

**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PLANNING COMMITTEE**

MEETING

Thursday, April 3, 2025

9:00 am

28th Floor Committee Room, 4515 Central Boulevard, Burnaby, British Columbia

Webstream available at <https://www.metrovancover.org>

A G E N D A

A. ADOPTION OF THE AGENDA

1. April 3, 2025 Meeting Agenda

That the Regional Planning Committee adopt the agenda for its meeting scheduled for April 3, 2025 as circulated.

B. ADOPTION OF THE MINUTES

1. February 6, 2025 Meeting Minutes

That the Regional Planning Committee adopt the minutes of its meeting held February 6, 2025 as circulated.

pg. 8

C. DELEGATIONS

1. Glyn Lewis, Renewal Development

Subject: Metro Vancouver's Demolition Crisis: A Call for Change

pg. 15

D. INVITED PRESENTATIONS

E. REPORTS FROM COMMITTEE OR CHIEF ADMINISTRATIVE OFFICER

1. Housing 2050: Regional Housing Needs Report

pg. 17

Executive Summary

This report provides the Task 1 deliverable for *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal*, the Regional Housing Needs Report, and an overview of upcoming project milestones.

Metro Vancouver provides ongoing data assistance to member jurisdictions to prepare Housing Needs Reports (HNR), including, in 2024, preparing HNR calculations using the Province's HNR Method.

The Regional HNR is inclusive of all 23 member jurisdictions and highlights regional housing needs:

1. Overall annual housing completions need to increase from the current average of 23,424 completions per year to an average of 37,757 completions per year.
2. Increasing average annual affordable housing completions from the current 433 per year to the needed 11,400 requires sustained investment and support from all levels of government.
3. More purpose-built rental is needed to meet the needs of renters and provide meaningful security of tenure. Most new rental housing is in the secondary rental market (rented condominiums, secondary suites, laneway homes).

Each member jurisdiction's individual HNR is the best resource to understand local housing needs.

Recommendation

That the MVRD Board receive for information the report dated March 3, 2025, titled "Housing 2050: Regional Housing Needs Report".

2. Metro Vancouver Housing Data Book 2025

pg. 73

Executive Summary

The *Metro Vancouver Housing Data Book* summarizes a large collection of regional and municipal level data from a variety of sources — including custom data requests from Statistics Canada, CMHC, and BC Housing. It provides policy makers, researchers, and members of the public with a comprehensive look at the region's housing market and the people impacted by it. The 2025 update includes new information about housing construction, ownership and rental housing, as well as housing need. Highlights from the 2025 update include:

1. Over the past decade, housing starts have increased by 35 per cent and completions have increased by 48 per cent.
2. Between 2023 and 2024, housing completions increased by 23 per cent, while housing starts decreased by 15 per cent.
3. Rental construction continues to be at a 20-year peak, with 37 per cent of all starts and 31 per cent of all completions being purpose-built rentals.
4. In 2024, rental vacancy rates increased to 1.6 per cent, from a low of 0.9 per cent in 2022 and 2023. However, current vacancy rates are still well below the three per cent that is considered a healthy vacancy rate.
5. Annual rent (same sample) increased by 5.5 per cent between 2023 and 2024.
6. In 2024, the average rent for purpose-built rentals in Metro Vancouver was \$1,929, and \$2,541 for rental condominiums.
7. The number of BC Housing non-market units increased by nearly three per cent since 2023, to a total of 47,798 units in 2024. This represents about four per cent of all dwellings across the region (based on 2021 Census data).
8. In 2024, 21,502 households were on the BC Housing Registry, which represents a 14 per cent increase from the previous year.

Recommendation

That the MVRD Board:

- a) receive for information the report dated March 3, 2025, titled "Metro Vancouver Housing Data Book 2025"; and
- b) forward a copy of the report dated March 3, 2025, titled "Metro Vancouver Housing Data Book 2025" to member jurisdictions with an offer of a presentation to Council upon request.

3. Metro Vancouver Inclusionary Housing Calculator

pg. 83

Executive Summary

The Inclusionary Housing Policy Review project was completed in 2024 to provide a regional model for inclusionary housing in Metro Vancouver. It puts forward recommendations for member jurisdictions wishing to adopt inclusionary housing policies. As a part of the scope of work for this project, Metro Vancouver has developed an interactive learning tool to support greater understanding about the mechanics of inclusionary housing and factors for success.

Inclusionary housing is a local government policy tool that uses planning regulations and the development approval process to generate a percentage of affordable housing units in otherwise market-rate housing developments. With the introduction of provincial legislation to enable inclusionary zoning authority for BC local governments, it is expected that more local governments will use this tool to increase affordable rental supply in their communities.

The Metro Vancouver Inclusionary Housing Calculator is a web-based and interactive tool that allows the user to explore different development scenarios and modify numerous variables to explore levers that make an inclusionary housing project feasible. It is based on the data collection and economic analysis that underpinned the Metro Vancouver Inclusionary Housing Policy Review and Regional Policy Framework. The tool will be distributed to member jurisdiction staff.

Recommendation

That the MVRD Board:

- a) receive for information the report dated March 10, 2025, titled “Metro Vancouver Inclusionary Housing Calculator”; and
- b) direct staff to forward a copy of the report dated March 10, 2025, titled “Metro Vancouver Inclusionary Housing Calculator” to member jurisdictions with an offer of a presentation to staff and/or Council upon request.

4. Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations *pg. 87*

Executive Summary

The Rental Housing Blueprint project was initiated to streamline and expedite multi-family rental housing delivery through standardization, simplification, and modern construction methods. The project has two main streams; 1) standardized regulatory approaches, and 2) vetted reference designs for six-story rental buildings. 11 member jurisdictions participated in co-creating a standardized regulatory approach, which is intended as a set of voluntary recommendations to support regulatory simplification and standardization. Concurrently, reference designs for six-story rental buildings are being produced by a multi-agency team, including Metro Vancouver and BC Housing. As part of the Rental Housing Blueprint project, Metro Vancouver is also exploring opportunities to test these approaches through demonstration pilot projects on two Metro Vancouver Housing sites.

This report provides an overview of the Digitally Accelerated Standardized Housing (DASH) Recommendations, which are the Phase 1 deliverable from the Rental Housing Blueprint project. The DASH Recommendations for simplifications and standardization of zoning regulations use simplified measures such as maximum height, minimum setbacks and maximum unit depth values to control building bulk and siting. The approach seeks to eliminate complex calculations and variation between jurisdictions, which can be barriers to standardization. As a result, the use of Floor Area Ratio (FAR)/Floor Space Ratio (FSR) and lot coverage are not recommended. Instead, the Recommendations opt for an objective approach based on precedents in other leading jurisdictions, and the overall project objectives.

Recommendation

That the MVRD Board:

- a) receive for information the report dated March 10, 2025, titled “Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations”; and
- b) forward the report titled “Digitally Accelerated Standardized Housing (DASH) Recommendations” to member jurisdiction Mayors, Chief, and Councils with an offer of a presentation to staff and/or Council upon request.

5. Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal – Engagement Approach *pg. 118*

Executive Summary

This report outlines the engagement approach to support the development of *Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal (Housing 2050)*. The objectives for this engagement are to hear from those who have a role in advancing the region’s affordable housing, and to collect input to inform the recommendations in *Housing 2050*. The engagement program will focus on hearing input from member jurisdictions, First Nations, other governments, and organizations working in the affordable housing sector. Engagement is scheduled to occur between January and November 2025 and align with key milestones in the technical work plan. Staff intend to return to the Regional Planning Committee by the end of 2025 with a proposed draft of *Housing 2050*, including a summary of the engagement.

Recommendation

That the Regional Planning Committee receive for information the report dated March 5, 2025, titled “Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal – Engagement Approach”.

6. Manager’s Report *pg. 121*

Recommendation

That the Regional Planning Committee receive for information the report March 10, 2025, titled “Manager’s Report”.

F. INFORMATION ITEMS

1. Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions *pg. 124*

G. OTHER BUSINESS

H. RESOLUTION TO CLOSE MEETING

Note: The Committee must state by resolution the basis under section 90 of the Community Charter on which the meeting is being closed. If a member wishes to add an item, the basis must be included below.

I. ADJOURNMENT

That the Regional Planning Committee adjourn its meeting of April 3, 2025.

Membership:

Woodward, Eric (C) – Langley Township
Hodge, Craig (VC) – Coquitlam
Bligh, Rebecca – Vancouver
Carreras, Korleen – Maple Ridge
Girard, Angela – North Vancouver City

Henderson, Tasha – New Westminster
Knight, Megan – White Rock
Kruger, Dylan – Delta
Lahti, Meghan – Port Moody
Lambur, Peter – West Vancouver

Locke, Brenda - Surrey
Loo, Alexa – Richmond
McEwen, John – Anmore
Santiago, Maita – Burnaby
West, Brad – Port Coquitlam

**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PLANNING COMMITTEE**

Minutes of the Regular Meeting of the Metro Vancouver Regional District (MVRD) Regional Planning Committee held at 9:01 am on Thursday, February 6, 2025 in the 28th Floor Committee Room, 4515 Central Boulevard, Burnaby, British Columbia.

MEMBERS PRESENT:

Chair, Director Eric Woodward, Langley Township
 Vice Chair, Director Craig Hodge, Coquitlam
 Councillor Korleen Carreras*, Maple Ridge
 Councillor Angela Girard, North Vancouver City
 Councillor Tasha Henderson, New Westminster
 Director Megan Knight*, White Rock
 Director Dylan Kruger*, Delta (departed at 11:07 am)
 Director Meghan Lahti*, Port Moody
 Councillor Peter Lambur, West Vancouver (arrived at 9:04 am)
 Councillor Alexa Loo, Richmond
 Director John McEwen, Anmore
 Councillor Maita Santiago, Burnaby
 Director Brad West, Port Coquitlam (arrived at 9:23 am)

MEMBERS ABSENT:

Director Rebecca Bligh, Vancouver
 Director Brenda Locke, Surrey

*denotes electronic meeting participation as authorized by the *Procedure Bylaw*

STAFF PRESENT:

Jonathan Cote, Deputy General Manager, Regional Planning and Housing Development
 Jacque Killawee, Deputy Corporate Officer
 Rapinder Khaira, Legislative Services Coordinator, Board and Information Services
 Diana Jeliaskova, Regional Planner, Regional Planning and Housing Services
 Heather McNell, Deputy Chief Administrative Officer, Policy and Planning
 Edward Nichol, Senior Planner, Regional Planning and Housing Services

A. ADOPTION OF THE AGENDA

1. February 6, 2025 Meeting Agenda

It was MOVED and SECONDED

That the Regional Planning Committee adopt the agenda for its meeting scheduled for February 6, 2025 as circulated.

CARRIED

B. ADOPTION OF THE MINUTES**1. January 9, 2025 Meeting Minutes****It was MOVED and SECONDED**

That the Regional Planning Committee adopt the minutes of its meeting held January 9, 2025 as circulated.

CARRIED**C. DELEGATIONS****1. Dorean Mayhew, General Manager, Development, City of Delta**

Subject: Regional Growth Strategy Amendment at 4800 and 5133 Springs Boulevard, Delta

Tanya Mitchner, Director, Planning, and Mike Ruskowski, Manager of Priority Projects, City of Delta provided a presentation titled "RGS Amendment at 4800 & 5133 Springs Boulevard", relating to item E1. They requested that the Committee approve the proposed type 2 amendment to the Regional Growth Strategy.

9:04 am Councillor Peter Lambur arrived at the meeting.

D. INVITED PRESENTATIONS

No items presented.

E. REPORTS FROM COMMITTEE OR CHIEF ADMINISTRATIVE OFFICER**1. Metro 2050 Type 2 Proposed Amendment – City of Delta (4800 and 5133 Springs Boulevard)**

Report dated January 15, 2025, from Mark Seinen, Senior Planner and Charles Pan, Senior Policy and Planning Analyst, Regional Planning and Housing Services, providing the MVRD Board with an opportunity to consider *Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1406, 2025* for first, second, and third readings.

It was MOVED and SECONDED

That the MVRD Board:

- a) initiate the *Metro 2050* amendment process for the City of Delta's requested regional land use designation amendment from Agricultural to General Urban for the lands located at 4800 and 5133 Springs Boulevard;
- b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1406, 2025";

- c) notify affected local governments and the Agricultural Land Commission and post the application on the Metro Vancouver website to provide an opportunity for comment on the proposed amendment as per Section 6.4.2 of *Metro 2050*; and
- d) direct staff to notify in region First Nations via referral offices to provide an opportunity for comment on the proposed amendment.

CARRIED

- 2. Metro 2050 Amendment Bylaw to Strengthen Climate Action Policy Language**
Report dated December 5, 2024, from Edward Nichol, Senior Planner, Regional Planning and Housing Services, providing the MVRD Board with an opportunity to consider *Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1403, 2025* for first, second, and third readings.

The Committee raised concerns about the implications of the bylaw amendments and determined to discuss each of the six new policies in the proposed amendment bylaw and considered each for endorsement.

9:23 am Director West arrived at the meeting.

Members expressed concerns about language used for the rural regional land use designation definition being too prescriptive for member municipalities.

It was MOVED and SECONDED

That the Regional Planning Committee endorse the following proposed policy:
Strategy 1.4: a policy for Metro Vancouver to work collaboratively with member jurisdictions to update the definition, intent, and appropriate uses for the Rural regional land use designation.

DEFEATED

Members expressed concerns about the language being too ambiguous and that the tree canopy target should not extend to agricultural designations.

Strategy 3.2: a policy for Metro Vancouver to work with member jurisdictions, First Nations, and other agencies to support the protection of trees and other ecosystems on lands with a Rural, Agricultural, or Conservation and Recreation designation while acknowledging the policy intent of those regional designations and lands.

DEFEATED

Members expressed concerns about burdening member municipalities with specifically mandated requirements and potential difficulties in demonstrating alignment of climate-related issues in amendment applications.

It was MOVED and SECONDED

That the Regional Planning Committee endorse the following proposed policy:
Section F: a policy for member jurisdictions and Metro Vancouver to collaboratively consider climate-related issues in Metro 2050 amendment applications.

DEFEATED

Members highlighted that provincial legislation already has requirements for member jurisdictions that are outlined in strategy 3.4 and the policy was not needed.

It was MOVED and SECONDED

That the Regional Planning Committee endorse the following proposed policy:
Strategy 3.4: a policy for member jurisdictions to develop and update local-scale hazard and risk datasets, striving for datasets that meet key requirements.

DEFEATED**It was MOVED and SECONDED**

That the Regional Planning Committee endorse the following proposed policy:
Section G: adding new climate change-related performance monitoring measures for Metro Vancouver.

CARRIED

Members discussed the level of burden on member jurisdictions of adding information on the permeability of urban street networks for cycling, walking, and rolling in the Regional Context Statements.

It was MOVED and SECONDED

That the Regional Planning Committee endorse the following proposed policy:
Strategy 5.1: a policy for member jurisdictions to adopt Regional Context Statements that enhance the permeability of urban street networks for cycling, walking, and rolling.

CARRIED**It was MOVED and SECONDED**

That the MVRD Board receive for information the recommendations from the Regional Planning Committee regarding “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1403, 2025”.

CARRIED

Councillors Girard and Santiago were absent.

3. Metro 2050 Regional Affordable Rental Housing Target – Baseline Data

Report dated January 17, 2025, from Diana Jeliaskova, Regional Planner, Regional Planning and Housing Services, providing the MVRD Board with baseline data for *Metro 2050* Regional Affordable Rental Housing Target.

Diana Jeliaskova provided a presentation titled "Metro 2050 Regional Affordable Rental Housing Target – Baseline Data", with an overview of the progress to date toward the Regional Affordable Rental Housing target.

Members highlighted the provincial government's role in providing affordable rental housing and the lack of tools available to member municipalities to achieve the target in light of changes introduced by the new provincial housing legislation.

It was MOVED and SECONDED

That the MVRD Board:

- a) receive for information the report dated January 17, 2025 titled "*Metro 2050* Regional Affordable Rental Housing Target – Baseline Data"; and
- b) direct staff to forward a copy of the report dated January 17, 2025, titled "*Metro 2050* Regional Affordable Rental Housing Target – Baseline Data" to member jurisdictions with an offer of a presentation to Council upon request.

CARRIED

4. Metro Vancouver Tree Guide

Report dated January 17, 2025, from Edward Nichol, Senior Planner, Regional Planning and Housing Services, providing the Regional Planning Committee with information on the Metro Vancouver Tree Guide.

11:07 am Director Kruger departed the meeting.

It was MOVED and SECONDED

That the Regional Planning Committee receive for information the report dated January 17, 2025, titled "Metro Vancouver Tree Guide".

CARRIED

5. Planning Analytics 2024 Report

Report dated January 16, 2025, from Sinisa Vukicevic Program Manager, Regional Planning Analytics, Regional Planning and Housing Services, providing the MVRD Board with an update on the work by the Regional Planning's Analytics' team in 2024.

It was MOVED and SECONDED

That the MVRD Board receive for information the report dated January 16, 2025, titled "Planning Analytics 2024 Report".

CARRIED

6. Regional Food System Strategy – Engagement Update and Next Steps

Report dated January 16, 2025, from Carla Stewart, Senior Planner, Regional Planning and Housing Services, providing the Regional Planning Committee with information on the Regional Food System Strategy update process, feedback to date, and next steps.

Members discussed Metro Vancouver’s role in providing food security and emphasized that the Ministry of Agriculture and Food has jurisdiction for providing food security.

It was MOVED and SECONDED

That the Regional Planning Committee recommend that the MVRD Board direct staff to discontinue work on the Regional Food System Strategy and request the Board Chair to send a letter to the Ministry of Agriculture and Food to ask them to fulfill their obligations with regard to food security in the region.

CARRIED

7. Manager’s Report

Report dated January 14, 2025, from Jonathan Cote, Deputy General Manager, Regional Planning and Housing Development, informing the Regional Planning Committee that measures for affordable and diverse housing dashboard has been published on the website.

It was MOVED and SECONDED

That the Regional Planning Committee receive for information the report dated January 14, 2025, titled “Manager’s Report”.

CARRIED

F. INFORMATION ITEMS

No items presented.

G. OTHER BUSINESS

No items presented.

H. RESOLUTION TO CLOSE MEETING

No items presented.

I. ADJOURNMENT

It was MOVED and SECONDED

That the Regional Planning Committee adjourn its meeting of February 6, 2025.

CARRIED

(Time: 11:41 am)

Hadir Ali,
Legislative Services Coordinator

Eric Woodward,
Chair

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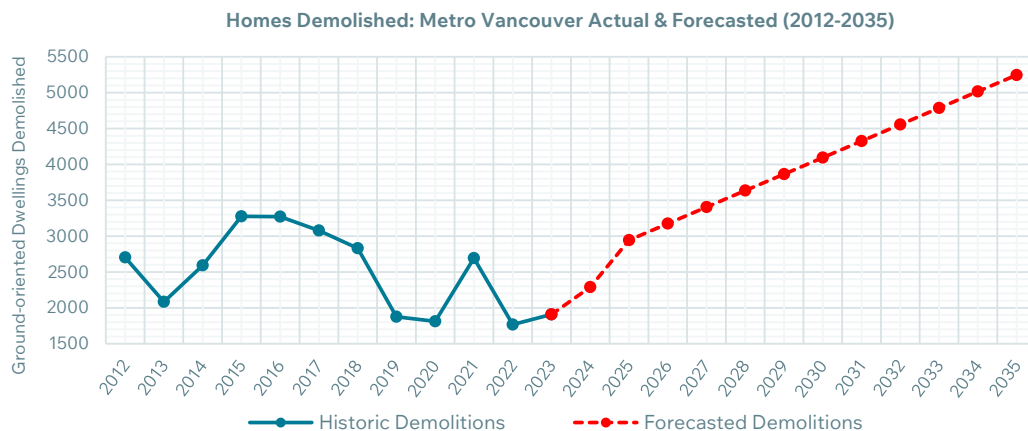
Metro Vancouver: Home Demolition Assessment

On average, 2,714 homes were demolished in Metro Vancouver each year between 2012 – 2019.⁴

Under the BC Government’s **‘Homes For People’** plan, municipalities in Metro Vancouver amended their residential zoning requirements in 2024 to encourage the construction of small-scale multi-family homes on lands traditionally zoned for single-family dwellings.⁵

In 2016, the City of Auckland, New Zealand introduced a similar policy affecting three-quarters of its residential land area. The result was the construction of more than 20,000 multi-family homes over five years and more than 7,000 additional homes demolished.⁶ Based on historic rates of demolition and the Auckland experience, it is projected more than 45,045 homes will be torn down across Metro Vancouver over the next ten years to accommodate residential redevelopment. The rate of demolition is anticipated to increase by 35% over the next ten years as a result of the province’s upzoning policy.

The following chart provides a conservative estimate of the expected impact of the relaxed zoning policy and economic factors will have on demolition rates in the Region.^{7,8} While generating much-needed housing, the unintended consequence will be a significant increase in the number of demolitions unless Vancouver takes steps to prevent it.



⁴ Metro Vancouver Housing Data Book 2023, p.80.

⁵ Government of BC, *Homes for People Plan* (2024).

⁶ *One Final Effort: Auckland*.

⁷ Demolitions in 2023 and 2024 were estimated at the 10-year historic average (2012-2022). Historic demolition rates run inverse to major housing market and economic indicators (i.e., housing starts, building permits issued and interest rates), which increased consistently between 2015-2020.

⁸ Forecasted demolitions have been distributed across 2025-2035 using the historic average (2012-2019) as a baseline. A demolition rate of 35% is applied to the forecasted 130,000 new housing units to be built under the residential rezoning policy following the experience in Auckland, NZ. The historic demolition rate of 10.29% was applied to the additional 86,000 new units forecasted under the ‘Homes for People’ plan, assuming these units follow historic redevelopment trends. “Ground-oriented dwellings” include single detached, cottages, mobiles, duplexes, semi-detached, and row houses.

Metro Vancouver: Home Demolition Assessment

The following policy recommendations offer Metro Vancouver an effective framework to promote to local municipalities that avoids demolition and encourage home relocation and deconstruction of single-family homes.

- 1. Pre-Demolition Assessments:** Require all single-family homes slated for demolition to undergo an assessment to determine whether the home can be relocated or deconstructed. Applicants must provide written confirmation of relocation and deconstruction assessment along with their Rezoning, Development or Building Permit application.
- 2. Refundable Deposit:** Where relocation or deconstruction is deemed feasible through the pre-demolition assessment require a \$19,500 or greater deposit that is refunded upon proof that the home has been relocated or a prescribed amount of material has been salvaged. The City of Victoria imposes a \$19,500 refundable deposit that requires 3.5kg of wood be salvaged per square foot of finished floor space.
- 3. Early Green Removal Permit:** Allow the relocation or deconstruction of homes prior to issuance of the building permit.
- 4. Municipal Building Removal Procurement Standards:** Lead by example by applying pre-demolition assessments to properties owned by the regional district. Parks Canada, for example, requires all buildings in its custody slated for demolition to be pre-assessed for building relocation or deconstruction. BC Housing requires construction, renovation and demolition (C&D) waste reduction and diversion from landfills for all projects that receive the majority of funding from BC Housing.

Co-authored by Light House and Renewal Development



To: Regional Planning Committee

From: Marina Jozipovic, Senior Regional Planner, and Diana Jeliaskova, Regional Planner,
Regional Planning and Housing Services

Date: March 3, 2025 Meeting Date: April 3, 2025

Subject: **Housing 2050: Regional Housing Needs Report**

RECOMMENDATION

That the MVRD Board receive for information the report dated March 3, 2025, titled “Housing 2050: Regional Housing Needs Report”.

EXECUTIVE SUMMARY

This report provides the Task 1 deliverable for *Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal*, the Regional Housing Needs Report, and an overview of upcoming project milestones.

Metro Vancouver provides ongoing data assistance to member jurisdictions to prepare Housing Needs Reports (HNR), including, in 2024, preparing HNR calculations using the Province’s HNR Method.

The Regional HNR is inclusive of all 23 member jurisdictions and highlights regional housing needs:

1. Overall annual housing completions need to increase from the current average of 23,424 completions per year to an average of 37,757 completions per year.
2. Increasing average annual affordable housing completions from the current 433 per year to the needed 11,400 requires sustained investment and support from all levels of government.
3. More purpose-built rental is needed to meet the needs of renters and provide meaningful security of tenure. Most new rental housing is in the secondary rental market (rented condominiums, secondary suites, laneway homes).

Each member jurisdiction’s individual HNR is the best resource to understand local housing needs.

PURPOSE

To present the Regional Housing Needs Report to the Regional Planning Committee and MVRD Board, and an overview of upcoming tasks related to the development of *Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal*.

BACKGROUND

At its April 5, 2024, meeting, the MVRD Board approved the Scope of Work for *Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal* (“Housing 2050”) (Reference 1). *Housing 2050* is intended to be an action-oriented roadmap and collective advocacy tool to support the

implementation of Goal 4 of *Metro 2050*, the regional growth strategy, and is part of the Board-approved Housing Policy and Planning budget and work plan.

This report provides Task 1 deliverable for *Housing 2050*, the Regional Housing Needs Report, as well as an overview of upcoming milestones related to the project.

HOUSING 2050 PROJECT CONTEXT

Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal will be a roadmap to support the implementation of *Metro 2050* Goal 4, "Provide Diverse and Affordable Housing Choices", with a focus on actions and advocacy to increase the supply of affordable rental housing. This project has four key objectives:

1. Increase the delivery of non-market/below market rental housing;
2. Better advocate for increased affordable housing funding and support for the region;
3. Enhance regional coordination on affordable rental housing (e.g., policy alignment, partnerships, public land, simplification of regulations, centralized/supportive roles); and
4. Advance the 15 percent regional affordable rental housing target (*Metro 2050* Policies 4.2.3 and 4.2.7 a).

REGIONAL HOUSING NEEDS REPORT

In 2019, the Province of British Columbia (BC) introduced legislative requirements for local governments to produce Housing Needs Reports (HNR) following prescribed guidelines, and to update these reports at least every five years. In 2024, new requirements were introduced and local governments prepared Interim Housing Needs Reports to align with these requirements. Metro Vancouver has provided ongoing data and information collection assistance to member jurisdictions since the introduction of new HNR requirements, including preparing HNR calculations using the Province's HNR Method and making these available to member jurisdictions.

The *Regional Housing Needs Report* ("Regional HNR") is a compilation of the most recent Metro Vancouver member jurisdiction HNRs using the new required methodology, along with supplementary information to support regional understanding and analysis. It supports a shared understanding of housing need at the regional and sub-regional levels to better understand overall housing pressures that affect all member jurisdictions, or certain areas of the region, as these affect the broader housing system and households. Given that housing needs are not limited to jurisdictional boundaries, and housing pressures can impact adjacent communities, aggregated estimates of current and future housing need are beneficial for regional coordination and collaboration on housing action.

Regional Housing Needs Report – Methodology

The Regional HNR methodology is consistent with the Province of BC's "HNR Method" which outlines the requirements that local governments must follow in completing their Housing Needs Reports.¹

¹ A description of the methodology can be found here: [Housing Needs Reports - Province of British Columbia \(gov.bc.ca\)](https://www2.gov.bc.ca/gov/content/soc/housing/housing-needs-reports).

The HNR Method uses community-level data to identify housing needs over five-year (2022 to 2026) and 20-year (2022 to 2041) periods. Total housing need includes underlying need - meaning the unmet housing needs of individuals and households who already live in the community, and anticipated housing need - meaning housing needed to keep up with population growth. Based on the assumptions of the HNR Method, the average annual housing need is higher in the 2022 to 2026 period because 1) the population growth rate is expected to be higher over this period, and 2) greater urgency is placed on addressing the housing needs for those experiencing homelessness.

The HNR Method is comprised of six components:

1. **Component A: Extreme Core Housing Need** – units to support households currently spending 50 percent or more on shelter and unable to afford more appropriate housing in the same community;
2. **Component B: Homelessness** – units needed to provide housing for those experiencing homelessness;
3. **Component C: Suppressed Household Formation** – units needed to enable more typical rates of household formation among age groups;
4. **Component D: Anticipated Household Growth** – units needed to keep up with expected population growth²;
5. **Component E: Rental Vacancy Rate** – rental units needed to enable a healthy vacancy rate of percent, all else being equal; and
6. **Component F: Demand Buffer** – units needed to meet additional demand from diverse household preferences, based on an additional assessment of unmet market demand.

The Regional HNR is inclusive of all 23 member jurisdictions in Metro Vancouver and summarizes housing needs by *Metro 2050* sub-regions to better understand overall housing pressures that affect all member jurisdictions, or certain areas of the region, as these affect the broader housing system and households. Each Metro Vancouver member jurisdiction's individual HNR is the best resource to understand local housing needs, and these reports will guide local priorities and policy making.

The housing needs of First Nations in the region, save for Tsawwassen First Nation, are not reflected in the Regional HNR and should be considered in addition to the housing need shown in this document.

Affordable Rental Housing – Definition

The *Regional Affordable Rental Housing Target: Metro 2050 Implementation Guide* uses an income distribution similar to BC Housing's Housing Income Limits (HILs) and this definition is used in the Regional Housing Needs Report to estimate affordable rental housing needed. Corresponding affordable rent thresholds are based on households at HILs spending no more than 30% of gross

² Note that the HNR Method uses BC Stats projections which are slightly higher than the Metro Vancouver projections medium-growth scenario.

household income on rent (Table 1). Note that the threshold represents an upper limit based on maximum income to qualify for affordable housing, but that many households require rents at much lower levels based on their incomes.

Table 1: Affordable Rental Housing Definition – BC Housing 2023 Housing Income Limits

	Studio / 1 Bedroom	2 Bedrooms	3 Bedrooms	4+ Bedrooms
Metro Vancouver Area Housing Income Limits (HILs)	\$58,000	\$72,000	\$86,000	\$107,500
Corresponding affordable rent (upper limit)	\$1,450	\$1,800	\$2,150	\$2,688

Regional Housing Needs Report – Total Housing Need

Table 2 summarizes the components of regional housing need based on the HNR Method. The Metro Vancouver region is estimated to need 755,144 dwelling units over the 20-year period between 2022 and 2041. In the shorter term, between 2022 and 2026, the estimated housing need is 230,457 dwelling units.

