



Meeting 2023 February 8

COMMITTEE REPORT

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT  
COMMITTEE

**DATE:** 2023 January 30

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT

**FILE:** 41500 20

**SUBJECT:** HOUSING CHOICES PHASE 1A: DRAFT PROGRAM

**PURPOSE:** To provide a draft program with respect to laneway homes and suites in semi-detached homes.

**RECOMMENDATIONS:**

1. **THAT** the Committee receive the report entitled: *Housing Choices Program: Financial Analysis for Laneway Units and Suites in Semis* (see **Attachment #1**) and forward it to Council for information.
2. **THAT** the Committee receive the report entitled: *Laneway Homes and Suites in Semi-detached Homes Program Recommendations Report* (see **Attachment #2**) and forward it to Council for information.
3. **THAT** the Committee recommend that Council approve the draft program for laneway homes and suites in semi-detached homes, as described in *Section 6.0* and *Appendix A* and *Appendix B*, as a basis for public consultation.

**REPORT**

**1.0 INTRODUCTION**

On 2021 December 06, Council adopted *HOME: Burnaby's Housing and Homelessness Strategy* (the HOME Strategy), a ten year action plan for housing in Burnaby. The HOME Strategy included a priority action for the City to launch an infill housing program to introduce more housing choices to Burnaby's single and two family neighbourhoods.

To implement this action, the City launched *Housing Choices*, a multi-year, multi-phased program to expand 'missing middle' housing in Burnaby. *Missing middle*, in this context, refers to housing types that fit between a single-family home and a mid-rise building in terms of building form. Examples of these types of housing include duplexes, triplexes, fourplexes, sixplexes, cottage courts, rowhomes, townhomes and low-rise apartments. The term also refers to properties with accessory units such as flex suites, secondary suites and laneway homes.

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The Housing Choices program is being introduced in phases. The current phase (Phase 1a) is focusing on introducing laneway homes, and secondary suites in semi-detached homes. Phase 1b will focus on other options for adding three units to a single-family lot, or four units to a two-family lot. These may include single-family homes with two suites, triplexes, fourplexes or cottage courts (a group of small homes around a shared courtyard). Phase 2 will focus on additional types of missing middle housing such as rowhomes, townhomes and low-rise apartments. Phase 2 will take place in conjunction with the Official Community Plan Update.

This report provides an update on the progress of Phase 1a (*Section 3.0*) and summarizes the results of two key reports, the Financial Analysis Report (*Section 4.0*) and the Program Recommendations Report (*Section 5.0*). It also presents the draft program for laneway homes and secondary suites in semi-detached homes (*Section 6.0 and Appendices A and B*). Subject to Council approval, the draft program will be presented to the public at open houses in the spring to gather additional feedback before the program is brought back to Council for final approval.

## **2.0 POLICY CONTEXT**

The Housing Choices program generally aligns with the following Council adopted plans, reports and policies: *Corporate Strategic Plan* (2022), *Official Community Plan* (1998), *HOME: Burnaby's Housing and Homelessness Strategy* (2021), *Burnaby's Housing Needs Report* (2021), and the *Mayor's Task Force on Community Housing Final Report* (2019).

## **3.0 PROGRESS UPDATE**

On 2022 February 14, Council approved a process for Phase 1a of the Housing Choices program, to introduce laneway homes and suites in semi-detached homes. The tasks from this process are shown in *Appendix C*, along with columns showing the current status and anticipated schedule to complete this work.

## **4.0 FINANCIAL ANALYSIS REPORT**

In April 2022, at the request of Council, the City retained a consultant to undertake a financial analysis for Phase 1a, to determine the impact that laneway homes and suites in semi-detached homes might have on property values in single and two-family neighbourhoods.

In the report entitled "Housing Choices Program: Financial Analysis for Laneway Units and Suites in Semis" ("Financial Analysis Report"), the key findings from this analysis are as follows:

### **Rental Laneway Homes**

- Allowing rental laneway homes is unlikely to have any material impact on the value of single family lots, as the laneway unit value will be largely offset by the cost of creating the new unit.
- Market rents are likely required in order to make laneway home development financially attractive to most homeowners and builders. Laneway home development is unlikely to be viable if rents are required to be set below market rent.

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- Rental laneway homes do not have the financial ability to support any significant contributions toward community amenities.

### **Suites in Semi-Detached Homes**

- Allowing rental suites in semi-detached homes will create a potential income stream that prospective purchasers can use to help them finance a portion of the purchase price. This will likely help some prospective purchasers who would not currently be able to afford a semi-detached home.
- Allowing rental suites in semi-detached homes will not lead to any significant increase in semi-detached homes sales prices or increased lot values, as the value created by the rental suite will be offset by any reduction in the living area available to the unit owner and the cost to create the rental suite.

The consultant was also asked to consider the impact on property values if laneway homes were stratified, and sold separately from the main house. Key findings from this analysis were:

### **Stratified Laneway Homes**

- Strata laneway homes would be very profitable and attractive from a financial perspective. If permitted, it is expected that there would be interest from homeowners and builders in this option.
- Allowing strata laneway homes would likely create significant upward pressure on single family lot values, unless the City:
  - Requires a significant amenity contribution as part of the approval for a strata laneway home. However, the supportable contribution would vary widely depending on the size of the unit and the location of the property. In addition, many single family homeowners may not be able to provide a significant amenity contribution until after the strata laneway home is built and sold which would create an obstacle to creating new homes.
  - Requires the new laneway home to be sold at a below market price. The supportable price discount would vary depending on the size of the laneway home and the location of the property. This approach would require the creation of an affordable home ownership program as well as ongoing administration and monitoring by City staff. In addition, it would be difficult to determine “market price” if all strata laneway homes are required to be sold at below market prices.

Stratification of laneway homes is not being considered for Phase 1a of the Housing Choices program. However, it could be considered in future phases, in conjunction with an affordable home ownership program. This would support Strategy #6 of Burnaby’s Housing and Homelessness Strategy to ‘*explore ways to make home ownership more attainable*’.

