

# AGENDA ADDENDUM

*COMMITTEE OF THE WHOLE*

**Monday, June 16, 2014**

**7:00 p.m.**

**Committee Room, Municipal Hall**

**355 West Queens Road,**

**North Vancouver, BC**

**Council Members:**

Mayor Richard Walton

Councillor Roger Bassam

Councillor Robin Hicks

Councillor Mike Little

Councillor Doug MacKay-Dunn

Councillor Lisa Muri

Councillor Alan Nixon



NORTH VANCOUVER  
DISTRICT

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## COMMITTEE OF THE WHOLE

7:00 p.m.  
Monday, June 16, 2014  
Committee Room, Municipal Hall,  
355 West Queens Road, North Vancouver

### AGENDA ADDENDUM

THE FOLLOWING LATE ITEMS ARE ADDED TO THE PUBLISHED AGENDA

#### 3. REPORTS FROM COUNCIL OR STAFF

##### 3.1. Lower Capilano Village Centre – Housing Options for the Peripheral Area File No. 13.6480.30/002.004

*Recommendation:*

THAT the Committee of the Whole recommend to Council:

THAT staff prepare the proposed housing policy for the Lower Capilano Village Centre peripheral area for Council's consideration.

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AGENDA INFORMATION	
<input checked="" type="checkbox"/> Committee of the Whole	Date: <u>June 16, 2014</u>
<input type="checkbox"/> Finance & Audit	Date: _____
<input type="checkbox"/> Advisory Oversight	Date: _____
<input type="checkbox"/> Other:	Date: _____

  
Dept.  
Manager

  
GM/  
Director

  
CAO

## The District of North Vancouver REPORT TO COMMITTEE

June 11, 2014

File: 13.6480.30/002.004

**AUTHOR:** Susan Haid, Manager – Sustainable Community Development

**SUBJECT:** Lower Capilano Village Centre – Housing Options for the Peripheral Area

### RECOMMENDATION:

THAT the Committee of the Whole recommend to Council:

THAT staff prepare the proposed housing policy for the Lower Capilano Village Centre peripheral area for Council's consideration

### REASON FOR REPORT:

To seek Council's feedback on a draft housing policy for Lower Capilano Village Centre peripheral area.

### SUMMARY:

Over the last year, District Planning staff have facilitated a series of community workshops, small group meetings and on-line engagement with residents to develop a draft housing policy for the peripheral area surrounding the future Lower Capilano Village Centre core. The intent of this policy is to enable a range of low density housing options such as duplex, triplex, townhouse and low-rise apartments on key sites to provide more diverse types of housing and to create a sensitive transition of building form from the core of the future Village Centre to the surrounding residential neighbourhood. The draft policy reflects significant community input during the OCP and implementation planning processes and responds to existing and future community housing needs. As the planning and consultation process is near completion, staff are seeking feedback from the Committee of the Whole in order to refine the policy for Council's consideration.

### BACKGROUND:

As part of implementation of the Lower Capilano Village Centre plan, District Council directed staff to undertake a planning process with residents in the peripheral area to explore opportunities for low density, predominantly ground-oriented housing to enable greater housing choices based on current and future community needs, and to create a sensitive

transition of building form to the future mixed use core of the Village. There are approximately 125 single family properties in the peripheral area.

**EXISTING POLICY:**

The Lower Capilano Village Centre Implementation Plan (pp. 14,15) provides guidance on planning for the peripheral area to:

- explore a variety of primarily ground-oriented multi-family housing with some low density apartments;
- enhance the character of the neighbourhood;
- provide a transition from higher density in the village centre to neighbouring lower residential density; and
- improve green space and connectivity.

**ANALYSIS:**



The planning process has involved three main phases:

**Phase 1 – Gauging Interest**

- Three initial workshops (repeats) were held in May and June, 2013 to assess the level of public interest regarding the housing options within specific neighbourhoods in the peripheral area (McGuire and Garden, south of Fullerton and north of Fullerton).
- Approximately 75 residents attended. The greatest interest in housing options was expressed in the area south of Fullerton with the other areas having some interest.



