

STAFF REPORT TO COUNCIL

Report Prepared By: Jake Belobaba, Director of Development Services
Reviewed By: Allison McCarrick
Meeting Date: December 17, 2024
File No: 5040-20
RE: **Housing Needs Report and Consequential OCP Amendments**

RECOMMENDATION:

That Council:

1. Pursuant to sections 585.31 and 790(2) the *Local Government Act*, receive the December 17, 2024 report to Council as the Town's Interim Housing Needs Report;
2. Direct staff to publish the Interim Housing Needs Report to the Town's webpage pursuant to section 790(5) of the *Local Government Act*;
3. Having considered s. 475 of the *Local Government Act*, and in particular the matters set out in subsections (2)(a) and (b), resolve that:
 - a. the Stz'uminus First Nation, is the only entity that is appropriate to consult in connection with "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw. 2023, No. 2190";
 - b. consultation should be early but need not be ongoing;
 - c. the consultation process described in the December 17, 2024 staff report to Council is sufficient in respect to the proposed Official Community Plan amendment; and
 - d. staff be directed to refer "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw. 2023, No.2190 " to the Stz'uminus First Nation as set out in recommendation 3 for consultation in the manner described in the December 17, 2024 report to Council;
4. Give first and second readings to "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw. 2023, No. 2190";
5. Consider "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw. 2023, No. 2190" in conjunction with the Town's Financial Plan, the Town's Liquid Waste Management Plan, and the Cowichan Valley Regional District Solid Waste Management Plan, pursuant to section 477(3) of the *Local Government Act*;
6. Consider "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw. 2023, No. 2190" in conjunction with the Town's Interim Housing Needs Report and the housing

information on which the report is based, pursuant to section 473.1(2) of the *Local Government Act*;

7. Direct staff to refer “Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw. 2023, No. 2190” to School District 68 pursuant to section 476 of the *Local Government Act*; and
8. Pursuant to section 481.7(2) of the *Local Government Act*, review the Interim Housing Needs Report and “Town of Ladysmith Zoning Bylaw 2014, No. 1860” and resolve that further zoning amendments to meet the 20-year total number of required housing units are not necessary; and
9. Direct staff to proceed with scheduling and notification of a public hearing for “Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw. 2023, No. 2190” pursuant to section 464(1) of the *Local Government Act*.

EXECUTIVE SUMMARY:

The purpose of this report is to introduce an interim and supplementary housing needs report pursuant to section 790 of the *Local Government Act* and consequential OCP amendments pursuant to section 473.1(5) of the *Local Government Act* for Council Consideration.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution
CS 2021-044	2021-02-16	That Council receive for information the Ladysmith Housing Needs Assessment Report.

INTRODUCTION/BACKGROUND:

In 2019 the *Local Government Act* was amended to require local governments to complete Housing Needs Reports. The legislation required a local government to complete Housing Needs Reports every five years. Requirements for Housing Needs Reports included projections for the number of housing units needed over a five-year period and “consideration” of the report when adopting or amending an OCP. The Town received its first Housing Needs Report on February 16, 2021.

In November of 2022, the Province enacted the *Housing Supply Act*. This act allows the Minister of Housing, after considering a municipality’s housing needs report, and other pertinent information, to set housing targets for the municipality through a “housing target order”. If the Minister determines housing targets are not being met, the Minister may appoint an advisor to review and report on the municipality’s progress and issue directives to adopt or amend bylaws or issue permits. Detailed parameters for housing orders are outlined in the *Housing Supply Regulations*. The *Housing Supply Act* and regulations contain a list of “specified municipalities” which may be subject to housing target orders. The Town of Ladysmith is a specified municipality. To date, no housing target orders have been issued to the Town.

On May 2, 2023 the Town adopted its new OCP. The housing projections in the OCP were based on the February 16, 2021 Housing Needs Report. Section 4 of Part 4 of the OCP reads as follows:

“Ladysmith needs approximately 1,600 additional dwelling units by 2050 to accommodate housing needs for the projected population. This amounts to approximately 53 new residential units per year. However it is worth noting that current approved development – at the time of the writing of this OCP – already accounts for part of this supply. The land use plan in this OCP includes sufficient land to accommodate projected housing demand.”

Following adoption of the OCP, zoning changes were made to implement it. These included:

- Bylaw 2140, adopted on July 4, 2023 to allow suites in duplexes and townhouses.
- Bylaw 2163, adopted on January 9, 2024, which consolidated the Live/Work Residential (R-2-LW) and parts of the Service Commercial (C-3) zone into the Downtown Commercial (C-2) zone and increased the allowable density and height in the C-2 Zone.
- Bylaw 2187, a companion bylaw to Bylaw 2186, adopted on September 3, 2024 expanded the range of uses and increased the permitted density in “Old Town”.

