

AGENDA

COMMITTEE OF THE WHOLE

Monday, July 13, 2015

7:00 p.m.

Committee Room, Municipal Hall

355 West Queens Road,

North Vancouver, BC

Council Members:

Mayor Richard Walton

Councillor Roger Bassam

Councillor Mathew Bond

Councillor Jim Hanson

Councillor Robin Hicks

Councillor Doug MacKay-Dunn

Councillor Lisa Muri



NORTH VANCOUVER
DISTRICT

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COMMITTEE OF THE WHOLE

7:00 p.m.
Monday, July 13, 2015
Committee Room, Municipal Hall,
355 West Queens Road, North Vancouver

AGENDA

1. ADOPTION OF THE AGENDA

1.1. July 13, 2015 Committee of the Whole Agenda

Recommendation:

THAT the agenda for the July 13, 2015 Committee of the Whole be adopted as circulated, including the addition of any items listed in the agenda addendum.

2. ADOPTION OF MINUTES

2.1. June 22, 2015 Committee of the Whole

p. 7-10

Recommendation:

THAT the minutes of the June 22, 2015 Committee of the Whole meeting be adopted.

3. REPORTS FROM COUNCIL OR STAFF

3.1. Lower Lynn Town Centre Industrial Lands Strategy

p. 13-19

File No. 13.6480.30/002.001

Recommendation:

THAT it be recommended to Council:

THAT the June 7, 2015 joint report of the Section Manager – Policy Planning and Policy Planner entitled Lower Lynn Town Centre Industrial Lands Strategy be received for information;

AND THAT staff be directed to proceed with preparing, for Council's consideration, new zoning regulations for the Lower Lynn Town Centre industrial area.

3.2. Names for Lower Capilano Village Centre, Lower Lynn Town Centre and the new Community Recreation Facility in Delbrook

File No. 01.0380.20/074.000

Recommendation:

THAT it be recommended to Council:

THAT “Lions Gate” as the new name for the Lower Capilano Village Centre is endorsed;

AND THAT “Delbrook Community Recreation Centre” as the name for the new community recreation centre in Delbrook is endorsed;

AND THAT “Lynn Creek” as the new name for Lower Lynn Town Centre is endorsed.

4. PUBLIC INPUT

(maximum of ten minutes total)

5. RISE AND REPORT

Recommendation:

THAT the July 13, 2015 Committee of the Whole rise and report.

MINUTES

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**DISTRICT OF NORTH VANCOUVER
COMMITTEE OF THE WHOLE**

Minutes of the Committee of the Whole Meeting of the Council for the District of North Vancouver held at 7:00 p.m. on Monday, June 22, 2015 in the Committee Room of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Acting Mayor L. Muri
Councillor R. Bassam
Councillor M. Bond (7:02 pm)
Councillor J. Hanson
Councillor R. Hicks (7:02 pm)
Councillor D. MacKay-Dunn

Absent: Mayor R. Walton

Staff: Mr. D. Stuart, Chief Administrative Officer
Mr. B. Bydwell, General Manager – Planning, Properties & Permits
Ms. C. Grant, General Manager – Corporate Services
Mr. G. Joyce, Acting General Manager – Engineering, Parks & Facilities
Mr. D. Milburn, Deputy General Manager – Planning, Properties & Permits
Mr. D. Desrochers, Manager – Engineering Projects & Development Services
Mr. J. Gordon, Manager – Administrative Services
Ms. J. Paton, Manager – Development Planning
Ms. E. Geddes, Section Manager – Transportation
Ms. T. Smith, Project Manager – External Projects
Mr. E. Wilhelm, Planner
Ms. C. Archer, Confidential Council Clerk

Also in

Attendance: Mr. Jason Jardine, Parsons Consulting
Ms. Dragana Mitic, City of North Vancouver
Mr. Norm Wong, District of West Vancouver

1. ADOPTION OF THE AGENDA

1.1. June 22, 2015 Committee of the Whole Agenda

MOVED by Councillor MACKAY-DUNN

SECONDED by Councillor BASSAM

THAT the agenda for the June 22, 2015 Committee of the Whole be adopted as circulated, including the addition of any items listed in the agenda addendum.

