

Report to Committee

To:

Planning Committee

Date:

March 13, 2015

From:

Wayne Craig

File:

08-4430-01/2015-Vol 01

Director of Development

Re:

Proposed Revisions to the "Coach Houses (RCH, RCH1)" Zone Used Along

Arterial Roads

Staff Recommendation

That Richmond Zoning Bylaw 8500, Amendment Bylaw 9233 to amend the "Coach Houses (RCH, RCH1)" zone, be introduced and given first reading.

Wayne Craig

Director of Development

CL:blg Att.

REPORT CONCURRENCE				
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER		
Transportation Building Approvals		ne Greeg		
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	Initials:	APPROVED BY CAO		

Staff Report

Origin

On March 18, 2013, City Council adopted the "Coach Houses (RCH1)" sub-zone for new rezoning applications along arterial roads for lots with rear lane access. The intent of the new sub-zone was to:

- Improve site planning, landscaping, and private outdoor space on lots containing coach houses; and
- Address concerns expressed by City Council about the design of coach houses with respect to their box-like appearance, building height, massing, and footprint, and issues of adjacency (e.g. overlook, screening).

At the time the RCH1 sub-zone was adopted, Council also passed a resolution that City staff review the experience of the RCH1 sub-zone in one year's time, or, when some coach houses are built under the sub-zone, and report back to Planning Committee.

The purpose of this report is to report back to the Planning Committee on the coach houses that have been built along arterial roads since 2013, and to propose subsequent amendments to the "Coach Houses (RCH, RCH1)" zone. The proposed amendments are intended to respond to the construction of these coach houses and to ensure that the initial intent of the sub-zone is met.

Findings of Fact

On December 9, 2013, City Council approved the first rezoning application to the "Coach Houses (RCH1)" sub-zone at 10591 No. 1 Road, to permit the property to be subdivided to create two (2) compact lots, each with a principal single-detached dwelling and a coach house above a detached garage, with access to a rear lane. Photos of the coach houses, as viewed from the rear lane, are included in Attachment 1.

Analysis

During the review process for the coach houses at 10591 No. 1 Road, staff and the applicant encountered a number of challenges with meeting the intent of the RCH1 sub-zone. Specifically:

- The narrow width of the lots (9 m) and the requirement for a total of three (3) side-byside vehicle parking spaces to be provided on-site, resulted in a building with limited facade articulation.
- The compact width of the proposed lots made it difficult to incorporate soft landscaping between the coach houses, the side lot lines, and the rear lane in accordance with the RCH1 sub-zone, while meeting other requirements of the zone (e.g. parking, and maximizing private open space between the coach house and the main dwelling).

Proposed Amendments to the "Coach Houses (RCH, RCH1)" Zone

Based on the challenges encountered with the first coach houses built under the RCH1 sub-zone, staff propose minor amendments to the "Coach Houses (RCH, RCH1)" zone. The amendments provide for improved facade articulation of the coach house building, enhanced appearance of the rear lane through greater soft landscaping, less shadowing on neighbouring lots, and the ability to meet the parking and rear yard requirements of the zone.

Facade Articulation of the Coach House Building

Currently, the minimum side yard setback requirement to the building containing the coach house in the RCH1 sub-zone is 0.6 m. To improve facade articulation on all sides of the coach house building on narrow lots (i.e., only those lots between 9 m to 11. 5 m wide), the proposed bylaw amendments require varied side yard setbacks, as follows:

- a minimum 0.6 m side yard setback to the coach house building on the ground floor and a minimum 1.2 m side yard setback to the coach house building for the 2nd floor on one side of the lot; and
- a minimum 1.8 m side yard setback to the coach house building on the other side of the lot.

Enhanced Lane Appearance & Less Shadowing

The proposed 1.8 m minimum side yard setback on one side of the lot also ensures that there is adequate space to incorporate a wider soft landscaping strip between the coach house entry, the side lot lines, and the rear lane while maximizing the depth of the private outdoor space required between the main dwelling and coach house building on the lot.

In addition, bylaw amendments are also proposed to require the coach house building on lots with an east-west orientation to be located towards the south of the subject site to reduce shadowing onto the adjacent properties to the north.