In the fall of 2023, the Province passed the *Housing Statutes (Residential Development) Amendment Act* which mandated that municipalities allow Small Scale Multi Unit Housing (SSMUH) through their zoning bylaws. The Town made these changes on June 27, 2024 with the adoption of Bylaw 2186. The Town’s “restricted zones” now allow up to four units per parcel in various forms¹. However, the Town applied for “extensions” in areas where infrastructure cannot accommodate SSMUH and most of these extension requests were approved by the Province on September 16, 2024².

Table 1 provides a summary of the net potential impact (i.e. potential housing units) of the OCP and SSMUH implementation bylaws noted above.

¹ See the June 27, 2024 report to Council for more information.

² See the May 14, 2024 report to Council and Item 11.1.4 of the October 15, 2024 Council meeting agenda for more information

Table 1: Net Impact of Recent Zoning Changes on Housing Supply

Zones	Total Developable Area (m2) ³	Floor Space Ratio (FSR) ⁴	Total Parcels	Max. Potential Buildable Floor Area (m2) ⁵	Approximate Max. buildout of units ⁶
Previous Zoning					
R-2-LW	46,518	n/a	78	30,420	156
C-2	73,947	1.0	114	73,947	555 ⁷
C-3	5,339	0.5	7	2,670	0 ⁸
R-2	597,988	n/a	835	325,650	1,670
R-2-A	101,405	n/a	93	36,270	186
RU-1	7,578	n/a	2	n/a	4
R-1	1,712,619	n/a	1,707	n/a	3,414
R-1-A	69,673	n/a	114	n/a	228
R-1-B	88,710	n/a	184	n/a	368
R-1-C	11,613	n/a	21	n/a	21
R-1-HCA	52,051	n/a	76	n/a	152
R-2-B	13,521	n/a	27	n/a	54
C-1	3,479	0.5	5	1,740	10
Total	2,784,442	n/a	3,263	470,696	6,818
New Zoning					
C-2 Zone: 1st Avenue ⁹	15,609	3.0	32	46,827	334
C-2 Zone: Other Streets ¹⁰	110,195	3.3	167	363,644	2,600
R-2	699,392	1.3	928	909,210	6,494
RU-1	7,578	n/a	2	n/a	8
R-1	1,712,619	n/a	1,707	n/a	6,828
R-1-A	222,047	n/a	395	n/a	1,580
R-2-B	13,521	n/a	27	n/a	108
C-1	3,479	n/a	5	5,763	41
Total	2,784,441		3,263	1,325,443	17,993
Net Increase in Potential Units					11,176

There is also existing zoning capacity in other residential zones including Comprehensive Development Zones, the Waterfront Area Plan Area and the R-3-A and R-3 zones. Table 2 summarizes residential development capacity in other residential zones.

³ Includes all parcels with the specified zoning and excludes road right ways etc.

⁴ The FSR specified in the zoning, if any

⁵ The total floor area that can be built based on parcel area and zoning floor area limits.

⁶ Estimated number of units based on unit and/or FSR limits. Where no unit limits apply an average unit size of 140m² (1,500 sqft) is used

⁷ Based on previous Unit Per Hectare (UPH) limit of 75 units per hectare.

⁸ The C-3 zone does not permit residential uses

⁹ Parcels that only frontage 1st Ave.

¹⁰ Parcels fronting at least one street other than 1st Ave.

Table 2: Existing Housing Capacity in Unamended Residential Zones

Zone	Percent Developed ¹¹	Total Parcels	Total Developable Area (ha)	FSR	UPH ¹²	Unit Cap ¹³	Max. Buildout ¹⁴	Likely Buildout ¹⁵
R-3 (General)	69%	36	37.65	2.00	60	-	2,259	695
8 White Street	100%	1	0.62	-	115	-	71	-
109 and 117 Buller Street	0%	2	0.12	-	93	-	11	11
9 White Street	100%	1	0.62	-	76	-	47	-
340 Second Avenue	100%	1	0.07	-	69	-	5	-
"The Jewell"	0%	1	1.96	-	115	-	225	225
R-3-A (General)	62%	62	74.99	0.66			3,535	1,333
"Lot 3" Upper Hannington Area	0%	1	5.33	-	-	190	190	190
1237 Fourth Avenue	0%	1	1.34	-	-	48	48	48
606 Farrell Road	13%	1	1.09	-	-	15	15	13
MHP-1	100%		29.43	-	20	-		-
R-4	100%	1	0.34	-	180	-	61	-
CD-2	0%	1	1.17	-	-	12	12	12
CD-3					-	-		-
Area A&B	0%	32	13.41	-	-	4/lot	128	128
Area C	0%	1	3.67	0.66	-	103	103	103
CD-4 (Waterfront Area Plan)	0%	5	33.19	-	-	125	125	125
CD-5	100%	1	0.20	1.50	-	180	180	-
CD-6	0%	1	0.15	1.30	-	12	12	12
CD-7	0%	1	12.67	-	-	282	282	282
Total							7,310	3,177

It must also be noted that large tracts of R-1 and R-1-A zoned land has not been subdivided (e.g. many areas in Holland Creek) and due to SSMUH rules, can be subdivided into hundreds of lots, each of which can accommodate 4 units.