A copy of the Financial Analysis Report, providing details on the methodology and findings from this work, is provided as **Attachment #1**.

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## 5.0 PROGRAM RECOMMENDATIONS REPORT

The report entitled “*Laneway Homes and Suites in Semi-detached Homes Program Recommendations Report*” (“Program Recommendations Report”) provides 108 recommendations and 10 future considerations for the regulation of laneway homes and suites in semi-detached homes. Recommendations address a range of factors, including:

- zoning and lot eligibility;
- building size, height and siting;
- parking;
- environmental design;
- outdoor spaces;
- servicing and utilities; and
- the application process.

The Program Recommendations Report reflects the results of a best practices review, planning and policy review, financial analysis, and technical design and modelling, together with feedback gathered from a survey and workshops undertaken with residents, small housing developers and other housing industry professionals.

The key themes that emerged throughout this process, and that have been used as principles to guide the program recommendations are as follows:

- Flexibility – no one approach fits all;
- Optimization – make the best use of space and resources;
- Suitability – diverse needs require diverse solutions; and
- Expediency – make the development process easy and keep it simple.

As discussed in *Section 6.0* below, the Program Recommendations Report was a key input into the development of the proposed draft program.

The Program Recommendations Report is provided as *Attachment #2*.

## 6.0 DRAFT PROGRAM

During the fall, the Program Recommendations Report was reviewed by staff from across the City, whose feedback has been used to develop the draft program. The draft program generally reflects the program recommendations and is designed to ensure that it will meet the needs expressed by the community while supporting good design practices and achieving the City’s long-term planning objectives.

A summary of the draft program is shown in Table 1 and Table 2. Additional information is provided in *Appendix A and Appendix B*. Further details and rationale is provided in the Program Recommendations Report in *Attachment #2*.

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The proposals for the program are still in *draft* form. If approved by Council they will be presented to the public at open houses in early spring 2023. Feedback received will be used to develop a final program to be brought back to Council for approval.

**Table 1: Summary of Draft Program for Laneway Homes**

<b>Program Element</b>	<b>Laneway Homes</b>
<b>Zoning Districts</b>	All zoning districts that permit single-family homes. <sup>1</sup>
<b>Eligible Properties</b>	Properties with a single-family home <i>and</i> vehicular access to the rear yard from the side or rear of the property, via an open lane or residential street. Subject to streamside protection and enhancement area regulations, traffic safety review, and other requirements.
<b>Maximum Dwelling Units per Property</b>	3 (single family home with secondary suite and laneway home).
<b>Ownership</b>	Single title for the property.
<b>Maximum Floor Area</b>	The lesser of: <ul style="list-style-type: none"> <li>• 20% of lot area (0.2 FAR); and</li> <li>• 140m<sup>2</sup> (1,506.95 sq. ft.).</li> </ul> Subject to meeting other regulations such as setbacks and lot coverage.
<b>Minimum Floor Area</b>	30 m <sup>2</sup> (322.93 sq. ft.)
<b>Maximum Height</b>	<ul style="list-style-type: none"> <li>• Two storeys and</li> <li>• No higher than the lower of:             <ul style="list-style-type: none"> <li>○ 7.6 m (24.93 ft.) for a sloping roof or 6.7 m (21.98 ft.) for a flat roof; and</li> <li>○ the highest point of the principal dwelling.</li> </ul> </li> </ul> Cellars and basements will be permitted and will count as one storey.
<b>Setbacks</b>	1.2 m (3.94 ft.) minimum from lane 2.4 m (7.87 ft.) minimum from house Side setbacks as per existing Zoning Bylaw regulations for the main dwelling.
<b>Lot Coverage</b>	45% maximum for buildings/structures 70% maximum for impervious surfaces
<b>Minimum Number of Parking Stalls for the Whole Property</b>	1 van accessible parking pad or carport space. (1 space for up to 3 units)
<b>Environmental Design</b>	Step Code Level 3
<b>Outdoor Space</b>	2 trees per site (or as per <i>Burnaby Tree Bylaw</i> which is anticipated to be updated later in 2023). Private outdoor space for the laneway home will be encouraged: minimum 4 m <sup>2</sup> (43.06 sq. ft.) private patio or minimum 3 m <sup>2</sup> (32.29 sq. ft.) deck or balcony.

<sup>1</sup> See *Appendix A* regarding A1, A2 and A3 Zoning Districts.

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Program Element	Laneway Homes
Access/Addressing	A clear unobstructed pedestrian access path from the street will be required: minimum 0.91m (3 ft.) wide and clear to sky. L suffix will be added to the main address to identify laneway home (e.g. L1-5044 Main Street).
Servicing and Utilities	Separate sewer, water and power. Supplementary utility charges (being the <i>Rental Suite in a Single Family Dwelling – Supplementary Utility Fee</i> in the Burnaby Consolidated Fees and Charges Bylaw). Supplementary utility charges will be charged regardless of whether the laneway home is rented or not. Fees are subject to further analysis and consultation. No additional garbage receptacle required.
Application Process	Building permit This approach is subject to change pending results from the Development Approvals Process (DAP) project.
Heritage	Exceptions to these regulations may be considered to preserve heritage buildings, through the Heritage Revitalisation Agreement process.

**Table 2: Summary of Draft Program for Secondary Suites in Semi-Detached Homes**

Program Element	Suites in Semi-detached Homes
Zoning Districts	All zoning districts that permit two-family homes.
Eligible Properties	Properties with a two-family semi-detached home <i>and</i> vehicular access to the rear yard from the side or rear of the property, via an open lane or residential street.
Maximum Dwelling Units per Property	4 (two semi-detached units, each with one secondary suite per unit).
Ownership	Suite may not be separately strata-titled from the semi-detached unit.
Maximum Floor Area	No maximum floor area for the secondary suite but it must be contained within the semi-detached unit. A secondary suite located in a cellar or in a fully accessible basement may be added to a semi-detached home and will not count as floor area. Floor area of cellar secondary suites and fully accessible basement secondary suites must be no greater than the floor area of the main storey.
Minimum Floor Area	30 m <sup>2</sup> (322.93 sq. ft.)
Maximum Height	<ul style="list-style-type: none"> <li>Two storeys and</li> <li>9.0 m (29.5 ft.) for a sloping roof or 7.4 m (24.3 ft.) for a flat roof; or</li> <li>For a semi-detached home with a fully-accessible basement secondary suite: 10.5m (34.4 ft) for a sloping roof, or 8.9m (29.2 ft.) for a flat roof.</li> </ul> Cellars and fully accessible basements constructed as secondary suites will be permitted and will not count as a storey.
Setbacks	Setbacks for semi-detached homes will be as per existing Zoning Bylaw regulations.