### **Phase 2- Analysis and Options**

- An economic analysis was prepared by Coriolis consultants to assess the viability of redevelopment of single family zoned sites to duplex, triplex, fourplex, townhouse and low-rise apartment. The findings are available at <http://identity.dnv.org/> (see Lower Capilano Housing Options in the Peripheral Area, February workshop materials).
- A community workshop was held in February, 2014 to present preliminary directions on housing options. Approximately 75 people attended.
- Overall, there was significant support for the directions. Further feedback was provided on-line following the workshop and through small group meetings with residents and builders.

### **Phase 3 - Proposed Directions**

- Building on previous community input and the economic analysis, a draft policy for housing options was prepared and presented at a community workshop May 28, 2014.
- Approximately 65 attended. Participants provided feedback in small groups facilitated by staff. On-line feedback and small group meetings with neighbours are currently underway and near completion.
- Significant support was expressed on the draft policy at the workshop and through meetings with residents and some refinements were suggested. More detailed feedback is summarized in following sections of this report.

### **Draft Housing Policy for the Peripheral Area:**

The draft Land Use concept on the next page illustrates the main directions of the housing policy currently under discussion. The policy will provide over-arching guidance on land use, density and design guidelines. Proposed housing developments will need to go through the rezoning and OCP amendment process which involves opportunities for further public input and Council's decision-making. Refinements to the draft policy will be made to reflect community feedback from the current consultation and the Committee of the Whole's comments.

### **General Considerations**

- Areas where no change of housing type is anticipated are shown in white and include McLallen and upper Sandown
- Existing and new trail connections are shown
- Approximate streamside and environmental setbacks are shown
- A buffer area to sensitively transition between new multi-family housing options and single family areas with generous setbacks and building heights stepping down to 2 storeys (or less) is illustrated.



**Area 1 - Belle Isle, Glenaire, Curling**

Housing options include duplex, triplex on and potentially, fourplex on single lots, depending on lot size. With assembly of properties, 3 storey rowhouses and townhouses are enabled.

**Area 2 – corner at Capilano, Fullerton and Sandown**

This area of the concept map has been updated to reflect recent input from residents on Sandown (see Summary of Community Feedback in this report). The potential for 3 storey townhouses or rowhouses is envisioned along with duplexes, triplexes and fourplexes. As most lots are comparatively small, assemblies are typically required.

**Area 3 – McGuire**

With assembly of these small lots, 4 storey low-rise apartments are enabled in this area where buildings would transition down from the planned mixed-use developments on hotel sites to the west.

**Area 4 – Garden**

Assembly of lots enables 3 storey townhousing in this area with a buffer area to provide sensitive transition to single family housing across the street.



**Lower Capilano Village Centre Peripheral Area Housing Options**

**Draft Land Use Concept (Updated June 11, 2014)**

-  **Ground Oriented Multifamily:**  
Duplex, Triplex, or Townhouse at up to 3 Storeys and 1.2 FSR
-  **Low Density Apartment:**  
Lowrise Apartment at up to 4 Storeys and 1.75 FSR
-  Approximate Environmental Setback
-  Existing Pathways
-  New Pathways
-  Approximate Neighbourhood Buffer - design measure to step down to 2 storeys and setback to single family homes



### **Environmental Considerations**

The Capilano River is a major environmental feature in the area requiring special design and development considerations. Protection of streamside habitat and environmental features will be required for lots along the Capilano River in keeping with the District's Development Permit Areas. There may be the potential for flood hazard on lots along the river south of Fullerton which would require special design features (e.g. flood construction levels). The District's green building strategy applies to new multifamily construction. Extension of a public pathway to enhance the local trail system along the river south of Fullerton would be accommodated outside of the environmentally sensitive area.