¹¹ An estimate of how much of the zoned area has been developed which excludes sites with minimal or older improvements and vacant sites.

¹² The Unit Per Hectare limit specified in the zone, if any.

¹³ The maximum number of units allowed in the zone, if any.

¹⁴ The total number of units that can be built in a zone accounting for total area and zoning parameters.

¹⁵ The likely number of units that will be built in the zone, when reducing the maximum number of units to account for the percentage of developed area in column 2.

The Town's current zoning capacity to accommodate housing development can be summarized as follows: when recent zoning changes and existing zoning and development conditions (i.e. age of existing improvements, amount of vacant land etc.) are accounted for, the Town currently has zoning in place to accommodate **well over 20,000 new units**.

The *Housing Statutes (Residential Development) Amendment Act* also changed the requirements for Housing Needs Reports. Specifically:

- Section 790 (2) of the *Local Government Act* and Section 23 of the *Housing Needs Report Regulation* now requires local governments to receive an "Interim" Housing Needs Report, no later than January 1, 2025.
- Housing Needs Reports must now include projections for a 20-year time horizon and use additional methods and parameters prescribed by the Province.
- Municipalities must amend their OCP's and, "if necessary", zoning bylaws to reflect their Interim Housing Needs Report no later than December 31, 2025.
- Interim Housing Needs Reports must contain a statement about the need for housing in close proximity to sustainable transportation infrastructure and a description of the actions taken since receiving the previous Housing Needs Report, to reduce housing needs.

The Province initially announced that the prescribed parameters for the Interim Housing Needs Reports would be released in January 2024 and staff had hoped to use the Town's Interim Housing Needs Report in forming their recommendation for the adoption of Bylaws 2163, and 2187. However, the parameters were not released until the summer of 2024, and since the above-noted bylaws were nonetheless consistent with the OCP, staff felt it was appropriate to align zoning with the OCP to support opportunities for housing construction rather than wait for the Province's parameters.

Meanwhile, UBC's Housing Assessment Resource Tools (HART) program was developing a model that local governments could use to complete their housing needs reports. Once provincial parameters were released, the Model became available online. It is free of charge to use and the only components of the Housing Needs Report the Model doesn't produce are the statements described above related to housing in close proximity to sustainable transportation infrastructure and actions taken following receipt of the previous housing needs report to reduce housing needs.

Staff used the model to produce the housing needs report in Attachment A and used the results to inform the required statements and the proposed OCP amendments described below.

PROPOSAL:

Interim Housing Needs Report

The HART report in Attachment A indicates a 5 year housing need of 729 units and a 20 year housing need of 2,476 units.

As noted above, section 790(3)(b) of the *Local Government Act* requires:

1. A statement about the need for housing in close proximity to transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation; and
2. A description of the actions taken by the local government, since receiving the most recent Housing Needs Report, to reduce housing needs.

For Statement 1, staff propose the following:

“The Town’s OCP defines “Priority Growth Areas” and “Strategic Infill Areas”, where sustainable transportation infrastructure tends to be more concentrated, and where the OCP prioritizes both housing and sustainable transportation infrastructure investment. It follows that housing development should be concentrated in Priority Growth Areas and Strategic Infill Areas.”

For Statement 2, staff propose the following:

“Since receiving the most recent housing needs report in 2021, the Town has taken the following actions to reduce housing needs:

