

AGENDA

COUNCIL WORKSHOP

Monday, April 18, 2016

5:30 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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COUNCIL WORKSHOP

5:30 p.m.
Monday, April 18, 2016
Committee Room, Municipal Hall,
355 West Queens Road, North Vancouver

AGENDA

1. ADOPTION OF THE AGENDA

1.1. April 18, 2016 Council Workshop Agenda

Recommendation:

THAT the agenda for the April 18, 2016 Council Workshop be adopted as circulated, including the addition of any items listed in the agenda addendum.

2. ADOPTION OF MINUTES

2.1. March 29, 2016 Workshop Agenda

p. 7-10

Recommendation:

THAT the minutes of the March 29, 2016 Council Workshop are adopted.

3. REPORTS FROM COUNCIL OR STAFF

3.1. Lower Lynn Interchanges Update

p. 13-16

File No.

Recommendation:

THAT the April 8, 2016 report of the Project Manager – External Project Services, entitled Lower Lynn Interchanges Update be received for information.

3.2. Pay Parking in the District of North Vancouver Parks with Regional Use

p. 17-30

File No.5460-49.00

Recommendation:

THAT the April 13, 2016 report of the General Manager – Engineering, Parks & Facilities, entitled Pay Parking in the District of North Vancouver Parks with Regional Use be received for information.

4. PUBLIC INPUT

(maximum of ten minutes total)

5. ADJOURNMENT

Recommendation:

THAT the April 18, 2016 Council Workshop be adjourned.

MINUTES

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**DISTRICT OF NORTH VANCOUVER
COUNCIL WORKSHOP**

Minutes of the Council Workshop Meeting of the Council for the District of North Vancouver held at 6:04 p.m. on Tuesday, March 29, 2016 in the Committee Room of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Mayor R. Walton
Councillor R. Bassam
Councillor M. Bond
Councillor J. Hanson
Councillor R. Hicks
Councillor D. MacKay-Dunn
Councillor L. Muri

Staff: Ms. C. Grant, Acting Chief Administrative Officer
Mr. D. Milburn, Acting General Manager – Planning, Properties & Permits
Mr. A. Wardell, Director – Financial Services
Mr. J. Gordon, Manager – Administrative Services
Ms. J. Paton, Manager – Development Planning
Ms. L. Brick, Deputy Municipal Clerk
Ms. S. Dal Santo, Section Manager – Planning Policy
Ms. A. Reiher, Confidential Council Clerk

1. ADOPTION OF THE AGENDA

1.1. March 29, 2016 Council Workshop Agenda

MOVED by Councillor MURI

SECONDED by Councillor BASSAM

THAT the agenda for the March 29, 2016 Council Workshop be adopted as circulated.

CARRIED

2. ADOPTION OF MINUTES

2.1. March 7, 2016 Council Workshop

MOVED by Councillor MURI

SECONDED by Councillor MACKAY-DUNN

THAT the minutes of the March 7, 2016 Council Workshop meeting be adopted.

CARRIED

3. REPORTS FROM COUNCIL OR STAFF

3.1. Rental and Affordable Housing Workshop

File No. 13.6480.30/003.000

Mr. Dan Milburn, Acting General Manager – Planning, Properties and Permits, provided an overview of the Policy Framework on Affordable Housing.

Mr. Milburn reported that the next steps will include a Community Amenity Contribution Allocation discussion, a Tenant Assistance Policy Workshop, a presentation of the stakeholder engagement results, a community engagement process, and an ongoing review of development applications.

Mr. Milburn reviewed the key components of the Policy Framework, noting that if opportunities for onsite maintenance, renovation and restoration have been exhausted, rental redevelopment proposals may be considered based on the ability to:

- Provide rental replacement at a ratio which may be less than 1:1 as long as these replacement units are affordable to low and moderate income households;
- Ensure affordable units that are integrated as part of the market housing development; and,
- Include a diverse mix of unit sizes.

Mr. Milburn commented on the need to prioritize the redevelopment of town and village centres to provide ready access to Frequent Transit Networks (FTN), commercial and community services.