### **Design Guidelines and Good Neighbour Strategies**

Design of any new multi-family housing in the peripheral area will require special design measures to provide a sensitive transition to single family areas, reflect the unique character of the area and relate to/ step down from the Village Centre core. The District's multi-family design guidelines apply. In addition, good neighbour measures will be implemented. These involve consultation with neighbours during the design phase, a buffer area (wide setbacks and 2 storey heights or less) to single family homes and encouraging retention and, where possible, salvage of significant vegetation.

### **Community Amenity Contribution (CAC) Strategy**

Community amenity contributions to address increased demands on community facilities may be provided by developers when rezoning applications for increased density are approved. The Lower Capilano Village Centre Plan identifies amenities such as a new community centre, daycare, parks and plazas that are planned in the area to create a highly livable community. Any new multifamily housing in the peripheral area is anticipated to contribute to community amenities.

It is proposed that set target CAC rates consistent with District-wide (outside OCP growth centres) policy be applied to the peripheral area (\$5 sq. ft. for additional residential density for townhouse and \$15 sq. ft. additional residential density for apartments). Development in this area is less complex than sites within the core of OCP town and village centres which typically will have specific built amenities, road network improvements and site constraints thereby entailing a site-specific CAC approach in the core. The District is reviewing the CAC policy in late 2014/ early 2015 and as such may adjust CAC target rates.

### **Transportation**

The transportation strategy within the Lower Capilano Village Centre Plan accommodates the potential housing options in the peripheral area. Proposed new roads, enhanced road connectivity and lane configuration along with improved pedestrian, cycling and transit facilities in the Village Centre effectively support the potential growth and change in the area. Each development application will be required to provide adequate parking and effective access and egress facilities along with construction management / coordination strategies.

### **Summary of Community Feedback**

Overall, significant support for the draft housing policy has been expressed by participants at workshops, through on-line feedback and small group meetings involving neighbours,



builders and staff. Many participants would like to move forward to implementation so that they can consider more appropriate housing options to meet their needs. A desire to enhance the area and realize the vision for the Village Centre has been emphasized in feedback. Some participants have also expressed concerns about potential changes and want to maintain and enhance the character of their neighbourhood. Some concerns were expressed related to increased traffic potential and parking implications. Throughout the process, residents from the area south of Fullerton have expressed the greatest interest in the housing options discussed.

Participants emphasized the importance of Good Neighbour strategies and having an effective buffer area between existing single family and future multifamily homes. Further development of these guidelines is needed.

Following the May 28<sup>th</sup> community workshop, staff met with a group of residents who own properties on Sandown, mainly at the southern end of the street. These residents expressed concerns on the earlier draft concept plan shown at the workshop which identified Area 2 for low-rise apartment and only included 7 lots at the corners of Sandown, Fullerton and Capilano Road. Concerns were that the properties up to Graveley Street to the north should be considered for housing options/ changes and that low-rise apartments proposed in this area may not be appropriate with adjacent single family properties. Townhouses, rowhouses, duplex and triplex were seen as more appropriate forms of development for this neighbourhood. Staff were also encouraged to ensure residents on McLallen and northern Sandown that are not identified for potential changes are fully consulted. The concept plan in this report reflects updates to respond to this feedback.

Support was expressed for the proposed CAC approach. The need for a definition of townhouse and apartment with regards to applicable CAC rates was identified and will be addressed in preparing the proposed policy.

The direction to monitor implementation of the housing policy and make any necessary adjustments (e.g. design measures, extent of area) over time was well received.

Some concern was expressed regarding notification of the recent community workshop which occurred by emails to residents, printed invitations delivered by a carrier to households in the Lower Capilano Village area and information on the web. In response to these concerns, staff extended the feedback period to June 13<sup>th</sup>, sent out additional email information to residents in the area and coordinated a small group meeting with residents (mentioned above) to gain their feedback. Staff will also mail the current draft housing policy to all households in the peripheral planning area following the Committee of the Whole meeting to seek any further feedback.