CARRIED

Absent for Vote: Councillors BOND and HICKS

2. ADOPTION OF MINUTES

2.1. May 25, 2015 Committee of the Whole

MOVED by Councillor MACKAY-DUNN

SECONDED by Councillor HANSON

THAT the minutes of the May 25, 2015 Committee of the Whole meeting be adopted.

CARRIED

Absent for Vote: Councillors BOND and HICKS

Councillors BOND and HICKS arrived at this point in the proceedings.

3. REPORTS FROM COUNCIL OR STAFF

3.1. Highway 1 Operations Review

File No. 16.8620.20/053.000

Mr. Jason Jardine, Parson Consulting, consultants to the Ministry of Transportation and Infrastructure, provided an update on a study of Highway 1 Operations from Lynn Valley Road to Willingdon Avenue, highlighting that:

- The study examined 10 interchanges and their on/off ramps as they influence congestion, with a closer focus on interchanges from Hastings Street to Lynn Valley Road;
- Data was collected from the counter on the Ironworkers Memorial Bridge and supplemented with population, employment and building permit information;
- Daily traffic growth over 10 years was slightly less than North Shore population growth;
- There has been an increase in the number of workers commuting to the North Shore;
- Seasonal data showed that off-peak (non-rush hour) traffic is higher in the summer months;
- Traffic on the Ironworkers Memorial Bridge is often near or over capacity weekdays from 2:00 pm to 6:00 pm;
- As the bridge reaches capacity, peak traffic time spreads earlier and later;
- There has been much higher growth in the pm peak period than in the am peak period;
- Key choke points, such as the weave between the Fern Street on ramp and Main Street off ramp, determine how much traffic can cross the bridge;
- North Shore interchanges were designed and built over 50 years ago and do not meet current best practices; and,
- Potential mitigation measures include implementing the planned Lower Lynn and Mountain Highway interchange improvements and changes to configurations on the south side of the bridge.

Public Input:

Mr. Corrie Kost:

- Suggested requesting traffic information from TomTom;
- Noted that heavy vehicle traffic has a significant impact on the bridge; and,
- Opined that while there is no fee for using roadways and bridges, gas taxes are a fair system of taxation for road use.

Resident of North Vancouver:

- Commented that if the growth trend indicated in the study continues, local people who use the highway to cross the North Shore will be forced onto local roads, which are not being improved and will become more congested.

3.2. Amendments to the Sign Bylaw

File No. 08.3227.14/000.000

Mr. Erik Wilhelm, Planner, gave a presentation on possible amendments to the Sign Bylaw highlighting that:

- Council had directed staff to report back with a general discussion of signage after denying variances to the Sign Bylaw for the Seylynn development;
- Initial research has been completed focusing on real estate signs, banners, construction signs and construction hoarding signs; and,
- Staff consulted with developers, real estate companies and other municipalities.

Mr. Wilhelm provided examples of different signs that are and are not permitted in the District and an overview of possible changes to the Sign Bylaw.

Council discussion ensued:

- Staff clarified that sandwich board signs are not permitted under the existing Sign Bylaw and that an updated Sign Bylaw would provide clarification;
- Staff noted enforcement for sandwich board signs is on a complaint basis and may result in seizure, but no fines;
- Staff noted there is loose language in the current Sign Bylaw about 'portable signs' – individual businesses would be allowed one sign, but may not block pedestrian traffic;
- Staff advised that it is not possible to cover all possibilities, so would advise applying for a variance if the size or type of sign does not fall clearly within the Sign Bylaw;
- Council queried if staff considered restricting construction signs to town centres;
- Council commented that open house signs are up and down in a matter of hours and construction signs are up for much longer, and they should therefore be treated differently;
- Council queried how long construction signs may be displayed and if there are clear guidelines about when signs may be posted and when they must be removed; and,
- Staff clarified that sign companies usually contact the District for information and permitting under the Sign Bylaw, not developers.

Council requested that information be given to developers with specific information on sign regulations and fines. Staff confirmed that developers are made aware of the Sign Bylaw during the Development Permit process.

