



# TOWN OF VIEW ROYAL STANDING COMMITTEE ON HOUSING LEGISLATION MEETING

FRIDAY, MAY 3, 2024, at 3:00 p.m.  
VIEW ROYAL MUNICIPAL OFFICE - COUNCIL CHAMBERS

## AGENDA

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1. **CALL TO ORDER**  
*(Mayor Tobias)*
2. **APPROVAL OF AGENDA**  
*(motion to approve)*
3. **MINUTES, RECEIPT & ADOPTION OF**  
*(motion to adopt)*
  - a) Minutes of the Standing Committee on Housing Legislation meeting held April 19, 2024 ..... Pg. 2-5
4. **EXTENSIONS**
5. **STAFF UPDATE**
  - a) Draft Small Scale Multi-Unit Housing (SSMUH) and Garden Suite Regulations, dated April 25, 2024, from the Senior Planner and the Director of Development Services ..... Pg.6-21
6. **BUSINESS ARISING FROM PREVIOUS MINUTES**
7. **REPORTS**
  - a) Implementing Small-Scale Multi-Unit Housing in View Royal, from the Standing Committee .. Pg.22-38
    - i) Amendments to the Zoning Bylaw.
    - ii) Onsite Parking permeable surface requirements for SSMUH designated lots.
    - iii) Accessory Buildings on SSMUH designated lots.
8. **CORRESPONDENCE AND RESOURCES**
9. **NEW BUSINESS**
10. **TERMINATION**



# TOWN OF VIEW ROYAL

MINUTES OF THE STANDING COMMITTEE MEETING  
ON HOUSING LEGISLATION  
HELD ON FRIDAY, APRIL 19, 2024  
VIEW ROYAL MUNICIPAL OFFICE – COUNCIL CHAMBERS

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**PRESENT:** Mayor S. Tobias, Chair  
Councillor R. Mattson  
Councillor J. Rogers  
L. Jeurond  
C. Walker  
D. Wilson

**PRESENT ALSO:** S. Sommerville, Chief Administrative Officer  
L. Taylor, Director of Development Services  
I. Leung, Director of Engineering  
S. Scory, Senior Planner  
D. Miles, Recording Secretary

7 members of the public  
0 members of the press

1. **CALL TO ORDER** – The Chair called the meeting to order at 3:00 p.m.

2. **APPROVAL OF AGENDA**

MOVED BY: Councillor Mattson

SECONDED: Councillor Rogers

THAT the agenda be approved as presented.

**CARRIED**

3. **MINUTES, RECEIPT & ADOPTION OF**

MOVED BY: D. Wilson

SECONDED: C. Walker

THAT the minutes of the Standing Committee on Housing Legislation meeting held April 5, 2024 be adopted as amended by adding under Section 5. Exemptions and Extensions' bullet item "On street parking and pedestrian accessibility concerns", as the second item in the "Staff noted that" list:

"Lands within the 400m of prescribed frequent bus stops are exempt from requiring residential off-street parking as per Small-Scale Multi-Unit Housing Site Standards Package D in the Provincial Policy Manual & Site Standards."

**CARRIED**

4. **EXTENSIONS**

a) Review of Staff Update on Extensions Submissions

b) Considerations for Committee Recommendations for Council

5. **STAFF UPDATE**

a) Extensions / Exemptions

1. Coastal Flood Risk Areas Map – Technical Memo

The Senior Planner presented the memo information and staff discussed:

- Area maps presented for Small Scale Multi-Unit Housing (SSMUH), Coastal Flood Risk, and Environmental Development Permit Areas.
- Areas within the SSMUH and Coastal Flood Risk maps that currently overlap with the Town's Development Permit Areas.
- That the Town has the ability to require additional geotechnical or flood construction level information from qualified professionals on a case-by-case basis for any development, subdivision, and/or building permit application within those areas.

Staff noted:

- Viability of an extension application given the deadline restriction of June 1, 2024, and the cost and ability to obtain the required supporting documentation from qualified professionals to satisfy the application requirements.
- Coastal Adaptation Plan and Drainage Master Plan projects planned for the Town and expected completion dates.

The Committee discussed:

- Areas with sea level rise concerns and projection data, potential development, and infrastructure impacts and reason for exemption.
- The 2021 Capital Regional District (CRD) Report on Sea Level Rise and Tsunami Risk and its inclusion in the exemption application.
- Recommendation on applicability for exemptions to the Housing Legislation.
- Flood construction levels, flood plains, king tides, storm surge, atmospheric rivers, and liability potential for the Town.
- The current 2021 CRD report is out of date and the Committee would like to see current information.
- Options for extension or exemption applications, noting that the policy states there must be a significant threat or risk that is unable to be mitigated.

MOVED BY: Councillor Rogers

SECONDED: L. Jeaurond

SCOHL-01-24 THAT the Committee recommend to Council that staff be directed to prepare an exemption application from the Small Scale Multi-Unit Housing Legislation for areas noted on the map affected by sea level rise and tsunami until the Town's Coastal Adaptation Plan is completed.

**DEFEATED**

**Mayor Tobias, D. Wilson, C. Walker, Councillor Mattson opposed**

MOVED BY: Mayor Tobias

SECONDED: Councillor Rogers

SCOHL-02-24 THAT the Committee recommend to Council that staff be directed to prepare an application for a four-year extension from the Small Scale Multi-Unit Housing Legislation for the lands identified on the Coastal Flood Risk Areas map until the Coastal Adaptation Plan and Official Community Plan update are completed.

**CARRIED**

**Opposed: D. Wilson**

MOVED BY: Mayor Tobias

SECONDED: Councillor Mattson

THAT the meeting be extended to 5:00 p.m.

**CARRIED**

2. SSMUH Housing and Infrastructure

The Director of Engineering reviewed the SSMUH map that included the areas that are currently without sidewalks and strata roads where sidewalks cannot be required. He noted that 17km of single side or 34km of dual side sidewalks would be required in these areas; and the installation cost would pose a significant cost to the Town, impacting tax rates.

Staff noted:

- A Drainage Master Plan is required to be completed.
- Development is required to have a net zero drainage impact pre and post construction. therefore this may not be accepted by the Province as a reason for an extension.
- A Development Cost Charges (DCC) Bylaw amendment may be an extension option.

The Committee discussed:

- Areas without sidewalk, areas without storm drains, and open ditch systems.
- Need for the Transportation and Drainage Master Plans and the DCC Bylaw update.
- Timelines for extension request.

MOVED BY: Councillor Mattson

SECONDED: Councillor Rogers

SCOHL-03-24 THAT the Committee recommend to Council that a request for a four-year extension from the Small Scale Multi-Unit Housing Legislation be considered for those areas that are underserved by sidewalks to allow for the Transportation Master Plan, Drainage Master Plan, and Development Cost Charges Bylaw updates, and amendments to be completed.

**CARRIED**

- b) Draft Transit Oriented Area (TOA) Amendment Bylaw No. 1134, Small Scale Multi-Unit Housing (SSMUH) Amendment Bylaw No. 1135, 2024 and Garden Suite Regulations

The Senior Planner reported that:

- The Transit Oriented Area (TOA) map shows the designated lands within 400m of the prescribed bus exchange on Hospital Way that are entitled to greater heights and densities, and no on-site residential parking requirement as per Bill 47-2023.
- Inclusion of additional parcels to prevent orphaned properties at the periphery of the TOA is encouraged as it will integrate development in those areas. These areas are shown on the TOA map and will be a schedule to the bylaw.
- The SSMUH map shows areas where 4 to 6 units/parcel would be permitted.
- Test fit examples were presented, showing potential development examples using draft zoning regulations that staff will be presenting in the amendments.

Staff noted:

- Lands within the TOA designation map are still subject to a rezoning application where the proposed height and density exceed the current zoning. The height and density proposed could not be denied, however, the Town maintains the ability to collect Development Cost Charges, Community Amenity Contributions, and apply standard requirements as per Town bylaws such as the Subdivision and Development Servicing Bylaw.
- The purpose of the TOA designation bylaw is to indicate designation areas only which would not change their current zoning. Therefore, if a property is zoned single family and an owner would like to build a single family dwelling, the current zoning restrictions for height, setbacks and lot coverage would still apply.
- Additional parcels outside the designated area can be included or removed as per Council direction.

- The Town is required to make amendments that support the intent of the legislation and that any restrictions that are viewed as prohibitive may be rejected by the Province.
- Based on the Council meeting schedule, the Town would be required to have bylaw adoption completed by June 18, 2024 to meet the Provincial deadline. Bylaw readings should begin by mid-May. Additional discussions should be addressed promptly if the Committee would like to see the SSMUH regulations again.

The Committee discussed:

- The ability of landowners to continue building single-family dwellings despite the designation and which rules would apply to the development.
- Concerns regarding massing and height for “monster mansions” and multi-unit housing.
- The inclusion of the additional parcels on the TOA map.
- Additional discussion regarding exploration of setbacks and other zoning restrictions to look at impacts on parcels and the wording within the bylaw amendments.

MOVED BY: Councillor Rogers

SECONDED: D. Wilson

SCOHL-04-24 THAT the Committee recommend to Council that any additional properties not required to be included on the Transit-Oriented Areas Designation Map be removed.

**CARRIED**

**6. BUSINESS ARISING FROM PREVIOUS MINUTES**

**7. REPORTS**

**8. CORRESPONDENCE**

**9. NEW BUSINESS**

Next meeting is proposed for Friday, May 3, 2024 at 3:00 p.m.

**10. TERMINATION**

MOVED BY: Councillor Rogers

SECONDED: Mayor Tobias

THAT this meeting now terminate at 5:00 p.m.

**CARRIED**

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CHAIR

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RECORDING SECRETARY



## TOWN OF VIEW ROYAL MEMO TO STANDING COMMITTEE ON HOUSING

**TO:** Standing Committee on Housing      **DATE:** April 25, 2024  
**FROM:** Stirling Scory, RPP, MCIP      **MEETING DATE:** May 3, 2024  
Senior Planner  
Leanne Taylor, RPP, MCIP  
Director of Development Services

### DRAFT SMALL-SCALE MULTI-UNIT HOUSING (SSMUH) AND GARDEN SUITE REGULATIONS

#### **PURPOSE:**

The purpose of this report is to provide the Standing Committee on Housing (SCOH) with a review of the draft Schedule E: Small-Scale Multi-Unit Housing Regulations and draft Schedule D: Garden Suite Regulations, to implement the required Small-Scale Multi-Unit Housing (SSMUH) legislation required by the Province.

#### **DISCUSSION:**

##### *Draft Schedule E: Small-Scale, Multi-Unit Housing Regulations Zoning Regulations*

The Town is required to adopt, by bylaw, amendments to *Zoning Bylaw No. 900, 2014*, to allow secondary suites and/or garden suites, and a minimum of 3, 4, and 6 dwelling units within *Restricted Zones*.

Staff have prepared draft zoning regulations to ensure compliance with the legislation (attached). By taking into account the legislation, site standard packages in the Provincial Policy Manual, the diversity of parcel shapes and sizes, and neighbourhood context, staff have prepared draft Schedule E: Small-Scale, Multi-Unit Housing Regulations to include zoning provisions for SSMUH sub-categories based on lot sizes, permitted uses, configurations of different housing typologies, number of units, floor space ratios, floor areas, setbacks, height, lot coverage, impermeable surface coverage, and parking. Furthermore, staff have also added an additional measure not considered by the Province, impermeable surface area, which takes into account hard surfaces like parking and driveways, thus further regulating development, impact to lot coverage, tree protection, and stormwater management.

Following the Standing Committee on Housing meeting that was held on April 19, 2024, staff heard from members of the Committee that the draft regulations should include maximum floor area and/or floor space ratio (FSR) to regulate size of buildings and ensure that there is a sensitive, cohesive, attainable and affordable approach to infill housing. The *Local Government Act (LGA)*, and the Provincial Policy Manual and Site Standards do not require nor encourage municipalities to regulate maximum floor area or FSR beyond the number of units to allow for a greater flexibility of housing choice. However, the Provincial Policy Manual does mention that

local governments may also wish to retain FSRs to avoid the construction of excessively large and relatively expensive housing units.

Staff concur with the Committee that minimum and maximum floor areas, and FSR are important provisions to include in the SSMUH regulations for the reasons shared by Committee members. Based on the review of housing testfits (attached), existing zoning regulations, and projects that have been constructed in the Town and throughout the region, it is recommended that a minimum floor area of 33 m<sup>2</sup> to prohibit micro-units and a maximum floor area of 240 m<sup>2</sup> to achieve attainability and diversity of housing choice and configurations for seniors, families wishing to downsize, households with children, etc., are appropriate.

Where a SSMUH proposal does not meet setbacks, lot coverage, impermeable coverage, height or parking provisions in Schedule E, a variance(s) would be required, subject to Council approval.

### Draft Garden Suite Regulations

Draft garden suite regulations (attached) have also been added as an amendment to the zoning bylaw. The proposed garden suite regulations were informed by a review of other municipalities in the region, along with discussions with planning staff in those municipalities.

### SSMUH Parking

The Provincial Small-Scale Multi-Unit Housing manual encourages less parking for SSMUH. In review of the Provincial recommendations and testfits, it is recommended that parking be reduced as summarized in the table below. In addition, it is recommended that a visitor parking requirement be introduced as part of the bylaw amendments. It is important to note that SSMUH parcels within 400m of a prescribed frequent transit stop is not required to provide parking, in accordance with the Local Government Act. A more fulsome parking review will be carried out in the future, in accordance with the draft 2024 -2028 Financial Plan.

Table 1 - Draft Parking Changes

<b>Residential Use</b>	<b>Existing Parking Requirement</b>	<b>Proposed Parking Requirement</b>
Residential, Detached	2 per dwelling unit	1 per dwelling unit
Residential, Attached	2 per dwelling unit	1 per dwelling unit
Garden Suite	n/a	1 per dwelling unit
Duplex	2 per dwelling unit	1 per dwelling unit
Houseplex	n/a	1 per dwelling unit
Visitor Parking	n/a	0.1 per dwelling unit with a minimum of 5 units (Apartment) 0.1 per dwelling unit with minimum 5 units (Attached Residential)

### Conceptual Housing Testfits

Housing testfits were prepared to assist with zoning analysis, housing configurations and mapping. The testfits provide samples of single-family with secondary suite and garden suite, attached residential with a range of 3 to 6 dwelling units per lot. The testfits are conceptual only

and are meant to illustrate typical small-scale multi-unit housing typologies that may be expected once regulations have been adopted. There are further edits required to remove some inconsistencies in the testfits, staff will revise further prior to presenting these to Council for their formal consideration of the amendments.

**ATTACHMENTS:**

1. Draft Schedule E: Small-Scale Multi-Unit Housing
2. Draft Schedule D: Garden Suite
3. Zoning Comparison Table
4. Housing Testfits



## SCHEDULE E: Small-Scale, Multi-Unit Housing

### 1. General Regulations

1.1. The regulations set out in this Schedule shall be applied to all restricted zones in this Bylaw.

1.2. The Small-Scale, Multi-Unit Housing (SSMUH) regulations shall be classified into four sub-categories, which are detailed as follows and subject to the regulations in Sections 2, 3, 4 and 5 of this Schedule:

- a) Small-Lot SSMUH regulations pertain to parcels with lot areas less than or equal to 280 m<sup>2</sup>;
- b) Medium-Lot SSMUH regulations pertain to parcels with lot areas greater than or equal to 281 m<sup>2</sup> and less than or equal to 1199 m<sup>2</sup>;
- c) Large-Lot SSMUH regulations pertain to parcels with lot areas greater than or equal to 1200 m<sup>2</sup>; and
- d) SSMUH regulations for land within 400m of prescribed frequent transit stop, as shown on Map 1 in Appendix 1 of this Schedule.