### **Next Steps**

The next steps are to complete the current consultation, refine the draft housing policy based on the community and Committee of the Whole's feedback and then to forward the proposed policy to Council for final consideration.

**Timing/Approval Process:**

Council directed staff to develop housing policy for the peripheral area as one of the key priorities of implementing the Lower Capilano Village Centre Plan. Following a year-long community engagement process and significant community interest and support, staff anticipate making final refinements to the policy and forwarding it to Council for consideration in July, 2014.

**Concurrence:**

Staff from Planning, Transportation, Environment and Utilities have contributed to the development of this draft policy.

**Financial Impacts:**

While there are no direct financial impacts of this policy to the District, potential redevelopment to low density housing forms may contribute to community amenities in the area.

**Liability/Risk:**

The proposed housing policy is consistent with the Lower Capilano Village Centre Implementation Plan and reflects Council's policy and substantial community input. As such, there are no apparent liability or risks.

**Social Policy Implications:**

Enabling more diverse housing such as duplex, triplex and townhouses in this area provides greater housing options to address current and future community needs. The proposed housing options which are limited in Lower Capilano Village Centre and the District, are particularly suitable for those wishing to downsize and for young families.

**Environmental Impact:**

Development will be required to address environmental considerations such as protection of streamside areas and environmental features, potential flooding, ground water considerations and green building measures. Opportunities to increase current streamside setbacks and enhance habitat along with improving community access to trails along the river may result in environmental benefits.

**Public Input:**

As outlined in the analysis of this report, the community engagement process involved three phases with approximately 250 participants at workshops and small group meetings as well as input provided through email and on-line feedback. This input has informed the draft housing policy.

**Conclusion:**

Following a year-long community engagement process, a draft housing policy for the peripheral area in Lower Capilano Village Centre has been prepared to enable more diverse housing options such as duplex, triplex, townhouse and low rise apartments on key sites surrounding the future village core. Community feedback on the draft has generally been



**SUBJECT: Lower Capilano Village Centre – Housing Options for the Peripheral Area**

June 13, 2014

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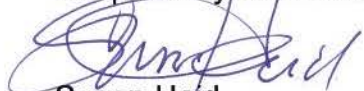
supportive with some specific comments for refinements. Staff are completing the consultation process and would like feedback from the Committee of the Whole in order to further refine the draft housing policy. This feedback will be used to prepare the proposed peripheral area housing policy which will be forwarded to Council for consideration of approval.

**Options:**

The Committee of the Whole may recommend to Council:

- a) THAT staff prepare the proposed housing policy for Lower Capilano Village Centre peripheral area for Council's consideration; or
- b) THAT this report be received for information at this time.