Public Input:

Mr. Corrie Kost:

- Noted that developers were consulted about possible amendments to the Sign Bylaw, but the public was not;

- Queried how the District might regulate ads projected onto buildings; and
- Commented that people walking around with sandwich board signs are a distraction.

Council requested information on how many complaints have been received regarding sandwich board signs.

MOVED by Councillor BOND

SECONDED by Councillor BASSAM

THAT the presentation of the Planner be received.

CARRIED

4. PUBLIC INPUT

Nil

5. RISE AND REPORT

MOVED by Councillor BOND

SECONDED by Councillor BASSAM

THAT the June 22, 2015 Committee of the Whole rise and report.

CARRIED
(8:34 pm)

Mayor

Municipal Clerk

REPORTS

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AGENDA INFORMATION	
<input checked="" type="checkbox"/> Committee of the Whole	Date: <u>JULY 13/2015</u>
<input type="checkbox"/> Finance & Audit	Date: _____
<input type="checkbox"/> Advisory Oversight	Date: _____
<input type="checkbox"/> Other:	Date: _____

SOS
For
Dept.
Manager

H
GM/
Director

W
CAO

The District of North Vancouver REPORT TO COMMITTEE

June 7, 2015

File: 13.6480.30/002.001.000

AUTHOR: Sarah Dal Santo, Section Manager Policy Planning AND
Ross Taylor, Policy Planner

SUBJECT: Lower Lynn Town Centre Industrial Lands Strategy

RECOMMENDATION:

THAT the Committee of the Whole recommends:

1. THAT Council receive this report for information, and
2. THAT Council direct staff to proceed with preparing, for Council's consideration, new zoning regulations for the Lower Lynn Town Centre industrial area.

REASON FOR REPORT:

This report provides an early check-in with Council on the preliminary findings of the Lower Lynn Town Centre (LLTC) Industrial Lands Strategy that is needed to inform consideration of new zoning regulations for this area.

SUMMARY:

Staff has embarked on a LLTC Industrial Lands Strategy to inform our understanding of the role of this area and its relationship to the rest of the Town Centre. This area has the potential to supply a unique mix of eclectic and innovative services to help energize and complement the adjacent revitalization in the Town Centre. Through a series of stakeholder workshops with local business operators and land owners, we were able to collect information on the key issues, opportunities and regulatory constraints for local business. Staff finds that changes to the Zoning Bylaw to allow for more flexible zoning would be beneficial to encourage business investment and expansion in this area, and staff is seeking Council direction to bring this work forward for Council's consideration.

BACKGROUND:

In 2010 Staff was instructed to undertake a review of the business zoning regulations as part of the District's economic development strategy and to encourage business investment and job creation in our community. Arising from this work and informed by feedback from the

