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The Corporation of **THE CITY OF NORTH VANCOUVER**
PLANNING, DEVELOPMENT & REAL ESTATE DEPARTMENT

REPORT

To: Mayor Linda Buchanan and Members of Council

From: Daniella Fergusson, Manager, Planning (City Design and Planning)

Subject: LAND USE BYLAW AMENDMENTS FOR PROVINCIAL LEGISLATION
ALIGNMENT

Date: September 17, 2025 File No: 09-3900-30-0015/1

RECOMMENDATION

PURSUANT to the report of the Manager, Planning (City Design and Planning), dated September 17, 2025, entitled “Land Use Bylaw Amendments for Provincial Legislation Alignment”:

THAT the following bylaws be considered for readings and referred to a Public Hearing:

- “Official Community Plan Bylaw, 2014, No. 8400, Amendment Bylaw, 2025, No. 9114” (City Initiated Amendment Related to Provincial Legislation Requirements);
- “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9137” (City Initiated Amendment Related to Provincial Legislation Requirements);

THAT notification be published in accordance with the *Local Government Act*;

AND THAT the following bylaws be considered for readings:

- “Development Procedures Bylaw, 2001, No. 7343, Amendment Bylaw, 2025, No. 9099” (City Initiated Amendment Related to Provincial Legislation Requirements);
- “Tree Bylaw, 2022, No. 8888, Amendment Bylaw, 2025, No. 9143” (City Initiated Amendment Related to Provincial Legislation Requirements).

ATTACHMENTS

1. What We Heard Report (CityDocs [2711582](#))
2. Summary of Proposed Ground Oriented Zone – October 2025 (CityDocs [2704866](#))
3. Annotated Version of “Official Community Plan Bylaw, 2014, No. 8400, Amendment Bylaw, 2025, No. 9114” (CityDocs [2712719](#))
4. Annotated Version of “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9137” (CityDocs [2719393](#))
5. Tracked Changes Version of “Harry Jerome Neighbourhood Lands Development Permit Area Guidelines” with proposed amendments (CityDocs [2716555](#))
6. Tracked Changes Version of “Development Procedures Bylaw, 2001, No. 7343” with proposed amendments (CityDocs [2712700](#))
7. Tracked Changes Version of “Tree Bylaw, 2022, No. 8888” with proposed amendments (CityDocs [2712702](#))
8. Low Rise Neighbourhoods Development Permit Guidelines (CityDocs [2720456](#))
9. Harry Jerome Neighbourhood Lands Development Permit Area Guidelines (CityDocs [2716544](#))
10. “Official Community Plan Bylaw, 2014, No. 8400, Amendment Bylaw, 2025, No. 9114” (City Initiated Amendment Related to Provincial Legislation Requirements) (CityDocs [2671291](#))
11. “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9137” (City Initiated Amendment Related to Provincial Legislation Requirements) (CityDocs [2676232](#), [2720456](#) and [2716544](#))
12. “Development Procedures Bylaw, 2001, No. 7343, Amendment Bylaw, 2025, No. 9099” (City Initiated Amendment Related to Provincial Legislation Requirements) (CityDocs [2598003](#))
13. “Tree Bylaw, 2022, No. 8888, Amendment Bylaw, 2025, No. 9143” (City Initiated Amendment Related to Provincial Legislation Requirements) (CityDocs [2709947](#))

SUMMARY

This report introduces bylaws that will complete the 2025 Provincial Legislation Alignment project, bringing the City’s Official Community Plan (OCP) and Zoning Bylaw into alignment with Provincial requirements and introducing design guidelines that are intended to maintain the livability and character of established neighbourhoods. Housekeeping updates to the Official Community Plan are also included in these amendments.

BACKGROUND

Recent Legislative Changes

In November 2023, the Province introduced a suite of legislation intended to build more homes, faster. This report focuses on amendments to City bylaws intended to address new Provincial requirements to accommodate the 20-year housing need into land use bylaws, as specified in *Local Government Act (LGA)* sections 473.1 and 481.7. The legislated deadline to complete and adopt the bylaw amendments is December 31, 2025.