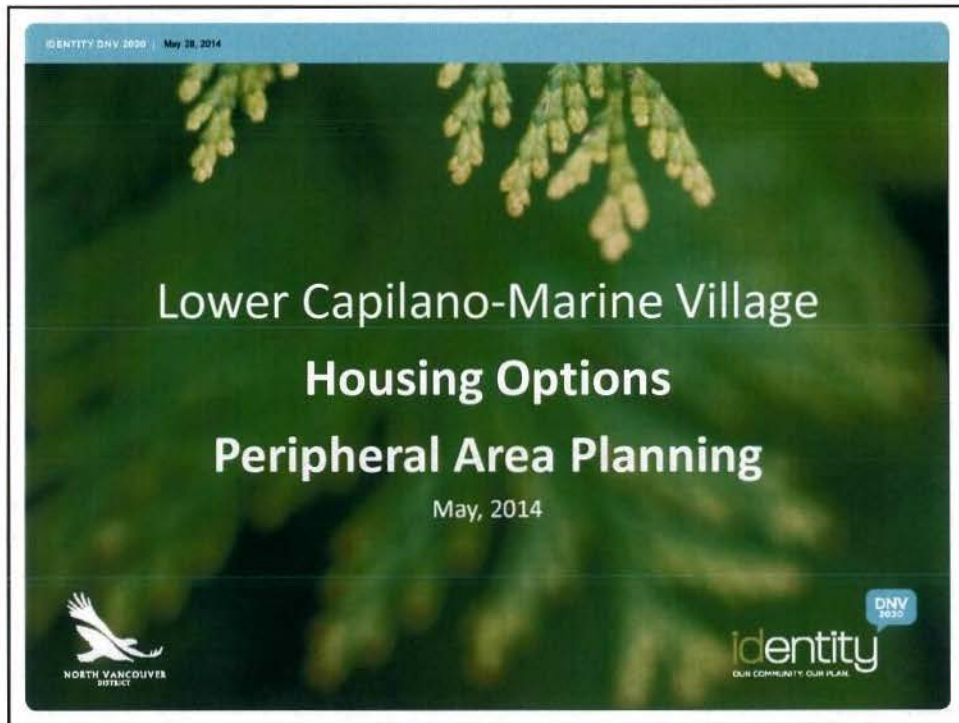
Respectfully submitted,



Susan Hald  
Manager – Sustainable Community Development

REVIEWED WITH:		
<input checked="" type="checkbox"/> Sustainable Community Dev. _____	<input type="checkbox"/> Clerk's Office _____	External Agencies:
<input type="checkbox"/> Development Services _____	<input type="checkbox"/> Communications _____	<input type="checkbox"/> Library Board _____
<input type="checkbox"/> Utilities _____	<input type="checkbox"/> Finance _____	<input type="checkbox"/> NS Health _____
<input type="checkbox"/> Engineering Operations _____	<input type="checkbox"/> Fire Services _____	<input type="checkbox"/> RCMP _____
<input type="checkbox"/> Parks & Environment _____	<input type="checkbox"/> ITS _____	<input type="checkbox"/> Recreation Com. _____
<input type="checkbox"/> Economic Development _____	<input type="checkbox"/> Solicitor _____	<input type="checkbox"/> Museum & Arch. _____
<input type="checkbox"/> Human resources _____	<input type="checkbox"/> GIS _____	<input type="checkbox"/> Other: _____





IDENTITY DNV 2013 | MAY, 2014

## Policy Context: Lower Capilano Village Centre Implementation Plan

- Approved by Council April, 2013
- Builds on the OCP housing policies
- Key directions for considering peripheral area housing

LOWER CAPILANO MARINE VILLAGE CENTRE IMPLEMENTATION PLAN

IDENTITY DIVY 2026 MAY, 2014

## Council's Objectives for Peripheral Area

- Consider a variety of primarily ground-oriented multi-family housing with some low density apartments that enhance the character of the neighbourhood
- Provide a transition to neighbouring homes and improve green space and connectivity

