m, whichever is the lesser; or
 - (c) a sunken entrance for a cellar in buildings existing prior to June 23, 2020, if:

- (i) it complies with section 4.4.2(b) above, and
- (ii) the depth of the lowered surface does not exceed 1.8 m below the average finished grade,

except that the Director of Planning may vary the requirements of this section 4.4.2 if, in the opinion of the Director of Planning, the design meets the intent of the regulations for quality and durability of design and architectural expression.

4.4.3 Exterior windows in a secondary suite or lock-off unit must have a minimum total glazing area of:

- (a) 10% of the total floor area of the room, in each of the kitchen, living room and dining room; and
- (b) 5% of the total floor area of the room, in all other rooms, except bathrooms and laundry rooms.

4.4.4 For multiple dwelling, no exterior stairway can exceed the length of 2.4 m.

4.4.5 For multiple dwelling, a minimum area of 7.4 m² per dwelling unit must be provided in the form of balconies, decks, roof decks, patios, or other outdoor spaces to the satisfaction of the Director of Planning.

**DRAFT By-law to amend Parking By-law No. 6059
regarding missing middle housing and simplifying regulations**

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This by-law amends the indicated provisions of the Parking By-law.
2. In section 4.2.1.3, Council strikes out the entries for RS-7 and RS-1A in columns 1 and 2.
3. In column 1 of section 4.2.1.3, Council:
 - (a) adds “R1-1,” before “RT-5”; and
 - (b) strikes out “RS-2, RS-4,” before “RT-1”.
4. In section 4.2.1.4, Council:
 - (a) adds a new entry after the entry for DEOD as follows:

“R1 | No requirement.”; and
 - (b) in column 1, strikes out “RS-7,” before “RT-3”.
5. In column 2 of section 4.5.B1, Council adds “No requirement in an R1 district.” as a new entry before the entry “A minimum of 1 space for each 125 m² of gross floor area.”.
6. In section 4.7.2, Council:
 - (a) strikes out “Access to Parking Spaces in RS-1, RS-3, RS-3A, RS-5, RS-6 and RS-7 Districts”, and substitutes “Access to Parking Spaces in the R1-1 District”; and
 - (b) strikes out “Access by a vehicle to any off-street parking space on any site in the RS-1, RS-3, RS-3A, RS-5, RS-6, or RS-7 District must be from a lane abutting the site.” and substitutes “Access by a vehicle to any off-street parking space on any site in the R1-1 District must be from a lane abutting the site.”.
7. Council strikes out section 4.8.6 and renumbers sections 4.8.7 through 4.8.14 as sections 4.8.6 through 4.8.13, respectively.
8. Council strikes out section 4.8.12 and substitutes the following:

“4.8.12 Requirements for Laneway House Parking Space

On a site with a laneway house, there shall be at least one off-street parking space that is open on at least two sides.”.
9. In column 2 of section 6.2.1.2, after the last entry, Council adds a new entry as follows:

**DRAFT By-law to amend the Subdivision By-law No. 5208
regarding missing middle housing and simplifying regulations**

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This by-law amends the indicated provisions of the Subdivision By-law No. 5208.
2. In section 9.1, Council strikes out “RS-1, RS-3, RS-3A, RS-5 or RS-6” and substitutes “R1-1”.
3. In section 9.2, Council strikes out “RS-1, RS-3, RS-3A, RS-5 or RS-6” and substitutes “R1-1”.
4. In Table 1 of Schedule A, Council:
 - (a) adds a new entry under the entry for FM-1 as follows:

“

R1-1 Residential Inclusive	A	30'	[9.144 m]	3000 sq. ft.	[278.709 m ²]
	B	40'	[12.192 m]	3600 sq. ft.	[334.451 m ²]
	B1	40'	[12.192 m]	4800 sq. ft.	[445.935 m ²]
	B2	40'	[12.192 m]	6000 sq. ft.	[557.418 m ²]
	C	50'	[15.240 m]	5000 sq. ft.	[464.515 m ²]
	D	60'	[18.288 m]	5400 sq. ft.	[501.676 m ²]
	E	75'	[22.860 m]	6750 sq. ft.	[627.095 m ²]
	F	100'	[30.480 m]	12000 sq. ft.	[1 114.836 m ²]
	G	150'	[45.720 m]	18000 sq. ft.	[1 672.254 m ²]

”;

- (b) strikes out the entries for RS-1, RS-1A, RS-1B (Single Detached House E. of Elliott Street), RS-1B (Single Detached House W. of Elliott Street), RS-2, RS-3 and RS-3A, RS-5, RS-6 and RS-7 in their entirety.
5. In Table 2 of Schedule A, Council strikes out the entries for RS-1A, RS-1B, RS-2 and RS-7 in their entirety.
6. In item 7 of Schedule F (Fees), Council strikes out “RS-1, RS-3, RS-3-A, RS-5 or RS-6” and substitutes “R1-1”.
7. This by-law is to come into force and take effect on the date of its enactment, except that sections 2 through 6 do not come into force or take effect and the Subdivision By-law existing on [day before enactment date] remains in force and effect with regard to any complete

**DRAFT By-law to amend Street and Traffic By-law No. 2849
regarding missing middle housing and simplifying regulations**

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This by-law amends the indicated provisions and Schedules of the Street and Traffic By-law.

2. In Schedule F, Council:

- (a) strikes out “RS-1 District” and substitutes “R1-1 District”; and
- (b) strikes out:

- (i) “RS-1A District”,
- (ii) “RS-1B District”,
- (iii) “RS-2 District RS-3 and RS-3A Districts”,
- (iv) “RS-4 District”,
- (v) “RS-5 District”,
- (vi) “RS-6 District”, and
- (vii) “RS-7 District”.

3. This by-law is to come into force and take effect on the date of its enactment, except that section 2 does not come into force or take effect and the Street and Traffic By-law existing on [day before enactment date] remains in force and effect with regard to any complete development permit applications for single detached house or single detached house with secondary suite accepted on or before [enactment date].

ENACTED by Council this _____ day of _____, 2023

Mayor

City Clerk

APPENDIX H
Summary of By-law and Land Use Document Amendments

Below is a summary of proposed amendments to the City’s By-laws and land use documents resulting from adding missing middle housing and simplifying regulations in low density neighbourhoods. Many of these amendments are being proposed as a result of consolidating the nine RS zoning districts by rezoning areas zoned RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-5, RS-6 and RS-7 to a new R1-1 district.

By-laws will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting. Should there be any discrepancy between this summary and the draft amending by-laws, the draft amending by-laws prevail. This appendix is a summary of proposed amendments, prepared for convenience.

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Part 1: Summary of Proposed Amendments to the Zoning and Development By-Law

Table 1: Amendments to Sections 2, 4, 5, 9, 10 and 11 and Schedule F

Section	Section	Description of Amendment
Section 2: Definitions		<ul style="list-style-type: none"> Amend the definitions of basement and cellar to align with new basement depth regulations Replaces definition of Passive House and adds definition for Zero Emission Building to simplify the applicability of incentives to all zero emission buildings.
Section 4: Development Permits	4.8.1(g)	<ul style="list-style-type: none"> Delete references to former RS district names and align requirements for all R1-1 zoned areas.
Section 5: By-law Relaxations and Powers of Discretion	5.1.3	<ul style="list-style-type: none"> Delete references to former RS district names and replace with "R1-1".
	5.2.4	<ul style="list-style-type: none"> Provision to permit additional above grade floor area due to soil conditions will be removed because R1-1 will no longer have basement floor space ratio incentives or above-grade floor space ratio cap.
	5.2.6	<ul style="list-style-type: none"> Provision to vary minimum site width provisions deleted and moved to R1-1 district schedule.
Section 9: Zoning Districts	9.1.1.1	<ul style="list-style-type: none"> Add new "Residential Inclusive" classification section and add R1-1 district to this section Delete references to former RS district names.
Section 10: General Regulations	10.2.1	<ul style="list-style-type: none"> Acoustic provision will no longer apply in R1-1 zoned area to align regulations in RS districts.
	10.4.1	<ul style="list-style-type: none"> Remove RS reference from corner site clause because the RS simplification approach is to provide a fixed side yard requirement that does not rely on the neighbouring development.
	10.5 10.5.1	<ul style="list-style-type: none"> Remove RS reference from yard depth regulations because yards will be regulated in the R1-1 district.
	10.8.1(c)	<ul style="list-style-type: none"> Include balconies for zero emission multiple dwelling buildings in R1-1 in the allowance for balconies to project into yards. Exclude balconies for non zero emission multiple dwelling building in R1-1 from this provision. This is to minimize impacts to lower units'

		access to daylight and open sky. Zero emission buildings have limited rooftop access.
	10.8.3	<ul style="list-style-type: none"> Amend to no longer regulate projections width in R1-1.
	10.14.4(b) 10.14.8	<ul style="list-style-type: none"> Delete references to former RS district names and replace with “R1-1”.
	10.18.1	<ul style="list-style-type: none"> Clarify applicants can only apply one floor space ratio exclusion for mechanical equipment for residential buildings of 3 storeys or less.
	10.20.1(a) 10.20.3(b)	<ul style="list-style-type: none"> Amend finished grade regulations to align with new basement depth regulations.
	10.33	<ul style="list-style-type: none"> Extend passive house or zero emission building provisions to multiplexes and simplify and clarify language in the clauses.
	10.36.1	<ul style="list-style-type: none"> Clarify that a clause on computation of floor area supersedes regulations within the district schedule.
Section 11: Use Specific Regulations	11.3.8	<ul style="list-style-type: none"> Amend laneway house regulations to increase the permitted floor area of a laneway house from 0.16 to 0.25 FSR, standardize floor area exclusions, simplify setback requirements, and remove external design regulations.
Schedule F - Affordable Housing and Amenity Share Cost Schedule		<ul style="list-style-type: none"> Affordable Housing Share or Amenity Share Cost Rates added for R1-1 based on site area and site frontage. Map added to identify sub-areas of R1-1 to determine rates.

Table 2: Amendments to District Schedules

District Schedule	Section	Description of amendment
RT-1	4.1.1(c)	<ul style="list-style-type: none"> Remove bay window requirements from the external design regulations because they are not a feature supported in passive house design.
RT-2	4.1.1(c)	
RT-3	4.1.1(c)	
RT-4, RT-4A, RT-4N and RT-4AN	4.1.1(c)	
RT-5 and RT-5N	4.1.1(c)	
RT-6	4.1.1(c)	
RT-7	4.1.1(c)	
RT-8	4.1.1(c)	
RT-9	4.1.1(c)	
RT-10 and RT-10N	4.1.1(d)	
RT-11 and RT-11N	4.1.1(d)	

RM-1 and RM-1N	4.1.1(d)	
RM-2	4.1.1(c)	
RM-3	4.1.1(c)	
RM-3A	4.1.1(c)	
RM-4 and RM-4N	4.1.1(c)	
RM-5, RM-5A, RM-5B, RM-5C, and RM-5D	4.2.1(c)	
RM-6	4.1.1(c)	
RM-7, RM-7N, and RM-7AN	4.1.1(d)	
RM-8, RM-8N, RM-8A, and RM-8AN	4.2.1(d)	
RM-9A and RM-9AN	4.2.1(c)	
RM-9, RM-9N, and RM-9BN	4.2.1(c)	
RM-10 and RM-10N	4.2.1(c)	
RM-11 and RM-11N	4.2.1(c)	
RM-12N	4.2.1(d)	
FM-1	4.1.1(c)	
RT-5 and RT-5N	4.5.6	<ul style="list-style-type: none"> Remove duplicated variance for Passive House. This variance is already provided in Section 10.33.
RT-11 and RT-11N	4.6.8	
RM-7, RM-7N and RM-7AN	3.5.2.11	
RM-7, RM-7N and RM-7AN	4.7.4	
RM-8, RM-8N, RM-8A and RM-8AN	3.4.2.11	
RM-8, RM-8N, RM-8A and RM-8AN	4.8.3	
RT-5 and RT-5N	4.1.2(f)(iv)	<ul style="list-style-type: none"> Amend the depth of covered porches for the exclusion of floor area from 1.83 m to 1.8 m to align with the proposed simplified regulations in R1-1.
RT-11 and RT-11N	4.1.2(f)(iv)	
RM-7, RM-7N, and RM-7AN	4.1.2(h)(iv)	
RM-8, RM-8N, RM-8A, and RM-8AN	4.1.2(h)(iv)	
RT-1	1.1	<ul style="list-style-type: none"> Delete former RS district names from the title of the Multiple Conversion Dwelling guidelines.
RT-2	1.1	

Table 3: Proposed Amendments to Replace all references to the RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-5, RS-6 and RS-7 districts and “RS” with “R1-1” in the Following Sections and District Schedules of the Zoning and Development By-law

Section 2: Definitions
Section 4: Development Permits
Section 5: By-law Relaxations and Powers of Discretion
Section 9: Zoning Districts
Section 10: General Regulations
RT-11 and RT-11N
RM-7, RM-7N and RM-7AN
RM-8, RM-8N, RM-8A and RM-8AN
RM-9A and RM-9AN
RM-9, RM-9N and RM-9BN
RM-10 and RM-10N
RM-11 and RM-11N
C-2B
C-2C
C-2C1
C-3A
I-2
M-1
M-1A
M-1B
M-2

Part 2: Summary of Proposed Amendments to Other By-Laws

Table 4: Summary of Proposed Amendments to Other By-laws

By-law	Description of amendment
Parking By-law	<ul style="list-style-type: none"> • Delete references to former RS district names and align requirements for all R1-1 zoned areas. • Standardize the parking requirements for multiple conversion dwelling and infill. • Include no vehicular parking requirement for multiplex to allow for flexibility. • Delete clause for setbacks from residential accommodation because there are existing setbacks required in the Vancouver Building By-law. • Amend requirements for laneway house parking space to allow for parking as an attached carport to provide open space for an electrical transformer box. The unenclosed requirement continues to ensure that the space is used for parking and not creating pressure for on street parking. • Include no bike parking requirement for multiplex due to hardship and to limit intrusions onto shared open space including the courtyard and rear yard.
Subdivision By-law	<ul style="list-style-type: none"> • Consolidate the RS zone requirements into one R1-1 category. • Delete references to former RS district names and align requirements for all R1-1 zoned areas.
Vancouver Building By-law	<ul style="list-style-type: none"> • Maintains preference for the principal entrance to an ancillary residential building to be visible from the street but, if not, provides an option for notification by strobe light connected to a smoke alarm in the case of an emergency. This amendment clarifies existing practice.
Zoning and Development Fee By-law	<ul style="list-style-type: none"> • Delete fees and clauses to increase maximum floor space ratio for single detached house and duplex because there will no longer be conditional floor space ratio for these dwelling uses. • Delete references to former RS district names and replace with "R1-1".
Street and Traffic By-law	<ul style="list-style-type: none"> • Delete references to former RS district names and replace with "R1-1"
Sign By-law	<ul style="list-style-type: none"> • Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district. • Delete references to former RS district names and replace with "R1-1".

Part 3: Summary of Proposed Amendments to Policies and Guidelines

A. Guidelines Proposed for Repeal

Table 5: Guidelines Proposed for Repeal

Guideline	Rationale
Boundary and Tanner RS-1 Guidelines	Deleting external design guidelines. This document is outdated as single detached house is an outright use.
RS-1 Caretaker Dwelling Unit Guidelines	Infill for caretaker units will be removed as an option but laneway house, infill in combination with character house retention or multiplex will be available as an option instead.
Charles/Adanac RS-1 Guidelines	Deleting external design guidelines. This document is outdated as single detached house is an outright use.
Riverside RS-1B Guidelines	Deleting external design guidelines. This document is no longer needed as the use (2 single detached houses on a lot) is replaced by multiplex options with no regulation of building style. New multiplex will provide a similar option that allows two buildings on a lot, with higher density and less restriction on design regulations, and improve the permitting process.
RS-2 and RS-7 Infill and Multiple Dwelling Guidelines	This is superseded by Guidelines for Additions, Infill and Multiple Conversion Dwelling in Association with the Retention of a Character House in an RS Zone for infill guidance. Multiple Dwellings in RS will be regulated by the District Schedule.
RS-3, RS-3A and RS-5 Design Guidelines	Deleting external design guidelines. This document is no longer needed as all new single detached houses will be an outright use, with no regulation of building style. The new R1-1 district will no longer regulate the above grade floor area and the guidelines would be inconsistent with zoning regulations.
RS-6 Design Guidelines	Deleting external design guidelines. This document is no longer needed as all new single detached houses will be outright, with no regulation of building style. The new R1-1 district will no longer regulate the above grade floor area and the guidelines would be inconsistent with zoning regulations.
RS-7 Guidelines	These guidelines apply mainly to multiple dwelling and infill. New multiple dwellings, in the form of multiplex, will provide a similar housing option with higher density and less restriction on design regulations. Infill continues to be allowed in combination with character house retention via the Guidelines for Additions, Infill and Multiple Conversion Dwelling in Association with the Retention of a Character House in an RS Zone. This set of guidelines will be obsolete.

