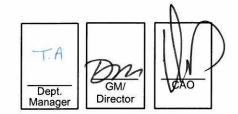
Regular MeetingOther:

Date: July 24, 2023

Date:



The District of North Vancouver REPORT TO COUNCIL

July 12, 2023 File: 13.6440.20/007.000

AUTHOR: Ryan Gilmore, Community Planner Brianne Labute, Community Planner

SUBJECT: Proposed Coach House Program Improvements

RECOMMENDATION:

THAT "District of North Vancouver Rezoning Bylaw 1424 (Bylaw 8615)" is given FIRST Reading;

AND THAT "District of North Vancouver Rezoning Bylaw 1429 (Bylaw 8635)" is given FIRST Reading;

AND THAT Bylaw 8615 and Bylaw 8635 are referred to a Public Hearing;

AND THAT "District of North Vancouver Development Procedures Bylaw 8144, 2017 Amendment Bylaw 8639, 2023 (Amendment 3)" is given FIRST Reading; and

AND THAT staff can issue coach house related minor development variance permits for siting, setbacks, bedroom and living room size, parking, and pedestrian access in accordance with Development Procedures Bylaw, 8144, 2017.

REASON FOR REPORT:

The purpose of this report is to propose amendments to the Zoning Bylaw to improve the District's Coach House Program. The amendments would permit a secondary suite on a lot where a coach house is permitted (except within priority growth centres) and increase the permitted height for a coach house. The report also seeks direction from Council to have specific coach house related Development Variance Permits (DVPs) delegated to staff in accordance with the Development Procedures Bylaw, 8144, 2017.

SUMMARY:

Single family neighbourhoods have been slowly evolving to accommodate changing housing needs. In response to Council direction and public input to increase options in single family neighbourhoods, this report proposes several bylaw amendments to:

- 1) permit a secondary suite on a lot where a coach house is permitted, except if the lot is located within one of the four priority growth centres intended for higher densities (Lynn Valley, Lynn Creek, Maplewood, and Lions Gate);
- 2) allow two-storey coach houses by increasing the maximum permitted height (removing the need for a DVP); and
- 3) amend the off-street parking regulations to require only one additional space when the lot includes both a coach house and a secondary suite.

In addition to the proposed Zoning Bylaw changes, this report seeks Council direction on delegating select coach house related DVP applications to staff in an effort to streamline the approval process.

Bylaw 8615 allows a secondary suite and coach house on one lot (except within the four growth centres) and establishes parking provisions. Bylaw 8635 increases the maximum permitted height for a coach house to allow two storey coach houses. Bylaw 8639 amends the Development Procedures Bylaw to identify which coach house related variances will not be delegated to staff.

BACKGROUND:

In 2014, Council initiated the coach house program, using a "gradual entry approach" to slowly introduce coach houses in the District. The District regulated coach houses through the issuance of a DVP that varied the location of a secondary suite on a lot. In January 2020¹, after a public engagement process, Council approved a more streamlined coach house program:

- 1. That introduced 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:
 - Had open lane access; or
 - Was a corner lot on a local street.
- 2. That the DVP process be continued by Council so that they may consider on a caseby-case basis two-storey coach houses and coach houses on:
 - \circ Lots greater than 929 m² (10,000 ft²) with no lane access;
 - Double-fronting lots (two street frontages) at least 15 m (49.2 ft.) wide; or
 - Corner lots on collector or arterial streets.

Approximately 3,700 single family lots (19% of the total number of single family lots) qualify for the building permit only process for a coach house; however, the siting of existing buildings and structures and topography may reduce the number of lots where it is feasible to construct a coach house. Since 2014, 37 coach houses have been approved in the District and five coach house applications are currently under review. Coach houses have been approved in neighbourhoods across the District.