The land use bylaw amendments proposed in this report are intended to meet the City's 20-year housing need, as calculated per the provincially-mandated Interim Housing Needs Report (2024), while retaining the City's structure and priorities as established in the Official Community Plan. The proposed amendments have been designed to maintain the City's livability and existing neighbourhood character through increases in density that will improve housing choice within the City's low-density neighbourhoods.

For clarity, proposed amendments to the Official Community Plan are not a comprehensive update. Instead, they are tactical changes needed to align the Official Community Plan and Zoning Bylaw with new Provincial legislation. Going forward, the City will have an opportunity for a more comprehensive update to the OCP in approximately 2028, with a requirement to update it every five years thereafter.

Meeting Our 20-Year Housing Need

Prior Council reports pertaining to the Provincial Legislation Alignment project include:

- December 9, 2024: Interim Housing Needs Report
- January 20, 2025: Provincial Legislation Alignment (Workshop)
- March 31, 2025: Provincial Legislation Alignment – Residential Growth Capacity
- June 16, 2025: Provincial Legislation Alignment – Options and Proposed Direction
- July 7, 2025: Provincial Legislation Alignment – Development Permit System

The City's [Interim Housing Needs Report](#) (2024) specifies the total housing capacity needed to meet the City's 20-year housing need. Provincial legislation requires that the 20-year housing capacity be accommodated in both the City's OCP and Zoning Bylaw.

In March 2025, the City worked with a consultant to determine how much of the 20-year housing need is already accounted for in the City's land use Bylaws. The findings indicate that there is a shortfall of capacity in the Zoning Bylaw of 6,556 housing units. Following this capacity analysis, staff prepared options for achieving the City's 20-year housing need.

In June 2025, Council gave staff direction to proceed with two strategies: 1) to increase housing options within the City's low-density neighbourhoods, and 2) to add housing capacity on five City-owned sites. Both of these strategies are needed to meet the 20-year housing need and require amendments to the OCP. The strategies were presented at the June 16th Council meeting where the following resolution was made:

PURSUANT to the report of the Manager, Planning (City Design and Planning), dated June 16, 2025, entitled "Provincial Legislation Alignment – Zoning Bylaw Options and Proposed Direction":

THAT staff be directed to initiate an amendment to the Official Community Plan to enable changes to the Zoning Bylaw that would allow for the 20-year housing need;

THAT staff be directed to initiate an amendment to the Zoning Bylaw to accommodate the 20-year housing need;

THAT staff be directed to schedule an 'OCP Facilitated Town Hall' to gather feedback on the proposed amendments to the Official Community Plan;

AND THAT staff be directed to bring back proposed changes to the Official Community Plan and Zoning Bylaw later this year for Council's consideration.

This report follows up on the previous June 16, 2025 Council direction by providing draft bylaw amendments for consideration and by reporting back on community engagement undertaken.

PROJECT DESCRIPTION

Council directed staff to meet the mandated 20-year housing needs via two strategies: 1) low-density housing in residential neighbourhoods, and 2) increasing the housing capacity of certain City-owned Lands.

As described in the June 16 Council Report, the following principles were considered during the development of the strategies:

1. Proximity to infrastructure and amenities;
2. Existing policy framework, including Metro 2050 and the Official Community Plan;
3. Housing choice and diversity considerations from the Interim Housing Needs Report, Community Wellbeing Strategy, and Housing Action Plan;
4. Environmental Protection and Hazard Management considerations; and
5. Pace of Change and Concentration of Impact considerations.

The following illustration summarises the two strategies. The Low-Density Housing strategy would contribute about 6,000 units in capacity (see yellow and orange highlighted areas below), and the City-owned lands strategy would contribute about 900 units in housing capacity (see green highlighted areas below).



Strategy #1: Low-Density Housing in Residential Neighbourhoods

The first strategy, Low-Density Housing, adds one additional housing unit to most properties in the low-density areas of the City. The proposed bylaw amendments attached to this report would increase the number of units permitted on each lot from 3 to 4 on nearly 4,300 properties, and allow up to 6 units per lot, up from 3 or 4 on approximately 600 properties.

To implement the Low-Density Housing strategy, amendments to the Official Community Plan (OCP) and Zoning Bylaw are needed.

Summary of OCP Changes for the Low-Density Housing Strategy

To achieve the Low-Density Housing strategy, the City would need to adopt a new ground oriented zone to replace single-detached and duplex zones, as well as amend the OCP to make the density proposed in the new zone possible.