1.3. More than one building is permitted on a lot, subject to the regulations in this Schedule.

### 2. Small-Lot Small-Scale Multi-Unit Housing Regulations

Permitted Uses	Permitted Housing Configurations for up to three units
<ol style="list-style-type: none"> <li>a) Garden Suite, subject to the regulations in Schedule C</li> <li>b) Residential, Detached</li> <li>c) Residential, Duplex</li> <li>d) Residential, Houseplex</li> <li>e) Secondary Suite, subject to the regulations in Section 5 of this Bylaw</li> </ol>	<ol style="list-style-type: none"> <li>a) Detached Residential with Secondary Suite and Garden Suite</li> <li>b) Duplex and Garden Suite</li> <li>c) Residential, Houseplex</li> </ol>
<b>Lot Density</b>	
Floor Space Ratio (FSR)	1:1
Dwelling Unit Floor Area (minimum)	33 m <sup>2</sup>
Dwelling Unit Floor Area (maximum)	240 m <sup>2</sup>
Number of Dwelling Units (maximum)	3
<b>Lot Coverage and Impermeable Surface Coverage</b>	
Lot Coverage (maximum)	50%
Impermeable Surface Coverage (maximum)	60%
<b>Building Height and Width</b>	
Building Height (maximum)	11 m
Building Width (minimum)	6 m
<b>Setbacks</b>	
Front Lot Line (minimum)	4 m
Rear Lot Line (minimum)	6 m
Side Lot Line (minimum)	1.5 m
Flanking Lot Line (minimum)	3 m

<b>Parking</b>
Off-street parking requirements for motor vehicles in Section 5 of this Bylaw apply to the residential use.

### 3. Medium-Lot Small-Scale Multi-Unit Housing Regulations

Permitted Uses	Permitted Housing Configurations for up to four units
<ul style="list-style-type: none"> <li>a) Garden Suite, subject to the regulations in Schedule C</li> <li>b) Residential, Apartment</li> <li>c) Residential, Attached</li> <li>d) Residential, Detached</li> <li>e) Residential, Duplex</li> <li>f) Residential, Houseplex</li> <li>g) Secondary Suite, subject to the regulations in Section 5 of this Bylaw</li> </ul>	<ul style="list-style-type: none"> <li>a) Residential, Apartment</li> <li>b) Residential, Attached</li> <li>c) Residential, Detached with a Secondary Suite and Garden Suite</li> <li>d) Residential, Detached with a Secondary Suite and Residential, Duplex</li> <li>e) Residential, Duplex and two secondary suites</li> <li>f) Residential, Houseplex</li> <li>g) Residential, Houseplex and a Garden Suite</li> <li>h) Two Residential, Duplexes</li> </ul>
<b>Lot Density</b>	
Floor Space Ratio (FSR)	1:1
Dwelling Unit Floor Area (minimum)	33 m <sup>2</sup>
Dwelling Unit Floor Area (maximum)	240 m <sup>2</sup>
Number of Dwelling Units (maximum)	4
<b>Lot Coverage and Impermeable Surface Coverage</b>	
Lot Coverage (maximum)	40%
Impermeable Surface Coverage (maximum)	60%
<b>Building Height and Width</b>	
Building Height (maximum)	11 m
Building Width (minimum)	6 m
Where there is an existing Residential, Detached building on a lot, the maximum building height of a new Residential, Duplex or Residential, Houseplex constructed in the rear yard shall not exceed a height of 7.5 m.	
<b>Setbacks</b>	
Front Lot Line (minimum)	4 m
Rear Lot Line (minimum)	6 m
Side Lot Line (minimum)	1.5 m
Flanking Lot Line (minimum)	3 m
Building Separation Distance (minimum)	4 m
<b>Parking</b>	
Off-street parking requirements for motor vehicles in Section 5 of this Bylaw apply to the residential use.	

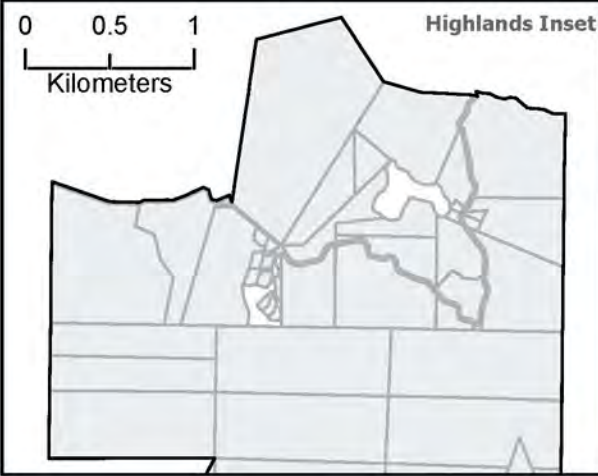
### 4. Large-Lot Small-Scale Multi-Unit Housing Regulations

<b>Permitted Uses</b>	<b>Permitted Housing Configurations for up to four units</b>
<ul style="list-style-type: none"> <li>a) Garden Suite, subject to the regulations in Schedule C</li> <li>b) Residential, Apartment</li> <li>c) Residential, Attached</li> <li>d) Residential, Detached</li> <li>e) Residential, Duplex</li> <li>f) Residential, Houseplex</li> <li>g) Secondary Suite, subject to the regulations in Section 5 of this Bylaw</li> </ul>	<ul style="list-style-type: none"> <li>a) Residential, Apartment</li> <li>b) Residential, Attached</li> <li>c) Residential, Detached with a Secondary Suite and Garden Suite</li> <li>d) Residential, Detached with a Secondary Suite and Residential, Duplex</li> <li>e) Residential, Duplex and two secondary suites</li> <li>f) Residential, Houseplex</li> <li>g) Residential, Houseplex and a Garden Suite</li> <li>h) Two Residential, Duplexes</li> </ul>
<b>Lot Density</b>	
Floor Space Ratio (FSR)	0.6:1
Dwelling Unit Floor Area (minimum)	33 m <sup>2</sup>
Dwelling Unit Floor Area (maximum)	240 m <sup>2</sup>
Number Dwelling Units (maximum)	4
<b>Lot Coverage</b>	
Lot Coverage (maximum)	30%
Impermeable Surface Coverage (maximum)	60%
<b>Building Height and Width</b>	
Building Height (maximum)	11 m
Building Width (minimum)	6 m
Where there is an existing Residential, Detached building on a lot, the maximum building height of a new Residential, Duplex or Residential, Houseplex constructed in the rear yard shall not exceed a height of 7.5 m.	
<b>Setbacks</b>	
Front Lot Line (minimum)	4 m
Rear Lot Line (minimum)	6 m
Side Lot Line (minimum)	1.5 m
Flanking Lot Line (minimum)	3 m
Building Separation Distance (minimum)	4 m
<b>Parking</b>	
Off-street parking requirements for motor vehicles in Section 5 of this Bylaw apply to the residential use.	

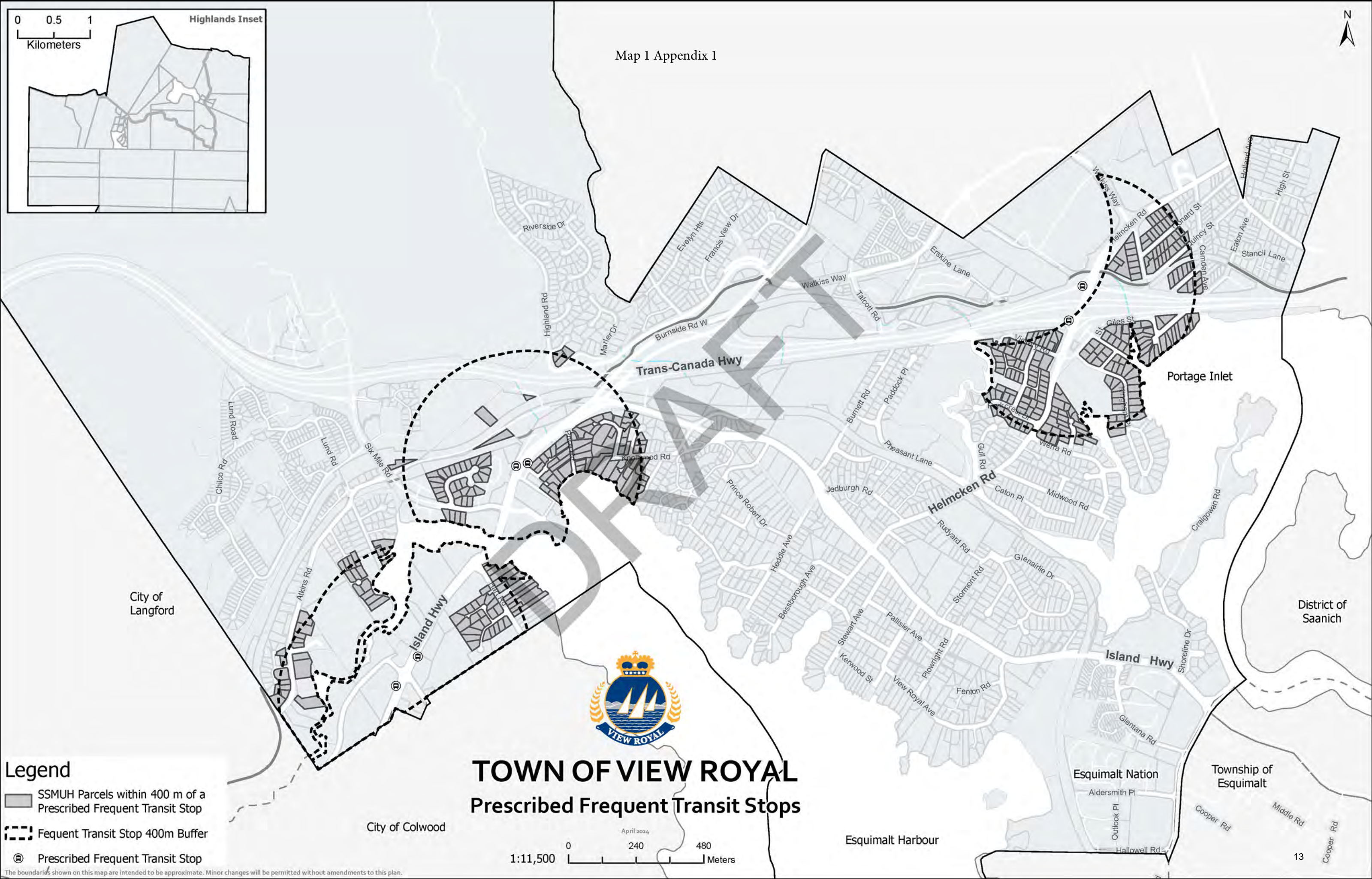
**5. Small-Scale Multi-Unit Housing regulations for land within 400m of prescribed frequent transit stop**

<b>Permitted Uses</b>	<b>Permitted Housing Configurations for up to six units</b>
<ul style="list-style-type: none"> <li>a) Garden Suite, subject to the regulations in Section 5 of this Bylaw</li> <li>b) Residential, Apartment</li> <li>c) Residential, Attached</li> <li>d) Residential, Detached</li> </ul>	<ul style="list-style-type: none"> <li>a) Residential, Apartment</li> <li>b) Residential, Attached</li> <li>c) Residential, Detached with a Secondary Suite and Garden Suite</li> <li>d) Residential, Detached with a</li> </ul>

e) Residential, Duplex f) Residential, Houseplex g) Secondary Suite, subject to the regulations in Section 5 of this Bylaw	Secondary Suite and Houseplex e) Residential, Duplex and two secondary suites f) Residential, Houseplex g) Residential, Houseplex and a Garden Suite h) Two Residential, Duplex
<b>Lot Density</b>	
Floor Space Ratio (FSR)	1:1 for lots less than or equal to 1200 m <sup>2</sup> ; or 0.6:1 for lots greater than or equal to 1201 m <sup>2</sup>
Dwelling Unit Floor Area (minimum)	33 m <sup>2</sup>
Dwelling Unit Floor Area (maximum)	240 m <sup>2</sup>
Number of Dwelling Units (maximum)	6
<b>Lot Coverage</b>	
Lot Coverage (maximum)	40%
Impermeable Surface Coverage (maximum)	60%
<b>Building Height and Width</b>	
Building Height (maximum)	11 m
Building Width (minimum)	6 m
Where there is an existing Residential, Detached building on a lot, the maximum building height of a new Residential, Duplex or Residential, Houseplex constructed in the rear yard shall not exceed a height of 7.5 m.	
<b>Setbacks</b>	
Front Lot Line (minimum)	4 m
Rear Lot Line Setback (minimum)	6 m
Side Lot Line Setback (minimum)	1.5 m
Flanking Lot Line Setback (minimum)	3 m
Building Separation Distance (minimum)	4 m
<b>Parking</b>	
The off-street parking requirements for motor vehicles in Section 5 of this Bylaw do not apply to the residential use on the land shown on Map 1 in Appendix 1 of this Schedule, except as follows:	
<ul style="list-style-type: none"> <li>a) a parking space that would be required to be provided as an accessible space under section 5.14 must be provided; and</li> <li>b) any parking space that is provided, whether or not that space is required to be provided, must meet the requirements of section 5 of this Bylaw.</li> </ul>	



Map 1 Appendix 1



- Legend**
- SSMUH Parcels within 400 m of a Prescribed Frequent Transit Stop
  - Frequent Transit Stop 400m Buffer
  - Prescribed Frequent Transit Stop



# TOWN OF VIEW ROYAL

## Prescribed Frequent Transit Stops



The boundaries shown on this map are intended to be approximate. Minor changes will be permitted without amendments to this plan.

## SCHEDULE D: Garden Suite Regulations

### 1. General Regulations

1.1. A garden suite shall only be permitted as an accessory use to a residential, detached building, duplex, or houseplex.

### 2. Siting, Setback, Separation Distance, and Lot Coverage

2.1. A garden suite must be sited in the rear yard and not less than (minimum):

- a. 1.5 m from a side yard;
- b. 1.5 m from a rear yard; and
- c. 3.5 m from a flanking street of a corner lot.

2.2. The separation distance between a garden suite and all buildings and structures on a lot must be a minimum of 2.4 m.

2.3. The rear yard site coverage must not exceed 25% (maximum), including garden suite, all accessory buildings and/or structures.

### 3. Height, Floor Area, and Design

3.1. The height of a garden suite must not exceed (maximum):

- a. 3.5 metres, where the lot is less than or equal to 549 m<sup>2</sup>; or
- b. 4.5 metres, where the lot is greater than or equal to 550 m<sup>2</sup>.

3.2. The floor area of a garden suite must not exceed (maximum):

- a. 37 m<sup>2</sup> where the lot size is less than or equal to 549 m<sup>2</sup>;
- b. 60 m<sup>2</sup> where the lot size is greater than or equal to 550 m<sup>2</sup> and less than or equal to 999m<sup>2</sup>; or
- c. 65 m<sup>2</sup>, where the lot is equal to or greater than 1000 m<sup>2</sup>.

3.3. A garden suite is not permitted to include:

- a. a deck that exceeds 0.6 m above grade;
- b. a balcony; or
- c. a rooftop patio.

### 4. Vehicle Parking

4.1. Off-street parking requirements for motor vehicles in Section 5 of this Bylaw apply.

### 5. Subdivision

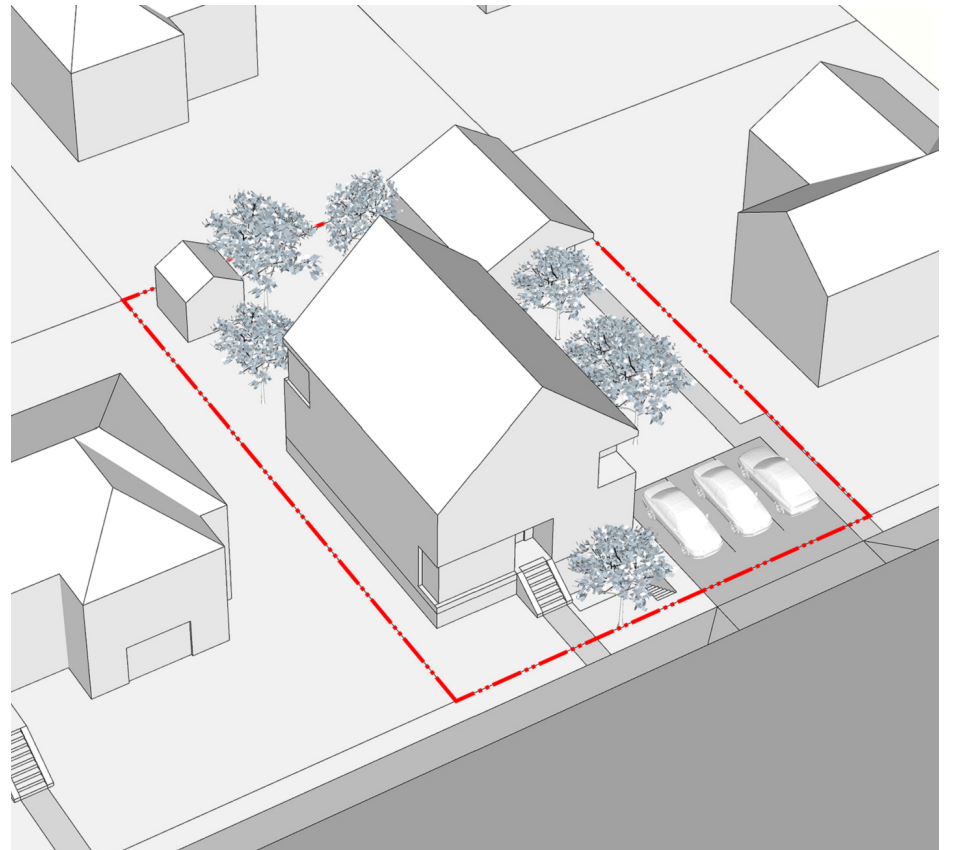
5.1. A garden suite may not be strata-titled or subdivided from the lot containing the principal building.