Parking Requirements

Currently, the Zoning Bylaw requires two (2) on-site vehicle parking spaces for a single detached dwelling and one (1) space for a coach house on sites zoned "Coach Houses (RCH, RCH1)". To enable the site planning and landscaping improvements described above (on narrow lots only 9 m-11.5 m wide), a tandem parking arrangement is permitted for the two (2) required parking spaces for residents of the single detached dwelling. The FAR exemption for garage areas on these narrow lots has also been increased from 50 m² to 58 m² in recognition of the additional garage area needed to accommodate the tandem arrangement.

Additional Minor Enhancements

Additional minor zoning enhancements are also proposed at this time, with respect to:

- Clarifying the 1st storey roof height requirements of the coach house building; and
- Requiring defined pedestrian access to the coach house entry from the rear lane.

A summary of the specific amendments proposed to the "Coach Houses (RCH, RCH1)" zone is included in Attachment 2.

Alternatives Options

Staff considered one alternative option to respond to the challenges encountered with the experience of the first coach houses built at 10591 No. 1 Road. Specifically, to simply increase the minimum lot width required for new lots created under the RCH1 zone from 9 m wide to 11.5 m wide.

Many of the remaining undeveloped lots along arterial roads with rear lane access are approximately 20 m wide. Subdivision of such lots would result in new lots that are only approximately 10 m wide. Since the resulting lot widths after subdivision would be less than 11.5 m, this option would effectively limit the opportunity to further develop coach houses on arterial roads.

Since coach houses provide the opportunity for rental housing in the City, and can also serve as mortgage-helpers for home owners, staff prefer to encourage this form of housing rather than to limit it. It is for this reason that staff does not recommend this alternative option.

Consultation with Single-family Home Builders

A meeting was held on March 12, 2015, at which staff consulted with some of Richmond's single-family developers and homebuilders about the proposed amendments to the "Coach Houses (RCH, RCH1)" zone. Staff presented display boards that outlined the objectives behind the proposed amendments and that illustrated three (3) resulting design options that could be achieved on a compact lot. Specifically, this includes a coach house building containing:

- a) an enclosed three-car garage (Design option 1);
- b) a carport/garage combination (Design option 2); or
- c) an enclosed side-by-side two-car garage, plus one (1) exterior tandem parking space (Design option 3).

The display material and design options that were presented at the meeting are included in Attachment 3.

The feedback from the developers and homebuilders about the proposed amendments was generally positive. The attendees appreciated that the proposed zoning provides some flexibility for site planning on narrow lots, as seen in the design options presented. Staff also learned the following from the group: concerns about potential owner/tenant parking conflicts resulting from a tandem parking arrangement; suggestions to increase the floor area exemption for parking spaces on narrow lots to take into account the resulting options for the coach house building design; and a suggestion to lower on-site parking requirements in cases where street parking is allowed on arterial roads.

The specific nature of the feedback from the group, along with staff response to each point is summarized in Attachment 4.

Public Input

An opportunity for members of the public to comment on the proposed amendments will be provided through the regular statutory notification process for the Public Hearing. Specifically, the notice of Public Hearing will be placed in the local newspaper (10 days prior), which describes the ways that members of the public can express their comments or concerns to City Council.

Financial Impact

None.

Conclusion

In response to the Council's recommendation that City staff report back to Planning Committee on new coach houses built along arterial roads since 2013, staff propose minor amendments to the "Coach House (RCH, RCH1)" zone to enhance the design of coach houses on narrow lots.

The proposed amendments have been discussed with some of Richmond's single-family developers and homebuilders, and the feedback was generally positive.

Staff recommended that Zoning Bylaw 8500, Amendment Bylaw 9233 be introduced and given first reading.