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Program Element	Suites in Semi-detached Homes
Lot Coverage	45% maximum for buildings/structures. 70% maximum for impervious surfaces.
Minimum Number of Parking Stalls for the Whole Property	2 accessible parking pads or carport spaces. (2 spaces for up to 4 units)
Environmental Design	Step Code Level 3
Outdoor Space	As per <i>Burnaby Tree Bylaw</i> Private outdoor space for each suite will be encouraged: minimum 4 m <sup>2</sup> (43.06 sq. ft.).
Access/Addressing	S suffixes will be added to the main address to identify secondary suites. (e.g. S1- 5049 Main Street).
Servicing and Utilities	Servicing as per secondary suites in single-family homes. Supplementary utility charges (being the <i>Rental Suite in a Two Family Dwelling – Supplementary Utility Fee</i> in the Burnaby Consolidated Fees and Charges Bylaw). Supplementary utility charges for suites will only be charged if a suite is rented out. Fees are subject to further analysis and consultation. No additional garbage receptacle required.
Application Process	Building permit This approach is subject to change pending results from the Development Approvals Process (DAP) Project.

## 7.0 TRANSPORTATION IMPACTS

The underlying premise for residential off-street parking requirements are that residents need a place to 'store' their vehicle(s) on their property. The regulation of parking for vehicles within residential properties is regulated by the *Burnaby Zoning Bylaw Schedule No. V111 Off-Street Parking*. It is standard to provide parking on the property to meet most demands and to minimize spill-over onto the public streets. Providing more compact housing forms and multiple units on a single site will generate more parking demands on-site. There are concerns from the Engineering perspective that the reduced parking provisions as presented in the Draft Program (*Appendices A and B*) will increase pressure for on-street parking where there is currently inadequate supply in many neighbourhoods. The proposed program recommendation will reduce the current Bylaw parking requirements on-site by approximately 60%.

The demand for parking, which can change over time, is affected by a number of factors including proximity to transit, cycling infrastructure, and other alternative modes available including carshare vehicles. However, without the technical review of actual vehicle ownership, on-street utilization and market conditions, there is minimal data to support the parking rationale in the Draft Program. As part of the City's transportation goals and the Climate Action Framework, residents are encouraged to use more sustainable modes; however, they will continue to rely on the automobile (i.e. electric vehicles) in some capacity for the

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foreseeable future. Therefore, limiting parking supply on-site will impact the neighbourhood balance for on-street parking.

A review of comparable municipal parking Bylaw rates (refer to *Appendix D*) in the Lower Mainland including City of North Vancouver, New Westminster, Richmond, Coquitlam, Surrey, and Vancouver confirms the number of parking spaces required per unit varies between 1 and 3, with the exception of Vancouver which allows for 1 space for up to 3 units (0.33 spaces per unit, for single detached houses with both a secondary suite and laneway house).

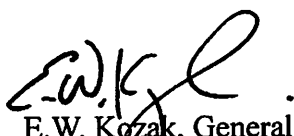
## 8.0 NEXT STEPS

Subject to Council approval, the draft program will be shared with the public through the City website and at a series of open houses to be held in spring 2023. A survey will also be distributed to collect feedback from the public. All of the open house materials, including the survey, will also be available online. Feedback will be used to refine the draft program and to prepare a final program for Council consideration and adoption.

## 9.0 RECOMMENDATIONS

This report provides an update on the Housing Choices program, presents the *Financial Analysis Report* and the *Program Recommendations Report*, and presents the draft program for laneway homes and suites in semi-detached homes.

It is recommended that the Committee request that Council approve the draft program, outlined in *Section 6.0*, *Appendix A*, and *Appendix B* of this report, as the basis for public consultation to be held in early spring 2023. It is also recommended that the Committee receive the Financial Analysis Report and Program Recommendations Report, and forward them to Council for their information.



E.W. Kozak, General Manager  
 PLANNING AND DEVELOPMENT

SC/LF/KH:sa  
*Attachments*

Copied to: Chief Administrative Officer  
 Deputy Chief Administrative Officer and Chief Financial Officer  
 General Manager Engineering  
 Chief Building Inspector  
 City Solicitor  
 Director Legislative Services



## APPENDIX A

**Draft Program for Laneway Homes**

The table below describes the draft program for laneway homes. It includes the following topics:

1. Zoning Districts
2. Eligible Properties
3. Maximum Dwelling Units per Property
4. Tenure
5. Floor Area
6. Height
7. Setbacks
8. Lot Coverage
9. Parking
10. Environmental Design
11. Outdoor Space
12. Access/Addressing
13. Servicing and Utilities
14. Application Process
15. Heritage
16. Additional Program Elements