- 1) Adopted an award-winning OCP that includes, among other things:
 - a) land use designations and policies to increase density in Priority Growth Areas and Strategic Infill Areas and sustainable transportation infrastructure,
 - b) policies to improve the quality of housing for persons with disabilities,
 - c) appropriate and affordable housing as a top priority, and
 - d) prescriptions for zoning changes—many of which have already been implemented—to increase the supply and diversity of housing in Ladysmith;
 - e) the adoption of the ‘Wheelhouse Model’ to guide decision-making related to housing and support the variety of housing types needed to support Ladysmith’s diverse housing needs;
 - f) policies to protect the supply of rental housing;
 - g) policies to discourage excessively large and relatively expensive housing units and diversify housing in existing single-family neighbourhoods;
 - h) policies that prioritize securing affordable housing during amenity negotiations and for financial incentives; and
 - i) policies to encourage “suite-ready” construction.
- 2) Adopted “Affordable Housing Reserve Bylaw 2021, No. 2097” which allows Council to set aside funds for the construction of affordable housing and related costs;
- 3) Rezoned and registered a housing agreement on 1260 Churchill, prior to the sale of the land by the Town, to allow for approximately 52 housing units, one of which must be rented or sold at below market rates in perpetuity;
- 4) Adopted “Business Regulations and Licensing (Rental Units) Bylaw 2021, No. 2093” to regulate renovations and ensure minimum health and safety standards for rental homes in Ladysmith;
- 5) Adopted “Short-Term Rental Bylaw, 2024, No. 2188” and signed onto the Province’s new STR Data Portal to support enforcement against unpermitted short-term rentals;

- 6) Adopted new Building and Development Approval Procedures Bylaws that streamline development approval processes;
- 7) Undertaken two reservoir upgrades valued at over 20 million to ensure adequate water supply for future housing developments;
- 8) Allocated funds to begin developing a monitoring program for purpose-built-rental housing in 2025;
- 9) Allocated funds to begin developing a comprehensive DCC, ACC tax exemption and DCC reduction program in 2025 with the aim of incentivizing growth in priority growth areas, streamlining development approval processes, making costs for housing developers more predictable and ensuring the Town has adequate infrastructure in place to service new housing developments;
- 10) Removed development permit requirements for most types of SSMUH;
- 11) Reduced minimum parking standards for residential development to make housing development more economical;
- 12) Undertaken remediation of over 10 hectares of Town-owned land to implement the Town's Waterfront Area Plan which, once complete, will allow for the construction of approximately 400 new homes and redevelopment of one of Ladysmith's largest brownfield sites;
- 13) Issued a building permit and DCC Waiver for the 36-unit "Heart on the Hill" affordable housing and community kitchen project developed by the Ladysmith Resources Centre Association (LRCA) in partnership with BC Housing;
- 14) Approved zoning amendments to allow the permanent, year-round use of the BC Housing/LRCA shelter at 631 1st Avenue, which is equipped to provide emergency housing for up to 10 people and support services for those experiencing homelessness;
- 15) Rezoned in accordance with the OCP and Provincial mandates to increase existing zoning capacity for housing by **over 11,000 units** increasing the existing zoning capacity to accommodate new housing by **well over 20,000 units**; and
- 16) Issued building permits for over **485 new housing units.**"

Staff recommend accepting this report, the statements herein and the HART analysis in Attachment A as the Town's Interim Housing Needs Report.

OCP Amendments

Section 790(6) of the *Local Government Act* requires the Town to update its OCP to reflect the Town's Interim Housing Needs Report by December 31st, 2025. With the adoption of the OCP in May 2023, the Town was well positioned to meet this requirement and few edits to the OCP are necessary. Staff have drafted OCP amendment Bylaw 2190 to meet the requirements of the *Local Government Act*. The proposed bylaw includes the following amendments to the OCP:

1. Changes to housing projections in Part A to reflect the projections of the Interim Housing Needs Report. The proposed bylaw will also amend this section to provide a more detailed breakdown of allocated development capacity and how the allocated development capacity is sufficient to meet housing demand.
2. Changes to policies for the neighbourhood residential designation to:
 - a. direct maximum allowable densities to areas that are best suited to sustainable transportation modes; and
 - b. support densification only where infrastructure capacity is available, recognizing that it is currently not viable to increase density in certain areas until the infrastructure is in place to support it.

No further amendments to the Town's OCP are recommended at this time.

Zoning Review

As noted above, section 481.7 of the *Local Government Act* requires the Town to use its zoning powers to "accommodate at least the 20-year total number of housing units required to meet anticipated housing needs" and, within a year of receiving a Housing Needs Report, "review and, if necessary, adopt a zoning bylaw to permit the use and density of use" needed to accommodate the 20 year projected housing need in the Housing Needs Report (emphasis added).

The Town's 20 year housing need is 2,476 units. As noted above, the Town has zoning in place to accommodate well over 20,000 units, approximately 11,000 of which have been added since the adoption of the new OCP in 2023.

Subsequently, staff are not recommending further zoning amendments to accommodate housing needs at this time.