The following table summarises the proposed OCP changes in support of this strategy. The full proposed OCP Amendment Bylaw is included as Attachment 10. An annotated version that explains the intent of specific amendments is included as Attachment 3.

New Elements of the OCP	Proposed OCP Changes
Low Rise Neighbourhood 1: Low density areas that are outside of the Regional City Centre and Frequent Transit Development Areas (FTDAs) Permits up to 4 units per lot	- Combine the R1, R2, and R3 land use designations <i>outside</i> of the Regional City Centre and FTDAs into a new “Low Rise Neighbourhood 1” land use designation. - Permit up to 0.85 FSR and up to four units of housing in a variety of forms. - Remove current restrictions on stratification of primary units and coach houses. For clarity, even with OCP changes, secondary suites cannot be stratified per the BC Building Code.
Low Rise Neighbourhood 2: Low density areas that are within the Regional City Centre or Frequent Transit Development Areas (FTDAs). Permits up to 6 units per lot.	- Combine the R1, R2, and R3 land use designations into a new “Low Rise Neighbourhood 2” land use designation <i>inside</i> the Regional City Centre and FTDAs. - Permit up to 1.0 FSR and up to 6 units of housing in a variety of forms on standard lots.
Heritage Special Study Area Implemented in Heritage Character Areas: Grand Boulevard, East 10 th , and Finlay’s Row.	- Create a new Special Study Area. - Staff to follow-up with residents in the Character Areas on potential next steps to balance development with heritage protections and incentives.
Form and Character Development Permit Area Implemented across City except where Development Permit Guidelines already apply and will be retained.	- Update the Schedule D Development Permit Area map - Update Development Permit Area table in section 2.5 to reflect a new form and character development permit area.

A report on an updated Regional Context Statement will come separately to Council for consideration. The report will include a proposed OCP amendment bylaw to replace the existing Regional Context Statement with a new one that responds to *Metro 2050*. Of note, the updated Regional Context Statement will include a proposed expansion of the Marine Drive Frequent Transit Development Area along West Keith Road to reflect the proposed Low Rise Neighbourhood 2 and R4 land use designations proposed in this OCP bylaw amendment (please see “Townhouses and Rowhouses” section below).

Summary of Zoning Changes for the Low-Density Housing Strategy

The proposed changes to the OCP enable the implementation of a new Ground Oriented Zone and Development Permit Guidelines intended to help maintain the livability of existing neighbourhoods. The proposed Ground Oriented Zone is included as Attachment 11 and the Development Permit Guidelines are Attachment 8. Attachment 4 has an annotated version of the Zoning Amendment Bylaw to help explain the intent of specific proposed amendments. A summary of the proposed Ground Oriented Zone is provided as Attachment 2.

The Ground Oriented Zone was drafted in accordance with objectives from the Zoning Bylaw Update project that was initiated in April 2023.

- **Quality Urban Design and Placemaking:** Greater focus on strengthening the relationship between the street, public realm, and the shape and form of buildings.
- **Engaging and Accessible:** Plain language that's easily understood, with highly accessible language, greater use of visual graphics, diagrams, tables and charts, which is available in print and interactive online formats.
- **Simple to Use and Easier to Administer:** A more user-friendly Zoning Bylaw that contains useful zones, allows a streamlined permitting process, is hyperlinked, and has a clearer amendment record system.
- **Integrated Approach:** A Zoning Bylaw that supports the implementation of the Official Community Plan and other policy and guideline objectives, such as the Council Strategic Plan, the Mobility Strategy, and the Housing Action Plan.
- **Innovative and Equitable:** A Zoning Bylaw with flexibility and social consciousness in mind, to enable innovative and equitable responses to emerging and future social issues, including a broader range of housing forms, climate resiliency, and economic development, among others.

The Ground Oriented Zone permits a broader range of housing options compared to the existing one and two-unit residential zones. Some notable differences are:

- No restrictions on stratification of units (provided that building code, parking, and other requirements can be met).
- Moderate increase in buildable floor area in the 4-unit areas, and a more substantial increase in the 6-unit areas.
- Use of development permit guidelines to promote design that considers livability, neighbourhood character, and green infrastructure like trees and green roofs.
- A more visual and easy-to-understand zone and guidelines.
- A more flexible regulatory tool that enables and rewards good design.