Table 2: Components of Regional Housing Need, Metro Vancouver, 2022 to 2041

Components of Housing Need	2022 to 2026	2022 to 2041
	(5 years)	(20 years)
Component A: Extreme Core Housing Need	16,155	64,622
Component B: Homelessness	5,677	11,354
Component C: Suppressed Household Formation	9,110	36,440
Component D: Anticipated Household Growth	170,354	526,083
Component E: Rental Vacancy Rate	1,871	7,484
Component F: Demand Buffer	27,290	109,161
Metro Vancouver Total – Dwelling Units	230,457	755,144

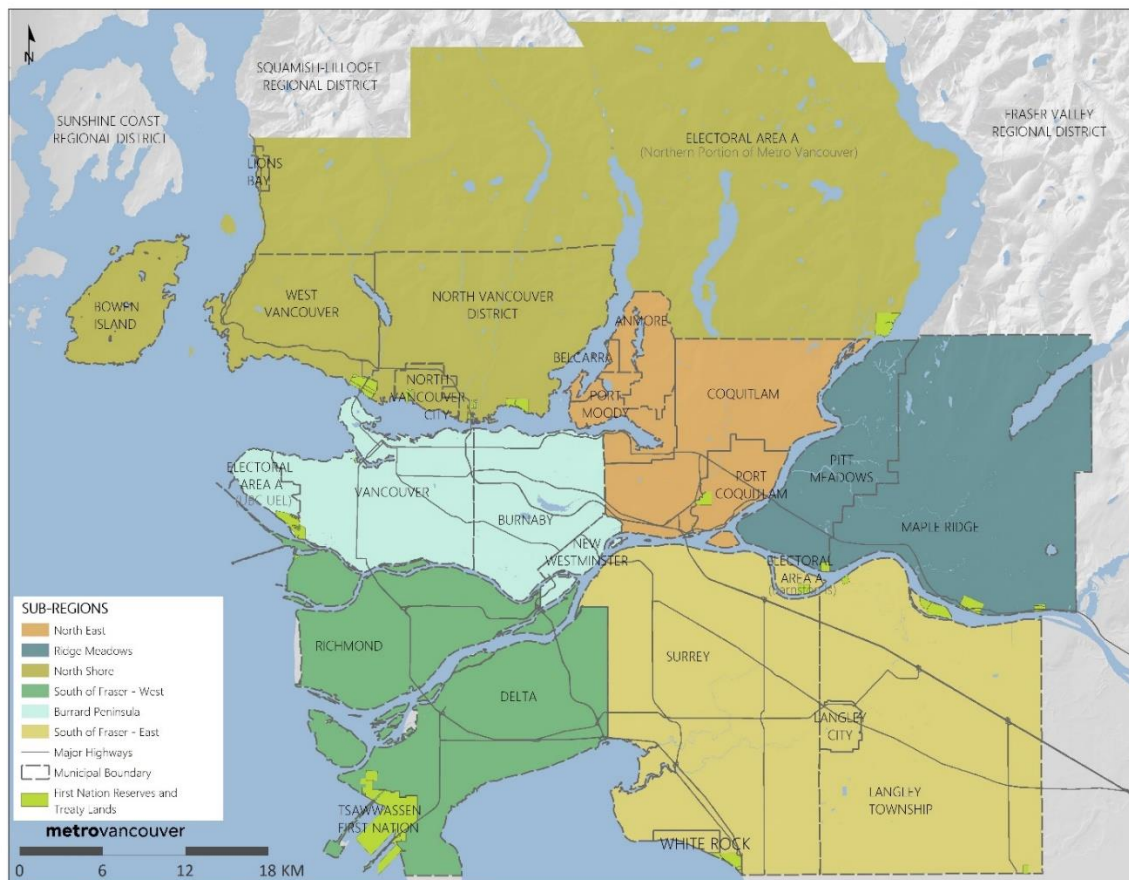
Table 3 shows housing needs results summarized by *Metro 2050* sub-regions (shown in Figure 1). Regional and sub-regional housing needs are the sum of individual HNRs from Metro Vancouver's member jurisdictions.

Table 3: Regional Housing Need by Sub-Regions, Metro Vancouver, 2022 to 2041

Total Housing Need	2022 to 2026 (5 years)	2022 to 2041 (20 years)
Burrard Peninsula Sub-Region*	81,096	281,417
North Shore Sub-Region*	18,029	56,322
Northeast Sub-Region*	21,443	69,420
Ridge Meadows Sub-Region	10,232	32,972
South of Fraser - East Sub-Region*	73,703	231,574
South of Fraser - West Sub-Region	25,953	83,436
Metro Vancouver Total – Dwelling Units	230,457	755,144

*Electoral Area A (EAA) estimates were entirely allocated to Burrard Peninsula Sub-Region as 98% of EAA dwellings are located in this Sub-Region. While EAA dwellings are distributed across other subregions, the projected growth in these EAA areas outside UBC and UEL is negligible.

Figure 1: Map of Metro 2050 Sub-Regions



Regional Housing Needs Report – Additional Findings

The Regional HNR also provides a breakdown of housing need by tenure, as well as affordable rental need by bedroom count for the 2022 to 2026 period.

Housing Need by Tenure (2022 to 2026)

- 96,803 units for renters (42 percent of total housing need)
- 106,364 units for owners (46 percent of total housing need)
- 27,289 units – tenure based on additional market demand (12 percent of total housing need)

Affordable Rental Housing Need (defined by BC Housing’s 2023 Housing Income Limits – HILS) (2022 to 2026)

- 33,400 studio or one-bedroom units (\$1,450 maximum rent / \$58,000 maximum income)
- 11,300 two-bedroom units (\$1,800 maximum rent / \$72,000 maximum income)
- 7,300 three-bedroom units (\$2,150 maximum rent / \$86,000 maximum income)
- 5,000 four+ bedroom units (\$2,688 maximum rent / \$107,500 maximum income)

HILs income thresholds³ represent an upper limit based on maximum income to qualify for affordable housing, however, many households will require rents at much lower levels based on their incomes.

Comparison of Housing Needs and Recent Development Trends

Although housing development has increased in recent years, the region as a whole continues to face a significant annual shortfall in housing supply compared to housing need.

Overall Supply

Housing completions would need to double in the short term to catch up with regional housing needs (Table 4).

Table 4: Overall Housing Need and Development Trends

Average annual housing need	46,092 dwellings per year from 2022 to 2026
Current average annual completions	23,424 housing units per year between 2020 to 2024 (CMHC)
Housing supply gap (housing need vs. average annual completions)	22,668 units per year

On a per capita basis, the Metro Vancouver region is currently achieving an annual average of 8 housing completions per 1,000 population, based on data from 2020 to 2024. To address housing needs over the 2022 to 2041 period, the average annual per capital completions would need to be 11 completions per 1,000 population.⁴

³ BC Housing, 2023 Housing Income Limits (HILs). bchousing.org/sites/default/files/media/documents/2023-Housing-Income-Limits-HILS-Effective-January-1-2023.pdf

⁴ Calculated using BC Stats population projections 2024-2041: [Population Projections - Province of British Columbia](https://www25.statcan.gc.ca/n/pub/92-628-x/2024001/article/00001-eng.htm)

The region has historically achieved much higher rates of per capita housing completions, including an annual high of 14 completions per 1,000 population in 1973 and 1974. Between 1970 and 2024, there were 16 years during which completions reached or surpassed 11 completions per 1,000 population, which is the level of completions required to meet housing need over the 20-year period from 2022 to 2041.

Rental Housing

The distribution of housing completions by tenure has changed over the past 10 years. Purpose-built rental housing development has recovered from years of historic lows to reach 5,389 completions in 2024, accounting for approximately one-fifth of all housing completions in the region and 44 percent of completions in the rental market, which includes both primary and secondary rental. A significant source of new rental (an estimated 56 percent in 2024) is in the secondary rental market, including rented condominiums, secondary suites, and laneway homes.

Annual rental completions would need to nearly double in the short term to meet rental housing need (Table 5).

Table 5: Rental Housing Need and Development Trends (Purpose-Built and Secondary Rental)

Average annual rental need	19,361 rental units per year between 2022 and 2026
Current average annual completions (purpose-built and secondary rental)	10,864 rental units per year between 2020 and 2024
Rental housing supply gap (purpose-built and secondary rental)	8,497 rental units per year

The shortfall is more significant if only purpose-built rental is considered (Table 6).

Table 6: Rental Housing Need and Development Trends (Purpose-Built Only)

Average annual rental need	19,361 rental units per year between 2022 and 2026
Current average annual completions (purpose-built and secondary rental)	4,125 purpose-built rental units per year between 2020 and 2024
Rental housing supply gap (purpose-built rental only)	15,226 purpose-built rental units per year

Affordable Rental Housing

Affordable rental housing is defined as housing that is affordable to households earning up to BC Housing's 2023 Housing Income Limits (HILs), shown in Table 1. The estimated need for affordable rental housing between 2022 and 2026 is approximately 57,000 units across the region, which translates to an average of 11,400 affordable rental units per year. Between 2018 and 2023, approximately 433 newly completed affordable rental units came online per year in the region. An

additional 10,967 affordable rental units per year are needed to address affordable housing needs in the region.

Summary of Key Findings

The key findings from data and information that has been compiled as part of the Regional HNR is summarized below:

1. Housing development levels need to double to address regional housing pressures. While the shortfall of homes needed is significant, historical data shows that the region has successfully achieved higher development levels in past years.
2. Sustained investment and support for affordable rental housing is needed. Current levels of affordable rental housing development are only meeting a fraction of the regional need for this type of housing. Provincial and federal funding is critical for enabling this type of housing.
3. More purpose-built rental supply is needed. More than half of new rental units in the region are provided through the secondary rental market (rented condominiums, secondary suites, laneway homes). These are an important source of housing, but do not provide the long-term security of tenure needed by the growing population of renter households.

NEXT STEPS

The development of *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal* includes four tasks and is expected to be completed by the end of 2025.

TASK	DESCRIPTION
1) Regional Housing Needs Report	<p>The Regional Housing Needs Report ("Regional HNR") consolidates housing needs report results from all member jurisdictions to provide a regional and sub-regional summary of housing needs. The Regional HNR does not replicate existing locally specific HNRs. It is intended to provide a shared, consolidated framework for understanding housing needs in the region, and will be the basis for discussions around regional housing actions and advocacy as part of <i>Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal</i>.</p> <p><i>*This is the deliverable presented within this report.</i></p>
2) Affordable Housing Gap Analysis	<p>The affordable housing supply gap analysis will quantify the gap between current development trends (i.e. anticipated units expected to be realized under current conditions, funded programs, development pipelines, etc.) and the regional target for affordable rental housing, as well as the level of effort and investment required to close the gap and meet the region's estimated housing needs, accounting for both future housing need based on growth, as well as existing unmet housing need.</p>
3) Housing Policy Alternatives	<p>The review of housing policy alternatives will explore how the region can build on recent progress to close the affordable housing gap. It will also</p>

TASK	DESCRIPTION
	include engagement with and advocacy to federal and provincial government. The intent of this task is not to add additional responsibilities to local governments but rather to envision the evolution of housing policy in Metro Vancouver in coming years building on recent progress and to identify strategic advocacy to ensure that sufficient and proportionate federal and provincial housing funding is directed to this region. It is intended to be forward-thinking and innovative, building off the significant work completed in recent years.
<p>4) <i>Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal</i></p>	<p><i>Housing 2050</i> will clearly define Metro Vancouver's roles and responsibilities in regional housing policy and identify regional coordination and advocacy actions in the coming years. <i>Housing 2050</i> will work to quantify costs and timelines to close the region's affordable housing gap and identify a monitoring and reporting strategy to integrate with established monitoring of <i>Metro 2050</i> progress and the Metro Vancouver Housing Data Book. It will also identify connection points with the Metro Vancouver Housing (MVH) 10-Year Plan, including where MVH can support regional housing objectives.</p>

The Regional Planning Committee and Board will receive regular updates and deliverables related to each of the tasks outlined above. Engagement with member jurisdictions, other levels of government including First Nations, and housing partners is key to the success of this project.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

The Board-approved 2025 Housing Policy and Planning budget includes \$100,000 to support the components of *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal*, and ongoing implementation. The Regional HNR was completed through a mix of in-house staff time and additional consultant support totaling \$5,500 for data analysis and visualization.

CONCLUSION

The Regional HNR provides a high-level understanding of housing needs in Metro Vancouver, using the most recently available data. Consolidating available information on housing supply and affordability supports a shared understanding of regional housing need and will help identify existing and projected gaps in housing supply as part of *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal*. This report provides an overview of the high-level findings contained within the Regional HNR, and upcoming milestones in the *Housing 2050* project.

ATTACHMENTS

1. Regional Housing Needs Report, February 2025.
2. Presentation re: Housing 2050: Regional Housing Needs Report.

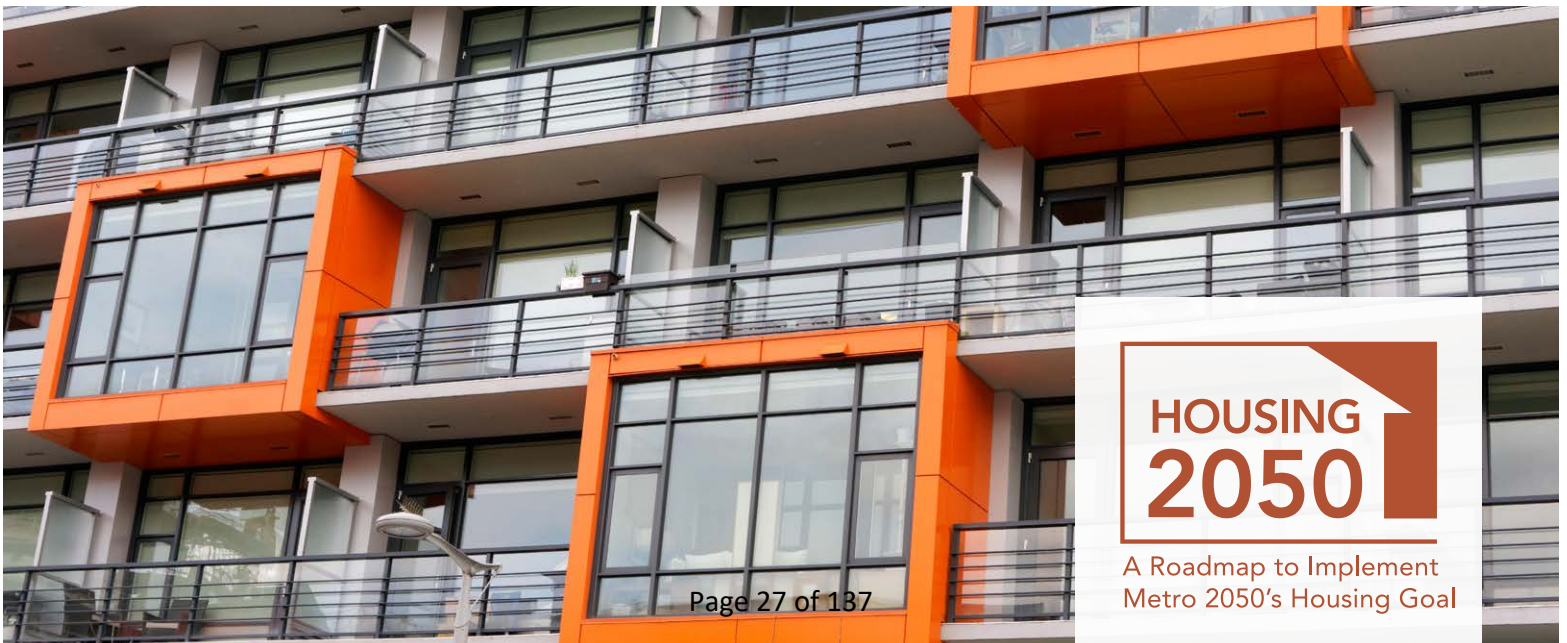
REFERENCES

1. Hayes, J. (2024). [*Regional Affordable Housing Strategy Update \(Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal\) – Scope of Work*](#). Commissioned by Metro Vancouver. Burnaby, BC: Metro Vancouver.

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Regional Housing Needs Report



**HOUSING
2050**

A Roadmap to Implement
Metro 2050's Housing Goal

Metro Vancouver acknowledges that the region's residents live, work, and learn on the shared territories of many Indigenous peoples, including 10 local First Nations: ǫíćǎý (Katzie), ǫʷɑ:ńłǎń (Kwantlen), kʷikʷǎłǎm (Kwikwetlem), máthxwi (Matsqui), xʷmǎθkʷǎýǎm (Musqueam), ǫíǫéyt (Qayqayt), Semiahmoo, Sḵwxwú7mesh Úxwumixw (Squamish), scǎwǎθǎn mǎsteyǎxʷ (Tsawwassen), and sǎlilwǎtǎł (Tsleil-Waututh).

Metro Vancouver respects the diverse and distinct histories, languages, and cultures of First Nations, Métis, and Inuit, which collectively enrich our lives and the region.



A Roadmap to Implement
Metro 2050's Housing Goal

Regional Housing Needs Report | February 2025

Metrotower III
4515 Central Blvd
Burnaby, BC, V5H 0C6
metrovancover.org

Front Cover: A Transit-Oriented Development, a Townhouse Complex and a Mid-Rise Apartment in Metro Vancouver.

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SUMMARY SHEET

Regional Housing Need

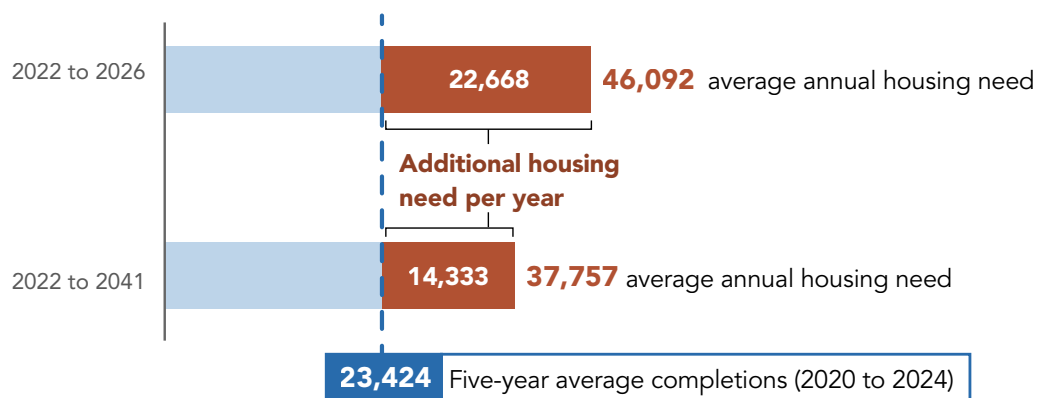
The *Regional Housing Needs Report* (“Regional HNR”) provides a high-level understanding of housing needs in Metro Vancouver, using the most recently available data. Given that housing needs are not limited to jurisdictional boundaries, consolidating available information on housing supply and affordability supports a shared understanding of regional and sub-regional housing needs. This will help identify existing and projected gaps in housing supply as part of *Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal*. This document is aligned with the Housing Needs Reports of Metro Vancouver member jurisdictions and the Province of BC’s HNR Method.

Key Findings

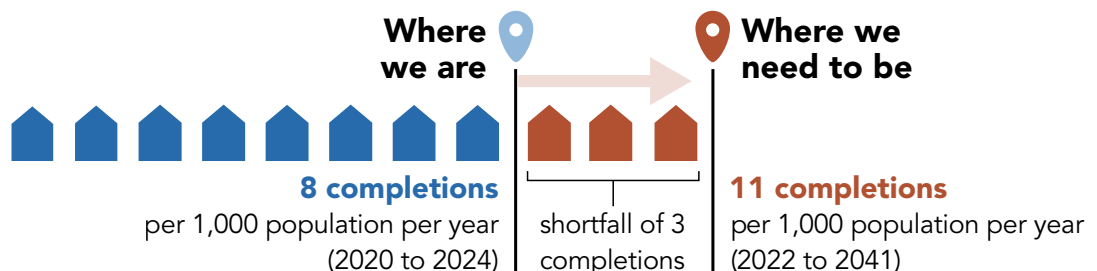
Housing development needs to double to address regional housing pressures.

Housing need exceeds current development levels. While the shortfall of homes needed is significant, historical data shows that the region has successfully achieved higher completions¹ in past years.

Annual Housing Supply Gap



Per Capita Rate of Housing Completions



A Roadmap to Implement Metro 2050’s Housing Goal

¹ Housing needs estimates are based on the number of dwelling units needed in that year. Housing completions data is the indicator used in this report as it reflects the number of homes that came online in that particular year.

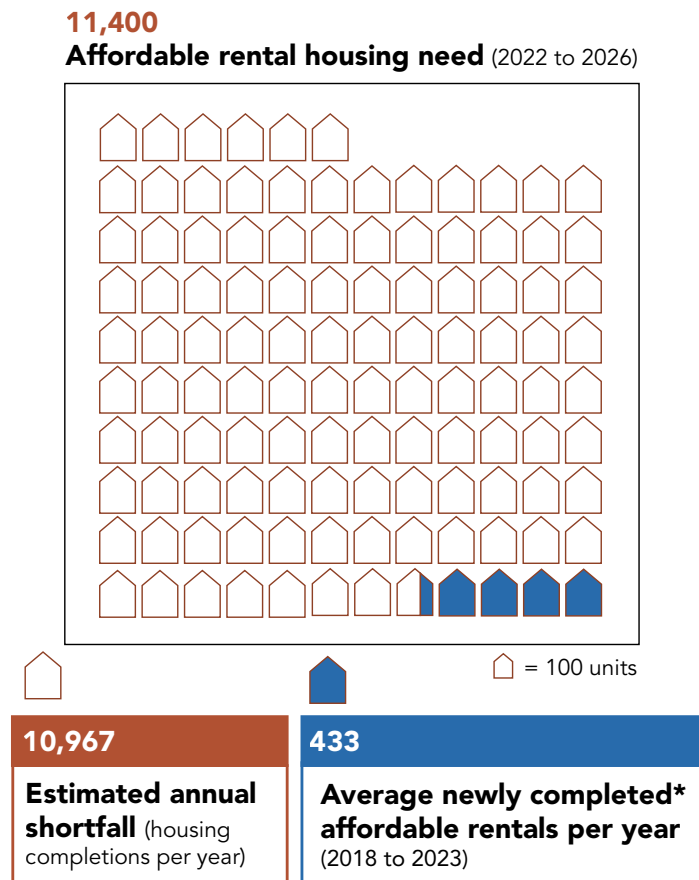
Sustained investment and support for affordable rental housing is needed.

There is a significant need for purpose-built rental housing.

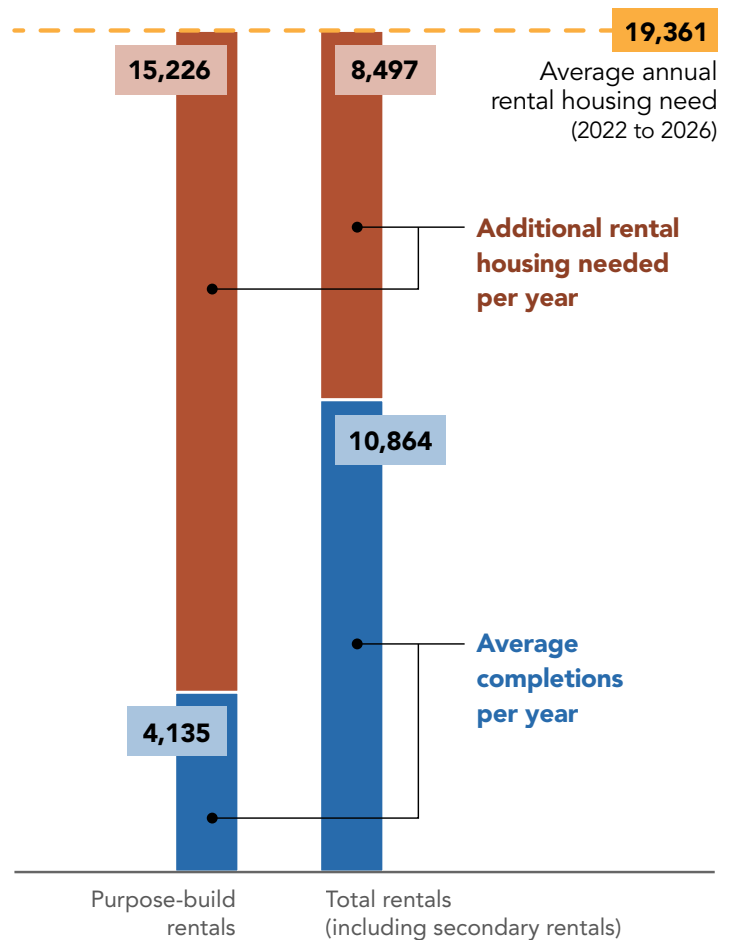
This report uses BC Housing’s Housing Income Limits for 2023 to define affordable rental housing. Current levels of affordable rental housing development are only meeting a fraction of the regional need for this type of housing. It is critical that all levels of government continue to build on the significant efforts and resources that have been directed toward this type of housing in recent years.

More than half of new rental units in the region are provided through the secondary rental market (rented condominiums, secondary suites, laneway homes). These are an important source of housing, but do not provide the long-term security of tenure needed by the growing population of renter households.

Estimated Annual Shortfall in Newly Completed Affordable Rental Housing, Metro Vancouver Region, 2022 to 2026



Estimated Annual Shortfall in Rental Housing Completions



* "Newly completed" refers units that are completed and occupied.

1

Introduction



1.1 Problem Statement

Communities across Metro Vancouver are experiencing significant housing pressures:

- Housing costs in both the ownership and rental markets have been rising faster than incomes for decades, and this trend has worsened in recent years.
- Housing development has not kept pace with population growth, a challenge across Canada but particularly acute in this region.
- The current supply of affordable non-market rental housing is only meeting a fraction of the total need for this type of housing.
- Rental vacancy rates are far below what would be considered healthy for both renters and landlords.



1.2 Purpose

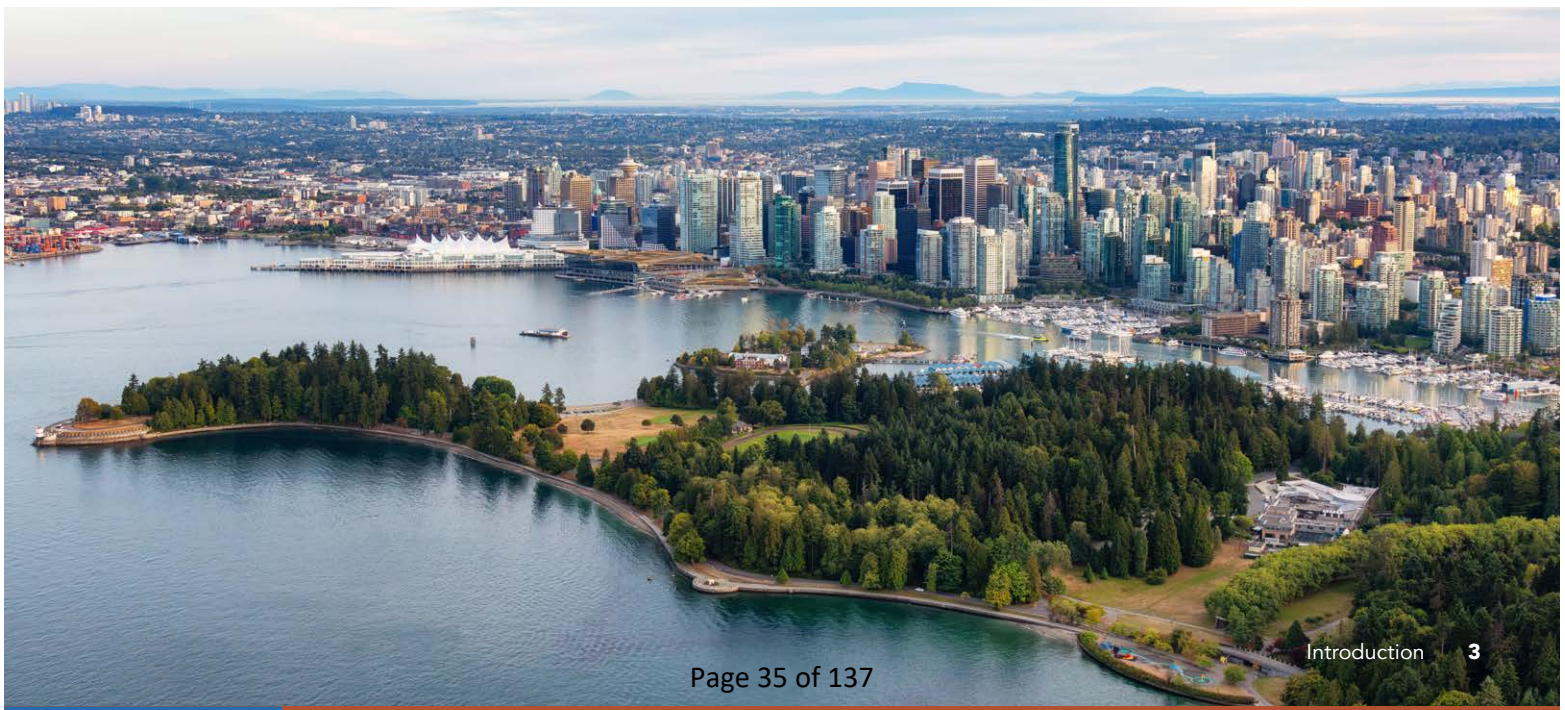
In 2019, the Province of British Columbia (BC) introduced legislative requirements for local governments to produce Housing Needs Reports (HNR) for their communities following prescribed guidelines, and to update these reports at least every five years. This requirement was introduced to ensure that planning, policy development, and development approvals are informed by the latest available data and information on current and future housing needs. These reports play an important role in understanding local conditions and are critical to developing housing strategies or action plans.

As a region with a growing population, strong economy, and a constrained land base, thoughtful and collaborative regional planning has been important in Metro Vancouver for many decades. One of Metro Vancouver's core services is to plan for regional growth that recognizes that the healthy growth and development of the region requires coordination across member jurisdictions. Many goals can be achieved collectively, and many challenges cross jurisdictional boundaries.

The purpose of this document, the *Regional Housing Needs Report* (Regional HNR) is to communicate aggregated data on housing needs across the region. This supports a shared understanding of regional housing needs and helps to identify existing and projected gaps in housing supply based on data and analysis of local and regional trends.

The Regional HNR provides a snapshot of the regional housing system, and in relation to the regional housing objectives outlined in *Metro 2050*, the regional growth strategy. Housing needs on First Nations reserve lands are not included in the Regional HNR and will be explored through future engagement.

The Regional HNR also provides the basis for quantifying the housing gap in Metro Vancouver, as part of *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal*.