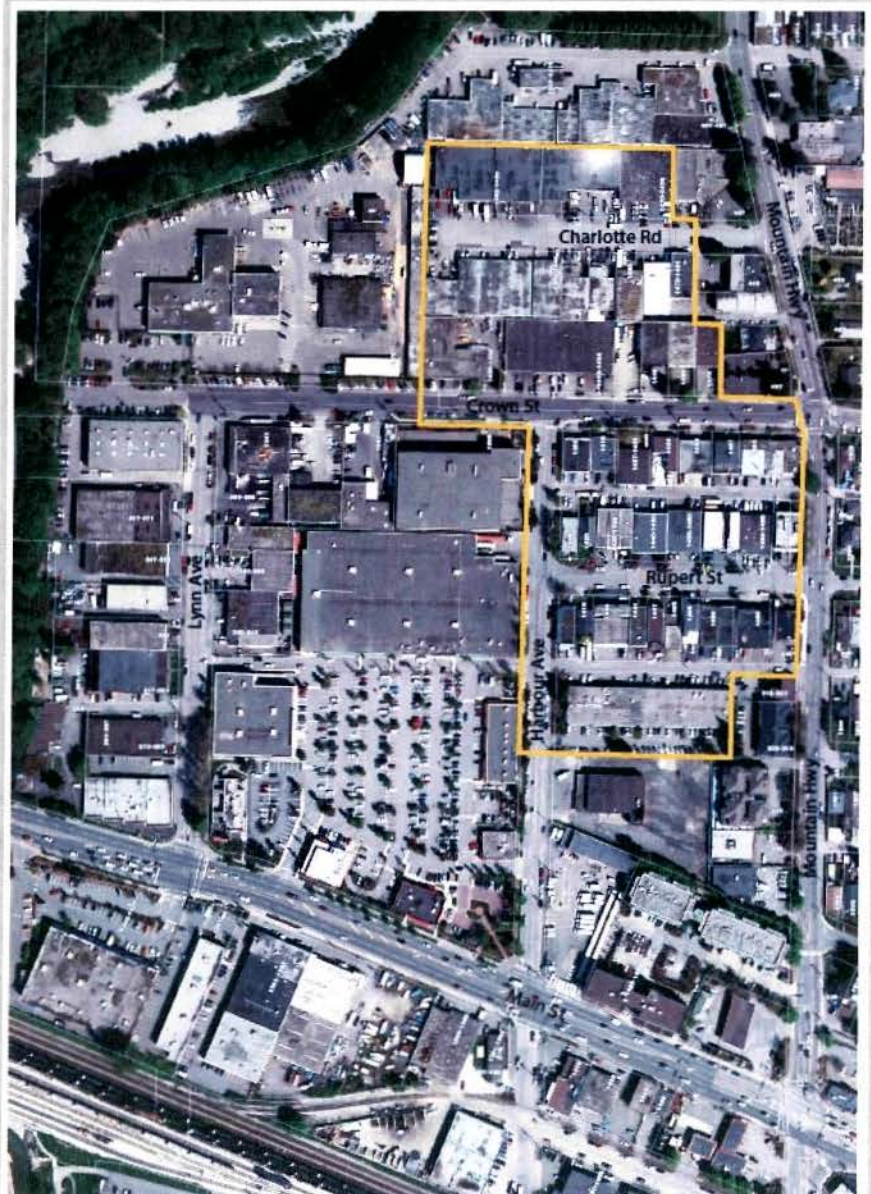
community, stakeholders and Council; the District established two new zones: EZ-LI (Employment Zone - Light Industrial) and EZ-I (Employment Zone – Industrial). EZ-LI was proposed to replace the former Light Industrial (I3) and Commercial Business (C8) zoning, and EZ-I was proposed to replace the former Waterfront Industrial (I1) and General Industrial (I2) zoning. This process led to the rezoning of industrial zones in the Pemberton (south of Marine Drive), Lower Lynn (south of Barrow Street), Maplewood (Riverside Drive/Spicer Road) areas to EZ-LI and EZ-I, as appropriate.

Rezoning of the I3 areas located north of Main Street and west of Mountain Highway was delayed pending the completion of the Lower Lynn Town Centre Implementation Plan, and in recognition of the uniqueness of this older, established “incubator” area for local businesses located next door to an emerging higher density mixed use and residential area.

In January 2014, at Committee of the Whole discussions with staff on the Draft Lower Lynn Town Centre Design Guidelines, Council instructed staff to take a closer look at the LLTC Industrial area to better understand the value and potential for this area and its relationship to the rest of the Town Centre. To address this direction from Council, staff organized a multi-stakeholder LLTC “Branding” session in April 2014 and also retained Urban Forum Associates to embark on a LLTC Industrial Lands Strategy.

The study area boundaries for the LLTC Industrial Lands Strategy are identified on the adjacent figure. This boundary was determined based on the following:

- Captures many of the older, smaller industrial lots and buildings
- Centred around Crown Street which will become a major east/west pedestrian and cycling connector
- Located closer to Mountain Highway and adjacent to the proposed new Town Centre heart.



Lower Lynn Industrial Lands Strategy Study Area

This area contains 39 properties and supports an estimated 103 businesses. These parcels will continue to support existing, new and growing businesses and will benefit from their central location in this emerging Town Centre.