¹ <u>http://app.dnv.org/OpenDocument/Default.aspx?docNum=4217610</u>

Additional requirements for a coach house are as follows:

- lot must be zoned single-family residential;
- located within the Urban Containment Boundary in the Official Community Plan (OCP);
- the combined density of the principal dwelling and coach house cannot exceed the maximum density allowed by zoning;
- the coach house must be sited to the rear of a principal dwelling (unless a variance is obtained);
- the proposal must meet development permit area requirements, if applicable (e.g. Streamside Protection, Creek Hazard); and,
- the proposal must meet relevant bylaw requirements, if applicable (e.g. Development Servicing Bylaw, Sewer Bylaw, Tree Protection Bylaw, Waterworks Regulation Bylaw).

Current zoning regulations explicitly prohibit a lot having both a coach house and a secondary suite. The zoning regulations also restrict coach house height to 4.5 m., or one-storey, requiring a Council issued DVP for a two-storey coach house. Additional variances such as vehicle access, building coverage, lot width/depth, and setback requirements all require a Council issued DVP prior to building permit submission.

At the <u>Council Workshop on April 11, 2022</u>², Council discussed opportunities to make improvements to the Coach House Program and authorized public engagement on options in single family neighbourhoods. The engagement took place in June 2022 and many participants wanted to see secondary suites and coach houses on one lot and more one and two-storey coach houses. At the <u>February 13, 2023 Council Workshop</u>³, Council indicated support for staff to pursue District-wide regulatory changes regarding coach houses and secondary suites on one lot, coach house height, and process improvements to expedite the approvals process. Additional regulatory changes related to coach houses and secondary suites were discussed at the workshop, including secondary suite liveability and additional coach house regulatory changes. Staff proposed to bring forward recommendations to Council on these items later in 2023 or early 2024.

EXISTING POLICY:

Official Community Plan (2011)

- Goal 2: Encourage and enable a diverse mix of housing types and 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 7.1: While growth will be restricted in detached residential areas, opportunities will exist to sensitively introduce appropriate housing choices such as coach houses, duplexes and small lot infill that respect and enhance neighbourhood character.

² <u>http://app.dnv.org/OpenDocument/Default.aspx?docNum=5594305</u>

³ https://app.dnv.org/OpenDocument/Default.aspx?docNum=5915966

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 Final Report (2021)

The final report prepared by the Rental, Social and Affordable Housing Task Force includes several recommendations to Council, including:

- 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.
- Encourage creative and affordable housing solutions for minor densification in singlefamily neighbourhoods, such as micro or container homes, coach houses and basement or garage suites.

ANALYSIS:

In response to Council direction at the <u>February 13, 2023 Council Workshop</u>⁴, and informed by the public engagement results, staff propose the following changes to the Coach House Program:

- 1. Permit a Coach House and Secondary Suite on One Lot
- 2. Permit Two-Storey Coach Houses
- 3. Coach House Approval Process Improvements

1. Permit a Coach House and Secondary Suite on One Lot

To introduce more housing options in single family neighbourhoods, the proposed amendments would permit a secondary suite on a lot where a coach house is permitted (i.e. on a lot that meets the size, shape and siting regulations in Section 502.5 of the Zoning Bylaw). While this would introduce the option for an additional dwelling unit on the property, there are no proposed amendments to maximum lot coverage or Floor Space Ratio to keep the overall massing the same. A coach house and secondary suite on the same lot would not be permitted on lots located in the four priority growth centres in the OCP (Lynn Valley, Lynn Creek, Maplewood, and Lions Gate) as these areas are intended to accommodate higher densities. If single family lots in these areas develop with a coach house and secondary suite

⁴ <u>https://app.dnv.org/OpenDocument/Default.aspx?docNum=5915966</u>

it could delay and create barriers to the implementation of the OCP's vision for the priority growth areas.

Parking Considerations

The Zoning Bylaw currently requires two off-street parking spaces for a single-family dwelling and one additional space for a coach house or a secondary suite. Staff explored three options for parking requirements for lots with a coach house and secondary suite.

