

AGENDA

COUNCIL WORKSHOP

Monday, April 11, 2022

7:00 p.m.

Council Chamber, Municipal Hall

355 West Queens Road

North Vancouver, BC

Watch at <https://dnv.org.zoom.us/j/67910218298>

Council Members:

Mayor Mike Little

Councillor Jordan Back

Councillor Mathew Bond

Councillor Megan Curren

Councillor Betty Forbes

Councillor Jim Hanson

Councillor Lisa Muri



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COUNCIL WORKSHOP

7:00 p.m.
Monday, April 11, 2022
Council Chamber, Municipal Hall,
355 West Queens Road, North Vancouver
Watch at <https://dnv.org.zoom.us/j/67910218298>

AGENDA

1. ADOPTION OF THE AGENDA

1.1. April 11, 2022 Council Workshop Agenda

Recommendation:

THAT the agenda for the April 11, 2022 Council Workshop is adopted as circulated, including the addition of any items listed in the agenda addendum.

2. ADOPTION OF MINUTES

2.1. February 22, 2022 Council Workshop p. 7-13

Recommendation:

THAT the minutes of the February 22, 2022 Council Workshop are adopted.

2.2. March 8, 2022 Council Workshop p. 15-20

Recommendation:

THAT the minutes of the March 8, 2022 Council Workshop are adopted.

3. REPORTS FROM COUNCIL OR STAFF

3.1. Housing Options for Single Family Neighbourhoods p. 23-68 File No. 13.6440.20/000.000

Report: Community Planners, March 24, 2022

Attachment 1: Map of Zones that Permit Secondary Suites

Attachment 2: Map of Existing Coach Houses and Small Lot Infill Areas

Attachment 3: Examples of Sensitive Infill in the District of North Vancouver

Attachment 4: Municipal Scan of Sensitive Infill Housing Policies and Recent Actions

Attachment 5: Summary of Coach House Applications from January 20, 2020 to Present

Attachment 6: PowerPoint Presentation

Recommendation:

THAT the Committee recommend to Council:

THAT staff are directed to initiate engagement on secondary suite size regulations and report back to Council on engagement results, along with proposed Zoning Bylaw amendments for Council's consideration;

AND THAT staff are directed to initiate engagement on priority sensitive infill housing types and report back to Council on engagement results, along with recommendations for future policy work for Council's consideration;

AND THAT staff are directed to initiate engagement on short-term rental regulations and report back to Council on engagement results, along with recommendations for a regulatory framework for Council's consideration.

4. PUBLIC INPUT

(maximum of ten minutes total)

5. ADJOURNMENT

Recommendation:

THAT the April 11, 2022 Council Workshop is adjourned.

MINUTES

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**DISTRICT OF NORTH VANCOUVER
COUNCIL WORKSHOP**

Minutes of the Council Workshop for the District of North Vancouver held at 7:01 p.m. on Tuesday, February 22, 2022 in the Council Chamber of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Mayor M. Little
Councillor J. Back (via Zoom)
Councillor M. Curren (via Zoom)
Councillor B. Forbes (via Zoom)
Councillor J. Hanson (via Zoom)

Absent: Councillor L. Muri
Councillor M. Bond

Staff: Mr. D. Stuart, Chief Administrative Officer
Mr. G. Joyce, General Manager – Engineering, Parks and Facilities
Ms. S. Walker, General Manager – Corporate Services
Mr. J. Gordon, Manager – Administrative Services
Ms. S. Warriner, Manager – Parks
Ms. M. Martin, Lynn Canyon Ecology Centre Supervisor
Ms. S. Merrick, Maplewood Farm Supervisor
Mr. G. Nedergard, Section Manager – Golf Services
Ms. C. Archer, Confidential Council Clerk
Ms. E. Allen, Committee Clerk
Ms. K. Hebron, Committee Clerk

1. ADOPTION OF THE AGENDA

1.1. February 22, 2022 Council Workshop Agenda

MOVED by Councillor BACK

SECONDED by Councillor HANSON

THAT the agenda for the February 22, 2022 Council Workshop is adopted as circulated, including the addition of any items listed in the agenda addendum.

CARRIED

2. ADOPTION OF MINUTES

Nil

3. REPORTS FROM COUNCIL OR STAFF

3.1. Northlands Golf Course

File No. 12.6140.20

Mr. Gavin Joyce, General Manager – Engineering, Parks and Facilities, provided an introduction to the Council Workshop, noting that 2022 marks the 25th anniversary of public golf facilities in the District and offered his congratulations to Mr. Gary Nedergard, Section Manager – Golf Services for his 25 years of service.

Mr. Nedergard advised that the presentation will cover the two years since the beginning of the COVID-19 pandemic and how the pandemic has impacted golf services.

Mr. Nedergard advised that golf courses were shut down by a Public Health Order early in the pandemic and then determined to be a safe outdoor activity allowing Northlands to reopen on May 4, 2020. Before the pandemic, Northlands had averaged forty-six thousand rounds of golf per year over the previous ten years, with weather the most significant factor in daily use. Golf had been on the decline since 2001 due to various factors, with peak use in 2001 at fifty-one thousand five hundred rounds. Despite the COVID-19 protocols requiring reduced numbers of golfers on the course and weather events including a small tornado, extreme heat, extreme cold and flooding, there were more than fifty-eight thousand six hundred rounds of golf played in 2021. Had the weather events not occurred, staff estimate that more than sixty thousand rounds would have been played.

Mr. Nedergard advised that Northlands Golf Course set a revenue record in 2021 with every available tee time booked, despite low tourism rates. He noted that only thirty percent of tee times are available to book more than five days in advance at Northlands Golf Course.

Mr. Nedergard reviewed carbon reduction and climate action measures undertaken by District golf facilities:

- Heat pumps and high-efficiency furnaces have been installed to replace original units as they reach end of life;
- Gas water heating has been replaced with electric;
- Outdoor lighting has been converted to LED;
- Two hybrid fairway mower units were acquired in 2021;
- One of the greens mowers has been replaced with an electric unit and a second unit has been ordered;
- Many of the smaller blower units have been replaced with electric units, although some gas-powered units are in use as the electric units are not able to function well in more severe wind events;
- Areas of the course not currently in use are left to revert to a natural state, reducing the need to maintain and water these areas; and,
- Sprinklers have been replaced with higher efficiency systems to reduce water consumption.

Mr. Nedergard advised that food services at Northlands Golf Course have been impacted by the COVID-19 pandemic including changing restrictions, rising food prices and supply chain impacts on food availability. It is hoped that the increased popularity of the sport will help the Food and Beverage section recover.

Mr. Nedergard advised that Murdo Frazer Pitch and Putt Golf Course has seen similar increases in usage, with a fifty percent increase from 2019 to 2021. There will continue to be access and parking impacts from the BC Hydro substation project for another year.

Mr. Nedergard provided an update on projections by Golf Canada and the National Golf Course Owners Association, noting these organizations expect golf participation to remain steady through to the end of 2023 with participating dropping off in 2024 through 2030, though remaining higher overall than pre-pandemic levels.

Council discussion ensued and the following comments and concerns were noted:

- Remarked on the volume of public requests to keep golf facilities open early in the COVID-19 pandemic;
- Commended staff at both Northlands and Murdo Frazer for their work during a difficult period;
- Commented on the course difficulty rating of Northlands Golf Course;
- Recommended maintaining simple public golf services to help keep fees lower and leave extras to private golf courses;
- Expressed concern regarding rising golf fees and reminded staff that public golf courses should have relatively low fees; and,
- Commented on carbon reduction measures undertaken at District golf sites.

In response to a question from Council, staff advised that North Shore residents comprise fifty-five percent of Northlands golfers.

In response to a question from Council, staff advised that green fees increased by two dollars in 2021 and a further two dollar increase is contemplated for 2022. Staff further advised that current regular green fees are twelve dollars at Murdo Frazer and fifty-five to sixty dollars at Northlands Golf Course.

In response to a question from Council, staff advised that a number of measures have been undertaken to support youth golf:

- A Juniors Program is offered at Murdo Frazer to teach golf basics as Northlands does not have a driving range or teaching facilities;
- North Shore high school golf teams make use of Northlands Golf Course;
- The facility is made available to Juniors competitions;
- Juniors play free with an adult; and,
- Promoting golf to families.

In response to a question from Council, staff advised that the restaurant does not draw customers on its own due to its location and mainly serves golfers and the immediate neighbourhood. Staff further advised that they also market the restaurant to those travelling to and from Mt. Seymour.

In response to a question from Council, staff advised that the restaurant has always had a limited capacity to hold private special events due to its design, lack of private space, and the popularity of scheduling events such as weddings on weekends when the course, parking lot and restaurant are already very busy.

Mayor LITTLE left the meeting at 8:03 p.m. and Councillor FORBES assumed the Chair.

Mayor LITTLE returned to the meeting at 8:05 p.m.

With the consent of Council, Mayor Little varied the agenda as follows:

3.3 **Maplewood Farm** File No. 12.6142.01

Ms. Selina Merrick, Maplewood Farm Supervisor, provided an overview of the history of Maplewood Farm, noting it was originally a dairy farm in the 1920's and was purchased by the District in 1970. Maplewood Farm was opened to the public in 1975 in order to give children and families the opportunity to learn food and farm practices and interact with farm animals. Ms. Merrick advised that the facility is staffed by ten people, including administrative staff and the farmers, who handle a wide range of animal welfare responsibilities to ensure the animals are happy, healthy and stimulated. Ms. Merrick noted that most of this work is conducted in view of the public.

Ms. Merrick reviewed safe, outdoor events held at Maplewood Farm during the COVID-19 pandemic, including the pumpkin patch at Halloween and a Christmas concert.

Ms. Merrick advised that Maplewood Farm offers a student work experience program and that the volunteer program has been impacted by the COVID-19 pandemic. She noted that high school students, pre-veterinary school students and volunteers assisted by the Developmental Disabilities Association have participated in opportunities at Maplewood Farm.

Ms. Merrick reviewed attendance numbers from 2019 to 2021, noting the following:

- Attendance is highest from May to October every year;
- The facility was closed due to the pandemic from June to October 2020;
- As of the October 2020 reopening, the capacity limit was seventy-five people per hour;
- The current capacity limit is one hundred fifty people per hour;
- A recent weekend saw six hundred seventy-six visitors; and,
- Maplewood Farm offers safe and engaging experiences for families.

Ms. Merrick provided information on animal care, noting that Maplewood Farm provides education for private animal owners as well as the public including socialization and disease prevention. Ms. Merrick advised that the British Columbia Society for the Prevention of Cruelty to Animals has conducted an inspection of Maplewood Farm and staff would like to have the farm inspected annually.

Ms. Merrick noted the following enhancements to Maplewood Farm to improve safety, security and animal well-being:

- Installed security cameras in high-traffic areas;
- Upgraded the program room where public events and birthday parties are held;
- Enhanced animal rest areas, where animals are able to leave public view; and,
- Installed a fire suppression system in the livestock barn.

Ms. Merrick provided an overview of community outreach and partnerships, including efforts to reduce food waste at Save On Foods and the Salvation Army's Food Services by using leftover produce that would otherwise be wasted to feed farm animals, as well as a special pass program for the local elementary school and family centre. Ms. Merrick advised that future plans include expanding the existing

relationship with the Lynn Canyon Ecology Centre to bridge education opportunities through both facilities.