Please note that Council is currently considering amendments to the Zoning Bylaw to add a new Division pertaining to Inclusionary Zoning requirements. "Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127" (Inclusionary Zoning Requirements for Residential Development) was introduced on July 14, 2025, and consideration of adoption is scheduled for October 6, 2025. If Council proceeds with the adoption, the Division numbers in the Zoning Bylaw will be adjusted accordingly. If Council chooses not to proceed with the adoption of Bylaw No. 9127, the numbering of the Divisions in the Zoning Bylaw will remain the same.

Summary of Development Permit Guidelines and Development Procedure Bylaw

The Development Permit Guidelines were drafted by staff working with consultants and have been informed by input from local designers, developers, and the public via engagement completed in June and July of this year. The What We Heard Report summarising the public engagement process and feedback received is included as Attachment 1.

Provincial guidance on the new legislation recommends that if form and character Development Permits are used, they should support streamlined development approvals. Development Permits can streamline development approvals when there is clear and specific direction to staff to evaluate applications. The proposed Development

Permit Guidelines focus on design outcomes, and identify specific situations where setback, height, or other regulations may need to be varied to achieve the design goals.

The draft Development Procedures Bylaw amendment included as Attachment 12 allows the delegated approval of variances that are specified in the Development Permit Guidelines and that achieve the stated intent of the Guidelines. For clarity, Council would continue to receive Development Variance Permit applications for consideration. A tracked changes version of the bylaw is included as Attachment 6.

The draft Tree Bylaw amendment (Attachment 13) exempts the new Ground Oriented Zone from the Tree Bylaw, matching the existing exemption for single-detached and duplex zones. This is in-line with Provincial guidance. The approach can be considered more holistically at a future date when an Urban Forest Policy is brought forward for consideration. In the meantime, the proposed Development Permit Guidelines encourage the retention of trees and require the planting of new trees when development takes place. A tracked changes version of the Tree Bylaw is included as Attachment 7.

Analysis on the Potential Pace of Change

Staff estimate that the Ground Oriented Zone allows for the development of approximately 6,000 new units of housing without the need for a homeowner to apply for a rezoning. This capacity is intended to support housing needs for 20 years.

How much change, where, and how fast depends on homeowner interest and ability to make changes to their properties. Staff connected with other municipalities in the Lower Mainland to understand the volume of small-scale housing applications being received and processed. Based on those discussions, the City anticipates receiving about 45 Ground Oriented Zone development applications per year totalling approximately 90 new units annually.

For context, between January 2016 and September 2024, the City reported an average of approximately 500 net new units completed per year, with about 10% of those units comprising small-scale developments (1 to 4 storeys and 6 or fewer units). Since 2010, approximately 140 Coach Houses have been built in the City.

Heritage Considerations

The proposed OCP amendment would apply the new Low Rise Neighbourhood designations to the Grand Boulevard, East 10th, and Finlay's Row Heritage Character Areas. However, staff propose including these areas as a Special Study Area so that community engagement can be completed to explore what kind of zoning could be appropriate for each area to balance development with heritage protections and incentives. As a result, the proposed Ground Oriented Zone would not apply in these Heritage Character Areas, and the existing zoning will remain in the interim.

Strategy #2: City-Owned Lands

The City owns a number of properties that are suitable for residential development. This strategy of allowing for more units on City-owned lands will provide the City and Council a higher degree of control over the pace and rate of growth, help optimize the value of City assets, fund City amenities, and provide a diversity of housing types in locations well served by transit and community amenities.

The following table summarises the proposed land use designation changes in the OCP for these City-owned lands. Three of the properties (City Hall, Fire Hall, East 1st Lands) require a Zoning Bylaw amendment to permit the additional height and density already allowed in the OCP. Alder Street Lands and Harry Jerome Neighbourhood Lands require an OCP amendment and rezoning to add residential capacity.