Mr. Milburn advised that to preserve and expand the low end market rental and market rental housing supply, it would be necessary to expand the supply consistent with the Official Community Plan (OCP), maintain strata rental policies, to prioritize the maintenance, restoration and retention of existing purpose built rental homes, and to create a Tenant Assistance Policy.

Mr. Milburn discussed that meeting the needs of low and moderate income earners includes being innovative, looking for opportunities with partners, negotiating land, units or cash contributions from redevelopments, providing affordable housing in all key centres and considering additional density and height.

Mr. Milburn advised that affordable housing can be incentivized by re-evaluating parking standards in town centres and on the FTN. It was noted that no development cost charge waivers would be appropriate as incentives.

Mr. Milburn brought forth the question to Council on how to prioritize the maintenance, restoration and retention of existing purpose built rental units and whether the policy direction should be extended to existing multi-family units under private ownership outside of town centres with a focus on the entry level market ownership to meet the needs of families, seniors and first time homebuyers.

Council discussion ensued and the following comments and concerns were noted:

- Queried if the items presented are compliant with the current OCP and how many projects the District has received enquiries on;
- Questioned the homeowner process, as well as the issues and decisions that would be brought to Council if a strata proposed to sell;

- Queried if depreciation reports are required for all stratas;
- Suggested a review of the OCP by Council to review the impact of density increases within current zoning and outside of town centres. The majority of Council did not support this suggestion;
- Questioned if Council would be effective in the sustainable maintenance of a strata and commented on the limitations of the bylaws on single family home maintenance and recommended it be revised to target a variety of homes effectively;
- Mentioned the need for homeowners to consider the OCP when redeveloping and the need to treat privately owned properties in the District equally;
- Queried if the OCP states the amounts of units to be rebuilt are the same number of units currently on the land;
- Expressed non-support to the policy as it is not in place for single family homes and would lose affordability. This view was expressed by a minority of Council;
- Expressed concern that Council would impact the housing market without a proper understanding of the market;
- Suggested Council support the housing opportunities outside of the town centres and that Council move toward a decision;
- Mentioned that most requests received by developers involve an increase in the number of units for marketability and suggested the formation of a Development Committee to address these issues;
- Mentioned that most complexes are in close proximity to schools and transit and not necessarily in town centres;
- Opined that an OCP review would halt the progress of Council and suggested to move to a simple classification system including density caps and clear guidelines to geographic locations; and,
- Commented on the need to properly communicate the OCP to residents.

Mr. Milburn reported that staff is committed to providing information to Council on preliminary applications received from developers and how the proposed sites would meet the needs and objectives of the community.

Mr. Milburn advised that the question on whether or not depreciation reports are required by the strata will be answered in a future meeting of Council. Mr. Milburn also stated that the Standards of Maintenance Bylaw will be returning to Council for further discussion.

Public Input:

Mr. Eric Miura, 1400 Block Frederick Rd:

- Commented on the affordable stock of housing and the number of depreciation tools available; and,
- Opined that the retention of existing strata is important and encouraged the restoring of current strata properties.

4. ADJOURNMENT

MOVED by Councillor MURI

SECONDED by Councillor HICKS

THAT the March 29, 2016 Council Workshop be adjourned.

CARRIED
(7:34 pm)

Mayor

Municipal Clerk

REPORTS

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Briefing Note
Lower Lynn Interchanges Update
April 8, 2016