ANALYSIS:

Interim Housing Needs Report

The Housing Needs Report in Attachment A has been prepared using a widely used model that incorporates the Province's prescribed inputs for housing needs reports. The statement in this report related to housing in proximity to sustainable transportation infrastructure aligns with infrastructure conditions in the community and the OCP. The description of actions taken since the last housing needs report was completed not only meets the minimum legislative requirement of providing a "description" of steps taken to "reduce housing needs", but also highlights the substantial achievements by the Town in addressing housing issues in less than four years. Among other things, the Town has added more than 11,000 units of zoning capacity and issued building permits for over 475 homes (an 11.64% increase in Ladysmith's existing housing stock since 2021). Staff are certain that the *Local Government Act* requirements for this "description" have been met, and that the Town is clearly demonstrating that it is doing its part to address housing needs.

OCP Amendments

Due to the substantial housing, growth management and sustainable transportation policies in the Town's OCP, only minor amendments are needed to align with the technical requirements of the *Local Government Act*. The proposed amendments meet the minimum requirements of the *Local Government Act*; existing policies in the OCP adopted four months prior to the adoption of the *Housing Statutes (Residential Development) Act*, far exceed the minimum legislated requirements. Staff recommend adopting Bylaw 2190 as drafted.

Zoning Review

The review provided above indicates that, due in large part to Town-initiated zoning amendments to implement the OCP, current zoning can accommodate over 20,000 units. This is ten times the number of housing units needed to meet the 20-year projection in the Interim Housing Needs Report. While some lands zoned for housing are not immediately developable (i.e. lack of infrastructure, high construction costs due to site constraints, etc.), significant development potential exists (or has been added) to key growth areas with optimal development sites. This includes the Downtown and Old Town, where infrastructure capacity and significant redevelopment potential exists. Moreover, major sites already under development like Holland Creek and the Waterfront are expected to add a significant number of homes to Ladysmith's housing inventory. Holland Creek was originally planned to add approximately 1,000 homes, a number that may now triple as a result of the Province's SSMUH mandate. Once remediated, the Waterfront redevelopment is anticipated to add approximately 400 units, all within a 10-minute walk of the Downtown.

Subsequently, staff are certain further zoning amendments to meet provincial requirements to accommodate projected housing need are unnecessary.

ALTERNATIVES:

Council can choose to:

1. Adopt the Housing Needs Report and required statements with amendments specified by Council.
2. Defer consideration of the Housing Needs Report to a subsequent meeting of Council scheduled no later than January 1, 2025.
3. Defer consideration of Bylaw 2190 to a subsequent meeting of Council scheduled no later than December 31, 2025.
4. Direct that further housing-related zoning amendments be made and brought back for Council's consideration no later than December 31, 2025.
5. Refer the proposal back to staff for further review, as specified by Council.
6. Refer the Housing Needs Report and Bylaw 2190 to CPAC with a deadline for CPAC feedback and Council reconsideration no later than January 1, 2025.

FINANCIAL IMPLICATIONS:

Section 477(3)(a)(i) of the *Local Government Act* requires the Town to consider its financial plan when adopting or amending an Official Community Plan. The proposal was referred to Financial Services for comment (see 'Interdepartmental Referrals') and was returned noting that though additional housing units will generate additional taxation, there will be a corresponding impact on the Town's processing plants (Water and Sewer), resulting in greater operating costs. The current plants were built with future expansion considered but are not currently funded.

LEGAL IMPLICATIONS:

Standard requirements for Council consideration and referrals established under provincial legislation have been accounted for. At this time, there are no special legal considerations for this proposal.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

Section 475 of the *Local Government Act* requires Council, when considering an amendment to the OCP, to provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected. To meet this obligation, Council must specifically consider whether consultation should be "early and ongoing", and specifically consider whether consultation is required with:

1. The Board of the Cowichan Valley Regional District.
2. The Board of the Regional District of Nanaimo.
3. The Council of the District of North Cowichan.
4. First Nations, including the Stz'uminus First Nation, Hul'qumi'num Treaty Group and the Snuneymuxw First Nation.
5. The Board of School District 68.
6. The Provincial and Federal Governments and their agencies.

The Naut'sa Mawt Community Accord and Memorandum of Understanding between the Town and Stz'uminus First Nation require the Town to refer all OCP amendments to the Stz'uminus First Nation for comment. Similarly, section 476 of the *Local Government Act* requires the Town to refer the proposed OCP amendment to School District 68 for comments related to the impact on school facilities. Bylaw 2190 must also be referred to the Agricultural Land Commission (ALC) under section 475(4) of the *Local Government Act*, as the proposed changes may affect agricultural land.

Given that only minor changes to the OCP are proposed, staff are recommending that Bylaw 2190 be referred only to the School District, ALC and Stz'uminus First Nation.

If Council gives first and second readings to Bylaw 2190 a public hearing is required pursuant to section 464(1) of the *Local Government Act* and newspaper notification must be carried out pursuant to section 466(1) of the *Local Government Act*.

