



ACT Project

INFILL HOUSING SOLUTIONS FOR WHISTLER'S WORKFORCE

FINAL REPORT

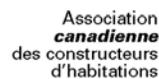
April 2006

PREPARED BY

Planning and Development Services

**Resort Municipality of Whistler
BRITISH COLUMBIA**

Program Partners:



PREFACE

The project documented in this report received an Affordability and Choice Today (ACT) grant. ACT is a housing regulatory reform initiative delivered in partnership by Canada Mortgage and Housing Corporation (ACT funder), the Federation of Canadian Municipalities (ACT administrator), the Canadian Home Builders' Association and the Canadian Housing and Renewal Association.

ACT, launched in 1990, encourages housing affordability and choice through regulatory reform. The United Nations Centre for Human Settlements recognized ACT in 1998 as one of the top global best practices for improving the living environment.

Over the years, ACT has created an impressive body of knowledge others can use to facilitate regulatory change in their communities. Projects range from innovative housing forms, secondary suites and streamlined approval procedures to NIMBY, alternative development and renovation standards, and more. ACT projects contribute in many ways to sustainable development. They have also served to enhance working relationships between local governments, the building industry and non-profit organizations.

In summary, ACT promotes regulatory reform through

- its database of solutions, which others may borrow from and adapt freely to meet their needs (see Web site address below).
- grants to local governments, builders, developers, architects, non-profit organizations and others across Canada to help facilitate the development of innovative solutions;
- other means of promoting regulatory solutions, such as workshops that highlight ACT solutions and address specific regulatory barriers.

For more information, visit ACT's website at www.actprogram.com, or contact:

ACT Administration
c/o The Federation of Canadian Municipalities
24 Clarence Street
Ottawa, Ontario
K1N 5P3
Phone: (613) 241-5221 ext. 242
Fax: (613) 244-1515
E-mail: info@actprogram.com

DISCLAIMER

This project was partially funded by ACT. The contents, views and editorial quality of this report are the responsibility of the author(s), and ACT and its partners accept no responsibility for them or any consequences arising from the reader's use of the information, materials or techniques described herein.

Overview

Along with its international reputation as a world-class resort, Whistler B.C. is well known for high housing prices and limited accommodation for the resort community's workforce. As part of its commitment to sustaining a healthy community, Whistler aims to accommodate 75% of local employees within municipal boundaries by providing housing that is appropriate to local income earners. *Whistler 2020*, the recently adopted *Comprehensive Sustainability Plan*, calls for the addition of up to 6,650 resident-restricted bed units¹ to support this goal. In addition to residential development in new neighbourhoods, Whistler has been working to develop and promote 'non-cost housing'² initiatives, primarily through neighbourhood infill. These initiatives are designed to:

- Create new housing opportunities for Whistler's local workforce by increasing the diversity of housing forms & tenures in the community;
- Address the loss of existing market accommodation currently occupied by local employees;
- Make ownership more affordable for existing resident-owners by allowing them to reduce the equity in their property;
- Encourage more efficient use of existing developed land and infrastructure; and,
- Strengthen existing neighbourhoods by integrating additional resident-restricted housing in existing subdivisions.

Project Description

Infill Housing Solutions for Whistler's Workforce is part of an ongoing effort to integrate new affordable housing in existing neighbourhoods. The project, which included two public forums and a design exercise, was undertaken by the Resort Municipality to develop, test and communicate regulatory changes required to create affordable infill housing. Based on the recommendations of Whistler's non-cost housing Task Force, the project team partnered with a local residential design firm to develop a series of "working examples" that would examine the feasibility of proposed infill scenarios on actual properties in Whistler. Thirty-five people attended the initial public forum and eleven property owners submitted expressions of interest to participate in the working example exercise. Three properties were selected for the exercise, and the results were presented at the second public forum. Thirty-three community members attended the forum to discuss the most attractive and challenging features of the different scenarios.

¹ Bed Units represent the servicing and facility requirements for one person and are assigned to residential lands within the Resort Municipality. Bed units are used to monitor and assess future community growth and residential development based on growth management policies in the Official Community Plan and the RMOW Comprehensive Development Plan.

² Methods by which the community can secure resident housing without contributing to the capital funds required for housing.

Context for Residential Infill

In 2003 Whistler made three regulatory changes to encourage the creation of resident housing at no cost to the Municipality: a density bonus program, increased allowable suite size, and permitting detached suites. Expanded non-cost housing initiatives, such as lot splits, duplexes or multiple suites in existing single-family neighbourhoods are targeted to supply up to 1,000 bed units (~160 dwelling units) to contribute to Whistler's existing resident housing inventory.

Whistler has successfully developed approximately 1,400 affordable, resident-restricted housing units and in recent years population and workforce growth has slowed. At the same time, the following issues and trends create an ongoing need for new workforce housing:

- **Loss or 'leakage' of existing affordable market housing.**

Approximately two thirds of Whistler's 14,000 peak season employees live in unrestricted or market housing. Notwithstanding the supply of existing and proposed resident-restricted³ housing, many workers rely on market rental and ownership opportunities to meet their housing needs. However, market home ownership is costly and real estate prices continue to rise; the average price of a single family home has tripled in the past decade.

When housing costs rise much more quickly than incomes and locals can no longer purchase, or retain, market homes, they may leave the community to find affordable alternatives. In many cases older, smaller, more affordable market homes that may have included a rental suite occupied by locals are sold and replaced with homes owned by people who do not live or work in Whistler. These homes are neither affordable nor available to accommodate the workforce required to sustain a successful resort economy.

Coupled with this trend is a decline in the availability of secondary suites. In the early 1990s about 75 secondary suites were built each year in Whistler. That number had dropped to less than 20 by 2000. These trends result in fewer market units occupied by local residents, and the loss of valued service and management workers who move neighbouring communities or leave the region.

- **A changing population.**

Whistler's sustainability goal require housing that is affordable and meets the needs of its unique resident population. Though relatively young and mobile⁴, Whistler is also home to a stable, maturing workforce whose professional skills and personal engagement are valuable assets to the resort community's economic viability and social success. This population creates a strong demand for affordable resident housing. The WHA maintains a waitlist of approximately 570 households qualified to purchase restricted housing. The demand for all unit types far outweighs supply, and detached and duplex units are very popular. By

³ Since 1997, the Whistler Housing Authority, a wholly owned subsidiary of the Resort Municipality of Whistler, has overseen the development of rental or for purchase employee restricted housing in Whistler through the use of the Employee Housing Fund.

⁴ The age distribution of Whistler's permanent population is centered on the median age of 30 (compared to the provincial median age of 38 years) and 64% of this population is between the age of 20 and 44 years (2001 Census).

creating new rental and ownership opportunities and adding to the variety of housing types and sizes available in Whistler, residential infill can help to accommodate a range of community members and their families and contribute to housing 75% of the workforce.

- **Existing residential development pattern.**

Significant potential exists to develop vacant or underutilized residential properties in Whistler's existing neighbourhoods. Outside the Village and Creekside commercial areas, most of Whistler's developed land area is in the form of low-density single-family residential neighbourhoods⁵. Zoning regulations, subdivision patterns and site constraints presented by the topography of a forested, mountain community have led to average residential neighbourhood densities ranging from 6-12 units per hectare (2-5 units per acre) — well below compact neighbourhood densities of 20+ units per hectare (8+ units per acre). Despite several smaller-lot residential neighbourhoods the RS1 Zone, which permits large homes on large (695 m² or 7,500 ft²) lots, covers 60% of all residentially zoned lands. Of Whistler's 2,000 RS1 zoned parcels, more than 10% (200+) of these parcels have twice the required minimum parcel area. Owners are permitted a maximum of one principal single-family dwelling unit and one secondary suite, and buildings are separated with generous side and front-yard setbacks. The maximum home size is restricted to 0.35 times the lot area to a maximum of 465 m² (5,000 ft²). Given the current real estate market, newly redeveloped RS1 lots are increasingly built to achieve their maximum permitted floor area without regard to affordability. The gradual replacement of smaller, older homes with larger houses affects the texture, fabric, and diversity of Whistler's neighbourhoods.

Objectives

While *Whistler 2020* suggests that smaller lots, duplexes and auxiliary suites could provide additional resident units at no cost to the municipality, these infill solutions require detailed regulatory changes. To determine their technical feasibility and gauge community support and potential uptake, the Municipality and the Task Force on non-cost resident housing sought to investigate proposed infill scenarios in consultation with the resort community. In this context, the specific objectives of the ACT project were to:

- a) Communicate proposed lot split, duplex and multiple suite opportunities to interested property owners and other community members;
- b) Test recommended regulatory changes, design guidelines and affordability measures with infill "working examples";
- c) Help property owners to understand their development options;
- d) Refine initial recommendations on zoning, design and pricing for council consideration; and
- e) Inform amendments to planning regulations and policies (OCP & zoning amendments, Development Permit Area Guidelines and development review

⁵ In 2004, approximately 34% (or 437 hectares) of Whistler's total developed land area was devoted to housing.

procedures) to facilitate the creation of affordable resident housing through infill in single-family neighbourhoods.

Project Team & Community Partners

Infill Housing Solutions for Whistler's Workforce was coordinated by the RMOW Planning Department in consultation with two key community partners – the Whistler Housing Authority and a local residential design firm, Murdoch & Company. Property owners participated in the working example exercise, and the Sea to Sky chapter of the Canadian Home Builders Association provided insight on the proposed infill recommendations.