City Property	OCP Land Use Designation	
	Current	Proposed
City Hall 141 W 14th St.	Mixed Use Level 4B	No change
Fire Hall 165 E 13th St.	Mixed Use Level 4B	No change
East 1st Lands 112 E 1st St. – 178 E 1st St. and 131 E 2nd St.	Mixed Use Level 4A	No change
Alder Street Lands 405-423 Alder St. and 439-489 Alder St.	Residential Level 4A	Residential Level 5 (2.6 FSR)
Harry Jerome Neighbourhood Lands 123-125 E 23rd St, 144 E 22nd, 126 E 21 st , 2141 Eastern Ave, 2160 Lonsdale Ave	Mixed Use Level 2	Site-Specific OCP Designation (2.9 FSR), and increase height by 5 storeys

The proposed zoning changes are:

- **City Hall:** Amend the existing Comprehensive Development Zone CD-505 so that the gross floor area and building height permitted for the City Hall site line up with the amount of density permitted in the existing Mixed Use Level 4B OCP land use designation. The intent is to retain City Hall and Library uses on-site.
- **Fire Hall:** Create a new Comprehensive Development Zone CD-771 for the Fire Hall site that permits residential apartments as an accessory use to a civic (e.g. fire hall) use. The proposed density and building height are in line with the existing Mixed Use Level 4B OCP land use designation.
- **East 1st Street Lands:** Create a new Comprehensive Development Zone CD-772 for the East 1st Lands site that permits residential uses, with the proposed base density and building height in line with the existing Mixed Use Level 4A OCP land use designation.
- **Alder Street Lands:** Create a new Mid Rise Zone that allows six storey apartments. This new zone is also a general zone that development applicants can use when applying for a rezoning in the Residential Level 5 OCP land use designation.
- **Harry Jerome Neighbourhood Lands:** Amend the existing Comprehensive Development Zone (CD-703) to increase the permitted height of buildings by five

storeys and to increase the allowable floor space to support the development of an additional 180 housing units.

The proposed OCP Amendment Bylaw is included as Attachment 10, and the proposed Zoning Amendment Bylaw is included as Attachment 11. Updates to the existing Harry Jerome Neighbourhood Lands Development Permit Guidelines to reflect the proposed OCP and Zoning changes and to provide consistency with existing City policy are included as Attachment 9. A tracked-changes version of the Guidelines is included in Attachment 5.

Other City-Initiated OCP Amendments

The OCP amendment also includes map updates to improve clarity regarding permitted heights and densities in the City’s Transit-Oriented Area, a streamlined approach to townhouse development, and housekeeping text amendments to reflect changed or updated legislation, such as new references to *Local Government Act* sections. The following is a summary of these additional amendments.

Transit-Oriented Areas (TOAs)

On June 17, 2024, Council adopted Transit Oriented Area Designation Bylaw, 2024, No. 9029. This bylaw designated prescribed areas of the City as a Transit Oriented Area (TOA), pursuant to the *Local Government Transit Oriented Areas Regulation*. The bylaw establishes minimum allowable residential heights and densities within 200 metres and 400 metres of the Lonsdale Quay Bus Exchange TOA.

The City’s Transit Oriented Area Designation Bylaw permits heights and densities beyond what is permitted in the OCP. The Provincial TOA Policy Manual states that local governments are not required to update OCPs to address TOAs by December 31, 2025. However, for consistency and transparency, it is recommended to amend the OCP to align with the Province’s TOA requirements.

The following table compares the Province’s TOA requirements with the currently permitted heights and densities in the OCP, and the proposed OCP amendments:

Provincial TOA Requirement	OCP Land Use Designation	
	Current	Proposed
200 metre catchment 4.0 FSR 12 storeys in height	Mixed Use Level 4A	- Mixed Use Level 4B - Amend heights where necessary
400 metre catchment 3.0 FSR 8 storeys in height	Mixed Use Level 4A	Amend heights where necessary
	Residential Level 5	- Residential Level 6 - Amend heights where necessary

To ensure consistency between bylaws and transparency regarding permitted heights and densities, staff recommend updating the OCP to reflect Provincial TOA requirements. The recommended amendments to the OCP are included in the proposed

OCP Bylaw Amendments (Attachment 10). The recommended amendments will update the OCP Land Use Designation map to help communicate what kind of development applications could be possible in this area, rather than the current situation where someone would need to know the specific bylaw to review.