INTERGOVERNMENTAL REFERRALS:

As noted above, the application must be referred to the Stz'uminus First Nation, ALC and School District. No additional intergovernmental referrals are recommended at this time.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Because no zoning changes or major OCP changes resulting from the Housing Needs Report are proposed and changes to the OCP are required by Provincial law, the proposal was referred only to Finance for analysis pursuant to section 477(3)(a)(i) of the *Local Government Act*.

COMMUNITY PLANNING ADVISORY COMMITTEE (CPAC) REVIEW:

Under CPAC Terms of Reference, CPAC review of the Housing Needs Report and Bylaw is required only if referred by Council. Given CPAC's direct involvement in the development of the OCP¹⁶, the OCP's strong alignment with the findings of the Interim Housing Needs Report, and the minor nature of the changes under Bylaw 2190, staff do not recommend referring the Housing Needs Report or Bylaw 2190 to CPAC.

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|--|---|
| <input checked="" type="checkbox"/> Core Infrastructure | <input type="checkbox"/> Economy |
| <input checked="" type="checkbox"/> Official Community Plan Implementation | <input type="checkbox"/> Leadership |
| <input checked="" type="checkbox"/> Waterfront Area Plan | <input type="checkbox"/> Not Applicable |

I approve the report and recommendation(s).

Allison McCarrick , Chief Administrative Officer

¹⁶ There was CPAC representation on the OCP project steering committee.

ATTACHMENTS:

- A. Housing Needs Report
- B. Bylaw 2190

Calculating 20-year housing need

The following tables calculate 20-year and 5-year housing need according to provincial guidelines. Each table follows these guidelines exactly with the intention that the tables can be directly included in the required interim housing needs report (or included as an addendum to an existing housing needs report).

HART has produced this calculator to support communities in British Columbia satisfy a provincial requirement for interim housing needs reports. Methodologies for housing needs reports can vary widely, and while HART supports the standardization of methodologies for the purpose of provincial or national reporting, we did not have a role in developing the methodology, nor do we unequivocally endorse it. You can learn more about the HART methodology and what it can tell you about your community on our [Housing Needs Assessment Tool page](#).

- *A note on terminology: we use the term RDA, where the province uses the term Electoral Area. For all intents and purposes, these are interchangeable in the calculator.*
- *A note on rounding: [per provincial guidelines](#), the figures in Components A-F are not rounded and are shown to two decimal places. Total housing need is rounded in Table 13 to the nearest whole number, per guidelines.*

Component A: Extreme core housing need calculation

The following tables calculate the new homes required to meet existing Extreme Core Housing Need (ECHN) according to provincial guidelines.

Table 1a

The following table shows total owner and renter households in the four previous census years (Step 1).

EXPORT

Ladysmith T (CSD, BC)				
Total Households	2006	2011	2016	2021
Owners	2,575	2,710	2,990	3,170
Renters	605	700	720	760

Table 1b

The following table shows the total number and proportion of owners with a mortgage and renter households in ECHN in the four previous census years, to arrive at an average ECHN rate (Step 2).

Please note that data for owners with a mortgage is only available for 2021.

EXPORT

Ladysmith T (CSD, BC)									
Extreme Core Housing Need	2006		2011		2016		2021		Average ECHN Rate
	#	% of total	#	% of total	#	% of total	#	% of total	
Owners with a mortgage		n/a		n/a		n/a	40	1.26%	1.26%
Renters	75	12.40%	45	6.43%	50	6.94%	55	7.24%	8.25%

Table 2

The following table shows the estimated total of owners with a mortgage and renter households in ECHN in 2021 (Steps 3 and 4).

EXPORT

Ladysmith T (CSD, BC)			
Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners		n/a	n/a
Owners with a mortgage	3,170	1.26%	40.00
Renters	760	8.25%	62.71
Total New Units to Meet ECHN - 20 years			102.71

Component B: Housing units and homelessness

The following table calculates the number of new homes required to meet the needs of the existing population of people experiencing homelessness (PEH), according to provincial guidelines.

Table 3

The following table shows the estimated number of homes required to meet the need of existing PEH households as a proportion of the regional need (Steps 1-3).

EXPORT

Ladysmith T (CSD, BC)				
Regional Population	Local Population		Regional PEH	Proportional Local PEH
	#	% of region		
87,330	8,800	10.08%	535	53.91
Total New Units to Homelessness Needs - 20 years				53.91

Component C: Housing units and suppressed household formation

The following tables calculate the number of new homes required to meet the demand from households unable to form due to a constrained housing environment, since 2006, according to provincial guidelines.

Table 4a

The following table shows the number of owner and renter households in 2006 by age of the primary household maintainer (Step 1).