In response to a question from Council, staff advised that natural predators are used to control rodents at the farm.

In response to a question from Council, staff advised that admission rates are nine dollars for adults, five dollars and thirty-one cents for seniors and children age eighteen months and up, and free for children under eighteen months of age.

In response to a question from Council, staff advised that many visitors at Maplewood are young families and that visitors come from across and outside the North Shore and that the farm is featured on many “Things to Do in Vancouver” lists and websites.

In response to a question from Council, staff advised that reservations can be made by phone or online and that approximately sixty percent of visitors reserve online.

In response to a question from Council, staff advised that the current animal population at Maplewood Farm is fifty-three, not including wild ducks and other wild birds.

In response to a question from Council, staff advised that goat yoga could be offered again in the future.

3.2. Lynn Canyon Ecology Centre

File No. 12.6144.30

Ms. Michalle Martin, Ecology Centre Supervisor, provided an overview of Lynn Valley Ecology Centre operations, noting that many do not understand what the term ecology means and that the literal translation from Greek is “home.” Ms. Martin advised that the facility has three full-time staff and additional part-time staff totalling four and a half staff members. She further advised that the Ecology Centre celebrated its 50th year of operation in 2021 and has been the recipient of a number of local awards.

Ms. Martin advised that the Ecology Centre Gift Shop has an education component, teaching about the life cycle of products to raise awareness and encouraging the public to ask where products come from, whether they are really needed and how they will be recycled or disposed of.

Ms. Martin reviewed the history of and programs at the Lynn Canyon Ecology Centre, noting that the world’s population has nearly doubled since the Centre opened in 1971 and that biodiversity has been significantly reduced over the same period. To celebrate the 50th anniversary of the Ecology Centre, a highly detailed diorama of the Lynn Canyon Park, featuring a real suspension bridge in miniature. Included in the approximately four hundred programs offered per year are school and summer camps, expert speakers, parent and toddler programs and many outdoor programs. Holding programs outside meant that many were able to continue during the COVID-19 pandemic, while others pivoted to a virtual format in May 2020. The Ecology Centre’s rapid shift to virtual programs gained attention from other organizations and they were contacted by both recreation facilities and libraries to assist their shifts to

online programs. Ms. Martin advised that all graphic work is done in-house, including a full redesign and additional content on the website to make the site more engaging.

Ms. Martin provided an overview of the partners and volunteerism at the Ecology Centre, noting that they have practicum students from the University of British Columbia (UBC) working in the park every year and that UBC offers a fourth year course in restoration.

Ms. Martin advised that program participation was approximately eighty-six thousand in 2019 and eighteen thousand in 2021 with approximately five thousand three hundred participants online and twelve thousand seven hundred participants in person. Although program enrollment remains below pre-pandemic levels, participation levels are good. Ms. Martin noted that the upper classroom is currently in use and that park visitors are able to learn in the park with self-guided programs.

Ms. Martin reviewed future plans for the Ecology Centre, including new learning areas in front of the museum to improve the visibility of the building and draw more visitors from the park. Some displays will be upgraded and more technology will be incorporated to increase engagement, and interpretive signage throughout the park is planned to be increased and updated.

Ms. Martin reviewed some of the technology in use at the Ecology Centre, including a bat sonar monitoring device that can be attached to visitors' personal mobile phones to show bat activity in the park as well as a stemoscope allowing users to listen to trees drawing liquid and nutrients from the ground and releasing oxygen. A remote underwater vehicle and macroscopic cameras are also in use, giving visitors a unique view of life in the park.

Council discussion ensued and the following comments and concerns were noted:

- Commented on their attendance at the 50th anniversary celebration;
- Commented on connecting with the local indigenous community;
- Commended staff on communicating the connection between people and the land; and,
- Commented on the technology in use at the Ecology Centre.

In response to a question from Council, staff advised that Squamish Nation elders have partnered with the Ecology Centre and that staff programs using First Nations knowledge are always undertaken with First Nations involvement. Examples of possible partnerships include place-marking interpretive signage and walks with First Nations elders.

In response to a question from Council, staff advised that the volunteers assist with, but do not run, Ecology Centre programs and that there have been fewer volunteers during the COVID-19 pandemic.

4. PUBLIC INPUT

4.1 Mr. Peter Teevan:

- Commended the District on the three public programs presented at the Council Workshop;
- Commented on Northlands Golf Course's mandate to provide public golf services and recommended basing course fees for North Shore residents on cost recovery and the market for non-residents;
- Suggested making opportunities for First Nations chefs when considering a new operator for the restaurant at Northlands Golf Course;
- Recommended contacting Capilano University's Film Program as a prospective partner to produce promotional documentary materials for the Ecology Centre and to pursue grant opportunities; and,
- Complimented Ecology Centre staff for their presentation and audio-visual materials.

5. ADJOURNMENT

MOVED by Councillor BACK

SECONDED by Mayor LITTLE

THAT the February 22, 2022 Council Workshop is adjourned.

CARRIED
(8:42 p.m.)

Mayor

Municipal Clerk

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**DISTRICT OF NORTH VANCOUVER
COUNCIL WORKSHOP**

Minutes of the Council Workshop for the District of North Vancouver held at 7:03 p.m. on Tuesday, March 8, 2022 in the Council Chamber of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Mayor M. Little
Councillor J. Back (via Zoom) (7:03 p.m.)
Councillor M. Bond (via Zoom)
Councillor M. Curren (via Zoom)
Councillor J. Hanson
Councillor L. Muri (via Zoom)

Absent: Councillor B. Forbes

Staff: Mr. D. Stuart, Chief Administrative Officer
Mr. G. Joyce, General Manager – Engineering, Parks and Facilities
Mr. D. Milburn, General Manager – Planning, Properties and Permits
Mr. R. Danyluk, Deputy General Manager – Finance and Deputy CFO
Ms. C. Jackson, Manager – Climate Action, Natural Systems and Biodiversity
Ms. V. Grant-Smith, Section Manager – Infrastructure Planning
Ms. G. Lanz, Deputy Municipal Clerk
Ms. S. Young, Section Manager – Financial Planning
Ms. A. Reiher, Council Liaison / Support Officer
Ms. C. Archer, Confidential Council Clerk
Ms. E. Allen, Committee Clerk

1. ADOPTION OF THE AGENDA

1.1. March 8, 2022 Council Workshop Agenda

MOVED by Councillor HANSON

SECONDED by Councillor CURREN

THAT the agenda for the March 8, 2022 Council Workshop is adopted as circulated, including the addition of any items listed in the agenda addendum.

CARRIED

Absent for Vote: Councillor BACK

Councillor BACK arrived at this point in the proceedings.

2. ADOPTION OF MINUTES

Nil

3. REPORTS FROM COUNCIL OR STAFF

3.1. Financial Plan Deliberations

File No. 05.1780

Mr. Rick Danyluk, Deputy General Manager – Finance and Deputy Chief Financial Officer, advised that the Council Workshop is the final last step in the planning and consultation process before the Financial Plan Bylaw is presented for consideration of three readings at the Regular Meeting of Council on March 21, 2022.

Mr. Danyluk reviewed highlights of the proposed 2022 to 2026 Financial Plan, noting that they include new investments and replacement and upgrades to existing infrastructure:

- Active transportation projects to improve transportation choices;
- Acceleration of climate adaptation and mitigation actions;
- Fire and Rescue Services facilities to improve emergency response times;
- Parks, recreation and culture improvements to support community health; and,
- Social and supportive housing provisions and land dedication to continue to address affordability, adding approximately six hundred new non-market housing units over the next five years.

Mr. Danyluk reviewed public input received regarding the 2022 to 2026 Financial Plan, noting that there were two hundred seventy-six unique visits to the new public input forum and twenty-seven questions submitted through this platform. The following themes were noted from public input received through various methods, including the online public forum, in-person presentations to Council, and email:

- Active transportation;
- Affordable housing;
- Climate action and biodiversity;
- Financial planning;
- Indigenous relations;
- Recreation; and,
- North Shore Wastewater Treatment Plant.

Mr. Danyluk advised that staff have made changes to the proposed Financial Plan at the request of Council. In response to Council's request to review funding levels for community grants, staff are recommending a one-time ten percent increase in grant funding to address increased demand for community services due to the COVID-19 pandemic, and have identified funding opportunities for seniors and youth through a Vancouver Coastal Health grant. Mr. Danyluk added that staff will provide an update on the community's social service needs and report back to Council on future funding levels later in 2022. In response to Council's expression of support for increasing investment in electric vehicle (EV) public charging infrastructure, staff have secured grants totalling one hundred ninety thousand dollars to increase the District's investment in EV charging stations to seven hundred ninety thousand dollars over the next three years.

Mr. Danyluk advised that despite high levels of uncertainty the proposed property tax increase remains at three percent and is among the lowest in the Greater Vancouver region. He further advised that inflation rates are currently higher than two percent and while they are expected to return to normal levels over the next two years, staff will continue to monitor impacts and may recommend an amendment to the Capital Plan later in the year. Mr. Danyluk noted that some obligations are stabilized through the use of surplus, including impacts from the RCMP contract.

Mr. Danyluk advised that the Provincial Budget is aligned with many of Council's priorities and that the Provincial Budget includes provisions for housing, homelessness, care facilities, climate adaptation and mitigation, public safety, and indigenous relations. Mr. Danyluk further advised that staff are engaged in discussions regarding municipal finance reform, including fairness in property assessment and appeals, ensuring development pays for development, and more clearly defining local government's role in emerging services such as housing, regional transportation and climate action.

Mr. Danyluk review the next steps in the financial planning process, highlighting the following dates:

- Consideration of First, Second and Third Reading of the Financial Plan Bylaw on March 21, 2022;
- Consideration of Adoption of the Financial Plan Bylaw on April 4, 2022;
- A Council Workshop on tax distribution in April 2022;
- An update to the Long-term Financial Plan in May 2022;
- An update to fees and charges related to development in May or June 2022; and,
- Publication of the District's Annual Report in June 2022.

Councillor CURREN left the meeting at 7:19 p.m. and returned at 7:20 p.m.

In response to a question from Council, staff clarified that a one-time ten percent increase in grant funding is proposed for Community Grants and Child Care Grants for 2022 and that the Vancouver Coastal Health grant provides funding for seniors and youth programs. Mr. Danyluk advised that staff will assess community needs and have the information necessary to make a recommendation on future funding levels at that time.

Council discussion ensued and the following comments and concerns were noted:

- Commented on the increased demand for social services during pandemic;
- Recommended a larger increase to social service grants and commented on the value of social services to the community;
- Thanked staff for their careful work preparing the budget;
- Recommended simplification of the budget process to improve clarity for the public;
- Commented on the public input process for the budget;
- Acknowledged that financial planning requires difficult decisions;
- Commented on unfunded priorities and projects in various District Plans and requested information on which of these projects have been delivered or remain outstanding; and,
- Commended staff for their work on a Long-Term Financial Plan that will assist Council with planning for the future and the achievement of priority goals;

In response to a question from Council, staff advised that the Finance Department has been working on a Long-Term Financial Plan that will show progress on projects and priorities as well as the outlook for the next ten years.

In response to a question from Council, staff advised that EV charging has been delayed due to the COVID-19 pandemic and work will begin on this project in 2022.