Methodology

The ACT project was initiated after preliminary recommendations for regulatory and policy changes for infill housing were developed in consultation with the Task Force on non-cost resident housing. The project was designed to test these recommendations, communicate the results, solicit feedback and generate interest in residential infill. Key steps in the process included:

1. Public Forum No. 1 Preparation

Municipal planners worked with the design team on a public presentation and a series of posters to illustrate infill examples from other communities, preliminary recommendations for infill housing in Whistler's existing neighbourhoods, and to explain the opportunity for interested property owners to participate in the "working examples" exercise (Appendix A).

2. Public Forum No. 1

At the first public forum 35 community members joined representatives of the Task Force and the project team to learn about and initiate the "working examples" exercise. Following presentations and roundtable discussions, 11 property owners submitted expressions of interest and many others provided written comments. Local reporters attended the event and published related stories.

3. Selection & Development of Working Examples

The project team selected 3 properties from the submitted expressions of interest for further exploration. The Design Team then developed conceptual site plans for infill through a lot split, duplex and multiple suite option on each property and generated one elevation drawing for each property. The design team was asked to explore and respond to built form and character, scale and massing (volumetrics), access, parking and servicing, neighbourhood relationships and orientation of outdoor spaces, views, solar access, site grading and natural areas.

The concept plans were based on the following parameters, which were developed in consultation with the Task Force, with the goal of carefully integrating infill housing to enhance the neighbourhood:

- a) At least one of the newly created units or lots created through proposed infill must be restricted for resident employee use;

- b) A resale price restriction is to be applied to the designated restricted unit or lot (allow for first unit sale to be unrestricted, with subsequent sales tied to a resale price appreciation formula);
- c) No additional density (measured by Gross Floor Area and Floor Space Ratio) beyond that which would be permitted under existing RS1 zoning (0.35 FSR), should be allowed⁶;
- d) Building setbacks must reflect what is required under current zoning;
- e) One of the new parcels created by a lot split must meet the standard RS1 minimum parcel size (695 m²), while the other parcel should be at least 400 m²;
- f) Duplex infill housing would require a minimum lot area of 850 m², with a maximum permitted density that matches the adjacent RS1 standard lots (0.35 FSR).

4. Working Example Review

The project team collected feedback on the working examples from municipal staff, participating property owners, the local CHBA chapter and the Task Force, and refined the example drawings accordingly.

5. Public Forum No. 2

The project team presented the results for the working examples exercise at a second public forum on infill housing solutions for Whistler's workforce (Appendix B, C). Lively discussion along with written and verbal feedback helped municipal staff to refine their recommendations for council consideration, and develop public information materials to encourage uptake once necessary regulatory and policy changes are implemented.

Results

Together, the project results represent an important step in an ongoing effort to allow and support the development of affordable infill housing in Whistler. The key objectives of the ACT project have been fulfilled in the following respects:

- ✓ The public forums provided an opportunity for community consultation before proceeding with regulatory changes, and a means to inform citizens of recommended changes and generate widespread support for infill housing
- ✓ Media coverage and public attendance at two public forums have increased awareness and generated significant interest in infill opportunities for local property owners.
- ✓ By testing proposed regulatory changes, the working examples offered a more comprehensive understand of the implications of density and setback recommendations, design considerations, and affordability measures. While final regulatory changes have yet to be implemented, the results of the working examples will be used to inform and develop recommendations to Council.

⁶ The infill housing initiative proposes to increase the number of dwelling units allowed on a given parcel area, so in terms of 'units per acre', infill increases overall neighbourhood dwelling unit density. However, the initiative does not contemplate an increase in the allowable floor area on a site, nor change setbacks. In terms of floor space ratio – infill can be achieved with no change in density.

- ✓ The working example exercise and public forums have allowed the resort municipality to test whether the infill housing recommendations are politically acceptable and technically feasible, as well as to identify barriers to creating affordable infill housing.

The working examples also raise new questions and highlight the complexity of the infill scenarios, as discussed below. As a result, further exploration will be required before the final regulatory, design and policy changes are formulated. Once the project team has resolved the outstanding issues, infill housing communication material for public distribution will be developed following adoption and implementation of the proposed regulatory changes.

Forum Highlights

Overall, there was positive support for the proposed infill housing policy direction presented at the community forums and considerable interest in a diversity of lot-specific infill scenarios. The scenarios appealed to local homeowners each with unique housing plans, financial circumstances and property configurations. Many supported the idea of utilizing the existing allowable buildable area in a different way by creating an additional dwelling unit that could potentially add value to the property, contribute to their monthly mortgage payment, or allow the owner to free up some of the equity in their property.

Key insights gained at the community forums have reinforced the work done to date and will guide future efforts to realize local infill housing opportunities:

- The approach to regulatory reform (zoning bylaw amendments to the standard RS1 zone rather than 'spot-zoning' individual infill lots) was supported to ensure that (1) infill housing opportunities are equally available to all RS1 properties that meet the minimum requirements and (2) to avoid NIMBY reactions to specific infill housing projects;
- Participants noted the importance of considering form and character impacts to existing neighbourhoods and the need to ensure that infill development complements existing neighbourhood scale;
- While the need to provide affordable housing was endorsed as a key principle, strong reservations were expressed about proposed resale price restrictions for the resident unit or lot;
- The recommended pricing approach should acknowledge the market value of existing property and improvements, individual property owner expenditures (servicing, liveability upgrades etc), current costs of construction and the potential market discount due to the resident-restriction (positive incentives are needed to offset risk!);
- Parking issues may be a significant barrier to infill (existing minimum parking standards can be extremely challenging to meet on some sites);
- The proposed requirement to maintain the existing RS1 setback regime for new infill lot splits where the allowable built gross floor area is greater than 325 m² (3,500 ft²) may severely restrict the allowable building envelopes and make lot splits unfeasible.
- Consideration should be given to lot splits with smaller minimum parent parcel sizes (<1,000 m²) so that more lots are eligible for infill housing;

- The development approval process should be streamlined and development requirements (site servicing costs, municipal works and services charges, permit fees etc) should be communicated clearly to local property owners;
- To ensure flexibility in final housing product, Development Permit Area Guidelines regulating infill design should not limit creative design solutions with excessive restrictions.

Lessons Learned

a) Infill ‘working examples’ can be a valuable planning tool

As a planning tool, the infill working examples highlighted key design considerations such as parcel and building size, building orientation for views and solar access, design for neighbourhood compatibility, siting, parking and building code requirements, and street frontages. Using concept plans and illustrations prepared by the design team, planning staff also engaged their municipal colleagues, members of the local Home Builder’s Association, and the media. The examples gave citizens a chance to imagine the potential impacts and opportunities created by proposed regulatory changes. They also provide owners of the example properties with a starting point for their own planning and design work.

The working example exercise also exhibited some shortcomings. First, though the examples tested physical planning proposals such as design and siting, community members who attended one or both of the public forums were more concerned with the economic feasibility and attractiveness of infill housing for their own properties. The examples themselves do not resolve, or test, financing and affordability considerations, which needs to be carefully examined in conjunction with the physical site and land use planning. Second, most of the time spent developing the examples focused on lot size, setbacks, building size, parking, and siting. These considerations are addressed in concept plans, but did not necessarily demand more detailed character sketches, massing models, building sections or elevations. Other than three elevation drawings, the skills of the design team were not fully maximized in the development of the final product.

b) Innovative infill housing solutions require a comprehensive and flexible approach to regulatory reform

Many of Whistler’s existing single family and duplex-zoned residential properties can accommodate additional dwelling units without compromising existing character or exceeding the capacity of municipal infrastructure. However, zoning regulations governing lot frontage, building setbacks, site coverage, and parking, can make it difficult or impossible to legally build the new units. Although zoning can be amended to allow infill housing in the form of smaller lot splits, duplexes and multiple suites, the flexibility of this land use-planning tool will always be limited—zoning regulation, by definition, is restrictive. It is designed to limit the development options available to property owners to ensure relative consistency in the type and density of land use within a specified area. Regulatory changes to eliminate excessive standards and provide flexibility for special infill situations on pre-existing lots are needed (such as consideration of flexible standards, permitting lot layout alternatives and small lot zoning provisions, or instituting development permit guidelines to encourage desirable development). This calls for a comprehensive approach rather than simply making minor ‘tweaks’ to outdated zoning bylaws that do not adequately respond to emergent community sustainability objectives.

c) Suburban land use patterns can be a barrier to infill

Whistler's residential neighbourhoods reveal typical suburban conditions: wide, curving, disconnected streets ending in cul-de-sacs, no rear lanes, limited on street parking, homes setback from the front property line, wide or irregularly shaped parcels and a low overall development density. These conditions create neighbourhoods that, though thoroughly car-oriented, typically offer a coveted sense of privacy, safety, proximity to nature, and peace and quiet. At the same time, they make the integration of new dwelling units challenging. For example:

- New units typically require additional parking spaces. Without rear access or on-street options, parking quickly occupies a large area in the front yard area of most properties.
- Cul-de-sacs create pie-shaped lots with limited frontage. Access is limited, driveways easily dominate the streetscape, and splitting a lot is very difficult.
- Wide lots with ample setbacks tend to encourage the development of wide buildings located in the middle of a lot. In these cases, a lot split requires relocating or demolishing the existing house.
- Restricting height while allowing large floor areas leads to large building footprints that limit flexibility on the remainder of the parcel.