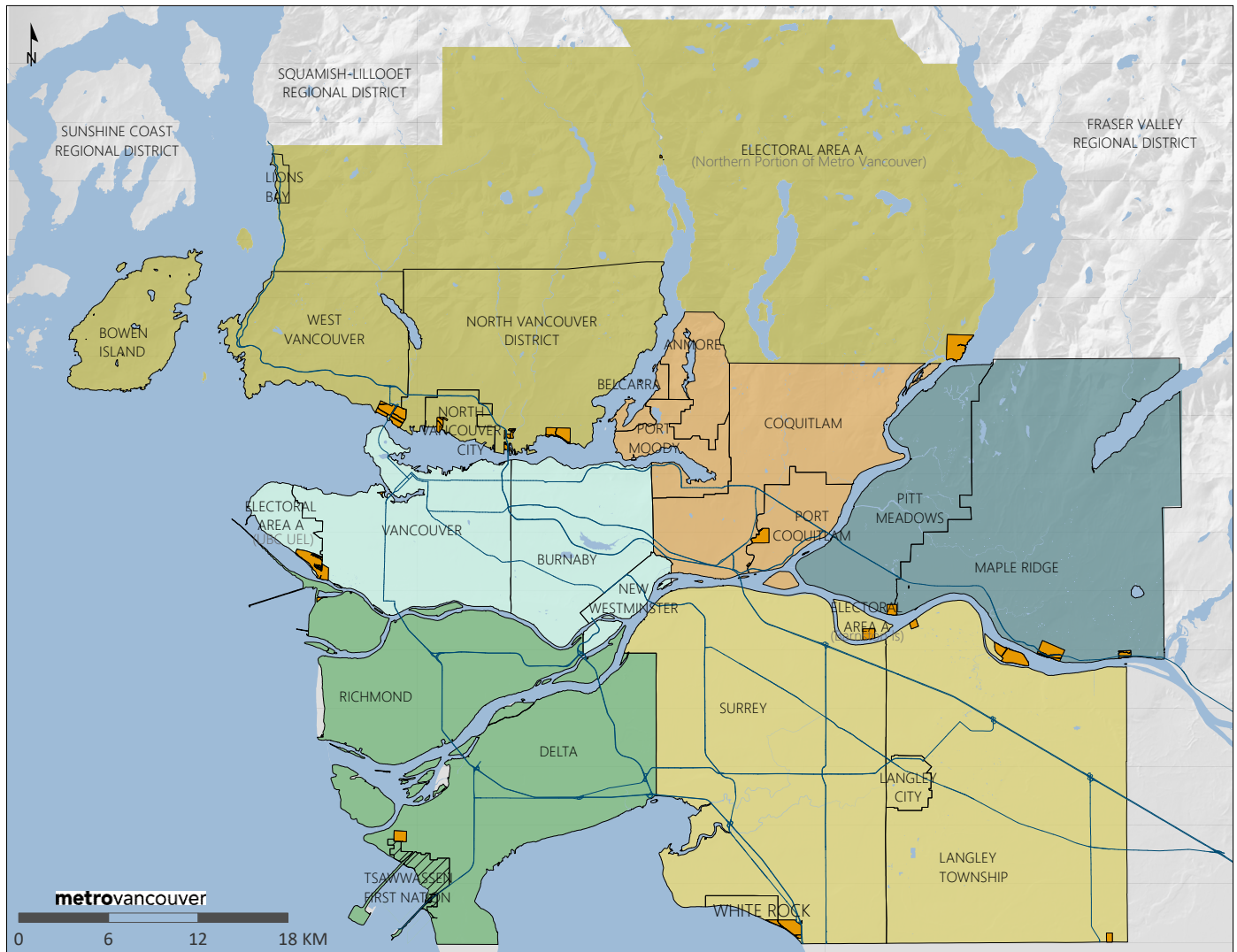
1.3 Approach

The Regional HNR is a compilation of all Metro Vancouver member jurisdiction Housing Needs Reports (HNRs), along with supplementary information to support regional understanding and analysis. In Section 2, the Regional HNR provides an estimate of housing need by tenure, an estimate of affordable rental housing need by bedroom count, and Indigenous housing context. Section 3 provides a look at recent development trends in relation to housing need.

The Regional HNR summarizes housing need by *Metro 2050* sub-regions (Figure 1). Each Metro Vancouver member jurisdiction's individual HNR is the best resource to understand local housing needs, and these reports will guide local priorities and policy making. The Regional HNR provides an understanding of housing need at the regional and sub-regional levels to better understand overall housing pressures that affect all member jurisdictions, or certain areas of the region, as these affect the broader housing system and households. Given that housing needs are not limited to jurisdictional boundaries, and housing pressures can impact adjacent communities, aggregated estimates of current and future housing need are beneficial for regional coordination and collaboration on housing action.



Figure 1. Metro Vancouver Member Jurisdictions by Sub-Regions, as Shown in Metro 2050



SUB-REGION

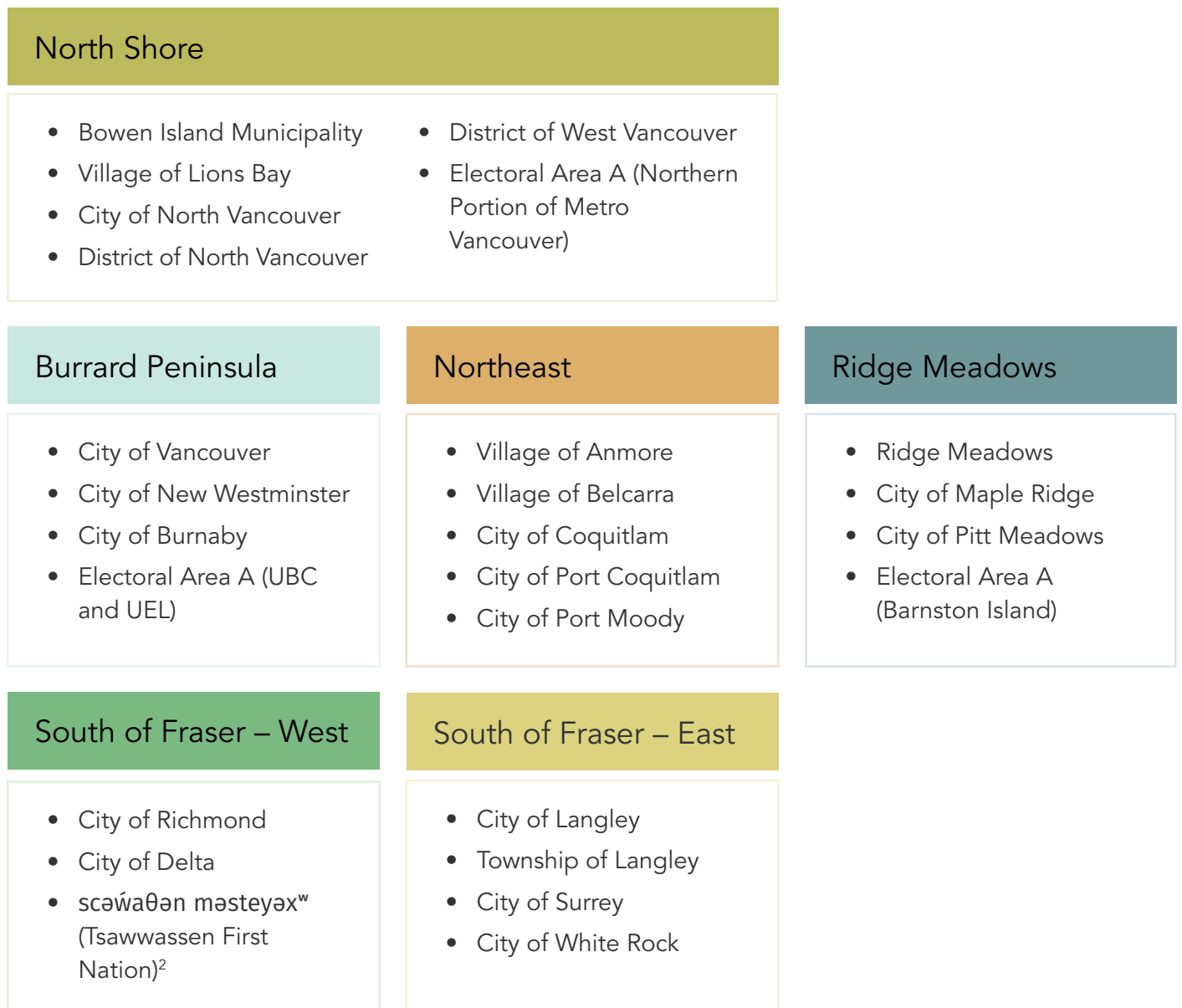
- Northeast
 - Ridge Meadows
 - North Shore
- South of Fraser – West
 - Burrard Peninsula
 - South of Fraser – East
- First Nation Reserve Lands
 - First Nation Treaty Lands
- Municipal Boundary
 - Major Highways

The methodology used to develop the Regional HNR is consistent with the Province of BC’s “HNR Method” that outlines the requirements that local governments must follow in completing their Housing Needs Reports.¹ The HNR Method primarily relies on the following data sources: Statistics Canada census data on household characteristics and trends, BC Stats population projections, the Province’s Integrated Data Project on homelessness, and CMHC housing market data. The Regional HNR also draws on housing market information from CMHC to understand development trends in relation to housing need.

1 A description of the methodology can be found here: [Housing Needs Reports - Province of British Columbia \(gov.bc.ca\)](https://www2.gov.bc.ca/gov2/othergov/othergov2018/HousingNeedsReports/HousingNeedsReports-ProvinceofBritishColumbia.pdf).

The Regional HNR is inclusive of all 23 member jurisdictions in Metro Vancouver (Figure 2).

Figure 2. Metro Vancouver Member Jurisdictions and Sub-Regions



² The provincial HNR requirements only apply to municipalities. scáwáθan məsteyəx^w is not required to use the HNR method. An estimate was prepared for scáwáθan məsteyəx^w using the HNR method for the purposes of estimating a total housing need inclusive of all member jurisdictions.”

1.4 Limitations

Population and household projections represent estimates based on the best available information at the time they are completed and include inherent limitations. Each set of projections should be considered one possible scenario.

The HNR Method uses household projections from BC Stats which are different than those produced by Metro Vancouver for regional planning purposes. For example, Metro Vancouver projections account for out-migrations and inter-municipal migrations (migrations between municipalities within the region). BC Stats projections are higher than the Metro Vancouver medium-growth scenario, which is the default scenario used by Metro Vancouver. The Regional HNR is an aggregation of each member jurisdictions results using the HNR Method and the household growth component is based on BC Stats.

Housing and population growth are intertwined. While population growth may continue in the absence of housing development through larger household sizes, subdivision of properties, and suppressed household formation, a lack of housing development will suppress population and household growth compared to what it may otherwise be as households leave the region or choose not to move to the region due to the cost of housing or lack of housing options. A lack of housing development in one community or region in an overall growth context (i.e. where the population of the broader society is growing) will create housing pressures in the community or region through increased demand on scarce supply, reducing availability and increasing prices. In this way, housing supply and population growth are dynamic and interactive.



1.5 Definitions

The following is a list of key words and phrases that are relevant for understanding the Regional HNR.

DEFINITION

What do we mean by affordable housing?

In Canada, a general measure of housing affordability is the shelter-cost-to-income ratio, where no more than 30% of a household's gross income is spent on housing (including all housing-related costs like utilities).

Metro 2050 defines affordable housing as appropriately-sized housing that is affordable to households earning up to 120% of the Regional Median Household Income.³ According to the 2021 census, the Regional Median Household Income was \$90,000 for the Metro Vancouver region (Vancouver CMA).

The Regional HNR breaks down affordable rental housing need using BC Housing's Housing Income Limits (HILs). Corresponding affordable rent thresholds are based on households at HILs spending no more than 30% of gross household income on rent. HILs are used as a reference for consistency with provincial measures. See Section 2.2.2 for more information.

These definitions represent a wide range of affordability, from deeply affordable, shelter rate housing for households on Income Assistance or Persons with Disabilities Assistance to moderately affordable housing for individuals and households who otherwise may earn a good income but who are unable to find market housing solutions. When it comes to new housing in Metro Vancouver, this level of affordability is provided almost exclusively by the non-market housing sector, though a small proportion is provided by the private rental market in some lower-priced markets.

Notably, affordable housing data has many limitations due to the varying definitions and types of data that are collected by sources such as CMHC and BC Housing.

³ The median total household income of all households living in the Metro Vancouver region based on census data. As defined by Statistics Canada, the median divides the region's households into two equal groups: half having an income above that amount, and half having an income below that amount. It differs from the mean (or average) income.

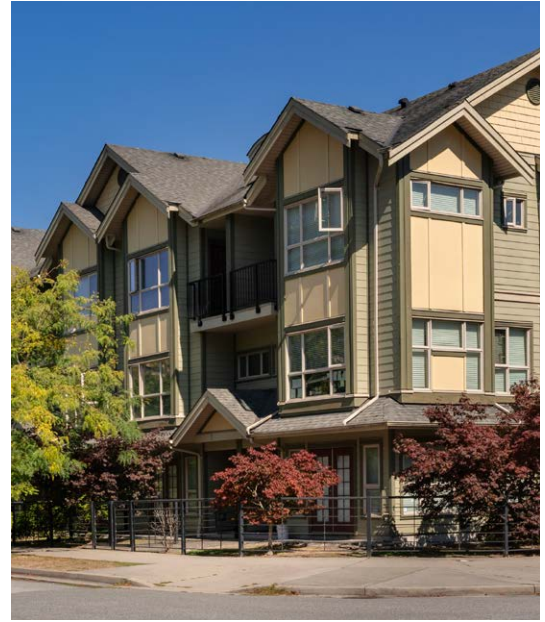
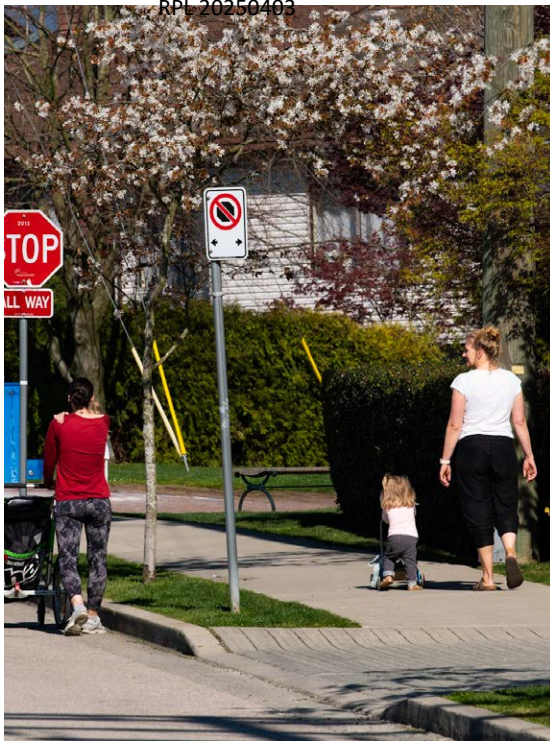
DEFINITION

What do we mean by housing need?

As per the HNR Method, housing need is based on two factors:

- **Underlying need** describes the number of units, tenure, and—in the case of affordable rental housing—level of affordability, required to address unmet need and pent-up demand in a particular community. Unmet need captures households experiencing significant housing challenges, ranging for homelessness to unaffordability, who are not able to find more appropriate housing in the community they live in. Pent-up demand refers to demand for housing in the private market beyond what the current housing market is able to supply. *Underlying need represents housing that is needed immediately.*
- **Anticipated need** describes the number of units, tenure, and—in the case of affordable rental housing—level of affordability, required to keep up with population growth. *Anticipated need represents housing that is needed over time.*

These two concepts are used together to understand the overall housing need in a community. They are interrelated because when there is not enough housing, new households, often with higher incomes, compete with existing households in the housing marketplace.



2

Housing Need

This section summarizes regional housing need by sub-region, tenure, and affordability, and provides Indigenous housing context.



2.1 Number of Dwellings

Figure 3 summarizes the components of regional housing need based on the provincial HNR Method.⁴ The HNR Method estimates anticipated housing need over a 20-year period (2022 to 2041). It assumes that underlying housing need—unmet housing needs of households already living in the region—will be progressively addressed over this 20-year period, with greater urgency for those experiencing homelessness. This recognizes that even with increased levels of housing development, it will take time for new housing to be realized to meet the levels required, especially for households requiring affordable rents.

Figure 3. Components of Regional Housing Need, Metro Vancouver, 2022 to 2041

Components of Housing Need	2022 to 2026 (5 years)	2022 to 2041 (20 years)
Component A: Extreme Core Housing Need	16,155	64,622
Component B: Homelessness	5,677	11,354
Component C: Suppressed Household Formation	9,110	36,440
Component D: Anticipated Household Growth	170,354	526,083
Component E: Rental Vacancy Rate	1,871	7,484
Component F: Demand Buffer	27,290	109,161
Metro Vancouver Total	230,457	755,144

⁴ Province of BC, Guidelines for Housing Needs Reports – HNR Method Technical Guidance, 2024.
https://www2.gov.bc.ca/assets/gov/housing-and-tenancy/tools-for-government/uploads/hnr_method_technical_guidelines.pdf

Figure 4 summarizes housing need in Metro Vancouver by *Metro 2050* sub-region. Regional and sub-regional housing needs are the sum of individual HNRs from Metro Vancouver's member jurisdictions. A table of all member jurisdiction HNR results can be found in Figure 5.

Urban Indigenous Housing

The housing needs of urban Indigenous households living in Metro Vancouver are included in the total housing needs. Urban Indigenous households do not include Indigenous households on First Nation reserve land. For more context, see Section 2.3.

Figure 4. Regional Housing Need by Sub-Region, Metro Vancouver, 2022 to 2041

Total Housing Need	2022 to 2026 (5 years)	2022 to 2041 (20 years)
Burrard Peninsula Sub-Region*	81,096	281,417
North Shore Sub-Region*	18,029	56,322
Northeast Sub-Region*	21,443	69,420
Ridge Meadows Sub-Region	10,232	32,972
South of Fraser - East Sub-Region*	73,703	231,574
South of Fraser - West Sub-Region	25,953	83,436
Metro Vancouver Total	230,456	755,141

* Electoral Area A (EEA) estimates were entirely allocated to Burrard Peninsula Sub-Region as 98% of EAA dwellings are located in this Sub-Region. While EAA dwellings are distributed across other sub-regions, the projected growth in these EAA areas outside UBC and UEL is negligible.

Figure 5. Housing Needs Report Results – by Member Jurisdiction

Geography	Estimated Number of Dwellings Needed	
	2022 to 2026 (5 years)	2022 to 2041 (20 years)
Burnaby	22,724	74,051
New Westminster	8,137	27,523
Vancouver	47,650	170,155
Electoral Area A*	2,585	9,688
Burrard Peninsula Sub-Region*	81,096	281,417
Bowen Island	403	1,457
North Vancouver City	6,606	21,301
North Vancouver District	7,425	22,368
West Vancouver	3,458	10,742
Lions Bay	137	454
North Shore Sub-Region*	18,029	56,322
Coquitlam	13,336	43,253
Port Coquitlam	4,727	15,249
Port Moody	3,063	9,796
Anmore	215	756
Belcarra	102	366
Northeast Sub-Region*	21,443	69,420
Maple Ridge	8,711	27,777
Pitt Meadows	1,521	5,195
Ridge Meadows Sub-Region	10,232	32,972

Geography	Estimated Number of Dwellings Needed	
	2022 to 2026 (5 years)	2022 to 2041 (20 years)
Langley City	3,691	10,499
Surrey	53,111	169,220
White Rock	2,780	8,816
Langley Township	14,121	43,039
South of Fraser – East Sub-Region*	73,703	231,574
Delta	9,788	29,457
Richmond	15,527	51,982
scəwáθən məsteyəx ^w	638	1,997
South of Fraser – West Sub-Region	25,953	83,436
TOTAL – METRO VANCOUVER MEMBER JURISDICTIONS **	230,456	755,141

* Electoral Area A (EAA) estimates were entirely allocated to Burrard Peninsula Sub-Region as 98% of EAA dwellings are located in this Sub-Region. While EAA dwellings are distributed across other sub-regions, the projected growth in these EAA areas outside UBC and UEL is negligible.

** The housing needs of First Nations with reserve lands in the Metro Vancouver region are not included in this table and would be additional to the estimates shown here.

2.1.1 Average Annual Need

Figure 6 shows the average number of dwellings needed on an annual basis to keep up with anticipated population growth and progressively address underlying housing need. The average number of dwellings needed is highest in the first five-year period of these estimates for two reasons: 1) population growth estimates are higher between 2022 and 2026 before declining slightly between 2027 and 2041, and 2) the HNR Method prioritizes addressing housing for those experiencing homelessness earlier in the 20-year period of these estimates.

Figure 6. Average Annual Number of Dwellings Needed, Metro Vancouver, 2022 to 2041

Average Annual Number of Dwellings Needed	2022 to 2026 (5 years)	2022 to 2041 (20 years)
Burrard Peninsula Sub-Region	16,219	14,071
North Shore Sub-Region	3,606	2,816
Northeast Sub-Region	4,289	3,471
Ridge Meadows Sub-Region	2,046	1,649
South of Fraser - East Sub-Region	14,741	11,579
South of Fraser - West Sub-Region	5,191	4,172
Metro Vancouver Total	46,092	37,757

2.2 Dwelling Characteristics

In addition to the total number of dwellings needed, a breakdown of dwellings needed by tenure, bedroom count, and affordability can further support policy development and monitoring of progress. This section provides guidance on the characteristics needed in new housing development to reflect the needs of regional households. These estimates are based on simple assumptions about household composition and income, as reflected in the past two censuses for Metro Vancouver. They are not meant to be exact measures, but overall guidance to ensure that the diversity of household types in the region is reflected in housing policy and planning.

The following estimates are provided for five-year housing need:

- Total housing need by tenure
- Estimate of affordable rental need by level of affordability and bedroom count

Over the long-term, different configurations will be needed to respond to changes in household formation, income growth, and housing preferences, and detailed estimates should be updated every five years, or whenever new information is available.

Assumptions

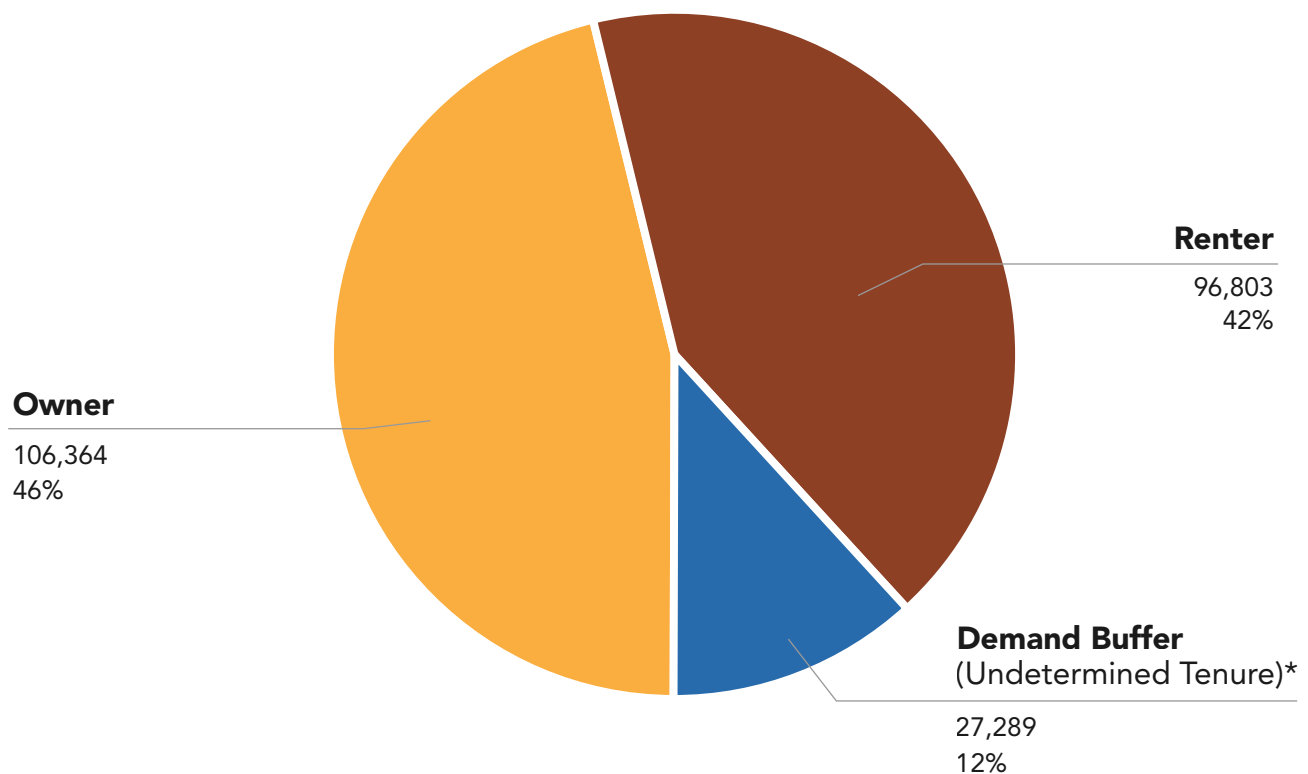
- Of total housing need, the number of dwellings needed for owner and renter households is based on tenure trends shown in recent census data for Metro Vancouver. These estimates assume recent trends continue.
- Bedroom count estimates are based on recent trends in household typologies and provide the minimum number of bedrooms required to meet the *National Occupancy Standard*.⁵ Household preferences vary, and it is common for additional bedrooms to serve as a home office, guest bedrooms, storage, etc.
- All dwellings for owner households are assumed to be provided by the private market. Affordability and bedroom count estimates are not provided.
- Affordability levels and bedroom count for needed affordable rental housing are based on recent trends in household income as shown in census data for Metro Vancouver. BC Housing's Housing Income Limits are used to determine households that require affordable rental rates; this represents a diverse range of affordability levels as this is an upper threshold. The method used here makes simple assumptions about how household income is distributed across household sizes that may not reflect real households. This is intended only as a guideline to reflect the diversity of households who require affordable rental options.

5 CMHC, National Occupancy Standard, 2022. [National Occupancy Standard | CMHC](#)

2.2.1 Dwellings by Tenure

The HNR Method results are primarily derived from demographic data of individuals and households in Metro Vancouver member jurisdictions. As such, recent trends in the tenure of households can be used to approximate the proportions of renter and owner households that could be expected among housing need comprised of Components A to E (Figure 7). The Demand Buffer (Component F, see Figure 3 may be owner or renter housing and is determined by market demand rather than household demographics.

Figure 7. Regional Housing Need by Estimated Tenure, Metro Vancouver, 2022 to 2026



* The number and proportion of owner and renter households are approximate based on recent trends reflected in census data for the region. Component F: Demand Buffer of the HNR Method is based on a theoretical assessment of unmet market demand. It is not based on tenure or affordability assumptions.

2.2.2 Dwellings by Affordability

Using simple assumptions based on recent trends in household typologies and income levels, Figure 8 shows the approximate number of affordable units needed by bedroom size, based on BC Housing's Housing Income Limits (HILs). Note that the threshold represents an upper limit based on maximum income to qualify for affordable housing, but that many households require rents at much lower levels based on their incomes.

Figure 8. Estimated Units Needed by Metro Vancouver Affordable Rents, 2022 to 2026 (5-Year Housing Need)

	Studio / 1 Bedroom	2 Bedrooms	3 Bedrooms	4+ Bedrooms	
METRO VANCOUVER AREA HOUSING INCOME LIMITS (HILS) (2023)	\$58,000	\$72,000	\$86,000	\$107,500	
Corresponding affordable rent	\$1,450	\$1,800	\$2,150	\$2,688	Total
Approximate Number of Units Needed (rounded) ⁶	33,400	11,300	7,300	5,000	57,000

⁶ These estimates are based on high-level estimates using recent trends in household size and household income reported in the 2021 Census. Income categories in the census do not correspond exactly with income categories used in BC Housing's Housing Income Limits (HILs) and therefore the figures shown in this table are approximate.

2.3 Indigenous Housing Context

2.3.1 Local First Nations Housing Context

The Regional HNR focuses on member jurisdictions. The housing needs of the following local First Nations with reserve lands in the Metro Vancouver region are not included in this HNR but are an important component of the region's housing context.

Metro Vancouver will continue to engage with local First Nations to better understand their housing needs within the regional context.

- ǵíǵǵ (Katzie First Nation)
- ǵʷǵ:ǵǵǵ (Kwantlen First Nation)
- kʷí kʷǵǵǵ (Kwikwetlem First Nation)
- mǵthxwí (Matsqui First Nation)
- xʷmǵθkʷǵǵǵ (Musqueam Indian Band)
- Semiahmoo First Nation
- Sǵwxwú7mesh Úxwumixw (Squamish Nation)
- sǵlilwǵtǵ (Tsleil-Waututh Nation)

For the purposes of establishing a consistent housing need estimate inclusive of all member jurisdictions, an estimate using the HNR Method was prepared for scǵwǵθǵ mǵsteyǵxʷ (Tsawwassen First Nation) but may not accurately reflect the extent of community housing need or development plans. scǵwǵθǵ mǵsteyǵxʷ is not required to use the HNR Method.

◀ Image: West Wind building at Cedar Walk lelǵǵ, a community of apartments and townhouses by xʷmǵθkʷǵǵǵ and Polygon.



2.3.1 Urban Indigenous Housing Needs

The Aboriginal Housing Management Association (AHMA) has called attention to the importance of including information on Indigenous housing needs in HNRs given the disproportionate number of Indigenous people experiencing homelessness or living in unsuitable housing. AHMA reports that high rates of Indigenous homelessness “are attributed to the lack of affordable safe, and accessible housing and intergenerational trauma resulting from colonization, cultural genocide and policies that activity sought to dismantle Indigenous culture, families and communities.”⁷⁸

There are 63,345 Indigenous people living in the Metro Vancouver region according to the 2021 census, including an estimated 3,760 people that live on First Nation Treaty or reserve lands representing 6% of Indigenous people in the region. This report uses the phrase “urban Indigenous” to mean the 94% of Indigenous people in the region that live in municipalities (not on First Nations Treaty or reserve lands). Urban Indigenous households are diverse, including those who are connected to local First Nations and those who may trace their roots to other Indigenous communities beyond the region. The data below highlights key housing concerns experienced by Indigenous households in the region.

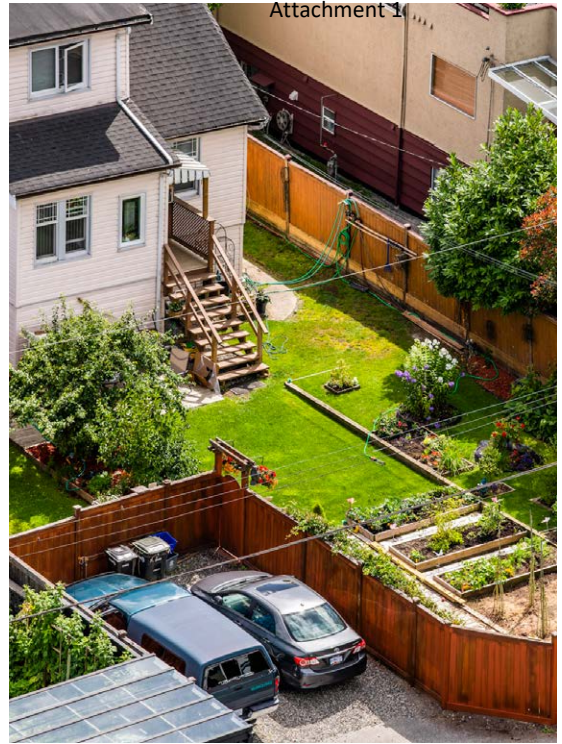
- Indigenous households are much more likely to be renters (58%) than non-Indigenous households (37%).
- Indigenous renter households are more likely to be in core housing need (27.9%) than non-Indigenous renter households (22.9%).
- Indigenous renter households are more than twice as likely to live in housing that requires major repairs (13.6% as non-Indigenous households (6.1%).
- Indigenous households are more likely to live in subsidized housing (17.9%) than non-Indigenous households (10.7%).
- The 2023 Homeless Count for Greater Vancouver reported that 33% of respondents identified as Indigenous, only 2% of the total regional population identified as Indigenous, according to the census.⁹

7 AHMA, Indigenous Housing Needs Data Resources Library, N.D.

[Indigenous Housing Needs Data Resource Library – Aboriginal Housing Management Association \(ahma-bc.org\)](https://ahma-bc.org/indigenous-housing-needs-data-resource-library-aboriginal-housing-management-association)

8 AHMA’s Urban, Rural, and Northern Indigenous Housing Strategy for BC identifies needed Indigenous-led housing in urban areas in the province. AHMA, British Columbia Urban, Rural, and Northern Indigenous Housing Strategy, 2024. [AHMA_BCURNI_Housing_Strategy_Report_December2024.pdf](https://ahma-bc.org/ahma-bcurni-housing-strategy-report-december2024.pdf)

9 Homelessness Services Association of BC for Reaching Home’s Community Entity for Greater Vancouver, 2023 Homeless Count in Greater Vancouver, 2023. [2023_Homeless_Count_for_Greater_Vancouver.pdf \(hsa-bc.ca\)](https://hsa-bc.ca/2023-homeless-count-for-greater-vancouver.pdf)



3

Development Trends

This section reflects on housing need estimates in the context of recent development trends.