Deering Island RS-1 Guidelines	These guidelines include a setback that is superseded by setbacks in the Flood Plain Standards and Requirements guidelines.
RS Zones Impermeable Materials Site Coverage Guidelines for RS-1, RS-1A, RS-1B, RS-2, RS-3, RS-3A, RS-4, RS-5, RS-6, and RS-7 Zones	Impermeability is increased to 75% in the new R1-1 district and a relaxation clause has been added for non-dwelling uses requiring further relaxations, as a result these guidelines will no longer be required.

B. Proposed Amendments to Policies and Guidelines

Table 6: Proposed Amendments to Replace “RS” and “RS-1” with “R1-1” in Policies

Document Title	Section
Community Amenity Contributions Policy for Rezoning	Table 1
	Appendix Table 1
Development Contribution Expectations Policy in Areas Undergoing Community Planning	Table 1a
	Table 1b
	Table 2
	Map A labels
	Map A legend: delete "RS Zoning Districts" and replace with "R1-1"
Moderate Income Rental Housing Pilot Program (MIRHPP) Rezoning Policy	Background and context
	Table 3
Secured Rental Policy	Table 1
	2.4
	2.4.1
	2.4.3
	Table 2
	Appendix
Strata Title Policies for RS, RT and RM Zones	Title
	1
	5
Zero Emissions Building Catalyst Policy	7

Table 7: Proposed Amendments to Guidelines

Document Title	Section	Proposed amendment	Rationale
Guidelines for Additions, Infill and Multiple Conversion Dwelling in Association with the Retention of a Character House in an RS Zone	Various	See Part 3 C. for red line version of this guideline for amendments	<ul style="list-style-type: none"> • Update title to reflect new R1-1 zone. • Include information on pad-mounted transformers. • Clarify FSR guidelines for more than one infill buildings on large sites to reflect current practice. • Remove guidelines for roof form, site area, building depth and external design. • Delete references to former RS district names and align requirements for all R1-1 zoned areas. • Update dwelling unit density to align allowable number of units based on site width with the proposed multiplex options.
Guidelines for the Administration of Variances for Zero Emission Buildings in RS, RT and RA Districts	Various	See Part 3 D. red line version of this guideline for amendments	<ul style="list-style-type: none"> • Update title to reflect new R1-1 zone. • Align with proposed amendments to Sections 2 and 10 of the Zoning and Development By-law. • Align with proposed amendments to district schedules in the Zoning and Development By-law. • Floor area exclusions updated to reflect new testing.
Multiple Conversion Dwelling Guidelines (RS-1A, RS-2, RS-7, RT-1 and RT-2 districts)	Title	Remove "RS-1A, RS-2, RS-7" from the title of this Guideline	Guideline will no longer apply in the R1-1 district.
	1	Remove "RS-1A, RS-2, RS-7"	Guideline will no longer apply in the R1-1 district.

	2	Remove "In the RS-7 zone, consult the RS-7 District Schedule for External Design regulations, and the RS-7 Guidelines, Section 7 landscaping."	Guideline will no longer apply in the R1-1 district. RS-7 District Schedule and RS-7 Guidelines will be repealed.
	3.2	Remove "This section is not applicable in RS-1A Districts."	Guideline will no longer apply in R1-1 district.
C-2 Guidelines	2.1	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
C-2, C-2B, C-2C, and C-2C1 Guidelines for Residential Rental Tenure Buildings	2.1	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
RM-1 and RM-1N Guideline	1(c)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	2.1.1(c)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	4.7(d)	Delete "RS zones" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
RM-7 and RM-7N Guidelines	1.1(c)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	1.2	Delete "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Table 1, row (A)	Delete instances of "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.

	Table 1 Row (A)	Remove "-0.70"	Align with new FSR regulations.
RM-7AN Guidelines	1.1(c)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	1.2	Delete "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Table 1, row (A)	Delete instances of "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Table 1 Row (A)	Remove "-0.70"	Align with new FSR regulations.
	2.2.2(b)(iii)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
RM-8, RM-8N, RM-8A and RM-8AN Guidelines	1.1(d)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	1.2	Delete "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Table 1, first row	Delete instances of "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Table 1, first row	Remove "-0.70"	Align with new FSR regulations
RM-9, RM-9A, RM-9N, RM-9AN and RM-9BN Guidelines	1.1(c)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	1.2	Delete "RS1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
RM-10 and RM-10N Guidelines	4.5(a)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	4.6	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS

			zoning districts to a new R1-1 zoning district.
Residential Rental Districts Schedules Design Guidelines	1.1(a)(ii)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	1.1(a)(iii)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Figure 2	Delete instances of "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Figure 19	Delete instances of "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
RT-11 and RT-11N Guidelines	1(c)	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	4.4.1	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	4.6(e)	Delete "RS zones" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Appendix A page 23	Delete instances of "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
	Appendix A page 24	Delete instances of "RS-1" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
Community Care Facility - Class B and Group Residence Guidelines	2.3	Delete "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
Guidelines for the Administration of Variance in Larger Zero Emission Buildings	Title	Change the title of this guideline to "Guidelines for Larger Zero Emission Buildings"	Align with simplification updates to the "Guidelines for the Administration of Variances for Zero Emission Buildings in RS, RT and RA Districts".

	Intent	Delete instances of "RS" and replace with "R1-1"	Update reference to reflect consolidation and rezoning of RS zoning districts to a new R1-1 zoning district.
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C. Red Line Version of Amendments to Guidelines for Additions, Infill and Multiple Conversion Dwelling in Association with the Retention of a Character House in an RS Zone



City of Vancouver *Land Use and Development Policies and Guidelines*

Planning, Urban Design and Sustainability Department

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***Proposed amendments are shown in red**

GUIDELINES FOR ADDITIONS, INFILL AND MULTIPLE CONVERSION DWELLING IN ASSOCIATION WITH THE RETENTION OF A CHARACTER HOUSE IN THE R1-1 ZONE AN RS-1 ZONE

Adopted by City Council on October 3, 2017

Amended January 16, 2018, December 18, 2018, and July 20, 2022, Month, Day, Year



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1 Application and Intent

These guidelines are to be used in conjunction with the ~~R1-1RS-1~~ district schedules of the Zoning and Development By-law and pertain to the approval of conditional floor area for additions to a character house, the approval of the conditional uses of infill and multiple conversion dwelling, and the approval of certain development relaxations, when associated with the retention of a qualifying character house.

The intent of the guidelines is to ensure that:

- (a) renovations, alterations and additions to existing character houses maintain a form and character sensitive to the design of the original house;
- (b) additions, infill, and conversion developments are respectful of the ~~design-scale~~ of adjacent properties and provide a good fit with the overall neighbourhood; and,
- (c) site design considers and respects existing amenities, including trees and mature landscape.

The guidelines will be used to:

- (a) assist owners and applicants in designing developments; and,
- (b) provide a basis on which City staff evaluates projects for approval of conditional floor area, the conditional approval uses of infill and multiple conversion dwelling, and discretionary variations in regulations.

2 General Design Consideration

2.1 Character House Criteria

~~A character house is defined as ‘an existing building that, in the opinion of the Director of Planning, has sufficient heritage character to justify its conservation’.~~

A character house is typically a single detached house constructed prior to January 1, 1940 that meets the following character merit criteria as established by the Director of Planning. Refer to Section 2 of the Zoning and Development By-law for its definition. An assessment is required to determine if a house is considered to have character merit and a candidate for discretionary incentives in zoning, including conditional floor area, infill or multiple conversion dwelling, and development relaxations.

The following are the minimum criteria:

- (a) Must have:
 - (i) Original massing and primary roof form - Alterations/additions that are subsidiary to the original massing and primary roof form, such as dormers, are not considered to have altered the character of the house.
- (b) Plus any four of the following:
 - (i) Entry - Original open front porch or verandah, or only partially filled in, or other original entry feature.
 - (ii) Cladding - Original cladding or replacement cladding consistent with the era when the house was built.
 - (iii) Window Openings - Original location, size and shape (50% or more). The windows themselves may not be original.
 - (iv) Period Details - Two or more period details, such as fascia, window casing or trim, eave brackets, soffits, exposed beam or joist ends, half-timbering, decorative shingling, porch columns, original wood doors, entry transom/sidelights, decorative or feature windows (special shapes, bay windows, crafted/leaded glass), brick or stone chimneys, piers or foundations, secondary porch, turrets, etc.
 - (v) Streetscape Context - The house is part of a context of 2 or more character houses on the same block face (including the subject house). In assessing the streetscape, at least 2 houses on either side of the subject house should be included.

Pre-1940s buildings that have been severely altered and do not qualify as character houses may be considered for incentives, including infill and/or conversion, if character elements are restored and reinstated as part of a development proposal. In special cases, a house built in 1940 or after that has particular architectural merit, and retains original and distinctive character features, may be considered a character house. In these cases, retention incentives may be supported on a case by case basis at the discretion of the Director of Planning.

A character house is not required to be listed on the Vancouver Heritage Register. Houses listed on the Vancouver Heritage Register are eligible for the zoning incentives available to character houses, including conditional floor area, infill or conversion, if meeting the above criteria.

2.2 Character House Retention Requirements

To be eligible for incentives, including conditional floor area, infill or conversion, the existing character house must be retained and restored to its original character as viewed from the street. At the pre-application stage, an assessment of the existing condition of the house will be undertaken by Planning staff to inform the amount of restoration required. This may include restoration of character elements, such as traditional window styles or opening up of entry porches that have been enclosed. The extent of restoration required will be determined by the scope of the proposal. Minimum expectations regarding the level of structural retention required in a character house undergoing major renovations and seeking conditional benefits in zoning are outlined in the [Zoning and Development By-law Administrative Bulletin: Retention and Renovation of Character Merit Buildings – Scope and Documentation bulletin](#).

2.3 Additions

Additions should appear subordinate in visual prominence to the retained character house, as seen from the street. In general, additions should be located at the rear. Additions may extend to the side, noting that side additions should be set back from the front façade in order to create a clear distinction between old and new. Additions to the existing front facade are not supportable.

Figure 1 – Addition is set back from the front. This retains the original façade and minimizes disruption to the streetscape



Rear additions are not required to replicate the period or style of the original house; however, a high degree of design sensitivity should be brought to additions seeking an architectural expression that is distinct from the original house.

Additions should be subordinate to the form and massing of the original house. Large additions may be seen to overwhelm the original house form and compromise its character value. Therefore, the maximum floor space ratio may not be fully achievable through an addition when the existing character house is modest in size. In those cases, infill may be a more supportable approach for the site.

Flexibility is provided with regards to building depth for additions. See Section 5.6 of these guidelines.

3 Site Design and Tree Retention

Existing trees and mature landscape are an important aspect of many character house sites, contributing to the character and amenity of the site and neighbourhood. Tree retention strategies should be explored at an early stage in the site design. Character house projects and associated infill, laneway houses or garages should be located and designed to preserve existing trees, where possible. Existing landscape features, such as stone walls, should also be retained, where possible.

To retain significant trees, the Director of Planning may relax the regulations regarding the siting of buildings, and the required number of parking stalls. Alternately, some sites may not be considered suitable for infill if significant tree removal is required. Utility connections and new landscape work such as driveways, walkways, patios, privacy fences and intensive plantings should be located to avoid disturbance of tree protection zones. Generally, site grading should respect the existing topography and provide compatibility with adjacent sites.

In some cases, electrical services such as a Pad-mounted Transformer (PMT) equipment may be required on the site, particularly for sites with more than 3 units. An area must be designated within the rear yard to accommodate such equipment unless confirmation is provided from BC Hydro that a PMT is not required. Engaging BC Hydro early in the planning process is recommended.

4 Uses

4.1 Multiple Conversion Dwelling

Multiple conversion dwelling is the conversion of an existing character house to contain more than one dwelling unit, but does not include a single detached house with secondary suite. In considering development permit applications for multiple conversion dwellings, the following factors will be taken into account:

- (a) quality and liveability of the resulting units;
- (b) suitability of the building for conversion in terms of age and size;
- (c) effect of the conversion on adjacent properties; and
- (d) effect of the conversion on the form and character of the existing house.

Additions may be permitted in accordance with these guidelines.

4.2 Infill

Infill may be permitted as an incentive to retain an existing character house by allowing the construction of a second residential building, typically in the rear yard on sites with a developed lane.

In general, infill buildings should be subordinate to the existing character house, and respectful of adjacent properties. The following guidelines are intended to ensure a modest, neighbourly scale for infill buildings. Numerical values are not intended to be prescriptive, but to provide appropriate benchmarks to assist with the evaluation of proposed designs.

4.2.1 Infill Location

Infill will typically be located in the rear yard of sites with a developed lane.

On large sites where there is no lane access, a rear yard infill may be considered, provided there is a consistent pattern on the block of vehicular access from the street and new driveways can be located to avoid existing trees.

Front or side yard infill buildings may be considered ~~on large sites~~ where doing so would not unduly detract from the character and pattern of development of the neighbourhood. Infill located at the front of the site should be generally consistent with the regulations for size, building form and location of new principal buildings, including height.

Relocation of a character house may be considered to provide an access path to the infill building, or required separation between the buildings, with due regard to the zoning regulations for yards, and provided significant features such as stone foundations and pillars can be retained and existing trees preserved, where possible.

4.2.2 Floor Space Ratio (FSR)

The infill should not exceed 0.25 FSR, or 186 square metres (2000 square feet).

Where the size of an addition would compromise the form or the character of the retained house, infill building may exceed 0.25 FSR, or 186 square metres (2000 square feet).

On large sites, consideration may be given to allow more than one infill to assist in breaking up the massing of buildings at the lane.— In such cases the maximum floor area of each infill building should not exceed 186 square metres (2000 square feet).

4.2.3 Yards, Separation and Building Width

The minimum side yard setback should be ~~1.0~~ 1.2 metre (~~3.3~~ 4.0 feet).

The minimum rear yard setback should be 0.9 metres (3 feet).

The minimum separation between the existing character house and the infill building should be 4.9 metres (16 feet) to provide sufficient open space on site and in relation to neighbouring sites.

~~The maximum width of rear yard infill and accessory buildings should not exceed 80 percent of site width.~~

4.2.4 Infill Building Height

Infill building height is limited to ~~one and a ‘partial’ second storey. Designs that approach the appearance or impact of a full two-storey expression should be avoided.~~ two storeys up to 8.5 metres (28 feet).

While there is no particular architectural style prescribed for infill buildings, careful attention to the design of the infill is necessary to ensure an appropriate scale at the lane. The height provision allows for flexibility to respond to a site’s topography, and to assist in the provision of required assemblies for a green roof, or to accommodate discrete clerestory elements above the primary roof line, noting such elements should improve liveability, daylighting and ventilation, and add architectural interest through variation in the roof profile. It is not intended for buildings to maximize the allowable height where not necessary, such as excessive ceiling height.