Townhouses and Rowhouses

The OCP and the [Community Wellbeing Strategy](#) encourage more diverse housing forms, including townhouses and rowhouses. In an effort to meet this policy intent, a simplification of City bylaws and streamlining of development application reviews will help promote other forms of housing, like townhouses and rowhouses. Therefore, staff recommend combining the Residential Level 4A and 4B OCP land use designations into a single “R4” Residential Level 4 designation. This report focuses on a potential OCP change for townhouses and rowhouses. Any change to zoning would be brought forward to Council in a separate report at a later date.

The proposed OCP changes for townhouses and rowhouses are intended to accomplish three goals: 1) complete the Duplex Special Study, 2) allow for more family-sized homes, 3) and respond to community input.

First, the Duplex Special Study began in 2017 with community engagement to understand potential interest in changing the OCP to allow more ground-oriented housing for properties within the 300 blocks of East 13th Street to East 16th Street. The OCP and Zoning Bylaws were amended in 2021 to allow duplex developments in the northern portion of the Study Area. The southern portion of the Area was proposed to be redesignated to Residential Level 3 and Level 4 to accommodate townhouses, rowhouses, and garden apartments. But, the changes were paused until such a time that corresponding zoning could be developed. The proposed OCP changes attached to this report would increase the development potential for the properties in the southern portion of the Study Area, and complete the Special Study.

Second, the single “R4” land use designation would permit a 1.25 FSR maximum density for townhouses/rowhouses. Currently the OCP supports a 1.25 FSR for townhouses, rowhouses, stacked townhouses, garden apartments, and fourplexes in the Residential Level 4B land use designation, which is located entirely in Moodyville. The Residential Level 4A land use designation permits the same housing forms, but at a lower 1.0 FSR density. Zone testing shows that it is challenging to fit three or four bedroom units in a townhouse form at a 1.0 FSR; so, staff recommend combining the designations and applying the higher 1.25 FSR. This would also help simplify the application of Development Permit Guidelines for those areas.

Third, in response to public feedback it is recommended to permit a townhouse level of density along West Keith Road from Bewicke to Mahon due to frequent transit service.

In summary, a single townhouse R4 land use designation would make the OCP simpler and create the possibility for the City to initiate a zoning change in those areas at a later date.

Housekeeping Changes

A number of provincial changes have passed since the City's OCP was introduced in 2014, namely to the *Local Government Act* and procedural changes regarding public hearings. On January 1, 2016, the *Local Government Act* was revised, consolidating the previously existing act and its amendments, simplifying the numbering, and updating the style and language.

In November 2023, the Province amended the *Local Government Act* to remove the option to hold a public hearing where a proposed zoning bylaw would permit residential development consistent with an existing OCP, and where a proposed bylaw relates to small-scale multi-family housing developments.

Amendments to the OCP are intended to reflect these Provincial changes, which include updating references to the *Local Government Act*, and removing references to public hearings where necessary. Other housekeeping amendments include text updates to some definitions, and to match language used by the Province regarding OCP and Zoning Bylaw updates.

Summary of Land Use Bylaw Changes

Amendments to Support 20-Year Housing Needs		
	Proposed Changes to OCP	Proposed Changes to Other Bylaws
Strategy 1: Low-Density Housing	New Land Use Designations: - Low Rise Neighbourhoods 1 - Low Rise Neighbourhoods 2 Low Rise Form and Character Development Permit Area Creation of Heritage Special Study Areas Completion of the Duplex Special Study	New Ground Oriented Zone New Ground Oriented Development Permit Guidelines Reclassification of properties to Ground Oriented Zone Development Procedures Bylaw Amendment (regarding delegation of Development Permit Issuance)
Strategy 2: City-owned lands	OCP Amendments for City-owned lands: - Alder St. Lands - Harry Jerome Neighbourhood Lands	Site-Specific Zoning Bylaw amendments for all five sites

Other City-Initiated OCP Amendments	
Transit Oriented Area	OCP amendment to density and height for properties within the TOA
Townhouses and Rowhouses	OCP amendment to the R4A and R4B land use designations to combine into a single R4 designation, with an FSR of 1.25
Housekeeping	- Update references to LGA - Align Public Hearing Requirements with LGA

COMMUNICATIONS AND ENGAGEMENT

Staff developed a community engagement process designed to seek specific and meaningful feedback on the two strategies (as above) for achieving increased housing capacity, namely: how to maintain livability and existing neighbourhood character in lower density neighbourhoods and understanding the opportunities and implications of increasing housing capacity on specific City-owned lands. The engagement was conducted online and in person via a scheduled workshop, an OCP Town Hall meeting, and pop-up engagement activities. Engagement opportunities were promoted via paid and earned online and print media, including a City-wide mailout.