Whistler's challenging and varied topography may largely precipitate these land use patterns, but they are also prevalent in many areas where a more flexible format of narrower streets, smaller lots and rear lane access would be possible. These lessons are relevant in considering which neighbourhoods may be best suited to infill, and in planning for the location and pattern of new neighbourhoods.

d) Public perception may be a barrier to implementation

Although there may be widespread support infill housing in principle, nearby residents may perceive negative impacts on property values, views, traffic volumes, streetscapes and other valued aspects of their neighbourhoods. This can be the case even when additional units are technically feasible and already permitted by existing regulation. Despite the recognition that existing single-family residential zoning must be amended to permit the proposed smaller lots, duplexes and multiple suites, there is concern over the potentially unforeseen outcomes of any changes and a general reluctance to tinker with existing community land use patterns – this can become a significant obstacle that has to be considered in the public planning process. Both *real and perceived* barriers must be addressed.

e) Infrastructure demand may exceed capacity

Whistler's infill initiatives are informed by a policy direction that up to ~160 additional resident restricted dwelling units should be created through infill in existing neighbourhoods. Infill creates additional demand for servicing, yet the municipality's capacity to provide adequate water and sewer services to these additional units is limited. Proactively evaluating neighbourhood servicing capacity is an essential step that should be taken early in the planning process to determine what future infrastructure upgrades are necessary to support infill development. There may be opportunities to establish infill priority areas to fill gaps and sequence improvements where basic infrastructure requires upgrading. Finally, successful demand management strategies

must be pursued to reduce the pressure on existing infrastructure, as unsustainable resource use and traditional service standards may be defeating infill housing objectives. Without this, infill will only be feasible within a limited number of designated neighbourhoods, not in all RS1 areas that would be affected by amendments to all properties in that zone.

Key Outcomes

a) A phased approach

Planning staff and the Task Force intend to amend Whistler's RS1 zone to make infill opportunities available for all residential single-family properties that meet the proposed minimum requirements. This approach is designed to avoid spot zoning, public hearings and potential opposition for individual applications. It also raises concerns about unanticipated impacts: by enacting RS1 zoning amendments on a community-wide basis any unintended or undesirable consequences would be magnified. As a result of the infill project, a phased approach is preferred. Regulatory changes to the RS1 zone may be enacted in neighbourhoods or subdivision areas, and/or just one or two of the three proposed infill opportunities will be allowed initially.

b) Carefully applied infill design guidelines

To mitigate community concerns, ensure neighbourhood compatibility and encourage good residential design, infill design guidelines will be enacted through a Development Permit Area designation. Establishing guidelines to encourage desirable development, rather than regulating against 'bad' design, and then enforcing these guidelines, can be challenging. While participants want the form and character of infill to be compatible with existing neighbourhood character, little guidance is provided as to what this means. Infill design strategies should clarify valued aspects of the local neighbourhood, and develop basic principles and patterns rather than specific architectural styles and details. Guidelines should not undermine the wide range of housing forms, styles, sizes, and vintages that contribute to Whistler's unique flavour. Limiting the flexibility and individuality of residential buildings may preclude designs that would otherwise be reasonable and even desirable. So that they do not become a burden or a constraint, adopting a limited number of infill design standards that address fundamental design principles could bring greater consistency in the regulation of infill development, and minimize complexity.

c) Flexibility and incentives

The infill scenarios proposed in this ACT project require individual property owners to assume some risk in creating a new unit, renovating an existing dwelling or undertaking a two-lot subdivision. Property owners may incur significant upfront effort and costs (including planning and design services, development approval and municipal fees, as well as subdivision, site preparation, servicing, construction and legal costs). Residential construction costs in Whistler are high (roughly estimated to be \$250/ft² for a single family or duplex dwelling), and expected to rise. Without free land or other subsidies, even a home that sells for no more than its building costs is beyond the means of many local employees. The market demand for the newly created and employee restricted units is untested, though assumed to be sufficient. Without adequate design, zoning and pricing flexibility, property owners may not be willing to take the risk of investing in a small property development project that results in affordable infill housing for the community. One strategy to offset some of these risks is offering incentives. To date,

density bonuses or fee waivers have not been proposed, but some strategies to make infill more attractive to property owners may be necessary.

Applicability to other municipalities and community groups

Though regulatory changes have not yet been implemented, the proposed new lot sizes, duplex zoning and allowance for multiple suites are relevant to other communities hoping to develop innovative solutions to accommodate a critical mass of their local workforce, particularly in British Columbia's growing mountain resort sector. The working example exercise has been very informative and should be considered as a useful planning tool by other communities looking toward infill housing solutions. Working examples can help to generate public interest and test theoretical recommendations. They also illuminate site planning and design possibilities for individual owners, and prove that new, compact residential units can be reasonably accommodated in traditional subdivisions. There could also be an opportunity to take the working example process a step further to support the actual implementation of infill housing through municipally sponsored infill demonstration projects. Price and occupancy restrictions to ensure affordability of new units are still under consideration, but will be of interest to other communities hoping to create affordable housing.

Appendices

- 1. Community Forum No. 1**
 - Forum presentation materials
 - Expression of Interest form

- 2. Community Forum No. 2**
 - Forum presentation materials
 - Feedback Form

- 3. Infill Working Examples**
 - Participant Reference Sheet
 - Final Working Examples
 - Lot A (Corner Lot)
 - Lot B (Interior Lot)
 - Lot C (Gently Sloping Lot)



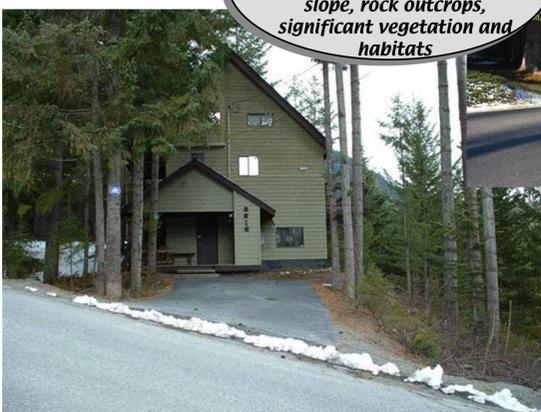
Protected/ covered entries & covered parking



Snow dump and storage in landscape areas



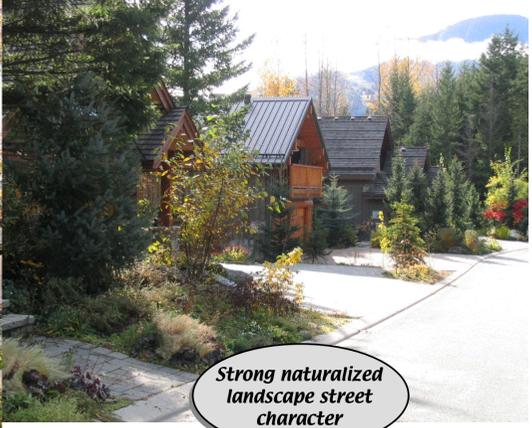
Preserve existing landscape character when developing infill: slope, rock outcrops, significant vegetation and habitats



Richness of details using natural materials



Strong roof form Building steps w/grade



Strong naturalized landscape street character

Whistler Form & Character



Corner lot duplex asymmetrical



Cluster Duplexes



Coach house/ suite over garage



Duplex side by side asymmetrical



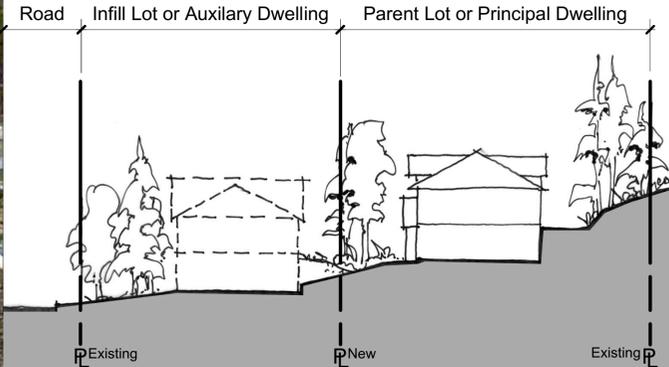
Some Whistler Examples

Infill Housing

Whistler Examples

November, 2005

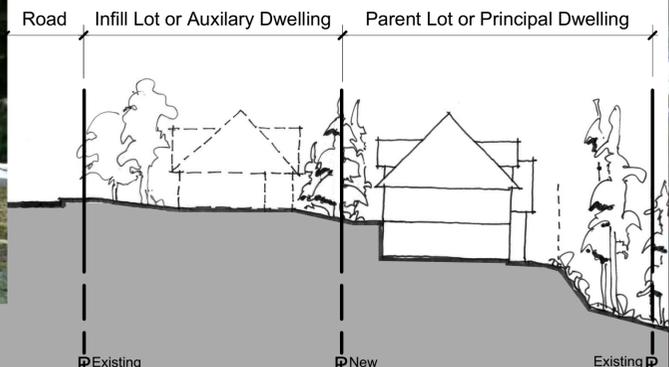
MURDOCH COMPANY
Architecture + Planning Ltd.
#6 - 2221 GONDOLA WAY
P.O. Box 1394
Whistler, B.C. V0N 1B0
Ph. 905-6992 Fax 905-6993
e-mail: murdoch@telus.net