The permitted building height will be related to the proposed roof form as follows:

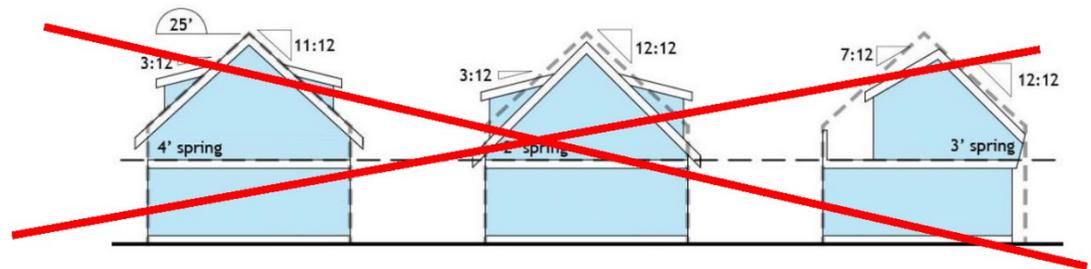
(a) ~~Pitched Roofs~~

~~The second storey is not limited in floor area, but should be contained within a simple, steeply pitched primary roof form of a minimum pitch of 7:12. Secondary roof forms may be provided as outlined below (dormers).~~

~~The maximum overall building height should not exceed 7.7 metres (25 feet) to the ridge of a roof with a minimum pitch of 7:12.~~

~~The spring height for the primary roof should not exceed 1.2 metres (4 feet). Depending on the extent of dormers, a lower spring height may be suitable for some roof designs, to ensure an appropriate scale for the second storey and to facilitate the provision of windows at a standard sill height.~~

~~Figure 2—Height for minimum 7:12 pitch roofs~~



(b) — Dormers

Dormer roof slopes should generally not be less than 3:12.

Dormer walls should be set in a minimum of 0.6 metres (2 feet) from the wall below and from adjacent walls (end gables) where possible.

The eave height of dormer roofs should be as low as practical to reduce the perceived scale of the partial upper storey.

- (i) — On a roof where the ridge runs across the property:
 - the largest dormer(s) should face the lane, and should not exceed 75 percent of the width of the partial upper storey; and,
 - dormers facing the character house should not exceed 50 percent of the width of the partial upper storey.
- (ii) — On a roof with gable ends facing the lane:
 - dormers facing a required side yard should not exceed 60 percent of the building length.

(c) — Flat roofs, shed roofs and roof pitches less than 7:12

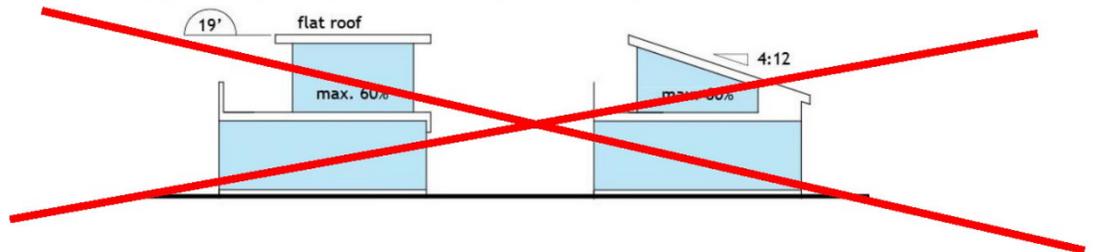
For flat, shed, or shallow pitched roofs, more design care is necessary to minimize the appearance of a two-storey building.

The floor area of the partial second storey should be approximately 60 percent of the floor area of the first storey, with setbacks to reduce its prominence.

The maximum overall building height should not exceed 5.8 metres (19 feet).

Increases in building height may be considered due to topography, to assist in the provision of required assemblies for a green roof, or to accommodate discrete clerestory elements above the primary roof line, noting such elements should improve liveability, daylighting and ventilation, and add architectural interest through variation in the roof profile.

Figure 3 — Height and partial second storey for roofs with pitch < 7:12



4.2.5 Solar Panels

Solar Panels are excluded from building height in accordance with the ~~Administration Bulletin: Solar Hot Water and Photovoltaic Panels – Installation Guidelines for Residential Zones~~ bulletin.

4.2.6 Green Roofs

Green roofs on infill buildings are encouraged to improve environmental performance, and to provide an amenable outlook from upper levels of neighbouring houses.

4.2.7 Balconies and Decks

Balconies and decks should be in-keeping with the roof design. Balconies may be located at the ~~partial~~ second storey of the infill building and should face the lane, or a flanking street at corner sites. Balconies or decks facing the interior of the site, or roof decks above the ~~partial~~ second storey, are not permitted for infill buildings.

5 Relaxations of Regulations of the Zoning and Development By-law

The Director of Planning may relax the regulations of the Zoning and Development By-law when a character house is retained as per Section 10.11 of the Zoning and Development By-law. In cases where relaxation of a regulation is proposed to support retention of a character house, the Director of Planning will also consider impact on adjacent properties. Further direction is given below.

~~5.1~~ **Site Area**

~~Some RS zones limit infill development to large lots and/or in association with a caretaker dwelling unit. Those limitations are not applicable to infill in combination with retention of a character house.~~

~~5.12~~ **Building Height**

Additions may be permitted to match the building height of a character house to better relate to and integrate with its roof form.

~~5.23~~ **Yards**

Additions may be permitted to match the yard setbacks of a character house to better relate to its massing, or floor plans, with due regard to the requirements of the Vancouver Building By-law.

~~5.4~~ **Above-grade basement floor area exclusion in RS-3 and RS-3A**

~~In accordance with Section 4.1.2 (f) of the RS-3 and RS-3A Districts Schedule, basements are excluded from floor area if the main floor is located less than 2.0 metres (6.56 feet) above finished grade. Historically, character houses may have a higher main floor resulting in the existing basement being included in floor area. For a character house, the Director of Planning may exclude floor space below an existing main floor level which is located 2.0 metres (6.56 feet) or more above finished grade; however, if the renovation project includes a new basement and foundation, the Director of Planning may require the main floor level of the house to be lowered to comply with the regulation.~~

~~5.35~~ **Site Coverage**

The site coverage of buildings should be responsive to building massing and open space at neighbouring sites. ~~The site coverage of buildings should not exceed 45 percent of the site area. The area of impermeable materials, which includes the site coverage of buildings and~~

~~impermeable surfaces (such as paths, driveways, and patios), should not exceed 60 percent of the total site area. The area of site coverage and impermeable materials may be increased a modest amount due to site constraints if rainwater management best practices are proposed. Refer to the City of Vancouver Integrated Rainwater Management Plan, Best Management Practice Toolkit, Volume 2.~~

5.6 Building Depth

~~Increases in the permitted building depth relative to the lot depth may be considered, as follows:~~

~~(a) For the cellar or basement and first storey, a building depth of 45 percent may be allowed; and,~~

~~(b) For the second floor and above, a building depth of 40 percent may be allowed.~~

~~Greater percentage building depth may be considered for sites with depth less than 30.5 metres (100 feet) or to support retention of existing trees or mature landscape.~~

~~In general, the building depth should not exceed 50 percent.~~

~~Additions seeking an increase in building depth should be responsive to the configuration of neighbouring buildings. The best massing solution may vary, depending on the particulars of the existing character house and neighbouring buildings.~~

~~Additions that project into rear yards beyond neighbouring buildings should be designed to minimize massing and overlook impacts. New windows and balconies or decks should be carefully positioned to ensure privacy, and portions of the addition that project beyond the permitted building depth may be required to step down in height.~~

5.7 External Design

~~External Design regulations are primarily intended for new house construction. Renovation, addition and conversion of existing character houses are therefore exempt.~~

6 Basements

It is ~~encouraged-acceptable~~ to utilize existing basement space in order to manage above grade building massing and maintain an appropriate visual scale for additions. The conversion of existing basement floor space into crawl space or parking is strongly discouraged.

Some existing character houses have basements with low headroom. To improve headroom, the existing basement slab may be lowered, or the house may be raised a modest amount, or a combination of both. Raising the house should not be considered where it will compromise existing character features, such as stone or brick foundations or pillars.

When raising the existing character house, the main floor should not be located disproportionately high above grade, entry porches or features should be kept in their original location at the main floor and the lowest level should continue to read as a 'base'. To that end, the main floor should not be raised more than 0.45 metres (18 inches), and should not be located more than 2 metres (6.56 feet) above grade, so that the basement will continue to conform to the requirements of the basement definition in the Zoning and Development By-law. If the renovation project includes a new basement and foundation, digging deeper to obtain increased headroom is preferred.

7 Quality, Durability and Expression

Additions, infill and conversion projects should be designed to be lasting, quality additions to neighbourhoods. Material selection and detailing should ensure performance over time. A variety of architectural styles may be considered for infill development, so that neighbourhoods may continue to evolve in a way that respects the character of existing streetscapes.

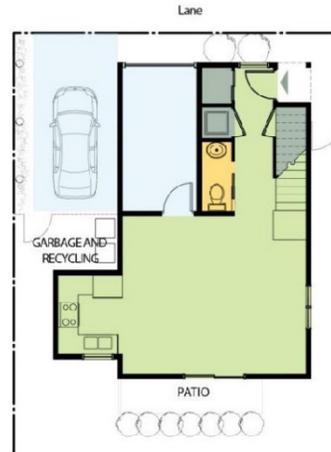
8 Lane Frontage

Infill should be designed to enhance the lane. In effect, the lane becomes the public space or 'street' on which infill buildings and laneway houses are located. The lane frontage should provide a residential character with a pleasant outlook for residents and a visually interesting experience for passersby.

Dwelling units should have living space with an outlook to the lane on the lower level, where possible, and primary windows and decks facing the lane on the upper level.

Consideration should be given to locating the infill entrance facing the lane. An inset entry porch should be provided to ensure the entrance is a safe and welcoming place for people to stand to avoid vehicular traffic in the lane.

Figure 4 – Plan of infill with lane entry



9 Entrances and Access to Dwelling Units

9.1 Multiple Conversion Dwelling

The original front entrance to a character house should be retained. Entries to additional dwelling units should be identifiable while maintaining the visual prominence of the original entry.

9.2 Infill

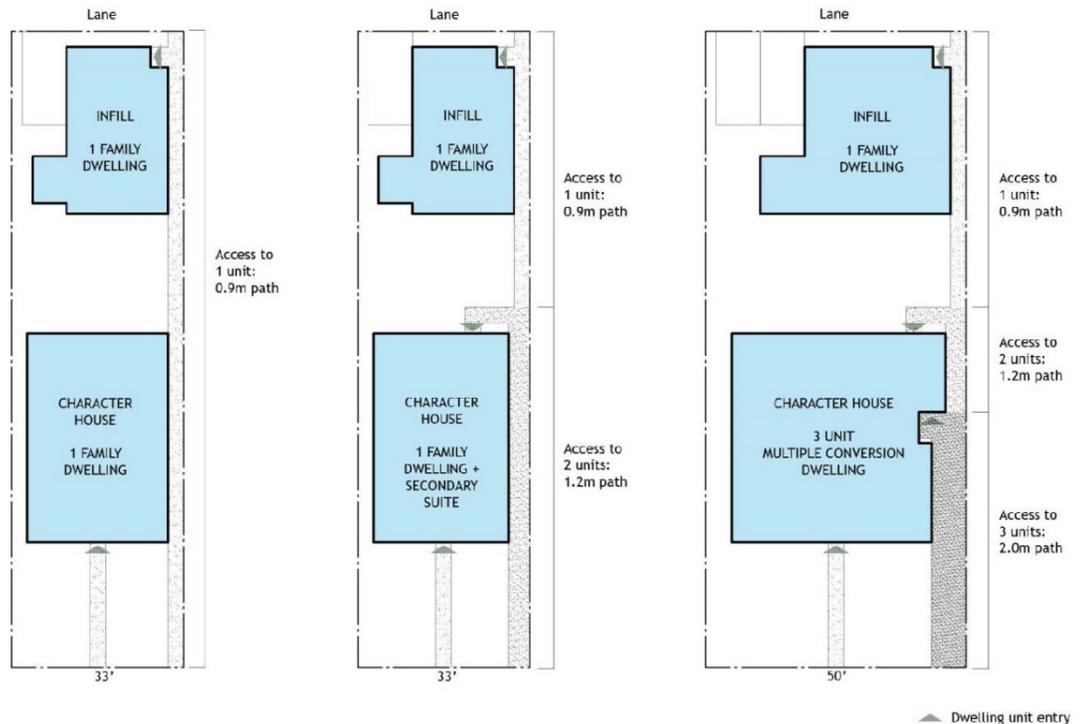
Pedestrian access to ~~the~~ infill buildings will be from the street and along a path at the side of the existing character house. The path may also provide access to dwelling units located within the existing character house. The width of the path is related to the number of units served by the path and must meet Vancouver Building By-law fire fighter access requirements. ~~with current requirements noted as follows:~~ Refer to the current Vancouver Building Bylaw for more information.

~~Access to one dwelling unit: 0.90 metres (3 feet)~~

~~Access to two dwelling units: 1.2 metres (4 feet)~~

~~Access to more than two dwelling units: 2 metres (6.56 feet)~~

Figure 5 – Examples of access path width requirements



For both infill and conversion projects, where entries to units are not visible from a street (e.g. units at the rear of the site), their presence and location may be announced through architectural or landscape features.

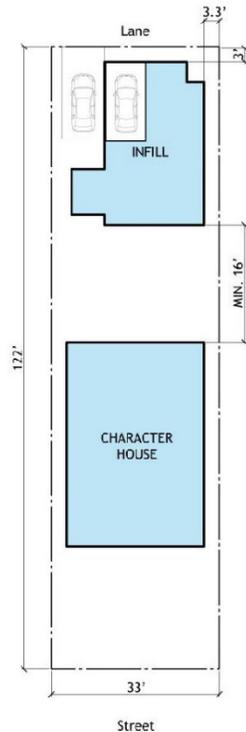
10 Dwelling Unit Density

For Multiple Conversion Dwelling and Infill, the dwelling unit density should not exceed 74 units per hectare, except where the calculation of dwelling units per hectare results in a fractional number, the nearest whole number shall be taken and one-half shall be rounded up to the nearest whole number. The total number of dwelling units on a site varies with lot width but should not exceed 6 units. For sites with a width of 10.05 metres (33 feet), the total number of units should not exceed 3-4 units. For sites with a width of 15.213.4 metres (50-44 feet), the total number of units should not exceed 4-5 units. For sites with a width of 15.1 metres (50 feet) or more, the total number of units should not exceed 6 units. ~~Generally, a minimum lot width of 20.1 metres (66 feet) or more can achieve the maximum of 6 dwelling units.~~

11 Parking

~~One parking space per dwelling unit should be provided. Refer to the Parking By-Law for minimum parking requirements.~~ The Director of Planning may consider a lesser number of parking spaces if warranted due to site constraints. On 33 foot wide lots, two parking spaces may be considered: one internal and one external space, to enhance infill designs by providing living space at the ground floor facing the lane.

Figure 6 – Parking configuration for infill on 33 ft. lot



On wider lots, a maximum of two parking spaces may be contained within an infill building and excluded from floor area. Surface parking must be permeable, including permeable pavers or wheel strips. Standard unit pavers are not considered as permeable. Surface parking should be screened by a 1.0 metre (3.3 feet) landscape planting bed adjacent to a side property line. This dimension may be reduced to 0.3 metres (1 foot) for 33 foot lots to accommodate a fence and climbing vine planting.

12 Landscape Design

The landscape design should enhance presentation to the street and the experience of the lane, improve the environmental performance of the property, provide sufficient outdoor amenity space for dwelling units on the site, and assist with the creation of privacy for the dwelling units on site and for neighbours.

12.1 Street Frontage

Front yards should create friendly and visually open semi-public spaces.

12.2 Tree Protection, Retention and Replacement

The Protection of Trees By-law applies to all trees on private property, and includes requirements for the retention and replacement of trees on the development site, protection of trees nearby on neighbouring sites and on City property. In accordance with the provisions of this by-law, applicants will be required to submit an arborist's report.

For sites which could accommodate additional trees, the Director of Planning may require trees to be planted on the development site in coordination with a landscape plan/tree plan.

12.3 Useable Open Space and Circulation

Private, semi-private or shared outdoor areas should be provided at grade, adjacent to and convenient for each dwelling unit. Walkways should be sensitive to overlook onto private patios. Planting beds should screen common walkways using planting, rather than fencing, where possible. The amount of open space provided should be functional and should relate to the size of the dwelling unit. Where the rear yard is limited in size, a usable upper level deck with a minimum clear depth of 1.5 metres (5.0 feet) may meet the intent of the guidelines for private outdoor space.