Zoning Regulation	Zoning Bylaw Review: Existing, Proposed, and Provincial Recommendations Summary																								
	A-1	A-2	A-3	R-1	R-1A	R-1B	R-1C	R-2	CD-5	CD-13	CD-16	CD-19A	CD-21	CD-28C	CD-28D	CD-28E	SSMUH Small Lot (281 m <sup>2</sup> )	SSMUH Medium Lot (> 281 and <1199 m <sup>2</sup> )	SSMUH Large Lot (> 1200 m <sup>2</sup> )	SSMUH Frequent Transit Stop (within 400 m of Prescribed Transit Stop)	Provincial Site Standards Package A (Detached Residential, Secondary Suite, Garden Suite)	Provincial Site Standards Package B (3 – 4 dwelling units lots less than 1,215 m <sup>2</sup> )	Provincial Site Standards Package C (minimum 4 unit on lot between 1,215 m <sup>2</sup> and 4,050 m <sup>2</sup> )	Provincial Site Standards Package D (six housing units within 400 of prescribed transit stop)	
	Existing Zoning Bylaw Regulations															Proposed Zoning Bylaw Regulations				Recommended Provincial Zoning Bylaw Regulations					
Lot Density																									
Building Floor Area Maximum	372 m <sup>2</sup> * principle only	372 m <sup>2</sup> * principal only	372 m <sup>2</sup> * principal only	372 m <sup>2</sup>	372 m <sup>2</sup>	325 m <sup>2</sup>	278 m <sup>2</sup>	400 m <sup>2</sup> (residential detached building floor area)	278 m <sup>2</sup>	200 m <sup>2</sup>	260.1 m <sup>2</sup>	n/a	325 m <sup>2</sup>	279 m <sup>2</sup>	n/a	n/a	240 m <sup>2</sup>	240 m <sup>2</sup>	240 m <sup>2</sup>	240 m <sup>2</sup>	n/a	n/a	n/a	n/a	n/a
Floor Space Ratio (FSR)				.42:1	.42:1	.42:1	.6:1	.6:1	.45:1	.45:1	.53:1	.45:1	.6:1	.75:1	.6:1	1.25:1	1:1	1:1	.6:1	1:1 for lots less than or equal to 1200 m <sup>2</sup> ; or .6:1 for lots greater than or equal to 1201 m <sup>2</sup>	n/a	n/a	n/a	n/a	
Lot Coverage Maximum	20%	20%	20%	40%	40%	40%	40%	50%	35%	35%	45%	35%	40%	60%	40%	45%	50%	40%	30%	40%	25 – 40%	50%	40%	60%	
Impermeable Coverage Maximum	40%	40%	40%	60%	60%	60%	60%	60%	n/a	90%	n/a	n/a	40%	80%	60%	60%	60%	60%	60%	60%	n/a	n/a	n/a	n/a	
Building Size																									
Building Height Maximum	9 m	9 m	9 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	8 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	11 m	11 m	11 m	11 m	11 m (3 storeys) at midpoint or top of roof (flat roof)	11 m (3 storeys) at midpoint or top of roof (flat roof)	11 m (3 storeys) at midpoint or top of roof (flat roof)	11 m (3 storeys) at midpoint or top of roof (flat roof)	
Accessory Building Height Maximum	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	6.0 m	4.5 m	4.5 m	4.5 m	4.5 m	8 m	n/a	n/a	n/a	
Siting of Principle Building																									
Front Lot Line Setback Minimum	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	4 m	4.5 m / 6 m for carport or garage	4.5 m	4.5 m	7.5 m	3.5 m	3.0 m	5.0 m	4 m	4 m	4 m	4 m	5 – 6 m	2 m	4 – 6 m	2 m	
Rear Lot Line Setback Minimum	7.5 m	7.5 m	7.5 m	7.5 m	7.5 m	6 m	6 m	7.5 m	4 m	6 m	6 m	6.0 m	6.0 m	3.5 m	6.0 m	2.0 m	6 m	6 m	6 m	6 m	6 m and 1.5 m for garden suite	1.5 m	6 m and 1.5 for garden suite	1.5 m	
Side Lot Line Setback Minimum	7.5 m	7.5 m	7.5 m	2 m	2 m	1.5 m	1.5 m	1.5 m	3 m	1.2 m	1.2 m	1.2 m	1.5 m	0 m 1.5 m combined side lot line	0 m 1.5 m combined side lot line	2.0 m	1.5 m	1.5 m	1.5 m	1.5 m	1.2 m	1.2 m	3 m	0.0 – 1.2 m	
Flanking Lot Line Setback Minimum	7.5 m	7.5 m	7.5 m	4.5 m	4.5 m	4.5 m	4.5 m	4.5 m	3 m	4 m / 6 m for carport or garage	4 m	4 m	4.5 m	3 m	3 m	3.0 m	3 m	3 m	3 m	3 m	n/a	n/a	n/a	n/a	
Siting of An Accessory Building or Structure																									
Front Lot Line Setback Minimum <sup>1</sup>	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
Rear Lot Line Setback Minimum	15 m	15 m	15 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	n/a	n/a	n/a	n/a	
Side Lot Line Setback Minimum	15 m	15 m	15 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	1.2 m	n/a	n/a	n/a	n/a	

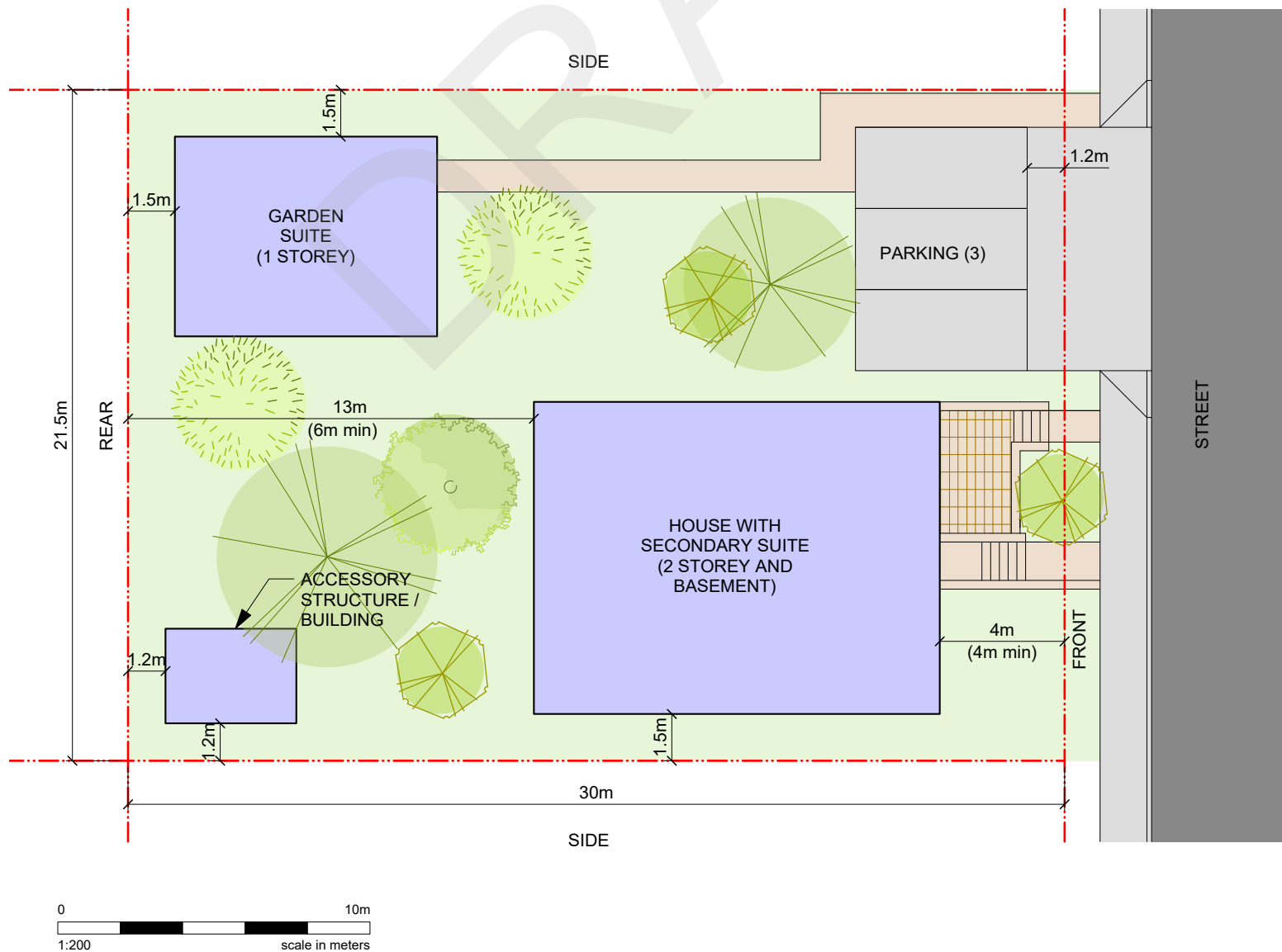
<sup>1</sup> Accessory buildings and structures are not permitted in the front yard without a variance.

### Detached Residential with Secondary Suite and Garden Suite - Medium Lot

Property Size	645 m <sup>2</sup>			
	Shown		Maximum Allowable	
Lot Coverage	196 m <sup>2</sup>	30%	258 m <sup>2</sup>	40%
Impermeable Coverage	292 m <sup>2</sup>	45%	387 m <sup>2</sup>	60%
# Dwelling Units	4			
Dwelling Unit Floor Area (maximum)	240 m <sup>2</sup>			
Floor Space Ratio (maximum)	.4:1			
	Total Area		Approx. # Bedrooms	
Detached Dwelling	260 m <sup>2</sup>		3	
Secondary Suite	130 m <sup>2</sup>		2	
Garden Suite	54 m <sup>2</sup>		1	
Accessory Structure	13 m <sup>2</sup>			
Parking Stalls*	1 per unit		3 stalls total	
	Shown		Minimum Setback	
Primary Building Setbacks				
Front Yard	4 m		4 m	
Rear Yard	13 m		6 m	
Side Yard	1.5 m		1.5 m	
Flanking Side Yard			3 m	
Building Separation Distance (minimum)	4 m			
Garden Suite Setbacks	Shown		Minimum Setback	
Other Buildings	3.7 m		2.4 m	
Rear Yard	1.5 m		1.5 m	
Side Yard	1.5 m		1.5 m	
Flanking Side Yard			3.5 m	
Primary Building Height	9 m (11m max)			
Garden Suite Height	4.5 m (max)			



\*Parking not required for properties within 400m of a prescribed transit stop per Section 525.1 of the Local Government Act. This study shows an example with parking provided.



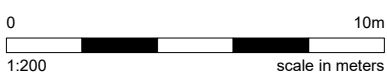
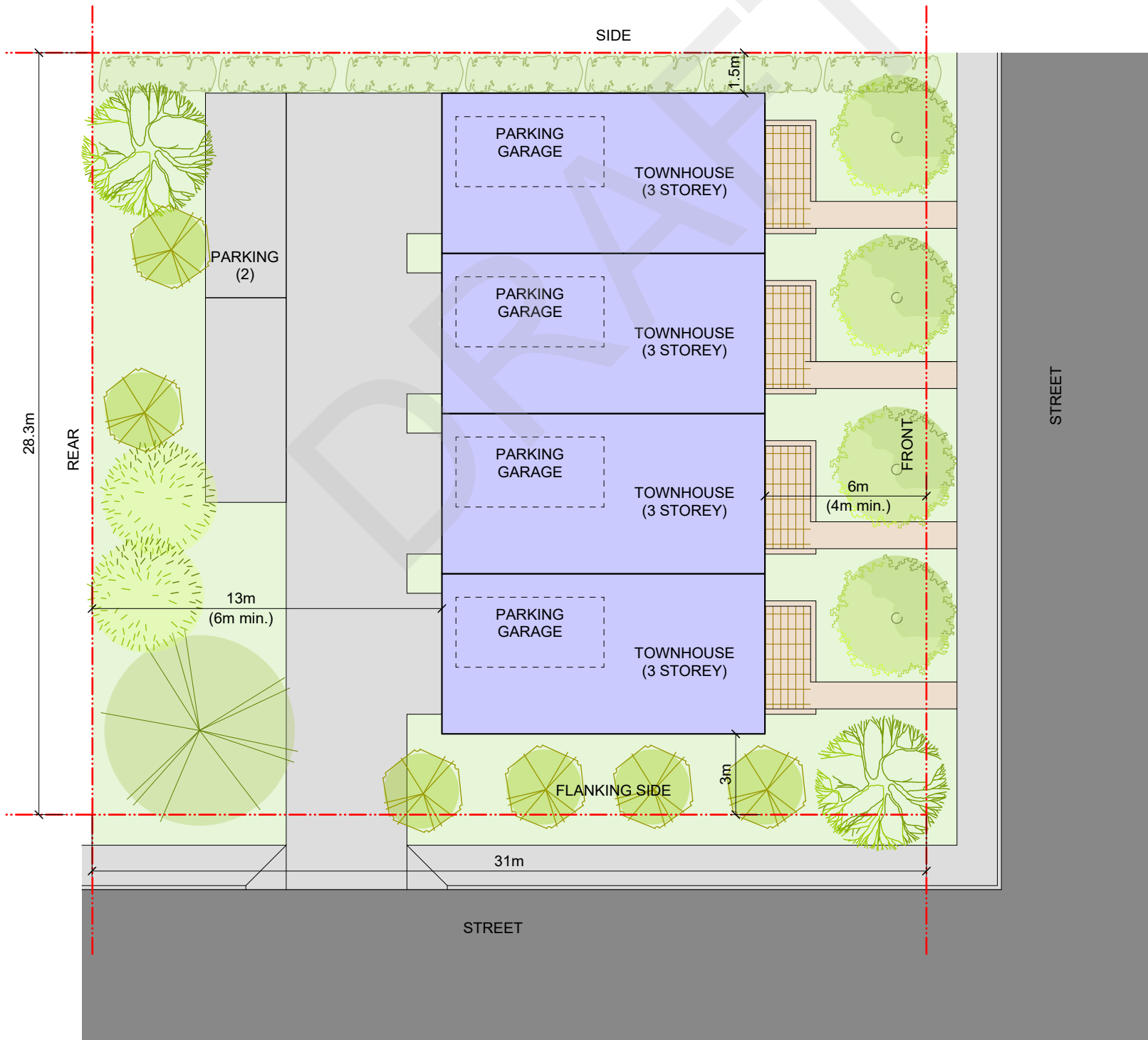
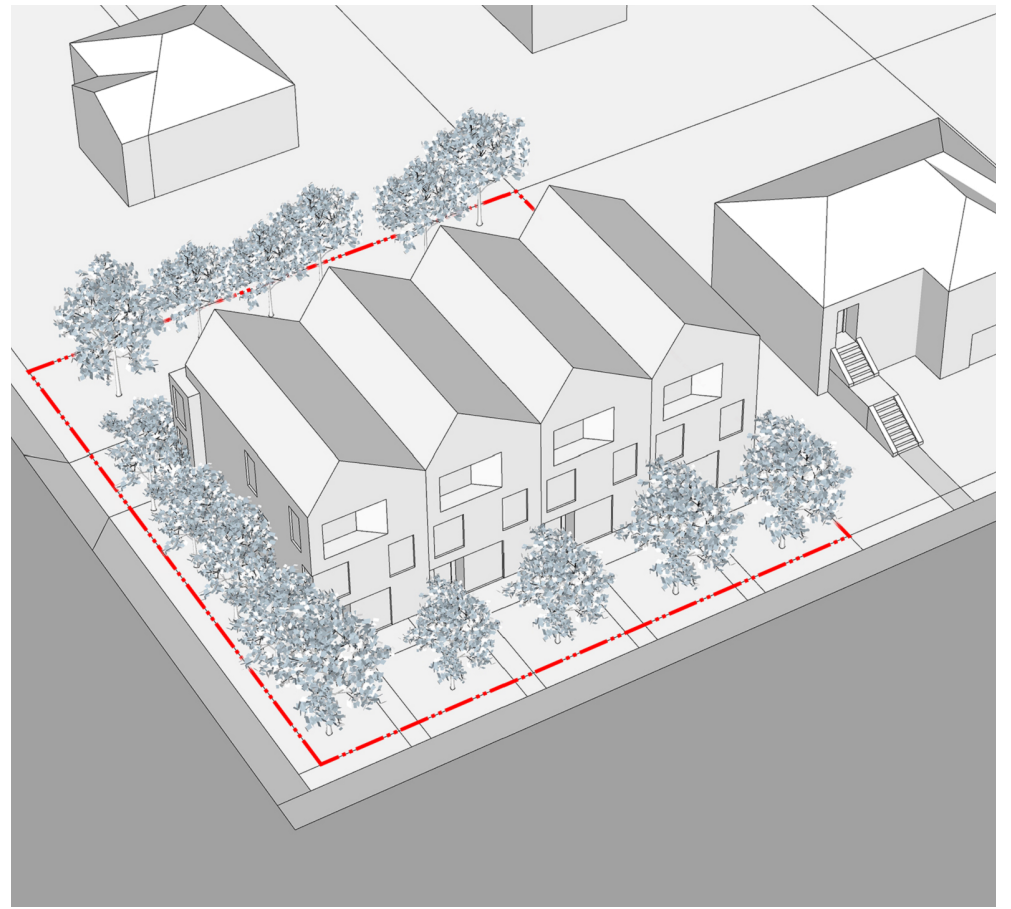
NOTE: LAYOUT IS FOR CONCEPTUAL USE ONLY TO ILLUSTRATE TYPICAL SMALL-SCALE UNIT HOUSING TYPOLOGIES. ZONING BYLAW REGULATIONS STILL APPLY.