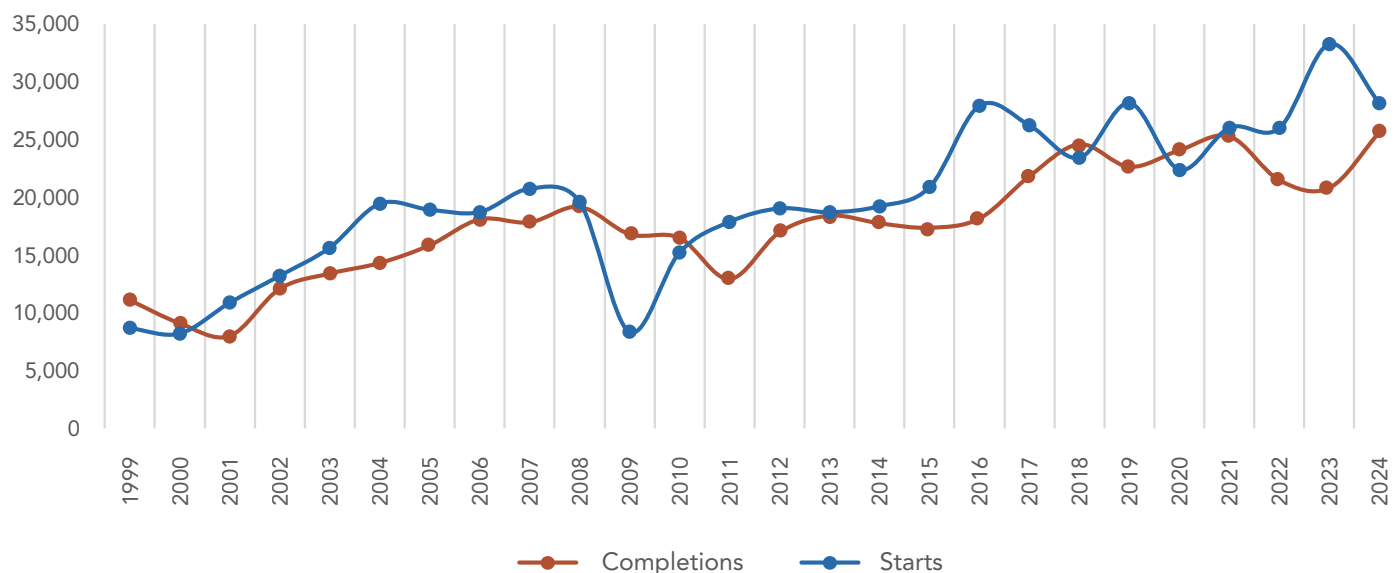


3.1 Overall Supply

Section 2 reported that an average 46,092 dwellings are needed in the Metro Vancouver region per year between 2022 and 2026. Over the 20-year period of the housing needs estimates, 2022 to 2041, the average is slightly lower at 37,757 dwellings per year. Figure 9 shows that while both housing starts and completions are generally trending upward, the region as a whole continues to face a significant annual shortfall in housing supply compared to housing need.

Recent progress reflects how a supportive policy environment can positively impact housing supply. There is also a significant number of planning approvals for new development in the region that, due to recent unfavourable economic conditions, have not yet translated to housing starts. Changing economic conditions, such as decreasing interest rates, are expected to support continued housing starts in the private sector.

Figure 9. Housing Starts and Completions, Metro Vancouver Region, 2005 to 2024



Source: CMHC Starts and Completions Survey, via Metro Vancouver Housing Data Book

Figure 10 shows the annual shortfall in housing completions in relation to regional housing need. Housing completions will need to double in the short term to catch up with regional housing need.

Figure 10. Housing Supply Gap, Metro Vancouver Region, 2022 to 2041

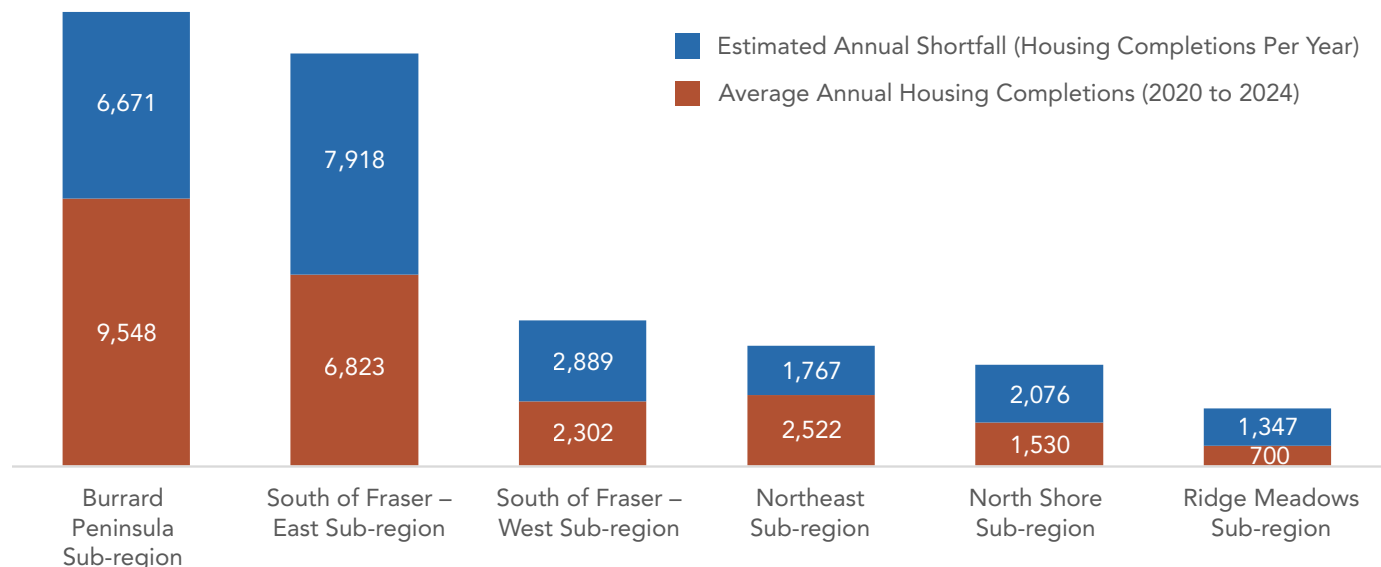
	2022 to 2026	2022 to 2041
Average Annual Housing Need	46,092	37,757
Five-Year Average Completions (2020 to 2024)*	23,424	
Additional Housing Needed per Year**	(22,668)	(14,333)

* Source: CMHC Starts and Completions Survey

** scəwáθən məsteyəx* is included in the regional housing need total. The housing needs of other local First Nations are in addition to the shortfall shown here.

Figure 11 shows average annual housing completions in relation to housing need at the sub-regional level to highlight how much additional housing is needed per year to address housing needs. The Burrard Peninsula and South of Fraser – East sub-regions have the largest populations in the region and face the greatest housing needs based on their population growth and the existing housing contexts of those communities.

Figure 11. Estimated Annual Shortfall in Housing Completions, Metro Vancouver Sub-Regions, 2022 to 2026

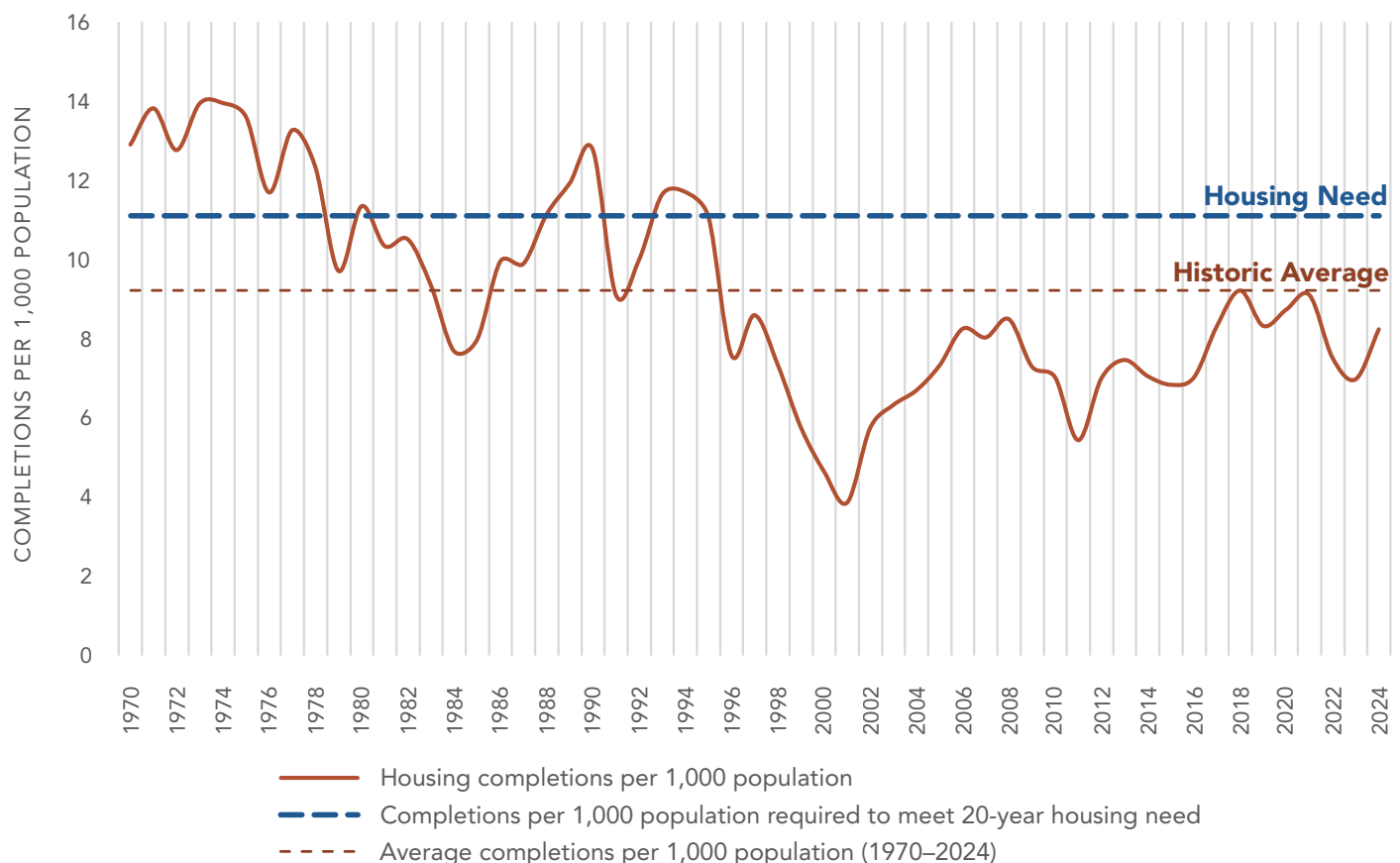


Source: CMHC Starts and Completions Survey

While housing starts provide an earlier indication of where housing development trends are going, housing completions are most important for understanding the housing supply gap, as housing needs estimates are based on the number of dwelling units needed in that year to meet the actual needs of the population.

Historic trends in housing completions indicate that higher rates of development are possible (Figure 12). While recent years have seen an increase in housing development, per capita housing completions were historically much higher. To address housing need, average annual completions per 1,000 population would need to be 15 per year over the 5-year period (2022–2026) and 11 per year over the 20-year period of the housing needs estimates (2022 to 2041).¹⁰ The Metro Vancouver region is currently achieving an annual average of 8 housing completions per 1,000 population, based on data from 2020 to 2024. However, the region achieved much higher rates of per capita housing completions in the 1970s, 1980s and early 1990s, including an annual high of 14 completions per 1,000 population in 1973 and 1974. Between 1970 and 2024, there were 16 years during which completions reached or surpassed 11 completions per 1,000 population.

Figure 12. Housing Completions per 1,000 Population, (1970 to 2024) and Required Level of Completions to Meet 20-Year Housing Need (2022 to 2041), Metro Vancouver Region



Source: Statistics Canada, CMHC Starts and Completions Survey, via Metro Vancouver Housing Data Book

10 Calculated using BC Stats population projections 2024-2041: [Population Projections - Province of British Columbia](#)

Figure 13 shows average annual per capita completions by sub-region. Figure 14 shows average starts and completions data for each member jurisdiction.

Figure 13. Average Annual Per Capita Completions by Sub-Region, 2020 to 2024

	Average Annual Housing Completions (2020 to 2024)	Average Annual Completions per 1,000 Population¹¹ (2020 to 2024)
Burrard Peninsula Sub-Region	9,548	8.3
North Shore Sub-Region	1,530	7.0
Northeast Sub-Region	2,522	8.9
Ridge Meadows Sub-Region	700	5.5
South of Fraser – East Sub-Region	6,823	7.7
South of Fraser – West Sub-Region	2,302	6.4
Metro Vancouver	23,424	7.7

Source: CMHC Starts and Completions Survey, BC Stats Population Projections

Figure 14. Five-Year Average Housing Starts and Completions – by Member Jurisdiction

Geography	2020 to 2024 Average Starts*	2020 to 2024 Average Completions*
Burnaby	3,707	3,644
New Westminster	813	545
Vancouver	5,921	5,035
Electoral Area A*	380	358
Burrard Peninsula Sub-Region*	10,821	9,582

11 Population estimates up to 2023 and population projections for 2024 obtained from BC Stats Population Projections Application: [Population Projections – Province of British Columbia](#).

Geography	2020 to 2024 Average Starts*	2020 to 2024 Average Completions*
Bowen Island	38	31
North Vancouver City	682	628
North Vancouver District	525	630
West Vancouver	194	228
Lions Bay	1	1
North Shore Sub-Region*	1,440	1,518
Coquitlam	2,886	1,797
Port Coquitlam	280	276
Port Moody	440	398
Anmore	8	7
Belcarra	2	3
Northeast Sub-Region*	3,616	2,481
Maple Ridge	600	642
Pitt Meadows	45	58
Ridge Meadows Sub-Region	645	700
Langley City	463	393
Surrey	5,516	4,239
White Rock	209	246
Langley Township	1,995	1,944
South of Fraser – East Sub-Region*	8,183	6,822

Geography	2020 to 2024 Average Starts*	2020 to 2024 Average Completions*
Delta	454	459
Richmond	1,536	1,684
scáwáθan másteyax ^w	**	**
South of Fraser – West Sub-Region	1,990	2,143
FIRST NATIONS TOTAL**	451	172
TOTAL – METRO VANCOUVER	27,146	23,418

Source: CMHC, Starts and Completions Survey, accessed via the CMHC Housing Market Information Portal.

* This data represents total starts and completions and does not account for demolitions and conversions. Actual net starts and completions may be slightly lower than shown in this table.

** First Nations data are grouped together by CMHC and are not allocated to the sub-regions where the First Nations are located. This data is not available at the individual First Nation level. An aggregate total of starts and completions for all local First Nations with Treaty or reserve lands in the Metro Vancouver region is provided here, including scáwáθan másteyax^w.

3.1.1 Supply in Transit-Oriented Geographies

Metro 2050 sets a target that 68% of housing development in the region should be in transit-oriented geographies (40% in Urban Centres (UCs) and 28% in Frequent Transit Development Areas (FTDAs)). Major Transit Growth Corridors (MTGCs) are also considered in this target as they represent potential future FTDAs. Figure 15 shows the average annual housing completions in these areas between 2020 and 2023. When compared with total average completions in Figure 10, the recent average completions data shows that 68% of new housing has been built in transit-oriented geographies.

Figure 15. Average Annual Completions, Metro Vancouver Urban Centres and Frequent Transit Development Areas, 2020 to 2023

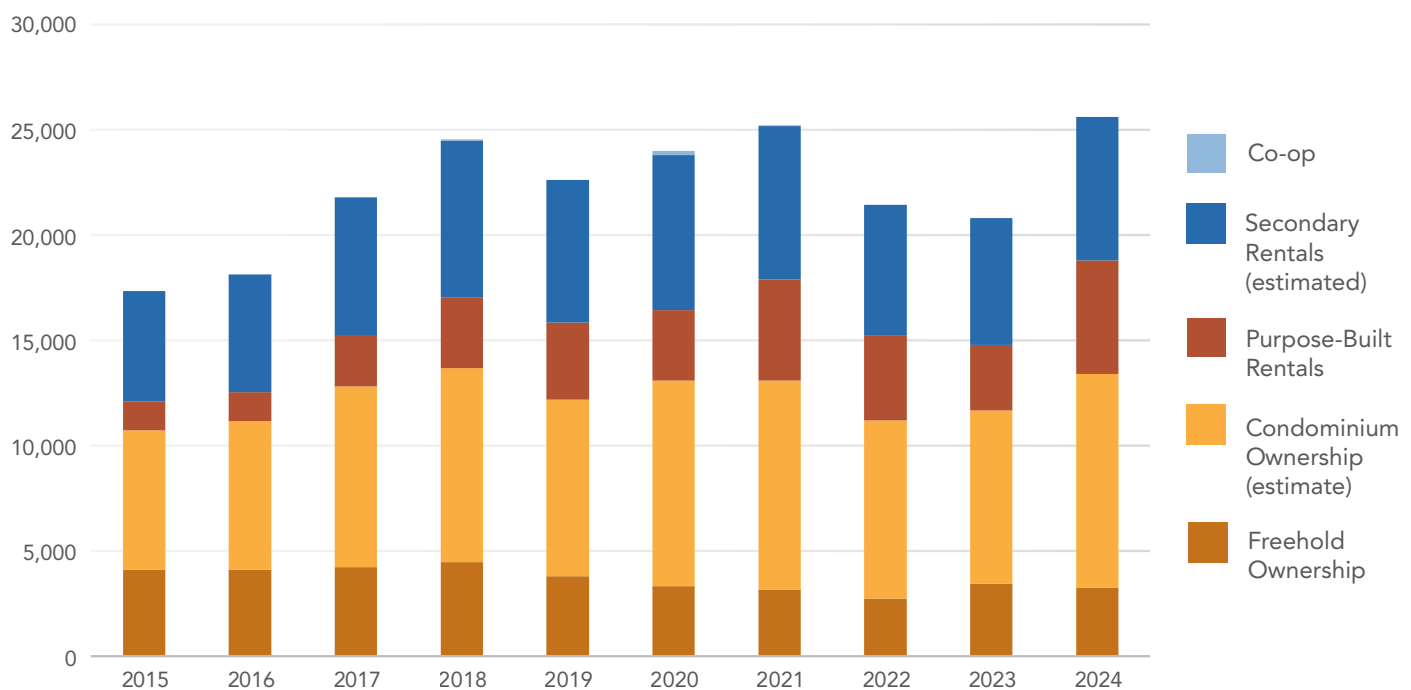
	Average Annual Housing Completions (2020 to 2023)
Urban Centres, Frequent Transit Development Areas, and Major Transit Growth Corridors	15,917

Source: CMHC custom data from the Starts and Completions Survey

3.2 Supply by Tenure

The distribution of housing completions by tenure has changed over the past 10 years (Figure 16). Purpose-built rental housing development has recovered from years of historic lows to reach 5,389 rental completions in 2024, accounting for approximately one-fifth of all housing completions in the region and 44% of housing completions for the rental market (including primary and secondary rental). A significant source of new rental (an estimated 56% in 2024) is in the secondary rental market, including rented condominiums, secondary suites, and laneway homes.

Figure 16. Housing Completions by Tenure, Metro Vancouver, 2015 to 2024*



Source: CMHC custom data from the Starts and Completions Survey, adapted data from the Condominium Apartment Survey

* Notes: Purpose-built rentals include market rentals (apartments and townhouses) and social housing rentals; secondary rental estimates include laneways, coach houses, secondary suites, and estimates for the number of rented condos; condominium ownership estimates exclude estimates for the number of rented condos. Estimates for the number of rented condos are based on CMHC Condominium Apartment Survey. Data from CMHC shows that 33% of all condos in the region in 2024 were rented condos. Applying this assumption to the number of condo completions, we can estimate the number of condos that will enter the secondary rental market.

Figure 17 below shows the 5-year average number of completions by tenure, including estimates for the number of condos that are estimated to be in the secondary rental category. Freehold and condominium ownership has fluctuated over time but has decreased as a proportion of total completions compared to past years when ownership housing was the primary type of housing built in the region. A portion of condominiums have always been in the secondary rental market, though CMHC data shows this has risen from 22% in 2007 to 33% in 2024.

Figure 17. Average Annual Housing Completions by Tenure, Metro Vancouver Region, 2020 to 2024

	Purpose-built rentals	Secondary rentals (estimated)	Subtotal: rental completions	Condominium ownership (estimated)	Freehold ownership	Co-op
5-year average (2020 to 2024)	4,135	6,730	10,864	9,315	3,172	43

Source: CMHC custom data from the Starts and Completions Survey, adapted data from the Condominium Apartment Survey

Figure 7 (Section 2) shows that the estimated housing need for rental housing between 2022 and 2026 is 96,803 rental units across the region, an average of 19,361 rental units per year. Figure 18 shows rental housing completions in relation to rental housing need in Metro Vancouver. The table shows both purpose-built rentals and total rentals (which include both purpose-built and secondary rentals). While it is recognized that purpose-built rentals are a more secure form of tenure, secondary rentals are a significant source of new rental housing in the region.

Figure 18. Estimated Annual Shortfall in Rental Housing Completions, Metro Vancouver Region, 2022 to 2026

	Purpose-Built Rentals	Total Rentals (including secondary rentals)
Average Annual Rental Housing Need (2022 to 2026)	19,361	
Average Completions per Year (2020 to 2024)*	4,135	10,864
Additional Rental Housing Needed per Year	(15,226)	(8,497)

* Source: CMHC custom data from the Starts and Completions Survey, adapted data from the Condominium Apartment Survey

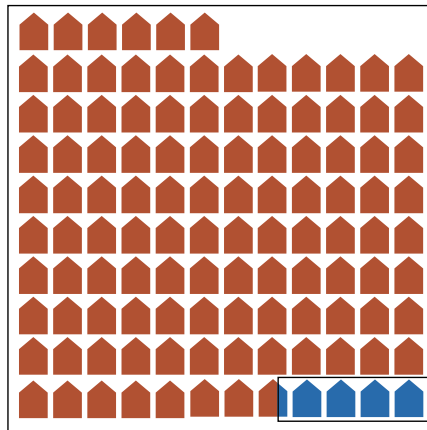
3.3 Affordable Rental Housing

Figure 8 (Section 2) shows that the estimated housing need for affordable rental units between 2022 and 2026 is approximately 57,000 affordable rental units across the region, which translates to an average of 11,400 affordable rental units per year.

Between 2018 and 2023, the total number of newly completed¹² affordable rentals was estimated to be 2,595 units (including both government and non-profit owned units and privately-owned units renting at affordable rents). This translates to an average of 433 newly completed affordable rental units per year. An additional 10,967 affordable rental units per year are needed to address affordable housing need in the region.

Estimated Annual Shortfall in Newly Completed Affordable Rental Housing, Metro Vancouver Region, 2022 to 2026

11,400
Affordable rental housing need (2022 to 2026)



10,967
Estimated annual shortfall (housing completions per year)

433
Average annual newly completed* affordable rental housing units

12 *"Newly completed" refers units that are completed and occupied. Data on newly completed units is from CMHC custom data from the Starts and Completions Survey, Rental Market Survey, and Social and Affordable Housing Survey.



4

Conclusion



The Regional HNR provides a high-level understanding of housing needs in the Metro Vancouver region, using the most recently available data. Consolidating available information on housing supply and affordability supports a shared understanding of regional housing need and will help identify existing and projected gaps in housing supply as part of *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal*. This document is aligned with the Housing Needs Reports of Metro Vancouver member jurisdictions and the Province of BC's HNR Method.

The following key findings summarize the data and information that has been compiled as part of the Regional HNR:

1. **Housing development needs to double to address regional housing pressures.** Housing need exceeds current development levels. While the shortfall of homes needed is significant, historical data shows that the region has successfully achieved higher development levels in past years.
2. **Sustained investment and support for affordable rental housing is needed.** Current levels of affordable rental housing development are only meeting a fraction of the regional need for this type of housing. It is critical that all levels of government continue to build on the significant efforts and resources that have been directed toward this type of housing in recent years.
3. **There is a significant need for purpose-built rental housing.** More than half of new rental units in the region are provided through the secondary rental market (rented condominiums, secondary suites, laneway homes). These are an important source of housing, but do not provide the long-term security of tenure needed by the growing population of renter households.

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HOUSING 2050

A Roadmap to Implement
Metro 2050's Housing Goal





Regional Housing Needs Report

HOUSING 2050: A ROADMAP TO IMPLEMENT METRO 2050'S HOUSING GOAL

Marina Jozipovic

Senior Planner, Housing Policy and Planning

Diana Jeliaskova

Regional Planner, Housing Policy and Planning

April 3, 2025
73950819

metrovancouver

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REGIONAL HOUSING NEEDS REPORT (HNR)

Overview

The Regional HNR is a compilation of all Metro Vancouver member jurisdiction HNRs using the new required Provincial “HNR Method”

Metro 2050 Sub-Region	2022 to 2026 (5 years)	2022 to 2041 (20 years)
Burrard Peninsula Sub-Region	81,096	281,417
North Shore Sub-Region	18,029	56,322
Northeast Sub-Region	21,443	69,420
Ridge Meadows Sub-Region	10,232	32,972
South of Fraser - East Sub-Region	73,703	231,574
South of Fraser - West Sub-Region	25,953	83,436
Metro Vancouver Total	230,456	755,141

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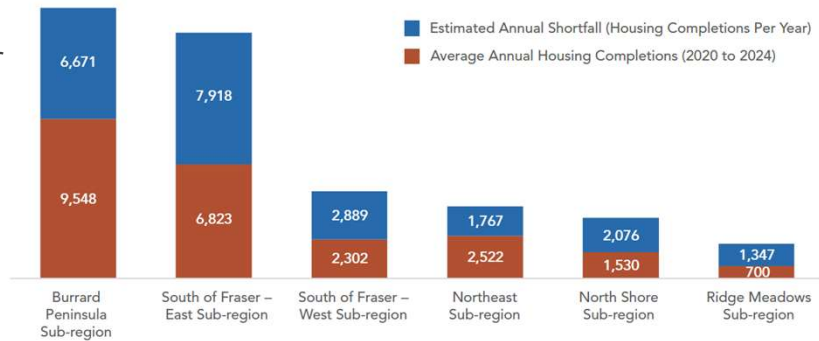
2

2

REGIONAL HOUSING NEEDS REPORT (HNR)

Key Finding 1: Average annual housing completions will need to double in the short term.

- **46,092:** dwellings needed per year (2022 to 2026)
- **23,424:** dwellings completed each year (2020 to 2024)
- **22,668:** additional dwellings needed each year

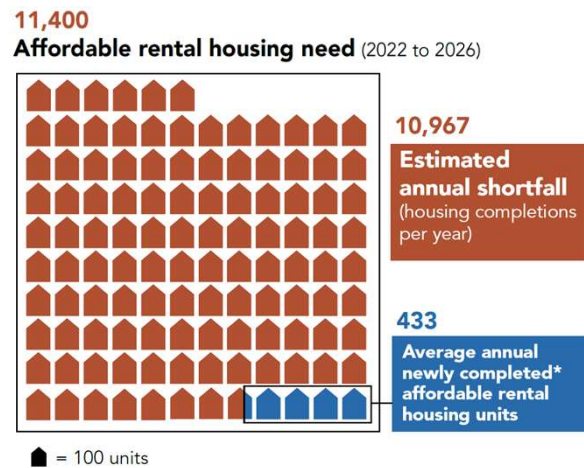


3

REGIONAL HOUSING NEEDS REPORT (HNR)

Key Finding 2: Sustained investment and support for affordable rental housing is needed.

- **11,400:** affordable rentals needed each year (2022 to 2026)
- **433:** affordable rentals newly completed each year (2018 to 2023)
- **10,967:** additional affordable rentals needed each year to address affordable rental need in the region



4

REGIONAL HOUSING NEEDS REPORT (HNR)

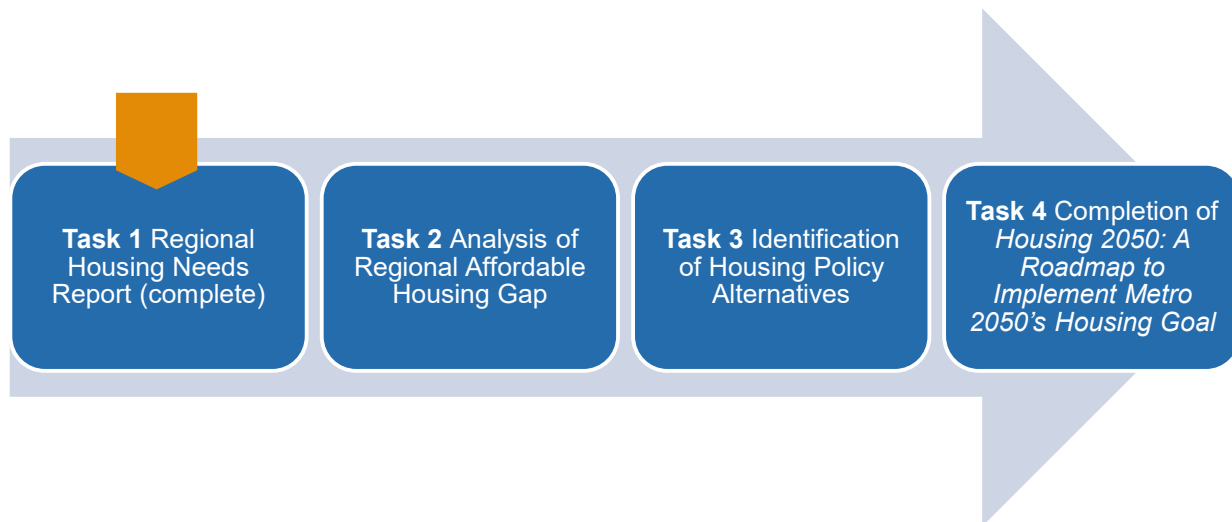
Key Finding 3: Significant need for purpose-built rental with more than half of new rental in the secondary rental market.