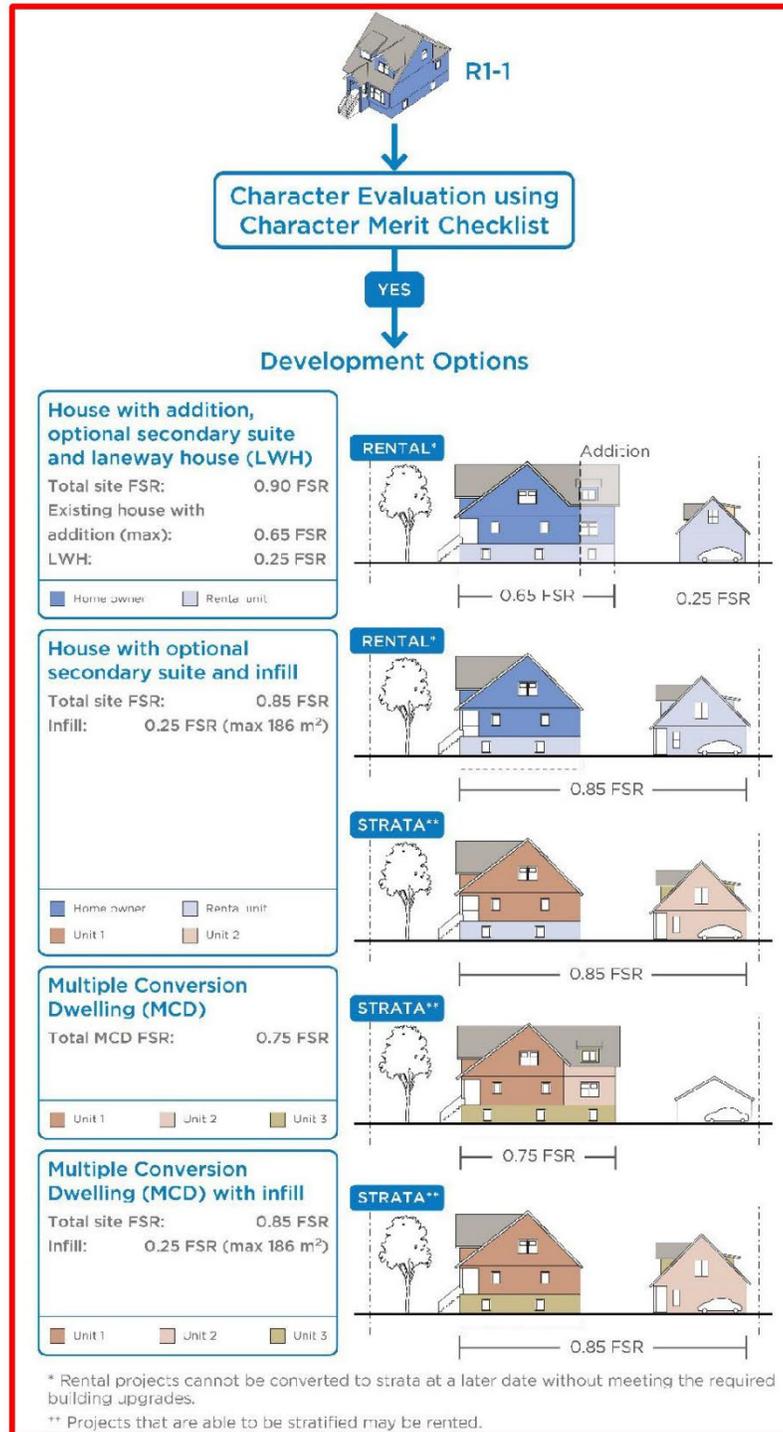
12.4 Lane Frontage

The 0.9 metres (3.0 feet) minimum setback between an infill building and the lane should be permeable and landscaped where not required for vehicle or pedestrian access. Planted areas that face the lane are intended to expand the public realm and should not be blocked from view by private fencing. Fencing, where desired, should be set back from the property line to enhance the prominence of the planting. Where possible, plants should be located at grade in contiguous soil, i.e. avoiding planter boxes. Planting should consist of woody, evergreen and hardy plant material for year-round presence and structure. Hose bibs should be located near lane edge planting. A 6 inch curb should be provided to protect planting beds at lane edge. Vehicular gates, including sliding types, are discouraged.

12.5 Garbage and Recycling

Garbage and recycling should be provided onsite in a designated storage area that is accessible to all units on the lot and screened from outdoor amenity space and the lane frontage.

Figure 7 – Development Options for Character Houses in R1-1/RS-1 zones 1, 1A/B, 2, 4, 5, 6, and 7



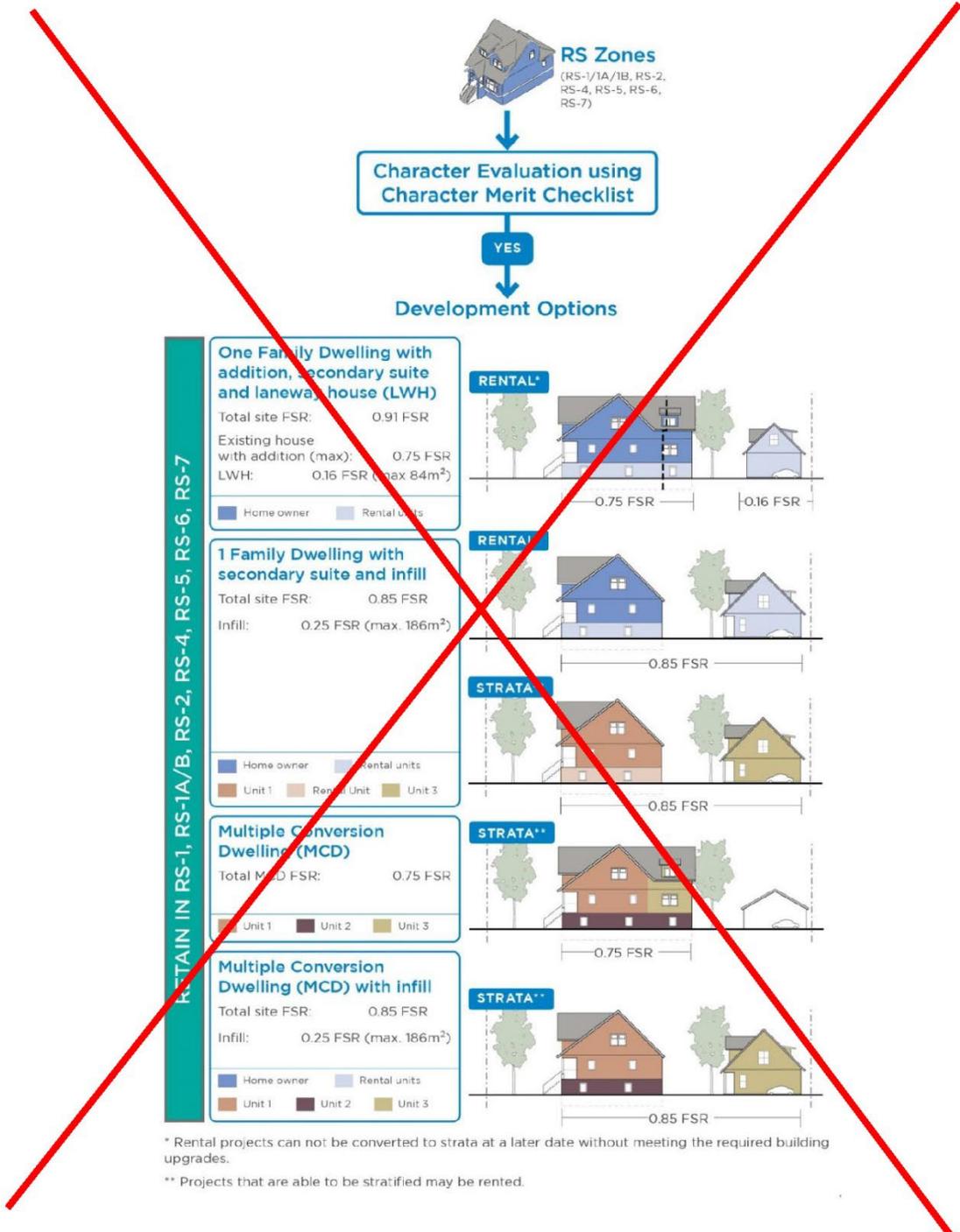
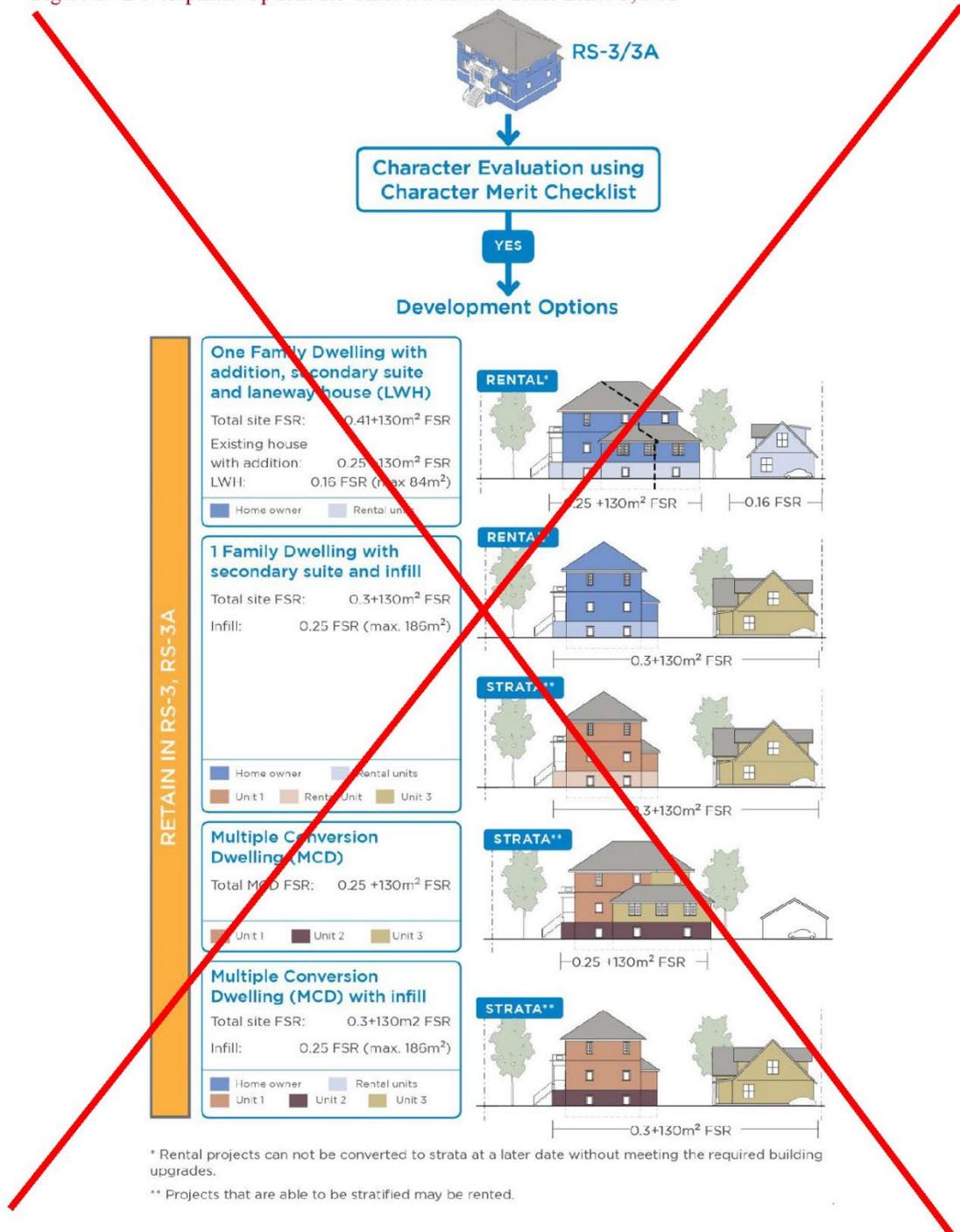


Figure 8 – Development Options for Character Houses in RS zones 3, 3/A



D. Red Line Version of Amendments to Guidelines for the
Administration of Variances for Zero Emission Buildings in RS, RT
and RA District

*Proposed Amendments are shown in red

Guidelines

Guidelines for ~~the Administration of Variances for~~
Zero Emission Buildings in ~~RSR1-1~~, RT and RA
Districts

Approved by Council January 16, 2018

Last amended ~~April 26, 2023~~ Month, Day, Year

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Background and Context

Removing barriers to zero emissions building is part of the City's emerging policy context. The Zero Emissions Building Plan, Vancouver's Renewable City Strategy, and the Climate Emergency Response all prioritize removing regulatory barriers to the development of zero emission buildings.

Intent

These guidelines explain the administration of variances to Zoning and Development By-law regulations and related processes for residential projects designed to zero emission standards. ~~The guidelines apply to dwelling uses in the RSR1-1, RT and RA district schedules, except laneway houses districts.~~ For other zones and uses, see the "~~Guidelines for the Administration of Variances for Larger Zero Emission Buildings in Larger Projects~~".

Applicants must show how the building envelope and mechanical system have been designed to achieve the relevant standard before seeking related variances, and follow the process and requirements in this document.

These guidelines are to be used in conjunction with the relevant district schedule of the Zoning and Development By-law, as well as other applicable guidelines and bulletins. ~~In particular, please consult section 10.33: Passive House in the Zoning and Development By-law. Because this guideline document primarily addresses~~Because these guidelines primarily address zoning considerations, applicants are encouraged to obtain early advice on meeting the requirements of Vancouver's Building By-law from a ~~Registered Professional~~registered professional.

Definitions

The following definitions apply in these guidelines:

- ~~Canadian Home Builders' Association (CHBA) Qualified Net Zero Builder: A builder who has met the requirements of the qualification as outlined in the CHBA Net Zero Administrative Requirements which include: being a CHBA builder member, being a registered EnerGuide builder with NRCan, having successfully completed the CHBA NZ Builder Training, and having completed one Net Zero or Net Zero Ready labelled home.~~
- ~~CHBA Qualified Net Zero Energy Advisor (NZE): A professional who has met the requirements of the qualification as outlined in the CHBA Net Zero Administrative Requirements and registered with the CHBA. The NZE is eligible to perform home energy evaluations for homes pursuing the CHBA's Net Zero Home Label using energy modeling methods in accordance with EnerGuide Rating System (ERS) Technical Procedures.~~
- ~~CHBA Qualified Net Zero Service Organization (NZSO): An organization that has met the requirements of the qualification as outlined in the CHBA Net Zero Administrative Requirements and registered with the CHBA. The NZSO performs the administrative process for NZE's and builders pursuing the qualification of homes under the program.~~
- Certified Passive House Consultant (CPHC) or Certified Passive House Designer (CPHD):** These qualifications are equivalent in these guidelines. A CPHC is a person certified by the Passive House Institute as a Passive House Consultant. A ~~CPHD~~CPHC is a person with professional and educational experience in architecture or building who is certified by the Passive House Institute as

a Passive House Designer. The ~~CPHD or~~ CPHC is responsible for designing the building to meet the PH standard. ~~The terms are used interchangeably in this guide.~~

- **Energy Advisor (EA):** An EA is a licensed professional who conducts home energy evaluations. An EA can evaluate a home, and provide the modeling and testing required for the final certification of a home under EnerGuide. They are trained to use NRCAN's energy simulation software, HOT2000, and to perform blower door air leakage testing.
- **Heat Recovery Ventilator (HRV) or Energy Recovery Ventilator (ERV):** These terms are equivalent in these guidelines. An HRV is a mechanical device that exchanges stale indoor air with fresh outdoor air while recovering heat at the same time using a heat exchanger. An ERV performs the same function and also provides humidification or dehumidification.
- **Passive House (PH):** In these guidelines, a Passive House building is one that meets the definition in the Vancouver Zoning and Development By-law standards established by Passive House International. For a general description, see section 3 of this document.
- **Passive House Building Certifier (Certifier):** In these guidelines, a Passive House Building Certifier is one that meets the definition in the ~~Vancouver~~ Zoning and Development By-law. A general description is a person accredited by the Passive House Institute in Darmstadt, Germany for the purpose of certifying buildings as being designed in accordance with its Passive House standards.
- **Passive House Planning Package (PHPP):** PHPP is software used to determine whether a building meets Passive House standards. The package, available through the Passive House Institute, assists with housebuilding design and window planning to test how different designs will affect energy use.
- **Qualified Green Building Consultant:** A professional with knowledge and practical experience in high-performance building design who ideally has worked on ILFI Zero Energy projects in the past. Training and experience in high-performing building design, energy modeling, efficient building systems, renewable energy assemblies, or comparable is likely necessary for ensuring ILFI Zero Energy targets are achieved.
- Qualified Net Zero Builder: A builder who has met the requirements of the qualification as outlined in the Net Zero Administrative Requirements established by the Canadian Home Builders' Association (CHBA), which include: being a CHBA builder member, being a registered EnerGuide builder with NRCan, having successfully completed the CHBA NZ Builder Training, and having completed a Net Zero or Net Zero Ready labelled home.
- Qualified Net Zero Energy Advisor (NZE): A professional who has met the requirements of the qualification as outlined in the CHBA Net Zero Administrative Requirements and registered with the CHBA. ~~Variance~~The NZEA is eligible to perform energy evaluations for homes pursuing the CHBA's Net Zero Home Label using energy modeling methods in accordance with EnerGuide Rating System (ERS) Technical Procedures.
- **Variances:** For readability, ~~this guideline refers to the different~~ these guidelines refer to various allowances for zero emissions buildings in the Zoning and Development By-law ~~that require the approval of the Director of Planning as as~~ variances.