Cynthia Lussier

Planning Technician- Design

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CL:blg

Att. 1: Photos of Coach Houses built at 10591 & 10575 No. 1 Road

Att. 2: Summary of Proposed Changes to the "Coach Houses (RCH, RCH1)" Zone

Att. 3: Display Boards Presented to Single-Family Home Builders on March 12, 2015

Att. 4: Summary of Feedback from Consultation with Single-Family Home Builders

Attachment 1

Photos of Coach Houses built at 10591 & 10575 No. 1 Road

10575 and 10591 No. 1 Road - View of coach houses from the rear lane









Blank facades on one side of the coach houses



Surface parking for the coach house





Extent of soft landscaping along the rear lane

Summary of proposed changes to the "Coach Houses (RCH, RCH1)" zone

Z	oning Section	Existing	Proposed Amendments
8.3.4	Permitted Density (with respect to parking exemptions)	New	 For the purpose of this zone only, on interior lots between 9 m & 11.5 m wide: The ground floor area within the garage or carport of the coach house building (used only for required vehicle parking spaces) is not included in the calculation of the maximum floor area ratio subject to a maximum of 58 m². A carport is defined as a roofed structure open on two or more sides, that is part of the coach house building, and that is used to shelter the required vehicle parking spaces.
8.3.6	Yards & Setbacks (with respect to the coach house building)	 Lot width less than 10 m: 0.6 m interior side yard Lot width greater than 10m: 1.2 m interior side yard 	For lot widths between 9 m & 11.5 m: One side One side One side One side One side Interior side yard (ground floor) Opposite side Interior side yard For lot widths greater than 11.5 m: One side Interior side yard Opposite side Interior side yard Note: bay windows and hutches in a coach house may project for a distance of 0.6 m into the side yard.
		New	For interior lots with an east-west orientation, the coach house building must only be located closest to the southern interior side lot line, to reduce shadowing on the adjacent lot to the north.
8.3.7	Permitted Heights (with respect to the coach house building)	• First storey roof of coach house building facing the main dwelling 3.7 m - 4 m above grade	 No change Clarification of wording only

Z	oning Section	Existing	Proposed Amendments
8.3.9	Landscaping & Screening (with respect to the area between the coach house	 Soft landscaping between coach house and lane (including trees) High quality screening between surface parking and adjacent property 	No change Clarification of wording only
	and the lane)	New	A 0.9 m wide permeable pathway from the lane to the coach house entry is required
8.3.10	On-Site Parking	 a coach house may not be located above more than a maximum of 2 parking spaces for the main dwelling in the detached garage the required parking space and driveway for a coach house must be unenclosed/uncovered and must be made of permeable material 	 No change for lot widths greater than 11.5 m Lot width between 9 m & 11.5 m: tandem arrangement for the required 2 parking spaces for the main dwelling; with the required parking space for the coach house provided to one side a coach house may not be located above more than a maximum of 2 side-by-side parking spaces in the detached garage

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Display Boards Presented to Single-Family Home Builders on March 12, 2015

Background

2013

 Council adopted the "Coach Houses (RCH1)" zone for new rezoning applications along arterial roads on March 18th 2013, which was intended to address concerns about the design of coach houses in the City.

 Council adopted a resolution that staff report back on the outcome of the new RCH1 zone after some new coach

houses had been built.





2014

 The first coach house was built on a compact lot on No. 1 Road under the new RCH1 zone. Staff identified minor issues with respect to meeting the intent of the new RCH1 zone.

Objectives of the proposed amendments

- To respond to City Council's referral to report back on new coach houses built under the RCH1 zone.
- To address minor issues associated with the existing RCH1 zone as it applies to compact lots; <u>not</u> to overhaul the zone entirely. Specifically:
 - To enable side wall facade articulation on both sides of the coach house.
 - To enable sufficient soft landscaping to be incorporated on-site along the rear lane (in accordance with the RCH1 zoning) while maximizing the available outdoor space between the coach house and main dwelling.