Uphill Lots

*Potential:
Garage w/ suite above
Additional Suite in Principal Dwelling*

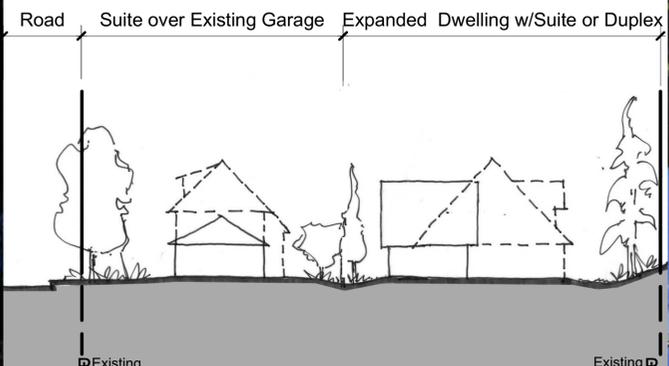
*Potential:
Suite above Garage
Additional Suite in Principal Dwelling*



Downhill Lots

*Potential:
Garage w/ suite above
Expanded principal dwelling w/ suite*

*Potential:
Garage w/ suite above
Additional Suite in Principal Dwelling*



Low Slope Lots

*Potential:
Lot Split
Expanded Principal dwelling w/ suite
Duplex*

*Potential:
Lot Split
Expanded Principal dwelling w/ suite
Duplex*

Design Considerations:

- neighbourhood form & character
- access to parking and access to dwelling
- spacial and grade relationship between buildings
- site grading and environmental impact
- solar access

- creation of outdoor spaces
- views from site and views between units
- views to and from the street and neighbours
- snow dump/ storage
- lot servicing (hydro,water, storm and sewer)

Infill Housing

Whistler Site Types and Conditions

November, 2005

MURDOCH COMPANY
Architecture + Planning Ltd.
#6 - 2221 GONDOLA WAY
P.O. Box 1394
Whistler, B.C. V0N 1B0
Ph: 905-8992 Fax: 905-6983
e-mail: murdoch@telus.net



Coachhouses developed on large lots in exclusive neighbourhoods

New dwelling w/coachhouse/studio

Existing dwelling w/suites & a coachhouse/ studio

Infill Suites & Coachhouses



Lot Split- two new houses replacing an older house

Lot Split- infill on side and back lots retaining existing dwelling

Small Lot infill in existing urban neighbourhood

Urban duplex w/ parking below on single family lot

Lot Split & Duplex Infill



Multi-suite Dwelling/ strata

Conversion of single family house to strata suites

Strata suites/townhouses in existing neighbourhood

Raised bungalow w/new garden level suite

Strata Suites & Large Residence Conversions



Cluster single family infill w/ common open space

Traditional & contemporary rowhouses

Small scale apartment/ strata units

Multi-use infill strata suites over neighbourhood commercial

Multi-family, Cluster and Row Housing Infill

* These images represent different approaches to infill housing from other communities, not all of these examples may be appropriate density or form for Whistler

Infill Housing

Examples from other Communities

November, 2005

MURDOCH COMPANY
 Architecture + Planning Ltd.
 #6 - 2221 GONDOLA WAY
 P.O. Box 1394
 Whistler, B.C. V0N 1B0
 Ph. 905-6992 Fax 905-6993
 e-mail: murdoch@telus.net



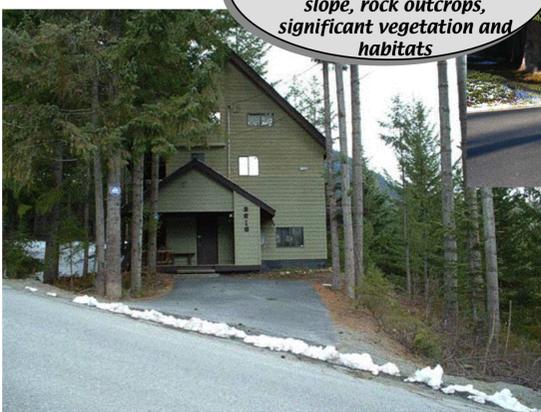
Protected/ covered entries & covered parking



Snow dump and storage in landscape areas



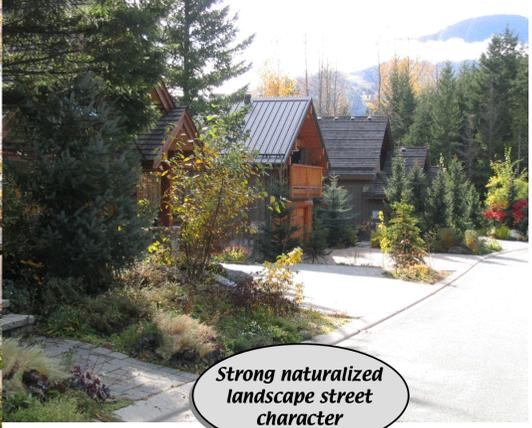
Preserve existing landscape character when developing infill: slope, rock outcrops, significant vegetation and habitats



Richness of details using natural materials



Strong roof form Building steps w/grade



Strong naturalized landscape street character

Whistler Form & Character



Corner lot duplex asymmetrical



Cluster Duplexes



Coach house/ suite over garage



Duplex side by side asymmetrical



Some Whistler Examples

Infill Housing

Whistler Examples

November, 2005

MURDOCH COMPANY
Architecture + Planning Ltd.
#6 - 2221 GONDOLA WAY
P.O. Box 1394
Whistler, B.C. V0N 1B0
Ph. 905-6992 Fax 905-6993
e-mail: murdoch@telus.net

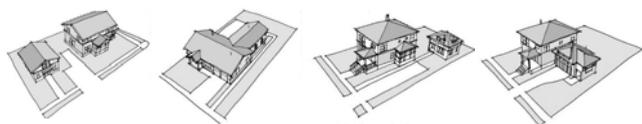
Appendix B

Forum No. 2 Presentation Materials
Feedback Form
Forum Proceedings



Welcome!

Thank you for attending our 2nd Community Forum on non-cost infill housing. The purpose of the forum is to present and solicit feedback on infill “working examples” that illustrate potential infill development scenarios for three actual properties in Whistler.



For each property, recommendations for lot split, duplex infill and multiple suite opportunities were tested to gauge how these scenarios could be successfully implemented on the ground.



- What elements or aspects of the working examples do you find most attractive?
- Do you have any concerns with the scenarios?
- What are your suggestions to ensure the infill initiative is successful?

Your feedback is needed!

Please be sure to:

- ✓ Sign in
- ✓ Pick up a Feedback Form

Forms can be:

- ✓ Deposited in the box at the exit
- ✓ Handed to staff
- ✓ Faxed or emailed to the RMOW by 07 April 2006

The Panels and Feedback Forms are available on the Municipal web page:
www.whistler.ca/community/housing

Special Acknowledgements



The RMOW would like to extend special thanks to the selected property owners for their participation in the infill working example exercise. Design expertise has been provided by Brent Murdoch & Co.

This project also received partial financial assistance from Affordability & Choice Today (ACT), a housing regulatory reform initiative of the Federation of Canadian Municipalities (administrator), Canada Mortgage and Housing Corporation (funder), the Canadian Home Builders' Association, and the Canadian Housing and Renewal Association.

www.actprogram.com

Tonight's AGENDA.

5.30-6.00	Walk About - Material Review
6.00-6.30	Presentation
6.30-7.45	Facilitated Discussion Session
7.45-8.00	Wrap-Up / Feedback Forms

Presentation Key

Panels 1 - 5 BACKGROUND BOARDS

- Introduction to Infill Opportunities
- Proposed Regulatory Changes
- Community Feedback
- Example DP Guidelines

Panels 6 - 12 FOCUS BOARDS

- Illustrated Working Examples
- Lot A
- Lot B
- Lot C
- Lessons Learned + Technical Considerations
- Implementing Infill

Next STEPS...

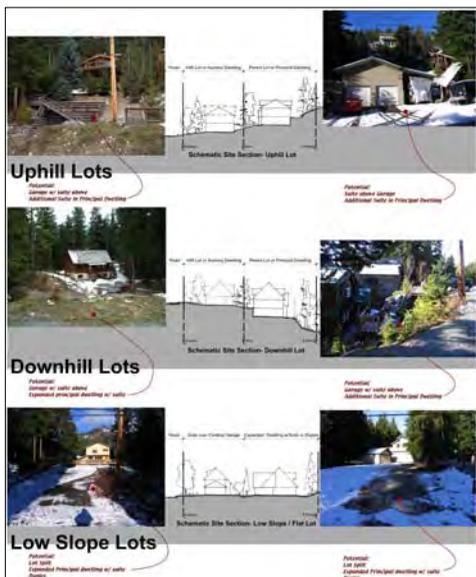
❖ Review regulatory changes with Task Force	April '06
❖ Refine Economic Analysis	April '06
❖ Continue Servicing Capacity Evaluation	April '06
❖ Draft Infill Implementation Plan	May '06
❖ Council Update on Preferred Direction	May '06
❖ Draft Zoning Bylaw Amendments	May - Sept '06



Background

What is infill housing?

- Infill housing is the addition of new resident dwelling units within existing neighbourhoods
- Infill can be achieved by permitting subdivisions of large lots, duplexes, or adding additional suites (attached or detached) to existing homes.
- Appropriately designed infill housing increases the quality, attractiveness and land use efficiency of residential neighbourhoods and strengthens neighbourhoods



Why Infill Housing in Whistler?