- **19,361:** rental units needed per year (2022 to 2026)
- **10,864:** rental units completed per year (2020 to 2024)
 - On average, less than half of rental completions were **purpose-built rentals**
- **8,497:** additional rentals needed each year (purpose-built and secondary rentals)

	Rental Need vs. Completions	
Average Annual Rental Housing Need (2022 to 2026)	19,361	
Average Purpose-Built Rental Completions (2020 to 2024)	4,135	10,864
Average Secondary Rental Completions (2020 to 2024)	6,730	
Additional Rental Housing Needed per Year	(8,497)	

5

HOUSING 2050: NEXT STEPS



6



Thank You!

metrovancover

To: Regional Planning Committee

From: Sinisa Vukicevic, Program Manager, Regional Planning Analytics, and
Agatha Czekajlo, Senior Policy and Planning Analyst, Regional Planning and Housing
Services

Date: March 3, 2025 Meeting Date: April 3, 2025

Subject: **Metro Vancouver Housing Data Book 2025**

RECOMMENDATION

That the MVRD Board:

- a) receive for information the report dated March 3, 2025, titled “Metro Vancouver Housing Data Book 2025”; and
 - b) forward a copy of the report dated March 3, 2025, titled “Metro Vancouver Housing Data Book 2025” to member jurisdictions with an offer of a presentation to Council upon request.
-

EXECUTIVE SUMMARY

The *Metro Vancouver Housing Data Book* summarizes a large collection of regional and municipal level data from a variety of sources — including custom data requests from Statistics Canada, CMHC, and BC Housing. It provides policy makers, researchers, and members of the public with a comprehensive look at the region’s housing market and the people impacted by it. The 2025 update includes new information about housing construction, ownership and rental housing, as well as housing need. Highlights from the 2025 update include:

1. Over the past decade, housing starts have increased by 35 per cent and completions have increased by 48 per cent.
2. Between 2023 and 2024, housing completions increased by 23 per cent, while housing starts decreased by 15 per cent.
3. Rental construction continues to be at a 20-year peak, with 37 per cent of all starts and 31 per cent of all completions being purpose-built rentals.
4. In 2024, rental vacancy rates increased to 1.6 per cent, from a low of 0.9 per cent in 2022 and 2023. However, current vacancy rates are still well below the three per cent that is considered a healthy vacancy rate.
5. Annual rent (same sample) increased by 5.5 per cent between 2023 and 2024.
6. In 2024, the average rent for purpose-built rentals in Metro Vancouver was \$1,929, and \$2,541 for rental condominiums.
7. The number of BC Housing non-market units increased by nearly three per cent since 2023, to a total of 47,798 units in 2024. This represents about four per cent of all dwellings across the region (based on 2021 Census data).

8. In 2024, 21,502 households were on the BC Housing Registry, which represents a 14 per cent increase from the previous year.

PURPOSE

To provide the Regional Planning Committee and MVRD Board with an update to the *Metro Vancouver Housing Data Book* (Reference 1).

BACKGROUND

The updated *Housing Data Book 2025* includes new information about housing construction, ownership and rental housing, as well as housing need and homelessness. The release of the 2025 edition has been adjusted to align with the availability of new housing construction and rental market data from the Canadian Mortgage and Housing Corporation (CMHC).

The Housing Databook includes regionally specific datasets that have been obtained through custom data requests (i.e., not publicly available) as well as additional data comparisons that provide current and historic context between housing and demographics. Staff from member jurisdictions use the *Housing Data Book* as a source of housing and demographic information in the creation of local policies and required reporting, such as Housing Needs Reports. The *Housing Data Book* can also serve as an advocacy tool for provincial and federal housing policy and investment.

METHODOLOGY

The *Metro Vancouver Housing Data Book* brings together a large collection of regional and municipal level data, presented as tables, charts, maps, and other graphics. The data included in the *Housing Data Book* is acquired from a variety of sources to provide a comprehensive look at the region's housing market and the people impacted by it. The *Housing Data Book* also includes regionally specific data sets that have been obtained through custom data requests that are not publicly available through their original sources. For example, custom datasets include median household income distributions by tenure and demolitions by structure type from Statistics Canada, accessory suite inventory data from CMHC, and non-market housing inventory and registry data from BC Housing. Using the various available and custom datasets, additional data comparisons are also included — providing current and historic context between housing and demographics, unique to the *Housing Data Book*. The *Housing Data Book* is a living document that is periodically updated as new data becomes available.

The *Housing Data Book's* intended audience includes policy makers, researchers, and members of the public. At the regional level, the *Housing Data Book* provides a comprehensive synopsis about the current state of housing, dynamics across member jurisdictions, as well as historic context.

Staff from member jurisdictions use the *Housing Data Book* as a source of housing and demographic information in the creation of local policies and required reporting, such as Housing Needs Reports. The *Housing Data Book* can also serve as an advocacy tool for provincial and federal housing policy and investment.

SUMMARY OF FINDINGS

Housing Construction

1. Over the past decade, housing starts have increased by 35 per cent and completions increased by 48 per cent. However, housing construction is still not keeping pace with historical per capita levels and expected population growth.
2. Similar to recent years, most completions in 2024 were through condo ownership (57 per cent) and were multi-unit housing, primarily apartments (70 per cent). Regional starts in 2024 were also mainly apartments (70 per cent) and condo ownership (55 per cent).
3. Rental construction continues to be relatively high compared to historically low levels in the 2000s. In 2024, purpose-built rentals represented 37 per cent of starts and 31 per cent of completions across the region.

Ownership Housing

1. Over the past 20 years, benchmark home sale prices have tripled (single detached housing) and doubled (apartments and other housing types) across Metro Vancouver — growing much faster than wages or inflation.
2. Since the 2021 peak in home sales, the number of sales continued to decrease as home prices and interest rates remained high. 2024 regional home sales were about 40 per cent lower than in 2021.

Rental Housing

1. After years of decline or stagnation, the purpose-built market rental housing stock continues to grow — at an average rate of 15 per cent per year, over the past ten years (2015 to 2024). However, the availability of family-sized rental units (two or more bedrooms) continues to be a challenge.
2. Rental vacancy rates continue to be well below three per cent that is considered a healthy vacancy rate. The 2024 regional vacancy rates increased to 1.6 per cent from a low of 0.9 in 2022 and 2023.
3. Annual rent increased by 5.5 per cent between 2023 and 2024, which is lower than the 9.1 per cent experienced between 2022 and 2023. Historically, low vacancy rates have been associated with increases in rent levels.
4. In 2024, the average rent for purpose-built rentals in Metro Vancouver was \$1,929, and \$2,541 for rental condominiums. Rents are expected to continue to rise while vacancy rates remain low.

Non-Market Housing and Housing Need

1. In 2024, there were 47,798 non-market housing units in Metro Vancouver that had a financial relationship with BC Housing — increasing by 2.7 per cent since the previous year. The number of independent social housing units (with or without a financial relationship with BC Housing) increased by six per cent between 2022 and 2024, to a total of 35,518 units.

2. The BC Housing Registry for social housing continues to grow — increasing by 14 per cent since 2023, to a regional total of 21,502 households in 2024. Seniors and families are the most represented groups in the Registry.
3. Nearly a third of non-market units with a financial relationship with BC Housing will have their operating agreements expire by 2050. Two in three of all expiring operating agreements (by 2050) are set to expire by 2028. Most units with operating agreements expiring by 2028 serve independent seniors and low-income families.

NEXT STEPS

The *Metro Vancouver Housing Data Book 2025* will be released and promoted following the April MVRD Board Meeting. Work is underway to translate the *Housing Data Book* into an interactive online tool (i.e., dashboard) for member jurisdictions, planning practitioners, policy makers, researchers, and members of the public to more easily engage with and download the associated data. The next *Housing Data Book* update is planned for early 2026 to remain aligned with CMHC annual data release schedules. All data tables included in the *Housing Data Book* will be available for download in Excel format from the Metro Vancouver website (Reference 1). Staff are available to present the report to staff teams and/or Councils upon request.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

CONCLUSION

The *Metro Vancouver Housing Data Book* summarizes a large collection of regional and municipal level data, acquired from a variety of sources — including custom data requests from Statistics Canada, CMHC, and BC Housing. The objective of the *Housing Data Book* is to provide policy makers, researchers, and members of the public with a comprehensive look at the region's housing market and the people impacted by it. *Metro Vancouver Housing Data Book 2025* includes new information about housing construction, ownership and rental housing, as well as housing need. Next steps include promoting the materials with member jurisdictions, policy makers, researchers, and members of the public.

ATTACHMENT

1. Presentation re: *Metro Vancouver Housing Data Book 2025*.

REFERENCES

1. Metro Vancouver. (2025). [Metro Vancouver Housing Data Book 2025](#). Commissioned by Metro Vancouver. Burnaby, BC: Metro Vancouver.



Metro Vancouver Housing Data Book

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Regional Planning Committee, April 3, 2025

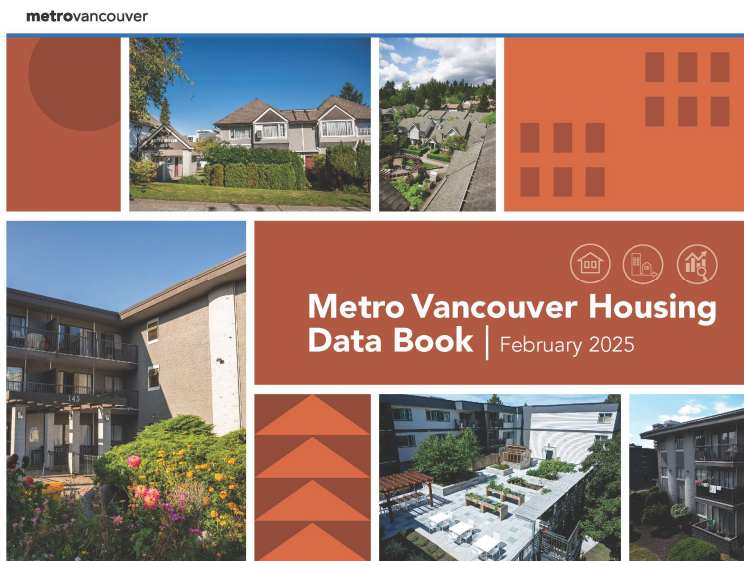
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BACKGROUND

The *Metro Vancouver Housing Data Book* is a key source of housing data for the region.

New edition, as well as data tables, will be available on the Metro Vancouver [website](#).



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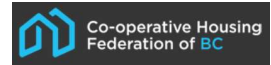
METRO VANCOUVER HOUSING DATA BOOK

What is included?

Data comes from a variety of sources to provide a comprehensive look at the region's housing system

Housing Data Book includes unique regionally specific data sets that have been obtained through custom data requests

All data is presented at municipal and regional levels

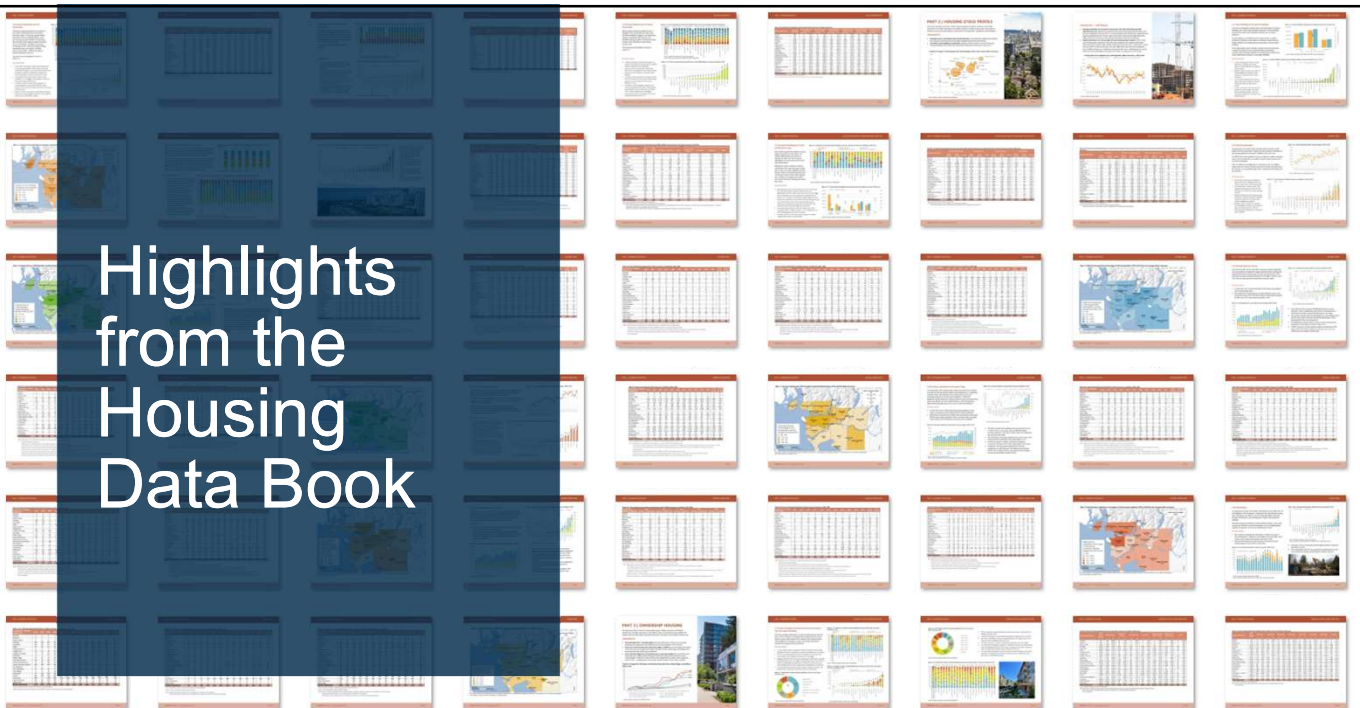


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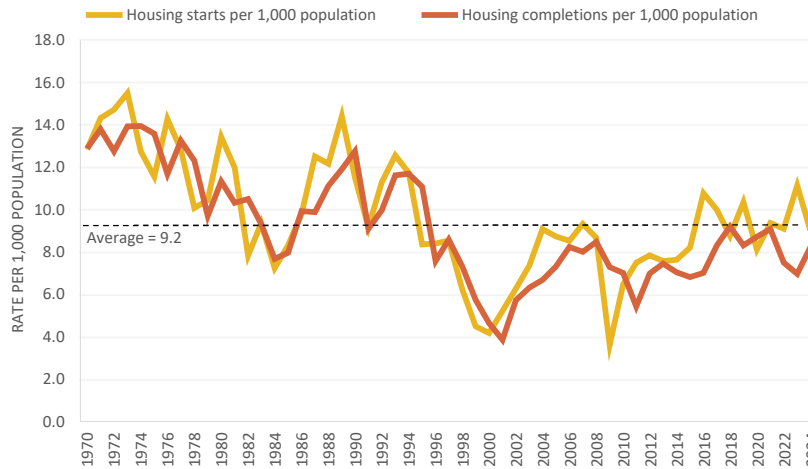
Highlights from the Housing Data Book



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HOUSING CONSTRUCTION

Housing Starts and Completions per 1,000 Population, 1970 to 2024



Source: Statistics Canada, CMHC

2023 to 2024: 18% increase in housing completions per 1,000 pop. but 19% fewer housing starts per 1,000 pop.

10-year trend (2015–2024): 21% increase in housing completions per 1,000 pop., 10% increase in housing starts per 1,000 pop.

Most completions in 2024 were condo ownership (57%)

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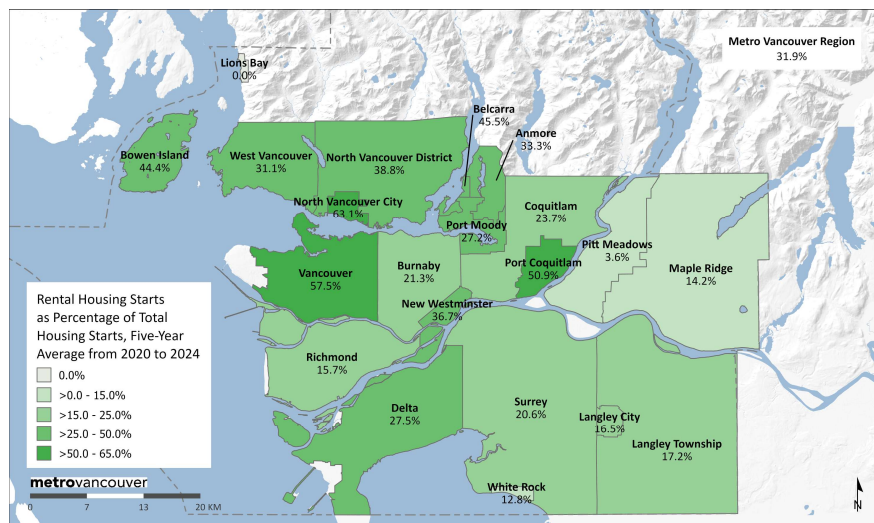
PURPOSE-BUILT RENTAL STARTS

Percentage of Purpose-Built Market Rental Starts, 2020–2024 (Five-Year Average)

Rental construction continues to be at 20-year peak

In 2024, purpose-built rentals represented 37% of housing starts and 31% of completions.

On average, rental starts increased 80%, between 2020 to 2024



Source: CMHC Starts and Completions Survey
Tsawwassen First Nation and Electoral Area A are not displayed due to data availability or geography limitations.

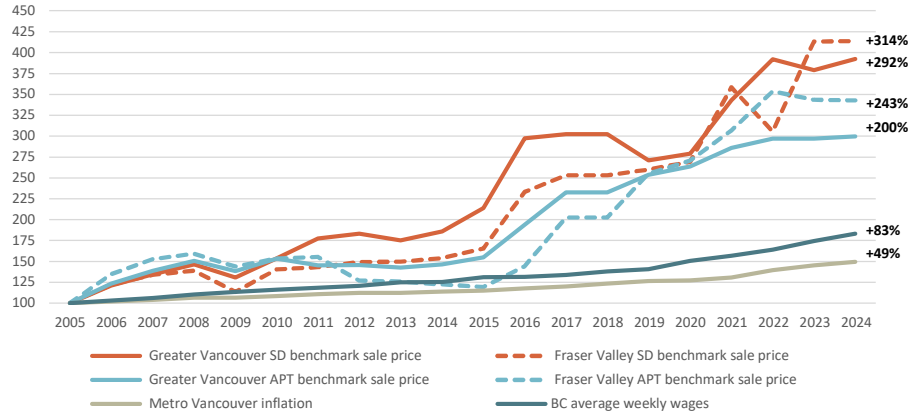
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OWNERSHIP HOUSING

Growth (% change from 2005 levels) in Benchmark Home Sale Prices, BC Average Weekly Wages, and Inflation, 2005 to 2024



Benchmark home sale prices continue to grow much faster than wages, inflation

Benchmark resale prices have doubled, tripled over the past 20 years

Source: Statistics Canada, GVR, FVREB, BC Stats
 Note: 'SD' refers to single detached housing, and 'APT' refers to apartments.

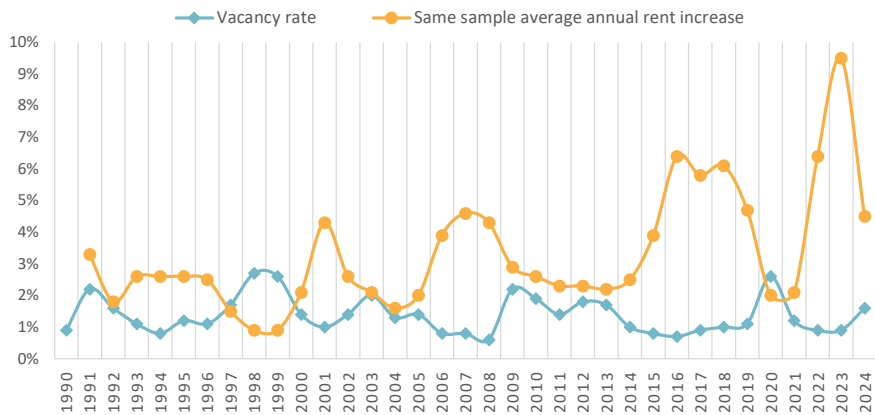
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RENTAL HOUSING

Vacancy Rate and Average Annual Rent Increase of Purpose-Built Market Rentals (Apartments and Townhouses), 1990 to 2024

Annual rent increase from 2023 to 2024 slowed as vacancy rates increased to 1.6%

In 2024, average rent of rental condos was 32% greater than for purpose-built units



Source: CMHC Rental Market Survey

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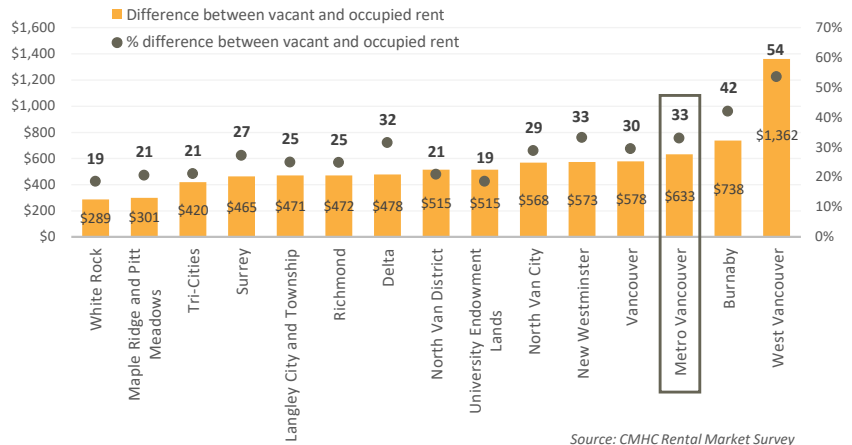
RENTAL HOUSING COSTS

Difference Between Average Rents of Vacant and Occupied Market Rental Units (Apartments and Townhouses), 2024

Vacant units more expensive than occupied

In 2024, vacant unit rents were 33% greater on average across the region

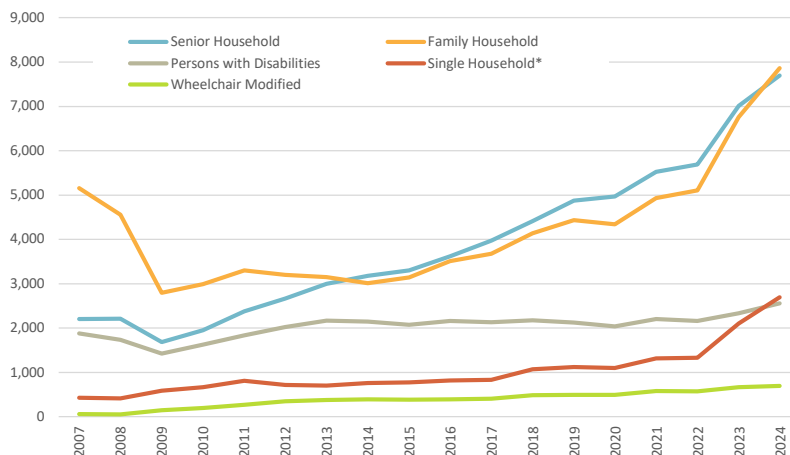
Average rent difference between vacant and occupied units increased by 15% since 2023



Source: CMHC Rental Market Survey

SOCIAL HOUSING REGISTRY

BC Housing Social Housing Registry by Category, 2007 to 2024



Source: BC Housing
* "Single Household" refers to single persons and couples

Demand continues to increase despite efforts to build more social housing

BC Housing Registry for social housing increased by 14% from 2023 to 2024, and by 66% since 2020

The largest represented groups on the waitlist were families and seniors



Thank You

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To: Regional Planning Committee

From: Marina Jozipovic, Senior Planner, Regional Planning and Housing Services

Date: March 10, 2025 Meeting Date: April 3, 2025

Subject: **Metro Vancouver Inclusionary Housing Calculator**

RECOMMENDATION

That the MVRD Board:

- a) receive for information the report dated March 10, 2025, titled “Metro Vancouver Inclusionary Housing Calculator”; and
 - b) direct staff to forward a copy of the report dated March 10, 2025, titled “Metro Vancouver Inclusionary Housing Calculator” to member jurisdictions with an offer of a presentation to staff and/or Council upon request.
-

EXECUTIVE SUMMARY

The Inclusionary Housing Policy Review project was completed in 2024 to provide a regional model for inclusionary housing in Metro Vancouver. It puts forward recommendations for member jurisdictions wishing to adopt inclusionary housing policies. As a part of the scope of work for this project, Metro Vancouver has developed an interactive learning tool to support greater understanding about the mechanics of inclusionary housing and factors for success.

Inclusionary housing is a local government policy tool that uses planning regulations and the development approval process to generate a percentage of affordable housing units in otherwise market-rate housing developments. With the introduction of provincial legislation to enable inclusionary zoning authority for BC local governments, it is expected that more local governments will use this tool to increase affordable rental supply in their communities.

The Metro Vancouver Inclusionary Housing Calculator is a web-based and interactive tool that allows the user to explore different development scenarios and modify numerous variables to explore levers that make an inclusionary housing project feasible. It is based on the data collection and economic analysis that underpinned the Metro Vancouver Inclusionary Housing Policy Review and Regional Policy Framework. The tool will be distributed to member jurisdiction staff.

PURPOSE

To present the Metro Vancouver Inclusionary Housing Calculator to the Regional Planning Committee and MVRD Board.

BACKGROUND

At its March 22, 2024, meeting, the MVRD Board received the report dated February 20, 2024, titled “Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework” (Reference 1). The Inclusionary Housing Regional Policy Framework provides recommendations to support member jurisdictions in creating or updating inclusionary housing policies, to drive

consistency and effectiveness. The creation of an interactive learning tool based on the Regional Policy Framework was identified as part of the Inclusionary Housing Policy Review project scope, and in the Housing Policy and Planning and Regional Planning Committee work plans for 2024/2025.

This report presents the Metro Vancouver Inclusionary Housing Calculator (Reference 2), which builds on the work of the Inclusionary Housing Policy Review (Reference 3).

POLICY CONTEXT

Metro Vancouver's Housing Policy and Planning team supports and convenes member jurisdictions around regional housing issues, including producing research and tools to support learning and coordinated policymaking. Member jurisdictions have increasingly been using inclusionary housing policies to support the delivery of affordable housing in the region.

Since the adoption of *Metro 2050*, Metro Vancouver has successfully advocated to the province for inclusionary zone authority for local governments, as outlined in Policy 4.1.5 in the regional growth strategy. Recently, provincial legislation was passed to introduce expanded tools for inclusionary housing. This includes providing local governments with inclusionary zoning authority which will allow them to require a portion of units in new residential development be allocated for affordable housing. The province released comprehensive guidance on inclusionary zoning on March 7, 2025 (Reference 4). Metro Vancouver has participated in consultations with the province to inform these guidelines and has shared findings from the Inclusionary Housing Policy Review and Regional Policy Framework with provincial staff.

INCLUSIONARY HOUSING CALCULATOR

The Metro Vancouver Inclusionary Housing Calculator is a web-based and interactive tool that allows the user to learn about and explore the implications of including inclusionary units in a hypothetical development project. It is based on the data collection and economic analysis that were part of the Metro Vancouver Inclusionary Housing Policy Review. SHS Consulting Inc., along with subcontractors Street Level Advisors and Rayner Software, were contracted by Metro Vancouver to create a web-based platform that allows the user to explore different development scenarios and modify numerous variables to explore levers that make an inclusionary housing project feasible.

As the Calculator generalizes data across multiple communities, it cannot be used in place of the financial feasibility analysis that is needed to inform the creation or testing of an inclusionary housing policy or an actual development project. It is intended to support local government staff and interested stakeholders in becoming familiar with inclusionary housing as a tool for enabling more affordable housing. It introduces the user to the financial considerations of housing development to identify how affordable units could be integrated into private development while maintaining the financial feasibility of a project, including through testing the impact of local government incentives. Users of the tool can expect to build their knowledge of inclusionary housing and better communicate the value as well as the limitations of inclusionary housing in their community.

The Calculator works in the following way:

1. The user is asked to identify the scenario they would like to explore:
 - Market classification¹
 - Higher priced communities – Burnaby, North Vancouver City, North Vancouver District, Vancouver (West), West Vancouver
 - Moderate priced communities – Coquitlam, New Westminister, Port Coquitlam, Port Moody, Richmond, Vancouver (East)
 - Lower priced communities – Delta, Langley City, Langley Township, Maple Ridge, Pitt Meadows, Surrey, White Rock
 - Density level – low-rise, mid-rise, or high-rise condominium
2. Once the scenario has been selected, the Calculator will default to the proportion and level of affordability recommended by the Inclusionary Housing Regional Policy Framework. From there, the user can modify several levers that influence the feasibility of a project, including the following:
 - Site area
 - Total number of units
 - Percentage or number of inclusionary units
 - Level of affordability of inclusionary units
 - Parking ratio
 - Incentives, including density bonusing, parking reductions, streamlined processing, fee reductions, or upfront capital grants
 - Construction costs
 - Land costs
 - Financing terms
 - Profitability target
3. As the user modifies the levers, the Calculator will instantly show the results in terms of cost, profit, and whether the project is considered feasible. This provides the user with instant feedback on the impact of any modifications to the factors listed above. The Calculator allows the user to consider a variety of desired outcomes, including whether the inclusionary units are sold (below-market) or leased to a non-profit that operated the units.

By using the Calculator and testing various scenarios, the user will have an improved understanding of the factors that may make inclusionary housing more or less feasible under various conditions. The Calculator will be demonstrated to member jurisdiction staff through the Regional Planning Advisory Committee (RPAC) and RPAC Housing Subcommittee. Once launched on the Metro

¹ The three broad housing markets are based on housing sales prices in these communities. At the time the Inclusionary Housing Policy Review was completed, the average sales price (across all home sizes and types) was \$928,000 in the highest price market, \$708,000 in the moderate price market, and \$615,000 in the lower price market. Home sales price data is adapted from data in the Metro Vancouver Housing Data Book, 2022. Anmore, Belcarra, Bowen Island, Electoral Area A, Lions Bay, and scəwáθən məsteyəx^w (Tsawwassen) First Nation are not included in the market classifications based on broad Metro Vancouver housing markets, however, users may select the housing market that most closely fits their project context.

Vancouver website, the Calculator will be promoted to member jurisdictions, housing-sector stakeholders, and others.

ALTERNATIVES

1. That the MVRD Board:
 - a) receive for information the report dated March 10, 2025, titled “Metro Vancouver Inclusionary Housing Calculator”; and
 - b) direct staff to forward a copy of the report dated March 10, 2025, titled “Metro Vancouver Inclusionary Housing Calculator” to member jurisdictions with an offer of a presentation to staff and/or Council upon request.
2. That the MVRD Board receive for information the report dated March 10, 2025, titled “Metro Vancouver Inclusionary Housing Calculator”.

FINANCIAL IMPLICATIONS

This project was completed through a mix of in-house staff and consultant support. Costs for consultant support totaling \$28,000 were included in the Board approved 2024 Housing Policy and Planning budget and work plan for creation of the online tool.

CONCLUSION

The Inclusionary Housing Policy Review and Regional Policy Framework was completed in 2024. The economic analysis and recommendations of this study form the foundation of the Inclusionary Housing Calculator. This tool is intended to be used by policy and decision makers in local governments to learn about the use of inclusionary housing in their community. It can also be used by other interested parties, including housing sector stakeholders, researchers, students, and interested citizens. It allows the user to test various assumptions and factors that may impact the feasibility of an inclusionary housing project, including density, parking, municipal incentives, proportion of inclusionary units, level of affordability, and others. It does not replace financial feasibility analysis that is needed to inform the creation of municipal inclusionary housing policies, but it is an effective learning and communication tool for increasing understanding of the mechanics of inclusionary housing, particularly given increased uptake and importance of inclusionary tools in BC.