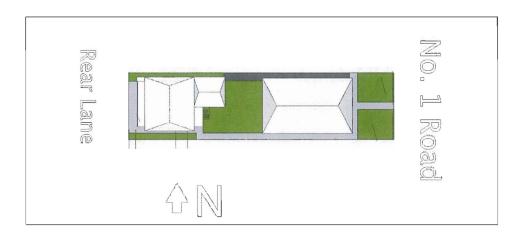


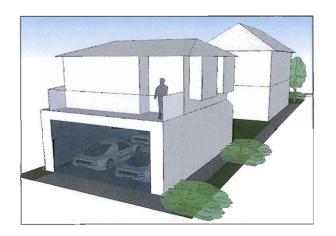
Proposed Amendments to the "Coach Houses (RCH1)" Zone

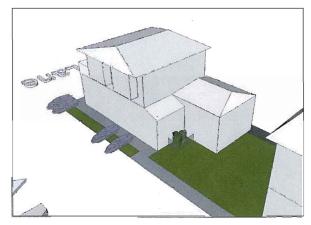
Zon	ing Section	Existing RCH1 zone	Proposed amendments
6	Yards & Setbacks * (with respect to the coach house building)	 Lot width less than 10 m: 0.6 m interior side yard Lot width greater than 10m: 1.2 m interior side yard 	For lot widths between 9 m & 11.5 m: One side Other side
7	Permitted Heights (with respect to the coach house building)	First storey roof of coach house building facing the main dwelling 3.7 m - 4 m above grade	 No change Clarification of wording only
9	Landscaping & Screening (with respect to the area between the coach house	Soft landscaping between coach house and lane (including trees) High quality screening between surface parking and adjacent property New	 No change Clarification of wording only A 0.9 m permeable pathway from the
	and the lane)	New	lane to the coach house entry is required
	On-Site Parking	a coach house may not be located above more than a maximum of 2 parking spaces for the main dwelling in the detached garage the required parking space and driveway a coach house must be unenclosed/ uncovered and must be made of permeable material	No change for lot widths greater than 11.5 m Lot width between 9 m & 11.5 m: tandem arrangement for the required 2 parking spaces for the main dwelling; with the required parking space for the coach house provided to one side a coach house may not be located above more than a maximum of 2 side-by-side parking spaces in the detached garage