### Townhouses - Medium Lot with Current Zoning Parking

Property Size 877 m<sup>2</sup>

	Shown		Maximum Allowable	
Lot Coverage Impermeable	286 m <sup>2</sup>	33%	% # m <sup>2</sup>	& %
Coverage	524 m <sup>2</sup>	60%	526 m <sup>2</sup>	60%
# Dwelling Units	4		240 m <sup>2</sup>	
Dwelling Unit Floor Area (maximum)			1:1	
Floor Space Ratio (maximum)	.97:1			
Floor Area	Total Area		Approx. # Bedrooms	
Per Townhouse	214 m <sup>2</sup>		3	
Total Floor Area	856 m <sup>2</sup>			
Parking Stalls Required	1.5 per unit		6 stalls req.	
Primary Building Setbacks	Shown		Minimum Setback	
Front Yard	6 m		& m	
Rear Yard	13 m		6 m	
Side Yard	1.5 m		1.5 m	
Flanking Side Yard	3 m		3 m	
Building Separation Distance (minimum)	4 m			
Building Height	10 m (11m max)			
	3 Storeys			



NOTE: LAYOUT IS FOR CONCEPTUAL USE ONLY TO ILLUSTRATE TYPICAL SMALL-SCALE UNIT HOUSING TYPOLOGIES. ZONING BYLAW REGULATIONS STILL APPLY.

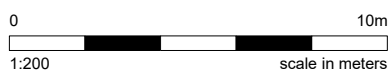
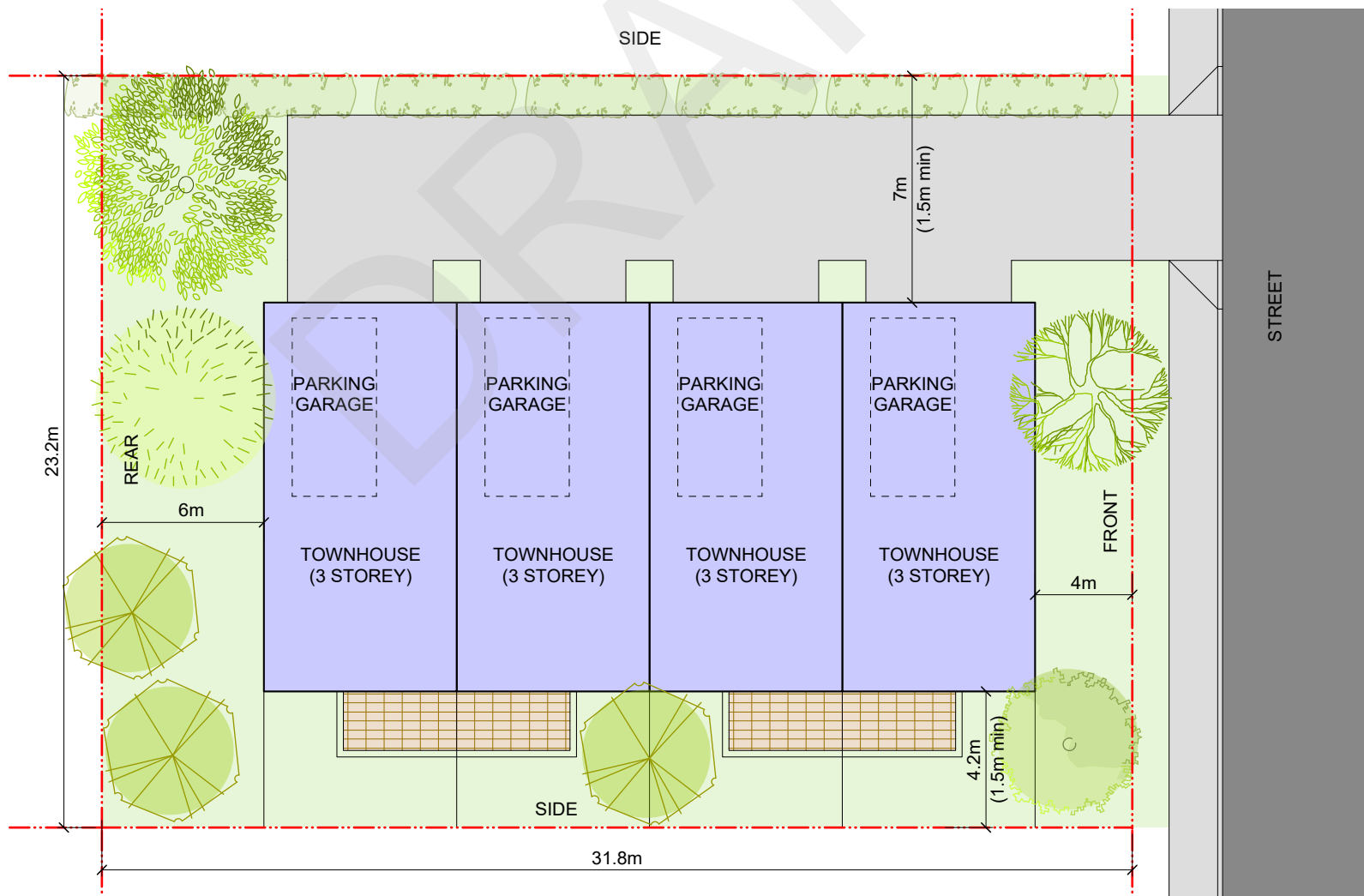
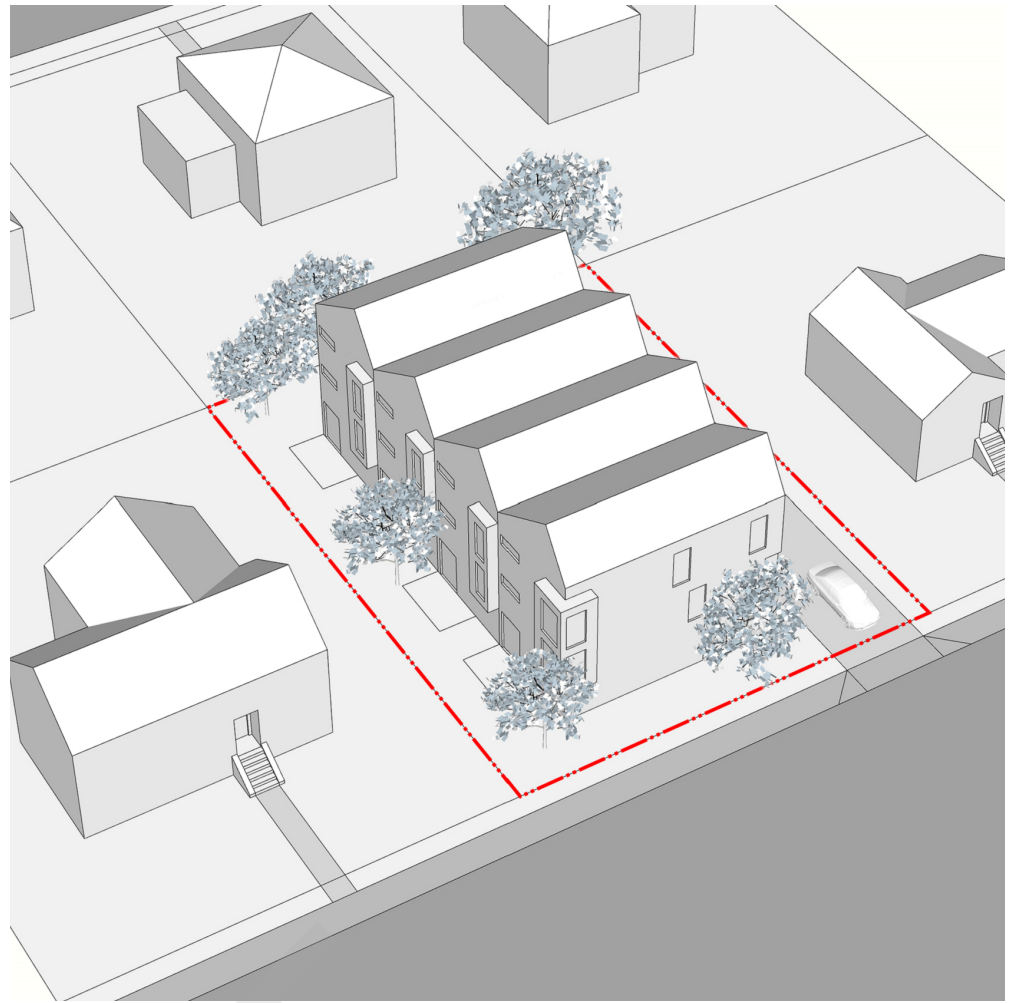
### Townhouses - Medium Lot with Parking Zoning Amendment

Property Size 738 m<sup>2</sup>

	Shown		Maximum Allowable	
Lot Coverage	288 m <sup>2</sup>	39%	296 m <sup>2</sup>	40%
Impermeable Coverage	436 m <sup>2</sup>	59%	443 m <sup>2</sup>	60%
# Dwelling Units	4			
Dwelling Unit Floor Area (Maximum)	240 m <sup>2</sup>			
Floor Space Ratio (maximum)	1.1:1		1:1	
Floor Area	Total Area		Approx. # Bedrooms	
Per Townhouse	214 m <sup>2</sup>		3	
Total Floor Area	856 m <sup>2</sup>			
Parking Stalls*	1.5 per unit		6 stalls	
Visitor Stalls**	0.1 per unit		0 stalls	
Primary Building Setbacks	Shown		Minimum Setback	
Front Yard	3 m		4 m	
Rear Yard	5 m		6 m	
Side Yard	4.2 m		1.5 m	
Flanking Side Yard			3 m	
Building Separation Distance (minimum)	4 m			
Building Height	10 m (11m max) 3 Storeys			

\*Parking not required for properties within 400m of a prescribed transit stop per Section 525.1 of the Local Government Act. This study shows an example with parking provided.

\*\*Visitor Stalls not required if total units are less than 5 dwelling units



NOTE: LAYOUT IS FOR CONCEPTUAL USE ONLY TO ILLUSTRATE TYPICAL SMALL-SCALE UNIT HOUSING TYPOLOGIES. ZONING BYLAW REGULATIONS STILL APPLY.

## Stacked Townhouses - Medium Lot

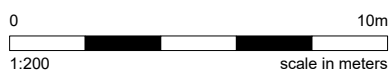
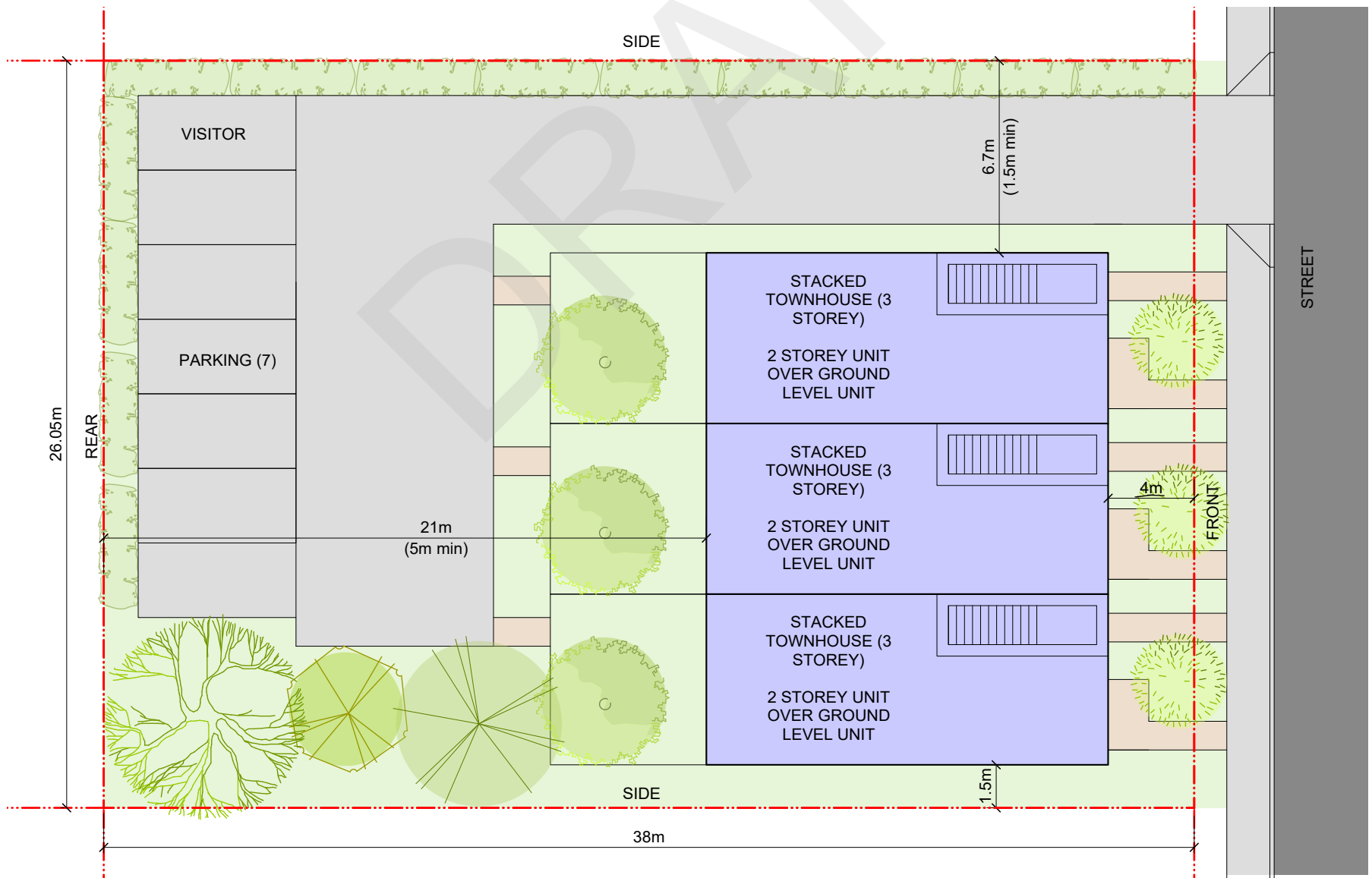
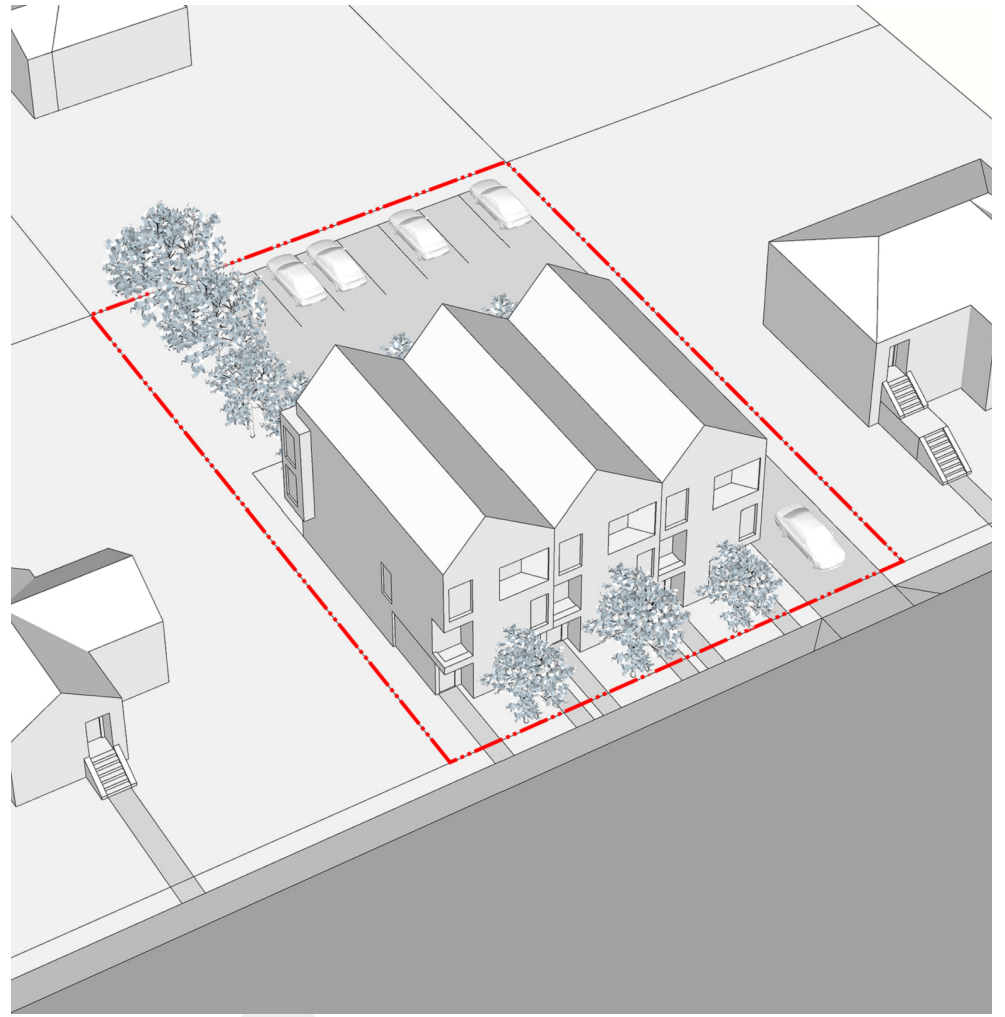
Property Size 990 m<sup>2</sup>