REFERENCES

1. Hayes, J. (2024). [*Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework*](#). Commissioned by Metro Vancouver. Burnaby, BC: Metro Vancouver.
2. Metro Vancouver. (2025). [*Inclusionary Housing Calculator*](#). Commissioned by Metro Vancouver. Burnaby, BC: Metro Vancouver.
3. SHS Consulting, (2024). [*A Regional Model for Inclusionary Housing*](#). Commissioned by Metro Vancouver. Burnaby, BC: Metro Vancouver.
4. BC Ministry of Housing and Municipal Affairs. (2024). [*Comprehensive Guidance: Inclusionary Zoning and Density Bonus*](#). Commissioned by Government of British Columbia.

To: Regional Planning Committee

From: Jessica Hayes, Program Manager, Housing Policy and Planning,
Regional Planning and Housing Services

Date: March 10, 2025 Meeting Date: April 3, 2025

Subject: **Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations**

RECOMMENDATION

That the MVRD Board:

- a) receive for information the report dated March 10, 2025, titled “Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations”; and
 - b) forward the report titled “Digitally Accelerated Standardized Housing (DASH) Recommendations” to member jurisdiction Mayors, Chief, and Councils with an offer of a presentation to staff and/or Council upon request.
-

EXECUTIVE SUMMARY

The Rental Housing Blueprint project was initiated to streamline and expedite multi-family rental housing delivery through standardization, simplification, and modern construction methods. The project has two main streams; 1) standardized regulatory approaches, and 2) vetted reference designs for six-story rental buildings. 11 member jurisdictions participated in co-creating a standardized regulatory approach, which is intended as a set of voluntary recommendations to support regulatory simplification and standardization. Concurrently, reference designs for six-story rental buildings are being produced by a multi-agency team, including Metro Vancouver and BC Housing. As part of the Rental Housing Blueprint project, Metro Vancouver is also exploring opportunities to test these approaches through demonstration pilot projects on two Metro Vancouver Housing sites.

This report provides an overview of the Digitally Accelerated Standardized Housing (DASH) Recommendations, which are the Phase 1 deliverable from the Rental Housing Blueprint project. The DASH Recommendations for simplifications and standardization of zoning regulations use simplified measures such as maximum height, minimum setbacks and maximum unit depth values to control building bulk and siting. The approach seeks to eliminate complex calculations and variation between jurisdictions, which can be barriers to standardization. As a result, the use of Floor Area Ratio (FAR)/Floor Space Ratio (FSR) and lot coverage are not recommended. Instead, the Recommendations opt for an objective approach based on precedents in other leading jurisdictions, and the overall project objectives.

PURPOSE

To present the Digitally Accelerated Standardized Housing (DASH) Recommendations, Phase 1 deliverable from the Rental Housing Blueprint project to the Regional Planning Committee and MVRD Board.

BACKGROUND

The Rental Housing Blueprint project was initiated in 2023 by Metro Vancouver and the Province of British Columbia to streamline multi-family rental housing delivery through standardization, simplification, and modern construction methods. In November 2023, 11 member jurisdictions confirmed their interest in co-creating a standardized regulatory approach, and this phase of the project is now complete. The second phase of the project, led by BC Housing with Metro Vancouver as a key partner, has been advancing concurrently and will result in reference designs for six-story rental buildings that are aligned with the standardized regulatory approach.

In February 2024, the Rental Housing Blueprint project was awarded multi-year funding through the Metro Vancouver Regional District Sustainability Innovation Fund (SIF) and has since received additional prizes of \$1M and \$3M respectively, through the Canada Mortgage and Housing Corporation's (CMHC) Housing Supply Challenge Round 5 – 'Level Up'. In March 2025, there is an opportunity to advance to the final stage of the Housing Supply Challenge, with an additional \$5M prize available.

This report provides an overview of the recommendations for regulatory simplification outlined in the DASH Recommendations (Attachment 1).

PROJECT CONTEXT

The Rental Housing Blueprint project has two main streams:

1. Advance standardized regulatory approaches
2. Develop vetted reference designs for six-story rental buildings

The regulation stream is led by Metro Vancouver, and made possible through the collaboration of the following 11 participating member jurisdictions who signed on as local government champions to co-create the elements of the standard regulation:

- Bowen Island Municipality
- City of Burnaby
- City of Delta
- City of Langley
- City of Maple Ridge
- City of New Westminster
- District of North Vancouver
- City of Richmond
- City of Surrey
- City of Vancouver
- City of White Rock

Stream two, the "DASH" (Digitally Accelerated Standardized Housing) initiative is led by a multi-agency team, including Metro Vancouver and BC Housing. The DASH initiative will produce a comprehensive platform to accelerate housing delivery comprised of reference designs optimized for prefabrication and aligning with the 2024 BC Building Code and BC Housing design standards. DASH standardized designs are based on a "kit-of-parts," which includes standard unit types and building components that are designed to be flexible to be easily adapted to different sizes and types of sites.

As part of the Rental Housing Blueprint project, Metro Vancouver is also exploring opportunities to test the DASH approach through demonstration pilot projects on Metro Vancouver Housing (MVH) sites. At their February 28, 2025 meeting, the MVHC Board directed staff to explore integrating the DASH approach to forthcoming Metro Vancouver Housing developments at Moray Place in Port Moody and Riverside Drive in the District of North Vancouver, and report back with the results of the exploration.

RENTAL HOUSING BLUEPRINT – DASH RECOMMENDATIONS

In May 2023, SvN Architects & Planners and B Collective were contracted by Metro Vancouver to assist with the development of a regional approach to regulating six-story rental buildings (e.g. zoning regulations and design standards) in collaboration with Metro Vancouver and local government champions. The DASH Recommendations, summarized in Table 1, aim to establish a clear and consistent approach by eliminating complex calculations and jurisdictional variations. These recommendations are grounded in leading precedents from comparable jurisdictions and are aligned with the project's overall objectives:

1. Balance principles of neighborliness with development viability.
2. Keep the associated design standards clear, technical, and simple so that they're easy to interpret.
3. Facilitate off-site construction, including prefabricated panelized building elements.
4. Enable electronic compliance checks in design and approvals processes.

Table 1: Summary of DASH Recommendations

PROVISION	RECOMMENDED VALUE	RATIONALE
Building Bulk		
Floor Area / Space Ratio	N/A	In most Metro Vancouver member jurisdictions, Floor Area Ratio (FAR) or Floor Space Ratio (FSR) is defined in an Official Community Plan (OCP), to communicate the anticipated building mass envisioned within a land use designation to the development community and public at large. FAR/FSR has been traditionally used as a negotiating tool between a jurisdiction and a development applicant whereby a development applicant may be permitted to build to a higher FAR/FSR in exchange for providing community benefits. The FAR/FSR contained within the OCP may be larger or smaller than the building area set out in a zoning bylaw through maximum height, setbacks, lot coverage and other parameters or site conditions that influence building bulk. In these instances, FAR/FSR, no longer an accurate predictor of building mass, becomes a

Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations

Regional Planning Committee Regular Meeting Date: April 3, 2025

		<p>negotiating tool for jurisdictions in discussions around community amenities and benefits.</p> <p>The recommendation is to use setbacks and a maximum building height to regulate the interface with adjacent buildings, maximum unit depth to regulate the livability of units and, by proxy, the overall size of a building.</p>
Building Height		
Maximum building height	6-storeys	<p>Each jurisdiction regulates maximum height through a different value and definition, often with complicated calculations required.</p> <p>To simplify interpretation, the recommendation is to regulate building height through number of storeys. This will clarify requirements for lay-audiences and professionals alike.</p>
Dwelling Unit Depth		
Maximum depth for single aspect <i>dwelling units</i> .	9.6m (32 ft.)	<p>Building depth is regulated to provide appropriate daylighting and ventilation of dwelling unit, manage urban character and maintain open space.</p> <p>The recommendation is to instead use unit depth as an indicator of performance. The proposed value was determined through referencing best practices in other jurisdictions. The measure proposed applies the “rule of thumb” for maximum unit depth which is the height of the ceiling multiplied by four. Assuming a standard ceiling height of 2.4 m (8 ft.), the proposed maximum unit depth value is 9.6 m (32 ft.) for single aspect units. Because required hallway widths are determined by the building code and represent unleaseable area, the building width is inherently limited by market dynamics.</p>
Maximum depth for dual aspect <i>dwelling units</i> .	14m (46 ft.)	
Setbacks		
Front Yard		Setbacks were intended to create a consistent street wall with existing conditions, regardless of whether a new development was a detached home or a denser structure. Today’s context of limited and expensive land requires more efficient use of space. Setbacks should be determined by their ability to provide adequate privacy, daylight, and support viable development. Building codes
Minimum setback	3.0-6.0 m (10-20 ft.)	
<i>This value may be reduced further in mixed-used areas.</i>		

Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations

Regional Planning Committee Regular Meeting Date: April 3, 2025

Side Yard (Interior)		<p>regulate fire safety. By reducing setbacks, viability of development can be enhanced, particularly for courtyard-style buildings.</p> <p>The recommended values are intended to account for the varying urban conditions in the region and represent the lowest value used in the region, and the median value used in the region.</p>
Minimum setback (interior)	Interior: 1.5-6m (5-20 ft.)	
<i>This value may be reduced further in mixed-used areas.</i>		
Side Yard (Exterior)		
Minimum setback (exterior)	Exterior: 4.4-4.75m (8-15 ft.)	
<i>This value may be reduced further in mixed-used areas.</i>		
Rear Yard		
Minimum rear yard setback	4.5-6.1m (15-20 ft.)	
Lot Size and Coverage		
Minimum Lot Size	N/A	<p>Removing minimum lot size requirements allows for development on smaller lots, leading to a more fine-grained neighborhood and reducing the capital needed for new projects. This allows for a broader range of participants in housing development, including non-profit organizations. With updates to the BC Building Code allowing single-exit stair buildings up to six stories, smaller projects have become more feasible.</p>
Maximum Lot Coverage	N/A	<p>The recommendation is to omit rules for lot size to enable market-viable projects to proceed. In addition, omitting maximum lot coverage limits in favour of regulating setbacks, building depth, and requirements for landscaping, common amenities, and tree planting to guide appropriate lot coverage to enhance walkability and offer greater design flexibility.</p>

In addition, the DASH Recommendations include a set of recommended design standards that are:

- **Measurable and verifiable:** Requirements are specified through criteria that can be objectively assessed and verified through quantifiable data, with no grey area—discretionary and subjective components create the need for negotiation which add to the timeline and complexity of projects; and,
- **Machine readable:** Objectivity is required to enable electronic compliance review (using specialized software which is rapidly increasing in capability), which will in turn accelerate

the regulatory review process. These approaches provide manufacturers of prefabricated building components with greater clarity on requirements and improved certainty, which is a precondition for investment in this emerging sector.

As shown in the diagram below (Table 2), design standards are more objective than design guidelines, which can introduce subjectivity and increase the time it takes for a development applicant to achieve desired design outcomes.

Table 2: Design Guideline Subjectivity vs. Objective Design Standards

Design Guideline	Design Standard
<i>Example: Incorporate frequent entrances along commercial frontages to create visual interest and support pedestrian activity.</i>	<i>Example: Locate entrances along commercial frontages no more than 7 metres apart.</i>

The DASH Recommendations’ design standards include recommended values for access, landscaping, articulation, exterior cladding, amenity areas, and storage. Further, the report recommends that local variations to the proposed design standards be minimal to support regional standardization. Where variation occurs, it is recommended that it be in response to specific local requirements such as steep slopes, flood-construction levels or other highly specific hydrological or geotechnical considerations.

NEXT STEPS

At its November 8, 2024 meeting, the Regional Planning Committee received a report titled “Streamlining Rental Housing through Standardized Designs and Regulations: Project Update” (Reference 1), which outlined opportunities for ongoing collaboration with all Metro Vancouver member jurisdictions who wish to participate in the next phases of the project.

Resources are available to support implementation and demonstration of the DASH Recommendations in municipalities that are currently advancing initiatives related to simplification and digitization. Examples of such initiatives might include planned implementation of electronic compliance, readiness to introduce or adopt changes to six-story apartment zones to support increased standardization, or willingness to vet reference building designs through some form of pre-approval. For member jurisdictions that are interested and can demonstrate readiness to implement elements of the DASH Recommendations, support through the Rental Housing Blueprint’s grant funding can be extended to member jurisdictions in the form of consulting resources for making process improvements and/or bylaw changes that align with the objectives of the project, and other support as identified. Metro Vancouver staff will be offering workshops and collaborating with interested member jurisdictions to identify process improvements and opportunities to support pre-zoning initiatives related to the DASH Recommendations throughout 2025.

ALTERNATIVES

1. That the MVRD Board:
 - a) receive for information the report dated March 3, 2025, titled “Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations”; and

Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations

Regional Planning Committee Regular Meeting Date: April 3, 2025

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- b) forward the report titled “Digitally Accelerated Standardized Housing (DASH) Recommendations” to member jurisdiction Mayors, Chief, and Councils with an offer of a presentation to staff and/or Council upon request.
2. That the MVRD Board receive for information the report dated March 3, 2025, titled “Rental Housing Blueprint: Digitally Accelerated Standardized Housing (DASH) Recommendations”.

FINANCIAL IMPLICATIONS

Costs for consultant support related to the Rental Housing Blueprint project’s standardized regulatory approach are supported through project-specific funding from the Metro Vancouver Regional District Sustainability and Innovation (SIF) Fund. \$2.13M has been allocated from SIF to support this work over three years (2024-2026), including a minimum allocation of \$1M to realize one or more pilot projects on Metro Vancouver Housing sites. Consulting costs totaling \$95,585 were allocated to Phase 1 of the Rental Housing Blueprint project for preparation of the DASH Recommendations.

CONCLUSION

This report provides an overview of the Digitally Accelerated Standardized Housing (DASH) Recommendations, which are the Phase 1 deliverable from Metro Vancouver’s Rental Housing Blueprint project. The aim of the overall project is to expedite housing delivery through simplification and standardization. The standardized regulatory approach for six-story rental buildings is designed for local governments to readily implement through a variety of pathways and is supportive of the forthcoming reference building designs that are being optimized for off-site manufacturing. The DASH Recommendations for simplification and standardizations of zoning provisions and design standards aim to eliminate complex calculations and interpretation, instead using simplified measures such as maximum height, minimum setbacks and maximum unit depth values to control building bulk and sitting.

ATTACHMENT

1. “DASH Recommendations”, dated, December 2024.

REFERENCES

1. Hayes, J. (2024). [*Streamlining Rental Housing through Standardized Designs and Regulations: Project Update*](#). Commissioned by Metro Vancouver. Burnaby, BC: Metro Vancouver.

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Digitally Accelerated Standardized Housing

DASH

Recommendations

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December 2024

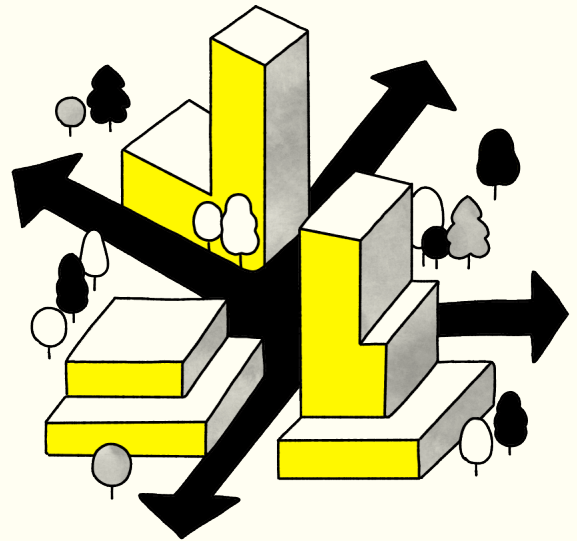
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Section One

Purpose

Getting Started
About DASH



Getting Started

Using this Document

This document is an outcome of the policy, regulation and process stream of the Digitally Accelerated Standardized Housing (DASH) program. It provides recommendations to facilitate the rapid delivery of rental housing across the Metro Vancouver region.

Who is This Document For?



Local Governments

council member, mayor, staff etc.

who wish to simplify and expedite approvals for six-storey rental housing in their jurisdiction.



Manufacturers

prefabricated panel manufacturers

who wish to standardize and simplify building elements to achieve efficiencies of scale across their product line.



Development Community

non-profit and private developers

who wish to use standardized design approaches to achieve efficiencies of scale, lower the cost and speed the construction of six-storey rental housing.

The Need for Purpose-Built Rental Housing

With less than 10,000 new purpose-built rental units built between 2011 and 2021, compared with about 87,000 new renter households, the uptick in purpose-built rental housing has not kept pace with the growth in new renters. In 2011, there was one unit of purpose-built rental housing for every 2.85 renter households in Metro Vancouver. By 2021, despite an increase in purpose-built rental construction, this ratio had increased to only one purpose-built rental for every 3.67 renter households in the region.¹

Increasing the supply of purpose-built rental housing is a fundamental strategy in fostering greater housing diversity and affordability. By building more purpose-built rental housing, communities can offer a greater variety of housing options that cater to different preferences. This includes different sizes, locations, features, and levels of affordability.

This form of housing can be either market or below-market and represents the bulk of the current affordable and attainable housing supply within Metro Vancouver. It is a central element in nearly every housing strategy adopted by local governments in the region.

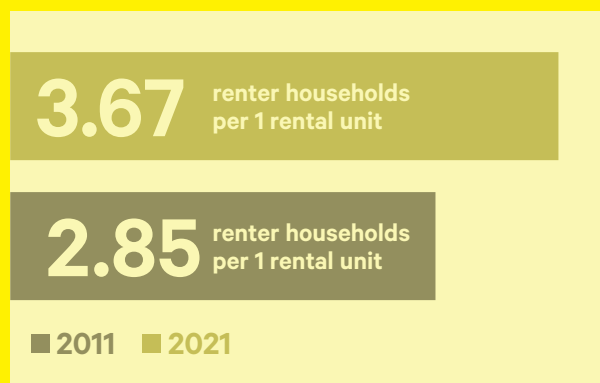


Figure 1: Number of renter households per one unit of purpose-built rental housing between 2011 and 2021.

1. Metro Vancouver. (2023) Metro Vancouver Housing Data Book.

About DASH

DASH was initiated by Metro Vancouver and the Province of British Columbia to streamline multi-family rental housing delivery through standardization and modern construction methods.

DASH has two main streams:

- 1 explore standardized regulatory approaches.
- 2 develop vetted reference designs for six-storey rental buildings.

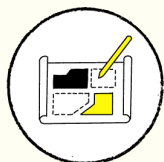
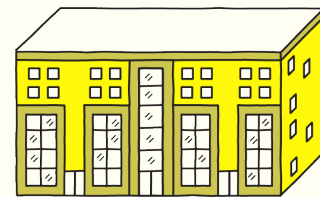
These streams work in tandem to speed design, approval and construction, while carefully balancing trade-offs between building cost, quality and complexity. This linked nature is important to emphasize. Improvements to the regulatory approach are a key prerequisite for streamlined design and construction methods and have the potential to provide a significant time and cost incentive to building this form of housing.

The regulation stream of DASH is made possible through the collaboration of 11 participating member jurisdictions who have signed on as local government champions to co-create the elements of the standard regulation:

- Bowen Island Municipality
- City of Burnaby
- City of Delta
- City of Langley
- City of Maple Ridge
- City of New Westminister
- District of North Vancouver
- City of Richmond
- City of Surrey
- City of Vancouver
- City of White Rock

The DASH Program

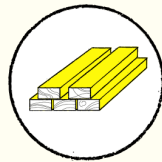
From this  To this



Expensive & time consuming rezoning.



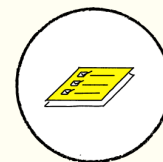
Inconsistent regulation in the Lower Mainland market.



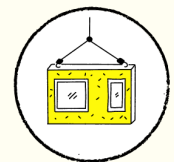
Incompatible with off-site construction.



Streamlined approvals.



Consistent regulation in the Lower Mainland market.



Supportive of off-site construction and prefabrication.

Stream One: Standardized Regulation

The aim of stream one is to develop a standardized regulatory approach for six-storey rental buildings that local governments can readily adopt and that is supportive of the reference building designs optimized for off-site manufacturing.

Why Standardize Regulation?

Metro 2050, the regional growth strategy, highlights the need to increase the supply of purpose-built rental housing as a key component of providing more diverse and affordable housing choices across the region.

Supply not keeping pace with demand

Purpose-built rental housing hasn't met demand in Metro Vancouver. Over 70% of purpose-built rental units were constructed before 1980, and from 2011 to 2021, only 10,000 new rental units were added compared to 87,000 new rental households.¹

Speed up approval and construction timelines

Current approvals timelines across Metro Vancouver slow the delivery of purpose-built rental housing. The current average project delivery time is approximately 4.5 years, with 2-2.5 years in municipal approvals. A standardized regional regulatory approach could streamline and clarify this process, making it easier and faster to deliver six-storey rental buildings.

Make it possible to address the skilled trades labour gap with off-site construction

We are facing a shortage of skilled tradespeople. By 2028, 700,000 trades workers in Canada are expected to retire, and there aren't enough apprentices to replace them.² Off-site construction improves efficiency through controlled environments and streamlined tasks, but varying building standards across jurisdictions hinder scalable production. Standard regulations can enhance the viability of off-site construction methods and through production efficiencies, help to fill the labour gap.



Growth of the rental supply in Metro Vancouver has been limited for much of the past three decades. **Over 70% of the units in the primary rental market in the region were built before 1980.**¹

1. Metro Vancouver. (2023) Metro Vancouver Housing Data Book.
2. Desjardins Group. (2023) Global Housing Supply Success Stories: A How-To for Boosting Home Construction in Canada.

Delivering Six-storey Rental Buildings in Metro Vancouver

Six-storey rental buildings are recognized as a critical piece in the housing continuum and key to meeting the housing needs of current and future residents in an affordable manner. The building form maximizes the amount of density provided by wood-frame construction, reducing per-unit building costs when compared to higher-forms of mid-rise that require concrete construction. Six-storey wood frame construction also tends towards simpler architectural form and massing outcomes that more easily support standardization and more straightforward assessment against relevant regulations, guidelines and codes. Six-storey buildings are supported across urban and suburban areas, as indicated in Official Community Plans (OCPs) in various land use designations such as transitional areas, corridors, mixed-use zones, towns, and village centers throughout the region.

Given the specific benefits of this housing form, the six-storey building offers an apt pilot for assessing opportunities to streamline the regulatory process to expedite the delivery of new rental housing. Through review and engagement, Metro Vancouver and the consultant team have highlighted four regulation-based challenges and four regulation-based opportunities to deliver purpose-built six-storey rental buildings.

Challenges

Unique rules for each jurisdiction

Local governments each have their own provisions and definitions for common building bulk regulations such as height, setbacks and density. In addition, the application of site-specific guidelines further complicate the development of these housing forms.

Rules frequently require site-specific considerations and exceptions

Few jurisdictions have zoned sites that currently for allow six-storey, rental-only development, triggering a site-specific rezoning process and extending approval timelines.

Rules are difficult to find

Finding the correct zone and its subsequent provisions is often an arduous process, involving referencing multiple subsections within a PDF document. This process is not user-friendly and is difficult to verify. Consequently, applicants may misinterpret provisions or rely on local government staff support for interpretation.

Rules are difficult to interpret

Zoning provisions often include caveats or exceptions, adding complexity and requiring significant time for local government staff to assess and advise applicants on compliance. Establishing consistent and clear development standards will clarify expectations for both staff and applicants.

Opportunities

Enable economies of scale

Uniformity in building requirements in a region allows for efficient, bulk production of components. This reduces design complexity and costs for traditional construction and makes off-site methods more viable and cost-effective.

Objective standards

Objective design standards reduce misinterpretation by providing clear, measurable criteria, ensuring consistent application and minimizing ambiguity among stakeholders. This clarity helps prevent conflicting interpretations and streamlines the planning process.

Machine-readable rules

Machine-readable regulation speeds up permitting by enabling electronic compliance checks and reducing manual review. It streamlines approvals, integrates with digital tools, and improves accuracy, making zoning information more efficient and accessible to developers and the public.

Pre-zoned sites

By reducing risks and financing costs, predictability makes areas more attractive for investment in rental housing. Combined with other streamlined approval steps, local governments can offer a simplified path to construction, while making staff time and resources more available for planning and processing applications for more complex developments.

Current Zoning Practices

In addition to variance in zoning bylaw provisions, jurisdictions provide different definitions and measurements for heights and densities and there is a wide range of provisions related to lot requirements.

Additional unstated interpretations of existing bylaws and application of site-specific guidelines also provide a level of complexity to the development of these housing forms and may limit the opportunity for pre-approved designs.

While these rules respond to the unique site, character and political contexts of each jurisdiction, they add complexity to the approvals process and limit the opportunity for standardization in the design and construction process.

COMPARATIVE MATRIX FOR ZONING OF 6-STOREY BUILDINGS IN METRO VANCOUVER PILOT JURISDICTIONS (February 2024)

	City of Burnaby	City of Delta	City of Langley	City of Maple Ridge	City of New Westminster	District of North Vancouver	City of Richmond	City of Surrey	City of Vancouver	City of White Rock	Range	Average
FSR	2.8	3	2.75	2.5	3.9	2.5	2.28	2.5	2.60	2	2-3.9	2.7
Minimum Lot Width (m)	37		30	30			40	30	40	18	18-40 m	32.1 m
Minimum Lot Size (m²)	1,670		1,859	1,300			2,400	2,000	855	742	742-2400 m ²	1545.3 m ²
Maximum Lot Coverage (%)			35		40		60	33	50	45	35-60 %	43.8 %
Maximum Building Height (storeys)	6	6	6	6			6				6.0 m	6.0 m
Maximum Building Height (m)				22			25		21.3	23	21.3-25 m	22.8 m
Front Setbacks (m)	4.57	7.5	4.5	7.5	7.62		3	7.5	3.7	6	3-7.5 m	5.8 m
Interior Side Yard Setback (m)	4.57	7.5	7.5	7.5	2.44		1.5	7.5	3	6	1.5-7.5 m	5.3 m
Minimum Exterior Side Yard Setback (m)	4.57	7.5	4.5	7.5	2.44		3	7.5	3	6	2.44-7.5 m	5.1 m
Minimum Rear Setback (m)	4.57	7.5	4.5	7.5	7.62		1.5	7.5	6.1	6	1.5-7.5 m	6.0 m

Bowen Island was excluded due to the lack of baseline zoning regulations for six-storey buildings. This chart reflects baseline zones. Additional varied specific conditions apply in some cases.

Stream Two: Reference Design

The Reference Design work is led by a multi-agency team, including Metro Vancouver and BC Housing. The end-product will form a submission as a finalist in the Canada Mortgage and Housing Corporation's Level Up Housing Supply Challenge (Level-Up). Level Up's goal is to scale system-level solutions using digital processes to expedite concept planning, building design, and permitting while developing supply chains for off-site building components.. Successful solutions will lead to quicker development, reduced costs and permanent improvements in Canada's housing delivery process.

The goal of the Reference Design is to reduce the time to develop a six-storey light wood-framed housing project by at least 30% from land acquisition to occupancy. It aims to do so by standardizing the development process by:

- Utilizing Building Information Management (BIM) from design to handover;
- Use *planning configurators* for planning pre-approval and prefabrication (off-site construction) optimization; and,
- Aligning with the recommendations set forth in this document as part of the standard regulation stream.



What is a Planning Configurator?

The term planning configurator describes software that uses artificial intelligence to automatically produce several building massing options permitted by the zoning bylaws and development permit guidelines within a jurisdiction.



Figure 2: Artistic rendering depicting a possible outcome of the reference design stream.

Graphic produced by Iredale Architecture.

Reference Design Concept

The Reference Design utilizes pre-vetted, standardized layouts within a BIM template. The design makes use of Design Modules and Unit Blocks that form a "kit of parts". They include unit layouts, structural system, mechanical and engineering systems and certain exterior/interior fit-out elements to support the rapid design, prefabrication and construction of rental buildings.

Key features of BIM Design Modules

- Code compliant.
- "Open-source", shared freely for adoption by others.
- Can be mixed and matched to build Unit Blocks.
- Include service rooms with standardized systems design.

Key features of BIM Unit Blocks

- Combined with Connector Blocks (containing elevators, services etc.) and End Blocks at each level to form typical levels.
- Blocks are vertically stacked for efficiency, and assembled into buildings as vertical "slices."

Putting them all together in the BIM Kit of Parts

- The Reference Design Kit of Parts can be assembled for different building sizes, forms and unit mixes.
- Reference Design aims to standardize 80% of building design, allowing for 20% site-specific design (i.e. foundations, civil, etc.)
- The Kit of Parts leverages BIM to ensure planning compliance, accelerate design, and facilitate early, efficient fabrication and construction coordination.
- Standard "tool box" of architectural, structural, mechanical and electrical elements, including wall types, bathroom pods, modular millwork, fixtures, equipment, etc. reduces variability and takes advantage of economies of scale.

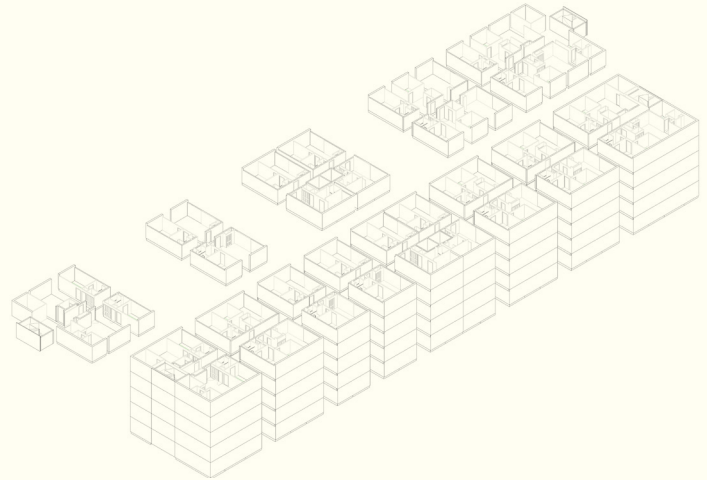


Figure 3: BIM Design Modules (top row) and Unit Blocks (bottom row). The Design Modules and Unit Blocks can be combined and rearranged as a Kit of Parts.

Graphic produced by Iredale Architecture.

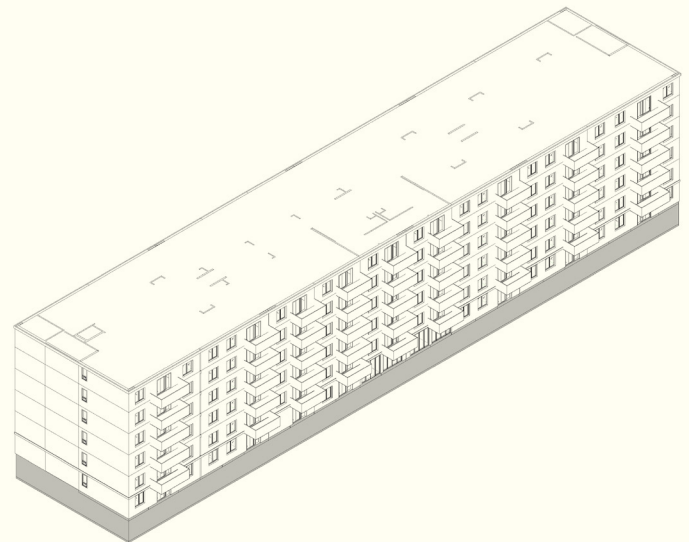


Figure 4: Combined with Connector Blocks, the Unit Blocks can form many different building typologies.