Guidelines

1 Zero Emissions Standards

In ~~this guide~~ these guidelines, acceptable zero emission standards include Passive House, the CHBA Net Zero Home Labelling Program with electric equipment, ILFI Zero Energy, and PHI EnerPHit. Projects must achieve the standard using on-site, installed equipment. ~~Consideration may be given to equivalent~~ The Director of Planning can consider alternative rating systems. Applicants and certification standards, but enquirers should confirm ~~the suitability of other standards~~ their acceptability with staff before making an application.

2 Regulation Variances

Achieving a ~~low-energy, high-efficiency home through high-quality thermal envelope design and better zero emission building usually requires more~~ insulation will result in thicker wall and roof insulation than a, advanced air tightness, renewable energy equipment, or other features that require ~~changes to typical building, which may affect floor area and height designs.~~

~~Applicants~~ Buildings in RSR1-1, RT or RA districts ~~may apply for~~ can access variances ~~to floor area, of building height, yard, and building depth regulations, and the exclusion of floor area,~~ if they demonstrate that they will achieve Passive House ~~Certification or certification in~~ or another accepted zero emission standard. ~~These variances may~~ Variances of design regulations can also be granted at the discretion of ~~considered by~~ the Director of Planning ~~upon consideration of all applicable guidelines and policies. Please see section 10.33. In these cases, the design of the project should also show how impacts on the privacy, daylight, or sunlight of neighbouring properties will be avoided. Please see the regulations in Section 10.33 of the Zoning and Development By-law for the requirements of these variances.~~

~~Because these conditional variances may allow extra height or floor space, the design of the project should consider impacts on neighbouring properties such as privacy, daylight, or shadowing in the application.~~

Other regulations that control building size, such ~~as~~ site coverage or side yards, may still apply.

Proponents applying for variances to a multiplex project (multiple dwelling up to 8 units in R1-1 district), must certify all units on the site to an acceptable standard.

2.1 Floor Area - Fixed **Rate** Exclusion

Section 10.33.41 of the Zoning and Development By-law ~~includes~~ provides an exclusion equal to 19% of the permitted floor area ~~exclusion for a zero emissions building~~ emission building in the RSR1-1, RT and RA districts ~~that is 16% of the gross (or built) floor area in a single detached house, or 18% in a duplex.~~ This fixed exclusion ~~replaces previous~~ can be used instead of multiple and more complex ~~exclusions~~ calculations for insulation, ~~and~~ mechanical equipment and skylights. ~~Built Floor area that is excluded from overall FSR may be located where it fits within the overall permitted development envelope. Where there is more than one FSR limit, such as above-grade FSR in RS-5, calculate and locate each exclusion separately. The amount of gross floor area that can be built under potential buildable area based on this clause~~ regulation may be estimated with the ~~following~~ formula:

$$\frac{\text{Net Area}}{(1 - \text{Exclusion Percentage})} = \text{Gross Area}$$
$$\text{Permitted floor area} * 1.19 = \text{Potential buildable floor area}$$

For example, a ~~single-family~~ house that is permitted to have a net floor area of 3,600,960 sq. ft. by the FSR limit in zoning would use the figures:

$$3,600,960 \text{ sq. ft.} / (1 - 0.16) = 4,286,712 \text{ sq. ft.}$$

~~Note that the potential area may not be achievable on all sites and for all designs.~~ Applications under ~~section 10.33.4~~ this exclusion cannot use ~~any~~ other floor area exclusions in sections 10.15 or 10.33, ~~or bay window exclusions.~~ Laneway houses must use the permitted area of the laneway house to calculate this exclusion, not the permitted area of the site.

2.2 Floor Area – Calculated Exclusions

Section 10.15 of the Zoning and Development By-law allows for the exclusion of floor area for insulation using two different calculations. For applications to exclude increased insulation under clause 10.15.2 in a conventional building, a Building Envelope Professional must be retained to calculate and verify the exclusion. In an application designed to the Passive House standard that provides a PHPP energy model, the Certified Passive House Designer or Certified Passive House Consultant may verify the exclusion instead. For more details on this exclusion, see the ~~separate bulletin~~ Floor Area Exclusions for Improved Building Performance bulletin.

~~Applications under section 10.15 cannot use the floor area exclusions in section 10.33.4.~~

~~Section 10.33.3 permits a floor area~~ The exclusion for ~~the area occupied by~~ heat recovery ventilators and connected shafts ~~to~~ in section 10.33.3 allows a maximum exclusion of 2% of floor area being provided. ~~The~~ This exclusion recognizes the ~~larger space additional floor area~~ that may be required for high efficiency units or for additional units, within a Passive House project. An HRV that is a Passive House “Certified Component” should be specified. The exclusion does not apply to mechanical equipment that uses the same floor area as a conventional system.

~~Applications under section 10.15 or 10.33.3 cannot use the floor area exclusion in section 10.33.1.~~

2.3 Building Height, Yards, Building Depth, and Balconies

~~The permitted building height and building depth are increased by 0.6 m, and the required rear yard and building separation are decreased by 0.6 m for qualifying buildings in the section 10.33.1 of the Zoning and Development By-law. Zero emission buildings can also access a variance for balconies in section 10.8.1.~~

2.3 Other Variances

~~Regulations that allow duplexes in certain R districts include external design regulations that could constrain green building solutions. These regulations can be varied for zero emissions buildings. In RS-1 and other district schedules, the clause that allows a variance of design regulations may be found at the end of section 4.17.~~

~~Regulations in certain R districts that require interior spaces greater than 3.7 m in height to be counted into FSR twice may be varied using section 10.23A1 (f).~~

2.4 Summary Table

The following table ~~1~~ provides a reference ~~for~~ of zoning variances that are available for green building features. ~~For example, the dimensions of window wells and below-grade entrances to basements can also be varied if they are designed to increase solar gain under clause 10.33.1(h)-buildings.~~

Before making an application, please read the current ~~and relevant~~ regulation in the Zoning and Development By-law, ~~and the along with~~ related ~~administration~~ bulletins, ~~along with other~~ guidelines ~~er and~~ policies. These documents can be found on the City of Vancouver Zoning and Land Use Document Library web page. For example, more information on shading devices located in yards can be found in the *"Shading Devices and Yard Projections"* bulletin.

Table 1: Summary of ~~Conditional Variance Related to~~ Zoning and Development By-law ~~Variations~~

Conditional Variance for Green Building Features	Zoning and Development By-law Section
Balcony projections into required yards	10.8.1(c)
Building depth	10.33.1(eb)
Building height	10.33.1(a)
External design regulations	10.33.1(ef)
Green roof access and infrastructure - height	10.1.1(d)
HRVs and connected shafts	-10.33.3
Insulation	10.15.1 and 10.15.2
Mechanical rooms with zero emission equipment	10.18.1
Rear yard depth	10.33.1(d) or (ec)
Roof-mounted energy equipment - height	10.1.1(d)
Shading devices, eaves, and overhangs - yards	10.8.1(f)
Venting skylights and clerestory window - internal height	10.33.1(f)
Venting skylights and clerestory window - external height	10.1.1(e)
Window wells and basement entry dimensions	10.33.1(h)

3 Submission Requirements

This section describes the submission requirements at each project phase. These requirements are in **addition** to those of the development and building permit process for a conventional building.

For zero emission ~~projects/buildings~~ pursuing ~~building~~ standards other than ~~PHI's~~ Passive House, such as the ILFI's Zero Energy Certification or the CHBA's Net Zero Home Labelling Program, applicants are expected to provide a comparable level of material. For example, where a PPHP model is required for PHI sites, applications using an alternate standard should submit an energy or carbon balance, and an energy modelling report. For projects pursuing ILFI's Zero Energy Certification, twelve months of energy performance data is required. For questions about submittals for alternate standards, please contact ~~green.buildings@vancouver.ca, green.buildings@vancouver.ca.~~

Please see ~~definitions of terms on page 4 of the Definitions in~~ these guidelines, and note the different roles and responsibilities. For Passive House projects, a CPHC who is also an EA can serve both roles. ~~The CPHC and CPHD roles are equivalent in this guide.~~

Scheduling a Pre-Application Appointment

When requesting an appointment, applicants should note that the application will be for a ~~house/building~~ that meets a zero emission standard, and that the project team will be requesting related relaxations.

~~*Development Building (DB) Permit Application to Housing Review Branch: Before requesting an appointment, applicants should consult this document and all typical application documents (such as the "Intake Checklist"). After reviewing the material, applicants should contact the Supervisor of the Housing Review Branch to request an appointment.*~~

3.1 Pre-Application Meeting

At an enquiry or pre-submittal meeting, applicants must provide:

- A design strategy that identifies the zoning variances sought, describes the primary design elements intended to achieve the standard, and shows the elements on conceptual drawings.
- A letter from a consultant who is qualified to administer the proposed zero emission standard, confirming they have been engaged to advise on the project.

Passive House applications: Provide a letter from the CPHC confirming that they have been engaged to do energy modelling and advise on the project. A member of the project team may serve in this role if they are a CPHC.

CHBA Net Zero applications: Provide a letter from the CHBA of British Columbia to confirm that the project has been enrolled to obtain a Net Zero label, ~~and with a Qualified Net Zero Builder. Provide~~ a letter from an NZEA confirming that they have been engaged to advise on the project.

ILFI Zero Energy applications: Provide confirmation of registration with ILFI's Zero Energy Certification, and a letter from a Qualified Green Building Consultant confirming they have been engaged to advise on the project.

Proposals ~~should to vary external design regulations must~~ show how potential effects on neighbouring houses such as privacy, massing, and shadowing have been considered in the design. ~~City staff~~Staff may provide feedback at the pre-application meeting to inform the application.

3.2 Following the Pre-Application Meeting

Prepare a preliminary energy model or other material as specified in the chosen zero emission standard, and revise the design as necessary to meet or exceed the standard.

Passive House applications: Applicants are advised to model the project using the current version of the Passive House Planning Package (PHPP) software, and to revise the design as necessary to meet or exceed the Passive House requirements.

If specific challenges to meeting Passive House targets are identified, these must be resolved before applying for a Development Permit.

Development Building (DB) Permit Application to Housing Review Branch: The applicant must engage an EA. The EA must review the proposed assemblies, submit a detailed copy of the City of Vancouver's "Pre-Permit Checklist", and otherwise comply with pre-permit requirements ~~for single detached houses and duplexes.~~

In addition to the PHPP file, applicants must provide the Housing Review Branch with a letter from a Certifier stating that the project design and specifications have been reviewed and, in the opinion of the Certifier, the project is capable of achieving Passive House certification if built to the design and specifications noted in the Certifier's letter.

Once the design, assemblies and components have been identified, and all of the above satisfied, applicants may submit their Development Building (DB) permit application to the Housing Review Branch.

CHBA Net Zero applications: Applicants should have the project modelled by an NZEA to confirm it can achieve a 0 (zero) GJ rating using modelling methods and calculation in conformance with the EnerGuide Rating System v15, using HOT2000.

3.3 Development Permit Application

Applicants must submit:

- An updated design strategy that:
 - identifies the proposed zero emission standard,
 - specifies the ~~related zoning~~ ~~relaxations~~ ~~variances~~ being sought,
 - provides a rationale for ~~the relaxation~~ any conditional variance, and
 - identifies the design elements proposed to meet the zero emission standard, including where these elements can found on the application drawings

ILFI Zero Energy applications: Applicants ~~should~~ must provide proof of an established energy target and a narrative as to how this target will be achieved, including strategies around energy efficiency, electrification of building systems, and on-site renewable energy generation, from a Qualified Green Building Consultant.

CHBA Net Zero applications: Applicants must provide a Homeowner Information Sheet prepared by the NZEA showing a 0 (zero) GJ rating using modelling methods and calculation in conformance with the EnerGuide Rating System v15, using HOT2000. The design must meet all requirements as outlined in the most current version of the CHBA Net Zero Home Labelling Program Technical Requirements, show that the design is fully Net Zero and uses all electric equipment. The applicant must submit signed letter from the NZEA that confirms the project is enrolled in the CHBA Net Zero program.

Passive House applications: Applicants are not required to prepare a HOT2000 model or to submit a "P-file" number. Instead, the CPHC must submit:

- a compliant pre-construction PHPP model (electronic copy of the Excel file),
- a printout of the completed "verification" page with relevant notes, signed by a CPHC, and

- a memo providing modelling input values for the PHPP.

If applying for the exclusion of floor area occupied by heat recovery ventilators and connected shafts under section 10.33.3, additional material is required:

- a signed letter from a CPHC that recommends the proposed mechanical system and notes the dimensions required,
 - dimensioned drawings in the application set showing the additional floor area required for the Passive House system as compared to a conventional system, and
 - a summary table of the proposed exclusion for each building level.
- ~~Identification of Application drawings that prominently state the proposed zero emission standard and identify~~ the design elements proposed to meet the ~~zero emission standard on the application drawings.~~
 - ~~Confirmation letters required at the Pre-Application stages, if not already provided~~
 - A signed letter of commitment from the owner to complete the steps set out in the selected zero emissions standard, including registration, certification, or labeling.

Passive House applications: Provide a letter of commitment to certify the building through the Passive House Institute.

3.4 Mid-Construction

Before drywall has been installed, the consultant must conduct a site visit ~~in accordance with requirements for all single detached house and duplex permit applications.~~ In addition to typical mid-construction checks such as a blower door test, the consultant must verify that all assemblies, materials, and components are installed as required to meet the zero emission standard.

ILFI Zero Energy applications: Provide a letter from a Qualified Green Building Consultant that contains:

- a statement that the construction of the ~~housebuilding~~ and ~~that~~ the installed assemblies and components match those specified in the consultant's narrative; and
- a statement that there are no known barriers to the project achieving Zero Energy certification.

Passive House applications: The EA will verify that all assemblies, insulation materials, and components (including windows, doors and ventilation equipment) are installed as per the specifications provided in the Certifier's letter. The EA will conduct a mid-construction blower door test to the EN 13829 protocol, with modifications as prescribed by the Passive House Institute, in lieu of the HOT2000 protocol. The EA will provide the applicant with documentation verifying the construction details and the EN 13829 blower door test results as attachments to the typical "Pre-Drywall Checklist", and this must be submitted to the City.

In addition to the typical EA review, the applicant must also provide the City with a letter from the retained CPHC that contains:

- a statement that the CPHC attended and inspected the construction of the ~~housebuilding~~ and that the installed assemblies and the doors and windows match those specified in the Certifier's letter;
- confirming there is no kitchen or dryer vent, unless modelled in the PHPP provided;
- bathroom and kitchen exhaust roughed in to the mechanical room;

- the results of the EA's mid-construction blower door test at 0.6 ACH; and
- a statement that there are no known barriers to the project achieving Passive House certification.

CHBA Net Zero Applications: The NZEA will provide a preliminary report with a predicted EnerGuide Rating based on the results of the mid-construction fan test to the City for review.