The first option is to require a total of four parking spaces. While this may reduce on-street parking impacts, it would consume a large amount of open space and impact the feasibility for many properties. To reduce the parking requirement, a DVP would be required. Decisions on these variances are delegated to staff, but an increased amount of these applications may strain limited staff resources and be contrary to the District's goal of streamlining approval processes. For these reasons, this approach is not recommended.

The second option is to require a total of three parking spaces, unless the property is within 400 metres of the Urban Containment Boundary (UCB) as identified in the OCP. Four parking spaces would be required in these areas. The UCB represents the main interface between the urban and outdoor recreation areas where on-street parking can be in higher demand (e.g. access to popular trails). However, this approach disadvantages a particular set of property owners and is more complicated to implement. For these reasons, this approach is not recommended.

The final and proposed option is to require a total of three parking spaces. This would increase the feasibility of a coach house and secondary suite as it removes a regulatory barrier. The OCP Action Plan encourages reduced parking for new developments and the use of parking management tools (e.g. parking permits) to manage parking, where necessary. Reduced parking requirements would also encourage the use of transit and non-vehicular modes of transportation (e.g. cycling, walking). A transit stop is available within 400 metres of 92% of the lots that currently permit a coach house without a DVP.

With any new policy initiative, there can be conflicting objectives or trade-offs. Staff propose in this case that the need to increase the number and type of housing units takes priority over potential impacts to on-street parking as these impacts can be mitigated through the use of parking management tools.

Potential impacts to District infrastructure

The proposed amendments to permit a secondary suite on a lot where a coach house is permitted are expected to have a minimal impact on the District's stormwater, sanitary sewer, and water infrastructure for the following reasons:

- Historical uptake on coach houses has been very gradual with an average of five coach houses approved per year since 2015;
- Coach houses approved to date are spread out across the District. Staff do not anticipate geographical concentrations of increased infrastructure use as a result of the proposed amendments;
- No changes are proposed to maximum building coverage to ensure sufficient open space to reduce stormwater runoff;

- The District's <u>Coach House Guide</u>⁵ provides applicants with best practices for stormwater management. As part of the building permit process, the applicant is required to submit a Stormwater Management Plan, or abide by an existing plan, prepared by a qualified professional;
- Separate annual utility charges will be applied to a secondary suite and coach house located within a single lot; and
- Building Permit applications are reviewed for required servicing and off-site improvements in accordance with the following bylaws:
 - Development Servicing Bylaw, 8145
 - Waterworks Regulation Bylaw, 2279
 - Sewer Bylaw, 6656

Should a high concentration of coach houses and secondary suites become prevalent in any one neighbourhood it is possible that sanitary sewer capacity could become inadequate. No funding source is currently available to upgrade inadequately sized sanitary sewers in single family neighbourhoods, and a future strategy to recover some or all upgrade costs from applicants may need to be developed. Staff will provide further advice on the funding of infrastructure with the Development Cost Charges Bylaw update later this year.

2. Permit Two-Storey Coach Houses

Staff propose increasing the maximum permitted height to enable two storey coach houses. The current and proposed height regulations are outlined in Table 1 below. The rationale for having two heights is to have greater control over the massing to reduce any potential impacts on neighbouring properties and to encourage similar roof lines to the principal dwelling.

Table 1: Current and	proposed height regulations for a coach house

Current	Proposed
 3.7 m (12 ft.) maximum for a coach house with a roof slope of less than 3 in 12 4.5 m (15 ft.) maximum for a coach house with a roof slope of 3 in 12 or greater 	 5.5 m (18 ft.) maximum for a coach house with a roof slope of less than 3 in 12 6.7 m (22 ft.) maximum for a coach house with a roof slope of 3 in 12 or greater

The rationale for this change is based on the following factors:

- Strong support (68%) from the public for more two-storey coach houses during the public engagement period;
- Support from Council at the February 13, 2023 workshop;
- Building height is the second most common variance requested by applicants and has continuously been supported by Council; and

⁵ <u>https://www.dnv.org/sites/default/files/edocs/coach-house-guide-2020.pdf</u>

• The preferred vehicle access for a coach house is from the rear lane and it can be challenging to meet parking requirements and provide sufficient living space with a one-storey coach house.