Reason for the Report

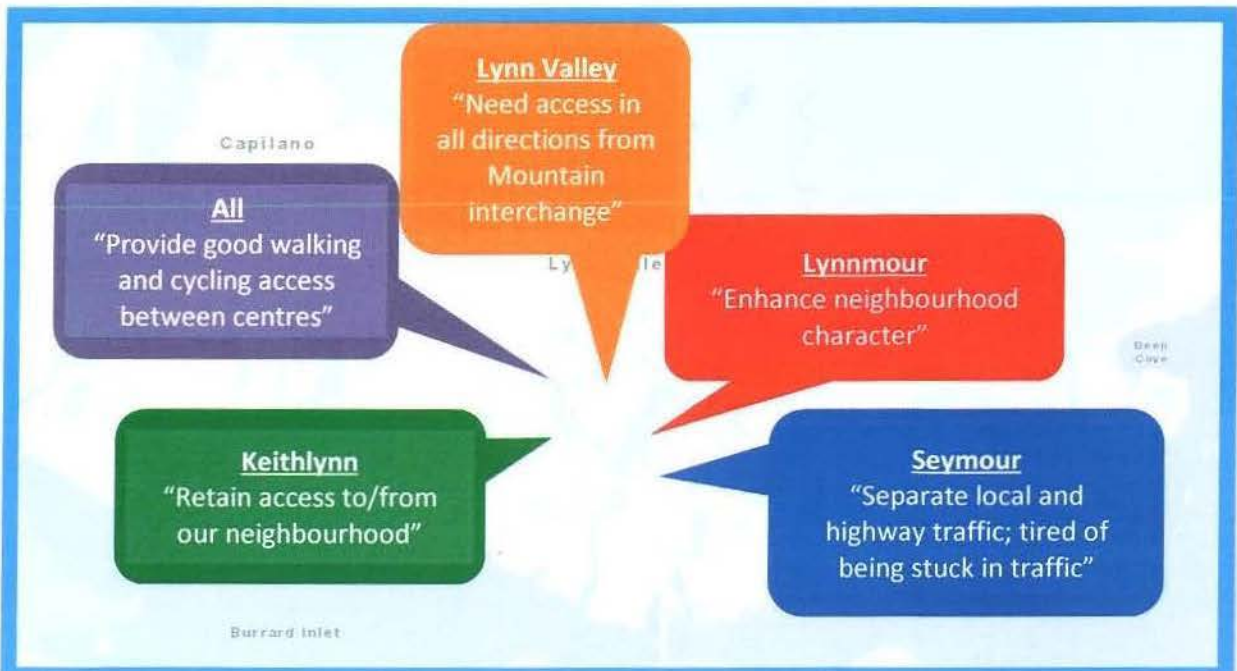
At the April 18th, 2016 Council Workshop, District staff will provide an update on the ongoing evolution of the Lower Lynn interchange improvements to better separate local and highway traffic. The District is working with the Ministry to review further options for getting around within the municipality when the highway is congested. Ministry of Transportation and Infrastructure (MOTI) staff plan on attending the Council session to be available for questions about the project.

Background

The interchanges design is actively evolving beyond the interchange design package proposed by the Province in 2014. This is a result of community input as well as active conversation and collaboration between DNV, MOTI, the Federal Government, City of North Vancouver (CNV), and Squamish Nation.

Community Engagement

The MOTI plans to post the January 19th Mountain Highway Interchange Open House consultation summary and their design response on their website later in April. 390 people attended the MOTI open house, 126 comment forms were received, and there were 97 submissions by email. In addition, approximately 3,000 people were reached by DNV social media and informed about the opportunity to provide feedback. District staff attended the open house and heard from residents that the Ministry’s Lower Lynn interchange improvement package needs to continue to evolve during the design phase of the project, as illustrated below.



Summary of Community Input

In addition to the open house event, the Ministry engaged key active transportation stakeholder groups like HUB, Safe Routes Advocates, Vancouver Coastal Health, North Shore Mountain Bike Association, and Advisory Committee on Disability Issues in specific workshop on cycling design on February 16th. District, City and Ministry staff heard feedback on the need to continue to refine the design to better separate cyclists and pedestrians from traffic.

The Ministry indicates that the next open house about Mountain interchange will be held in early summer.

Lower Lynn Interchange Project Update

The Lynn Creek Bridge and three Lower Lynn interchanges are at different phases of planning and design. What follows is an update on each component:

1. Lynn Creek Bridge

Subject to a favorable business case, Lynn Creek Bridge is a candidate for additional Build Canada funding. MOTI's consultant is modelling the improvements to provide data for the new business case. Lynn Creek Bridge replacement is critical for achieving the District's objectives of:

- Direct access to Highway 1 eastbound from Lynn Valley at Mountain interchange;
- Additional road capacity that can more effectively separate highway 1 traffic from local traffic for access to Seymour. District staff have prepared an illustration of this concept (Figure 1).