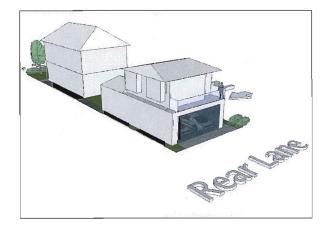


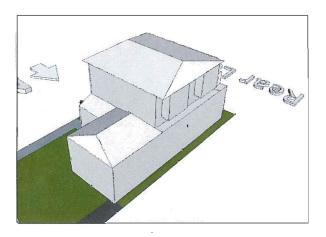
Design Option 1





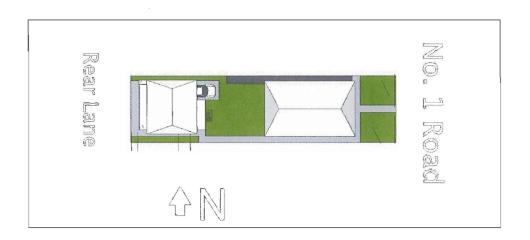




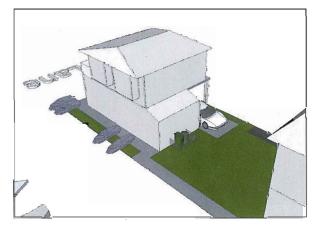


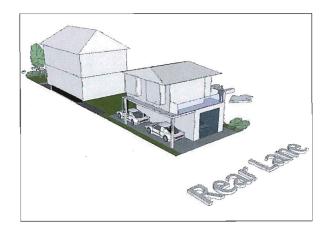


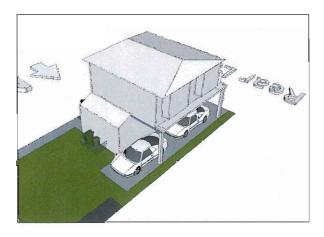
Design Option 2





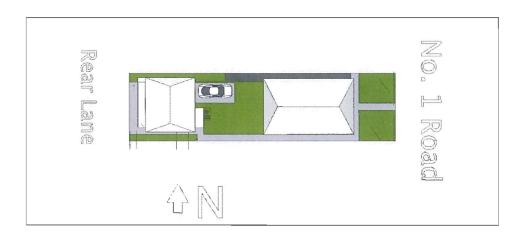


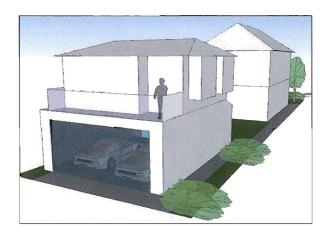


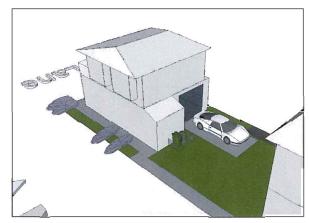


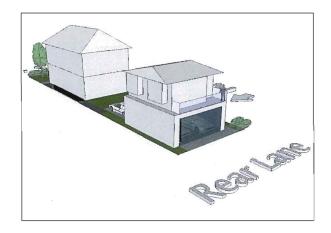


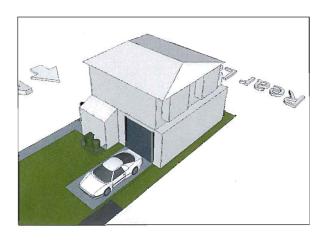
Design Option 3













Summary of feedback from consultation with single-family home builders

Attendee feedback	Staff response
Design Options 1 and 2 are more practical than Design Option 3.	The proposed bylaw amendments provide flexibility so that site planning for coach houses on compact lots along arterial roads can be determined by the context and individual developer and owner preferences.
The amended zoning should be clear about which side of a lot to locate the narrower 0.6 m side yard setback to the coach house, versus the wider 1.8 m side yard.	The proposed bylaw amendments specifies a location for the coach house only on lots with an east-west orientation, in order to reduce shadowing on adjacent lots to the north (i.e., the 0.6 m setback should be from the south lot line, with the larger 1.8 m setback provided to the north lot line).
The focus for enhancing soft landscaping on-site should be in the rear yard between the main dwelling and coach house, rather than in side yards and between the coach house and the rear lane.	Staff has not considered this in more detail as part of this exercise as it is viewed as a step backwards from City Council's initial design objectives that formed the basis for the creation of the RCH1 sub-zone in 2013 (i.e. to incorporate soft landscaping along the lane and side yards to enhance the appearance of the lane).
Site planning may be enhanced if there were lower requirements for on-site parking in cases where parking is allowed on the arterial road.	As on-street parking is strictly regulated along arterial roads, the parking associated with coach house development in this context must be provided on-site.
There may be potential owner/tenant parking conflicts and lane congestion from the proposed tandem parking arrangement.	The tandem parking arrangement enables the initial design intent of the RCH1 sub-zone to be achieved without having to increase the lot width requirements. The proposed zoning bylaw amendments require that the two (2) vehicle parking spaces that can be provided in a tandem arrangement are those for use by the residents of the main dwelling, thereby limiting potential owner/tenant parking conflicts.

Attendee feedback	Staff response
Thought should be given to considering a higher floor area exemption for enclosed parking within the garage or carport of the coach house building to account for the 3-car parking arrangement.	This has been considered and the proposed bylaw amendment provides for a maximum enclosed or covered parking exemption of 58 m ² on lots between 9 m and 11.5 m wide for this sub-zone only (an increase from the standard exemption of 50 m ²).
Thought should be given to considering a site plan that allows for three (3) enclosed or covered parking spaces in a side-by-side arrangement in the coach house building on a lot greater than 11.5 m wide.	The current zone restricts the garage to providing a maximum of two (2) side-by-side vehicle parking spaces for the main dwelling, and requires an outdoor surface parking space for the coach house. Staff does not recommend the garage to contain three (3) side-by-side vehicle parking spaces as this would not enhance the appearance of the rear lane, as was one of City Council's initial design objectives at the time that the RCH1 sub-zone was created in 2013.
Thought should be given to exploring the regulations governing the design of laneway housing in the City of Vancouver; some of which could be employed to enhance the coach house zone used along arterial roads in Richmond.	While staff acknowledge the benefits of exploring what other cities are doing to encourage infill development, there are aspects that are unique to Richmond that prevent some options from being considered. For example, the design of laneway housing in Vancouver cannot be used here in Richmond because there are parking restrictions on arterial roads, thereby requiring all resident parking needs associated with coach house development to be achieved on-site. Also, the width and sizes of lots used for laneway housing in Vancouver are greater than lots in Richmond that are designated for coach houses along arterial roads.