Should Council adopt this amendment, a proposal for a two-storey coach house would no longer require a DVP for lot where a coach house is permitted (i.e. on a lot that meets the size, shape and siting regulations of the Zoning Bylaw).

To encourage integration with the existing neighbourhood, staff would review and update the current <u>Coach House Guide</u>⁶ to include best design practices for two-storey coach houses. Zoning regulations do not allow a coach house to have a roof deck to minimize impacts on neighbouring properties.

3. Coach House Approval Process Improvements

<u>On February 27, 2023</u>⁷, Council amended Development Procedures Bylaw 8144 to delegate minor variance permit decisions to staff. At that time, there was still a desire to have coach house variances brought forward to Council for consideration. Based on Council direction to streamline the development approval process for coach houses, staff propose the following coach house related minor variance decisions are delegated to staff:

- Siting (e.g. request for coach house in the front yard);
- Setbacks;
- Coach house bedroom and living room size;
- Parking; and
- Pedestrian access.

Staff propose the following coach house related variance decisions remain with Council:

- Vehicle access;
- Lot depth;
- Lot width;
- Size; and
- Lot coverage.

An amendment to the Development Procedures Bylaw is proposed to confirm these variance decisions are not delegated to staff. Variances to vehicle access, lot depth and lot width may have a greater impact on the neighbourhood as it would allow a coach house to be constructed on a lot that does not meet the shape and size regulations. Variances related to height (beyond the height increases already proposed in this report), size, and lot coverage can have a larger impact on the neighbouring properties.

The next part of the review of the Coach House Program will focus on lot eligibility, including reviewing minimum lot depth/width and vehicle access requirements. Staff are proposing to bring forward recommendations to a Council workshop once anticipated Provincial legislation

⁶ https://www.dnv.org/sites/default/files/edocs/coach-house-guide-2020.pdf

⁷ <u>http://app.dnv.org/OpenDocument/Default.aspx?docNum=5928738</u>

is introduce this fall. The discussion on further delegating coach house variances to staff can be revisited at that time.

Concurrence:

The proposed amendments have been reviewed and concurred by Engineering Operations, Residential Plans Review, Transportation Engineering Services, Development Planning, and Legal Services.

Public Input:

To date, two separate public engagements have sought public input on whether it would be appropriate to permit coach houses and secondary suites on the same lot and to understand if there is support for more one and two-storey coach houses in the District.

Public engagement was held in the fall of 2018⁸ as part of the Coach House Program review. From May 30 to June 19, 2022, the public was engaged again on a number of topics related to options for single family neighbourhoods. Findings from this public engagement were presented at the <u>February 13, 2023 Council Workshop</u>⁹.

In both engagements, public input showed strong support for permitting a secondary suite and coach house on the same lot. The public also expressed a strong desire to see more one and two-storey coach houses, and uncertainty in the coach house approval process was identified as a key barrier to coach house development. Should the proposed bylaws be given First Reading, the public will have the opportunity to provide further comment as part of the public hearing process for the bylaw amendments. Staff do not propose further engagement, beyond the public hearing, on this topic.

CONCLUSION:

Supported by various District policies and previous public engagement results, staff have considered the feasibility and implications of increasing coach house height, delegating select coach house related variances to staff, and permitting a secondary suite where a coach house is permitted (except within growth centres). Based on this analysis and input from the public and Council, staff recommend the amendments proposed in this report. These changes will enable more housing options in single family neighbourhoods to help meet the needs of current and future residents.