In response to a question from Council, staff advised that the budget reflects an ongoing increase in active transportation and safety measures with an annual lift in funding for this priority area. Staff further advised that projects included in this category include:

- Urban trail development;
- Cycling infrastructure;
- Safety and connectivity; and,
- Sidewalks near schools.

Council discussion continued and the following comments and concerns were noted:

- Commented on the Census data being released in 2022 and how it could be used to measure progress on OCP goals;
- Commented on requests from Deep Cove residents for Resident Parking Only (RPO) Zones and the backlog of applications;
- Recommended funding existing infrastructure and projects before considering any new projects and priorities;
- Commented on Cates Park, noting that new parks are being approved and constructed while existing parks are in need of improvements;
- Acknowledged new parks are needed to make Town Centres more liveable;
- Commented on the difference between green infrastructure and grey infrastructure; and,
- Recommended taking more actions to address climate change.

In response to a question from Council, staff advised that Census data is released in tranches throughout the year and that staff will provide summaries to Council as more information becomes available, including data from the Canadian Mortgage and Housing Corporation (CMHC) and provincial statistics.

In response to a question from Council, staff advised that climate action work is embedded in other line items in the budget including parks and open spaces, and affordable housing, and that staff can report back to Council on this topic in more detail.

In response to a question from Council, staff advised that green infrastructure is not always possible to use at this time and that a strategy to address green infrastructure and sustainability could be developed for the whole North Shore.

Council discussion continued and the following comments and concerns were noted:

- Expressed concern that social service organizations could be funded at a lower level in 2023 following the proposed ten percent one-time funding increase for 2022;
- Commented on improved safety for all road users as part of active transportation projects;
- Reported that inflation rates are expected to rise in response to a number of factors including global instability and will likely not stay higher than normal;
- Commented on the impact of inflation on construction, including lumber and steel prices;
- Commented on climate impacts such as the Lytton wildfire, noting that extreme weather event are occurring more frequently.

In response to a question from Council, staff advised that longer-term increases to social services funding require additional assessment and further discussion before moving forward and that the proposed one-time funding increase is to address the impacts of the COVID-19 pandemic.

In response to a question from Council, staff advised that construction costs have been escalating for some time and that the current inflation rate will drive costs higher. In response, the District will manage project timelines and may carry projects forward to subsequent years when they are not completed on the originally planned schedule.

In response to a question from Council, staff advised that allocations to reserves have been increased for the past ten years to protect against uncertainty. Funds have been used to mitigate risk and reduce future expenditures by undertaking projects such as wildfire mitigation and protection against flooding.

In response to a question from Council, staff advised that the District is prepared to move forward with social and affordable housing, however, funding from senior levels of government has not been at the levels that were projected.

In response to a question from Council, staff advised that the Pace of Development report coming later in 2022 will contain additional detail on progress toward affordable housing goals. The District is able to contribute land and waive fees to encourage investment in affordable housing, but a partner organization is required to build housing units.

Council discussion continued and the following comments and concerns were noted:

- Commented on leveraging funding from senior levels of government for active transportation projects;
- Advised that Translink is willing to partner on projects to increase safety and connectivity, including improving crossings near bus routes, pedestrian bump-outs and pedestrian and cycling connections;
- Commented on reconciliation and queried if resources are allocated for implementation;
- Recommended improving comfort and safety to make transit a more viable option;
- Noted that all Metro Vancouver member municipalities pay for transit police and opined they do not appear to focus efforts in the District;
- Commented on the increasing number of requests for RPO Zones and traffic issues in Deep Cove;
- Commented on the impact of traffic on liveability;
- Noted that members of the public have expressed confusion regarding their tax notices and the inclusion of taxes collected on behalf of other jurisdictions;
- Advised that the Metro Vancouver levy will increase at a higher rate than the District's proposed property tax increase and queried how this would impact the share of taxes shown on the property tax notice;
- Commented on significant increases in property insurance rates over the past two years; and,
- Expressed concern regarding future insurance increases and the prospect of buildings becoming uninsurable.

In response to a question from Council, staff advised that costs associated with First Nations relations activities are embedded in other operating budgets and do not appear as a separate line item. Staff commented on the relationship with the Tsleil-Waututh Nation, noting many discussions have taken place and agreements reached. The District is involved in discussions regarding the creation of a North Shore steering committee consisting of the Tsleil-Waututh and Squamish First Nations as well as the three North Shore municipalities. The District is expected to make significant progress in this area in the coming year.

In response to a question from Council, staff advised that a Council Workshop is scheduled to discuss Deep Cove traffic, noting that staff have worked with Simon Fraser University and stakeholders for a year regarding Deep Cove parking and traffic. It was further noted that there is nowhere in Deep Cove to add more parking.

In response to a question from Council, staff advised that an update on the Child Care Action Plan will be provided to Council before the end of July 2022.

In response to a question from Council, staff advised that the school tax portion of the property tax notice is just over thirty percent. The District's portion of the assessment is approximately fifty-seven percent and the rest is other jurisdictions. It was noted that Metro Vancouver charges affect District utility rates.

In response to a question from Council, staff advised that property insurance rates have increased significantly and the District's Supplies and Risk Management Department has forecast that this trend will continue.

4. PUBLIC INPUT

Nil

5. ADJOURNMENT

MOVED by Councillor HANSON

SECONDED by Mayor LITTLE

THAT the March 8, 2022 Council Workshop is adjourned.

CARRIED
(8:33 p.m.)

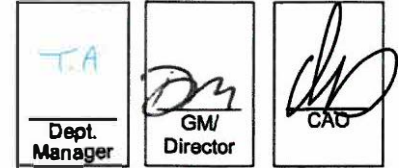
Mayor

Municipal Clerk

REPORTS

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AGENDA INFORMATION	
<input checked="" type="checkbox"/> Council Workshop	Date: April 11, 2022
<input type="checkbox"/> Finance & Audit	Date: _____
<input type="checkbox"/> Advisory Oversight	Date: _____
<input type="checkbox"/> Other:	Date: _____



The District of North Vancouver REPORT TO COMMITTEE

March 30, 2022

File: 13.6440.20/000.000

AUTHOR: Ryan Gilmore, Community Planner
Arielle Dalley, Community Planner

SUBJECT: Housing Options for Single Family Neighbourhoods

RECOMMENDATION:

THAT the Committee recommend to Council:

THAT staff are directed to initiate engagement on secondary suite size regulations and report back to Council on engagement results, along with proposed Zoning Bylaw amendments for Council's consideration;

THAT staff are directed to initiate engagement on priority sensitive infill housing types and report back to Council on engagement results, along with recommendations for future policy work for Council's consideration;

AND THAT staff are directed to initiate engagement on short-term rental regulations and report back to Council on engagement results, along with recommendations for a regulatory framework for Council's consideration.

REASON FOR REPORT:

Increasing housing diversity in single family residential neighbourhoods has been identified as a priority in numerous District policies and initiatives, including the OCP Action Plan and the Rental, Social and Affordable Housing Task Force (RSAHTF) Final Report. In response, a number of options have been identified that could lead to increased housing diversity in single family neighbourhoods. This report provides background information and recommends engagement be undertaken on the following housing topics:

- Secondary suites;
- Sensitive Infill, which is the addition of housing that fits within an existing single family area without significantly altering the neighbourhood's character or appearance; and
- Short-term rentals.

SUMMARY:

Single family neighbourhoods have been slowly evolving to accommodate changing housing needs. Secondary suites and coach houses, for example, have provided valuable rental housing options, flexible living arrangements, and the potential for supplementary rental income for families.

In response to recent changes to the BC Building Code, an opportunity exists to increase the size of secondary suites in the District to encourage and reduce barriers for the creation of larger, family-friendly suites. Complementary changes could also be considered to introduce a minimum secondary suite size that would maintain the liveability of smaller suites. At the regular meeting of Council on July 23, 2018, Council passed a motion directing staff to prepare a report on secondary suite incentive options for Council's consideration. The proposed changes to secondary suites discussed in this report would reduce barriers to and encourage the creation of larger secondary suites.

Opportunities also exist to expand current options for sensitive infill, such as coach houses, Small Lot Infill Areas (SLIAs), and duplex, triplex, and fourplex developments. Some Councillors have expressed a particular interest in reviewing the District's coach house program, which was last updated in January 2020. New opportunities may also be possible, such as allowing multiple accessory units on a lot. These could increase rental and homeownership options within single family neighbourhoods and make more efficient use of municipal infrastructure, while maintaining the scale and character associated with lower density single family areas.

Short-term rental (STR) refers to the rental of a residential dwelling unit facilitated by online platforms for a short period of time, and can provide flexible supplemental income to households while also indirectly supporting local businesses. Short-term rentals are currently not permitted in the District. However, regulating short-term rentals is important to ensure safe operation, manage potential nuisances, and to maintain long-term rental stock. At the November 25, 2019 Council Workshop, Council expressed a desire to see short-term rentals referred to the Rental, Social and Affordable Housing Task Force for feedback. Council received the Task Force's final report in September 2021 and staff are now reporting back to Council on next steps for a short-term rentals regulatory framework.

This report provides background on work completed to-date related to secondary suites, sensitive infill, and short-term rentals, and makes recommendations to initiate public engagement for each of these topics.

EXISTING POLICY:

The District has historically supported adding housing options within single family neighbourhoods in the form of secondary suites and coach houses, or designating the use of Small Lot Infill Areas, which enables subdivision of larger lots into smaller lots. There is also considerable Council direction and supporting policy to expand housing diversity options in single family neighbourhoods through sensitive infill, as identified below.

Official Community Plan (2011):

- Goal 2:** Encourage and enable a diverse mix of housing types, tenure and affordability to accommodate the lifestyles and needs of people at all stages of life;
- Policy 2.3.5:** Identify criteria for low intensity infill housing, such as coach and laneway housing and small lot subdivision as appropriate;
- Policy 2.3.6:** Enable sensitive redevelopment in appropriate areas, such as locations adjacent to existing multifamily or commercial uses;
- Policy 2.4.3:** Enable sensitive densification at strategic locations along transit corridors within the Network of Centres;
- Policy 7.1.2:** Undertake planning processes to identify potential low-density, multi-family areas (e.g., townhouse, row house, triplex, and duplex) near Town and Village Centres, neighbourhood commercial uses, and schools; designate additional Small Lot Infill Areas; and develop criteria to identify suitable areas to support detached accessory dwellings (e.g. coach housing);
- Policy 7.2.1:** Explore increasing the maximum permitted size of secondary suites; and
- Policy 7.2.2:** Consider permitting secondary suites or lock-off units within townhouses, row houses and apartments.

OCP Action Plan (2021):

- Priority Action 5:** Increase housing diversity to support a range of incomes, household types, and accessibility needs within and close to Town and Village Centres.
- Supporting Action 12:** Identify opportunities for sensitive infill housing (coach houses and secondary suites, duplexes, triplexes, and townhouses/rowhouses) outside Town and Village Centres.
- Social Equity Implementation Lens** Include social equity considerations in District decision-making to strive for a more inclusive and equitable community.

Rental, Social and Affordable Housing Task Force (RSAHTF) Final Report (2021):

- Proposed High Priority Action (E.)** Seek opportunities to increase housing diversity through sensitive infill beyond the Town and Village Centres, such as duplexes, triplexes, townhouses/rowhouses, and more coach houses in locations near transit, employment, or both.