EXISTING POLICY:

Official Community Plan Bylaw 7900 (2011) sets District-wide land use designations and includes policies to:

- protect the function of employment lands,
- encourage intensification of uses and a diverse range of uses on employment lands, and
- facilitate the delivery of services and infrastructure to employment lands to provide a climate suitable for business investment and job growth

The Lower Lynn Town Centre Implementation Plan (2013) reaffirms the desire to protect and enhance industrial lands, and encourages various measures to minimize potential impacts to surrounding land uses. In addition, this plan calls for a review of the Zoning Bylaw (industrial lands) regulations to facilitate intensification of light industrial uses and that the business community should be consulted through this process.

The Zoning Bylaw 3210 (1965) sets zoning regulations for various industrial land zones including Waterfront Industrial, General Industrial, Light Industrial, Interim Industrial, Storage Industrial, Employment Zone – Industrial, and Employment Zone – Light Industrial.

The District's Economic Development Strategy aims to create a positive business climate that supports expansion and diversification of the District of North Vancouver's economy and contributes to the quality of life for residents.

ANALYSIS:

Preliminary insight on the vision for this industrial area was derived from the multi-stakeholder Lower Lynn Town Centre (LLTC) "Branding" workshop held in April 2014. Here an assembled group of approximately 20 marketing and urban design consultants, architects, planning, parks and Arts Office staff worked to creatively explore the vision for the entire LLTC.

Subsequently, and as part of the Lower Lynn Town Centre Industrial Lands Strategy work, staff and Urban Forum Associates organized two alternative workshops with local business operators and land owners to gather first-hand data on the issues and opportunities for local businesses in the identified Lower Lynn Town Centre industrial lands. These workshops were held at the Operations Centre on April 23 and 28 of this year, and in total, approximately 32 land owners and business operators were in attendance.

Input received from these combined workshops has helped inform the analysis and findings of the Lower Lynn Industrial Lands Strategy as follows.

Vision for the LLTC Industrial Lands (comments from the LLTC Branding workshop and LLTC Industrial Lands Strategy workshops)

- Embrace local business, small business as playing a key role in the local and regional economy and playing a role in energizing, animating, complementing and infusing new ideas and energy and excitement to the emerging LLTC.
- Celebrate the eclectic, random, innovation and "funkiness" of these businesses.

- Continue to encourage small lot sizes and business frontages to add variety and liveliness to the street experience.
- Continue to encourage flexibility and choices – in uses, spaces to adapt to changing business needs and zoning to promote innovation, opportunity and experimentation. Industrial, commercial and residential areas in the LLTC need to be considered as integral, connected and unified components of the town centre.
- Consider opportunities to integrate an art gallery, craft beer brewery, pub, farmer's market, live music, entertainment to enliven and energize this area.



Issues (comments from the LLTC Industrial Lands Strategy workshops)

- Shared concern that parking in the area is very limited, both on-street parking and on-site.
- Traffic congestion hinders access to this area, and that traffic and pressures for limited parking could increase as the area redevelops.
- The pedestrian/cycling infrastructure in this area needs to be improved. Sidewalks are not continuous and are often interrupted by driveways.
- Potential for conflict between industrial uses (noise, smells, truck traffic) and new/emerging residential uses.
- Concern for increased taxes to businesses if the area changes over time.
- Strong interest in keeping residential uses outside of the industrial land area.
- Some concern for break-ins and current streets are not well lit and very quiet at night.
- Some concern for landscaping protection requirements versus need for onsite parking.
- Older buildings may not be up to code and may be vulnerable to natural hazards. Potential requirements to upgrade buildings may be prohibitively expensive.
- Concern for higher lease rates and taxes for rental spaces.