	Shown		Maximum Allowable	
Lot Coverage	248 m <sup>2</sup>	25%	396 m <sup>2</sup>	40%
Impermeable Coverage	584 m <sup>2</sup>	59%	594 m <sup>2</sup>	60%
# Dwelling Units	6			
Dwelling Unit Floor Area (Maximum)	240 m <sup>2</sup>		1:1	
Floor Space Ratio (maximum)	1.5:1			
Floor Area	Total Area		Approx. # Bedrooms	
Per Townhouse	179 m <sup>2</sup>		3	
Per Secondary Suite	70 m <sup>2</sup>		2	
Total Floor Area	1499 m <sup>2</sup>			

Parking Stalls\* 1 per unit 6 stalls  
 Visitor Stalls 0.1 per unit 1 stalls

Primary Building Setbacks	Shown	Minimum Setback
Front Yard	3 m	4 m
Rear Yard	21 m	6 m
Side Yard	1.5 m	1.5 m
Flanking Side Yard		3 m
Building Separation Distance (minimum)	4 m	
Building Height	10 m (11m max) 3 Storeys	

\*Parking not required for properties within 400m of a prescribed transit stop per Section 525.1 of the Local Government Act. This study shows an example with parking provided.



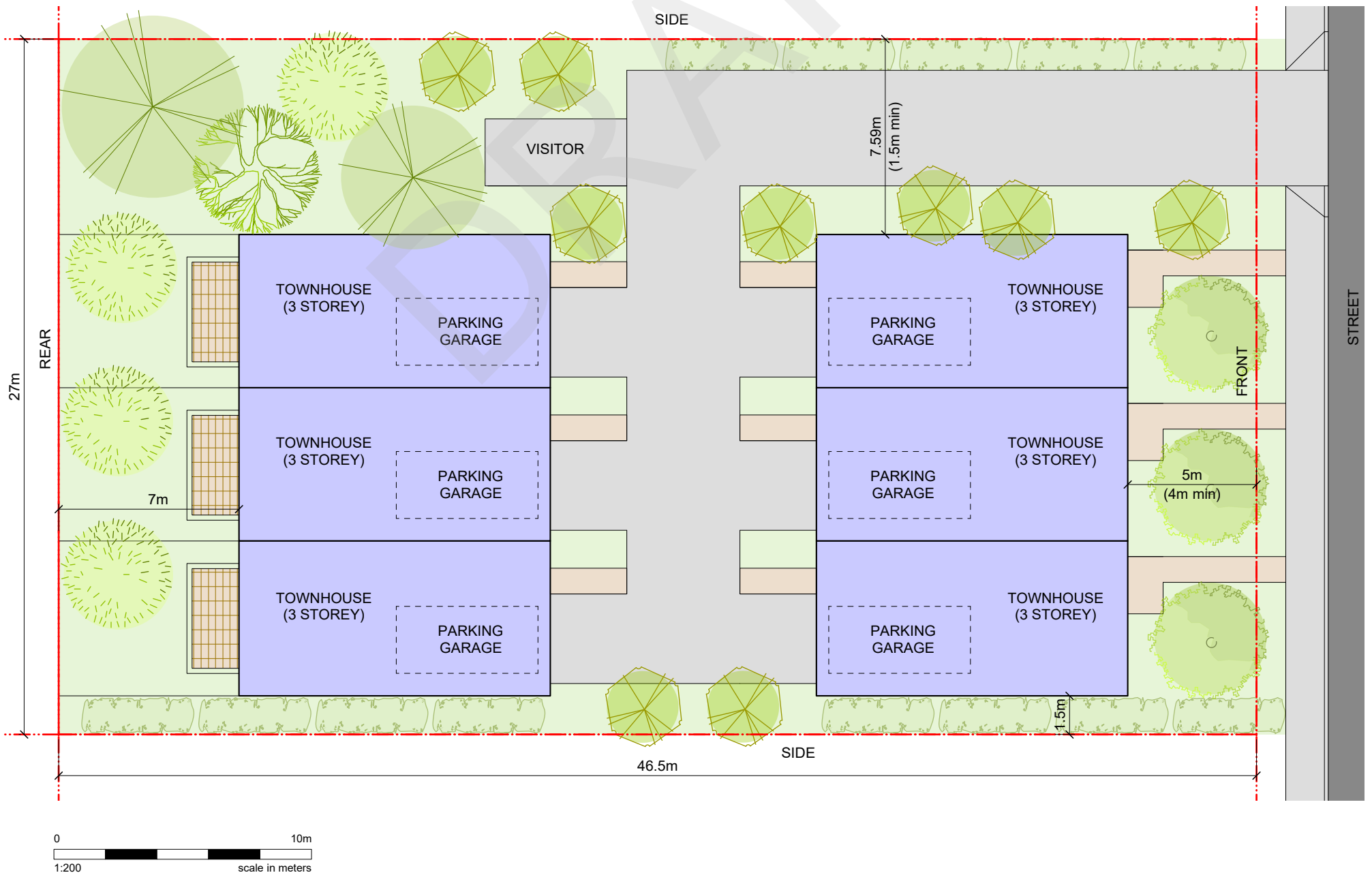
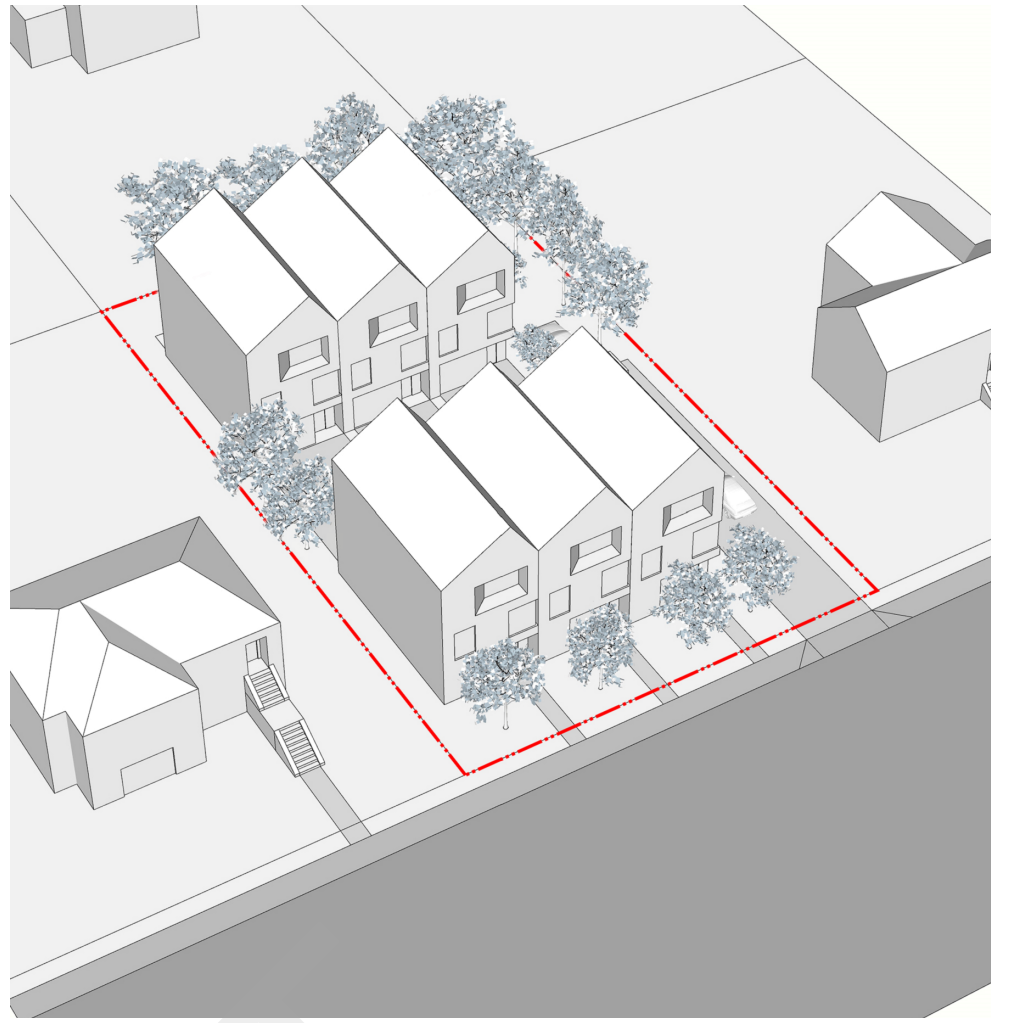
NOTE: LAYOUT IS FOR CONCEPTUAL USE ONLY TO ILLUSTRATE TYPICAL SMALL-SCALE UNIT HOUSING TYPOLOGIES. ZONING BYLAW REGULATIONS STILL APPLY.

## Townhouses - Large Lot

Property Size 1256 m<sup>2</sup>

	Shown		Maximum Allowable	
Lot Coverage	428 m <sup>2</sup>	34%	377 m <sup>2</sup>	30%
Impermeable Coverage	754 m <sup>2</sup>	60%	753 m <sup>2</sup>	60%
# Dwelling Units	6			
Dwelling Unit Floor Area (maximum)	240 m <sup>2</sup>			
Floor Space Ratio (maximum)	.9:1		.6:1	
Floor Area	Total Area		Approx. # Bedrooms	
Per Townhouse	214 m <sup>2</sup>		3	
Total Floor Area	1284 m <sup>2</sup>			
Parking Stalls*	1 per unit		6 stalls	
Visitor Stalls	0.1 per unit		1 stalls	
Primary Building Setbacks	Shown		Minimum Setback	
Front Yard	5 m		4 m	
Rear Yard	7 m		6 m	
Side Yard	1.5 m		1.5 m	
Flanking Side Yard			3 m	
Building Separation Distance (minimum)	4 m			
Building Height	10 m (11m max)			
	3 Storeys			

\*Parking not required for properties within 400m of a prescribed transit stop per Section 525.1 of the Local Government Act. This study shows an example with parking provided.



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## Stacked Townhouses - Large Lot