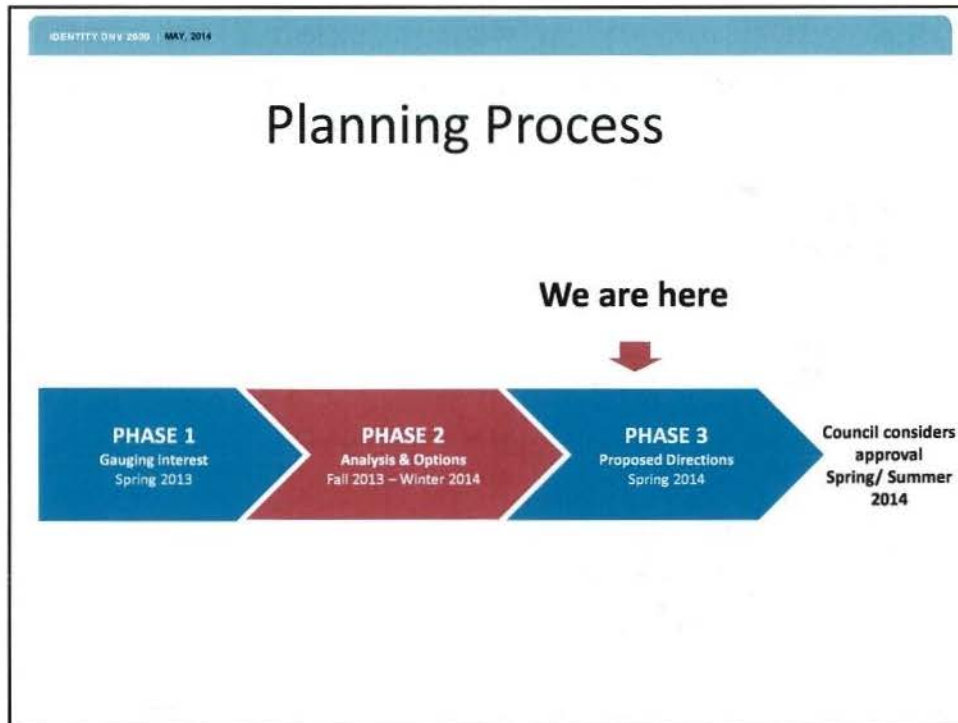


IDENTITY DIVY 2026 FEBRUARY 13, 2014

## Benefits of more diverse housing in peripheral area

- Opportunities to replace aging housing stock
- Provides for greater housing options, especially for:
  - Residents who wish to downsize and "age in place" in their community
  - Multi-generation families
  - Young families
- Accommodates a wider range of incomes





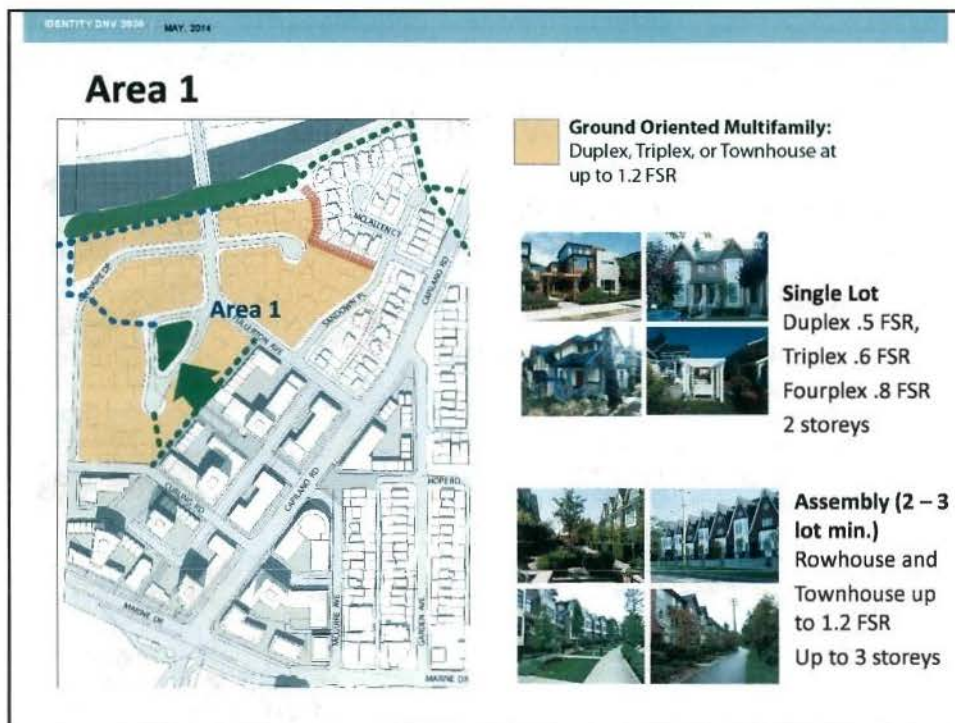
IDENTITY DIV 2030 | May, 2014

## What We've Heard

- **General support for housing directions presented in May and February 2014**
- Some refinements suggested and made
- Several interested groups of residents exploring housing options
- Please provide clarity on:
  - housing types and densities
  - community amenity contributions
  - environmental requirements
  - public trails and pathway considerations
  - design guidelines
- **When can we submit applications?**