Housing Needs Report (2021):

The Housing Needs Report, received by Council on December 13, 2021, outlines key areas of housing need and highlights gaps and inequities in the District's current housing supply. The Report highlights that the District's housing stock is comprised largely of single family homes (52%), which are out of reach for many and may not suit the District's aging population, and that a greater diversity of housing would support aging in place.

DISCUSSION:

The following sections provide an overview of each of the three topics that are the focus of this report (secondary suites, sensitive infill, and short-term rentals), including work to date and recommended next steps.

Secondary Suites

The District has permitted secondary suites in single family homes since 1997. They are currently permitted in:

- All single family residential zones;
- Three comprehensive single family development zones (CD14, CD34, and CD88); and
- Two multi-family residential zones (RM1 and RM2).

A map showing the location of these zones is provided as **Attachment 1**.

Secondary suites are a critical component of the District's rental housing stock, benefiting a diverse group of residents such as renters looking for ground-oriented housing, homeowners seeking rental income, and inter-generational and extended families. According to the [2020 Pace of Development](#), over 6,290 secondary suites had been approved in the District by the end of 2020. This comprised 70% of the District's market rental housing stock. The 2020 Pace of Development also indicates there is an estimated demand for an addition 640 new secondary suites by 2030.

To provide local governments with greater opportunities for the creation of affordable housing options, the BC Building Code was revised in December 2019 to:

- Eliminate the prescribed maximum sizes for secondary suites (previously 90m² or 40% of the total building's residential floor area); and
- Permit the construction of secondary suites in more types of ground-oriented housing, such as certain duplexes and townhouses (previously only permitted in single family).

With the most recent changes to the BC Building Code, the District has the opportunity to set its own size restrictions and broaden where secondary suites can be located, in alignment with existing District policies and Council directions. A review of secondary suite regulations was identified by staff in a [November 2020 Report to Council](#) in response to recommendations made by the Rental, Social and Affordable Housing Task Force in their Interim Report.

The current restriction on the size of a secondary suite in the District is a maximum of 90 m² (969 ft²) or 40% of the residential floor area, whichever is less. There is no minimum size requirement. The following amendments to secondary suite size regulations are proposed:

- Increase the maximum secondary suite size to 130 m² (1,400 ft²) or 40% of the gross floor area of the single family home after permitted floor area deductions, whichever is less (common floor area deductions may include portions of basements below grade, balconies, and parking structures per Section 410 of the Zoning Bylaw); and
- Introduce a 30 m² (323 ft²) minimize secondary suite size requirement to maintain liveability.

Staff believe that the proposed changes would reduce barriers to and encourage the creation of larger secondary suites, as called for in the OCP. The proposed changes would apply to all zones that permit secondary suites. Generally, properties within the majority of affected zones would be able to achieve secondary suites that are larger than the current maximum size requirement of 90 m² (969 ft²); however, this would depend on the size of the specific lot or single family building.

Staff recommend seeking community feedback on the proposed secondary suite size regulations. Engagement would include information on the District's website, an online feedback form, and virtual and/or in-person open houses. Staff will report back to Council with engagement findings, and depending on the outcomes, provide draft Zoning Bylaw amendments for Council to consider.

Recommendation: THAT staff are directed to initiate engagement on secondary suite size regulations and report back to Council on engagement results, along with proposed Zoning Bylaw amendments for Council's consideration.

Staff will explore how to take advantage of the other BC Building Code changes, such as permitting secondary suites in other ground-oriented housing types (e.g. duplexes), as part of the sensitive infill options discussed below. Council in the past has approved lock-off units in multi-family developments and can continue to consider these on a case-by-case basis.

Sensitive Infill

Infill housing can generally be described as housing that fits within an existing neighbourhood without significantly altering its character or appearance. It can increase rental and homeownership options and make more efficient use of existing municipal infrastructure, while maintaining the scale and character associated with lower density single family areas.

There are various types of sensitive infill housing that currently exist across the District, including:

- Coach houses;
- Small Lot Infill Areas; and
- Duplex, triplex, and fourplex developments.

A map showing the locations of existing coach houses and Small Lot Infill Areas is provided as **Attachment 2**. Examples of all three types of infill housing in the District are in **Attachment 3**.

Attachment 4 provides a summary of approaches used by four local municipalities with respect to incorporating infill housing types into existing single family neighbourhoods.

A new approach that could be explored in the District is multiple accessory units on one lot. This might include allowing secondary suites and coach houses on the same lot or allowing secondary suites in duplexes.

Further to Council's direction under the Heritage Strategic Plan (2019) and input received from the District's Heritage Advisory Committee, some of these types of sensitive infill could also be explored in the context of heritage preservation. Various policy mechanisms (e.g. density bonus zoning) could be used to enable the preservation of heritage properties with sensitive infill. This is particularly relevant to the discussion on duplex, triplex, and fourplex developments and multiple accessory units on one lot.

The history, status, and potential avenues of future exploration for new and existing sensitive infill types in the District are discussed below.

Coach Houses

The District’s coach house program began in 2014. Interested property owners were required to apply for a Development Variance Permit (DVP), essentially to allow a secondary suite to be detached from the main house. The DVP process was selected to provide Council with the opportunity to review all initial coach house applications since this was a new housing form in the District at the time.

Between 2015 and 2018, a total of eighteen coach houses were approved through the Development Variance Permit process, averaging between three and four coach houses per year. This was fewer than the five to twenty-five applications per year anticipated when the program began.

In January 2020, after a public engagement process, Council approved a more streamlined coach house program:

1. A simplified, building permit only approval process for one-storey coach houses on lots at least 15 m (49.2 ft.) wide, that met one of the following criteria:
 - o Open lane access; or
 - o Corner lot on a local street.
2. The continued use of the Development Variance Permit process so that Council may consider on a case-by-case basis two-storey coach houses and coach houses on:
 - o Lots greater than 929 m² (10,000 ft²) with no lane access;
 - o Double-fronting lots (two street frontages) at least 15 m (49.2 ft.) wide; or
 - o Corner lots on collector or arterial streets.

A summary of coach house applications received from January 2020, when the above changes were implemented, to March 8, 2022 is provided as **Attachment 5**. Eighteen applications have been submitted within this time frame:

- Eleven building permit applications (seven approved and four in progress); and
- Seven DVP applications (six approved and one in progress).

Table 1, below, summarizes the total number of coach houses approved, constructed, and in progress since 2014 when the coach house program began. It also shows the number of storeys and whether the coach house was approved through a Development Variance Permit or Building Permit process.

Table 1: Coach House Summary 2014 – March 2022

Coach House Summary (2014 – March 2022)			
Status	Total	1 Storey	2 Storey
Development Variance Permit Process			
Constructed	16	12	4
Approved	8	5	3
In Progress	1		1
Building Permit Only Process			
Constructed	3	3	0
Approved	4	3	1
In Progress	4	4	0
Total	36	27	9

To increase the uptake of coach houses in the District, several strategies could be investigated, such as:

- Allowing a wider range of lots to be eligible to build a coach house, whether one storey or two storeys (e.g. reducing minimum lot width or lot area requirements so that coach houses could be developed on smaller lots);
- Further streamlining the process to allow more applications (e.g. one storey applications on lots over 929 m² (10,000 ft²) with no lane access) to go straight to the building permit stage;
- Allowing more coach house applications (e.g. two storey coach houses) to be approved through a process delegated to staff for review, which may include the creation of a Coach House Development Permit Area;
- Reducing parking requirements and side yard setbacks to facilitate the reduction of lot width or area requirements, thereby enabling smaller lots to be able to have a coach house;
- Exploring options to enhance liveability and functionality (e.g. allowing crawlspaces for storage or allowing full-height basements); and
- Updating the guidelines in the [Coach House How-To Guide](#) if any of the above strategies are implemented to address potential concerns related to overlook and other key issues.

Neighbouring municipalities are already utilizing or considering some of the above proposed coach house strategies:

- The City of North Vancouver:
 - Has delegated approval authority for all coach houses to the Director of Planning;
 - Requires two parking spaces on lots with coach houses (one for each unit);
 - Allows basements for storage only; and
 - Is anticipating approval of policy amendments that will streamline the approval process further.
- The District of West Vancouver:
 - Allows staff to approve a development permit for two-storey or one-storey plus basement coach house applications; and
 - Has eliminated parking requirements for a coach house if the lot is within 400 m of a bus stop.

Small Lot Infill Areas (SLIAs)

Small Lot Infill Areas (or SLIAs) are specific parts of the District where large residential lots can be subdivided into smaller lots of 10 m (33 ft.) in width. (Typical lot widths in the Single-Family Residential RS3 Zone, for example, is 18 m (59 ft.) when not in a SLIA). SLIAs were first adopted by the District in the 1980s. Prior to 2011, there were 23 SLIAs in effect under the District's Zoning Bylaw. In early 2018, three more SLIAs were adopted, stemming from interested residents in the Upper Capilano area (see **Attachment 2** for the 26 SLIA locations).

Small lot infill is one way to achieve a modest increase in housing units while retaining the single family nature of a neighbourhood. Smaller houses with smaller environmental footprints may be suitable for young families, seniors wanting to age in place and others looking to downsize. They can also offer a level of affordability compared to larger houses on larger lots.

It should be noted that not all large lots within SLIAs have or will be subdivided into smaller lots. In some instances, owners may not wish to subdivide. In other cases, technical challenges such as drainage, high groundwater table, and access in the area may need to be resolved before a small lot subdivision can proceed. All of these issues can increase cost and complexity for applicants and can sometimes require coordination between neighbours and the District (e.g. lane improvements).

The District's OCP includes policy directions to undertake Neighbourhood Infill Plans and/or Housing Actions Plans where appropriate to identify potential infill areas near Town and Village Centres, and/or to designate additional SLIAs. This could be advanced by:

- Investigating the interest and capacity to accommodate smaller lots in areas of transition between Town and Village Centres and single family neighbourhoods where new SLIAs could be designated; or
- Reviewing opportunities to enable more lots to be eligible for subdivision in existing SLIAs (e.g. consider reducing the current minimum lot width of 10 m (33 ft.) so that smaller lots are able to subdivide).

Duplexes, Triplexes, and Fourplexes

Duplexes, triplexes, and fourplexes are permitted in multi-family zones (including RM 1, 2, 3, 5, 6 & 7). The District's Zoning Bylaw does not permit duplexes, triplexes, or fourplexes in any single family zones.

The District has approximately thirty duplex, triplex, and fourplex developments that are outside of Town and Village Centres and close to single family neighbourhoods. This report is focused on the potential for these infill options to be embedded within single family neighbourhoods, rather than on large lots within Town and Village Centres meant for comprehensive development.

To increase options for duplexes, triplexes, and fourplexes in single family neighbourhoods, the following strategies could be considered:

- Identifying priority areas where these options could be explored, including:
 - Areas adjacent to Town and Village Centres where Neighbourhood Infill Plans (as outlined in the OCP Policy 7.1.2) could be undertaken; or
 - Specific types of heritage properties where this type of infill could be appropriate in exchange for heritage preservation.
- Exploring a more extensive duplex, triplex, and fourplex policy that would enable these types of housing throughout all single family neighbourhoods.