EXPORT

Ladysmith T (CSD, BC)		
Age - Primary Household Maintainer 2006 Categories	2006 Households	
	Owner	Renter
Under 25 years	10	50
25 to 34 years	200	70
35 to 44 years	480	120
45 to 54 years	530	90
55 to 64 years	525	110
65 to 74 years	400	60
75 years and over	425	105

Table 4b

The following table shows the number of owner and renter households in 2021 by age of the primary household maintainer (Step 1, cont'd).

EXPORT

Ladysmith T (CSD, BC)		
Age - Primary Household Maintainer 2021 Categories	2021 Households	
	Owner	Renter
15 to 24 years	15	15
25 to 34 years	160	110
35 to 44 years	420	145
45 to 54 years	450	120
55 to 64 years	700	115
65 to 74 years	885	115
75 to 84 years	400	90
85 years and over	140	45

Table 5

The following table shows the population by age category in 2006 and 2021 (Step 2).

EXPORT

Ladysmith T (CSD, BC)					
		2006		2021	
Age Categories – Household Maintainers	Age Categories – Population	All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	485	780	380	670
	20 to 24 years	295		290	
25 to 34 years	25 to 29 years	310	635	385	770
	30 to 34 years	325		385	
35 to 44 years	35 to 39 years	460	1,005	505	1,035
	40 to 44 years	545		530	
45 to 54 years	45 to 49 years	600	1,185	460	1,020
	50 to 54 years	585		560	
55 to 64 years	55 to 59 years	620	1,115	690	1,475
	60 to 64 years	495		785	
65 to 74 years	65 to 69 years	410	745	800	1,585
	70 to 74 years	335		785	
75 years and over	75 to 79 years	350	700	480	1,035
	80 to 84 years	200		310	
	85 years and over	150		245	

Table 6

The following table shows the 2006 headship rate of each age category for both renters and owners (Step 3).

EXPORT

Ladysmith T (CSD, BC)					
Age Categories – Household Maintainers	2006 Households		2006 Population	2006 Headship Rate	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	10	50	780	1.28%	6.41%
25 to 34 years	200	70	635	31.50%	11.02%
35 to 44 years	480	120	1,005	47.76%	11.94%
45 to 54 years	530	90	1,185	44.73%	7.59%
55 to 64 years	525	110	1,115	47.09%	9.87%
65 to 74 years	400	60	745	53.69%	8.05%
75 years and over	425	105	700	60.71%	15.00%

Table 7

The following table shows the potential 2021 headship rate of each age category for both renters and owners if the headship rate from 2006 remained constant (Step 4).

EXPORT

Ladysmith T (CSD, BC)					
Age Categories – Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	1.28%	6.41%	670	8.59	42.95
25 to 34 years	31.50%	11.02%	770	242.52	84.88
35 to 44 years	47.76%	11.94%	1,035	494.33	123.58
45 to 54 years	44.73%	7.59%	1,020	456.20	77.47
55 to 64 years	47.09%	9.87%	1,475	694.51	145.52
65 to 74 years	53.69%	8.05%	1,585	851.01	127.65
75 years and over	60.71%	15.00%	1,035	628.39	155.25

Table 8

The following table calculates the number of suppressed households by subtracting actual households in 2021 from potential households in 2021 by age category, according to provincial guidelines (Steps 5 and 6).

EXPORT

Ladysmith T (CSD, BC)							
Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	8.59	42.95	15	15	-6.41	27.95	21.54
25 to 34 years	242.52	84.88	160	110	82.52	-25.12	57.40
35 to 44 years	494.33	123.58	420	145	74.33	-21.42	52.91
45 to 54 years	456.20	77.47	450	120	6.20	-42.53	0.00
55 to 64 years	694.51	145.52	700	115	-5.49	30.52	25.02
65 to 74 years	851.01	127.65	885	115	-33.99	12.65	0.00
75 years and over	628.39	155.25	540	135	88.39	20.25	108.64
Total New Units to Meet Suppressed Housing Need - 20 years							265.52

Component D: Housing units and anticipated household growth

The following tables calculates the number of new homes required to accommodate an increasing population over 20 years according to provincial guidelines.

Table 9

The following table shows the 20-year population projection and growth rate for your regional district (Step 1).

EXPORT

Ladysmith T (CSD, BC)			
Regional District Projections	2021	2041	Regional Growth Rate
Households	37,290	51,160	37.19%

Table 10

The following table shows the calculated number of new homes needed in the next 20 years according to the provincial guidelines, calculated with the average of the municipal and regional growth projections (Steps 2-5).