IDENTITY DNV 2009 MAY, 2014


## Area 2



**Ground Oriented Multifamily:**  
Duplex, Triplex, or Townhouse at up to 1.2 FSR



**Assembly**  
Rowhouse and Townhouse up to 1.2 FSR  
Up to 3 storeys



**Large lots or assemblies**  
Duplex .5 FSR,  
Triplex .6 FSR  
Fourplex .8 FSR  
2 storeys

IDENTITY DNV 2009 MAY, 2014

## Area 3



**Low Density Apartment:**  
Lowrise Apartment at up to 1.75 FSR



**Assembly (4 lot min.)**  
Up to 4 Storeys



IDENTITY DNV 0500 MAY, 2014

## Good Neighbour Strategies

**General**

- Gradual redevelopment anticipated over many years
- Projects need to fit scale and character of area
- Consult with neighbours on design at an early stage

**District's Form and Character DPA for Multi-family Housing applies as well as:**

- Retain significant trees and vegetation where possible
- Maximize sunlight (using shadow analysis where necessary)
- Minimize over-view
- Wider setbacks to existing SF areas recommended
- Enclose garbage and recycling facilities
- Grading doesn't direct run-off to adjacent properties







IDENTITY DNV 0500 MAY, 2014

## Good Neighbour Strategies cont'd

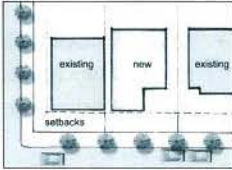
### Specific Design Provisions

**Siting requirements**


- Setbacks will vary based upon area specific conditions
- Increased setbacks on sites next to single family houses

**Building Size and Mass**


- A variety of building sizes and masses to vary streetscape
- Consider gable orientation and roof pitch that is sympathetic to neighbouring design
- Not exceed 50% of the site area



*Harmonized street front setbacks*



*Wide side yard adjacent to existing single family homes*





IDENTITY DNV 2008 MAY 2014

## Environmental Considerations

**Streamside Development Permit Area (Glenaire sites)**  
 Guidelines for a 'development free' streamside area

- 15 m from top of bank for sites  $\leq$  0.5 ha
- 30 m from top of bank for sites  $>$  0.5 ha


**Environmental Protection DPA (Glenaire sites)**

- Measures to protect habitat and vegetation

**Creek Hazard DPA (Glenaire sites)**

- Measures may be req'd for flood protection

**Applicants should engage qualified professionals if DP required. See <http://www.dnv.org/>**



IDENTITY DNV 2008 MAY 2014



## Community Amenity Contributions (CACs)

- Address growth related demand on community facilities
- May be provided by developers when rezoning applications for increased density are approved
- Needed amenities identified in the Village Centre Plan

CACs for this peripheral area should be negotiated at the time of rezoning based on the following targets:

- **\$5/ sq ft of increased residential gross floor area for townhouse, duplex, triplex or similar development**
- **\$15/ sq ft increase in residential gross floor area for apartment development**

The District is reviewing CAC target rates in late 2014 / 15



## Implementation and Monitoring

- Once Council approves Peripheral Area Housing Policy, development applications may be received
- All applications in the Peripheral Area subject to rezoning and OCP amendment process which includes public consultation
- Staff will monitor implementation over time and report on progress and any refinements needed to Council and community



## Next Steps – Lower Capilano Peripheral Area Housing Options

1. Refine draft policy based on feedback
2. Present draft policy to Council's Committee of the Whole, June
3. Make final refinements to policy
4. Present proposed policy to Council for approval - early July



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