Multiple Accessory Units on One Lot (Secondary Suites & Coach Houses or Duplexes with Secondary Suites)

Accessory units is a general term that refers to smaller units on a residential property, which may be attached to the primary residence, or detached. In the District, accessory units include secondary suites and coach houses. Accessory units can be a key source of housing for seniors looking to downsize, multi-generational families, and young people or families looking for rental options.

In a public survey conducted in fall 2018 as part of the public engagement on the coach house program, 76% of respondents (108 people out of 142) expressed that the District should consider allowing both coach houses and secondary suites on the same lot in single family neighbourhoods. More recently, feedback received during the OCP Targeted Review Engagement process highlighted the importance of increasing the diversity of housing forms and tenures in the District to meet the needs of people at all stages life.

The District's Zoning Bylaw does not currently permit both a secondary suite and a coach house on the same single family lot. The City of North Vancouver and the District of West Vancouver both permit secondary suites and coach houses on the same lot as long as certain criteria are met (e.g. sufficient unused floor area, minimum 10 m (33 ft.) lot width, the owner resides on the property, and parking requirements are met).

As noted earlier, the BC Building Code was updated in 2019 to permit the construction of suites in more types of ground-oriented housing, such as duplexes and townhouses. Both the City of North Vancouver and the District of West Vancouver also allow secondary suites in duplexes.

As part of the work to expand housing options in the District, the following could be explored:

- Identifying criteria for lots where both secondary suites and coach houses could be considered (e.g. establishing lot area, width, and/or depth requirements);
- Identifying existing duplex areas where secondary suites could be considered; or
- Identifying the heritage properties where secondary suites and coach houses or duplexes with secondary suites could be appropriate in exchange for heritage preservation.

Identifying the types of sensitive infill housing that are of the most interest to residents will help to prioritize future policy work on these topics. Expanding the District's existing approaches to infill housing and considering new ones would support residents in continuing to live in their community by providing more options to suit their different ages, needs, and incomes.

Recommendation: THAT staff are directed to initiate engagement on priority sensitive infill housing types and report back to Council on engagement results, along with recommendations for future policy work for Council's consideration.

Short-Term Rentals

Short-term rental (STR) refers to the rental of a residential dwelling unit (either the entire unit or a room), within any housing type, for a short period of time (generally less than 30 days). Short-term rentals are facilitated by online platforms (e.g. Airbnb), and primarily used by visitors and tourists. Short-term rentals first appeared in San Francisco in 2008 and were initially seen as a way to earn some supplementary income and provide low cost visitor accommodation in expensive locations. Since then there has been a substantial expansion in short-term rentals across Canada. The business model has also shifted from home-sharing to the rental of entire homes and non-principle dwellings at the expense of long-term rental housing units.

With the expansion of STRs, many local communities have encountered negative impacts associated with short term accommodation. These have included nuisances such as noise and parking, and the loss of long-term rental housing. Local governments have responded by developing regulatory and enforcement frameworks.

In 2017, Council considered the growing impact of short-term rentals in the District and directed that a regulatory approach be prepared. Table 2, below, provides a summary of Council and public engagement.

Table 2: Summary of Previous Council and Public Engagement on STR

Date	Description
November 28, 2017	Council Workshop on the impact of short-term rentals and regulatory options.
June 11, 2018	Report to Regular Council on a draft regulatory framework and bylaws.
June – August 2018	Public engagement on the draft regulatory framework (online survey and three pop-up events).
November 25, 2019	Council Workshop on engagement findings and three revised options. Committee directed staff to engage with Rental, Social and Affordable Housing Task Force (RSAHTF).
October 8, 2020	Presentation to RSAHTF on the proposed regulatory approach.

The three options presented for Council’s consideration in 2019 were:

- Option 1:** Allow STRs in single family homes, secondary suites, and coach houses (staff recommendation).
- Option 2:** Allow STRs in single family homes, secondary suites, coach houses, and multi-family units.
- Option 3:** Allow STRs in single family homes only.

Common elements across the options included:

- Short term rentals only permitted in principle residence dwelling unit;
- Owner (or long-term tenant with owner’s permission) would require a valid business license;
- A maximum of 6 patrons per STR;

- A dedicated parking space for a STR unit; and
- New fines for enforcement.

Following the 2019 workshop, staff identified the following outstanding items that emerged from the discussion of options and which appeared to require additional engagement or analysis:

- whether to permit STRs in suites, coach houses, and in multi-family units;
- whether to grant STR licenses to tenants (with permission of the owner); and
- whether time limits on STR listing are feasible (e.g. maximum number of nights per year).

Since 2019, the number of STR listings in the District has decreased from 960 in November 2019 to 520 in December 2021. Similarly, the number of STR-related complaints peaked in 2019 at 22 and dropping to seven in 2021. The above trends highlight the impact the COVID-19 pandemic has had on STRs in the District.

Additionally, over the past two years best practices for regulating STRs have emerged that allow for customizing regulations to fit the context of different communities. Five Metro Vancouver municipalities now have regulatory frameworks in place and four others are in the process of developing regulations. The lessons learned from other jurisdictions will be valuable when finalizing a regulatory framework for the District.

Given that staff sought feedback from the Rental, Social, Affordable Housing Task Force and that considerable time has elapsed since Council or the public has been engaged on the topic of short-term rentals, staff recommend seeking further community feedback on the proposed regulatory framework, with a particular focus on the outstanding questions outlined above.

Recommendation: THAT staff are directed to initiate engagement on short-term rental regulations and report back to Council on engagement results, along with recommendations for a regulatory framework for Council's consideration.

Public Engagement

Engagement on secondary suites, sensitive infill, and short-term rentals will seek to understand the community preferences and priorities. Engagement will use a variety of techniques for community and stakeholder input, including virtual open houses and use of the District's online engagement platform, and potentially in-person pop-up open houses if public health guidance and timing permits. A brief overview of the proposed engagement activities and timelines is provided in Table 3.

Table 3: Overview of proposed engagement

Topic	Anticipated Timing	Engagement Approach	Timing for Council Consideration
Secondary Suites	May - June 2022	Webpage Online engagement tool Virtual and/or in-person open houses	July 2022: Engagement results, Draft Bylaws
Short Term Rentals	May - June 2022	Webpage Online engagement tool Virtual and/or in-person open houses Stakeholder engagement	July 2022: Engagement results, options & recommendations Fall 2022: Further analysis Early 2023: Draft Bylaws
Sensitive Infill	May - June 2022	Webpage Online engagement tool Virtual and/or in-person open houses	July 2022: Engagement results, options & recommendations Fall 2022: Further analysis Early 2023: Specific policy recommendations

Staff are recommending that the engagement for each of the three topics take place concurrently. This would encompass a singular webpage with information on all three topics. Virtual and/or in-person open houses would cover all three topics. The online engagement tool (e.g. survey) would allow respondents to choose to provide feedback on all or only those housing types which interest them most.

Next Steps:

Should the Committee endorse staff’s recommendation and forward this report to Council, staff would prepare a subsequent report for the next available Regular Meeting of Council. That report would seek direction to proceed with public engagement on the single family housing options discussed above and will provide additional details on the proposed engagement activities. Subject to Council’s direction, staff will initiate public engagement and report back to Council with findings and recommendations for Council’s consideration.

Concurrence:

The Communications department has reviewed the proposed engagement plan and support the recommendation for a combined engagement on the topics of this report.

Conclusion:

Increasing housing diversity in single family neighbourhoods will help to meet the needs of residents of all ages, incomes, abilities, and household types. A number of District policies and plans recommend exploring the expansion of housing options in single family neighbourhoods through sensitive infill. By exploring these diverse housing options, the District will be supporting young families as they seek ways to stay in the community, children as they grow up and move out of the family home, seniors as they look to age in place, and families wishing to live together in multi-generational homes.

Options:

1. THAT the Committee recommend to Council:

THAT staff are directed to initiate engagement on secondary suite size regulations and report back to Council on engagement results, along with proposed Zoning Bylaw amendments for Council's consideration;

THAT staff are directed to initiate engagement on priority sensitive infill housing types and report back to Council on engagement results, along with recommendations for future policy work for Council's consideration;

AND THAT staff are directed to initiate engagement on short-term rental regulations and report back to Council on engagement results, along with recommendations for a regulatory framework for Council's consideration.

OR

2. That alternative direction is provided.

Respectfully submitted,



Ryan Gilmore
Community Planner



Arielle Dalley
Community Planner

Attachment 1: Map of Zones that Permit Secondary Suites

Attachment 2: Map of Existing Coach Houses and Small Lot Infill Areas

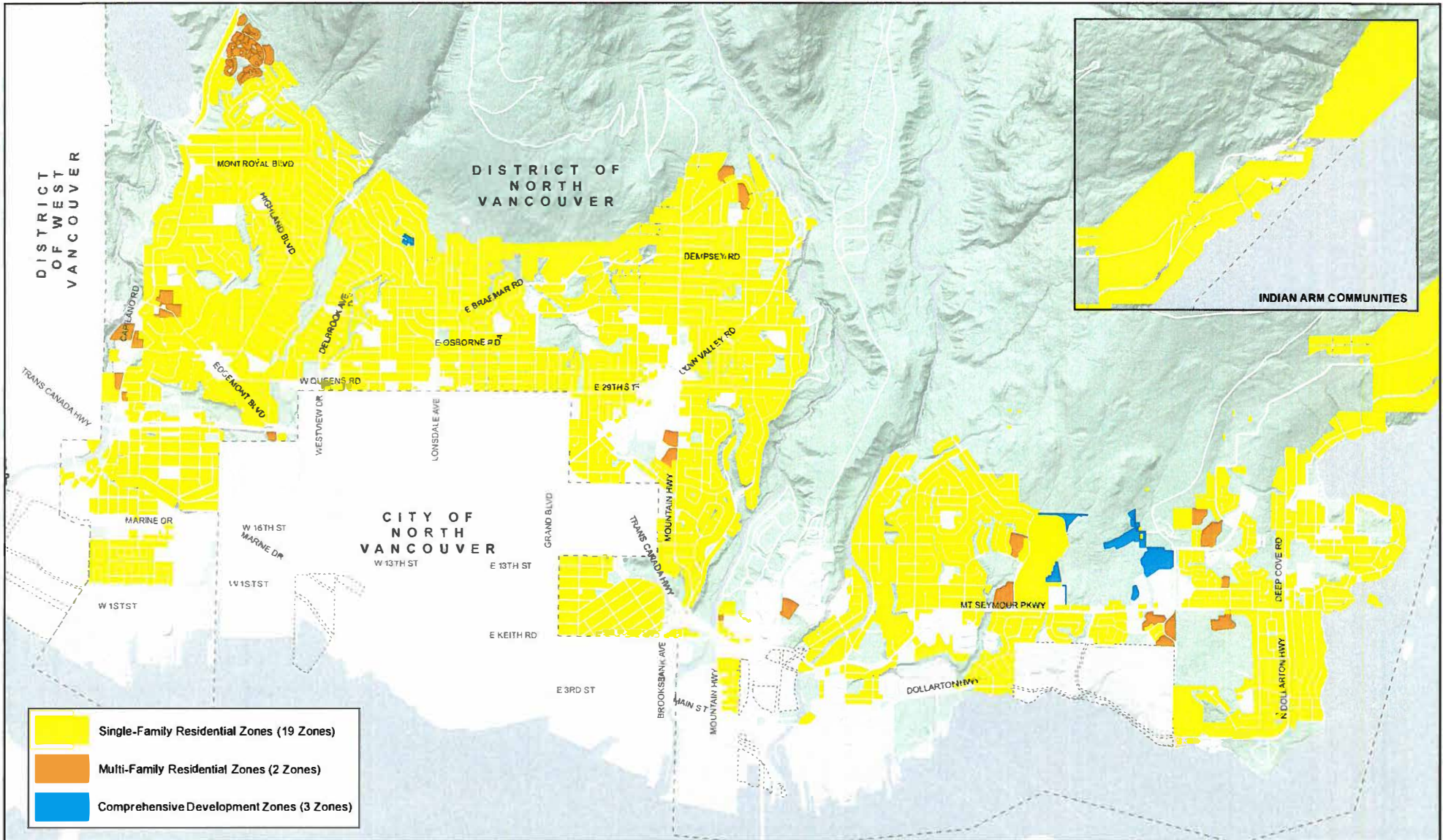
Attachment 3: Examples of Sensitive Infill in the District of North Vancouver