3.5 Prior to Final Inspection

In addition to typical requirements such as conducting a review and final door blower test, the EA should provide the applicant with a report on the mechanical and other construction details required to achieve the zero emission standard. The applicant must submit a copy of the report to the City.

Passive House applications:

- The EA must conduct a review and final door blower test. This test must be conducted to the EN 13829 protocol, with modifications as prescribed by the Passive House Institute (e.g. both pressurization and depressurization).
- The EA will provide the applicant with documentation of mechanical and other construction details, as well as a report on the results of the EN 13829/PHI blower door test, which must be submitted to the City.
- In addition to the EA review, applicants must provide the City with a letter from a Certifier stating that the final PHPP and relevant documentation have been received and are being reviewed for final certification. The Certifier's letter must include a suggested date by which the City may expect to be notified of final certification to the Passive House Institute standard.

Once the project is certified by the Passive House Institute, a copy of the certificate must be provided to the City of Vancouver

3.6 Building Certification

The project must complete the requirements of the zero emission standard, and provide a copy of the confirmation to the City of Vancouver.

Passive House applications: The project must meet the Passive House standard and achieve Certification to support the relaxations noted. The Certifier will review the project documentation, including the PHPP model, building envelope drawings, mechanical systems and other information. Once the project is certified by the Passive House Institute, a copy of the certificate must be provided to the City of Vancouver.

CHBA Net Zero applications: Once the project is labelled under the CHBA Net Zero Labelling Program, a copy of the Net Zero Label must be provided to the City of Vancouver.

ILFI Zero Energy applications: The project must meet the Zero Energy requirements and achieve Certification to support the relaxations noted. The ILFI Auditor will review the project documentation, including energy demand and production over 12 consecutive months, lack of combustion within the project, project drawings, site photographs, and other documentation. Once the project is certified by ILFI, a copy of the certification must be provided to the City of Vancouver.

APPENDIX I
Summary of Changes to Simplify Regulations¹

 Summary of Proposed Regulations

11

Options in RS		House 	House with Laneway 	Duplex 	Character Retention 
Density	Total	0.60 FSR	0.85 (0.6 + 0.25) FSR	0.70 FSR	0.85 FSR
Height	Front building	11.5 m (37.7 ft.) and 2 ½ storeys			
	Rear building	8.5 m (28 ft.) and 2 storeys			
Yards	Front	4.9 m (16 ft.)			
	Side	1.2 m (4 ft.)			
	Rear	10.7 m (35 ft.) – front building 0.9 m (3 ft.) – rear building			
	Courtyard	4.9 m (16 ft.)			
Site Coverage		50%			
Impermeability		75%			
Application type		Combined Development Building Permit (DB)			Separate Development and Building Permit (DP and BP)

Building placement, yards and heights aligned and standardized across housing options



House

		Current regulations (Rules vary in each zone)	Proposed regulations
Density	Total	0.60 to 0.70 FSR	0.60 FSR
	Above Ground	Various formula limits	-
Height	Storeys	2 ½ storeys	2 ½ storeys
	Main house	9.5 m to 10.7 m (30 ft to 35 ft.)	11.5 m (37.7 ft.)
	Height Envelope	Some zones require upper storey setbacks	-
	Measurement	Measurement method varies	Consistent measurement method from base surface
Yards	Front	<ul style="list-style-type: none"> 7.3 m (24 ft.) 20% of site depth Average of adjacent lots 	4.9 m (16 ft.)
	Side	10% to 20% of site width	1.2 m (4 ft.)
	Rear	<ul style="list-style-type: none"> 10.7 m (35 ft) 30% to 45% of site depth 	10.7 m (35 ft.)
Building Depth		35% to 40%	-
Site Coverage		35% to 45%	50%
Area of Impermeability		60%	75%
External Design Regulations		Rules for entrance locations, windows in secondary suites, sunken patios and additional design rules specific to certain zones	Rules for sunken entrances and windows in secondary suites. Basements should not project beyond perimeter of first storey.
Design Guidelines		RS-3/3A and RS-5*, RS-6, RS-7	-
Application type		<ul style="list-style-type: none"> Separate Development Permit (for conditional above grade density in RS-3/3A and RS-5) (DP and BP) Combined Development Building Permit (DB) 	Combined Development Building Permit (DB)

Examples of impermeable materials counted in areas of impermeability include buildings, asphalt, concrete, brick, stone, and wood.

*Currently the RS-3/RS-3A and RS-5 design guidelines for houses and duplexes are not being applied to enable faster processing of applications.



¹ Please refer to the metric units as the regulating units of measurement, the imperial units are for reference only



Laneway House

		Current Regulations		Proposed Regulations
Density	Total	<ul style="list-style-type: none"> 0.16 FSR Max 83.6 m² (900 sq ft.) 		<ul style="list-style-type: none"> 0.25 FSR Max 186 m² (2,000 sq ft.)
	Height	Stores	1 storey	1 and a partial storey
	Rear building	5.2 m (17 ft.) – pitched 4.3 m (14 ft.) - flat	6.7 m (22 ft.) – pitched 5.8 m (19 ft.) - flat	8.5 m (28 ft.)
Yards	Side	10% to 20% of site width		1.2 m (4 ft.)
	Rear	0.9 m (3 ft.)		0.9 m (3 ft.)
	Courtyard	4.9 m (16 ft.)		4.9 m (16 ft.)
Location within rear property line		10.7 m (35 ft.)	7.9 m (26 ft.)	-
Exclusions		Unique exclusions such as storage, stairs, area under sloping roof		Standardized exclusions (plus carport excluded from floor area)
Site Coverage		35% to 45%		50%
External Design Regulations		Highly detailed regulations		Minimal regulations
Application type		Combined Development and Building Permit (DB)		Combined Development and Building Permit (DB)



Adding Missing Middle Housing
+ Simplifying Regulations




Duplex

		Current Regulations	Proposed Regulations
Density	Total	0.70 FSR	0.70 FSR
Height	Stores	2 ½ storeys	2 ½ storeys
	Height	10.7 m (35 ft.)	11.5 m (37.7 ft.)
Yards	Front	20%	4.9 m (16 ft.)
	Side	10% to 20% of site width	1.2 m (4 ft.)
	Rear	40%	10.7 m (35 ft.)
Building Depth		40%	-
Site Coverage		35% to 45%	50%
Area of Impermeability		60%	75%
External Design Regulations		Rules for roof forms, sunken patios and entrances.	Rules for sunken entrances and windows in secondary suites. Basements should not project beyond perimeter of first storey.
Application type		Combined Development and Building Permit (DB)	Combined Development and Building Permit (DB)



Adding Missing Middle Housing
+ Simplifying Regulations





Character Retention

		Current regulations (Variances available)	Proposed regulations (Variances available)
Density	Total	0.75 to 0.85 FSR	0.65 to 0.85 FSR
	Above Ground	Various formula limits	-
Height	Storeys	House	2 ½ storeys
		Infill	1 and a partial storey
	Height	House	9.5 m to 10.7 m (30 ft to 35 ft.)
		Infill	7.7 m (25 ft.) – pitched 5.8 m (19 ft.) - flat
	Height Envelope	Some zones require upper storey step backs	-
Measurement	Measurement method varies	Consistent measurement method from base surface	
Yards	Front	<ul style="list-style-type: none"> 7.3 m (24 ft.) 20% of site depth Average of adjacent lots 	4.9 m (16 ft.)
	Side	10% to 20% of site width	1.2 m (4 ft.)
	Rear	0.9 m (3 ft.)	0.9 m (3 ft.)
	Courtyard	4.9 m (16 ft.)	4.9 m (16 ft.)
Building Depth		35% to 40%	-
Site Coverage		35% to 45%	50%
Area of Impermeability		60%	75%
External Design Regulations		Rules for entrance location, sunken patio, windows in secondary suites	Rules for sunken entrances and windows in secondary suites. Basements should not project beyond perimeter of first storey.
Design Guidelines		CharacterHouse Retention Guidelines	CharacterHouse Retention Guidelines
Application type		Separate Development Permit DP and BP	Separate Development Permit DP and BP

Accessory Building

		Current Regulations	Proposed Regulations
Density		Various formula limits or 48 m ² (516 sq. ft), whichever is greater	48 m ² (516 sq. ft)(maximum)
Height		4.6 m (15 ft.) – pitched 3.7 m (12 ft.) - flat	4.6 m (15 ft.)
Location	Within rear property line	7.9 m (26 ft.)	-
	From center lane	3.1 m (10 ft.)	3.1 m (10 ft.)
	From a flanking street	1.5 m (5 ft.)	-
	From rear property line	-	0.6 m (2 ft.)
Building Width		Various formula limits	-



Adding Missing Middle Housing
+ Simplifying Regulations



APPENDIX J
Summary of Multiplex Regulations

Proposed Regulations		Multiplex 
Density (FSR)	Base	0.70
	Bonus	0.30 (requires contribution – see Appendix Q)
	Total	1.00
Site Size Requirements and Number of Units*	3-4 Dwelling Units	Site Area: Min. 306 m ² (~3,300 ft ²) Site Frontage: Min. 10.0 m (32.8 ft.)
	4-5 Dwelling Units	Site Area: Min. 464 m ² (~5,000 ft ²) Site Frontage: Min. 13.4 m (44 ft.)
	4-6 Dwelling Units (Up to 8 for Secured Rental Only)	Site Area: Min. 557 m ² (~6,000 ft ²) Site Frontage: Min. 15.1 m (49.5 ft.)
Height	Front Building	11.5 m (37.7 ft.) and 3 storeys
	Rear Building	8.5 m (27.9 ft.) and 2 storeys
Yards	Front	4.9 m (16 ft.)
	Side	1.2 m (4 ft.)
	Rear	10.7 m (35 ft.) – single building configuration 0.9 m (3 ft.) – courtyard configuration
	Courtyard	6.1 m (20 ft.)
Building Depth		19.8 m (65 ft.)
External Design Regulations		Basement may not project beyond perimeter of first storey Exterior stairs may not project more than 2.4 m (8 ft.) into a yard A minimum of 7.4 m ² (80 ft ²) of outdoor space per dwelling unit must be provided Rules for sunken entrances and windows in secondary suites
Application Type		Separate DP and BP

Please note that the metric units are the regulating units of measurement, imperial units are provided for reference only

* * * * *

APPENDIX K
Changes to the Building Bylaw

A simple and prescriptive regulation for managing rainwater through a detention tank will be introduced for multiplexes. This regulation will specify the size of the tank and release rate requirements based on the lot frontage as follows:

- 1.1 33 to 43 ft. lot frontage: 2.7 m³ tank volume and 4.9 L/s release rate
- 1.2 44 to 49 ft. lot frontage: 3.4 m³ tank volume and 6.5 L/s release rate
- 1.3 50 ft. lot frontage or greater: 3.75 m³ tank volume and 7.4 L/s release rate

APPENDIX L Vancouver Plan – Multiplex Feature

Feature Topic: Multiplexes

Advancing a new option to allow up to six homes on a lot

Multiplexes are small scale townhouse projects that offer a more affordable and sustainable alternative to single-detached homes.

A **Multiplex** is a small scale townhouse project on a single lot. Multiplexes allow more people to live on a single lot. Because the cost of the land is shared over more homes and the units are smaller, they cost less and are a more sustainable alternative to single-detached homes or duplexes.

How does this relate to Missing Middle Housing? Missing Middle Housing refers to multiplex and townhouse buildings that are between 1-3 storeys, and also includes low-rise apartment buildings between 3-6 storeys. These housing types increase choice, including ownership and rental options. Advancing the multiplex housing option will create more opportunity to build smaller scale Missing Middle Housing in more neighbourhoods.

Preliminary objectives to shape the creation of a multiplex proposal: To be further refined through technical analysis

- **Housing choice** - Allow building designs that meet the needs of a range of household sizes and types
- **Design and permitting** - Allow for greater design flexibility, with fewer guidelines and conditional regulations so that it is simpler and faster to get a permit
- **Affordability** - Evaluate the feasibility of improved affordability through affordable home ownership, or by requiring builders of strata projects to make a payment to the City to help fund other affordable housing projects or amenities
- **Sustainability** - Encourage building designs that limit Greenhouse Gas emissions from construction and explore ways to manage more rainwater on site and reduce the need for sewer upgrades

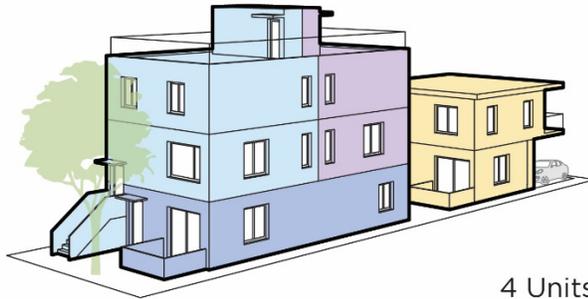
Images:
 Multiplex examples (Source: Farhan Hussain)
 Pipes (Source: Paula Huber)
 Family at home (Source: iStock photo)
 Rain garden (Source: Bryn Davidson, Lanefab)



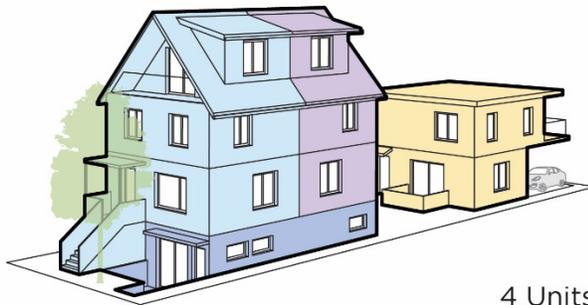
Above: Concept sketch showing a future multiplex area. Numbers alongside images (#) indicate related policy direction(s). See **Part 4 Land Use Strategy** and **Part 5 Policy Areas** for more information.

APPENDIX M
Multiplex Configuration Option Examples

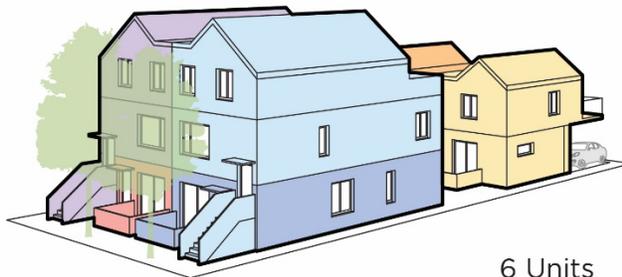
COURTYARD



4 Units



4 Units

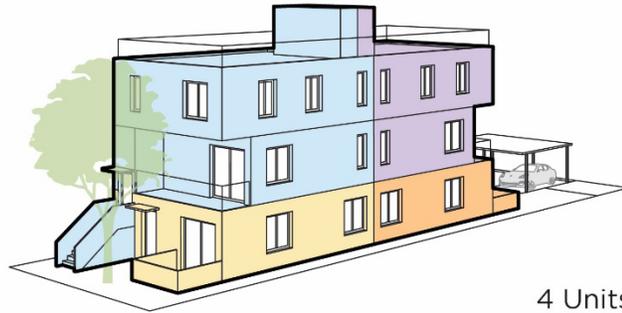


6 Units



6 Units

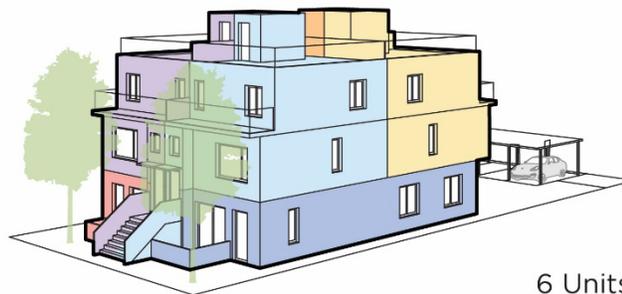
SINGLE BUILDING



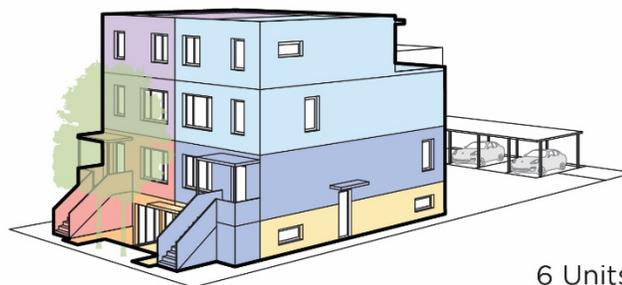
4 Units



3 Units

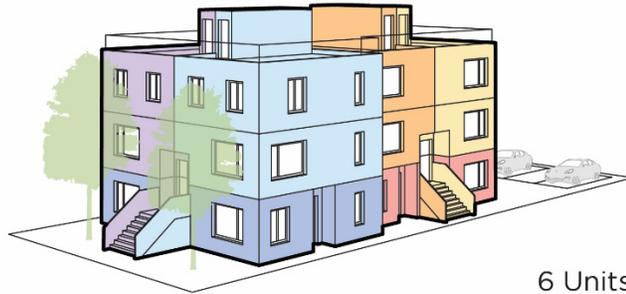


6 Units

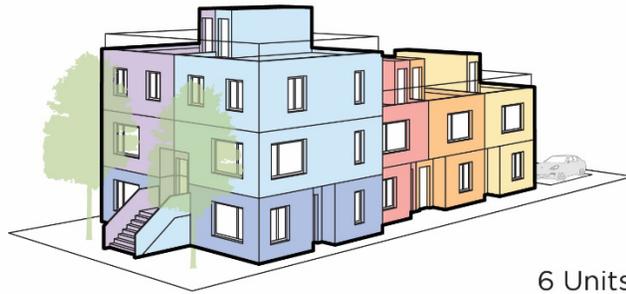


6 Units

CORNER



6 Units



6 Units

* * * * *

APPENDIX N
Details of RT and RM Zone Changes - House and Laneway House

The RS-1 rules apply to single detached house or single detached house with secondary suite in some RM and RT zones. The proposed updates to single detached house or single detached house with secondary suite would also apply in: RT-11 and RT-11N; RM-7, RM-7N and RM-7AN; RM-8, RM-8N, RM-8A and RM-8AN; RM-9A and RM-9AN; RM-9, RM-9N and RM-9BN; RM-10 and RM-10N.