To share information about the proposed changes and to gather input, staff hosted the following engagement opportunities:

- Two (2) Builder and Designer Workshops
 - June 13 at City Hall – 13 participants
 - July 30 at City Hall – 16 participants
- One (1) Youth “Studio in the City” Workshop on Livability
 - July 16 at Anne Macdonald Studio – 10 youth participants
- Six (6) Pop-Ups in public spaces
 - July 10 at Polygon Gallery – 39 attendees
 - July 12 at Mahon Park – 24 attendees
 - July 13 at Moodyville Park – 36 attendees
 - July 14 at City Library – 41 attendees
 - July 28 at City Library – 43 attendees
 - July 31 at City Library – 41 attendees
- One (1) Community Workshop
 - July 22 at John Braithwaite Community Centre – 27 participants
- One (1) OCP Town Hall Meeting
 - July 24 at John Braithwaite Community Centre – 52 participants
- Online Survey through the City’s Let’s Talk platform
 - July 14 through July 31 – 370 respondents
- Committee Presentations
 - February 12 – Advisory Planning Committee – Interim Housing Needs Report
 - May 14 – Advisory Planning Committee – Provincial Legislation Alignment
 - July 9 – Advisory Planning Committee – Growing Livable Neighbourhoods

A summary of the approach, input and promotion of the engagement is provided in the report entitled “What We Heard”. (Attachment 1).

Key Findings

The following highlights some of the key themes heard:

Strategy #1: Low Rise Neighbourhoods

- Importance of dedicated outdoor space including:
 - Quality landscaping, gardens, and trees to help create enjoyable living spaces and increase the appeal of homes from the street.
 - Desire for usable and functional yards, and support for porches, balconies, and roof decks.
 - Survey results show landscaping/trees and access to outdoor space as the top two most important things when it comes to low-density housing.
- Ensuring there is an appropriate amount of parking onsite.
- Providing variation in building design, while maintaining the character of the surrounding neighbourhood.
- Managing how bulky buildings feel from the street through building height limits, roof shape, and building design.

Strategy #2: City-Owned Lands

- Opportunity to provide more diverse housing types and sizes for people of all ages, stages of life, and abilities.
- Importance of preserving community character including views, heritage, and general look and feel of City neighbourhoods.
- Improve public spaces and expand community amenities to support the proposed increase in density (e.g. daycares, parks, green spaces).
- Support better access to transit and active transportation infrastructure.
- Concern about the impact of growth and increased density on infrastructure (e.g. water, sewer) and transportation.
- Maintaining Civic Plaza, City Library, and City Hall in future development plans.

Feedback gathered was used to revise the proposed bylaws, including:

- Reducing the proposed maximum building heights and changing method for calculating building heights in the Low-Density Housing areas;
- Using Development Permit Guidelines to encourage peaked roofs, outdoor spaces, and quality landscaping;
- Increasing the proposed density along West Keith Road to a townhouse-level density; and
- Reducing the amount of on-site parking in the Low-Density Housing areas.

Ongoing Communications & Education

To support ongoing communications and education in the community, in early September, the City distributed its city-wide newsletter mailout to all residents with an update on this project.

To support the rollout of the proposed new Ground Oriented Zone, staff will prepare internal and external educational materials with illustrative graphics to help explain what

is permitted in the zone and how to submit an application. Staff also plan to hold sessions for real estate professionals, developers, builders, and other interested members of the public about the proposed zone.

As of the writing of this report, further presentations to the Advisory Planning Committee and Advisory Design Panel are scheduled for September 10th and 18th, respectively, and a Development Industry Liaison Committee presentation is scheduled for October 6.