Graphic produced by Iredale Architecture.



Section Two

Recommendations

Approach

Implementation Pathways

Next Steps

Approach

This section outlines a proposed approach for creating regulations that govern building scale, form, and character. The recommendations were formulated based on a review of precedents and the project objectives.

Objectives

1. Balance principles of neighbourliness with development viability.
2. Keep the associated design standards clear, technical, and simple so that they're easy to interpret.
3. Facilitate off-site construction, including prefabricated panelized building elements.
4. Enable electronic compliance checks in design and approvals processes.

To meet the objectives, the proposed values for building bulk and design standards aim to make **interpretation** easier and facilitate electronic compliance checks for development applications. They strive for clarity and objectivity, while also balancing the need for flexibility in design outcomes to improve **livability** and **feasibility** of six-storey rental building projects. Further, they challenge typical regulation for articulation to support the viability of **off-site** construction. The criteria have been labeled with the following tags:

Interpretation

Off-site

Livability

Feasibility

Regulating Building Bulk

The following seeks to streamline the regional approach to governing overall building bulk through the use of maximum height, minimum setbacks and maximum unit depth values. Notably, it does not contain FAR/FSR and lot coverage, opting instead for a simplified approach.

Omit Floor Area/Space Ratio

Interpretation

Feasibility

Proposed Value: N/A

In most Metro Vancouver member jurisdictions, Floor Area Ratio (FAR) or Floor Space Ratio (FSR) is defined in an Official Community Plan (OCP) or Official Development Plan (ODP) in the case of Vancouver, to communicate the anticipated building mass envisioned within a land use designation to the development community and public at large. FAR/FSR has been traditionally used as a negotiating tool between a jurisdiction and a development applicant whereby a development applicant may be permitted to build to a higher FAR/FSR in exchange for providing community amenity contributions (CACs) or community benefits. The FAR/FSR contained within the OCP/ODP may be larger or smaller than the building area set out in a zoning bylaw through maximum height, setbacks, lot coverage and other parameters or site conditions that influence building bulk. In these instances, FAR/FSR, no longer an accurate predictor of building mass, becomes a negotiating tool for a jurisdiction in discussions around community amenities and benefits.

In 2024, new regulations for amenity cost charges (ACCs) came into effect that limit the powers of density bonusing as it relates to collecting funds for amenities.

Regulating Building Bulk Without FAR/FSR

A six-storey rental zone is expected to be applied where an Official Community Plan offers a land use designation that would enable six-storey rental housing. The recommendation proposes using setbacks and a maximum building height to regulate the interface with adjacent buildings, maximum unit depth to regulate the livability of units and, by proxy, the overall size of a building, and amenity and landscaping requirements to support biodiversity and stormwater permeability.

Negotiating Community Amenities Without FAR/FSR

In most Metro Vancouver markets, land values associated with six-storey rental housing do not typically generate land lifts sufficient to provide amenity contributions and as such, this form of housing is often excluded from density bonus bylaws and policies.

Further, as part of determining the ACC charge amounts, local governments must consider whether the charges would deter development or discourage construction of reasonably priced housing (as per s.570.7(5) of the LGA and s.523K(5) of the *Vancouver Charter*).

It is the recommendation of this report that ACCs not be applied on this type of housing as a way to support more and wider provision of this housing form which forms a backbone of housing strategies in more Lower Mainland municipalities.

If densities are required to support future bonusing policies or infrastructure planning, this form of development can easily support this form of calculation without use of FSR/FAR via height thresholds or realized GFA.

Regulate Building Height Through Number of Storeys

Interpretation

Feasibility

Proposed Value: 6-storeys

Each jurisdiction regulates maximum height through a different value and definition, often with complicated calculations required. To simplify interpretation, this report recommends regulating building height through number of storeys. This will clarify requirements for lay-audiences and professionals alike.

In this scenario, all storeys within a building count towards the storey limit (including mezzanines), with exceptions for underground parkades, mechanical penthouses, elevator overruns, the roof and rooftop access.

The building should not exceed the storey limit when measured at any vertical section along the width of the building. This methodology allows for terraced forms. It also simplifies height measurements by not needing to reference finished grade or natural grade. Finished or natural grade would only be relevant for determining if a parkade level is considered underground.

The assumption is that it's extremely rare that an applicant would build more than 2.7 m (9 ft.) ceilings, particularly for a 6-storey rental building.

Use Unit Depth to Regulate Building Depth

Livability

Proposed Value: 9.6 m (32 ft.) for single aspect units; 14.0 m (46 ft.) for dual aspect units.

Building depth is regulated to provide appropriate daylighting and ventilation of dwelling unit, manage urban character and maintain open space.

Instead, this regulation uses unit depth as an indicator of performance. Unit depth regulation offers greater flexibility for the building form. The proposed value was determined through referencing the City of Auckland’s Apartment Design Guide (2018) and the City of Vancouver’s Residential Rental Districts Schedules Design Guidelines (2024). The City of Auckland recommends a maximum unit depth of 8 m (26 ft.) for optimal daylight access. The City of Vancouver recommends a deeper unit depth noting that some rooms require less daylight access than others. To assess the proper unit depth, Vancouver uses a performance measure relative to ceiling height. The measure proposed applies the “rule of thumb” for maximum unit depth which is the height of the ceiling multiplied by four. Assuming a standard ceiling height of 2.4 m (8 ft.), the proposed maximum unit depth value is 9.6 m (32 ft.) for single aspect units.

Because required hallway widths are determined by the building code and represent unleaseable area, the building width is inherently limited by market dynamics.

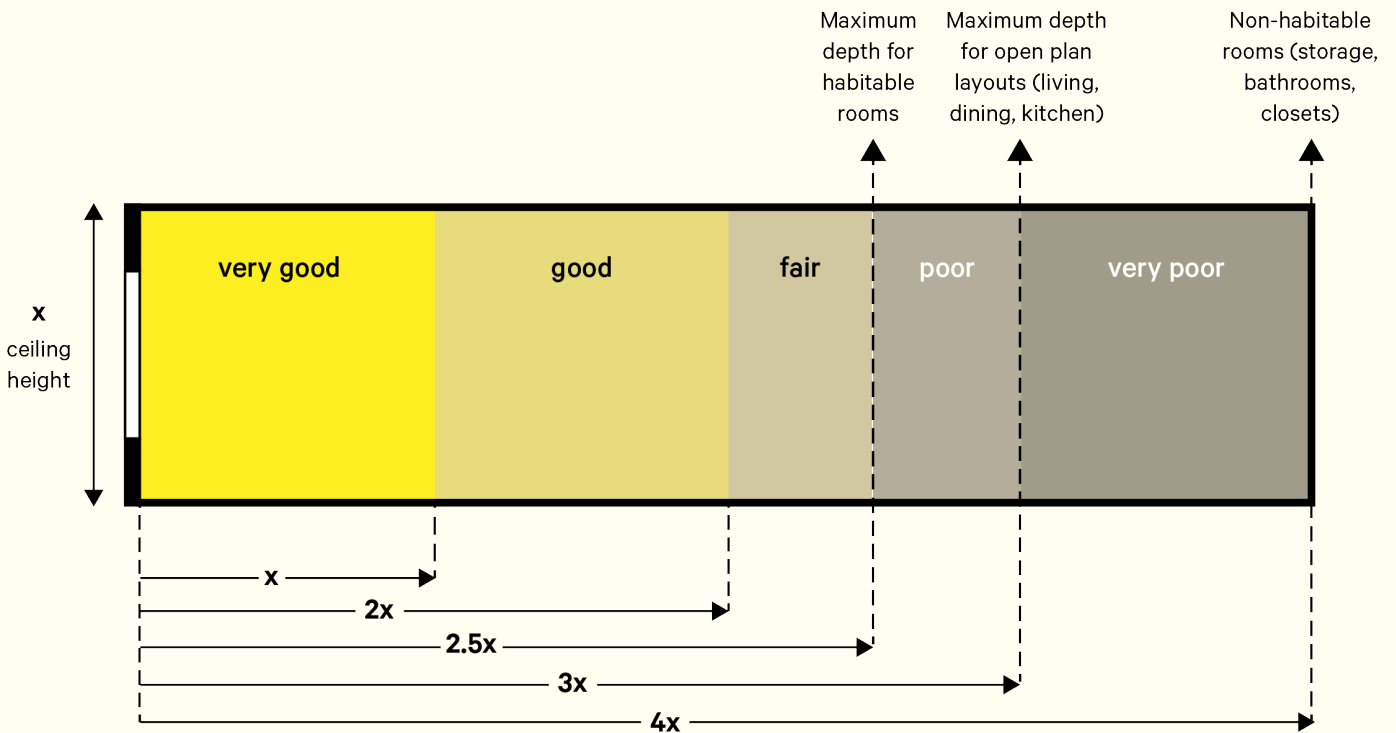


Figure 5: Unit depth performance relative to ceiling height. Figure adapted from the City of Vancouver’s Residential Rental Districts Schedules Design Guidelines (Amended April 23, 2024)

Standardize and Reduce Setbacks Where Appropriate

Interpretation

Feasibility

Proposed Values:

Front yard	3.0-6.0 m (10-20 ft.) <i>This value may be reduced further in mixed-use areas.</i>
Side yard	Interior: 1.5-6 m (5-20 ft.) Exterior: 2.4-4.75m (8-15 ft.) <i>These values may be reduced further in mixed-use areas</i>
Rear yard	4.5-6.1 m (15-20 ft.)

Setbacks influence:

- Admittance of sunlight and daylight;
- Extent and quality of outlook;
- Visual and acoustic privacy;
- Walkability;
- Fire safety; and,
- Support for landscape planting, especially trees.

Historically, front yard setbacks intended to create a consistent street wall with existing conditions, regardless of whether a new development was a detached home or a denser structure. Today’s context of limited and expensive land requires a more efficient use of space. Setbacks should be determined by their ability to provide adequate privacy, daylight, and support viable development. Building codes regulate fire safety. By reducing setbacks, we can enhance the viability of development, particularly for courtyard-style buildings.

The range of values is included in the recommendation table are intended to account for the varying urban conditions in the region. The values represent the lowest value present in the region, and the median value present in the region.

Omit Minimum Lot Size

Interpretation

Feasibility

Proposed Value: N/A

Minimum lot sizes help maintain uniformity in neighborhood development. When paired with maximum lot coverage rules, they ensure predictable amounts of private open space, even as density increases. However, typical minimums require

multiple lots to be purchased and assembled, an increasingly costly endeavor.

Removing minimum lot size requirements allows for development on smaller lots, leading to a more fine-grained neighborhood and reducing the capital needed for new projects. This opens up opportunities for a broader range of participants in housing development, including non-profit organizations. With updates to the BC Building Code allowing single-exit stair buildings up to six stories, smaller projects have become more feasible.

With this rule omitted, projects that were market-viable but prohibited due to minimum lot size regulation can now be brought to life.

Omit Maximum Lot Coverage

Interpretation

Feasibility

Proposed Value: N/A

Lot coverage limits are traditionally used to control building density and preserve open space for stormwater absorption. However, different urban conditions create different expectations for appropriate lot coverage. For example, a site surrounded by early 20st century apartment buildings, which were constructed to their lot lines, has different coverage expectations than a site in a neighborhood of single-family homes. Similarly, expectations differ in areas with existing apartment buildings built in the mid-late 20th century.

Instead of tailoring lot coverage standards to each unique context or jurisdiction, this report suggests omitting maximum lot coverage limits altogether. Instead, regulation could focus on setbacks, building depth, and requirements for landscaping, common amenities, and tree planting, retention and replacement to guide appropriate lot coverage. This approach may enhance neighborhood walkability and offer more design flexibility.

Setbacks, in conjunction with maximum height limits, define the overall buildable area on a parcel of land. However, if a building’s footprint covers the remaining area after setbacks are accounted for, it could raise concerns regarding daylight access and ventilation for the resultant apartment units.

The combination of maximum height, minimum setbacks, maximum unit depth, and design standards requiring common amenity areas, produces a streamlined and performance-based metric for regulating building bulk.

Summary of Recommended Values

PROVISION	VALUE
Building height	
Maximum <i>building height</i> .	6-storeys
Dwelling unit depth	
Maximum depth for single aspect <i>dwelling units</i> .	9.6 m (32 ft.)
Maximum unit depth for dual aspect <i>dwelling units</i> .	14 m (46 ft.)
Setbacks	
Front Yard	
Minimum setback. <i>This value may be reduced further in mixed-use areas.</i>	3.0-6.0 m (10-20 ft.)
Side Yard (Interior)	
Minimum setback (interior). <i>These values may be reduced further in mixed-use areas</i>	Interior: 1.5-6 m (5-20 ft.)
Side Yard (Exterior)	
Minimum side yard setback (exterior). <i>These values may be reduced further in mixed-use areas</i>	Exterior: 2.4-4.75m (8-15 ft.)
Rear Yard	
Minimum rear yard setback.	4.5-6.1 m (15-20 ft.)

Design Standards

Whereas design guidelines require interpretation and discretion, design standards are measurable, verifiable, and knowable. Objectivity is required to offload discretionary reviews to electronic compliance checks and in doing so, speed the regulatory review process. Here, we describe design standards to streamline in form and character development permit area guidelines.

Design Guideline	Design Standard
Example: Incorporate frequent entrances along commercial frontages to create visual interest and support pedestrian activity.	Example: Locate entrances along commercial frontages no more than 7 metres apart.
<i>This requires a discretionary review and determination as to what "frequent entrances" means.</i>	<i>This is measurable, verifiable, knowable and involves no personal or subjective judgement.</i>

Figure 6: Design standards compared to design guidelines which introduce subjectivity and can increase the time that it takes for a development applicant to achieve desired design outcomes.

Articulation

- Interpretation
- Feasibility
- Off-site

Proposed Value: Articulate buildings through vertical breaks that vary the facade depth where building frontages are greater than 50.0 m (164 ft.).

Articulation requirements often mandate design features like offsets, recesses, projections, changes in material, or other aesthetic details to avoid large, flat, and monotonous exterior walls, and mitigate shadows. While the intent is to enhance the visual appeal and character of a neighborhood, these regulations can present significant challenges for off-site (prefabricated or modular) construction.

Off-site construction thrives on standardization, where components or modules are manufactured in controlled factory environments and assembled on-site. This process reduces costs and increases efficiency. However, articulation requirements often demand unique, site-specific designs, which force customization. Customizing panels to meet varying facade designs, offsets, or material changes increases the complexity of manufacturing, reducing the economies of scale that make off-site construction competitive.

This challenge is particularly prevalent in buildings with significant step-back requirements, leading to a "layered cake" design. When floor plates, including mechanical systems, structural components, and floor plan layouts, cannot be standardized across floors, off-site construction becomes less viable. Higher levels of customization undermines the time and labor efficiencies typically associated with off-site construction.

Exterior Cladding

- Interpretation
- Off-site

Proposed Value: Buildings should use materials aligned with CSA S478, selected for their permanence, durability and energy efficiency. Specific materials may be excluded (e.g. vinyl siding, hardie board).

Design guidelines typically include requirements for high-quality exterior cladding. By tying to a standard, this requirement is more objective.

Uncertainty on permitted materials and differing regulation for permitted materials across jurisdictions presents a barrier to scaled production of building components.

Combined Private and Common Amenity Areas

Interpretation

Feasibility

Proposed Values:

Amenity space should be provided at a rate of 10.5 m ² (113 ft ²) per dwelling unit up to 557 m ² (5996 ft ²);
Common amenity area should be provided at a minimum of 50 m ² (538 ft ²) with no dimension less than 6.0 m (20 ft.).
Common amenity area should not be locate in a required setback and should be accessible from all dwelling units.
Indoor common amenity spaces may only be provided to satisfy the amenity space requirement as part of a development - which may include multiple buildings - with 100 or more units.
A maximum of 10.0 percent of the required amenity space may be provided as indoor common amenity space.
Outdoor common amenity space must provide a balcony, deck or patio, and at least one of the following as permanent features: (1) a barbeque; or (b) seating; or (c) play space.
When the private amenity space provided is 6.0 m ² or less per dwelling unit, that specific area will be included to satisfy the required amenity areas.

This proposed amenity areas provision references a draft report completed by WSP for the City of Brampton's Comprehensive Zoning By-law Review in 2018 entitled Technical Paper #5 Amenity Areas and Density Bonusing and the City of Calgary's Zoning Bylaw (2007).

The City of Brampton report recommends a standard between 6.0 m² and 10.0 m² per unit for communal amenity area space, with a minimum of one area consisting of 50.0 m² with no dimension less than 6.0 square metres. This recommendation excludes private space. The consultants recommend private space could be included within the standard, provided the standard is increased to 15 m² per unit with a minimum of 50% of the space allocated for communal space.

The City of Calgary uses a combined approach for regulating the provision of amenity areas, setting limitations for the amount of private and indoor amenity area that will satisfy the requirement. They also specify requirements for the form and location of outdoor amenity spaces, including minimum usable sizes.

This recommended minimum amenity area requirement is 10.5 m² (113 ft²) per dwelling unit. The minimum area is inclusive of private amenity, indoor common amenity and outdoor common amenity areas, with some limitations for the contribution of indoor and private amenities towards satisfying the minimum requirement. The minimum area adopts the City of Brampton minimum of 6.0 m² (65 ft²) and adds 4.5 m² (48 ft²) which is a typical dimension for usable private outdoor space. This report recommends that the a maximum of 6.0 m² (65 ft²) of private amenity space per unit be calculated towards the amenity area requirement. While lower than the City of Brampton recommended minimum, this requirement is more reflective of what is currently developed in the Metro Vancouver region.

Indoor and outdoor amenities both contribute to livability and social connection. However, the appropriate ratio of each may differ depending on the amenities present within the neighbourhood context of the proposed building. Accordingly, the recommendation sets a minimum standard, while allowing the market to evaluate the appropriate mix of indoor and outdoor amenity spaces.

For example, despite imposing a construction cost on a project, during engagement with municipal staff in the Metro Vancouver region, we heard that private balconies and patios are often provided by developers regardless of whether they are required because they are highly marketable to end users.

Usable Private Amenity Area

Livability

Proposed Value: Where provided, usable private amenity areas in the form of balconies or patios should have a minimum floor depth of 1.5 m (5 ft.) and minimum floor area of 4.5 m² (48 ft²).

Balconies and patios require a minimum depth dimension in order to be usable. This dimension offers a usable space for a table and chairs.

Juliette balconies, or other smaller balcony forms, are still possible, but would not count toward the amenity provision calculation.

Storage

Livability

Proposed Value: *General Storage shall be provided at a rate of 2.3 m² (25 ft²) for each dwelling unit. General storage may be provided in-suite or in a secure storage space elsewhere in the building. General storage spaces should have a full floor-to-ceiling height (min. 2.1 m (7 ft.)) and a minimum clear horizontal dimension of 1.2 m (3 ft.) in all directions.*

The minimum general storage requirement was developed based on minimum requirements set out in the BC Housing Design Guide and Construction Standards but does not distinguish a requirement for in-unit or out-of-unit storage. In some instances, households may prefer storage to be provided in-unit, for example if a household wishes to store crafting supplies. In other instances, households may prefer for the storage to be provided elsewhere, for example if the household wishes to store camping equipment that will often be loaded into a vehicle. Therefore, the regulation leaves the ratio of required in-unit vs out-of-unit storage to market demand.

The required minimum dimensions are taken from the City of Vancouver's Bulk Storage and In-suite Storage – Multiple Dwelling Residential Developments Bulletin (2022). The dimensions offer adequate space for households to store up to two bikes within the required storage space, offering a storage option for those with high-value bikes or other large items that may be at risk of theft in a communal storage space.

Priority Design Standards

Putting it all together.

This report recommends that local variations to the proposed design standards to be minimal in order to support regional standardization. Where variation occurs it should be in response to specific local requirements such as steep slopes, flood-construction levels or other highly specific hydrological or geotechnical considerations. Variations should be:

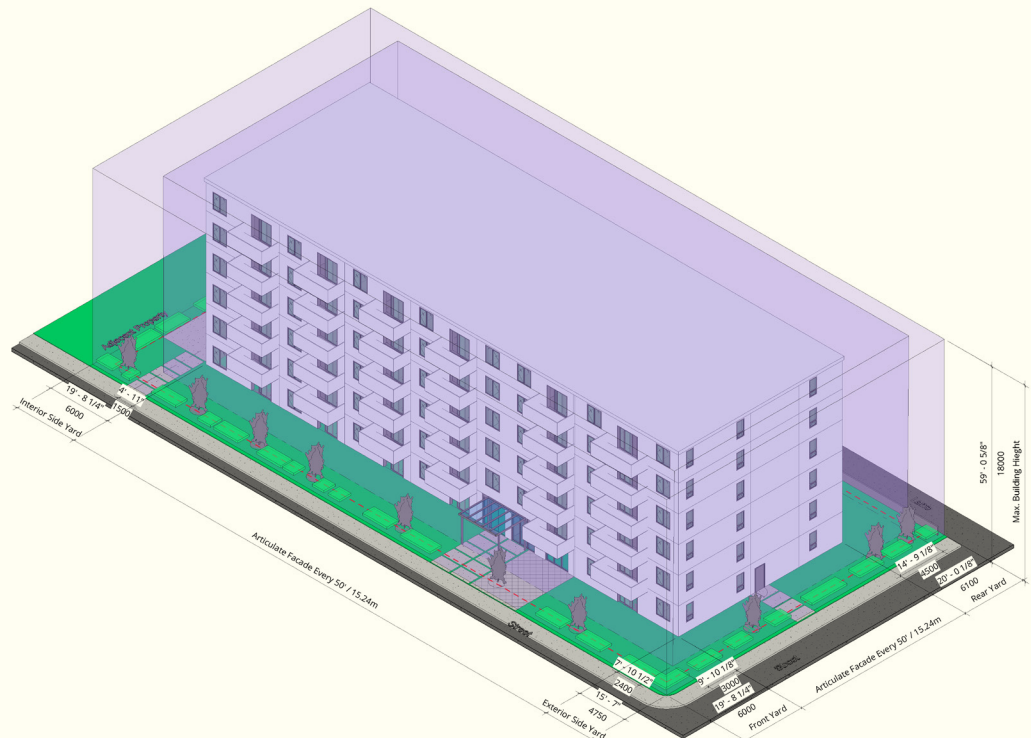
- Quantifiable (i.e. not open to interpretation)
- Limit barriers to scaling production of components
- Be carefully considered for feasibility (ex. impact on off-site construction methods, ease of interpretation)

DS.	CRITERIA
1.	Access
A	Pedestrian pathway. Connect the main building entrance to the public street with a minimum 1.8 m (6 ft.) wide pedestrian pathway.
2.	Landscaping
A	Location of trees. Set back trees 1.2 m (4 ft.) from the property line.
B	Landscaping in the street-facing setback. Define the street edge through landscaping with layers of planting, low walls, hedges, or changes in grade along the property. Large evergreen hedging along the street is not permitted.
C	Landscape material. Landscape plans and designs shall be prepared by a registered BC Landscape Architect in accordance with, or exceeding, BCNTA/ BCSLA standards.
D	Landscaping in outdoor common amenity areas. A minimum of 30% of at-grade outdoor common amenity areas should be permeable landscaping.
3.	Articulation
A	Vertical breaks. Articulate buildings through vertical breaks that vary the facade plane where building frontages are greater than 50.0 m (164 ft.).
4.	Exterior cladding materials
A	Exterior materials. Buildings should use materials aligned with CSA S478, selected for their permanence, durability and energy efficiency.

5. Amenity areas	
A.	Provision of amenity areas. Private amenity areas, indoor common amenity areas and/or outdoor common amenity areas shall be provided per dwelling unit at a combined rate of:
i	10.5 m ² (113 ft ²) per dwelling unit up to 557 m ² (5996 ft ²);
ii	One common amenity area should be at minimum 50 m ² (538 ft ²) with no dimension less than 6 m (20 ft.)
	Common amenity area should not be locate in a required setback and should be accessible from all dwelling units.
	Indoor common amenity spaces may only be provided to satisfy the amenity space requirement as part of a development - which may include multiple buildings - with 100 or more units.
	A maximum of 10.0 percent of the required amenity space may be provided as indoor common amenity space.
	Outdoor common amenity space must provide a balcony, deck or patio, and at least one of the following as permanent features: (1) a barbeque; or (b) seating.
B	Usable private amenity area. Where provided, usable private amenity areas in the form of balconies or patios should have a minimum floor depth of 1.5 m (5 ft.) and minimum floor area of 4.5 m ² (48 ft ²).
C	Projection. Balconies or other permanent building elements should not encroach into the public right of way.

Figure 7: The recommended setback creates an overall buildable envelope. Maximum unit depth and the amenity space requirements limit the buildable area.

Graphic produced by Iredale Architecture.



Implementation Pathways

Harmonizing and simplifying regulations will offer clarity to the marketplace and support off-site construction, however the impact of simplified regulation depends on how and where it's applied and the approval process used to implement it.

This page presents implementation and approvals pathways. In all cases implementation pathways require a review of existing bylaws and DP guidelines and the incorporation of the recommended standards where feasible.

IMPLEMENTATION			
	Supportive of Standardization	Supportive of Expedited Delivery	Trade-offs and Considerations
Create a floating zone with simplified requirements, ready to be applied	⊖	⊗	Trade-off: expedited delivery of rental housing in favour of increased municipal review and discretion.
Prezoning area-wide for rental tenure only	✓	✓	Trade-off: municipal review and discretion in favour of expedited delivery of rental housing. Consideration: land values if applied to areas with land-use designations supportive of 6-storey buildings irrespective of tenure. Consideration: effect of creating rental on broader goals of neighbourhood diversity.
Prezoning for simplified six-storey buildings irrespective of tenure	✓	✓	Trade-off: municipal review and discretion in favour of expedited delivery of rental housing. Trade-off: other incentives required to incentivize rental tenure.

Proposed Approvals Pathway

- 1 **Vet reference design** against typical site conditions.
- 2 **Apply 6-storey rental zone** after modifying or creating an additional zone.
- 3 **Include corresponding DP Area in OCP** with standardized form and character guidelines.
- 4 **Delegate to municipal staff** for expedient review.
- 5 **Accept applications** for combined BP and DP to enable faster construction timelines.
- 6 **Offer Reference Design** an expedited review to incentive adoption.

Next Steps

This report is the beginning of a longer process towards accelerating purpose-built rental housing in Metro Vancouver. We're looking ahead to three next steps.

Facilitate Collaboration Towards a Standard Regulation

Metro Vancouver will continue to facilitate collaboration among municipal staff working on regulatory updates, enabling them to share information and identify opportunities for alignment.

Test for E-compliance and Design Outcomes

The proposed values offer a starting point towards greater standardization in the region's policy environment. As more municipalities adopt electronic compliance checks and the design outcomes become apparent, they may need to be refined further.

Exploring Financial Support for Updating Zoning Bylaws and Design Guidelines

Through CMHC's Level Up program, Metro Vancouver is exploring opportunities to provide support to select municipalities that commit to updating their zoning bylaws and design guidelines in line with the objectives of this report: simplify and standardize regulation, support machine-readability, and enable off-site construction.

Promote Process Changes to Expedite Delivery of Rental Housing

Approval processes will be critical in achieving the goals of this initiative. The bylaw and design recommendations outlined here are designed to support the pre-zoning of key sites and establish a streamlined, staff-delegated development permit process, that combines development permit and building permit. This will provide landowners and applicants with greater certainty regarding processing times.

This proposed streamlined process is particularly advantageous for off-site construction projects, where faster approval times are essential for prefabrication. By ensuring that all regulatory aspects are reviewed together, it minimizes delays caused by multiple reviews and coordination issues, which can otherwise undermine the benefits of prefabrication. It also helps align design and construction standards from the outset, reducing discrepancies between on-site and off-site components.

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To: Regional Planning Committee

From: Sandy Young, Senior Engagement Specialist, External Relations
Marina Jozipovic, Senior Planner, Regional Planning and Housing Services

Date: March 5, 2025 Meeting Date: April 3, 2025

Subject: **Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal – Engagement Approach**

RECOMMENDATION

That the Regional Planning Committee receive for information the report dated March 5, 2025, titled "Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal – Engagement Approach".

EXECUTIVE SUMMARY

This report outlines the engagement approach to support the development of *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal (Housing 2050)*. The objectives for this engagement are to hear from those who have a role in advancing the region's affordable housing, and to collect input to inform the recommendations in *Housing 2050*. The engagement program will focus on hearing input from member jurisdictions, First Nations, other governments, and organizations working in the affordable housing sector. Engagement is scheduled to occur between January and November 2025 and align with key milestones in the technical work plan. Staff intend to return to the Regional Planning Committee by the end of 2025 with a proposed draft of *Housing 2050*, including a summary of the engagement.

PURPOSE

The purpose of this report is to provide the Regional Planning Committee with an overview of the engagement approach for *Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal*.

BACKGROUND

At its April 5, 2024, meeting, the Regional Planning Committee (Committee) received the scope of work for *Housing 2050* in a report titled, "Regional Affordable Housing Strategy Update (Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal) – Scope of Work" (Reference 1). *Housing 2050* is intended to be an action-oriented roadmap and to support collective advocacy for the implementation of Goal 4 of *Metro 2050*, to provide diverse and affordable housing choices. It is part of the Board-approved Housing Policy and Planning budget and work plan.

OVERVIEW OF ENGAGEMENT APPROACH

Metro Vancouver is committed to engaging with member jurisdictions, First Nations, other governments, and organizations, and incorporating their input and feedback into project decisions. The engagement for *Housing 2050* will focus on hearing from those who have a role in advancing the region's affordable housing. It will provide an opportunity for audiences to provide input into the development of *Housing 2050* and to discuss opportunities for regional alignment,

collaboration, and advocacy around affordable housing. Engagement activities will align with the key milestones of developing *Housing 2050*, including the Housing Needs Report, Affordable Housing Gap Analysis, Housing Policy Alternatives, with advocacy strategies, and the confirmation of *Housing 2050* roadmap actions. This process will leverage Metro Vancouver's role in supporting affordable housing in this region, with an emphasis on regional policy, advocacy, and role as a convener. Engagement will take place from January through November 2025, and an engagement summary report will reflect how the input and feedback received has informed the development of *Housing 2050*.

Engagement Objectives

The engagement objectives for this project are to:

- Reach, involve, and hear from those who have a role in advancing affordable housing in the region;
- Discuss opportunities for regional alignment and collaboration, and hear ideas for actions, to inform *Housing 2050* recommendations; and
- Collect input and feedback, and identify where input from key audiences is reflected in *Housing 2050*.