Richmond Zoning Bylaw 8500 Amendment Bylaw 9233 [To amend the "Coach Houses (RCH, RCH1)" zone for arterial roads]

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

- 1. Richmond Zoning Bylaw 8500, Section 8.3 entitled "Coach Houses (RCH, RCH1)", is amended by:
 - (a) inserting the following subsection 8.3.4.7 after subsection 8.3.4.6:
 - "7. Notwithstanding section 4.2.2 of this bylaw, in the RCH1 **zone** only, where the **lot width** is between 9.0 m and 11.5 m:
 - a) a maximum of 58 m² of **enclosed parking** within a **garage** located on-site, or **parking spaces** within an unenclosed carport located on-site, is not included in the calculation of the maximum **floor area ratio**, provided that such **enclosed parking** or **parking spaces** are not used for **habitable space**; and
 - b) for the purposes of this subsection 8.3.4.7, a carport means a roofed **structure**, open on two or more sides, that is attached to the **accessory building** containing the **coach house** and that is used by the occupants of the **lot** to shelter the required **vehicle parking spaces**."
 - (b) repealing section 8.3.6 in its entirety and replacing it with the following:

"8.3.6 Yards & Setbacks

- 1. The minimum front yard is 6.0 m, except that accessory buildings, coach houses, carports, garages and parking spaces must be setback a minimum of 15.0 m.
- 2. The minimum interior side yard in the RCH zone is:
 - a) 1.2 m for a principal building;
 - b) 0.6 m for an accessory building containing a detached coach house.
- 3. The minimum interior side yard for a principal building in the RCH1 zone is 1.2 m.

- 4. On an **interior lot** in the RCH1 **zone**, where the **lot width** is between 9.0 m and 11.5 m:
 - a) the minimum **setback** for an **accessory building** containing a **coach house** to one **side lot line** is 0.6 m for the ground floor and 1.2 m for the upper floor; and
 - b) the minimum **setback** for an **accessory building** containing a **coach house** to the opposite and opposing **side lot line** is 1.8 m;
- 5. On an **interior lot** in the RCH1 **zone**, where the **lot width** is greater than 11.5 m:
 - a) the minimum **setback** for an **accessory building** containing a **coach house** to one **side lot line** is 1.2 m; and
 - b) the minimum **setback** for an **accessory building** containing a **coach house** to the opposite and opposing **side lot line** is 1.8 m.
- 6. In addition to subsections 8.3.6.4 and 8.3.6.5, an accessory building containing a coach house on an interior lot with an east-west orientation shall be located closest to the southern interior side lot line, to reduce shadowing on the adjacent lot to the north.
- 7. In the RCH1 **zone** only, **bay windows** and **hutches** which form part of the **coach house** may project for a distance of 0.6 m into the **side yard**.
- 8. The minimum exterior side yard is 3.0 m.
- 9. The minimum rear yard is 6.0 m for the single detached housing, except for a corner lot where the exterior side yard is 6.0 m, in which case the rear yard is reduced to 1.2 m.
- 10. A detached **accessory building** other than a detached **coach house**, of more than 10.0 m² in the RCH **zone** may be located in the **rear yard** but no closer than 3.0 m to a **lot line abutting** a public **road** or 1.2 m to any other **lot line**.
- 11. A **coach house** in the RCH1 **zone** shall be located within 1.2 m and 10.0 m of the **rear lot line**.
- 12. The minimum building separation space between the principal single detached housing unit and the accessory building containing:
 - a) a coach house in the RCH zone is 3.0 m; and
 - b) a coach house in the RCH1 zone is 4.5 m.
- Only one wall of the **coach house** may be attached to the **single detached housing** in the RCH **zone**.