Attachment 4: Municipal Scan of Sensitive Infill Housing Policies and Recent Actions

Attachment 5: Summary of Coach House Applications from January 20, 2020 to Present

Attachment 6: Housing Options for Single Family Neighbourhoods Council Workshop Presentation

REVIEWED WITH:					
<input type="checkbox"/> Community Planning	_____	<input type="checkbox"/> Clerk's Office	_____	External Agencies:	
<input type="checkbox"/> Development Planning	_____	<input type="checkbox"/> Communications	_____	<input type="checkbox"/> Library Board	_____
<input type="checkbox"/> Development Engineering	_____	<input type="checkbox"/> Finance	_____	<input type="checkbox"/> NS Health	_____
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<input type="checkbox"/> Parks	_____	<input type="checkbox"/> Solicitor	_____	<input type="checkbox"/> Museum & Arch.	_____
<input type="checkbox"/> Environment	_____	<input type="checkbox"/> GIS	_____	<input type="checkbox"/> Other:	_____
<input type="checkbox"/> Facilities	_____	<input type="checkbox"/> Real Estate	_____		
<input type="checkbox"/> Human Resources	_____	<input type="checkbox"/> Bylaw Services	_____		
<input type="checkbox"/> Review and Compliance	_____	<input type="checkbox"/> Planning	_____		
<input type="checkbox"/> Climate and Biodiversity	_____				



- Single-Family Residential Zones (19 Zones)
- Multi-Family Residential Zones (2 Zones)
- Comprehensive Development Zones (3 Zones)

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ZONES THAT PERMIT SECONDARY SUITES

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Examples of Sensitive Infill Housing in the District of North Vancouver

Coach Houses



Figure 1: Coach house facing a laneway at 880 Calverhall St., North Vancouver



Figure 2: Coach house facing a laneway at 1146 West 20th St., North Vancouver

Small Lot Infill Areas



Figure 3: Small lot infill houses at 1098 & 1100 Canyon Blvd., North Vancouver



Figure 4: Small lot infill houses at 3575 & 3585 Fromme Rd., North Vancouver

Duplexes



Figure 5: Duplex with front and rear units with lane access at 1225 & 1227 West 16th St., North Vancouver



Figure 6: Duplex with side by side units at 3703 & 3711 Bluebonnet Rd., North Vancouver



Figure 7: Duplex with side by side units at 5628 & 5630 Eagle Court, North Vancouver

Triplexes



Figure 8: Two triplexes with lane access at 1279, 1281 & 1283 West 16th St. (left) and 1285, 1287 & 1289 West 16th St (right), North Vancouver.

Fourplexes



Figure 9: Fourplex at 926, 928, 930 & 932 Berkley Rd., North Vancouver

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Municipal Scan of Sensitive Infill Housing Options
(as of March 8, 2022)

	City of North Vancouver	District of West Vancouver	City of Burnaby	City of Vancouver	District of North Vancouver
Coach Houses	Permitted in all residential zones, including: <ul style="list-style-type: none"> • One-Unit Residential zones • Two-Unit residential zones • Ground-Oriented Apartment residential zones (with exceptions) • Apartment residential zones (with exceptions) 	Permitted in: <ul style="list-style-type: none"> • Single Family Dwelling zones • Some Single Family Dwelling – Upper Lands zones • Some Duplex Dwelling zones • Some Ground-oriented Dwelling zones 	Not permitted in any residential zones. Burnaby’s Housing and Homelessness Strategy (HOME, 2021) calls for development of an infill housing program, which would include permitting laneway homes.	Permitted in: <ul style="list-style-type: none"> • One-Family Dwelling zones • Some Two-Family Dwelling zones • Some Multiple Dwelling zones 	Permitted in all single family residential zones as long as certain criteria met.
Small Lots	Minimum lot size requirements were removed to allow for more subdivision in single family zones. Minimum lot frontages are: <ul style="list-style-type: none"> • 10 m (33 ft) for single family lots • 7.5 m (25 ft) for duplexes 	Minimum lot size and width requirements were reduced in single family zones by: <ul style="list-style-type: none"> • 12.5% for minimum lot size • 12.5% for minimum lot width 	Two small lot zones (R4 and R5) allow minimum 9.15 m (30 ft) lot width and 334.40 m ² (3600 ft ²) area under certain conditions.	7.3 m (24 ft) minimum lot width in most One-Family Dwelling zones.	10 m (33 ft) minimum lot width in 26 Small Lot Infill Areas (SLIAs).

	City of North Vancouver	District of West Vancouver	City of Burnaby	City of Vancouver	District of North Vancouver
Duplex/ Triplex/ Fourplex	<p>Duplexes permitted in:</p> <ul style="list-style-type: none"> Two-Unit residential zones Ground-Oriented Apartment residential zones Apartment residential zones Some Special Residential zones <p>Triplexes and fourplexes permitted in:</p> <ul style="list-style-type: none"> Ground-Oriented Apartment residential zones Apartment residential zones Some special residential zones 	<p>Duplexes permitted in:</p> <ul style="list-style-type: none"> All Duplex Dwelling zones Some Ground-Oriented Dwelling zones Some Multiple-Dwelling zones <p>Triplexes and fourplexes not permitted.</p>	<p>Duplexes permitted in the one- and two-family residential zones:</p> <ul style="list-style-type: none"> Residential District 4 Residential District 5 <p>Triplexes and fourplexes are only permitted in multi-family zones.</p> <p>HOME includes actions to consider permitting duplexes in additional residential zones and permitting triplexes and fourplexes in most residential zones.</p>	<p>Duplexes permitted in the majority of residential zones.</p> <p>Triplexes or fourplexes permitted in:</p> <ul style="list-style-type: none"> Some Duplex zones Most Multiple Dwelling zones 	<p>Duplexes permitted in;</p> <ul style="list-style-type: none"> Some Multiple-Family residential zones One Low-Rise residential zone <p>Triplexes and fourplexes are not permitted in single family zones, but are permitted in:</p> <ul style="list-style-type: none"> Some Multiple-Family residential zones
Multiple Accessory Units	<p>Lots zoned for One-Unit Residential use may have a secondary suite and a coach house when certain conditions are met.</p>	<p>Lots zoned for Single Family Dwelling use may have a secondary suite and a coach house when certain conditions are met.</p>	<p>Not permitted in any residential zones.</p> <p>HOME includes actions to consider allowing secondary suites and laneway houses in duplexes.</p>	<p>Laneway houses and secondary suites together on one lot are permitted in zones where laneways are permitted (see above).</p> <p>Secondary suites permitted in duplexes.</p>	<p>Not permitted in any single family zones.</p>

Summary of Coach House Applications Received from January 2020 – Present

New Coach House Program (January 20, 2020 - present) ¹						
Development Variance Permit Process						
	Address	Status	Application Date	DVP Issued by Council	Lot eligibility & Application Characteristics	Storeys
1	389 Beachview Dr.	Approved	June 9, 2020	November 2, 2020	Open Lane (variance for building coverage)	1
2	4048 Dollarton Hwy.	Approved	September 10, 2020	April 12, 2021	Front Yard Over 10,000 sq ft	1
3	4544 Capilano Rd.	Approved	July 8, 2020	April 26, 2021	Rear Yard Over 10,000 sq ft	1
4	1061 Handsworth Rd.	Approved	October 2, 2020	October 18, 2021	Rear Yard (variance for vehicle access)	1
5	947 Frederick Rd.	Approved	June 1, 2021	November 29, 2021	Rear Yard (variance for vehicle access and height)	2
6	959 Drayton St.	Approved	June 14, 2021	March 7, 2022	Open Lane Rear Yard (variance for height)	2
7	1258 Adderley St.	In process	December 2, 2021		Open Lane Rear yard (variances for height and lot coverage)	2

¹ No Development Variance Permits have been denied or withdrawn in this time period.

Building Permit Only Process						
	Address	Status	Application Date	BP Issued	Lot eligibility & Application Characteristics	Storeys
1	1979 Banbury Rd.	Constructed	March 3, 2020	March 9, 2020	Open Lane Rear Yard	1
2	1086 W 22 nd St.	Constructed	April 24, 2020	August 5, 2020	Open Lane Rear Yard	1
3	2027 Bridgman Av.	Constructed	May 15, 2020	October 16, 2020	Open Lane Rear Yard	1
4	1160 Ridgewood Dr.	Approved	Nov 5, 2020	April 7, 2021	Approved under a Heritage Alteration Permit	2
5	1355 W 22 nd St.	Approved	Feb 12, 2021	May 18, 2021	Open Lane Rear Yard	1
6	1098 Handsworth Rd.	Approved	Mar 9, 2021	October 27, 2021	Corner Lot on Local Street	1
7	1942 Banbury Rd.	Approved	August 3, 2021	October 20, 2021	Open Lane Rear Yard	1
8	836 E 11 th St.	In Process	October 15, 2021		Open Lane Rear Yard	1
9	509 Beachview Dr.	In Process	November 18, 2021		Corner Lot on Local Street Lot over 10,000 sq. ft.	1
10	1179 Cloverley St.	In Process	January 6, 2022		Lane Access Rear Yard	1
11	421 W St. James Rd.	In Process	January 11, 2022		Lane Access Rear Yard	1