Laneway houses (LWHs) have the same rules city wide and are allowed in some RM and RT zones. The change to Section 11 to allow larger LWHs and to simplify LWH regulations in RS zones would also apply to: RT-5 and RT-5N; RT-6; RT-11 and RT-11N; RM-7, RM-7N and RM-7AN; RM-8, RM8N, RM-8A, RM-8AN; RM-9A and RM-9AN; RM-9, RM-9N and RM-9BN; RM-10 and RM-10N; RM-11 and RM-11N; RM-12N.

* * * * *

APPENDIX O
Public Consultation Summary



WHAT WE HEARD

Adding Missing Middle Housing
and Simplifying Regulations
in Low Density Neighbourhoods

2021-2023 PUBLIC CONSULTATION SUMMARY





**Adding Missing Middle Housing
+ Simplifying Regulations**
in Low Density Areas



SUMMARY

Between December 2021 to May 2023 staff undertook a series of outreach and consultation activities focused on raising awareness and testing key aspects of the project. Outreach encompassed a range of methods: in-person and online public information sessions, web updates, surveys, and industry workshops. The combined activities generated approximately 65,000 engagement touch points with the community.

Public Event/Platform	# of Touch points
In-person Info Sessions	385 Attendees
Public online Info Sessions	145 Attendees
Shape Your City Website	15,400+ Visitors
Online Survey	1,895 Surveys Complete
Social Media (Facebook, Twitter, Instagram)	1,354 Interacted (69,000 Visitors)
Online Video	46,000+ views
Total	65,000+



PUBLIC INFORMATION SESSIONS

In January through April 2023, staff held seven in-person and two online information sessions to share details and gather feedback about the work to add new missing middle housing options and simplify regulations in low density neighbourhoods.

The public information sessions were advertised through the project's Shape You City web page, on the City's social media platforms (Facebook, Twitter, Instagram), and on posters posted in community centres.

Public engagement over early-2023 showed strong support for both the proposed multiplex concept and changes to simplify and align the current zoning regulations.

Summary of Key Themes (early-2023):

- High degree of support for multiplex and simplification of rules for existing housing options
- Desire for larger multiplex options and other new types of housing in low density areas, including apartments
- Significant need for more affordable ownership and rental housing options recognized
- Some concern about impacts on street parking
- Some concern about compatibility of new options with the existing neighbourhood character
- Interest in understanding what a specific property would be eligible for based on size and other attributes





Adding Missing Middle Housing + Simplifying Regulations in Low Density Areas

PROJECT SURVEY

A survey on the proposed changes was available online over the 2023 Winter engagement period (open from February 1 through March 5 2023) with 1,895 survey responses received. Key takeaways from the survey included:

Strong Overall Support for the Proposed Changes

- 77% agree multiplexes should be allowed in all low density areas
- 60% agree with reducing the max. size of new houses
- 80% agree with increasing the max. size of new laneway houses
- 74% agree with removing design guidelines, standardizing regulations, and reducing the number of RS zones

What Many Respondents Liked

- Multiplexes provide gentle densification and more housing options
- Promotes livability, walkability and neighbourhood vibrancy
- Simpler rules and processes that speed up construction, reduce costs, allow design flexibility and apply in all neighbourhoods

What Some Respondents Were Concerned About

- Compatibility with neighbourhood character
- Affordability for lower income households, fairness of below-market ownership
- Impacts on infrastructure, parking and trees





**Adding Missing Middle Housing
+ Simplifying Regulations**
in Low Density Areas

TRANSLATION

Key project information, including project summary brochures, online comment forms, and a menu of RS housing options was made available in six languages (Traditional Chinese, Simplified Chinese, Vietnamese, Tagalog, Spanish, and Punjabi). In addition, regular updates to the project's Shape Your City web page were provided in these six languages. Translators were also available during in-person info sessions.



INDUSTRY ENGAGEMENT

Over the course of the project from December 2021 to April 2023, five industry workshops were held with the number of participants ranging from 25 to 75 at each session. Participants included architects, designers, and builders of small scale housing (i.e. houses, laneway houses, duplexes, character retention projects). Feedback from these sessions helped to inform project directions and regulation development.

Snapshot of Key Findings from the Industry Workshops (Dec 2021 – April 2023)

- Support for multiplexes and simplifying regulations
- Support for alignment to meet objectives
- Preference for design flexibility, including 2 building (courtyard) and no-basement options
- Concerns about potential requirements, processing times and project costs that could limit project viability
- Some concerns with transition time to new regulations, especially for laneway houses



APPENDIX P Below-Market Homeownership in Multiplexes

Background

Vancouver is experiencing a growing gap between median incomes and the income needed to buy a home. A combined household income of almost \$250,000 is needed to afford a benchmark 2 bedroom condominium, compared to the 2021 median family income of ~\$140,000.¹ In this context, there has been growing interest among Vancouver residents in below-market homeownership in order to achieve security of tenure, build equity, and potentially 'move up' the housing ladder to market ownership over time.

Council motions in 2021 and 2022 directed staff to consider options for below-market homeownership as part of the work to enable missing middle forms of housing in Vancouver's low density areas. In 2021, staff commissioned a consultant report to explore successful approaches to below-market homeownership in other jurisdictions and provide analysis to support goals for a below-market homeownership program in Vancouver. The report also collected feedback through a representative survey of non-owners, and a focus group with representatives from Vancouver's housing sector. The complete consultant report from CitySpaces is [available online](#).

In March 2023, Council approved priority goals for below-market homeownership in multiplexes, and directed staff to begin discussions with BC Housing on integrating below-market homeownership as a potential option in multiplexes. Council also directed staff to explore options for prioritizing purchasers who live and/or work in essential occupations in Vancouver. The five priority goals Council approved are:

1. Target affordability to households earning the median income for families
2. Support approaches that prioritize equity-building for participating households
3. Prioritize delivery of family-sized units (2+ bedrooms)
4. Pilot below-market homeownership in lower-density housing forms like multiplexes
5. Work with partners with capacity to administer below-market homeownership

BC Housing Program Partnership

City staff have been working with BC Housing staff on a program to administer below-market homeownership in multiplexes. BC Housing has an existing program (the Affordable Home Ownership Program or "AHOP"), and utilizing the AHOP would significantly reduce resourcing needs on the City.² Under the AHOP, BC Housing secures an equity stake in a newly developed unit through a second mortgage, which is subsidized primarily by bonus density provided by City regulations and creates the below-market sales price for eligible buyers. If and when the unit is

¹ Condo price based on average sold price from MLS January-May 2022 in Vancouver. Monthly ownership costs include mortgage payments, utilities, property taxes and strata fees. Mortgage payments based on 5.25% interest rates over 25-year term and 20% down payment. Affordability based on 30% of income on combined housing costs.

² Although there has been some interest from other groups in implementing a below-market homeownership program in Vancouver, other potential partners with demonstrated organizational capacity to take on the full administrative functions that BC Housing would through AHOP have not been identified at this time. However, there may be future opportunity within the AHOP framework for third-party non-profit organizations to be involved in administering a waitlist to support the transfer of the AHOP mortgage to subsequent eligible buyers.

sold out of the AHOP to a non-eligible (market) buyer, the associated proceeds are returned to the City, enabling further investment in affordable housing.

The AHOP supports eligible households to access homeownership by providing an interest-free shared appreciation second mortgage, which supplements the homebuyer’s own down payment and primary mortgage. The AHOP second mortgage represents a percentage of the overall property’s value and no payments are required until the unit is sold or the loan reaches maturity at 25 years, when it must be repaid in full. When the buyer decides to sell, they receive their proportional share of the unit’s appreciation or depreciation, and the AHOP second mortgage amount and a proportional share of the unit’s appreciation or depreciation can be transferred by BC Housing to a new eligible AHOP buyer, or be collected by BC Housing and transferred back to the City, less BC Housing’s administration fee.³

In a standard market purchase, a family looking to purchase a multiplex unit valued at \$1.1 million would need a \$220,000 down payment and an annual income of approximately \$240,000 to qualify for financing.⁴ If the family is eligible to participate in the BC Housing AHOP by meeting the Middle Income Limits, the AHOP second mortgage would cover at least 50% of the purchase price, potentially allowing them to qualify for a primary mortgage for the remainder of the sales price with an income under \$180,000 and approximately \$30,000 as a down payment.^{5,6}

Further details regarding BC Housing’s AHOP are [available online](#).

Proposed City of Vancouver Zoning By-law Requirements for Below-Market Homeownership Units

The below-market homeownership option through AHOP is included in the proposed zoning regulations as one of three options applicants must choose between in order to be able to build a multiplex with bonus density (above 0.7 FSR, up to 1.0 FSR).

Table 1. Proposed Below-Market Homeownership Zoning By-law Requirements

Parameters	Details
Unit Type & Size	Minimum of 2 bedrooms and a minimum floor area of 90 sq. m (970 sq. ft.)
Affordability	Initial sales price will be at least 50% below fair market value, and will be secured via a second mortgage ⁷
Legal Security & Administration	Below-market homeownership units must be delivered through the BC Housing AHOP and subject to a Project Partnering Agreement and other related legal securities as required by BC Housing

³ BC Housing takes a 2% fee upon resale to administer the program. Under the standard AHOP model, the first buyer is not required to pass on their second mortgage to a subsequent eligible buyer. More information about the BC Housing program is available in an [informational booklet](#) on AHOP prepared by BC Housing.

⁴ Monthly ownership costs include mortgage payments, utilities, property taxes and strata fees. Mortgage payments based on 5.25% interest rates over 25-year term and 20% down-payment for full price condos or 5% for prices affordable to median incomes

⁵ BC Housing limits incomes of participating buyers of 2 and 3 bedroom units to the 75th percentile of incomes for families across BC. In 2023, this income is \$182,870.

⁶ Based on Staff analysis, 50% of the sale price is the minimum share that the second mortgage must cover in order for the buyer’s primary mortgage to be affordable to incomes at or below BC Housing Middle Income limits.

⁷BC Housing has the discretion to increase the size of the second mortgage in order to achieve affordability to households earning at or below BC Housing Middle Income Limits

Buyer Eligibility

To be eligible to participate in the below-market homeownership in multiplexes program, buyers must:

- Be Canadian citizens or permanent residents;
- Have resided in British Columbia for at least 12 months;
- Be at arms length from (i.e. not be related to or employed by) the developer;
- Not own an interest in other real property anywhere in the world; and
- Have a combined gross household income that does not exceed BC Housing's Middle Income Limits.

In addition, the program prioritizes eligible households that current reside in Vancouver and/or work in Vancouver in essential occupations, as defined by Emergency Management BC.⁸

* * * * *

⁸ For examples of essential occupations, see the list of essential services as defined by Emergency Management BC and the Provincial Health Office: https://www2.gov.bc.ca/assets/gov/family-and-social-supports/covid-19/list_of_essential_services.pdf

**APPENDIX Q
Development Contribution Summary**

Density Bonus Zoning Contributions Overview

Density bonus zoning contributions are used as a zoning tool that permits developers to build additional floor space, in exchange for amenities and/or affordable housing needed by the community. Amenities can be community centres, libraries, parks, childcare centres, affordable housing and more.

Density bonus zones allow for:

- Outright density (or base density) with no density bonus contribution.
- Additional density, up to a specified limit, with a contribution towards amenities and affordable housing.

Financial contributions are determined by the ‘affordable housing and amenity share’ contribution rates set out in Schedule F of the Zoning and Development By-law. Density bonus zoning contributions are currently approved in select zones in Norquay, Marpole, Joyce-Collingwood, Mount Pleasant Industrial Area, False Creek Flats, Grandview-Woodland, and Cambie Corridor. New community plan areas are actively pursuing new Density bonus zoning contributions areas.

Proposed Multiplex Density Bonus Contribution Requirements

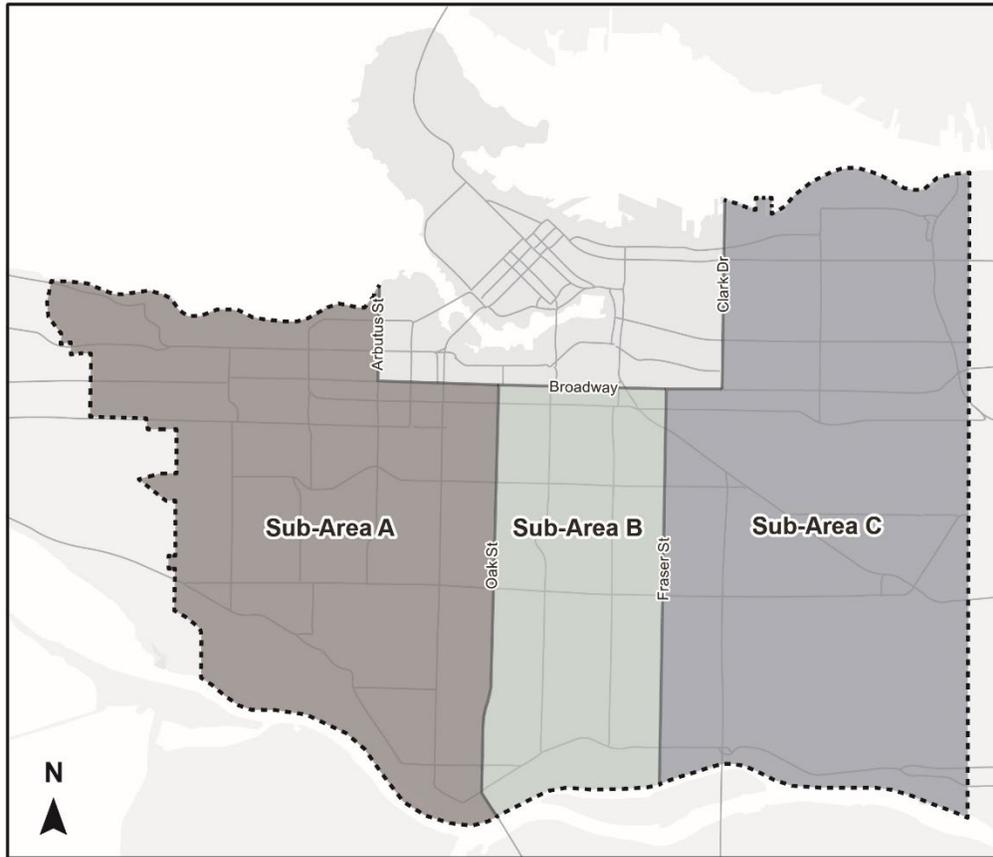
All multiplexes seeking bonus density (above 0.7 FSR, up to 1.0 FSR) would be required to choose one of the following contribution options:

1. Paying a set-rate floor area-based contribution (see Table 1 and Figure 1), or
2. Providing one below-market homeownership unit (see Appendix N for further details), or
3. Securing all units as purpose-built rental housing in perpetuity.