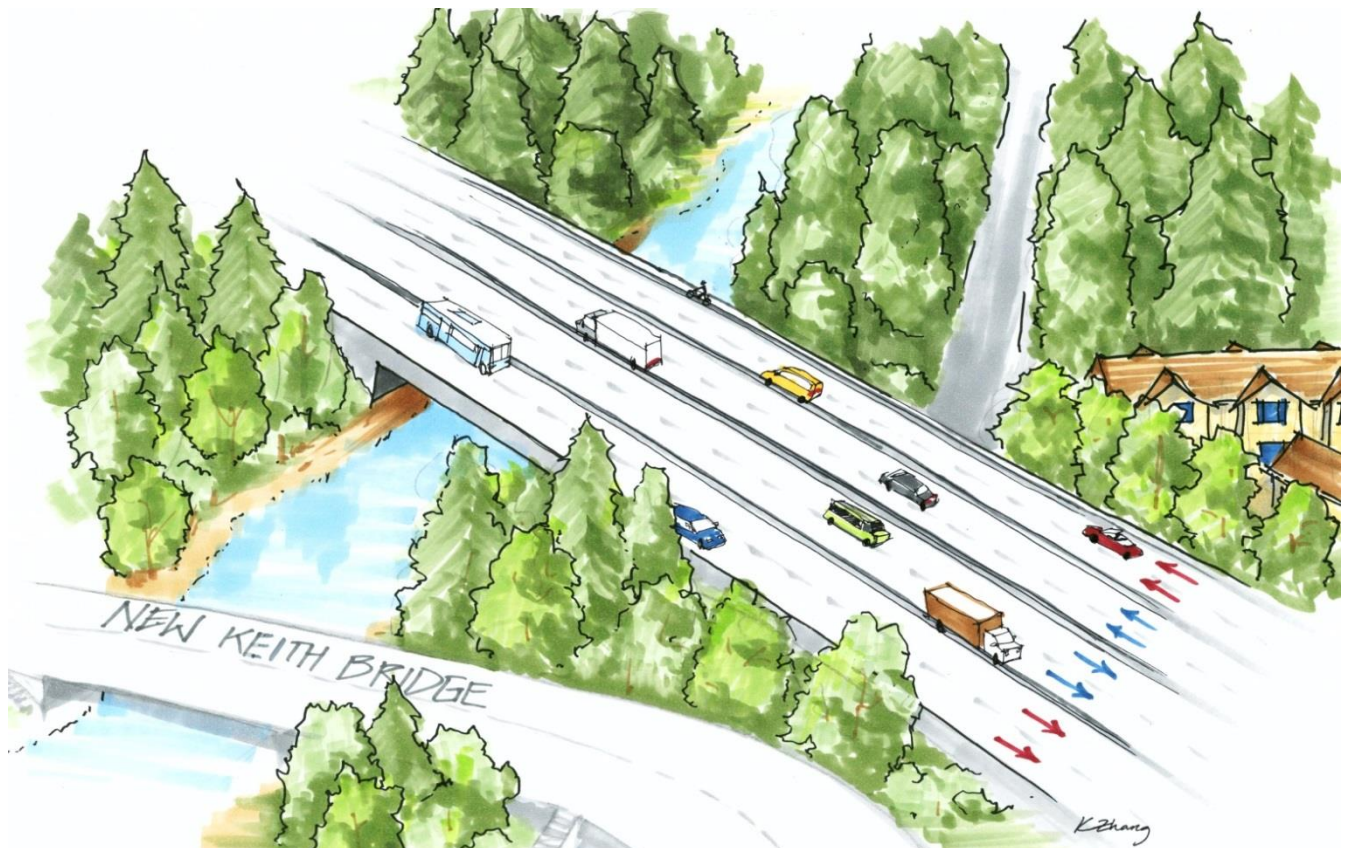


Figure 1 Lynn Creek Bridge replacement concept

2. Mountain Highway Interchange

MOTI indicates plans to finalize the design within the next two months, tender over the summer, and begin construction of the new interchange in the fall.

MOTI has responded to the DNV's comprehensive feedback on the 50% design. The design now includes quality pedestrians and cycling facilities, including an off-street underpass connecting the Salop Trail from Shavington Avenue to 8th Street. The remaining issues to be addressed in the final design include:

- **geometry that allows eastbound to northbound access to Lynn Valley** (Figure 2). This will provide resiliency in the road network for emergency response and construction traffic management.