Opportunities (comments from the LLTC Industrial Lands Strategy workshops)

- Continued role as an incubator area for an eclectic mix of businesses.
- Many owners/operators are North Shore residents.
- Opportunities for creative/innovative approach to parking issues (e.g. pooled parking facility), as well as a new Park and Ride Facility at Phibbs Exchange.
- Opportunities for complementary uses at different times of the day/night.
- Service industries – furniture building, draperies, carpeting, plumbing, dry cleaners, restoration and other core services will benefit from access to future new residents.
- Opportunities to sub lease office space that won't conflict with industrial uses.
- Over time, the Lower Lynn Town Centre may provide new markets for businesses and services, as well as new and more affordable housing opportunities for employees.
- Business operators, employees, and new residents of town centre will be able to walk to services, retail, jobs and transit.
- Access to Phibbs Exchange and frequent transit service along Mountain Highway.
- Access to Lynn Creek and other natural areas and trails.
- The proposed footbridge on Hunter Street will facilitate permeability and pedestrian access to the City of North Vancouver/Park and Tilford.
- Potential for a small amount of retail mixed in with industrial to allow manufacturers to sell their products in low volumes, to pedestrians travelling through the area. Major retail needs to be focussed on Mountain Highway, as appropriate.
- Older buildings with low rent and light industrial zoning designation are highly desirable.
- Older, open span two-storey buildings provide flexible spaces that can be easily converted to other uses (shared office space, film studio, sound studio, fitness studio etc.).

Regulatory Constraints (comments from the LLTC Industrial Lands Strategy workshops)

- Parking requirements and restrictive zoning/business license regulations prevents optimal use of buildings (e.g. vacant upper floors) and limits capacity for business development and future growth.
- Current zoning limits ability of businesses to have a full-size outdoor patio.
- Need more flexible zoning to support business vitality and investment.

- Continue to permit all core service industries, while allowing for organic change over time.
- Permit a greater range of complementary commercial and retail uses.
- Permit greater range of uses in buildings.
- Relax on-site parking requirements.
- Reduce landscaping requirements.
- Limit impacts of industrial/commercial uses adjacent to residential.
- Consider allowing limited opportunities to sell directly to the public, while still maintaining industrial as primary use. (Some retail is permitted as an accessory use).
- Consider allowing limited office space on upper floors.
- Continue to restrict/limit residential to caretaker suites.
- Consider allowing multi-level above ground parking to address high water table and limited on-site space.
- Manage potential for conflicts between different uses.

Timing/Approval Process:

A number of businesses are keen to see the introduction of more flexible zoning in the LLTC and since the stakeholder workshops there have been inquiries from several participants seeking information on the status and timing of the rezoning process.

Financial Impacts:

Enabling more flexible zoning for industrial uses could have positive financial benefits to the District by facilitating business retention and investment in new business, growth in employment opportunities and potential increases in tax revenues.

Liability/Risk:

New zoning regulations will encourage flexibility and innovation while at the same time help to manage the potential for conflicts between different land uses. No liabilities or risks to the District are anticipated through completion of the LLTC Industrial Lands Strategy and the preparation of new zoning regulations.

Social Policy Implications:

Protecting and providing more flexibility for local businesses may create new jobs for District residents, help strengthen our industrial economy, expand the provision of goods and services and infuse new energy and excitement into the emerging LLTC.

Environmental Impact:

New zoning regulations may consider opportunities to relax onsite parking requirements which may, in turn, create more space for onsite landscaping. Access to employment lands and nearby jobs will enable some local residents to take active (walking and cycling) and environmentally friendly modes of transportation to work with less reliance on automobiles.

Public Input:

Should Council direct staff to prepare new zoning regulations for the LLTC Industrial lands, the rezoning process will involve a public hearing. At least one additional public engagement opportunity with the community prior to rezoning is also advised.

CONCLUSION

Informed by the feedback from local business operators and land owners, and with the aid of the consultants, staff are currently reviewing both the current I3 zoning and the alternative, more flexible EZ-LI zoning. Through this work, staff will identify zoning bylaw amendments that may be needed for this LLTC industrial area to support local business needs and to achieve the vision for this area. Staff suggests that there is an opportunity to amend the zoning regulations to consider:

- Expanding the range of appropriate and complementary commercial retail and service uses to encourage business expansion or alteration to accommodate additional uses supported by the LLTC Industrial area vision;
- Permitting a wider application of food and beverage services (including outdoor patios) in the front of lots and potentially in rear lanes; and
- Reducing the parking requirements, under certain circumstances, to facilitate full use of space in industrial buildings.