OPTIONS:

Option 1:

THAT "District of North Vancouver Rezoning Bylaw 1424 (Bylaw 8615)" is given FIRST Reading;

⁸ Report to Council (September 27, 2019): Introduction of Bylaw Amendments for a Revised Coach House

Program http://app.dnv.org/OpenDocument/Default.aspx?docNum=4110125

⁹ <u>https://app.dnv.org/OpenDocument/Default.aspx?docNum=5915966</u>

AND THAT "District of North Vancouver Rezoning Bylaw 1429 (Bylaw 8635)" is given FIRST Reading;

AND THAT Bylaw 8615 and Bylaw 8635 are referred to a Public Hearing;

AND THAT "District of North Vancouver Development Procedures Bylaw 8144, 2017 Amendment Bylaw 8639, 2023 (Amendment 3)" is given FIRST Reading; and

AND THAT staff can issue coach house related minor development variance permits for siting, setbacks, bedroom and living room size, parking, and pedestrian access in accordance with Development Procedures Bylaw, 8144, 2017. (staff recommendation).

Option 2:

THAT Council provide staff with alternative direction.

Respectfully submitted,

Ryan Gilmore Community Planner

BhaBute

Brianne Labute Community Planner

Attachment 1: District of North Vancouver Rezoning Bylaw 1424 (Bylaw 8615)
Attachment 2: District of North Vancouver Rezoning Bylaw 1429 (Bylaw 8635)
Attachment 3: District of North Vancouver Development Procedures Bylaw 8144, 2017, Amendment Bylaw 8639, 2023 (Amendment 3)

REVIEWED WITH:					
 Community Planning Development Planning Development Engineering Utilities Engineering Operations Parks Environment Facilities Human Resources Review and Compliance Climate and Biodiversity 	YZ PC BD	 Clerk's Office Communications Finance Fire Services ITS Solicitor GIS Real Estate Bylaw Services Planning 	RB	External Agencies: Library Board NS Health RCMP NVRC Museum & Arch. Other:	

The Corporation of the District of North Vancouver

Bylaw 8615

A bylaw to amend District of North Vancouver Bylaw 3210, 1965

The Council for The Corporation of the District of North Vancouver enacts as follows:

Citation

1. This bylaw may be cited as "District of North Vancouver Rezoning Bylaw 1424 (Bylaw 8615)".

Amendments

- 2. District of North Vancouver Zoning Bylaw 3210, 1965 is amended as follows:
 - a) In Part 5 Residential Zone Regulations,
 - i. Deleting Section 501.1 (b)(iii)(c) and replacing it with the following:

"c) on a single-family residential lot located within Lynn Valley Town Centre, Lower Lynn Town Centre, Lower Capilano-Marine Village Centre and Maplewood Village Centre as identified on Map 2 in the District of North Vancouver's Official Community Plan, as may be amended from time to time, a secondary suite is not permitted if there is a coach house located on the lot;"

ii. Deleting Section 501.1(b)(vi)(e) and replacing it with the following:

"e) on a single-family residential lot located within Lynn Valley Town Centre, Lower Lynn Town Centre, Lower Capilano-Marine Village Centre and Maplewood Village Centre as identified on Map 2 in the District of North Vancouver's Official Community Plan, as may be amended from time to time, a coach house is not permitted if there is a secondary suite located on the lot;"

- b) In Part 10 Section 1001 Required Off-Street Parking Spaces,
 - i. Deleting the following seven rows:

USE	PARKING REQUIREMENT
Residential (5)	
1. Base Rate	2 per dwelling unit

2. Single family residential building with secondary suite or a coach house	1 space in addition to the Base Rate (Bylaw 8360)
3. Multiple Unit Residential Building including Live Work	1 space per unit plus 1 space per 100m ₂ of gross residential floor area (to a maximum of 2 spaces per unit inclusive of 0.25 per dwelling unit designated for visitor parking.)
4. Senior Citizen Housing where it is covenanted that 90% of the residents are 65 years or older	0.33 per dwelling unit
5. Bed and Breakfast	2 per dwelling unit plus 1 per each bed and breakfast bedroom

and replacing with the following eight rows:

"

USE	PARKING REQUIREMENT
Residential (5)	
1. Base Rate	2 per dwelling unit
2. Single family residential building with secondary suite or a coach house	1 space in addition to the Base Rate
3. Single family residential building with secondary suite and a coach house	1 space in addition to the Base Rate
4. Multiple Unit Residential	1 space per unit plus 1 space per
Building including Live Work	100m ₂ of gross residential floor area (to a maximum of 2 spaces per unit inclusive of 0.25 per dwelling unit designated for visitor parking.)
5. Senior Citizen Housing where it is covenanted that 90% of the residents are 65 years or older	0.33 per dwelling unit
6. Bed and Breakfast	2 per dwelling unit plus 1 per each bed and breakfast bedroom

READ a first time

PUBLIC HEARING held

READ a second time

READ a third time

Certified a true copy of "Bylaw 8615" as at Third Reading

Municipal Clerk

APPROVED by the Ministry of Transportation and Infrastructure on

ADOPTED

Mayor

Municipal Clerk

Certified a true copy

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The Corporation of the District of North Vancouver

Bylaw 8635

A bylaw to amend District of North Vancouver Bylaw 3210, 1965

The Council for The Corporation of the District of North Vancouver enacts as follows:

Citation

1. This bylaw may be cited as "District of North Vancouver Rezoning Bylaw 1429 (Bylaw 8635)".

Amendments

- 2. District of North Vancouver Zoning Bylaw 3210, 1965 is amended as follows:
 - a) By deleting the following row in Part 5 Residential Zone Regulations, Section 502, Table 502.5:

Coach House Height	Measured from the top of slab
a) Roof slope of less than 3 in 12	a) 3.7m (12 ft.) maximum
b) Roof slope of 3 in 12 or greater	b) 4.5m (15 ft.) maximum
 c) Energy Step Code Step 4 of the Energy Step Code Step 5 of the Energy Step Code 	 c) Additional 0.15m (0.5 ft.) in height Additional 0.3m (1 ft.) in height
	Energy Step Code height bonus is not cumulative.

and replacing with the following row:

Coach House Height	Measured from the top of slab
a) Roof slope of less than 3 in 12	a) 5.5m (18 ft.) maximum
b) Roof slope of 3 in 12 or greater	b) 6.7m (22 ft.) maximum
 c) Energy Step Code Step 4 of the Energy Step Code Step 5 of the Energy Step Code 	 c) Additional 0.15m (0.5 ft.) in height Additional 0.3m (1 ft.) in height
	Energy Step Code height bonus is not cumulative.

READ a first time

PUBLIC HEARING held

READ a second time

READ a third time

Certified a true copy of "Bylaw 8635" as at Third Reading

Municipal Clerk

APPROVED by the Ministry of Transportation and Infrastructure on

ADOPTED

Mayor

Municipal Clerk

Certified a true copy

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The Corporation of the District of North Vancouver

Bylaw 8639

A bylaw to amend Development Procedures Bylaw 8144, 2017

The Council for The Corporation of the District of North Vancouver enacts as follows:

Citation

1. This bylaw may be cited as "Development Procedures Bylaw 8144, 2017, Amendment Bylaw 8639, 2023 (Amendment 3)".

Amendments

- 2. Development Procedures Bylaw 8144, 2017 is amended as follows:
 - a) A new Subsection 2.(d)(vii) is added:

"vii. The variance must not be associated with the height of a coach house, the size of a coach house or building coverage for a lot where a coach house is proposed."

b) A new Subsection 2.(d)(viii) is added:

"viii. The variance must not be associated with the lot depth, lot width or lot vehicle access requirements for a coach house."

READ a first time

READ a second time

READ a third time

ADOPTED

Mayor

Certified a true copy