Table 1. Proposed Fixed-Rate Density Bonus Contribution for Multiplex (BMHO and Secured Rental Options Exempt)

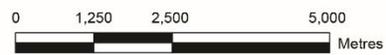
Site Size	Bonus Density Rate (Applicable to Floor Area Between 0.7 and 1.0 FSR)		
	Sub-Area A	Sub-Area B	Sub-Area C
≥10 m (32.8 ft.) Frontage ≥306 m ² (~3,300+ ft ²) Area	\$32.29 per m ² (\$3 per ft ²)		
≥13.4 m (44 ft.) Frontage ≥464 m ² (~5,000+ ft ²) Area	\$699.65 per m ² (\$65 per ft ²)	\$538.20 per m ² (\$50 per ft ²)	\$322.92 per m ² (\$30 per ft ²)
≥15.1m (49.5') Frontage ≥557 m ² (~6,000 ft ²) Area			
≥17.1 m (56.1') Frontage ≥623 m ² (~6,700 ft ²) Area	\$1,506.95 per m ² (\$140 per ft ²)	\$1,076.39 per m ² (\$100 per ft ²)	\$753.47 per m ² (\$70 per ft ²)

Figure 1. Proposed Multiplex Density Bonus Rate Sub-Area Map



LEGEND

-  Sub-Area A
-  Sub-Area B
-  Sub-Area C
-  Boundaries of the City



* * * * *

MEMORANDUM



DATE: 10 July 2023
TO: Graham Anderson, City of Vancouver
FROM: Blair Erb, Coriolis Consulting Corp.
RE: Financial Analysis Inputs to Multiplex Zoning

1.0 Introduction

Missing middle housing includes ground-oriented forms of housing such as duplex, multiplex, townhouse and other forms of attached housing. These infill housing forms can often be introduced into existing single family neighbourhoods without significant impacts on neighbourhood character and can provide a variety of significant benefits, including housing options that are more affordable than new single detached houses, options for existing neighbourhood residents to downsize (freeing up existing housing stock), more efficient use of land and infrastructure, reduction in energy use, improved public realm, and more walkable urban areas.

The City of Vancouver land use policies and bylaws already allow some types of missing middle housing in parts of the City. However, the pace of missing middle housing development has been slow in Vancouver in comparison to other forms of housing. Therefore, the City is considering changes to its zoning bylaw to allow multiplexes (buildings up to six units on a single lot) in RS zoned locations across the City. Currently the zoning in these locations allows single detached houses, laneway homes, duplexes and suites¹.

As input to the overall planning process, the City retained Coriolis Consulting Corp. to:

1. Analyze the financial viability of redevelopment of existing single family lots to multiplex to help identify the circumstances in which redevelopment to multiplex is likely financially viable, taking into account different factors such as location, lot size, density, number of units and parking.
2. Estimate the land value created by bonus density in excess of the current permitted density of 0.7 FSR.
3. Evaluate the financial ability of new projects to incorporate below market housing units or be secured as purpose-built rental housing.
4. Provide input to setting rates for bonus density (i.e. amenity share) contributions for density beyond 0.7 FSR.
5. Provide comments on other items as requested.

Our work was being completed in two phases to match the City's overall planning process:

1. We completed an initial evaluation of the preliminary multiplex scenarios that the City was considering during 2022. This provided input to the City's engagement process and helped identify some of the key factors to consider to help make multiplex housing financially viable.

¹ In addition, multiple units can be achieved on lots improved with existing pre-1940 character homes through existing character retention incentives.

2. We then completed a detailed analysis of the City’s proposed multiplex zoning and related proposed policies in May 2023. This report summarizes the approach, key assumptions and findings of our financial analysis for the proposed regulations.

2.0 Overview of Proposed Multiplex Regulations

Under the proposed multiplex zoning, the maximum permitted density is 1.0 FSR (plus exclusions²). The maximum permitted height is 3 storeys and parking will need to be provided from the lane at grade level (not underground).

The achievable number of units varies by lot frontage and lot size as shown in Exhibit 1.

Exhibit 1: Summary of Permitted Units by Lot Frontage and Size

Lot Frontage	Lot Size	Min # Units	Max # Units	Parking Stalls
33’<44’	3,300 sq. ft.+	3	4	2 or 3
44’<49.5’	5,000 sq. ft.+	4	5	3 or 4
49.5’+	6,000 sq. ft.+	4	6	4 or 5

3.0 Approach to Analysis

Our approach to the analysis included the following main steps:

1. We selected case study sites in different parts of the City to use for the redevelopment financial analysis. The case study sites are all RS zoned lots with low value existing improvements.
2. We estimated the market value of the property under its current use and zoning. This is the minimum price that a multiplex developer would need to pay to acquire the site.
3. We analyzed the financial performance of redevelopment to multiplex with no amenity share contribution and no below market housing. We used this analysis to estimate the land value that is supportable by each multiplex scenario using a land residual approach that includes the following steps:
 - Estimated the value of the completed project.
 - Deducted all project related costs (excluding land and any amenity share contribution).
 - Deducted a profit allowance (15% of total project costs including land).
 - Equals the land value supported by the multiplex scenario.
4. We determined whether or not the multiplex redevelopment scenario is financially viable, assuming the builder acquires the lot at current market value under RS zoning.
5. Based on steps 2 and 3, we estimated the increased lot value created by the increased permitted density for multiplex projects (beyond 0.7 FSR).

² Exclusions from FSR will be provided for mechanical rooms and interior stairwells for accessing upper floor units. However, enclosed parking and storage will be included in FSR.

6. We calculated the supportable amenity share contribution per square foot of increased density for each scenario based on 100% of the estimated increased lot value in step 5.
7. We re-analyzed select scenarios assuming the multiplex project included one below market home ownership (BMHO) unit to determine whether or not the scenario is viable with a BMHO unit.

4.0 Case Study Sites and Scenarios

We selected twelve different case study sites for our analysis as shown in Exhibit 2. The sites vary by location, lot frontage and lot size so they represent a cross-section of the different types of properties that could be candidates for multiplex development.

Exhibit 2: Summary of Case Study Sites

Frontage	West of Oak Street	Oak Street to Fraser Street	East of Fraser Street	Total Sites
33' <44'	1	1	1	3
44' < 49.5'	2	n/a	3	5
49.5 + ft lots	2	1	1	4
Total	5	2	5	12

For some sites we analyzed more than one multiplex scenario to test the impact of:

- Building design (single building versus a courtyard design with two buildings).
- Number of units.
- Including a below market home ownership unit (in the six unit scenarios).

In total, we analyzed 21 different scenarios at the twelve sites as shown in Exhibit 3.

Exhibit 3: Summary of Multiplex Scenarios Tested

# Units	West of Oak Street	Oak Street to Fraser Street	East of Fraser Street	Total
4 Unit Scenarios	1	1	1	3
5 Unit Scenarios	1	n/a	2	3
6 Unit Scenario: Courtyard	3	1	2	6
5 or 6 Unit Scenarios: Single Building	1	1	1	3
6 Unit BMHO Scenarios	3	1	2	6
Total	9	4	8	21

5.0 Key Assumptions

1. The case study sites selected for the analysis are improved with older, low value existing houses so the existing property value is mainly in the land.
2. Multiplex will be a permitted use in the new zoning district, so rezoning is not required.
3. Exclusions from FSR will be provided for mechanical and interior stairs accessing upper floor units. However, enclosed parking and storage will not be excluded from FSR.
4. Construction costs for the multiplex scenarios are based on input from builders and detailed estimates commissioned by the City for over 20 different multiplex design concepts. The costs vary by location, design (courtyard versus single building), lot size and amount of parking. Cost estimates include (but are not limited to):
 - Building construction costs.
 - Professional fees and soft costs.
 - Development management.
 - Contingency.
 - Permits.
 - Warranties.
 - Demolition and hazardous material remediation.
 - Landscaping.
 - Servicing.
 - Connection fees.
 - BC Hydro costs (including pad mounted transformer costs).
 - Utilities.
 - Rainwater detention (based on proposed detention tank requirements).
 - Construction financing.
 - Land financing.
 - Commissions and marketing.
 - Property taxes.
 - Property transfer tax.

The cost assumptions can generally be summarized as shown in Exhibit 4.

Exhibit 4: Cost Assumptions by Location (per square foot)

Costs PSF of Gross Floor Area (rounded)	West Side		East Side	
	Lower	Higher	Lower	Higher
Hard costs psf	\$470	\$500	\$415	\$440
All other costs psf	\$265	\$260	\$230	\$245
Total cost psf (gross floor area) excluding land	\$735	\$760	\$645	\$685

5. The estimated existing property values and sales prices of the new multiplex units are based on May 2023 market values in the different locations in the City that we tested during the analysis. The revenue

assumptions vary from site to site but are generally as shown in Exhibit 5. Units that do not include a parking stall are discounted as shown in the exhibit.

Exhibit 5: Revenue Assumptions by Location (per square foot)

Revenue per net saleable SF (rounded)	Higher Value Locations	Mid Value Locations	Lower Value Locations
Average Sales Price psf	\$1,400 - \$1,450	\$1,250	\$1,100-\$1,125
Discount on units with no parking	\$100,000	\$50,000	\$50,000
Blended Average Price psf for Market Units	\$1,385 - \$1,435	\$1,200 - \$1,210	\$1,085 - \$1,110

- Below market home ownership units (BMHO) are assumed to be 1,000 square foot 2 bedroom units priced at 50% of the full market value of the unit. This will be administered through BC Housing. The BMHO units are assumed to be priced as shown in Exhibit 6.

Exhibit 6: Below Market Home Ownership Sales Price Assumptions (per unit)

BMHO Unit Price (per unit)	Higher Value Locations	Mid Value Locations	Lower Value Locations
2 BR Unit (1,000 sf) - no parking at 50% discount	\$650K to \$675K	\$588K	\$525K to \$538K

6.0 Key Findings from Financial Analysis

- Multiplex will be financially viable at a wide variety of RS zoned lots throughout the City that are improved with older homes. However, the financial performance will vary depending on location, lot size, number of units, tenure, parking and project design. Generally, small lots on the East Side of the City will be least viable while larger lots on the West Side of the City will be most viable.
- In many cases, multiplex will support a higher lot value than other permitted RS uses. Therefore, if there is no amenity share contribution, the existing RS lot values will increase significantly in locations where multiplex supports a higher value than other permitted uses. This would compromise the opportunity for other forms of housing that the City also supports on RS lots (such as market rental, affordable rental, and duplex).
- Because the financial performance of multiplex development varies by location, lot size, tenure, and number of units, the ability of multiplex projects to make an amenity share (density bonus) contribution will be different for each project.
- The range in the estimated supportable amenity share rate for the strata multiplex scenarios that we tested ranges from \$0 to \$160 per square foot of bonus density (over 0.7 FSR). Generally:
 - Smaller lots (less than 5,000 square feet) that can accommodate a maximum of 4 units cannot support any significant contribution.
 - Mid-sized lots (5,000 to 6,700 square feet) that can accommodate 5 or 6 units can support a contribution in the range of about \$25 to \$90 per square foot of bonus density depending on location, number of units, and parking.

-
- Larger lots (over 6,700 square feet) that can accommodate 6 units can support a contribution in the range of \$70 to \$160 per square foot of bonus density depending on location.
5. Inclusion of one BMHO unit is likely viable in six unit projects, assuming no cash amenity share contribution is required. This option may be attractive for applicants that would prefer to create an affordable unit rather than provide a cash contribution.
 6. Rental development is unlikely to be financially attractive at the maximum density being considered for multiplex projects (1.0 FSR). At most RS lots, rental development likely requires a minimum density of 2.0 FSR (or more) to be financially viable.

It is important to note that our analysis focuses on the financial viability of multiplex development from the perspective of for-profit builders and developers. However, we would also expect owners of RS properties to be interested in building new strata or rental multiplex projects for their own use and/or to accommodate family members (not necessarily to earn a profit). So multiplex development will likely occur throughout the City, even in locations where it is not financially viable from a developer's perspective.

7.0 Density Bonus Structure and Recommended Amenity Share Rates

The maximum density for multiplex will be 1.0 FSR. The proposed density structure includes a base density of 0.7 FSR (no contribution will be required) plus up to 0.3 FSR of bonus density. Applicants will have three options to obtain the bonus density:

- Payment of a fixed-rate cash contribution (amenity share rate), or
- Provision of one BMHO unit, or
- Securing all units as market rental housing.

The City asked us to provide input on the amenity share rates that should be considered for strata multiplex projects (that do not provide a BMHO unit), with the following goals in mind:

- Ensuring that multiplex is a viable and attractive option in the RS district.
- Limiting any potential land value escalation due to the new multiplex opportunity.
- Minimizing the impact of the multiplex option on other new housing opportunities in RS (such as secured market rental projects).
- Allocating any estimated increase in land value to public benefits.

Our analysis indicates that:

1. The amenity share rates should vary depending on the lot size and the number of units that can be achieved.
2. The amenity share rates should vary by geography as the estimated supportable rates in our financial analysis vary between sites on the East Side of the City and sites on the West Side of the City. We suggest establishing three different geographic areas for the amenity share rates:
 - Area A would include sites west of Oak Street. Our case study analysis indicates that sites in this part of the City can support the highest amenity share rates.

- Area B would include sites between Oak Street and Fraser Street. Our analysis indicates that supportable amenity share rates in this area are lower than west of Oak Street.
- Area C would include sites to the east of Fraser Street. Our analysis indicates that supportable amenity share rates in this area are lower than sites to the west of Fraser Street.

To establish amenity share rates for each location, we:

- Identified different potential rate categories based on lot frontage and lot size to align with the proposed structure of the zoning regulations. This resulted in up to twelve different rate categories (three geographic areas and four different lot frontage and lot size categories).
- Examined the results of the case study financial analysis by location, lot size and number of units. Where the analysis indicated a range for a category, we identified rates near the middle of the range indicated by the applicable case study sites.
- Graduated the rates across the three geographic areas to mitigate large differences across dividing streets.

Exhibit 7 shows our recommend amenity share rates per square foot of bonus density by location and lot size.

Exhibit 7: Recommended Amenity Share Rates (per square foot of bonus density)

# Units	Site Frontage & Size		A: West of Oak Street	B: Oak Street to Fraser Street	C: East of Fraser Street
3-4	33'+	3,300+ sq. ft.	\$ nominal		
4-5	44'+	5,000+ sq. ft.	\$65	\$50	\$30
4-6	49.5'+	6,000+ sq. ft.			
4-6	56'+	6,700+ sq. ft.	\$140	\$100	\$70

The financial viability of multiplex development will change as market conditions change. The key factors that affect the financial performance of multiplex development and influence the calculated supportable amenity share rates are as follows:

- The value of the lot under alternate permitted uses (such as single family or duplex).
- The sales price of the multiplex units.
- The construction cost of multiplex projects.
- Construction financing interest rates.

We recommend that the City monitor these market variables and monitor pace of multiplex development and adjust rates as needed in the initial year or two after implementation.

8.0 Professional Disclaimer

This document may contain estimates and forecasts of future growth and urban development prospects, estimates of the financial performance of possible future urban development projects, opinions regarding the likelihood of approval of development projects, and recommendations regarding development strategy or municipal policy. All such estimates, forecasts, opinions, and recommendations are based in part on forecasts and assumptions regarding population change, economic growth, policy, market conditions, development costs and other variables. The assumptions, estimates, forecasts, opinions, and recommendations are based on interpreting past trends, gauging current conditions, and making judgments about the future. As with all judgments concerning future trends and events, however, there is uncertainty and risk that conditions change or unanticipated circumstances occur such that actual events turn out differently than as anticipated in this document, which is intended to be used as a reasonable indicator of potential outcomes rather than as a precise prediction of future events.

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