Should Council approve the recommendations in this report, staff will proceed to prepare, for Council's consideration, new zoning regulations for the defined LLTC industrial area.

Respectfully submitted,



Sarah Dal Santo
Section Manager Policy Planning

AND



Ross Taylor
Policy Planner

REVIEWED WITH:

☐ Sustainable Community Dev. _____

☐ Development Services _____

☐ Utilities _____

☐ Engineering Operations _____

☐ Parks _____

☐ Environment _____

☐ Facilities _____

☐ Human Resources _____

☐ Clerk's Office _____

☐ Communications _____

☐ Finance _____

☐ Fire Services _____

☐ ITS _____

☐ Solicitor _____

☐ GIS _____

External Agencies:

☐ Library Board _____

☐ NS Health _____

☐ RCMP _____

☐ Recreation Com. _____

☐ Museum & Arch. _____

☐ Other: _____

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Memo

July 6, 2015
File: 01.0380.20/074

TO: Mayor and Council

FROM: Karen Rendek, Community Planner, Chair of the Place Naming Committee

SUBJECT: Names for Lower Capilano Village Centre, Lower Lynn Town Centre and the new Community Recreation Facility in Delbrook

Council has previously considered new names for Lower Capilano Village Centre, the new community recreation centre in Delbrook and Lower Lynn Town Centre. While Council has expressed a preference for Lions Gate to replace Lower Capilano Village Town Centre, decisions are needed for the other two as well as formal motions for all three.

It is recommended that Council endorse:

1. "Lions Gate" as the new name for the Lower Capilano Village Centre;
2. "Delbrook Community Recreation Centre" as the name for the new community recreation centre in Delbrook; and
3. "Lynn Creek" as the new name for Lower Lynn Town Centre.

New Community Recreation Centre

While the new community recreation centre is scheduled to open in the Fall of 2016, ongoing public communications regarding the status of the project and need for signage on the site has elevated naming of this facility to high priority.

The Naming Selection Criteria and Procedures Corporate Policy offers the following community facility specific selection criteria to guide the naming of a new community facility:

- reflect geographic location (e.g. well-known street, natural feature, neighbourhood);
- reflect or share the name of an adjacent park;
- commemorate an historic event or event of cultural significance;
- help create an identity appropriate to public communications and marketing as well as civic and community goals;

SUBJECT:

Names for Lower Capilano Village Centre, Lower Lynn Town Centre and the new Community Recreation Facility in Delbrook

Page 2

- reflect user programs and services as a secondary naming consideration; and
- generally avoid the use of honourific names.

In applying both the general and community facility specific naming selection criteria, the Place Naming Committee considered and evaluated a number of different names for this new community recreation facility including Queens, Edgemont, Mosquito Creek and Delbrook. "William Griffin" was excluded given that redevelopment permits an opportunity to find a new name that is not an honourific name. While all four names are consistent with the policy, the Place Naming Committee supported Delbrook. Council has been split between Mosquito Creek and Delbrook.

Recommendation:

That Council endorse "Delbrook Community Recreation Centre" as the name for the new community recreation centre in Delbrook.

Lower Lynn Town Centre

Staff need to complete planning work, centres branding and the new District web site's neighbourhood pages.

The Naming Selection Criteria and Procedures Corporate Policy offer the following place naming specific selection criteria:

- take cues from the local, geographic, historical, social or cultural context;
- have a strong positive connection to the local community;
- consider the emerging identity and character for town and village centres; and
- contribute to the establishment of community identity and sense of place.

In applying both the general and specific place naming selection criteria, as well as community and stakeholder input the Place Naming Committee recommended the name "Bridge District". Council has not supported "Bridge District" and instead suggested the name should reflect a geographic or historic reference such as Seylynn, Seven Bridges or Lynn Creek.

Recommendation:

That Council endorse "Lynn Creek" as the new name for Lower Lynn Town Centre.

Following the selection of a new name, District staff will notify relevant public utility organizations, government agencies, emergency responders, internal departments (for updates to databases and GeoWEB), Google Maps, and other groups as needed, of this change. Updates to various plans and/or bylaws may also be needed, as appropriate.