Audiences

Housing 2050 engagement will focus on reaching, involving, and hearing from those who are likely to comment, be interested, or have a role in advancing affordable housing in the region. Audience categories, with examples, include:

- Member jurisdictions: MVRD Board (Board) and Committee, Regional Planning Advisory Committee (RPAC), and RPAC Housing Subcommittee;
- Local First Nations: qícəy̓ (Katzie First Nation), q̓wɑ:ńłəń (Kwantlen First Nation), k̓wík̓wə́ləm (Kwikwetlem First Nation), máthxwi (Matsqui First Nation), x̓m̓əθk̓wə́y̓əm (Musqueam Indian Band), Semiahmoo First Nation, S̓k̓w̓x̓wú7mesh Úxwumixw (Squamish Nation), scə́wəθəń məsteyəx̓w (Tsawwassen First Nation), sə́lilwə́təł (Tsleil-Waututh Nation), and qiqéy̓t (Qayqayt First Nation);
- Other levels of government and government agencies: Federal Ministry of Housing, Infrastructure, and Communities; Provincial Ministry of Housing and Municipal Affairs, Canada Mortgage and Housing Corporation, BC Housing, TransLink, and health authorities; and
- Advocacy organizations: Union of BC Municipalities, Federation of Canadian Municipalities, Aboriginal Housing Management Association, Co-operative Housing Federation of BC, British Columbia Non-Profit Housing Association, and Urban Development Institute.

Activities

A variety of engagement activities will be offered to appeal to a range of engagement preferences. A sample of these activities include presentations to Board and Committee at key milestones; engagement sessions with staff from member jurisdictions, other governments, and housing sector organizations; one-on-one meetings with First Nations and other organizations, as requested; a joint workshop for member jurisdiction staff and First Nations; and online questionnaires. Staff will also record verbal responses or emailed comments. The engagement opportunities will be

Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal – Engagement Approach

Regional Planning Committee Regular Meeting Date: April 3, 2025

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highlighted to all audiences through an initial correspondence with a supporting project fact sheet. The project team will also provide project updates at key milestones to over 750 subscribers to the Metro Vancouver Regional Planning Bulletin, many of whom have a role or interest in affordable rental housing.

Timeline

The table below reflects the project timeline for *Housing 2050* and identifies key components of the engagement approach in relation to other milestones.

Project Task	Q1 2025	Q2 2025	Q3 2025	Q4 2025
1. Regional Housing Needs Report				
2. Affordable Housing Gap Analysis				
3. Housing Policy Alternatives				
4. Develop <i>Housing 2050</i>				
Engagement	Prepare for engagement; introduce project to audiences	Hear priorities; collect feedback on policy options and advocacy strategies	Confirm policy directions and advocacy strategies for <i>Housing 2050</i>	Report back; prepare to release <i>Housing 2050</i> after Board adoption

ALTERNATIVES

As this is an information report, no alternatives are provided.

FINANCIAL IMPLICATIONS

The engagement program is resourced through project funding allocated to *Housing 2050* under the Board-approved 2025 Housing Policy and Planning budget.

CONCLUSION

In 2025, Metro Vancouver will be engaging member jurisdictions and other audiences involved in advancing affordable housing to identify policy options and advocacy strategies to advance Goal 4 of *Metro 2050*, to provide diverse and affordable housing choices. Engagement activities will be timed around key project milestones and outcomes from each step will inform the *Housing 2050* recommendations. A summary report issued at the end of engagement will describe the participation and how input was applied in developing *Housing 2050*.

REFERENCES

- Hayes, J. (2024). [Regional Affordable Housing Strategy Update \(Housing 2050: A Roadmap to Implement Metro 2050's Housing Goal\) – Scope of Work](#). Commissioned by Metro Vancouver. Burnaby, BC: Metro Vancouver.

To: Regional Planning Committee

From: Jonathan Cote, Deputy General Manager, Regional Planning and Housing
Development, Regional Planning and Housing Services

Date: March 10, 2025 Meeting Date: April 3, 2025

Subject: **Manager's Report**

RECOMMENDATION

That the Regional Planning Committee receive for information the report March 10, 2025, titled "Manager's Report".

REGIONAL PLANNING COMMITTEE 2025 WORK PLAN

The Regional Planning Committee's Work Plan for 2025 is attached to this report (Attachment 1). The status of work program elements is indicated as pending, in progress, or complete. The listing is updated as needed to include new issues that arise, items requested by the committee, and changes to the schedule.

STUDY: BUILDING NEW HOUSING IN HIGH-RISK AREAS COULD COST CANADIANS BILLIONS

As Canada works to meet ambitious housing targets, an estimated 5.8 million new homes must be built by 2030. However, under current policies, many of these homes could be located in high-risk areas vulnerable to climate-related hazards such as flooding and wildfires. A new study from the Canadian Climate Institute (Reference 1) has found that approximately 540,000 new homes built by 2030 could face damage from flooding and wildfires, and a high proportion of this risk is located in British Columbia. In a worst-case scenario, this could result in economic losses of approximately \$2B per year in B.C. alone, with a projected \$1.1B of that as a result of flooding events in the Lower Mainland. This report calls on the urgent need for governments at all levels to enact policy changes to avoid costly and disruptive climate-related disasters in the future.

NEW SEISMIC HAZARD MAPS NOW AVAILABLE FOR WESTERN METRO VANCOUVER REGION

The Metro Vancouver Seismic Microzonation Mapping Project is a multi-year (2017 – 2026) project being led by the Institute for Catastrophic Loss Reduction and the University of Western Ontario. The aim of the project is to generate comprehensive earthquake hazard maps for the Metro Vancouver region that include:

- Earthquake shaking hazard
- Liquefaction susceptibility and potential hazard
- Landslide susceptibility and potential hazard

These maps are now available for the majority of the region, except for the City of Pitt Meadows, the City of Maple Ridge, Langley City, and the Township of Langley (maps for these municipalities are expected to be completed in 2026). This level of mapping provides more comprehensive and updated information on seismic susceptibility and hazard threat, which can support Metro Vancouver and its member jurisdictions to make more informed land use decisions and promote

the development of more resilient communities. For more information and to access the maps, please visit the project website (Reference 2).

ATTACHMENT

1. Regional Planning Committee 2025 Work Plan.

REFERENCES

1. [*Close to Home: How to Build more Housing in a Changing Climate*](#), (2025) The Canadian Climate Institute.
2. [*Metro Vancouver Seismic Microzonation Project*](#), (2017) Metro Vancouver Seismic Microzonation Mapping Project (MVSMMMP).

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**Regional Planning Committee 2025 Work
Plan Report Date: March 10, 2025**

1st Quarter	Status
Measures for Affordable and Diverse Housing Dashboard	Completed
Regional Parking Strategy – Update	Completed
Metro 2050 Climate Policy Enhancement Bylaw	Completed
Housing Databook - Update	In Progress
Metro 2050 – Regional Affordable Rental Housing Target – Baseline Data	Completed
Regional Food Systems Strategy Engagement – Update Report	Completed
Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal – Regional Housing Needs Report	In Progress
Rental Housing Blueprint – Update	In Progress
Regional Growth Strategy Amendments, Regional Context Statements, and Sewerage Area Amendments (as applicable)	Ongoing
2nd Quarter	Status
Regional Green Infrastructure Network Phase 2 - Update Report	Pending
Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal – Affordable Housing Gap Analysis	Pending
Hazard, Risk, Vulnerability Assessment - Options Report	In Progress
Agricultural Awareness Grant Awards	Pending
Housing + Transportation Cost Burden Study Update – Final Report	In Progress
Regional Parking Study – Final Report	In Progress
Best Management Practices for Invasive Species – Update and 3 New Guides	Pending
Regional Growth Strategy Amendments, Regional Context Statements, and Sewerage Area Amendments (as applicable)	Ongoing
3rd Quarter	Status
Metro 2050 – Performance Measures Update	Pending
Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal – Policy Alternatives Discussion Paper	Pending
Regional Projections Update – Population, Housing and Employment	Pending
Industrial Lands Bring to Market Study – Final Report	Pending
Regional Growth Strategy Amendments, Regional Context Statements, and Sewerage Area Amendments (as applicable)	Ongoing
4th Quarter	Status
Hazard, Risk, Vulnerability Assessment – Update	Pending
Urban Centres/FTDA Growth Target Update	Pending
Regional 3D/XR Modeling Platform	Pending
Housing 2050: A Roadmap to Implement Metro 2050’s Housing Goal	Pending
Enhancing Urban Forestry – Scope of Work	Pending
Industrial Lands Inventory - Update	Pending
Agricultural Data Book - Update	Pending
Regional Growth Strategy Amendments, Regional Context Statements, and Sewerage Area Amendments (as applicable)	Ongoing



To: Regional Planning Committee

From: Laurel Cowan, Division Manager, Regional Planning Land Use Policy and Planning

Date: February 14, 2025 Meeting Date: April 3, 2025

Subject: **Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions**

At its February 13, 2025 meeting, the Finance Committee endorsed the attached report titled “Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions”, dated February 5, 2025.

This matter is now before the Regional Planning Committee for information.

ATTACHMENT

1. “Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions”, dated February 5, 2025

To: Finance Committee

From: Laurel Cowan, Division Manager, Regional Planning Land Use Policy and Planning

Date: February 5, 2025 Meeting Date: February 13, 2025

Subject: **Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions**

RECOMMENDATION

That the MVRD Board endorse the scope of work as presented in the report dated February 5, 2025, titled “Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions.”

EXECUTIVE SUMMARY

In January 2025, the Finance Committee and MVRD Board endorsed a scope of work for five related projects to review and update the Metro Vancouver Development Cost Charge (DCC) program (Attachment 1). This report provides further detail on the proposed scope of work for Project 2, to review and update categories and definitions for DCCs, that will feed into Project 3 that will update DCC rate calculations based on new population and dwelling projections and updated capital costs of infrastructure.

Reviewing and updating DCC categories and definitions will help to better reflect current development trends and respond to changes in provincial housing legislation. This is prudent to consider challenging economic times and fiscal realities that could impact our long-range *Metro 2050* goals and objectives. This work will outline options for industry engagement and Board consideration to confirm categories in advance of the financial analysis work to ensure that policy values and priorities are embedded from the start.

PURPOSE

To seek endorsement from the Finance Committee and MVRD Board on the proposed scope to review and update DCC categories and definitions, as part of the larger DCC workplan of five projects to review and update Metro Vancouver’s DCC program.

BACKGROUND

The *Metro Vancouver Board Strategic Plan (2022 – 2026)* prioritizes the need to “regularly update development cost charges (DCCs) following best practices to ensure that growth pays for growth while supporting housing development.” In January 2025, the Finance Committee and MVRD Board endorsed a broader scope of five projects to update the DCC program, including:

1. Consider expanding Metro Vancouver’s affordable housing DCC waiver program to include below market units developed by the private sector where there is a binding commitment to transfer those units to non-profits to operate;

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Development Cost Charge Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions

Finance Committee Regular Meeting Date: February 13, 2025

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2. Update residential and non-residential definitions in Metro Vancouver’s DCC bylaws to ensure that Metro Vancouver’s DCC program accounts for new provincial housing legislation and reflects *Metro 2050* objectives;
3. Update Metro Vancouver’s DCC rate calculations to reflect new population and dwelling projections and updated capital costs of Metro Vancouver infrastructure;
4. Explore coordinated regional economic analysis to assess the impacts of regional and local development fees; and
5. Work with developers, member jurisdictions and the provincial government to explore ways to mitigate the impact of DCCs on residential development, such as extended in-stream protection and the timing of DCC collection (Attachment 1).

Other factors related to the need for Project 2, to explore DCC categories and definitions include:

- The need to consider how provincial housing legislation will impact DCC rates, particularly for single detached lots which can now accommodate significantly more density;
- Direction from the MVRD Board, provincial and federal governments to explore adjustments to the DCC program to ensure it supports the delivery of purpose-built rental housing;
- Engagement with industry, such as the agricultural community, who have expressed concern about the application of non-residential DCC charges to greenhouse development, and a need to consider intensive agricultural development in a different way to ensure fair and feasible charges; and
- The opportunity to improve alignment with *Metro 2050* growth management and housing objectives.

This report further outlines the scope for Project 2 for Committee and Board consideration.

DRIVING FACTORS FOR PROPOSED SCOPE**Provincial Housing Legislation for Single Detached Lots**

In addition to the Board direction to continually review and update the DCC program based on best practices, there have been significant changes to provincial legislation that alter some of the underlying assumptions of Metro Vancouver’s DCC program. Beginning in 2023, the Province introduced new housing legislation. Most relevant for this work is Bill 44, the Small-Scale Multi-Unit Housing (SSMUH) legislation that requires most local governments to update their Zoning Bylaws to permit 3-6 units per lot (depending on lot size and proximity to transit). With potential for much greater residential growth and density in locations where growth was not previously planned, the demand for regional and local infrastructure will increase. Currently, for single-detached homes regional DCCs are charged per lot (e.g., one charge per lot with no additional charges for secondary suites or laneway homes), whereas for townhouse and apartment dwellings regional DCCs are charged per unit. Given that lots previously intended for single detached homes can now be developed at much higher densities, Metro Vancouver needs to revise definitions in its DCC bylaws to collect more uniformly the costs of anticipated infrastructure from all anticipated dwelling types.

Development Cost Charge Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions

Finance Committee Regular Meeting Date: February 13, 2025

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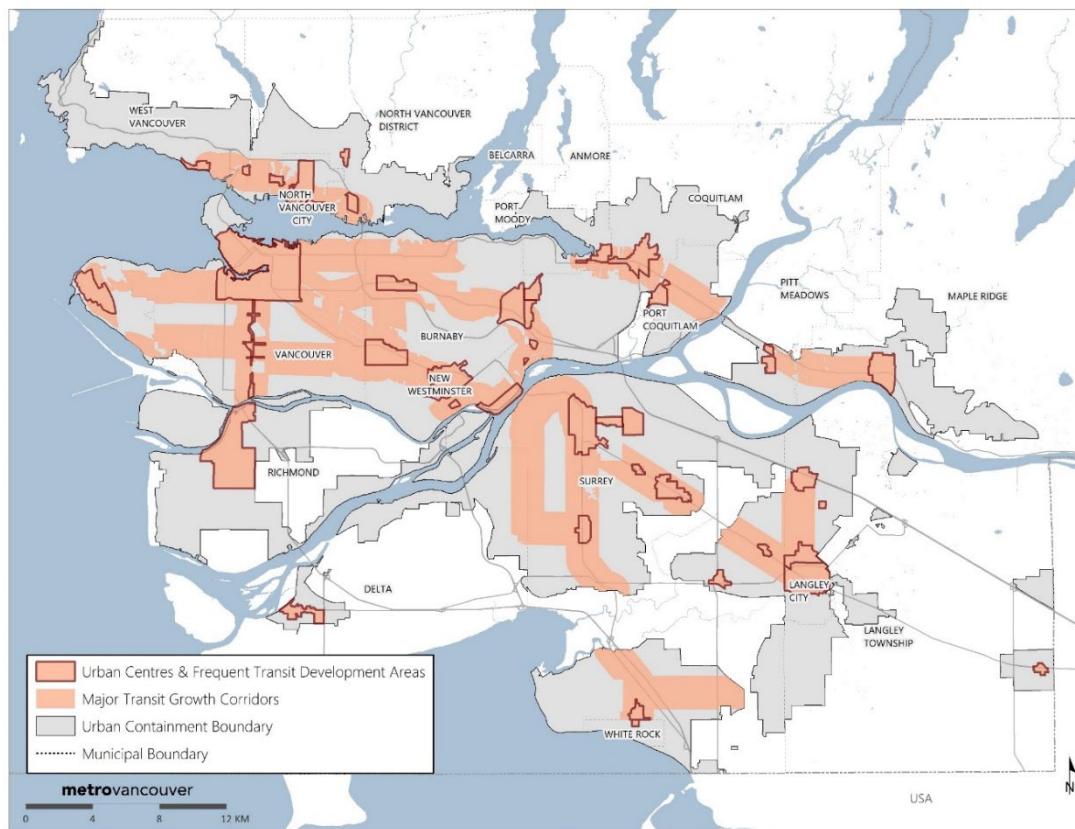
Rental Residential

The Board has directed staff, and the provincial and federal governments have expressed interest, to explore adjustments to the DCC program to ensure that it supports the delivery of purpose-built rental buildings. The *Local Government Act* permits DCC Bylaws to consider waiving or reducing rates for specific types of development, including for-profit affordable rental housing. As a first step, this scope of work will explore the possibility of adding a dwelling unit type for purpose-built rental housing to the DCC bylaw that would allow for the consideration of reduced rates, should it be financially feasible, through economic analysis in Project 3.

Non-Residential Use Categories

Metro Vancouver's DCC bylaw currently only provide a single category for 'non-residential uses', which capture a wide range of industrial, commercial, office, and institutional uses, as well as intensive agriculture (such as greenhouses). To ensure that rates are being appropriately charged for varying land uses, Metro Vancouver aims to explore sub-categories to better capture demand for infrastructure based on use.

Figure 1: Metro 2050 Targeted Growth Areas



Integrating Metro 2050 Objectives through Area-Specific Charges

To further integrate objectives of *Metro 2050* into regional DCCs and acknowledge that infrastructure costs are generally lower in higher density infill areas, this scope could explore the potential for geographic-based rates that encourage growth in key growth areas outlined in the

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regional growth strategy. ***The overall DCC revenue stream would remain intact.*** The provincial *Development Cost Charge Best Practice Guide* outlines how to interpret the *Local Government Act* DCC provisions, and notes “when the circumstances within a certain area (such as projected new development units or the capital cost requirements) deviate significantly from the average condition, consideration should be given to an area-specific charge”. This could, for example, include different categories (and ultimately different rates) for areas where growth is targeted in *Metro 2050*, such as Urban Centres, Frequent Transit Development Areas, and Major Transit Growth Corridors as outlined in Figure 1.

PROPOSED SCOPE OF WORK

1. **Best Practice & Current State Review:** Assess existing resources and conduct best practice review of DCC policy frameworks and approaches from various jurisdictions within the region and beyond. Compile a matrix of Metro Vancouver member jurisdiction and TransLink DCCs (e.g., categories, types of charges, rates, area-specific charges).
2. **Assessment of Options:**
 - a) **Residential Categories:** Outline various approaches, trade-offs, and implications for residential DCC categories, particularly in consideration of new multiplex legislation. This would include an assessment of:
 - i. Category: By density gradient (e.g., low/medium/high density based on units per hectare) vs. land use category (eg., single detached, townhome, apartment)
 - ii. Units for Charges: By unit vs. floor area
 - iii. Tenure: Separate category for purpose-built rental housing
 - iv. Other considerations as relevant
 - v. Implications for updating the DCC framework
 - vi. Drafting new definitions for the DCC bylaw as required
 - b) **Non-Residential Categories:** Outline various approaches, trade-offs, and implications for non-residential DCC categories. This will include an assessment of:
 - i. Category: Consideration of sub-categories such as industrial, commercial, institutional, and intensive agricultural
 - ii. Units for Charges: By lot area vs. floor area
 - iii. Other considerations as relevant
 - iv. Implications for updating the DCC framework
 - v. Drafting new definitions for the DCC bylaw as required
 - c) **Area-Specific Categories:** Outline various approaches, trade-offs, and implications for area-specific DCC categories. This will include an assessment of:
 - i. Potential geographic areas linked to targeted growth and/or more efficient infrastructure usage
 - ii. Implications for different areas of the region
 - iii. Implementation considerations (e.g., complexity and administration)
 - iv. Other considerations as relevant
 - v. Implications for updating the DCC framework
 - vi. Drafting new definitions for the DCC bylaw as required

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d) Options Summary: A compilation of options that will be used to guide engagement.

- 3. Engagement:** Policy options will be brought for Committee and Board engagement in workshop format to receive feedback and guidance. Additional engagement will be undertaken with member jurisdiction staff involved in DCC administration, as well as a broad range of industry stakeholders, including those involved in the development and planning of small-scale and multi-family residential, commercial, industrial, institutional, and intensive agricultural uses.
- 4. Final Recommendations and Next Steps:** Following engagement, staff will return to Committee and Board with proposed recommendations for consideration and approval. If endorsed, new categories and definitions will be used in Project 3, to update the DCC program rates based on new population and dwelling projections and capital program infrastructure costs. Project 2 work will be completed in early 2026 to feed into the budget process for 2027 and beyond.

ALTERNATIVES

1. That the MVRD Board endorse the scope of work as presented in the report dated February 5, 2025, titled “Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions”.
2. That the MVRD Board endorse the scope of work as presented in the report dated February 5, 2025, titled “Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions” with additions or changes as proposed by the Finance Committee.
3. That the Finance Committee receive for information the report dated February 5, 2025, titled “Development Cost Charge Work Program Update – Proposed Scope of Work for Project 2: DCC Categories and Definitions”.

FINANCIAL IMPLICATIONS

This work is to be undertaken through a combination of consultant and in-house resources. A consulting budget of up to \$50,000 is included in Regional Planning’s work program, which was approved in the 2025 budget, and will be used to undertake best practice research, guide policy analysis, and produce a summary report of options and implications.

CONCLUSION

In response to Board direction, engagement with developers, and the evolving context of provincial and federal initiatives, Metro Vancouver staff are undertaking a scope of work for five related projects to review and update the Metro Vancouver DCC program (Attachment 1). This report outlines the proposed scope of work for one of these projects (Project 2) – to review and update categories and definitions for DCCs to respond to Provincial housing legislation and other drivers.

This scope of work outlines a process to explore options for DCC categories for feedback from industry stakeholders, member jurisdictions, and the Committee and Board. This work will set the stage for a subsequent project (Project 3) to review and update DCC rates based on the latest population and dwelling projections and capital program for Metro Vancouver infrastructure. Staff recommend Alternative 1, to endorse the scope of work.

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ATTACHMENTS

1. “Development Cost Charge Work Program – Proposed Scope of Work for 2025-2027”, dated, December 20, 2024.



To: Finance Committee

From: Heather McNell, Deputy Chief Administrative Officer, Policy and Planning
Harji Varn, Chief Financial Officer

Date: December 20, 2024 Meeting Date: January 16, 2025

Subject: **Development Cost Charge Program – Proposed Scope of Work for 2025-2027**

RECOMMENDATION

That the MVRD Board endorse the scope of work as presented in the report dated December 20, 2024, titled “Development Cost Charge Program – Proposed Scope of Work for 2025-2027.”

EXECUTIVE SUMMARY

In response to Board direction, engagement with developers, updated population and dwelling projections, and the evolving context of provincial and federal initiatives, Metro Vancouver staff propose a scope of work to review and update the Metro Vancouver DCC program. This report outlines, for Committee and Board review and feedback, the proposed scope of work which includes five projects:

1. Consider expanding Metro Vancouver’s affordable housing DCC waiver program to include below market units developed by the private sector where there is a binding commitment to transfer those units to non-profits to operate;
2. Update residential and non-residential definitions in Metro Vancouver’s DCC bylaws to ensure that Metro Vancouver’s DCC program accounts for new provincial housing legislation and reflects *Metro 2050* objectives;
3. Update Metro Vancouver’s DCC rate calculations to reflect new population and dwelling projections and updated capital costs of Metro Vancouver infrastructure;
4. Explore coordinated regional economic analysis to assess the impacts of regional and local development fees; and
5. Work with developers, member jurisdictions and the provincial government to explore ways to mitigate the impact of DCCs on residential development, such as extended in-stream protection and the timing of DCC collection.

If approved, this scope of work will be a key input into the completion of the Metro Vancouver Long Range Financial Plan.

PURPOSE

To seek endorsement from the Finance Committee and MVRD Board on the proposed workplan to review and update Metro Vancouver’s DCC program.

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BACKGROUND

The *Metro Vancouver Board Strategic Plan (2022 – 2026)* prioritizes the need to “regularly update development cost charges (DCCs) following best practices to ensure that growth pays for growth while supporting housing development.” In 2023, the Metro Vancouver Boards approved a phased introduction of DCCs for Water and Parks, along with revised rates for Liquid Waste, moving to a 1% assist factor to recognize the need for new growth to pay for the infrastructure needed to support that growth. In addition to approving new Development Cost Charge rates, the MVRD Board adopted the following motion at the October 27th, 2023 MVRD Board meeting:

direct staff to conduct annual reviews of a) the DCC bylaws, including economic impact analysis, and b) the DCC waiver program with the aim of supporting rental housing and incentivizing affordable housing, and report results to the Board, who after review would forward the updates to the Provincial and Federal Ministers of Housing.

In October 2024, the Metro Vancouver Boards met to discuss the 2025–2029 Financial Plan, including an overview of Metro Vancouver’s DCC program. The Boards considered an updated economic analysis of Metro Vancouver’s new DCC rates. The Boards discussed the challenges of balancing household impact on existing property owners with the need to increase overall revenue to pay for infrastructure associated with population growth, and reconfirmed the decision that growth pay for growth, while also acknowledging that ongoing analysis is needed to ensure that regional DCCs do not constrain housing development in the region.

Other factors leading to the ongoing and concerted work to update Metro Vancouver’s DCC program include:

- Results of 2024 Economic Analysis of Metro Vancouver’s DCC program that demonstrated that the cost of developing some types of housing in some locations are likely to increase 1-3% as a result of Metro Vancouver’s DCCs;
- Engagement with development community who have expressed concern about the overall increases of development charges throughout the region, and a need to lengthen in-stream protection and change the timing of collection;
- Engagement with staff advisory committees including the Regional Administrators, Regional Finance, and Regional Planning Advisory Committees;
- Updated population and dwelling unit projections that must be taken into account when calculating Metro Vancouver’s DCC rates, including consideration of how provincial housing legislation and housing targets will impact those projections;
- The opportunity to improve alignment with *Metro 2050* growth management and housing objectives; and
- Finance Committee direction regarding Director Kooner’s November 2024 memo with questions about Metro Vancouver’s DCC program.

As a result, staff propose a scope of work related to Metro Vancouver’s DCC program. This report outlines the proposed scope of work for Committee and Board consideration.

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ADDITIONAL CONTEXT

In addition to the Board direction to continually review and update the DCC program based on best practices, there have been significant changes to provincial legislation that alter some of the underlying assumptions of Metro Vancouver's DCC program. Beginning in 2023, the Province introduced new housing legislation (Bills 44, 46, 47) to speed up the delivery of housing, support higher densities, and shift development financing tools for municipalities. While these new initiatives have been implemented to help support the delivery of more diverse housing options, they have also raised some challenges in the context of growth management and infrastructure funding. Metro Vancouver and member jurisdictions have limited tools to raise revenue. As a result there is insufficient funding to pay for infrastructure required to support the population growth that will result from provincial housing targets.

Bill 44, the Small-Scale Multi-Unit Housing (SSMUH) legislation requires most local governments to update their Zoning Bylaws to permit 3-6 units per lot (depending on lot size and proximity to transit). With potential for much greater residential growth and density in locations where growth was not previously planned, the demand for infrastructure will likely increase. Currently, for single-detached homes regional DCCs are charged per lot (e.g., one charge per lot), whereas for townhouse and apartment dwellings regional DCCs are charged per unit. Given that lots previously intended for single detached homes can now be developed at much higher densities, Metro Vancouver needs to revise definitions in its DCC bylaws to collect more uniformly the costs of anticipated infrastructure from all anticipated dwelling types.

Further, Metro Vancouver's DCC bylaw currently only provide a single category for 'non-residential uses', which capture a wide range of industrial, commercial, office, and institutional uses. To ensure that rates are being appropriately charged for varying land uses, Metro Vancouver aims to explore sub-categories to better capture demand for infrastructure based on use. Updating the DCC program will provide opportunities to align with current forms.

PROPOSED SCOPE OF WORK

The following outlines a series of projects related to reviewing and updating Metro Vancouver's DCC program:

1. **Consider Expanding the Affordable Housing DCC Waiver:** Consider expanding Metro Vancouver's affordable housing DCC waiver program to include units developed by the private sector where there is a binding commitment to transfer those units to non-profits to operate. Analysis on this work has been completed and policy recommendations will be brought for Board consideration in early 2025.
2. **Update Residential and Non-Residential Definitions:** Conduct an analysis and best practice review of policy approaches to DCCs to address new provincial housing legislation and better link Metro Vancouver DCC program with the principles of *Metro 2050*. This will include updating residential definitions (to properly account for multi-plex development), and exploring the addition of a purpose-built rental category, additional categories of "non-residential uses" to account for differences in infrastructure demand and use, and the potential for geographic based rates to support growth in growth priority areas. This scope

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will involve ongoing engagement of industry sectors and member jurisdictions, with policy options brought forward for Committee and Board discussion and consideration in 2025.

3. **Update DCC Program for 2027:** Starting in early 2025 in preparation for the 2027 budget, staff will integrate updated population and dwelling unit projections into Metro Vancouver’s capital program which will likely modify the percentage of projects allocated to growth, and subsequently Metro Vancouver’s DCC program. Updated housing type and non-residential definitions will be integrated into this work. Scope of this project could include variable DCC rates for purpose built rental housing. This scope will involve significant engagement with the Metro Vancouver Boards, Committees, and Advisory Committees as well as member jurisdictions, the Province, and various industry sectors and stakeholders in 2025, 2026 and 2027.
4. **Undertake Region-wide Economic Analysis:** In collaboration with member jurisdictions and the development community, Metro Vancouver will seek to institute regular, region-wide economic analysis of local and regional development charges, including integration with other macro-economic factors. Such regular analysis, using a consistent methodology to assess the impact of development fees at a regional and local level, would not only support Metro Vancouver, but could also support member jurisdictions with their understanding of the financial and cumulative economic impact of regional and local DCC programs.
5. **Explore Options to Mitigate the Impact of DCCs on the Development Industry:** Metro Vancouver will continue to collaborate with the development industry, member jurisdictions and the Province to explore options to mitigate any potential impacts of the DCC program on residential development, such as extended in-stream protection and the timing of DCC collection.

ALTERNATIVES

1. That the MVRD Board endorse the scope of work as presented in the report dated December 20, 2024, titled “Development Cost Charge Program – Proposed Scope of Work for 2025-2027.”
2. That the MVRD Board endorse the scope of work as presented in the report dated December 20, 2024, titled “Development Cost Charge Program – Proposed Scope of Work for 2025-2027” with additions or changes as proposed by the Finance Committee.
3. That the Finance Committee receive for information the report dated December 20, 2024, titled “Development Cost Charge Program – Proposed Scope of Work for 2025-2027”.

FINANCIAL IMPLICATIONS

This work is to be undertaken through a combination of consultants and in-house resources. A consulting budget of up to \$50,000 for the project titled ‘Update Residential and Non-Residential Definitions’ is included in Regional Planning’s work program, which was approved in the 2025 budget. In addition, the Financial Services Department has allocated \$100,000 for economic analysis related to the scope of work described above.

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CONCLUSION

In response to Board direction, engagement with developers, and the evolving context of provincial and federal initiatives, Metro Vancouver staff propose a scope of work to review and update the Metro Vancouver DCC program. This report outlines the proposed scope of work for Committee and Board review and feedback. The proposed work program will include significant engagement with the Metro Vancouver Boards, Standing Committees, and Advisory Committees as well as member jurisdictions, the Province, and various industry sectors and stakeholders, with policy options brought forward for further Committee and Board discussion and consideration. Staff recommend Alternative 1, to endorse the scope of work.

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