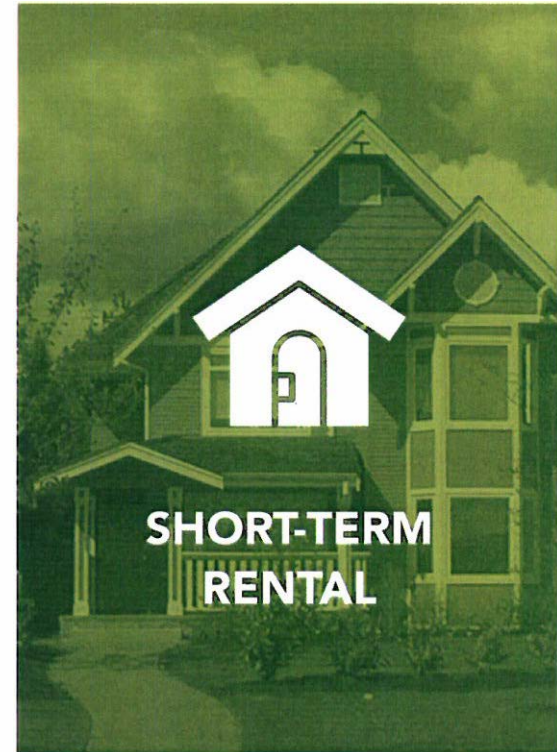
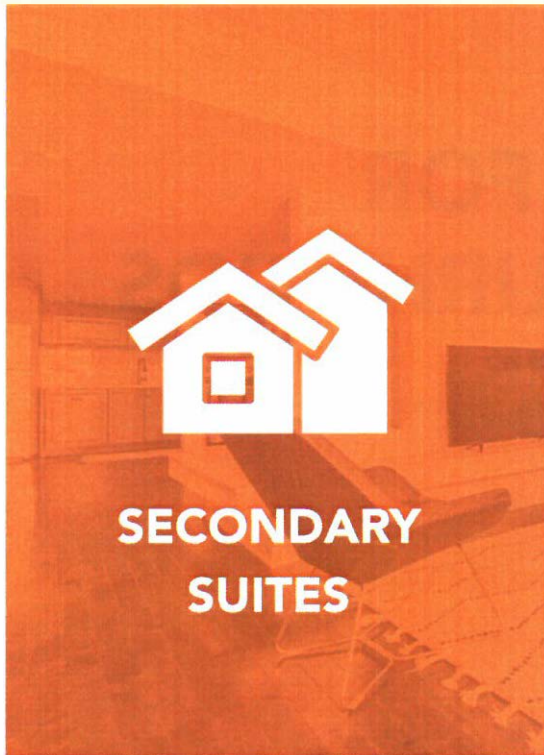


HOUSING OPTIONS FOR SINGLE FAMILY NEIGHBOURHOODS

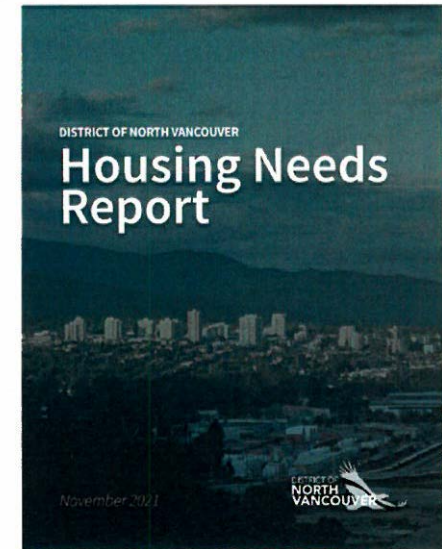
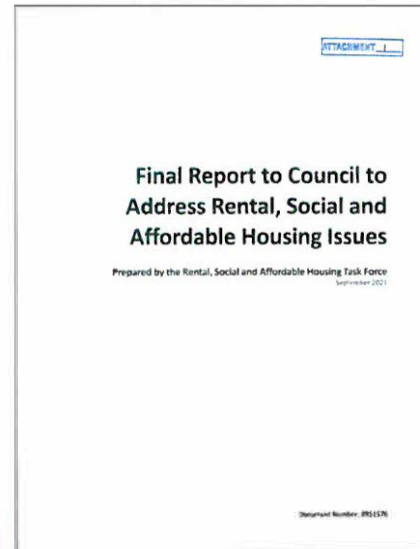
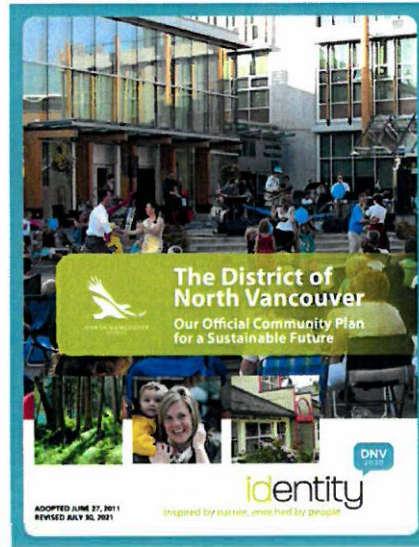
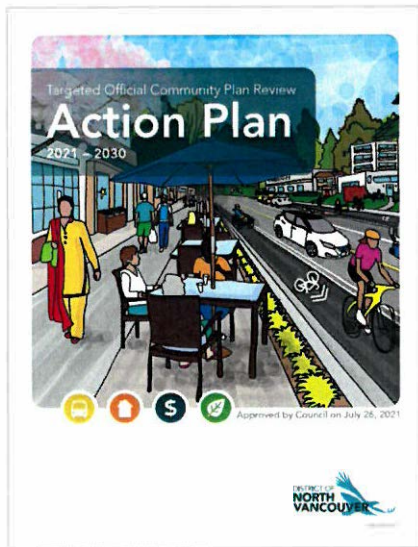
Council Workshop

April 11, 2022

SINGLE FAMILY HOUSING TOPICS



EXISTING POLICY



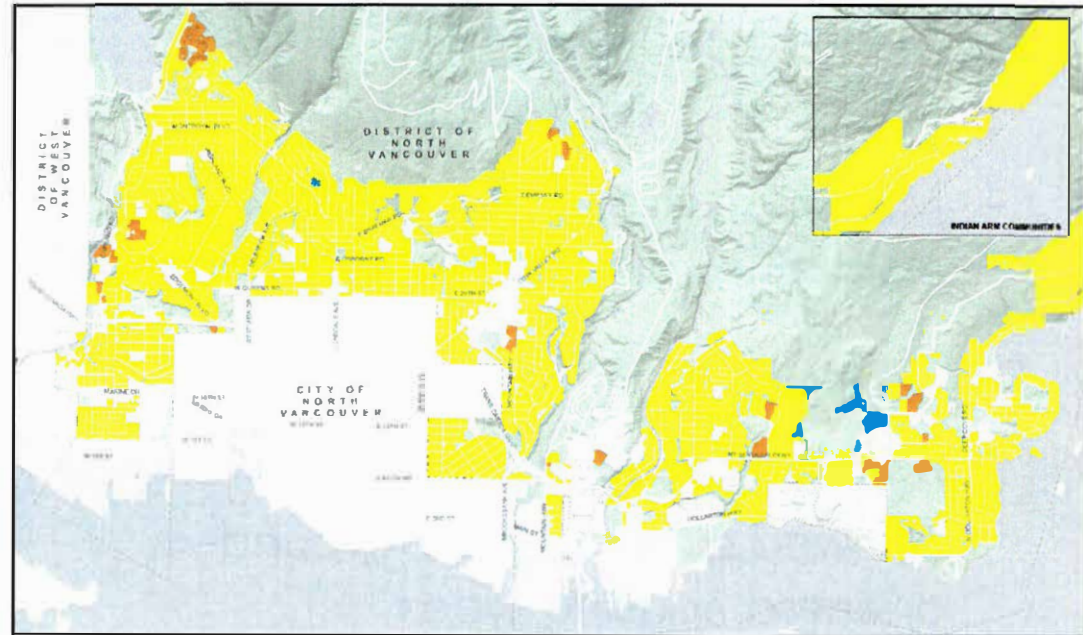


SECONDARY SUITES



SECONDARY SUITES – BACKGROUND

- Permitted in single family homes since 1997
- Permitted in 24 zones
- 6,290+ suites
- 70% of the District's market rental housing stock



SECONDARY SUITES – REGULATIONS

- Current regulations:
 - Single family homes only
 - Maximum size of 90m² or 40% of residential floor area (whichever is less)
- BC Building Code (Dec 2019):
 - Removed secondary size restrictions
 - Allowed suites in more ground-oriented housing types