Topic	Draft Program	Additional Information
<b>1. Zoning Districts</b>	<p>Laneway homes will be permitted on eligible properties in all zoning districts that permit single family dwellings.</p> <p>This includes the R1, R2, R3, R4, R5, R6, R8, R9, R10, R11, R12, RM1, RM2, RM3, RM6, A1, A2 and A3 Zoning Districts.</p>	<p>Zone Districts A1, A2 and A3 are agricultural zoning districts. Laneway home regulations in these zones are being considered separately as part of an agricultural lands review, which will examine provincial regulations for laneway homes on agricultural properties. This report will be brought to this Committee in Spring 2023.</p>
<b>2. Eligible Properties</b>	<p>Properties must have:</p> <ul style="list-style-type: none"> <li>• a single family home; <u>and</u>,</li> <li>• vehicular access to the laneway home from the side or rear of the property, via an open lane or residential street.</li> </ul>	<p>Properties must be able to provide direct vehicular access to the laneway home from the side or rear of the property. If this access is from a residential street (for example, on corner or double frontage lots) it will be subject to approval from the Engineering Department to ensure that the driveway meets traffic safety standards.</p>
	<p>Properties containing a stream or located adjacent to a stream must comply with the Streamside Protection and Enhancement Area regulations under the <i>Zoning Bylaw</i>, which may limit the laneway home potential of those properties.</p>	<p>Properties within 30 metres of the top of bank of a stream or ravine are subject to the Streamside Protection and Enhancement Area regulations under the <i>Zoning Bylaw</i>. If all or a portion of the rear yard of the property is located within a streamside protection and enhancement area, then this could limit the ability to construct a laneway home.</p>

Topic	Draft Program	Additional Information
	Laneway homes must be located in the rear yard of a property.	There will be no minimum lot area for eligible properties. However, properties will need to have enough room in the rear yard to meet bylaw requirements for setbacks, lot coverage, tree provision and parking provision in order to build a laneway home.
<b>3. Maximum Dwelling Units per Property</b>	Single-family properties may include a principal dwelling with a secondary suite, and a laneway home, for a total of three units.	Secondary suites will not have to be removed in order to add a laneway home to a property. This will ensure that existing tenants aren't impacted by the addition of a laneway home.
<b>4. Tenure</b>	A property with a laneway home must remain under a single title. This means that the laneway home cannot be stratified or subdivided and sold separately from the main house.	Stratification may be considered in later phases of the Housing Choices Program, in conjunction with additional financial analysis to support an attainable home ownership program.
	A laneway home may be used by the owner and their family/guests or rented out as a long term rental unit.	In order to protect the long term rental stock in Burnaby, laneway homes will not be permitted as short term rentals.
	The owner will not be required to live on the property. However, if the owner lives off-site, they will be required to apply for an annual home rental business license.	This is the City's current practice for house rental businesses where a single family dwelling is rented or offered for rent, and is not occupied by the owner. The purpose of this license is to obtain the contact information for the owner or their designate so that they may be contacted in the event that there are any issues with the property.  Owners will only be required to apply for one home rental business license per property.
<b>5. Floor Area</b>	<p><b>Maximum Floor Area for a Laneway Home:</b> The maximum floor area for a laneway home will be the lesser of:</p> <ul style="list-style-type: none"> <li>• 20% of the lot area; or</li> <li>• 140 m<sup>2</sup> (1,506.95 sq.ft.).</li> </ul> <p>The maximum floor area for a laneway home will be calculated separately from, and unaffected by, the size of the principal dwelling.</p>	<p>20% of lot area is equivalent to a <i>floor area ratio</i> of 0.2. This means that a 4,000 square foot lot could have a laneway home of up to 800 square feet, and a 6,000 square foot lot could have a laneway home of up to 1,200 square feet. However, in no event may a laneway home be more than 1,506 square feet regardless of the lot size.</p> <p>Many properties will not be able to achieve the maximum floor area due to other restrictions such as lot coverage, setbacks and maximum height.</p>

Topic	Draft Program	Additional Information
	<b>Minimum Floor Area for a Laneway Home:</b> The minimum floor area for all laneway homes, regardless of the size of the lot, will be 30 m <sup>2</sup> (322.93 sq. ft.).	The minimum floor area (323 square feet) reflects Burnaby's current minimum unit size for a secondary suite. If the City's minimum unit size for a secondary suite is changed, minimum laneway home sizes may be reviewed.
6. Height	<b>Maximum Height for a Laneway Home:</b> <ul style="list-style-type: none"> <li>• No more than 2 storeys; and</li> <li>• No higher than the lower of:               <ul style="list-style-type: none"> <li>○ 7.6 m (24.93 ft.) for a sloping roof, or 6.7 m (21.98 ft.) for a flat roof; and</li> <li>○ the height of the principal dwelling on the property, provided the principal dwelling complies with the maximum height permitted under the Zoning Bylaw for the applicable zoning district.</li> </ul> </li> </ul>	The proposed maximum heights are high enough to permit a two-storey laneway home without compromising ceiling height.  Two-storey laneway homes received the highest level of support in the Housing Choices Survey (40%) followed by 2.5 storeys (33%). There were 2,319 responses to this survey question.
	An additional 0.5 m (1.64 ft.) may be permitted to support passive house, net zero, or BC Energy Step Code 5 buildings, provided that the laneway home must in any event be lower than the height of the principal dwelling.	The total height, with permitted additions must still be lower than the maximum height for a principal dwelling in the zone district.
	Basements and cellars will be permitted in laneway homes and will count as one storey. They will also count towards the total floor area.          Crawl spaces will not be permitted.	Unlike in the principal building of single family dwellings, it is recommended that cellars count as one storey when in a laneway home. This is to prevent 'two storey with cellar' forms in the smaller building envelope of a laneway home. These forms typically have low ceilings on each level, as the building height of a laneway home is lower than a single family home. This would reduce livability for occupants.   Crawl spaces are not permitted to encourage at grade construction and to reduce overall building height for the laneway home.