- ✓ Create new housing opportunities for local workforce (Whistler 2020 commitment)
- ✓ Provide additional housing in existing neighbourhood areas (not 'greenfield')
- ✓ Help address leakage or loss of market accommodation
- ✓ Allow existing residents to stay in Whistler by managing the costs of home ownership and freeing up equity
- ✓ Increase housing choice by providing alternative housing forms & tenure
- ✓ Create incentive for reinvestment in existing housing stock and stimulate local economy



Existing Infill Opportunities

Currently Available to Local Property Owners

- Density Bonus Program*
- Detached Auxiliary Suites**
- Increased Suite Size**



*Within RS1, RS2, RS3 zones

**Within RS1, RS2, RS3 + RSE1 zones

Proposed Infill Opportunities (2005/06)

Multiple Suites

Allow up to two 2 suites on any parcel; one must be restricted for a qualified resident-employee and may be sold as a strata unit



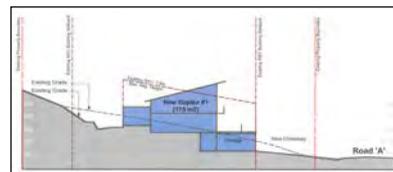
Lot Split

Allow fee-simple subdivision of larger parcels, one lot must be restricted



Duplex

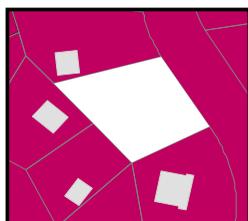
Allow duplexes in RS1 zone, one unit/side must be restricted





Existing RS1 Zoning

Zoning changes to permit infill are under consideration for properties within the RS1 zone. Approximately 60% of Whistler’s residential-zoned lands are zoned RS1. Of the 2,000+ RS1 zoned parcels, more than 10% have twice the required minimum parcel size; another 55% are greater than 850 m² (9,150 ft²). Significant potential exists for infill on existing vacant or undeveloped RS1 lots.



Minimum Parcel Area: 695 m²
Minimum Frontage:
 18m (<325m²)
 24m (>325m²)

Maximum Density:
 Lesser of 495m² or 0.35 FSR
 (>325 m² allowed only with 24 m frontage + 6 m setbacks)



Permitted Uses:

- Detached Dwelling
- Auxiliary Dwelling Unit (within Principal Dwelling or as Detached Auxiliary Bldg)
- Auxiliary Building

Building Siting & Density Restrictions

	Setbacks (m)			Max. FSR
	Front*	Rear	Side	
SF dwelling <325 sq m	7.6	7.6	3	0.35
SF dwelling >325 sq m	7.6	7.6	6	0.35
SF dwelling w/ suite (total <325 sq m)	7.6	7.6	3	0.35
SF dwelling w/ suite (total <325 sq m)	7.6	7.6	6	0.35
SF dwelling, detached suite (total <325 sq m)	7.6	7.6	3	0.35
SF dwelling, detached suite (total >325 sq m)	7.6	7.6	6	0.35

**Front setback of 5m permitted for garages or auxiliary buildings for garage or carport use.*

Auxiliary Dwelling Unit (Suite) Regulations

- Max Size 90 m² (min 32.5 m²); *cannot exceed 40% of gross floor area on a parcel
- Auxiliary building containing auxiliary suite and parking:
 - Max size 110 m²
 - Height no less than 2 stories to maximum of 5 metres

*Existing density bonus for auxiliary suites:

An additional 56 m² (600 ft²) may be added to a dwelling unit or auxiliary building for employee use or rental provided that the FSR does not exceed 0.3) and the property owner registers a housing agreement restricting unit occupancy.



Proposed RS1 Regulatory Changes (November 2005)

1 LOT SPLIT

Allow subdivision of larger lots; one of newly created lots/units must be restricted for resident use.

Recommended Parameters

Min Parent Parcel Area: 1,100 M² (11,800 SF)

Standard RS1 Lot 695 M² (7,500 SF)

New Smaller SF Lot 405 M² (4,300 SF)

Max Density: Combined 0.35 FSR* for both lots

NOTE: These initial Lot Split, Duplex and Multiple Suite parameters were used as a starting point for the infill working examples, and will be further refined based on key findings of the exercise and ongoing technical analysis.

2 DUPLEX INFILL

Add 'Duplex Dwelling' as a permitted use in the RS1 Zone; designate one side/unit as resident restricted.

Recommended Parameters

Min Parcel Area: 850 M² (9,150 SF)

Max Density 0.35 FSR*

*[*Other duplex zones like Spruce Grove or Whistler Cay Heights have floor space ratios of 0.40]*

3 MULTIPLE SUITES

Allow maximum of 2 auxiliary suites (1 in principle dwelling, 1 detached) in RS1 Zone

Recommended Parameters

Max Density 0.35 FSR

*Apply existing auxiliary suite floor area restrictions



Proposed Measures of Success for Infill

In early 2005, the Task Force identified a number of key *measures of success* for the delivery resident infill housing.

- ✓ Provide adequate incentive to existing property owners to deliver this housing
- ✓ Maintain flexibility in the final housing product by accommodating different scenarios without imposing too many restrictions
- ✓ Maintain long-term affordability of the non-cost housing product
- ✓ Mandate that one of the lots or units created through a lot split or building stratification pursuant to the policy should be covenanted for employee use
- ✓ Create flexible pricing approach that considers:
 - Diversity of individual situations (personal & property)
 - Market value of existing property & improvements
 - Property owner expenditures
 - Offsetting risk, effort and potential discounts in value of remaining resident unit/lot

Task Force Recommendations to Achieve the Measures of Success

RS1 Regulatory Changes	Restrictions & Affordability	DP Design Guidelines
<ul style="list-style-type: none"> ▪ No "spot zoning" (amend entire RS1 zone and allow infill according to neighbourhood servicing capacity) ▪ Maintain existing densities to ensure consistency with neighbourhood (0.35 FSR maximum density) ▪ Maintain original RS1 building setbacks 	<ul style="list-style-type: none"> ▪ 1 newly created unit/lot must be restricted for resident employee use/occupation ▪ Limit 'loopholes' (2 yr minimum employee/retiree eligibility requirement?) ▪ Apply <i>resale price restriction</i> (allow first sale to be unrestricted with subsequent sales tied to price appreciation formula (fixed rate, Core CPI etc) <i>does not apply to unstratified multiple suites for rental</i>) 	<ul style="list-style-type: none"> ▪ Institute DP Guidelines to manage form + character of residential infill; to be applied at Building Permit stage of approval

Initial Community Feedback

Regulatory changes presented at the first Infill Community Forum in November 2005 are highlighted here, along with feedback received to date from property owners and members of the public, as well as in discussions with RMOW staff and local development and building industry representatives.

- Overall support for policy direction and approach
- Apply zoning changes fairly
- Could allow lot splits with smaller lot areas (parent parcels <1,100 m²)
- Consider higher density for duplex infill (0.4 FSR like other duplex zones)
- Impose building envelope covenant at subdivision to control building massing / 'volumetrics'
- Minimum parking requirements may be difficult to meet on some sites
- Provide adequate incentive to existing property owners to deliver housing (consider waiving fees, density bonus?)
- Concern expressed that resale price restriction will limit uptake (Is mandatory 'owner-occupied' restriction sufficient?)
- Find alternative mechanisms to ensure affordability + limit price rather than imposing market price controls
- Support affordable employee housing for full-time residents + increase vibrancy/liveability of neighbourhoods
- Consider impacts of policy changes to neighbourhood as a whole (show pattern)
- Ensure streamlined development approval process
- Caution regulating SF residential design; do not be too restrictive and limit creative design solutions + flexibility
- Test changes in a small area first



Development Permit (DP) Design Guidelines

Infill housing raises concerns about the impact of new units in existing neighbourhoods. Zoning limits floor area and building envelope, but cannot control form and character, volume, building façade treatments, etc.

Many communities apply design guidelines to infill projects to regulate their appearance. Under the Local Government Act, the RMOW can apply guidelines for intensive residential development in SF areas.

Development Permit Guidelines for infill development are being further explored for Whistler. Drawing on 'best-practices' of other communities successfully implementing infill regulations, example guiding principles may assist in our effort:

- ✓ *Encourage desirable development rather than simply regulating against 'bad' design*
- ✓ *Focus on basic design principles and patterns, not on architectural style*
- ✓ *Minimize regulatory complexity*
- ✓ *Acknowledge site-specific conditions where possible*
- ✓ *Consider impacts on other priorities such as environmental sustainability, liveability and construction costs for residents of new housing*

Q. What other principles should be used to establish infill DP guidelines?

Other Design Principles Identified in Working Example Exercise

- Maintain street character (preserve front-yard setbacks + cadence of built form to landscape)
- Respond to site topography (stepping or multi-level form) + protect significant landscape features (extg trees; rocky outcrops)
- Orient main interior + exterior spaces with solar; protect from prevailing winds
- Preserve key views while maintaining privacy
- Consider snow management

Example Guidelines

Site Planning & Built Form

- Consider appropriate light/solar, view and privacy in determining building height/massing, site orientation and location of entries/windows
- Street-facing facades (principal entries, windows, porches, balconies) to animate the street
- Compatible arrangement of units (avoid siting front of 1 unit facing back of another)
- Transition of building heights and widths
- Relaxation of interior side setbacks
- Respect privacy of outdoor amenity areas of adjacent residences
- Retention of established landscaping; avoid artificially raising/lowering grades that would require large retaining walls

Access & Parking

- Shared driveways and 'pedestrian entry courts' to minimize driveways and impervious paving areas
- Limit parking area to percentage of street frontage

Sustainable Design

- Meets RMOW Green building standards (Whistler Green) for materials & energy efficiency, for example
 - On-site stormwater management measures (emulate natural stormwater flows; minimize impervious areas)
 - Integration of water conservation systems (e.g. grey water recovery and rainwater re-use)



Neighbourhood Infill Working Examples

In December 2005, 3 local properties were selected as *conceptual infill working examples* in order to:

- Isolate and test proposed infill housing scenarios and economic considerations
- Highlight alternative development opportunities for resident housing

The results of the exercise will:

1. Inform regulatory changes to create additional resident housing in existing neighbourhoods
2. Communicate & promote infill development opportunities to Whistler property owners

Property Selection

Owners of 11 properties submitted *expressions of interest*



Selected properties:

- ✓ Met the proposed minimum parcel area criteria;
- ✓ Highlighted different lot types (corner, interior lot, sloping);
- ✓ Had existing site/dwelling conducive to infill development.