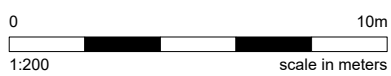
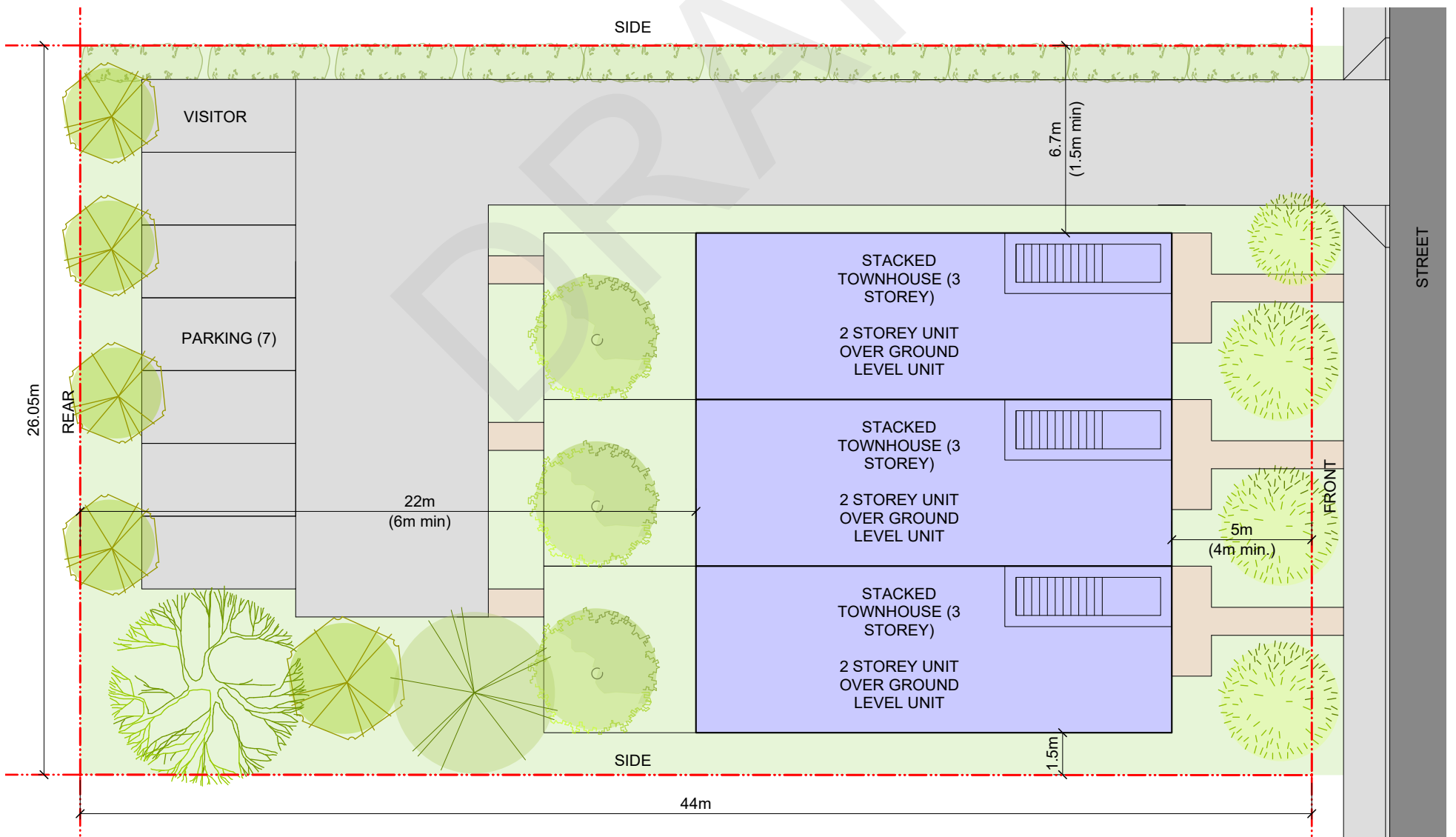
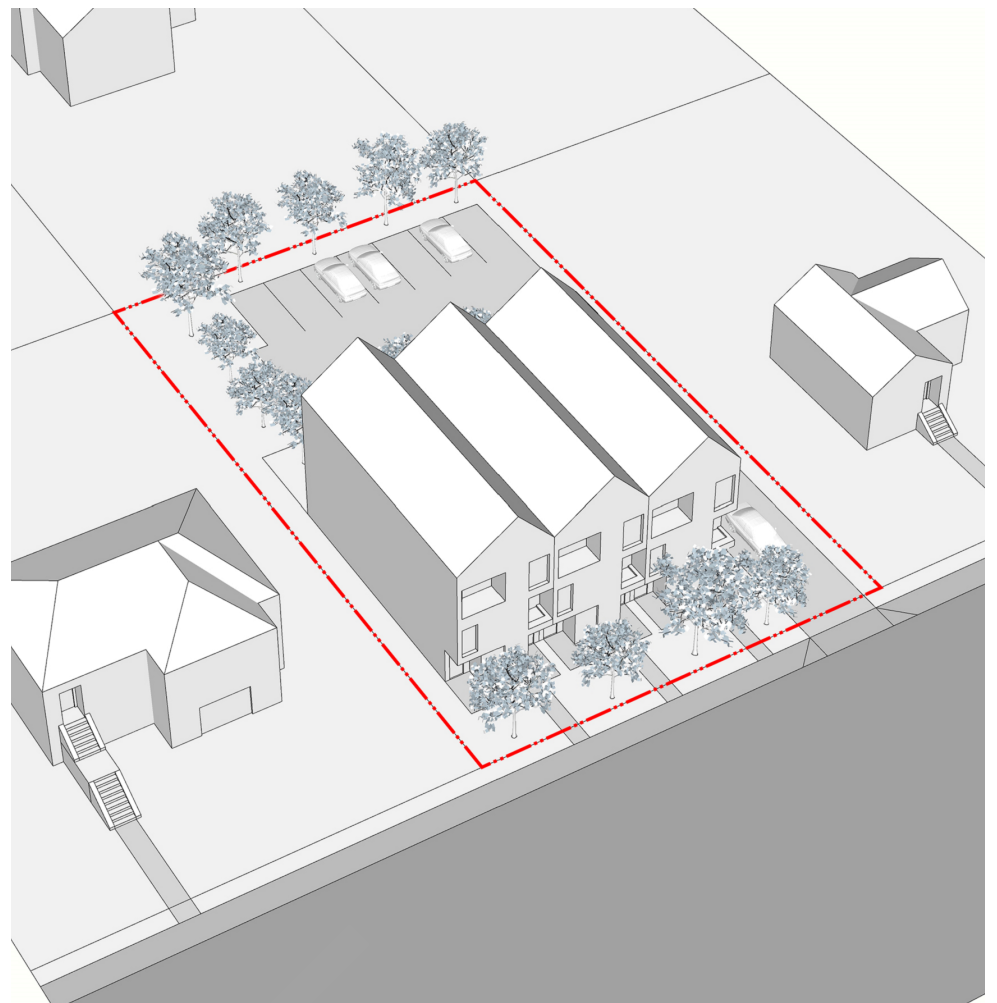
Property Size 1146 m<sup>2</sup>

	Shown		Maximum Allowable	
Lot Coverage	303 m <sup>2</sup>	26%	344 m <sup>2</sup>	30%
Impermeable Coverage	668 m <sup>2</sup>	58%	688 m <sup>2</sup>	60%
# Dwelling Units	6			
Dwelling Unit Floor Area (maximum)	240 m <sup>2</sup>			
Floor Space Ratio (maximum)	1.5:1		.6:1	
Floor Area	Total Area		Approx. # Bedrooms	
Per Townhouse	215 m <sup>2</sup>		3	
Per Secondary Suite	88 m <sup>2</sup>		2	
Total Floor Area	1820 m <sup>2</sup>			

Parking Stalls\* 1 per unit 6 stalls  
 Visitor Stalls 0.1 per unit 1 stalls

Primary Building Setbacks	Shown	Minimum Setback
Front Yard	3 m	3 m
Rear Yard	21 m	5 m
Side Yard	1.5 m	1.5 m
Flanking Side Yard		3 m
Building Separation Distance	4 m	
Building Height	10 m (11m max) 3 Storeys	

\*Parking not required for properties within 400m of a prescribed transit stop per Section 525.1 of the Local Government Act. This study shows an example with parking provided.



NOTE: LAYOUT IS FOR CONCEPTUAL USE ONLY TO ILLUSTRATE TYPICAL SMALL-SCALE UNIT HOUSING TYPOLOGIES. ZONING BYLAW REGULATIONS STILL APPLY.

# Implementing Small-Scale Multi-Unit Housing in View Royal

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## Summary/Recommendation

### Implementing Small-Scale Multi-Unit Housing legislation

In late 2023, the province legislated new Small-Scale Multi-Unit Housing (SSMUH) density requirements, affecting over 2100 (40%) of residential properties in View Royal. Compliance with these requirements by June 30, 2024 is mandatory. The province has tasked municipalities with implementing these regulations, providing them with a Policy Manual for guidance.

The aims of the SSMUH legislation, outlined in the policy manual, include increasing housing supply, offering diverse housing choices, and contributing to more affordable housing. It seeks to provide housing options compatible with established neighborhoods, prioritizing ground-oriented units over larger-scale multi-family housing, as well as more affordable housing options.

The mandated density requirements must be achieved on the properties in the SSMUH restricted zones. However, the province has also supplied “levers” within the SSMUH policy and encourage municipalities to use them in order to merge locally tailored intensity goals with provincial density goals. Ignoring this fact would be a disservice to the municipality.

Building density and intensity are both crucial aspects of successful urban growth, both have impacts on the quality of life. While density refers to the concentration of buildings on the land base, intensity considers factors like building height, floor area, and compatibility with existing neighbourhoods, providing a broader view of development.

#### Aiming for the sweet spot: accommodating density, managing intensity

The municipality’s overall objective is to create a set of low-complexity zoning rules that reduce development uncertainty and facilitate timely approval.

Lot sizes and density grouping recommendations are provided as Site Standards Packages (SSPkg) in the SSMUH policy manual. The restricted lots in View Royal were sorted into the four SSPkg groups; A, B, C and D. Essentially, the SSPkg’s assign density to each lot.

For mandatory density, the goal is to establish zoning parameters that fit on the smallest lot in each group of lots, and then ensure the prescribed density can be achieved across all lots in the group. Where that cannot be achieved either the zoning parameters or the lot grouping must be modified.

Development intensity objectives include accommodating all SSMUH dwelling types, ensuring profitability and marketability, and aligning development with established neighbourhoods. Additionally, the emphasis is on reducing environmental impact through modest intensity, which can decrease tree canopy loss, surface runoff, and carbon footprint.

Overall, the aim is to zone the restricted lots efficiently, with straightforward regulations that will facilitate the desired density growth with the minimum of negative impacts.

#### Choosing the parameters

While the province has set very specific density requirements, they have also provided the municipalities with wide latitude on how to control the increased intensity of growth.

The SSMUH policy explains several ways for municipalities to ensure that prescribed density can be achieved without allowing extreme building sizes in existing neighbourhoods. The size and type of

municipal lots varies widely in different municipalities and local decisions on building size limits are encouraged in the policy. An examination of the options and a specific choice is recommended in this document.

Perhaps the biggest intensity decision is the potential size of SSMUH buildings. A discussion of intensity goals, the housing aims of SSMUH, marketability, development profit potential, dwelling cost and other factors must guide the municipal decisions. The SSMUH policy explicitly states that municipalities should apply the tools identified in the policy to ensure growth tailored to the community needs. A longer discussion of these factors is supplied in this document along with recommendations.

Ultimately, a set of zoning regulations must be prepared. The density must be accommodated and fit on the actual lots in the municipality. If the municipality has also created the zoning with careful and reasonable development intensity goals the results should satisfy both province and municipality.

### Recommendation

The Standing Committee on Housing will consider the following recommendation for creating a Small-Scale Multi-Unit Housing zoning schedule.

1. In the Small-Scale Multi-Unit Housing regulations create the following sub-categories:

Zones	Sub-Zones	Lot Size Range m <sup>2</sup>
SSPkg A		
SSPkg B	SSPkg B1	<280
	SSPkg B2	≥280 and <600
	SSPkg B3	≥600 and <1215
SSPkg C		≥1215 and <4050
SSPkg D		≥280 and <4050

2. Assign *total floor area limits* to all restricted zones in the regulations as follows:

Zones	Sub-Zones	SSMUH Density (Dwellings)	Total Floor Area Limit
SSPkg A		2	372m <sup>2</sup>
SSPkg B	SSPkg B1	3	279m <sup>2</sup>
	SSPkg B2	4	372m <sup>2</sup>
	SSPkg B3	4	372m <sup>2</sup>
SSPkg C		4	372m <sup>2</sup>
SSPkg D		6	558m <sup>2</sup>



## Fitting SSMUH dwellings at the Residential Lot Scale

### Background

In late 2023 new Small-Scale Multi-Unit Housing (SSMUH) density requirements were legislated by the province. In View Royal the new density rules affect over 2100 (40%) of residential properties in View Royal. Compliance with the density requirements is mandatory.

A *Provincial Policy Manual & Site Standards for SSMUH* provides all municipalities with information on how to ensure the legislation requirements are met by the deadline of June 30, 2024.

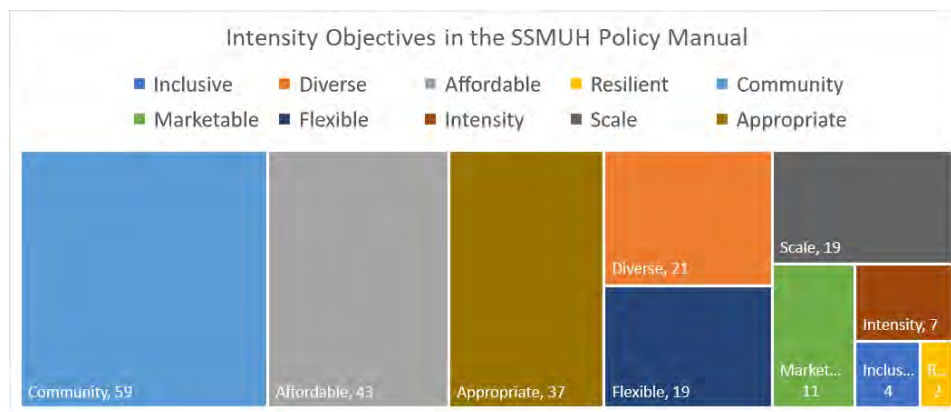
The province has tasked municipalities with implementing the new density requirements. The SSMUH policy manual guides the municipal decisions that must be made. This includes choosing zoning parameters such as building size, setbacks, and parking requirements.

To help municipalities make good decisions on those parameters, the policy manual also presents a range of options related to the intensity of SSMUH housing. The policy advice should be followed carefully as it is the only opportunity municipalities have to merge the provincial *housing density goals* with locally tailored *housing intensity goals*.

Building density refers to the concentration of buildings or dwellings per unit of land area. SSMUH creates compact urban forms with higher population densities. In contrast, building intensity considers factors like building height, floor area ratio, and land use mix, reflecting the scale, size, and utilization of buildings. It provides a broader view of development, including physical and functional aspects. Density and intensity are both vital to successful growth as they both impact the quality of life in cities.

The aims of the SSMUH legislation, as set out in the policy manual, include:

- increase housing supply, create more diverse housing choices, and over time, contribute to more affordable housing across BC.
- offer a range of housing options that are ground-oriented and compatible in scale and form with established single-family and duplex neighbourhoods.
- offer more family-oriented units than larger-scale multi-family housing like condominium towers, and more affordable options than single-family homes
- develop a range of buildings and dwelling unit configurations that can provide more affordable and attainable housing for middle-income families
- an essential component of a strategy to create more inclusive, affordable, resilient communities



## Aiming for the sweet spot: accommodating density, managing intensity

### Overall objective:

- Create a set of low-complexity zoning rules that reduce development uncertainty and facilitate timely approval

### Objectives for mandatory density:

- Sort the restricted zone lots into the Site Standards Package (SSPkg) groups in the policy manual.
- Apply the required density onto the smallest lot in each group to establish zoning parameters
- Review the applicability of the small lot parameters across the SSPkg
- If lot size distribution disparity causes unwanted effects find low-complexity solutions

In short, test for density fit on all lots and establish a small number of SSMUH zones.

### Objectives for development intensity:

- Ensure zoning will accommodate all SSMUH dwelling types
- Identify and zone for developments that are profitable and marketable
- Tailor zoning parameters to be compatible in scale with established neighbourhoods
- Modest intensity will reduce tree canopy loss, reduce impermeable surface runoff and reduce the carbon footprint from construction and long-term operation of the building

In short, categorize the SSMUH restricted lots into a small number of groups that facilitate rapid development using simple, predictable rules.

## Step 1: Sort the Restricted zone lots into the provincial Site Standards Packages

There are four SSPkg's listed in the policy manual. All restricted zone lots, that is, properties that are subject to SSMUH, will fit into one of the SSPkg. The SSPkg divisions are based on lot area (m<sup>2</sup>) and the prescribed density.

There are about 2181 properties ranging in size from 59m<sup>2</sup> to 3984m<sup>2</sup> that must be sorted into the SSPkg groups. The properties come from 16 existing zones in the View Royal zoning bylaw.

The SSPkg are labeled A, B, C and D but it should be noted that SSPkg B has two separate lot size/density groupings that forces SSPkg B to be split into two parts.

The Site Standards Package divisions are:

- A. Lots of any size outside of an Urban Containment Boundary. Density of 2 or 3 dwellings/lot.
- B. Lots from 1m<sup>2</sup> and <280m<sup>2</sup>, 3 dwellings/lot AND Lots ≥280m<sup>2</sup> but <1215m<sup>2</sup>, 4 dwellings/lot.
- C. Lots from ≥1215m<sup>2</sup> and <4050m<sup>2</sup>, 4 dwellings/lot.
- D. Lots ≥280m<sup>2</sup> and <4050m<sup>2</sup> that are partly or wholly within 400m of a Frequent Transit Stop must allow 6 dwellings/lot.

The SSPkg densities, distance to frequent transit stops, and transit frequency are prescribed by Order in Council 673, Local Government Zoning Bylaw Regulation.

Sorting all of the restricted zone lots in View Royal into the correct SSPkg produces the following groups:

<b>View Royal Restricted Zone Lots Sorted by Site Standards Packages</b>					
	# of Lots	Smallest Lot m <sup>2</sup>	Largest Lot m <sup>2</sup>	SSPkg Lot Size Range m <sup>2</sup>	Dwellings per Lot (density)
SSPkg A	34	2,712	725,162		2
SSPkg B	29	59	279	<280	3
	1,505	281	1,212	≥280 and <1215	4
SSPkg C	216	1,215	3,984	≥1215 and <4050	4
SSPkg D	353	399	3,902	≥280 and <4050	6
<i>Exempt</i>	<i>44</i>			<i>≥4050 or in TOA</i>	
<b>Total</b>	<b>2,181</b>				

In an April 19<sup>th</sup>, 2024 draft zoning bylaw amendment, the View Royal development staff divided lots in restricted zones into four categories that are near-identical to the original Site Standards Packages.