Topic	Draft Program	Additional Information
7. Setbacks	<p><b>Side Yard Setbacks:</b> A laneway home will be required to have the same side yard setbacks that are set out for a principal building in the Zoning Bylaw.</p> <p><b>Rear Setback:</b> The laneway home should be set back a minimum of 1.2 m (3.94 ft.) from the rear property line. This is subject to any additional requirements for lane intersections, as specified in the Zoning Bylaw.</p> <p><b>Separation From the Principal Dwelling:</b> There should be at least 2.4m (7.87 ft.) between a laneway home and the main house.</p>	<p>These building setbacks are based on BC Building Code requirements. They are put in place to provide adequate light and space between buildings, reduce impacts on neighbouring properties, and to meet fire and safety standards.</p>
8. Lot Coverage	<p><b>Lot Coverage:</b> The laneway home, main house and any other structures may not cover more than 45% of the lot area.</p> <p><b>Impervious Surfaces:</b> No more than 70% of the lot area may be covered by impervious surfaces (e.g. buildings, hardscaped patios and pathways).</p>	<p>Lot coverage and impervious surface restrictions are put in place to support stormwater drainage, and prevent downstream drain overflows and flooding.</p> <p>These maximums reflect the existing standards that are used in the City's models for stormwater runoff. These standards have also been used to model different laneway home design scenarios for Burnaby lots.</p> <p>Properties with homes with a large existing building and/or pavement footprint (relative to the lot size) may not have sufficient space remaining to build a laneway home.</p> <p>The City is currently reviewing best practices for stormwater management. These restrictions may be relaxed in the future, if runoff can be reduced by including innovative onsite stormwater management practices.</p>

<p><b>9. Parking</b></p>	<p><b>1 parking space</b> will be required on the property. This must be <b>uncovered or in a carport</b>, and meet the City standard for a <b>van accessible parking space</b> (5.5m (18.04 ft.) L x 3.4 m (11.15 ft.) W x 2.3 m (7.55 ft.) H).</p> <p>The parking area must include an energized outlet capable of providing Level 2 charging for an electric vehicle.</p> <p>Additional parking spaces may be provided but will not be required. These may be uncovered, in a carport, or in a garage. Existing detached garages can remain on the property subject to building separation requirements. Garages attached to a laneway home, or attached to a laneway home carport, will be counted as laneway floor area.</p>	<p>This parking requirement is lower than the City's current standard for off-street parking.</p> <p>Current standards would require homeowners to provide a minimum of 3 off-street parking spaces for properties with a laneway home and a secondary suite.</p> <p>Outdoor parking spaces are recommended, as studies have shown that interior garages are often not used for parking. The outdoor parking space required for a laneway home will be <i>in addition</i> to any indoor parking spaces on the property. This means that in many cases homes with indoor parking will be providing more than one parking space.</p> <p>Van accessible parking is preferred, to accommodate residents with a wide range of needs and prevent congestion in the lane.</p> <p>This parking requirement is being recommended for the following reasons:</p> <ul style="list-style-type: none"> <li>• Lower parking requirements support more flexible design options, and will make it easier to build one-storey, fully accessible laneway homes that are less intrusive to neighbouring properties.</li> <li>• Lower parking requirements do not prevent residents from adding more parking spaces. Having a lower minimum requirement will give people flexibility to choose how much parking to provide on their property, according to their needs and the characteristics of their site.</li> <li>• Lower parking requirements reflect the directions of the Burnaby Transportation Plan and Climate Action Framework by discouraging driving and providing more room for trees and green space.</li> </ul>
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Topic	Draft Program	Additional Information
		<ul style="list-style-type: none"> <li>• In the Housing Choices survey, conducted in Spring 2022, over two thirds of respondents indicated that they would support lower parking requirements. (Total respondents: 2,320).</li> <li>• Burnaby is well served by transit. It has two SkyTrain lines, three rapid bus routes, and additional higher order transit planned for the future. Currently, 98% of single and two family properties are located within a 10 minute walk of a transit stop or a SkyTrain station.</li> </ul>
	Bike lockers up to 6m <sup>2</sup> (64.58 sq.ft.) and no higher than 1.2m (3.94 ft.) will be excluded from floor area calculations.	Bike lockers provide a secure location for storing bikes and electric bikes.
<b>10. Environmental Design</b>	Laneway homes must be built to a minimum of Step 3 of the Energy Step Code.	<p>This requirement is based on anticipated revisions to Part 9 of the BC Building Code, which regulates residential buildings with 3 storeys or less, having a building area not exceeding 600 m<sup>2</sup>, including laneway homes.</p> <p>Anticipated revisions to the BC Building Code in 2023 will support different pathways for energy modeling and air tightness testing, as well as for carbon emissions. The additional pathways are in part to support different sizes of Part 9 homes, which would include laneway homes. The additional pathways aim to mitigate the difficulty for smaller homes, like laneway homes, to meet the current step code, carbon emission and air tightness testing requirements.</p>

Topic	Draft Program	Additional Information
11. Outdoor Space	It is proposed that a minimum of two trees be required on the property. This proposal is subject to the results of the upcoming review of the Burnaby Tree Bylaw.	The urban forest is of key importance to climate action and adaptation to hotter summers and wetter winters. Although it may be necessary to remove some trees to support laneway home development, the City's goal is to have no net loss of trees and, if possible, net <i>gain</i> via replacement tree planting. Staff are currently reviewing the Burnaby Tree Bylaw with a climate action/adaptation lens and finalizing the Urban Forest Management Strategy. It is anticipated that this work will be complete before the implementation of the laneway homes program, and will be used to guide tree requirements for laneway home development.
	An outdoor patio with minimum area of 4 m <sup>2</sup> (43.06 sq. ft.) or deck/balcony minimum 3 m <sup>2</sup> ; (32.29 sq. ft.) will be encouraged to provide open space for occupants of the laneway home.	A design guide to planning outdoor spaces will be provided as part of the program implementation. Plans should consider privacy and overlook to neighbouring properties. Non-invasive and drought-resistant plants will be encouraged.
12. Access/ Addressing	A clear unobstructed pedestrian access path from the street will be required, with a minimum width of 0.91 m (3 ft.) and clear to sky.	This is to provide safe pedestrian access to the laneway home for emergency services.
	The laneway home address number must be clearly visible from the street.	Each property will continue to have one legal address. Laneway homes and suites will be allocated the suffixes L and S in the City's property databases. (e.g. L1-2600 Port Street). For City-wide mail-outs, separate notices will be sent to laneway homes and suites.  Additional guidelines for access and addressing, such as the location of address numbers, entrances and mailboxes, will be provided in a design guide for the program.
	Accessibility features such as stairlifts and ground-floor bathrooms will be encouraged.	These will be encouraged through a floor area exclusion in support of stairlifts and a design guide that will accompany the program.
13. Servicing and Utilities	Separate sewer, water and power servicing will be required.	Separate services have been recommended to ensure that laneway home tenants are not dependent on the principal dwelling to access their services. This approach would also support stratification if this is introduced in the future.