Results - Infill Concept Plans

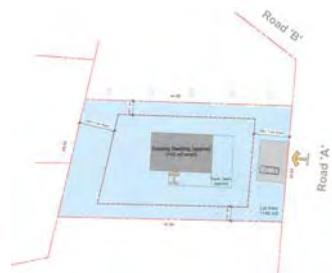
- Brent Murdoch & Co prepared infill concept plans considering the following design elements:
 - Built Form & Character
 - Scale & Massing (Volumetrics)
 - Access, Parking & Servicing
 - Neighbourhood Relationships & Outdoor Spaces
 - Views, Solar Access, Site Grading & Natural Areas
- The examples illustrate a potential lot split, multiple suite and duplex configuration for each property



LOT A



LOT B



LOT C

Community Forum No. 2 Infill Housing Working Examples



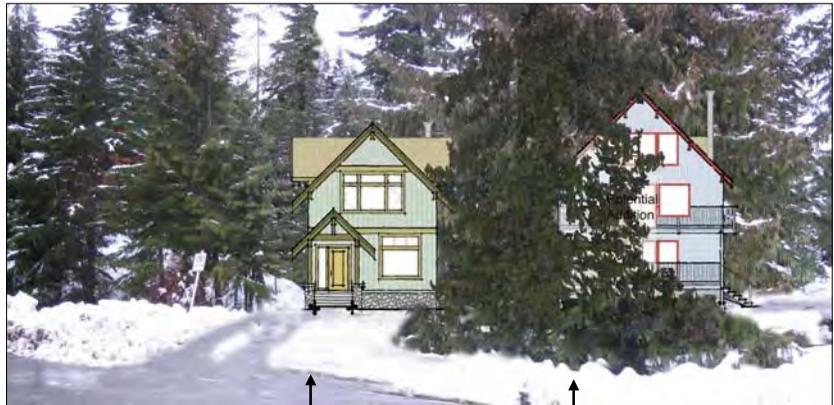
LOT A - CORNER LOT



Scenario Characteristics - LOT A			
	Area (sq ft)	Area (sq m)	FSR
Existing			
Lot Area	12,665	1,177	
Permitted GFA	4,433	412	
Built GFA	1,015	178	
Suite GFA	0	0	0.15
FSR			
Remaining available GFA	2,518	234	
Site Coverage (%)	3		
Required Parking Spaces	2		
Proposed			
Lot Split			
Lot 1 Area	8,110	754	
Lot 1 Permitted GFA	2,848	264	
Lot 1 Illustrated GFA	2,841	264	0.35
Lot 1 FSR			
Lot 2 Area	4,551	423	
Lot 2 Permitted GFA	1,592	148	
Lot 2 Illustrated GFA	1,592	148	0.35
Lot 2 FSR			
Site Coverage (%)	21		
Required Parking Spaces	4		
Duplex			
Side 1 Illustrated GFA	2,539	236	
Side 2 Illustrated GFA	1,894	176	
Combined GFA	4,433	412	0.35
Combined FSR			
Site Coverage (%)	20		
Required Parking Spaces	4		
Suites			
Addition GFA	839	78	
Suite #1 GFA	496	46	
Suite #2 GFA	1,184	110	
Combined GFA	4,433	412	0.35
Combined FSR			
Site Coverage (%)	22		
Required Parking Spaces	4		

GFA (Gross Floor Area): The total area of all floors in all buildings on a parcel
FSR (Floor Space Ratio): The relationship between floor area and parcel area

Existing condition



NEW SMALL LOT SF DWELLING
148M² (1,593 FT²)

EXISTING DWELLING UNIT WITH ADDITION
264 M² (2,842 FT²)

Note: Original setback regime of parent parcel modified with lot split; Original frontage on Road A becomes new side as frontage is determined by shortest property line on road. Both frontages for each lot are shown along Road B.

(1) Lot split scenario



RS1 allowable
(building < 325 m²)



RS1 allowable
(building > 325 m²)



(2) Duplex



(3) Multiple suite

Community Forum No. 2 Infill Housing Working Examples



Lot B - INTERIOR LOT



Scenario Characteristics - LOT B					
		Area (sq ft)	Area (sq m)	FSR	
Existing	Lot Area	11,675	1085		
	Permitted GFA	3,497	325		
	Built GFA	1,089	101		
	Suite GFA	592	55	0.14	
	FSR				
	Remaining available GFA	1,808	168		
Proposed	Site Coverage (%)	7			
	Required Parking Spaces	2			
Lot Split	Lot 1 Area	7,371	685		
	Lot 1 Permitted GFA	2,286	240		
	Lot 1 Illustrated GFA	2,582	240		
	Lot 1 FSR			0.35	
	Lot 2 Area	4,304	400		
	Lot 2 Permitted GFA	1,506	140		
	Lot 2 Illustrated GFA	1,506	140		
	Lot 2 FSR			0.35	
	Site Coverage (%)	21			
	Required Parking Spaces	4			
	Duplex	Side 1 Illustrated GFA	2,281	212	
		Side 2 Illustrated GFA	1,722	160	
Combined GFA		4,003	372		
Combined FSR				0.34	
2	Site Coverage (%)	19			
	Required Parking Spaces	4			
Suites	Addition GFA	624	58		
	Suite #1 GFA	592	55		
	Suite #2 GFA	646	60		
	Combined GFA	3,551	330		
	Combined FSR			0.30	
3	Site Coverage (%)	22			
	Required Parking Spaces	4			

Existing condition

GFA (Gross Floor Area): The total area of all rooms in all buildings on a parcel
FSR (Floor Space Ratio): The relationship between floor area and parcel area



(3) Multiple suite scenario

NEW DETACHED AUX
SUITE WITH GARAGE
AT REAR OF LOT
110M² (1,184 FT²)

EXISTING DWELLING
UNIT WITH GARAGE +
AUX SUITE ADDITION
215 M² (2,314 FT²)



RS1 allowable
(<325 M²)



(1) Lot split

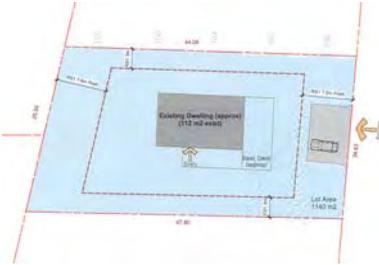


(2) Duplex

Community Forum No. 2 Infill Housing Working Examples



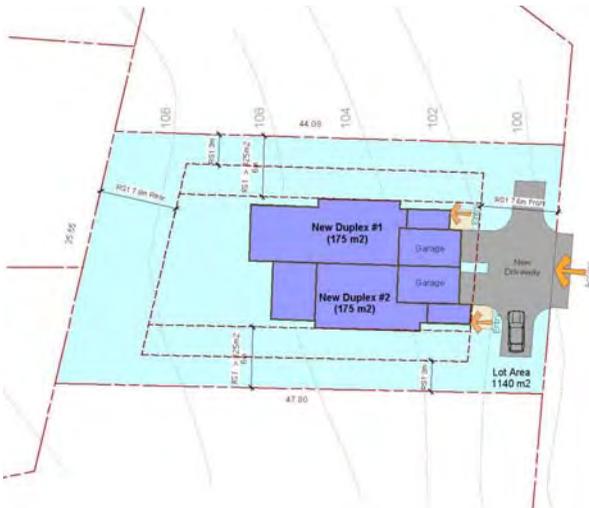
Lot C - GENTLY SLOPING LOT



Existing condition

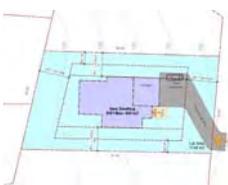
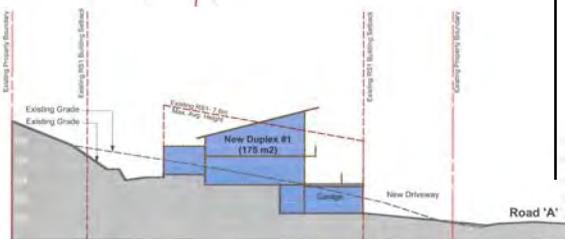
Scenario Characteristics - LOT C			
	Area (sq ft)	Area (sq m)	FSR
Existing			
Lot Area	12,202	1140	
Permitted GFA	4,293	399	
Built GFA	1,205	112	
Suite GFA	0	0	
FSR			0.10
Remaining available GFA	3,088	287	
Site Coverage (%)	9		
Required Parking Spaces	2		
Proposed			
Lot Split			
Lot 1 Area	7,532	700	
Lot 1 Permitted GFA	2,636	245	
Lot 1 Illustrated GFA	2,662	246	
Lot 1 FSR			0.34
Lot 2 Area	4,734	440	
Lot 2 Permitted GFA	1,657	154	
Lot 2 Illustrated GFA	1,614	150	
Lot 2 FSR			0.34
Site Coverage (%)	21		
Required Parking Spaces	4		
Duplex			
Side 1 Illustrated GFA	1,883	175	
Side 2 Illustrated GFA	1,883	175	
Combined GFA	3,766	350	
Combined FSR			0.31
Site Coverage (%)	19		
Required Parking Spaces	4		
Suites			
New Principal Dwelling	2,733	254	
Suite #1 GFA	968	90	
Suite #2 GFA	592	55	
Combined GFA	4,293	399	
Combined FSR			0.35
Site Coverage (%)	22		
Required Parking Spaces	4		

GFA (Gross Floor Area): The total area of all floors in all buildings on a parcel.
FSR (Floor Space Ratio): The relationship between floor area and parcel area.