### Step 2: The challenge of the smallest lot

Categorizing the lots by SSPkg would seem to have created groups of lots that can be made into zones. However, there are a couple of objectives that need to be met first.

- All lots must support a building large enough to create the assigned density
- On all lots the building must still fit on the lot after setback distances are assigned
- Those conditions must be resolved first for the smallest lot in the group, then applied to all lots in the group

When the building size is established for the smallest lot first it would be best to have categories that span a small range of lot sizes in a municipality made of very uniform lot sizes. That is not the case with SSPkg groups or of lots in View Royal. This presents a challenge to limit oversize buildings.

The SSPkg policy recommends some very generous limits to the percent of the lot area that can be covered by the building. As a result, maximum building size races upward with the lot size in an unmanaged fashion as shown in the following table:

Site Standard Package			Smallest Lot				Largest Lot			
	# of Dwellings on Lot	# of Stories Allowed	Smallest Lot Area m <sup>2</sup>	% Lot Coverage	Total Floor Space m <sup>2</sup>	Individual Dwelling Floor space m <sup>2</sup>	Largest Lot Area m <sup>2</sup>	% Lot Coverage	Total Floor Space m <sup>2</sup>	Individual Dwelling Floor space m <sup>2</sup>
SS Pkg A	2	3	2712	40%	3254	1627	725162	25%	543872	271936
SS Pkg B	3	3	59	50%	89	30	280	50%	420	140
SS Pkg B	4	3	280	50%	420	105	1215	50%	1823	456
SS Pkg C	4	3	1215	40%	1458	365	3984	40%	4781	1195
SS Pkg D	6	3	399	60%	718	120	3902	60%	7024	1171

Without an effective mechanism to manage building size we can see that even the smallest lot in SSPkg C would permit a building of 15,694ft<sup>2</sup>.

To say that using percent of lot coverage by itself has little control over building size is an understatement.

Can the percent limits be adjusted to fit the current SSPkg's? Are additional zone categories needed? Or are there other methods that will yield a different result?

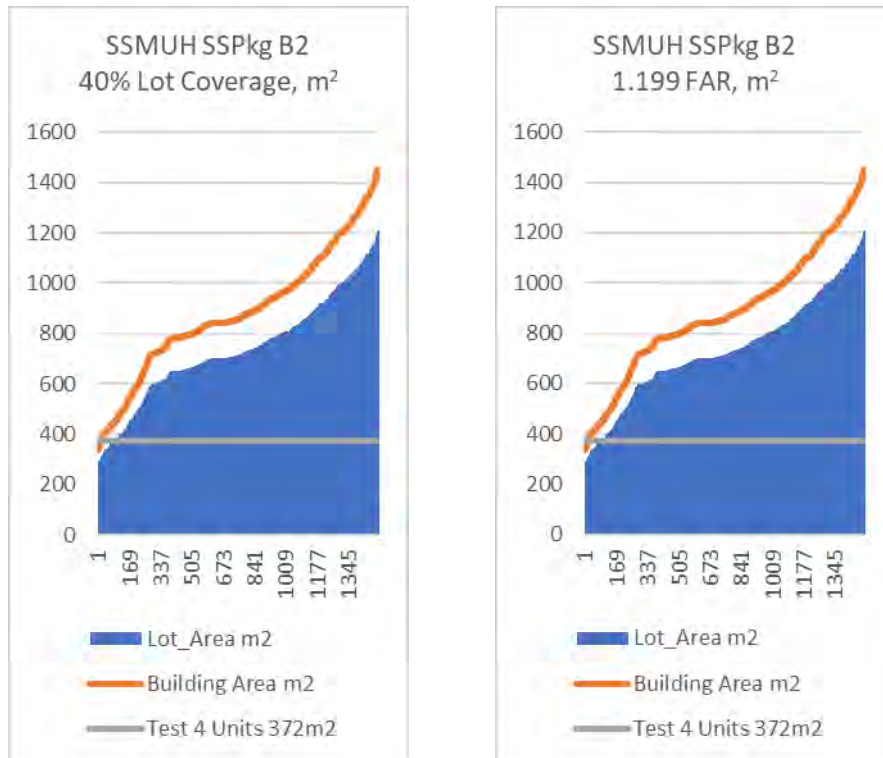
### Step 3: Choosing a building size control method

The SSMUH Policy Manual suggests a number of ways to approach this:

- Set a % of Lot Coverage for allowable building size
- Set a Floor Area Ratio (FAR) of allowable floor space to actual lot area
- Use setbacks with FAR to control building size
- Establish a building footprint limit in conjunction with a height limit (# of stories)
- Establish a total floor area limit

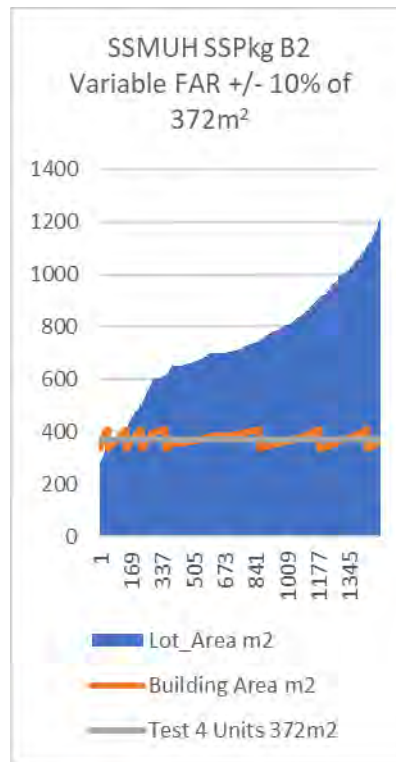
The first inclination might be to shift from % of Lot Coverage to FAR; the policy manual views FAR favourably for trying to limit overly large buildings on large lots. As we know, ratios are used to compare two quantities of the same unit. A percentage is a specific type of ratio in which the value of the whole is always equal to 100. Therefore, using FAR alone is unlikely to yield a different result than percent of lot coverage.

Here are two charts using the data from SSPkg B that has 1505 lots ranging from 281m<sup>2</sup> to 1212m<sup>2</sup>.



When the initial size of the 4-dwelling building is established to fit the smallest lot, then using either of these lot-to-building ratios, lot percent or FAR, will deliver exactly the same result. The same large increase in building size occurs in all of the SSPkg zones.

Creating additional zoning categories, each with a progressively smaller % lot coverage or FAR, is another option that could be considered. Here is an example from the same data that resets the FAR to keep the building size within  $\pm 10\%$  of the original building size assigned to the smallest lot.



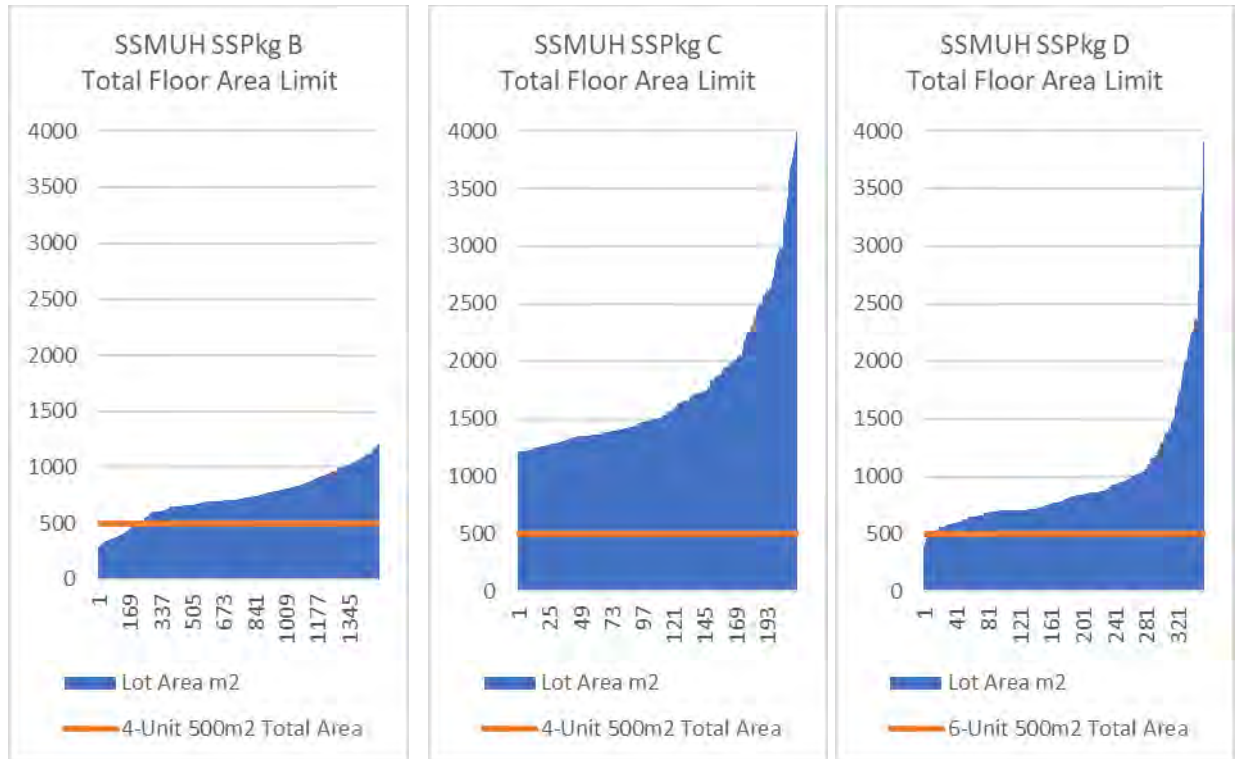
While this does limit building size somewhat effectively it is obvious that if a new category is created at each FAR reset point there will be a lot of categories in the zoning bylaw. In fact, to undertake this type of mitigation in SSPkg B, C and D would add about 40 new zones. This is the antithesis of the overall objective stated earlier:

- Create a set of low-complexity zoning rules that reduce development uncertainty and facilitate timely approval

One of the other methods of controlling building size suggested in the policy manual, given the broad lot size range, is likely to create the same problem as FAR alone. The suggestion in the manual is that using FAR in conjunction with setbacks will help restrain overly large buildings. This would be a complex method to model and, given the range of lot sizes in View Royal, it would still end in an unwieldy number of zoning categories.

The policy manual also suggests that establishing a building footprint limit in conjunction with a height limit (# of stories) will also control excess building size. The SSMUH legislation sets a single maximum height of 11m (3 stories) in all zones, so height cannot be used as a variable. Setting a maximum building footprint in a single height limit zone is very similar to setting a total floor area limit. There is one critical difference. A building footprint limit will curtail the flexibility to build the wide range of housing types allowed in SSMUH. The intensity goal to ensure that zoning will accommodate all SSMUH dwelling types will not be achieved.

Another method identified in the policy manual is *total floor area limit*. This readily solves the issue of building size increasing across the large variation of lot sizes found in View Royal. Assigning a single maximum total building size to each SSPkg creates a low-complexity zoning rule that can be applied to groups of lots with large size range as shown in the three example charts below:



Unlike the concept of a building footprint limit multiplied by the number of stories, a total floor area limit will accommodate all of the SSMUH building types. On View Royal’s large lots, the total floor area limit will, in turn, limit the amount of lot that will be covered by buildings. On smaller lots, sprawling lot coverage can be contained by setting a maximum percent of lot coverage for the zone.

Choosing the total floor area limit as a method of controlling overly large buildings leads to the next two questions which need to be answered:

1. What size of building is most likely to satisfy all of the density and intensity goals?
2. How will the right sized building fit on the smallest lot in any one SSPkg?

#### Step 4: What is the right size for SSMUH development?

Taken together, the initial goals for density and intensity present many variables that need to be considered.

The density goals are not variable; the province has set the density and it is not difficult to create zones or building sizes that will accommodate the prescribed density.

The goals of intensity cover a wide range of objectives. They touch on housing need, affordability, appropriate scale, profitable development potential, multiple dwelling types and environmental impact. Is it possible to optimize the building size equally for each objective? A balance must be sought.

### *Housing demand or housing need?*

Housing demand is the desire to obtain housing of a specific type in a specific location while having adequate funds to meet those objectives. Demand for housing in greater Victoria has a well-funded lineup that extends around the world. SSMUH is not intended for that lineup.

Housing need requirements may be more modest, but at the same time they should be a higher societal priority. Addressing housing need means building housing that is suitable for the household (type and size), in adequate condition (good repair), and matched to the local household incomes.

The SSMUH legislation is one response to a multifaceted housing crisis. The housing created under this legislation may or may not be affordable but it should certainly aim toward housing need. In the greater Victoria area this means modest sized, ground-oriented housing that is suitable for a variety of household types and built at a scale that moderates cost.

### *Getting the SSMUH built. And sold.*

Perhaps considering affordability and profitable development potential is the next step because without profitable development that is marketable there will be no SSMUH housing built.

Is it likely that SSMUH will be considered “affordable” in the strictest sense? It is unlikely that SSMUH will be able to deliver many right-sized family dwellings that can be obtained with 30% of median local income. Building less-unaffordable housing might be a more realistic way to think of SSMUH goals.

In greater Victoria (and elsewhere) the price of land is the biggest cost of new home development; this is a part of the development equation that cannot be resolved or avoided in for profit SSMUH development.

Developers, and municipalities, do have control over the size of the dwellings that get built. Large or luxury homes are not the aim of SSMUH; the intention is to add density to existing developed land and to create housing that fills a gap in the housing market. Moderate size dwellings are less expensive to build, are highly marketable and fit the scale envisioned by SSMUH.

The town of View Royal has some control over the complexity of bringing a development proposal to fruition. Low-complexity zoning rules for SSMUH will facilitate timely approvals. When developers work in environments that have uncertain outcomes, they must cover the cost of that uncertainty risk which, in turn, must be added to the dwelling cost. Clear SSMUH rules will reduce uncertainty.

The policy manual for SSMUH anticipates that household sizes will remain lower than they were in the past. Housing types that are smaller than single family dwellings are needed to meet this demographic shift. This trend to smaller households and dwelling sizes is confirmed by the success of small-scale multi-unit developments that have been built with moderate dwelling sizes.

### *The environment and the neighbourhood need appropriate SSMUH too*

There is a view that seems to permeate the discussion of SSMUH development that says the environment is going to suffer and the neighbourhoods will be unrecognizable. That does not need to happen. The SSMUH manual provides municipalities with a variety of “levers” that should be carefully employed with the goal of facilitating the new SSMUH density without being run over by it.

The policy clearly says that development should be ground-oriented and compatible in scale and form with established single-family and duplex neighbourhoods. Creating zoning for moderate size dwellings

will allow developers to build SSMUH units of an appropriate size and intensity for the lot and local market. The policy manual not only advocates for this idea of small-scale buildings, it's in the title.

This is good news for the neighbours and it is also good news for the environment. There are numerous benefits to more compact housing types:

- Reduced material consumption
- Reduced GHG footprint over the entire operating life
- Preservation of tree canopy through smaller footprints
- Reduced stormwater runoff and reduced impermeable area
- Less land cover retains green space
- Reduce urban sprawl onto greenfield land
- More adaptable to site conditions, less need to strip the land to bedrock

**Step 5: Identifying the right SSMUH size in View Royal**

The existing built environment can be examined to determine what “compatible in scale” and “appropriate size and intensity for the lot and local market” mean in View Royal. Two sources of information to consider are the existing zoning bylaw and the spatial data (GIS mapping tools). That information can help determine what the existing building scale is in View Royal.

The restricted zones in View Royal can be broken into two categories: areas included in strata land and areas outside of strata. The reason for this is simple. Stratas will continue to make the decisions on what can or cannot be built within the strata. The largest number of restricted lots are outside of the stratas.

The non-strata lots in View Royal that have a clearly stated maximum building size in the zoning bylaw are shown in the following table which includes 1869 lots, 86% of the 2181 restricted lots in View Royal.