- 14. Coach houses and accessory buildings are not permitted in the front yard.
- 15. Waste and recycling bins for a **coach house** in the RCH1 **zone** shall be located within a **screened structure** that is **setback** a minimum of 1.5 m from the **rear lot line**.
- Building elements in a coach house in the RCH1 zone that promote sustainability objectives such as solar panels, solar hot water heating systems and rainwater collection systems may project 0.6 m into the side yard and rear yard.
- 17. An unenclosed and uncovered **balcony** of a detached **coach house** in the RCH1 **zone**, located so as to face the **lane** on a mid block **lot** and the **lane** or side street on a **corner lot**, may project 0.6 m into the **rear yard**."
- (c) repealing subsections 8.3.7.7 and 8.3.7.8 and replacing them with the following subsections 8.3.7.7 and 8.3.7.8:
 - "7. In addition to the requirements in subsection 8.3.7.6, in the RCH1 **zone**, where the **lot width** is between 9.0 m and 11.5 m:
 - a) any portion of the ground floor of an **accessory building** used for parking provided in a **tandem arrangement** that extends beyond the footprint of the second **storey** of a **coach house** shall be no higher than 4.0 m above the highest elevation of the crown of the abutting **lane**; and
 - b) the roof over the portion of the ground floor of an **accessory building** used for parking provided in a **tandem arrangement** must have a minimum pitch of 4:12 and be a gable end roof design.

8. In the RCH1 **zone**:

- a) the first **storey** of an **accessory building** containing a **coach house** facing the **single detached housing** shall have a sloping skirt roof, and the maximum **height** of the **eave** of the sloping skirt roof shall be 3.7 m above grade;
- b) the maximum **height** to the top of the sloping skirt roof of the first **storey** of an **accessory building** containing a **coach house** facing the **single detached housing** shall be 4.0 m above grade; and
- c) for the purpose of this subsection 8.3.7.8 only, grade means the finished ground elevation around the **accessory building** containing the **coach house**."

- (d) repealing subsections 8.3.9.5 and 8.3.9.6 and replacing them with the following subsections 8.3.9.5 and 8.3.9.6:
 - "5. The rear yard between a coach house and the lane in the RCH1 zone, including the building entry to the coach house, must incorporate:
 - a) the planting of appropriate trees (e.g. small species or fastigiate/columnar) and other attractive soft **landscaping**, but not low ground cover, so as to enhance the visual appearance of the **lane**; and
 - b) high quality permeable materials where there is a driveway to **parking spaces** and where the **lane** has curb and gutter.
 - 6. In the RCH1 zone, a high quality screen shall be located between the lane and any surface parking spaces parallel to the lane, and along the lot line adjacent to any surface parking spaces if abutting a neighbouring lot. Where the space is constrained, a narrow area sufficient for the growth of plant material shall be provided at the base of the screen."
- (e) repealing subsection 8.3.9.9 and replacing it with the following subsection 8.3.9.9:
 - "9. In the RCH1 **zone**, a minimum 0.9 m wide, unobstructed, permeable pathway must be provided:
 - a) clearly leading from the **road** to the **coach house** entry; and
 - b) clearly leading from the lane to the coach house entry."
- (f) repealing subsection 8.3.10.3 and replacing it with the following subsection 8.3.10.3:
 - "3. In the RCH1 **zone**, where the **lot width** is between 9.0 m and 11.5 m:
 - a) the required on-site **parking spaces** for the **single detached housing** may be provided in a **tandem arrangement**, with the
 required on-site **parking space** for the **coach house** located to one
 side; and
 - b) a **coach house** may not be located above more than 2 side-by-side **parking spaces** in the detached **garage** or carport, as defined in subsection 8.3.4.7 (b)."

- (g) inserting the following subsection 8.3.10.4 after subsection 8.3.10.3:
 - "4. In the RCH1 **zone**, where the **lot width** is greater than 11.5 m:
 - a) a **coach house** may not be located above more than 2 **parking spaces** in the detached **garage** for the **single detached housing**; and
 - b) the required **parking space** and driveway for a **coach house** must be unenclosed or uncovered and must be made of porous surfaces such as permeable pavers, gravel, grasscrete or impermeable wheel paths surrounded by ground-cover planting."
- 2. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 9233".

FIRST READING	RIC	ITY OF CHMOND PROVED
PUBLIC HEARING		by
SECOND READING	by	PROVED Director Solicitor
THIRD READING		
ADOPTED		
MAYOR	CORPORATE OFFICER	