EXPORT

Ladysmith T (CSD, BC)				
Growth Scenarios	Regional Growth Rate	Households		New Units
		2021	2041	
Local Household Growth	n/a	3,925	5,427.00	1,502.00
Regionally Based Household Growth	37.19%	3,925	5,384.90	1,459.90
Scenario Average				1,480.95
Total New Units to Meet Household Growth Needs - 20 years				1,480.95

Component E: Housing units and rental vacancy rate

The following table calculates the number of new homes required to restore local vacancy rates to 3% according to provincial guidelines. Please note that in jurisdictions without vacancy rate data, the calculator will default to the provincial vacancy rate, following provincial guidance.

Table 11

The following table shows the difference between the existing total number of rental homes and the total number of rental homes required for a 3% vacancy rate (Steps 1-4).

EXPORT

Ladysmith T (CSD, BC)				
	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3.00%	97.00%	760	783.51
Local Vacancy Rate	1.40%	98.60%		770.79
Total New Units to Achieve 3% Vacancy Rate - 20 years				12.71

Component F: Housing units and demand (the “demand buffer”)

The demand factor is a multiplier used to calculate additional local housing demand (or "demand buffer"), determined by the province.

Table 12

The following table calculates additional demand for new housing by applying your demand factor to the total of the other relevant components, according to provincial guidelines (Steps 1 and 2).

EXPORT

Ladysmith T (CSD, BC)	
Component	Result
A. Extreme Core Housing Need	102.71
B. Persons Experiencing Homelessness	53.91
C. Suppressed Household Formation	265.52
E. Rental Vacancy Rate Adjustment	12.71
Total	434.85
Demand Factor	1.29
Total New Units to Address Demand Buffer - 20 years	560.00

Total 5-year and 20-year housing need

Table 13

The following table sums Components A-F and rounds the totals to the nearest whole number to determine the total number of new homes needed in the next 20 years, according to provincial guidelines. It also displays 5-year housing need estimates using the multipliers provided in the provincial guidelines and BC Stats household projections from 2021 to 2026.

EXPORT

Ladysmith T (CSD, BC)		
Component	5 Year Need	20 Year Need
A. Extreme Core Housing Need	25.68	102.71
B. Persons Experiencing Homelessness	26.95	53.91
C. Suppressed Household Formation	66.38	265.52
D. Anticipated Growth	466.67	1,480.95
E. Rental Vacancy Rate Adjustment	3.18	12.71
F. Additional Local Demand	140.00	560.00
Total New Units - 5 years	729	
Total New Units - 20 years		2,476

The HNA Calculator was created by the Housing Assessment Resource Tools (HART) project in collaboration with Licker Geospatial Consulting.



Housing Assessment
Resource Tools
(HART)



Licker
Geospatial
Consulting

Attachment B
TOWN OF LADYSMITH

BYLAW NO. 2190

A Bylaw to Amend "Official Community Plan Bylaw 2022, No. 2200"

The Council of the Town of Ladysmith in open meeting assembled enacts the following to effect changes to "Official Community Plan Bylaw 2022, No. 2200":

1. Replacing the section entitled "Housing Projections" in section 4 of Part A as follows:

"Ladysmith needs approximately **730 additional dwelling units by 2030 and 2,500 additional dwelling units by 2045** to accommodate housing needs for the projected population. This amounts to approximately 125-150 new residential units per year. These projections are based on the Town's and CVRD's Housing Needs Assessments (2021), the Town's Interim Housing Needs Report (2024) and longer term age-specific demand projections, by utilizing a household maintainer rate demand model. However, it is important to note that zoning approved prior to, and after, the adoption of this OCP **provides sufficient development capacity (over 20,000 units) to accommodate projected housing demand.**"

2. Subsection s. section 2.3. of Part B is amended to read as follows:

"Multi-family housing is supported, where infrastructure capacity is available, on lots that are within a ten minute walk of all of the following: a park, a transit stop, and either a school or commercial area. Maximum FSR's should be reserved for sites that are within a ten minute walk of all of the following: a park, a transit stop, school and commercial area."

3. Replace the words "2021 CVRD Regional Housing Needs Assessment" with "the Town's Housing Needs Reports" in section 3, subsection 4 of Part D.

Citation

4. This Bylaw may be cited for all purposes as "Official Community Plan Bylaw 2022, No. 2200, Amendment Bylaw 2024, No. 2190".

READ A FIRST TIME on the _____ day of _____, 2024

READ A SECOND TIME on the _____ day of _____, 2024

PUBLIC HEARING HELD PURSUANT TO SECTION 464(1)(a) of the Local Government Act on the _____ day of _____, 2024

READ A THIRD TIME on the _____ day of _____, 2024

ADOPTED on the _____ day of _____, 2024

Acting Mayor (T. McKay)

Corporate Officer (S. Bouma)