View Royal Zoning Bylaw 900 to November, 2023	# of Lots	Floor Area Limit
A-1 RURAL	37	372
A-2 PIKE LAKE RURAL RESIDENTIAL	1	372
A-3 RURAL RESIDENTIAL	8	372
R-1: DETACHED RESIDENTIAL (LARGE LOT)	655	372
R-1A: DETACHED RESIDENTIAL	12	372
R-1B: DETACHED RESIDENTIAL (MEDIUM LOT)	1155	325
R-1C: DETACHED RESIDENTIAL (SMALL LOT)	1	278
Average Floor Area Limit		343

So far, in the discussion about modest scale housing that is consistent with existing neighbourhoods there have been no specific total floor area limits identified for SSMUH in View Royal. Looking at the results from development in surrounding municipalities provides additional data to support a decision on total floor area.

Having a member of the Standing Committee on Housing with decades of development planning and building experience has been very informative.

Obtaining data and advice from people in the development community and getting solid information on projects they have already been built and marketed is invaluable.





Some of the successful missing-middle types of housing projects in nearby municipalities were reviewed. There were mixes of building types, townhouse is popular because many areas do not yet allow some of the flexible building types envisioned in SSMUH. However, some house-plex developments have been completed. The projects included a mix of 1-, 2- and 3-bedroom dwellings.

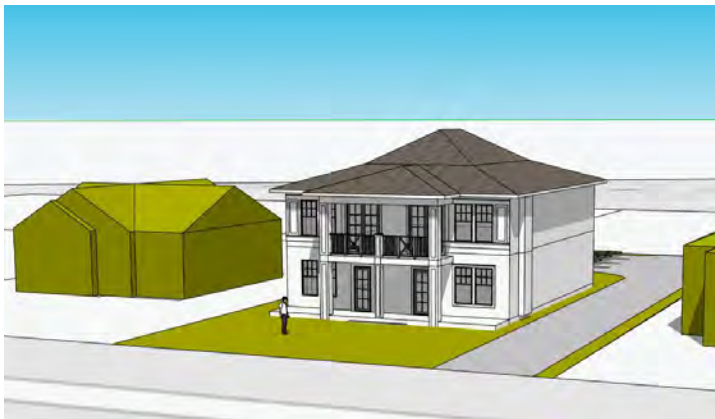
The average dwelling square footage per bedroom was 475ft<sup>2</sup> (42m<sup>2</sup>). This is in line with advice from developers that in small multi-unit developments 2-bedroom homes of about 1000ft<sup>2</sup> (93m<sup>2</sup>) are very marketable, are

profitable to build, and meet the objectives of SSMUH.

The picture on the left shows a 6-unit house plex in Victoria. Each dwelling is 93m<sup>2</sup> (1000ft<sup>2</sup>) and has 2 bedrooms. This development garnered quite a bit of favourable press coverage as an example of missing-middle housing.

Creating a building floor area limit that averages 93m<sup>2</sup> per dwelling could also facilitate a great deal of flexibility for housing types and individual dwelling size. Instances of successful mixed 1-, 2- and 3-bedroom projects have shown this is a marketable average dwelling size.

For perspective, a drawing of a SSMUH compliant project on a View Royal lot offers the reader a sense of how a house plex with 4 dwellings can fit into a neighbourhood. Following the plan of the 6-unit



development pictured above, this example is also based on an average of 93m<sup>2</sup> per dwelling. There is flexibility in this type of design. One example is that, rather than 4 X 1000ft<sup>2</sup> 2-bedroom dwellings, the dwelling mix could include 2 X 1000ft<sup>2</sup> 2-bedroom units, 1 X 700ft<sup>2</sup> 1- bedroom unit and 1 X 1300ft<sup>2</sup> 3-bedroom unit.

The entire size of the building is 372m<sup>2</sup>, exactly the same size as a R-1 zoned lot already allows.

The second largest number of SSMUH lots in View Royal are in the R-1 zone where 372m<sup>2</sup> buildings are allowed, a 4-unit development of that size would average 93m<sup>2</sup> per unit. This is close to the size of existing missing-middle type housing and is still at a scale similar to the existing neighbourhoods.

The majority of SSMUH lots in View Royal are in the R-1B zone which has a floor area limit of 325m<sup>2</sup> which translates into 81.25m<sup>2</sup> per unit in a 4-unit development. A three story, 325m<sup>2</sup> building would have a footprint of 108m<sup>2</sup> and, if a 50% lot coverage were applied, it would fit on a 216m<sup>2</sup> lot; the smallest R-1B lot is 295m<sup>2</sup>, the average lot is 826m<sup>2</sup>. The individual dwelling size, 81.25m<sup>2</sup>, may be smaller than optimal for a 2 bedroom unit; it could be profitable but only if it is marketable.

Building at 372m<sup>2</sup> floor area for 6 dwelling SSMUH may not get favourable results. The average dwelling would be 62m<sup>2</sup> (667ft<sup>2</sup>) and that is not likely to provide room for more than single bedroom units which is not the goal of SSMUH. Using 93m<sup>2</sup> per dwelling for 6-unit developments would provide the same flexibility for type and average dwelling size as the 4-unit development noted above. The building size would be larger than any current zoning in View Royal allows right now but the province has been very clear that the density targets must be met in a reasonable fashion.

There are also 29 lots under 280m<sup>2</sup> that must allow 3 dwellings per lot. Of the 29 there are 6 very small lots scattered in View Royal that are unlikely to be developed without the lots adjacent to them. The other 23 small lots are mostly in a zone where 279m<sup>2</sup> buildings are allowed. Retaining that size would allow each dwelling to average 93m<sup>2</sup>, the same as the larger zones.

While the rationale above makes a number of assumptions, it is guided by the directions stated in the SSMUH policy manual. The mandatory density goals can certainly be met with the suggested maximum floor area limits described. In the end, if a floor area limit is going to be used in a zoning scheme, the limit must be identified and then tested on the group of lots where it will be applied. If the buildings will not fit or if there are other ideas put forward on building size the test fit can be repeated until a final size is agreed upon.

Moving forward, test fitting these floor area limits is the next logical step:

- For the 3-unit developments in SSPkg B, a floor area limit of 279m<sup>2</sup>
- for the 4-unit developments in SSPkg's B and C, a floor area limit of 372m<sup>2</sup>
- for the 6-unit developments in SSPkg D, a floor area limit of 558m<sup>2</sup>

Please remember, this is a test fit based on existing building size in View Royal, the guidance of the SSMUH manual, the review of successful missing-middle developments, and the advice of developers. Different building size numbers can still be chosen and tested if other reasoning is put forward.

### Step 6: Back to the smallest lot challenge

Choosing the total floor area limit method does not eliminate the need to make sure that the buildings will fit onto the real lots in the SSPkg they belong to.

Test fitting cannot be accomplished by demonstrating that a theoretical building that is smaller than the maximum allowed in the zone will fit on a generously sized theoretical lot. The following table shows the lot size and density breakdown for each SSPkg:

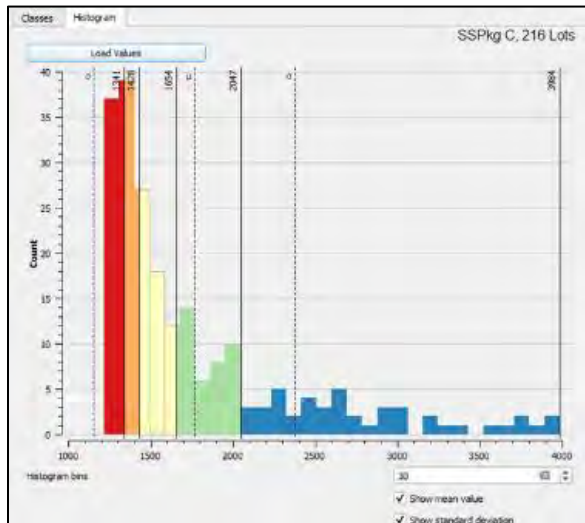
The proposed building size for each zone must be accommodated on the smallest lot in the SSPkg. If the full size of the building cannot be accommodated within the setbacks and maximum lot coverage on the smallest lot, a review of the SSPkg zoning parameters is required.

View Royal Restricted Zone Lots Sorted by Site Standards Packages					
	# of Lots	Smallest Lot m <sup>2</sup>	Largest Lot m <sup>2</sup>	SSPkg Lot Size Range m <sup>2</sup>	Dwellings per Lot (density)
SSPkg A	34	2,712	725,162		2
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	1,505	281	1,212	≥280 and <1215	4
SSPkg C	216	1,215	3,984	≥1215 and <4050	4
SSPkg D	353	399	3,902	≥280 and <4050	6
Exempt	44			≥4050 or in TOA	
Total	2,181				

Assessing the lot size distribution in a SSPkg will reveal whether the smallest lot is a distant lone outlier, one of a group of outliers, or if the distribution is bimodal and the smaller lots belong in a different grouping.

Test fitting is an iterative process, the multiple steps for each instance are not easily documented in a report. The following examples should provide insight into the process without including each iteration.

First, the distribution of lot sizes in SSPkg C is a nearly ideal distribution for fitting building size to a group of lots by fitting the smallest lot first. The lot size distribution is shown in this histogram:



In SSPkg C the distribution of lots is *right skewed* which accommodates the test fitting goal because the bulk of all lots are tightly grouped (on the left) and the smaller lots form the largest cohort. There are no small lot outliers and the larger lot outliers to the right do not constrain the fit of building size to lot size.

SSPkg C is made up of lots between 1215m<sup>2</sup> and 4050m<sup>2</sup> that must allow a density of 4 dwellings per lot. The test fit for a floor area limit of 372m<sup>2</sup> on the smallest lot(s) shows that a building of that size can be accommodated easily.

When the setbacks identified in the April 19<sup>th</sup> bylaw draft are applied in the GIS, all of the lots have adequate buildable area available. The example map on the right shows the buildable area after the front (4m), side (1.5m) and flank (3m) setbacks are applied. Rear setbacks are challenging to model, a selection of lots with short length dimensions were reviewed and no lots were found that could not accommodate a 6m rear setback.



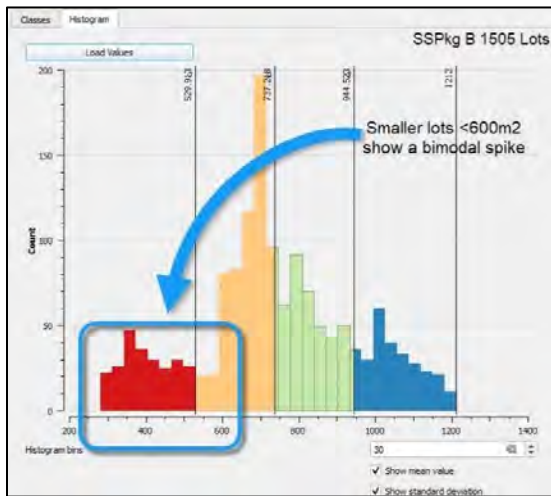
The 34 lots in SSPkg A are outside of the Urban Containment Boundary, are not on municipal water or sewer and the SSMUH density requirements for lots outside the UCP can be met with 2 dwellings per lot comprised of a primary dwelling and a secondary suite which are allowed in the current zoning. No test fit was necessary for this group.

The SSMUH policy manual assigned two very different sizes of lots into SSPkg **B**. This means that SSPkg **B** requires a preliminary division into two groups. The first is a group of 29 lots that are less than 280m<sup>2</sup> that are assigned a density of 3 dwellings per lot. This group will be renamed SSPkg **B1**.

There are 6 of these very small lots scattered around the municipality that are mostly odd shaped gores left over from land subdivision. It is unlikely that a building area can be found on those lots.

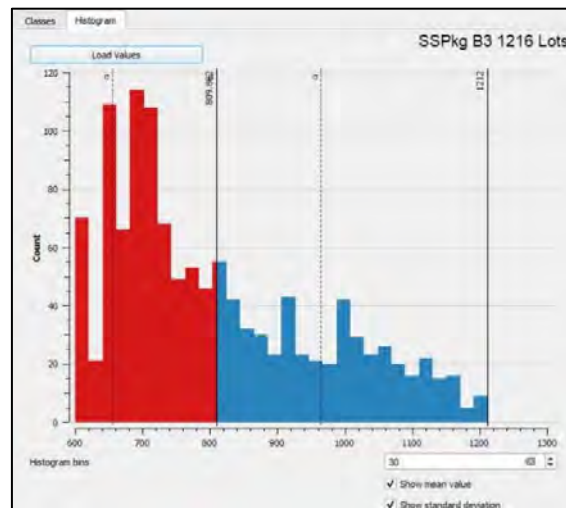
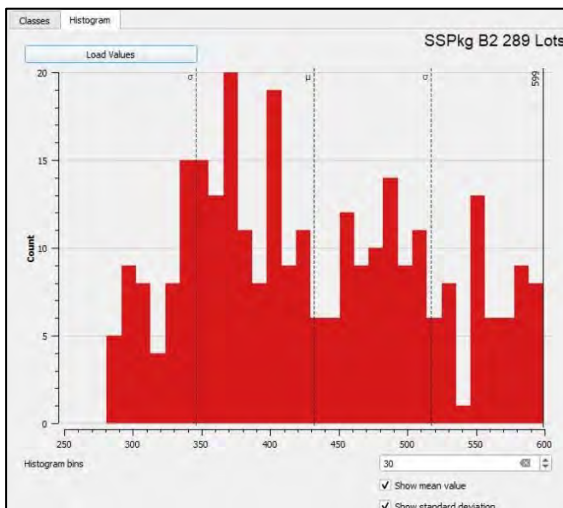
The other 23 lots in this group are in two strata developments. View Royal needs to correct errors in restricted zone identification prior to creating setbacks for these lots.

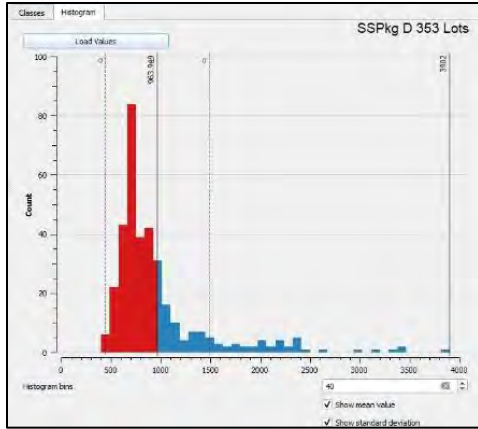
Every municipality will need to create this sub-category of SSPkg **B**. The View Royal draft bylaw from April 19<sup>th</sup> did exactly the same division of SSPkg **B**.



The rest of SSPkg **B** has 1505 lots in it. The distribution is quite wide across this large group and a better zoning schedule can be made by dividing this group once more. An iterative process of reviewing the distribution with a split at various lot sizes was completed. A group of 289 lots with an area  $\geq 280\text{m}^2$  and  $<600\text{m}^2$ , called SSPkg **B2** captures all the smaller lots in the group and improves the distribution of the remainder, 1216 lots, which will form the final part of SSPkg **B**.

This division will allow the smaller lots in SSPkg **B2** to be in a zone with a higher allowable percent lot coverage than is needed in the final group, SSPkg **B3**, from the division.





Much like SSPkg C, all of the lots in SSPkg D can remain in a single group. The distribution is right skewed with the largest number of lots at the left side of the distribution range. All of the lots except the smallest two can fit a 6-unit 558m<sup>2</sup> building with a restriction of 40% maximum lot coverage. The two small outlier lots can still accommodate a slightly small 6-unit development.

All of the SSPkg's were examined for setbacks and building fit in a similar manner as described earlier for SSPkg C. With that process complete a recommendation for implementing this information in the zoning bylaw can now be completed.

### Step 7: Recommendation

The Standing Committee on Housing will consider the following recommendation for creating a Small-Scale Multi-Unit Housing zoning schedule.

1. In the Small-Scale Multi-Unit Housing regulations create the following sub-categories:

Zones	Sub-Zones	Lot Size Range m <sup>2</sup>
SSPkg A		
SSPkg B	SSPkg B1	<280
	SSPkg B2	≥280 and <600
	SSPkg B3	≥600 and <1215
SSPkg C		≥1215 and <4050
SSPkg D		≥280 and <4050

2. Assign *total floor area limits* to all restricted zones in the bylaw as follows:

Zones	Sub-Zones	SSMUH Density (Dwellings)	Total Floor Area Limit
SSPkg A		2	372m <sup>2</sup>
SSPkg B	SSPkg B1	3	279m <sup>2</sup>
	SSPkg B2	4	372m <sup>2</sup>
	SSPkg B3	4	372m <sup>2</sup>
SSPkg C		4	372m <sup>2</sup>
SSPkg D		6	558m <sup>2</sup>

Map