NEW DUPLEX DWELLING UNIT
350 M² (3,767 FT²)
175 M² (1,883 FT²) / side
*Max GFA = 399 M²

(2) Duplex scenario



RS1 allowable
(building < 325 m²)



RS1 allowable
(building > 325 m²)



(3) Multiple suite



(1) Lot split*

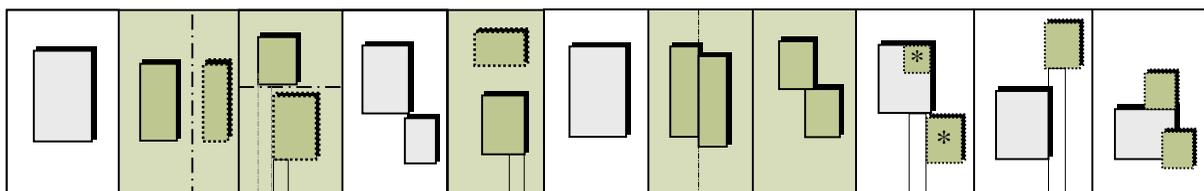
Note. This scenario would require a Bareland Strata subdivision otherwise rear lot would not have any frontage on Road A. Currently, the RMOV does not permit panhandle lot creation.



Working Example Highlights

Lessons Learned

- New infill housing can be accommodated and fit with existing neighbourhood form & character
- Lot splits, duplex infill and multiple suites can provide attractive, livable housing choices
- Redistribution of allowable density can create greater diversity in housing forms (also creates more fine grained neighbourhood pattern)
- Some parcels/site conditions are better suited to specific infill scenarios than others
- Site-specific and innovative design solutions needed
- Initial recommendations should be refined to ensure successful implementation



Technical Considerations

LOT SPLIT

- Most technically complex of the 3 scenarios
- Cumulative effect on streetscape + lot patterns
- Accommodating parking
- Shared driveways
- Location and condition of existing dwelling
- Minimum frontage
- Current moratorium on panhandle lots limits potential
- Potential building envelope restrictions with proposed lot distribution (min requirement that one lot is at least 695 m²)
- Other?

DUPLEX

- Least complex scenario to implement in terms of regulation
- Accommodating parking
- Location and condition of existing dwelling
- Building envelope covenants
- Separate service connections for each unit
- Are suites permitted?
- Other?

MULTIPLE SUITE

- May be the most popular infill opportunity
- Opportunity to legitimize existing non-conforming multiple suites?
- Accommodating parking
- Location and condition of existing dwelling
- Building code & fire safety upgrades
- Other?



Implementing Infill - Typical Requirements & Costs

This panel presents some of the typical requirements and upfront development costs that need to be considered depending on property and owner circumstances and the individual infill opportunity being pursued:

Note: The majority of these requirements are typical requirements for any development or redevelopment process.

★ KEY COST CONSIDERATIONS ASSOCIATED WITH ADDITION OF RESIDENT UNITS THROUGH INFILL INITIATIVE

SITE PLANNING & DESIGN		<ul style="list-style-type: none"> Architectural & Engineering Services Site analysis - survey, grading plan, code analysis report, technical studies ★ Preliminary subdivision and site servicing plans Building Permit & Landscaping Plans
DEVELOPMENT APPROVAL & MUNICIPAL FEES		<ul style="list-style-type: none"> ★ Subdivision Application Fees & Charges ★ Development Permit Application Fees Building Permit Application & Fees Other permits (demolition, foundation, plumbing etc) ★ Municipal Works & Service Charges Engineering/Landscape Security & Inspection Fees Legal Fees & Charges
SUBDIVISION, SITE PREPARATION & SERVICING COSTS		<ul style="list-style-type: none"> ★ Site Grading & Earthworks ★ Potential dwelling relocation/foundation works ★ Utility Connections (water, sewer, hydro & telephone) ★ Driveway Construction & Parking As-Built Drawings
CONSTRUCTION COSTS		<ul style="list-style-type: none"> ★ Fire Code & Livability Upgrades Construction Costs (building & landscaping)
LEGAL COSTS & REAL ESTATE FEES		<ul style="list-style-type: none"> Real Estate Transfer Taxes Other Legal Fees (Title certificates, plan deposition in Land Title Office, Housing covenant execution etc)

Ensuring Success...

The Task Force recognizes that:

- Significant effort & investment is required by property owners to create a new resident lot or unit
- Infill housing initiative must be attractive to applicants & provide adequate incentive for there to be positive uptake
- Approval process/requirements must be streamlined, clear and implemented in a fair & cost-effective manner

RMOW Works & Service Charges

RMOW Works & Service Charges* [One time only charges]	Duplex (Class B)		
	SF (Class A)	Per Dwelling	Per Parcel
Sewer	\$3,533	\$2,654	\$5,308
Water	\$801	\$693	\$1,386
Transportation	\$3,749	\$2,813	\$5,624
Recreation	\$5,012	\$3,765	\$7,530
Total	\$13,093	\$9,925	\$19,850

Notes
* One time RMOW works & service charges are payable when construction is undertaken which adds 50% or more of the value of a building as determined by current assessed value.

* Municipal Works & Service charges are paid to the RMOW when:

a) building permit issued for Class A, B, C, D development

b) two or more building permits issued for a building within a 3 year period which permits in combination an extension or

c) connection to municipal services

d) over 3 years have passed since an exemption of charges was allowed and the units continued to be occupied

* If the existing parcel has not paid municipal works and services charges, then these fees are payable on each of the parcels. This can add significant costs to the subdivision process.



Implementing Infill - Phasing & Next Steps

Phasing - Servicing Considerations

Infill creates additional demand for servicing in existing neighbourhoods. As Whistler's existing water and sewer capacity is limited, new development requires strategies to ensure that servicing meets expected demand.

Currently, the municipality is:

1. Evaluating neighbourhood servicing capacity to clarify what future infrastructure upgrades are necessary to support infill development
2. Pursuing demand-management strategies to reduce the pressure on existing infrastructure (i.e. potable water conservation regulations & incentives; see *Whistler 2020 Water Strategy*)

Whistler's ability to provide essential infrastructure services for additional development depends on:

1. Water supply
 - Surface water
 - Ground water
2. Water reservoir capacity
3. Sewer size
4. Pump station capacity

NEXT STEPS

- ❖ Review regulatory changes with Task Force (April '06)
- ❖ Refine Economic Analysis (April '06)
- ❖ Continue Servicing Capacity Evaluation (April '06)
- ❖ Council Update on Preferred Direction (May '06)
- ❖ Draft Infill Implementation Plan (May '06)
- ❖ Draft Development Permit Guidelines (May/June '06)
- ❖ Draft Zoning By-Law Amendments (May - Sept '06)



Your feedback is needed!

- What elements or aspects of the working examples do you find most attractive?
- Do you have any concerns with the scenarios?
- What are your suggestions to ensure the infill initiative is successful?

Please complete the provided feedback form and deposit in the box at the exit, hand to staff or fax/emailed to the RMOW by 07 April 2006

WHISTLER

Welcome!

Community Forum No 2
Non-Cost Resident Housing Initiatives

March 28, 2006

RMOV Planning & Development Services
 Task Force on Non-Cost Resident Housing Initiatives

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER TONIGHT'S AGENDA

- 5.30-6.00 Walk about – material review
- ★ 6.00-6.30 Staff Presentation: Introduction to *Infill Working Examples*
- ★ 6.30-7.45 Facilitated Discussion
- ★ 7.45-8.00 *Wrap-Up/ Feedback Form Completion*

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER FORUM No 2 - PURPOSE

1. Present completed *conceptual infill working examples*
2. Gauge your interest & solicit specific feedback on these opportunities
3. Review Next Steps

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Background – Non Cost Resident Housing



- "Methods by which the community can secure resident housing without contributing to the capital funds required for housing"
- Identified as **tool to deliver resident housing** within the *Whistler 2020 Resident Housing Strategy*
- Encourage creation of resident housing by private property owners in existing neighbourhoods

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Background – Early Initiatives

- Council appointed community Task Force (Jan' 2003)
- Recommended non-cost policy/regulatory changes implemented in 2003:

- ✓ Density Bonus Program
- ✓ Detached auxiliary suites or detached garages with suites
- ✓ Increased suite size (75 to 90 sq.m)
- ✓ Council Cash-in-lieu Policy



*Zoning Amendment Bylaw No. 1621

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER 2005/06 Initiatives – Infill Opportunities

- ★ Current Focus on Resident Infill Housing
 - Lot splits or subdivisions of larger lots
 - Duplexes
 - Suite stratifications & multiple suites

➔ Opportunities for the development of vacant or under-utilized properties in existing developed areas for resident housing [*Infill Development*]

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Non-Cost Resident Housing - Benefits

Infill Housing

- Create new resident housing opportunities in established neighbourhoods (Whistler 2020 commitment)
- Help to address leakage/loss of market accommodation
- Offer alternative housing choices for full-time residents/families
- Efficiently use of land & infrastructure in developed areas
- Strengthen fabric of existing neighbourhoods
- Provide incentive for reinvestment in existing housing stock & stimulate local economy