FINANCIAL CONSIDERATIONS

When an amendment to the OCP is being considered, the *Local Government Act* requires municipalities to consider the change in conjunction with the City's Financial Plan. As a part of the Provincial legislation changes of November 2023, the Province amended the *Local Government Act* and *Community Charter* to modernize and expand the tools available to local governments for financing infrastructure and amenities needed to support new development. It introduced changes to Development Cost Charges (DCCs) and added a new mechanism called Amenity Cost Charges (ACCs).

Updates to the City's DCCs received first readings by Council on July 14, 2025 and have been submitted to the Inspector of Municipalities for approval. City staff are working on an ACC program for Council consideration ahead of the June 30, 2026 deadline.

INTER-DEPARTMENTAL IMPLICATIONS

Servicing Capacity

Servicing capacity analysis was completed for all of the low-density areas of the City early in 2025. Results of the modelling identified areas of the systems that would require increased capacity to support the growth. However, it is anticipated that build-out of the zone will likely be gradual over time and, therefore, staff expect that upgrades will be required only when sufficient growth is developed. With this assumption, additional construction-related impacts are expected to be minimal.

Building and Development

To understand and evaluate the pace of change for this strategy, staff looked to other municipalities who have implemented small-scale multi-unit housing zones recently. The uptake on the added development potential in other municipalities ranged from several applications, to several hundred. Considering population size and adjusting uptake estimates based on the relative increase in development potential, staff estimate that there would be roughly 45 ground oriented applications per year. This is approximately one percent of properties that would be subject to the new zone that would be likely to apply for redevelopment per year. There are numerous factors that will influence the actual uptake, including construction and borrowing costs, and some lots will be more likely to redevelop than others, largely based on age of existing buildings and individual owners' choices.

Real Estate

In 2022, Council approved a funding strategy for the new Harry Jerome Community Recreation Centre, which is scheduled to open in 2026, at a cost of \$230 million. This funding strategy includes the sale or long-term lease of Harry Jerome Neighbourhood Lands. Some of the site has already been leased and developed, such as the Lonsdale Square and Sunrise Senior Living projects. Another portion of the site will be retained by the City for park uses. The remaining lands have existing zoning and Development Permit Guidelines to allow for the development of high-rise buildings and mid-rise buildings. The proposed bylaw changes would increase the permitted height of two high-rise buildings by five storeys and would increase the allowable floor space to support the development of an additional 180 housing units. The proposed bylaw changes would enable increased housing supply, added population to support local retail and service businesses, and additional revenue for the City relative to the funding strategy for the new Harry Jerome Community Recreation Centre. The proposed changes are anticipated to have minor impacts, and staff consider the changes reasonable in the context of allowable height and density in the area.

CONCLUSION

In conclusion, the purpose of this OCP update is to support Zoning Bylaw changes that are required to meet Provincial legislative requirements pertaining to the 20-year housing need via two strategies: low-density housing and City-owned lands. To enable enough residential units in the Zoning Bylaw, some amendments to the OCP are required, such as changing the land use designations for two City-owned lands and reconfiguring the Residential Level 1, 2, and 3 land use designations. To support more diverse housing forms, streamline bylaws, and improve transparency, the combination of the Residential Level 4A and 4B land use designations and changes to the land use designation map to show Provincial Transit-Oriented Area (TOA) requirements are recommended.

The proposed Zoning Bylaw changes are: 1) a new Ground-Oriented zone and Development Permit Guidelines, 2) updated Harry Jerome Neighbourhood Lands zone and Development Permit Guidelines, and 3) updated zoning for City Hall, the Fire Hall, Alder Street Lands, and East First Lands to support future housing capacity.

NEXT STEPS

After First Reading, the OCP statutory approvals process begins, which includes referrals to neighbouring municipalities, First Nations, and government agencies. Then, the City hosts an OCP Public Hearing and a Zoning Bylaw Public Hearing to gather input on the proposed bylaw changes. The Public Hearings can be held during the same meeting. Following Public Hearings, the OCP, Zoning Bylaw, and Development Procedures Bylaw receive second and third readings, and all bylaws can be adopted at the same meeting.

The Province now requires OCPs to be updated every five years to respond to the Housing Needs Reports. The next OCP update will need to be considered by Council prior to December 31, 2030. Staff will seek direction to initiate an update of the OCP at a future date.

RESPECTFULLY SUBMITTED:



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