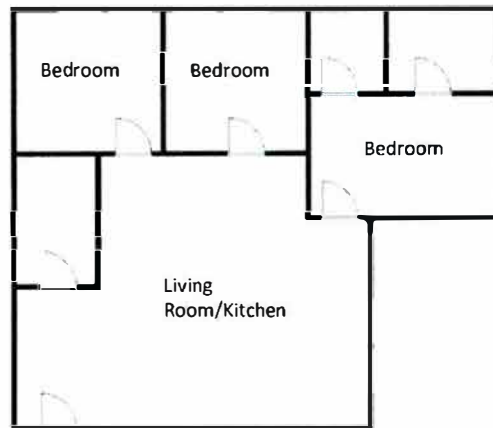
SECONDARY SUITES – PROPOSED

1. Increase maximum floor area

Current: 90 m² or 40% of floor area



Proposed: 130 m² or 40% of floor area



2. New minimum suite size

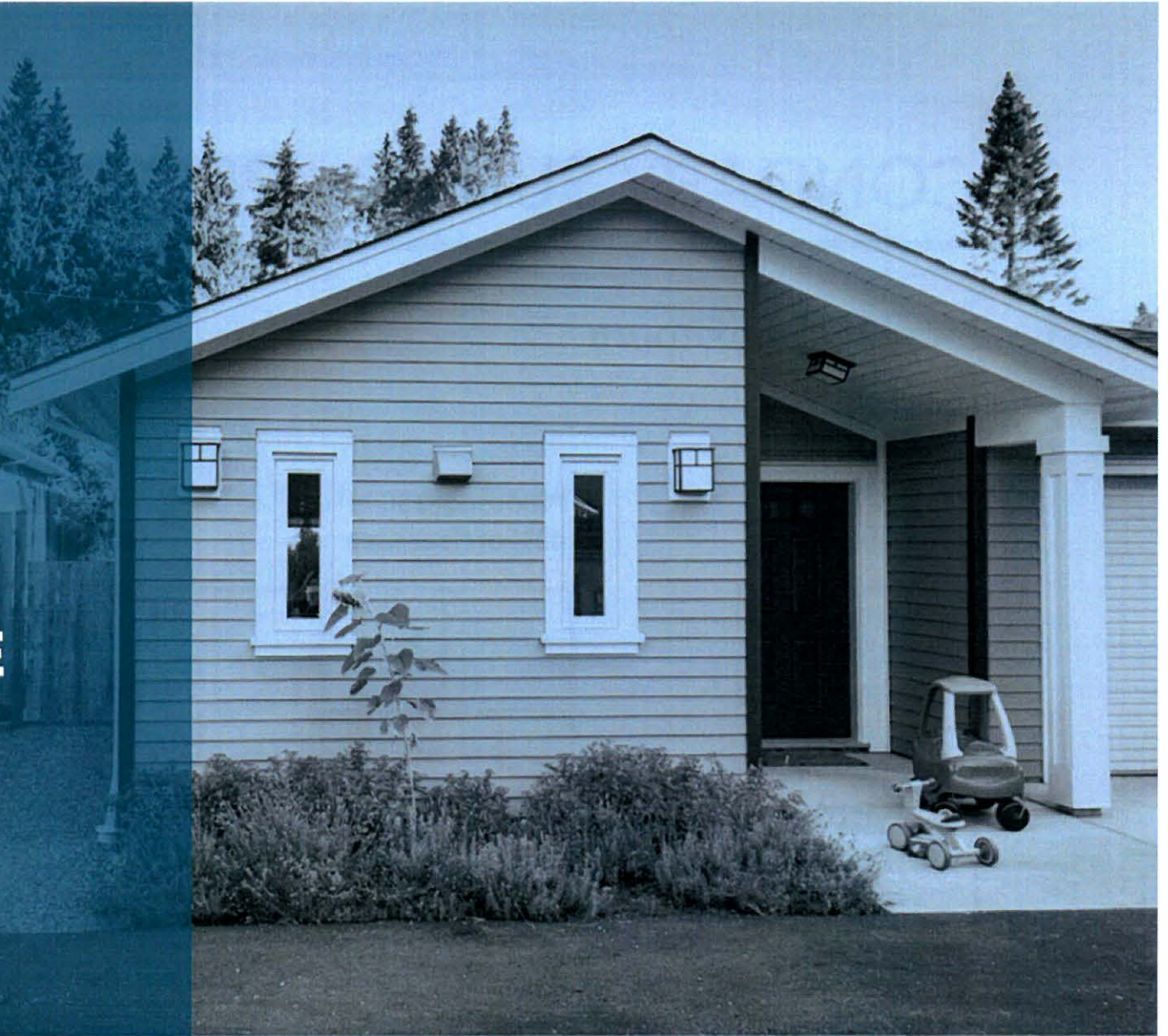
Proposed: 30 m²



Example of secondary suite layouts for illustrative purposes only



SENSITIVE INFILL



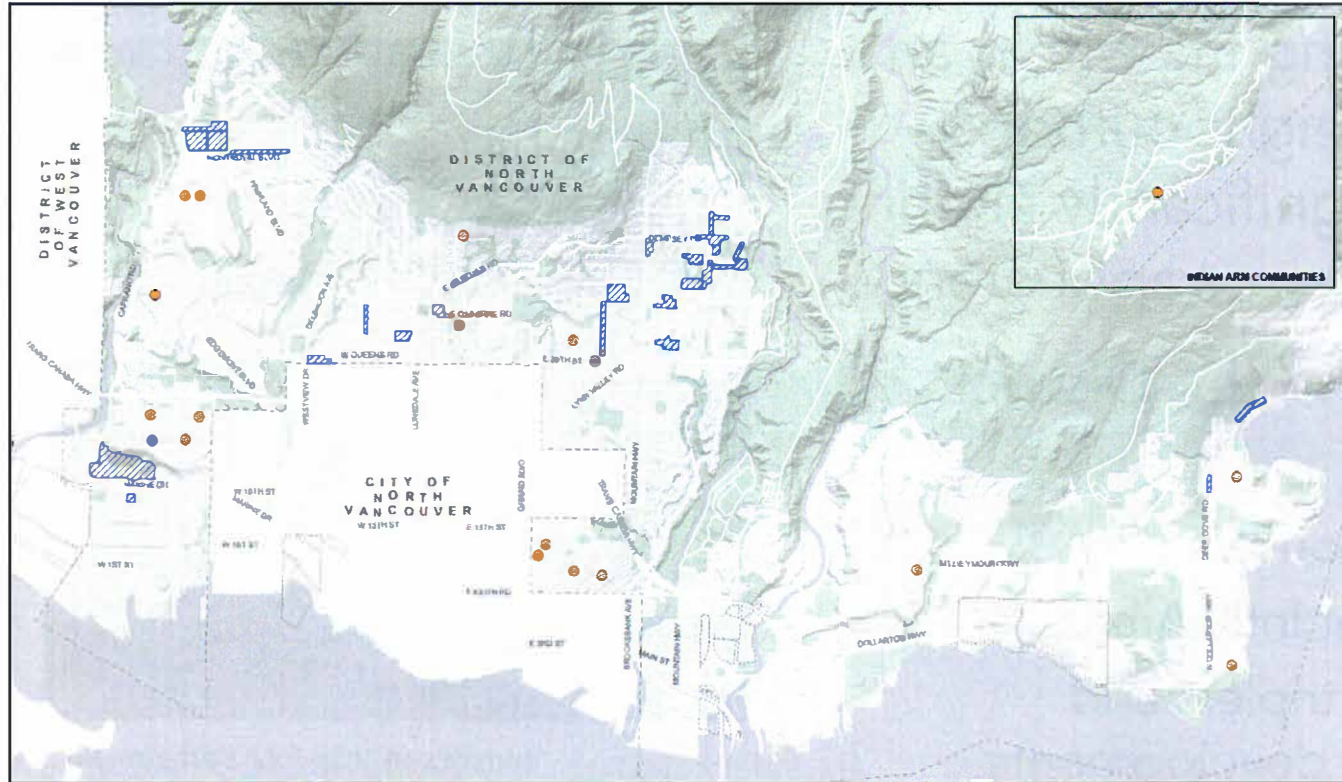
SENSITIVE INFILL – BACKGROUND

- Infill housing fits within an existing neighbourhood without significantly altering its character or appearance
- Examples in the District include:
 - Coach houses
 - Small Lot Infill Areas
 - Duplex, triplex, and fourplex developments



Fourplex at 926-932 Berkeley Rd

SENSITIVE INFILL IN SINGLE FAMILY AREAS



- Coach Houses
(19 constructed)
- ▨ SLIAs
(26 areas)

SENSITIVE INFILL – POTENTIAL OPTIONS

Coach Houses	Small Lot Infill Areas (SLIAs)	Duplex/Triplex/Fourplex	Multiple Accessory Units on One Lot
Current approach			
<ul style="list-style-type: none"> • 18 applications approved 2014-2020 • Updated in 2020; 13 approved since update 	<ul style="list-style-type: none"> • First adopted 1980s • 3 SLIAs added in Upper Capilano in 2018 • 26 SLIAs 	<ul style="list-style-type: none"> • Not currently permitted in single family zones 	<ul style="list-style-type: none"> • Not currently permitted
Potential Options			
<ul style="list-style-type: none"> • Allow more lots to be eligible by reducing requirements • Streamline application process further • Enhance liveability (e.g. through basements) • Update guidelines 	<ul style="list-style-type: none"> • Investigate opportunities to designate new SLIAs • Review options to increase lot eligibility in existing SLIAs (e.g. reduce lot width minimum) 	<ul style="list-style-type: none"> • Identify priority locations for this type of housing: <ul style="list-style-type: none"> • Adjacent to Town & Village Centres • Specific types of heritage properties • Develop a broader policy to enable in all single family neighbourhoods 	<ul style="list-style-type: none"> • Identify specific areas or heritage properties where the following could be permitted: <ul style="list-style-type: none"> • Secondary suites and coach houses on same lot • Duplexes with suites

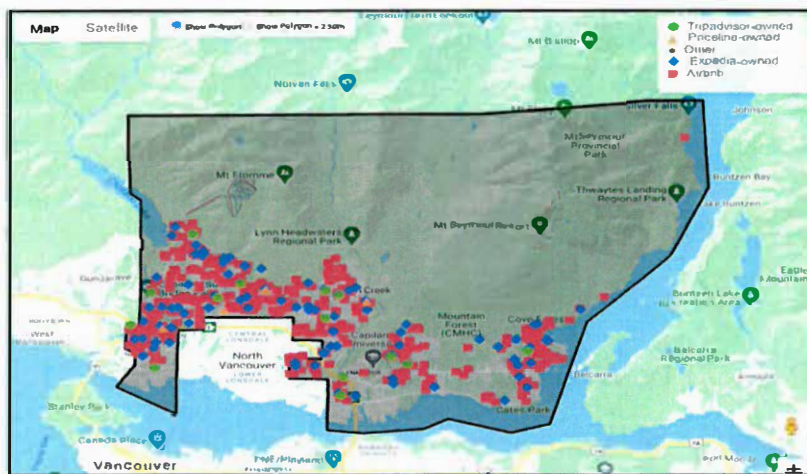


SHORT-TERM RENTAL

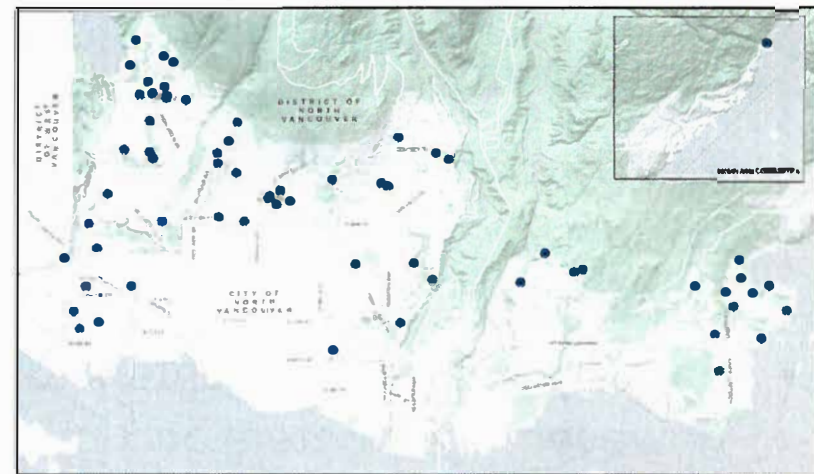


SHORT-TERM RENTALS – BACKGROUND

- Not currently permitted
- Previous Council engagement in 2017, 2018, and 2019
- Public engagement in 2018, RSAHTF in 2020
- Listings are evenly distributed, complaints are not
- 960 listings in November 2019
- 520 listings in December 2021
- 76 complaints received since 2013



Listings (December 2021)



Complaints (2012-2022)

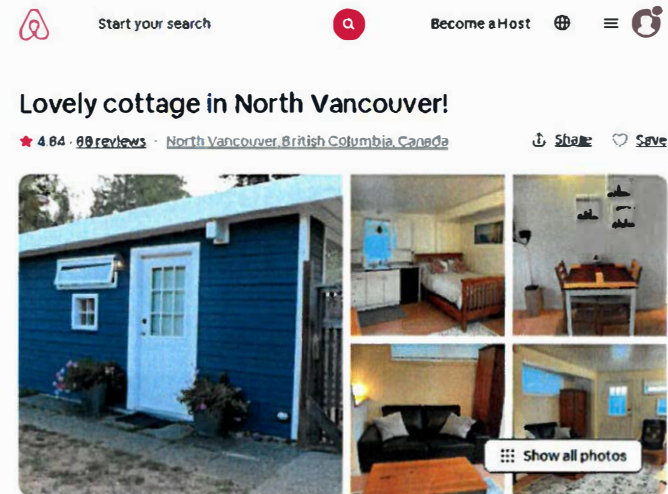
SHORT-TERM RENTALS – PAST OPTIONS

Option	Single Family	Secondary Suites & Coach Houses	Multi-Family	Renters with owner permission
Option 1 (2019 Recommendation)	✓	✓	✗	✓
Option 2	✓	✓	✓	✓
Option 3	✓	✗	✗	✓

- Each option shares common criteria, including principle residence, business license, parking requirements, & maximum patron requirements.
- Each option permits renters to have a STR with owner permission, however most renters occupy secondary suites and multi-family dwellings.

SHORT TERM RENTALS – PUBLIC ENGAGEMENT

- Additional public input recommended on:
 1. Should short-term rentals be permitted in secondary suites and coach houses?
 2. Should short-term rentals be permitted in multi-family dwellings?
 3. Should short-term rental licences be issued to renters (with owner's permission) in all housing types where STR is permitted?



SINGLE FAMILY HOUSING OPTIONS

Secondary Suites

Sensitive Infill

Short-Term Rentals

Objectives

Increase maximum secondary suite size and introduce a new minimum suite size

Explore new sensitive infill options and/or expand existing ones

Create a framework for regulating short-term rentals

Recommendations for Council

- Initiate engagement
- Report back with Zoning Bylaw amendments

- Initiate engagement
- Report back with recommendations for future policy work

- Initiate engagement
- Report back with recommended regulatory framework

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