Topic	Draft Program	Additional Information
	<p>The City will charge an annual supplementary utility fee for providing water and sewer services to a laneway home regardless of whether it is rented or not.</p>	<p>Supplementary utility fees are updated annually and published on the City website.</p> <p>It is proposed that the fee for a laneway home will be set to the same rate as the fee for a <i>Rental Suite in a Single Family Dwelling – Supplementary Utility Fee</i> in the Burnaby Consolidated Fees and Charges Bylaw.</p> <p>This fee will apply to laneway homes, regardless of whether it is rented to a tenant or not.</p> <p>Fees are subject to further analysis and consultation.</p>
	<p>There will be no additional garbage disposal fee unless a larger receptacle is requested.</p> <p>If there are two dwelling units on the property (house and laneway home, or house and secondary suite) a maximum of one garbage receptacle (up to 360L) will be permitted.</p> <p>If there are three dwelling units on the property (house and secondary suite and laneway home), a larger receptacle (up to 360L) can be requested. If, after upsizing to 360L, this is insufficient, a second small (120L) receptacle will also be permitted.</p>	<p>The City's goal is to support waste reduction and diversion, so a larger garbage receptacle is not required for properties with a laneway home, but can be requested.</p> <p>For efficiency, it is preferred that there is only one garbage receptacle per property.</p> <p>There is no limit to the number of recycling bins that can be picked up.</p>
	<p>A dedicated area for storing garbage and recycling bins will be encouraged.</p>	<p>Guidelines for the size and location of this area will be provided in a design guide that will accompany the program.</p>



Topic	Draft Program	Additional Information
<b>14. Application Process</b>	Construction of a laneway home will require a Building Permit.	<p>The application process will be similar to building a single family home. Applications with variance requests may take additional time to process. This approach is subject to change pending results from the Development Approvals Process (DAP) project. A design guide will be developed to assist with the application process. This will include information on site planning to support neighbourly, accessible and sustainable designs.</p>
<b>15. Heritage</b>	Exceptions to these regulations will be considered to preserve heritage buildings, through the Heritage Revitalization Agreement process.	<p>Measures considered may include:</p> <ul style="list-style-type: none"> <li>• Siting relaxations</li> <li>• Allowing construction of laneway homes on properties without lane or street access.</li> </ul>
<b>16. Additional Program Elements</b>	Other design considerations given in the Program Recommendations Report ( <i>Attachment #2</i> ), such as placement of windows and decks, landscaping and entranceways) may also be included in the program.	<p>These design considerations do not require bylaw amendments but will be encouraged through a design guide that will accompany the program.</p> <p>Additional program elements that the City will explore in the years following program activation include:</p> <ul style="list-style-type: none"> <li>• Setting up a portal to store and share preapproved designs that meet or exceed the City's policies and best practices.</li> <li>• Opportunities to support improvements to the lane (e.g. to make it safer, more accessible and pedestrian friendly).</li> <li>• The viability of implementing a laneway naming program to contribute to the identity and character of lanes.</li> </ul>

**APPENDIX B****Draft Program for Secondary Suites in Semi-Detached Homes**

The table below describes the draft program for secondary suites in semi-detached homes. This includes:

1. Zoning Districts
2. Eligible Properties
3. Maximum Dwelling Units per Property
4. Tenure
5. Floor Area
6. Height
7. Setbacks and Lot Coverage
8. Parking
9. Environmental Design
10. Outdoor Space
11. Access/Addressing
12. Servicing and Utilities
13. Application Process
14. Additional Program Elements

<b>Topic</b>	<b>Draft Program</b>	<b>Additional Information</b>
<b>1. Zoning Districts</b>	<p>Secondary suites in semi-detached homes will be permitted on eligible properties in all zoning districts that permit two-family dwellings.</p> <p>This includes the R4, R5, R6, R8, R12 and RM6 Zoning Districts.</p>	<p>Secondary suites will be permitted in semi-detached homes where the units are placed side-by-side, or front-to-back on a lot.</p> <p>As per the BC Building Code, suites will not be permitted in up/down duplexes, where dwelling units are above or below other dwelling units, due to fire separation requirements.</p>
<b>2. Eligible Properties</b>	<p>Eligible properties must have:</p> <ul style="list-style-type: none"> <li>• a semi-detached home; and</li> <li>• vehicular access to the property from the side or rear of the property, via an open lane or residential street.</li> </ul>	<p>Properties must be able to provide direct vehicular access to the side or rear of the property. If this access is from a residential street (for example, on corner or double fronted properties) it will be subject to approval from the Engineering Department to ensure the driveway meets traffic safety standards.</p>
<b>3. Maximum Dwelling Units per Property</b>	<p>Properties may include a secondary suite in each side of the semi-detached home, for a total of four dwelling units.</p>	
<b>4. Tenure</b>	<p>Secondary suites will be rental tenure only.</p>	<p>Secondary suites cannot be sold separately from the semi-detached home.</p>
	<p>Secondary suites may be used by the owner and their family/guests or rented out as a long-term rental unit.</p>	<p>Secondary suites cannot be rented out as short term rentals. This is to help protect the long-term rental supply.</p>