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Measures of Success

- ✓ Provide adequate incentive to existing property owners to deliver this housing
- ✓ Maintain flexibility in the final housing product by accommodating different scenarios without imposing too many restrictions
- ✓ Maintain long-term affordability of the non-cost housing product
- ✓ Mandate that one of the lots or units created through a lot split or building stratification pursuant to the policy should be covenanted for employee use

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Measures of Success

- ✓ Create flexible pricing approach that considers:
 - Diversity of individual situations (personal & property)
 - Market value of existing property & improvements
 - Property owner expenditures
 - Offsetting risk, effort and potential discounts in value of remaining resident unit/lot

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Initial Regulatory Considerations

- No "spot zoning" (amend all RS1 and allow infill according to servicing capacity)
- Maintain existing densities to ensure consistency with neighbourhood (0.35 FSR)
- Maintain original RS1 building setbacks
- Restrict 1 newly created unit/lot for resident employee use/occupation
- Limit resident eligibility 'loopholes'

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Initial Regulatory Considerations

- Apply *resale price restriction* (allow unrestricted first sale with subsequent sales tied to price appreciation formula)
- Institute *DP Guidelines* to manage form + character of residential infill (to be applied at Building Permit stage of approval)

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Working Examples

Objectives

- Isolate and test proposed infill development scenarios and economic considerations
- Highlight alternative development opportunities for resident housing
- Inform regulatory changes to create additional resident housing in existing neighbourhoods
- Communicate & promote infill development opportunities to Whistler property owners

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Working Examples

Property Selection

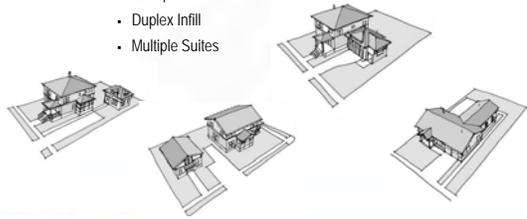
- 11 Expressions of Interest submitted
- 3 properties selected (2 Alpine, 1 Emerald)
- Representative properties selection:
 - Met proposed criteria for lot splits/duplex min parcel areas:
 - Highlighted 3 different lot typologies (corner, interior, up/down lot)

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Working Examples

Property Selection

- 3 Scenarios were explored on each property
 - Lot Splits
 - Duplex Infill
 - Multiple Suites



THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Working Examples – Initial Parameters



***Lot Splits (1100 m²)**
 1 Standard RS1 Lot (695 m²)
 Smaller Lot SF (405m²)
 [with combined .35 FSR for both lots]



***Duplex Infill (850 m²)**
 Max Density 0.35 FSR



***Multiple Suites (no min lot area)**
 Max Density 0.35 FSR
 Existing auxiliary suite restrictions apply

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER

Introducing the Infill Working Examples

- Initial Design Principles
- Existing Lot Conditions
- Highlighted Scenario

MURDOCH COMPANY

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Initial Design Principles - Working Examples

- Maintain street character (preserve front-yard setbacks + cadence of built form to landscape)
- Respond to site topography (stepping or multi-level form) + protect significant landscape features (extg trees; rocky outcrops)
- Orient main interior + exterior spaces with solar; protect from prevailing winds
- Preserve key views while maintaining privacy
- Consider snow management

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Lot A: Existing

	Area (sq ft)	Area (sq m)	FSR
Lot Area	12,865	1177	
Permitted GFA	4,433	412	
Built GFA	1,915	176	
Suite GFA	0	0	
FSR			0.15
Remaining available GFA	2,518	234	
Site Coverage (%)			
Required Parking Spaces	2		




THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Lot A: Lot Split

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Lot A: Lot Split

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Lot B: Existing

	Area (sq ft)	Area (sq m)	FSR
Lot Area	11,675	1083	0.14
Permitted GFA	3,497	325	
Built GFA	1,688	157	
Suite GFA	592	55	
FSR	1,808	168	
Remaining available GFA	7	2	

Required Parking Spaces: 2

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Lot B: Multiple Suite

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Lot B: Multiple Suite

EXISTING BLDG ENVELOPE 7.8M

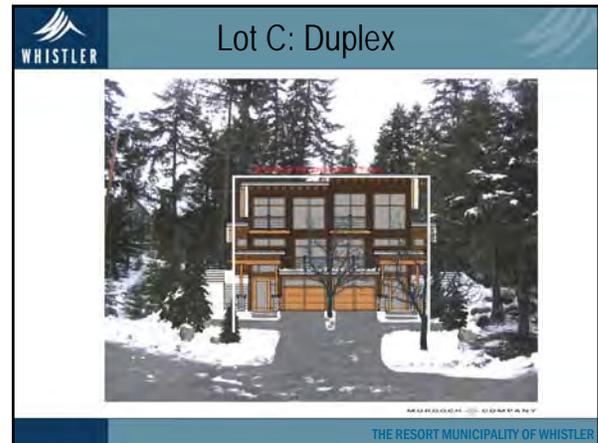
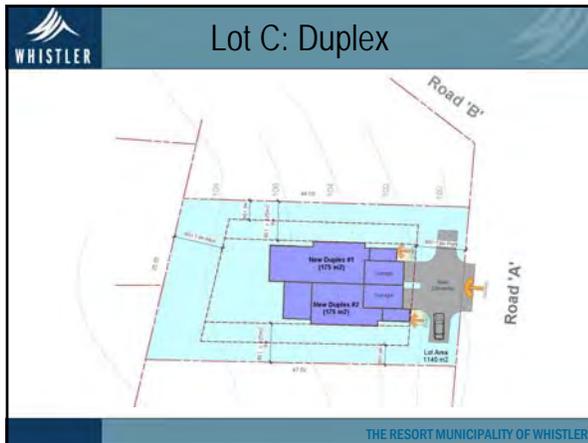
THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Lot C: Existing

	Area (sq ft)	Area (sq m)	FSR
Lot Area	12,268	1140	0.10
Permitted GFA	4,293	399	
Built GFA	1,205	112	
Suite GFA	0	0	
FSR	3,088	287	
Remaining available GFA	9	2	

Required Parking Spaces: 2

THE RESORT MUNICIPALITY OF WHISTLER



WHISTLER Infill Working Examples

Lessons Learned

- New infill housing can be accommodated and fit with existing neighbourhood form & character
- Lot splits, duplex infill and multiple suites can provide attractive, liveable housing choices
- Redistributing allowable density can create greater diversity in housing forms
- Infill can result in a more fine grained neighbourhood land use pattern

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Working Examples

Lessons Learned (con't)

- Some parcels/site conditions are better suited to specific infill scenarios than others
- Site-specific and innovative design solutions are required (development regulations + approval process needs to support this)
- Initial recommendations should be refined to ensure successful implementation

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Infill Working Examples

Example technical considerations

- Location and condition of existing buildings
- Parking
- Driveways
- Service connections
- Cumulative impact on streetscape and lot patterns
- Likely uptake and ease of implementing different scenarios

THE RESORT MUNICIPALITY OF WHISTLER

WHISTLER Development Permit Design Guidelines

- ✓ Encourage desirable development rather than simply regulating against 'bad' design
- ✓ Focus on basic design principles and patterns, not on architectural style
- ✓ Minimize regulatory complexity
- ✓ Acknowledge site-specific conditions where possible
- ✓ Consider impacts on other priorities such as environmental sustainability, liveability and construction costs for residents of new housing

➔ What other principles should be used to establish infill DP guidelines?

THE RESORT MUNICIPALITY OF WHISTLER

 **Initial Feedback**

- Overall support for policy direction and approach
- Apply zoning changes fairly
- Could allow lot splits with smaller lot areas (parent parcels <1,100 m²)
- Consider higher density for duplex infill (0.4 FSR like other duplex zones)
- Impose building envelope covenant at subdivision to control building massing / 'volumetrics'
- Minimum parking requirements may be difficult to meet on some sites

THE RESORT MUNICIPALITY OF WHISTLER

 **Next Steps**

- ❖ Review regulatory changes with Task Force (April '06)
- ❖ Refine Economic Analysis (April '06)
- ❖ Continue Servicing Capacity Evaluation (April '06)
- ❖ Council Update on Preferred Direction (May '06)
- ❖ Draft Infill Implementation Plan (May '06)
- ❖ Draft Development Permit Guidelines (May/June '06)
- ❖ Draft Zoning By-Law Amendments (May - Sept'06)

THE RESORT MUNICIPALITY OF WHISTLER

 **Guided Discussion Session 6:45 – 7:45 PM**

- *What elements or aspects of the working examples do you find most attractive?*
- *Do you have any concerns with the scenarios?*
- *What are your suggestions to ensure the infill initiative is successful?*

THE RESORT MUNICIPALITY OF WHISTLER

 **THANK YOU**

THE RESORT MUNICIPALITY OF WHISTLER



WHISTLER

FEEDBACK FORM - GROUP DISCUSSION

Community Forum: Infill Housing Working Examples

Thank you for your interest in non-cost resident housing opportunities in Whistler. Please take a few minutes to answer the following questions:

1. What elements or aspects of the working examples do you find most attractive?

2. Do you have any concerns with the scenarios?

3. What are your suggestions to ensure the infill initiative is successful?

Please complete & return to RMOW staff this evening, or submit by 07 April:

RMOW Planning & Development Services
Attention: Sarah McJannet
4325 Blackcomb Way, Whistler BC V0N 1B4
Fax. (604) 935-8179
Email. planning@whistler.ca