Topic	Draft Program	Additional Information
	The owner will not be required to live on the property. However, if the owner lives off-site, they will be required to apply for an annual home rental business license.	<p>The requirement for a home rental business license reflects the City's current practice for secondary suites in single-family homes where the property owner rents out both the principal dwelling unit and the secondary suite.</p> <p>The purpose of this license is to obtain the contact information for the owner or their designate so that they may be contacted in the event that there are any issues with the property.</p> <p>Owners will only be required to apply for one home rental business license per property.</p>
<b>5. Floor Area</b>	There will be no restrictions on the maximum floor area of a secondary suite, but it must fit within the floor area permitted for the semi-detached home.	This reflects changes to the BC Building Code that were introduced in 2018 to remove size limits for secondary suites. This supports the provision of 2 and 3 bedroom secondary suites, which are currently in short supply in Burnaby.
	Secondary suites will have a minimum floor area of 30 m <sup>2</sup> (322.93 sq. ft.).	This is the City's minimum floor area requirement for secondary suites. Floor area minimums are put in place to maintain livability standards.
	<p>Full cellars will be permitted in two-storey semi-detached homes with secondary suites. Cellar floor area will not count towards the overall floor area calculation. The floor area of the cellar may not exceed the floor area of the main storey.</p> <p><i>Fully-accessible basements</i><sup>1</sup> will be permitted in two-storey semi-detached homes with secondary suites. They will not count towards the overall floor area calculation. The floor area of fully accessible basements may not exceed the floor area of the main storey.</p>	<p>Full cellars are currently not permitted in two-storey semi-detached homes. It is proposed that full cellars now be permitted to support the addition of secondary suites.</p> <p>Basements differ from cellars in that they must have over 50% of their height above grade. There is a preference for basements over cellars as they generally provide more light and livability for tenants. <i>Fully accessible basements</i> are being encouraged as they will accommodate people with a wide range of needs.</p>

<sup>1</sup> A *fully accessible basement* means a basement that meets accessibility requirements, as described in the BC Building Code. Guidance is provided in the *2020 Building Accessibility Handbook* available on [www.bccodes.ca](http://www.bccodes.ca)

Topic	Draft Program	Additional Information
6. Height	<p><b>Maximum Height for Semi-detached Homes with a Secondary Suite:</b> Two storeys, and 9.0m (29.5 ft.) for a sloping roof, or 7.4m (24.3 ft.) for a flat roof.</p>	<p>This is the same maximum height as permitted for a single-detached home in the R4, R5, R6, R8, R12, and RM6 Districts. Heights for semi-detached homes were originally reduced in these Zoning Districts to prevent the addition of secondary suites.</p>
	<p>Cellars and fully accessible basements constructed as a secondary suite will not count as an additional storey.</p> <p>The maximum height for a semi-detached home with a fully accessible basement suite will be 10.5m (34.4 ft.) for a sloping roof, or 8.9m (29.2 ft.) for a flat roof.</p>	<p>Basements in Burnaby typically count as one storey. To encourage more housing suitable for a range of mobility needs, fully accessible basements constructed as a secondary suite will not count as a storey and will be permitted a height relaxation.</p>
7. Setbacks and Lot Coverage	<p>As per the Zoning bylaw for semi-detached buildings.</p>	<p>Setbacks and lot coverage for newly constructed semi-detached homes will not change from existing zoning regulations.</p>
8. Parking	<p><b>2 parking spaces</b> will be required on the property. These must be <b>uncovered or in a carport</b>, and meet accessibility standards.</p> <p>Each parking space must include an energized outlet capable of providing Level 2 charging for an electric vehicle.</p> <p>Additional parking spaces may be included on the site but they will not be required. Additional parking spaces may be located outside or in garages. Garages will count towards the maximum total floor area allowed for the semi-detached home.</p>	<p>This parking requirement is lower than the current City standard. Current standards would require homeowners to provide a minimum of 4 off-street parking spaces for properties with a semi-detached home and two secondary suites.</p> <p>Outdoor parking spaces are preferred, as studies have shown that interior garages are often not used for parking. The outdoor parking spaces required for a semi-detached home with a secondary suite will be <i>in addition</i> to any indoor parking spaces on the property. This means that in many cases homes with indoor parking will be providing more than two parking spaces.</p> <p>Reduced parking requirements for secondary suites in semi-detached homes will help to support owners in legalising existing secondary suites, making them safer and protecting existing tenants.</p> <p>Additional rationale for proposing lower parking minimums are given in <i>Appendix A, Section 9</i>).</p>

Topic	Draft Program	Additional Information
<b>9. Environmental Design</b>	BC Energy Step Code 3 for newly constructed semi-detached homes with secondary suites.	Semi-detached homes are included in Part 9 of the BC Building Code. Any newly constructed semi-detached homes (with or without suites) will need to meet Step 3 of the BC Energy Step Code. For additional details on the Energy Step Code see: <a href="http://www.energystepcode.ca">www.energystepcode.ca</a>
<b>10. Outdoor Space</b>	An outdoor patio with minimum area of 4 m <sup>2</sup> (43.06 sq.ft.) will be encouraged to provide open space for occupants of the secondary suite.	Guidelines for outdoor space will be provided in a design guide for the program.
<b>11. Access/ Addressing</b>	<p>A clear unobstructed pedestrian access path from the street will be required, with a minimum width of 0.91 m (3 ft.) and clear to sky.</p> <p>The secondary suite address number must be clearly visible from the street.</p>	<p>Secondary suites will be allocated the suffix “S” in the City’s property databases. (e.g. S1-2600 Main Street). For City-wide mail-outs, separate notices will be sent to each secondary suite.</p> <p>Additional guidelines for access and addressing, such as the location of address numbers, entrances and mailboxes, will be provided in a design guide for the program.</p>
<b>12. Utilities</b>	The City will charge an annual supplementary utility fee for providing water and sewer services to each rented secondary suite in a semi-detached home.	<p>Supplementary utility fees are updated annually and published on the City website.</p> <p>It is proposed that the fee for each rented secondary suite in a semi-detached home will be the same as the fees for a <i>Rental Suite in a Two Family Dwelling-- Supplementary Utility Fee</i> in the Burnaby Consolidated Fees and Charges Bylaw.</p> <p>These fees will only be charged if a secondary suite is rented out. Owners will be required to submit a <i>Supplementary Utility Fees Declaration Form</i> to inform the City of the rental status of their secondary suite(s).</p> <p>Fees are subject to further analysis and consultation.</p>

Topic	Draft Program	Additional Information
	<p>There will be no additional garbage disposal fee unless a larger receptacle is requested.</p> <p>A maximum of one garbage receptacle (up to 360L) will be permitted for each side of the semi-detached home.</p>	<p>The City's goal is to support waste reduction and diversion, so large garbage receptacles are not required for semi-detached homes with secondary suites, but they can be requested.</p> <p>For efficient solid waste collection, it is proposed that there be no more than one garbage receptacle for each side of the semi-detached home (two in total).</p> <p>There is no limit to the number of recycling bins that can be picked up.</p>
13. Application Process	Construction of secondary suites will require a Building Permit.	<p>The application process to construct a semi-detached home with secondary suites, or to add a secondary suite to an existing semi-detached home, will be similar to the existing process for suites in single-family homes. A guide explaining the Building Code requirements will be developed to assist owners and builders with this process.</p> <p>This approach is subject to change pending results from the Development Approvals Process (DAP) project.</p>
14. Additional Program Elements	Other design considerations given in the Program Recommendations Report ( <i>Attachment #2</i> ), such as placement of doors and windows, landscaping and entranceways) may also be included in the program.	These elements do not require bylaw amendments but will be encouraged through a design guide that will accompany the program.

## APPENDIX C

## Housing Choices Phase 1a: Progress Update

Task	Description	Current Status	Schedule
1. Public Consultation #1	Launch survey to raise awareness and collect public input on key design elements (e.g., off-street parking, height, size, outdoor space).	<b>COMPLETE</b> A Housing Choices survey was launched in March 2022 and received 2,550 responses.  Results from this survey were presented to Council on 2022 May 30 and are available on the Housing Choices website. <a href="http://www.burnaby.ca/housingchoices">www.burnaby.ca/housingchoices</a>	Winter 2022
	Notify and seek engagement with local First Nations.	<b>COMPLETE</b> Referrals were sent to local First Nations in March 2022. These included the Tsleil-Waututh Nation, Squamish Nation, Musqueam Indian Band and Kwikwetlem First Nation.	
2. Technical Review	Undertake technical reviews to develop recommendations for program elements such as servicing, building height and size, off-street parking and requirements for outdoor space.	<b>COMPLETE</b> A technical review was undertaken in April, May and June 2022. This included a best practices review, a planning and policy review, and design/modelling analysis of housing forms on Burnaby lots.	Spring 2022
	Review the financial implications of different policy approaches.	<b>COMPLETE</b> A consultant was retained in March 2022 to undertake a financial analysis for Phase 1a.  Results from this analysis are presented in the Financial Analysis Report (See Section 4.0 and <i>Attachment #1</i> of this report).	
3. Public Consultation #2	Host design workshops to gather input from the public, the development community, staff, and other housing stakeholders.	<b>COMPLETE</b> The City hosted a series of design workshops in June 2022. These included an industry workshop, two virtual public workshops, an in-person public workshop and an in-person open house. A summary of what we heard is available on the Housing Choices website.	Spring/Summer 2022

<b>4. Draft Program</b>	Develop draft regulations and circulate internally for review and input.	Results from Tasks 1-3 were used to develop recommendations for the program (see <i>Section 5.0</i> and <i>Attachment #2</i> of this report). These form the basis of the draft program, presented in Section 6.0 of this report.	Fall/ Winter 2022/3
<b>**WE ARE HERE**</b>			
<b>5. OCP Amendments</b>	Amend the Official Community Plan (OCP) to support the introduction of laneway homes and secondary suites in semi-detached homes.	<p>An initial report to introduce the OCP amendments is included as a separate item on this Committee meeting agenda. This report will be followed by a 60 day consultation period.</p> <p>A second OCP amendment report will provide the results of the OCP consultation and request a Public Hearing. It is anticipated that this will be brought to this Committee in Summer 2023.</p>	February 2023
<b>6. Public Consultation #3</b>	Host open houses to present the draft program, seek feedback, and answer questions.	<p>Subject to Council approval, the draft program will be presented to the public at open houses in Spring 2023.</p> <p>Dates for these open houses will be published on the Housing Choices website as soon as they have been confirmed.</p>	Spring 2023
<b>7. Final Program</b>	Present the final program to Council.	<p>The draft program will be refined and updated following Public Consultation #3.</p> <p>The final program will then be presented to Council for approval.</p>	Spring/ Summer 2023
<b>8. Bylaw Amendments</b>	Amend the Zoning Bylaw and other City bylaws, as needed, to support the program.	<p>This work will commence following Council approval of the final program.</p> <p>It is anticipated that the bylaw amendments will be brought to the Planning and Development Committee in Fall 2023.</p>	Summer/ Fall 2023
<b>9. Implementation</b>	Develop communications materials and launch the development approvals process.	<p>Communications materials will be developed to support the program.</p> <p>Subject to approval of the final program and associated bylaw amendments, the development approvals process will be established in Fall 2023.</p>	Fall 2023



<b>10. Monitoring</b>	Monitor progress.	Following the program launch, data on progress and any emerging issues will be collected to support program monitoring and review.	Ongoing
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## APPENDIX D

**Housing Choices Phase 1a: Comparable Municipal Off-Street Parking Requirements**

<b>Municipality</b>	<b>Type</b>	<b>Parking Requirement (Spaces per Dwelling Unit)</b>
City of North Vancouver	• One-Unit Use or Two-unit	1.0
	• Accessory Secondary Suite/Coach House Use	1.0
City of Richmond	• Single Detached Housing	2.0
	• Two-Unit Housing	2.0
	• Coach Houses	1.0
City of Coquitlam	• One-Family Residential	2.0
	• Duplex Residential	2.0
	• Secondary Suites/Accessory one-family residential/Carriage House or Garden Cottage	1.0
City of Surrey	• Single Family Dwelling	3.0
City of Vancouver	• Single Detached House	1.0
	• Single Detached House with Secondary Suite	0.5 (1 total)
	• Single Detached House with Secondary Suite and Laneway House	0.33 (1 total)
City of Burnaby (current)	• Single Family, Two Family, and Row House	1.0
	• Single Family with Secondary Suite	1.0