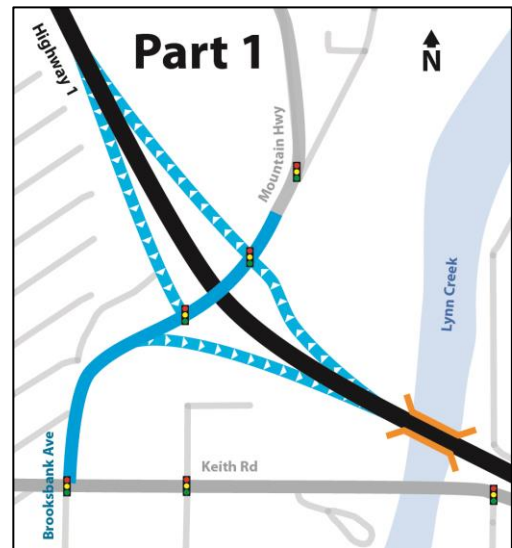


Figure 2 Mountain interchange layout

- confirmation that the **North Service Road can be implemented in the future** with the design.

3. Fern-Lillooet interchange

Functional design is starting to get underway. Staff are working with MOTI in order that the design will continue to evolve considering opportunities to:

- Improve access to Seymour area by adding capacity with Lynn Creek Bridge (Figure 3), and
- Enhance neighbourhood character in Lynnmour. District staff are starting to look at planning the transportation network for this neighbourhood relative to different highway configurations

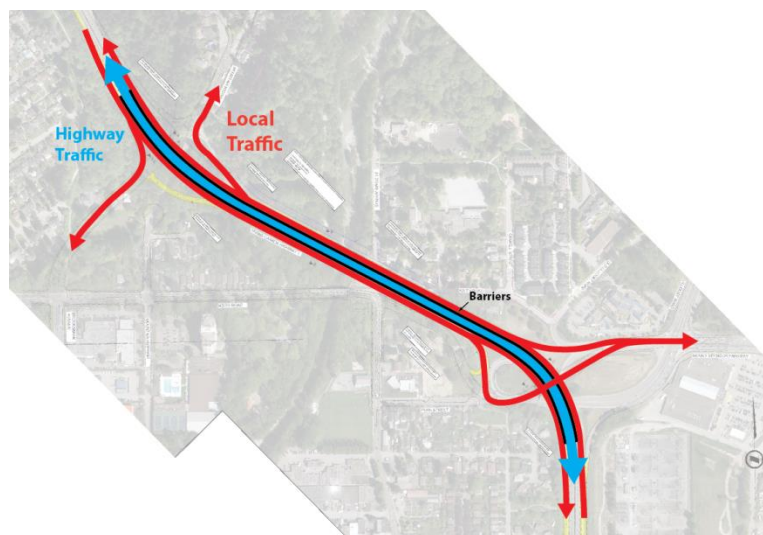


Figure 3 Concept to evolve highway design to improve access to/from Seymour area

4. [Main-Dollarton Interchange](#)

Plans for the Main-Dollarton interchange have not advanced since the Lower Lynn interchanges study in 2014. However, there are likely additional opportunities to evolve the design to enhance access to Port Metro Vancouver lands and better integrate with plans for the new Phibbs exchange.

Conclusion

There continues to be progress working with the Federal Government, MOTI, CNV and other stakeholders to evolve the Lower Lynn interchanges design to address deficiencies in the transportation network by advancing the replacement of the Lynn Creek Bridge so that:

- Mountain interchange design can include access in all directions;
- The package of improvements at Fern-Lillooet interchange can better separate local and highway traffic.

Approved by:

Manager	GM	CAO
		

Briefing Note: Pay Parking in District of North Vancouver Parks with Regional Use April 18, 2016

April 18, 2016 – Committee of the Whole

Reason for Report

District Parks is exploring park funding strategies to recover seasonal operational costs through a user pay-for-service model which would include pay parking as a potential option. In January, 2016 Council requested that staff develop a “framework of principles” to support pay parking at key DNV parks experiencing high regional visitors during the spring and summer season. The model of pay parking would be considered one funding option within a range of park funding and management strategies, with the goal to recover expanding operating costs and to supplement tax base funding to operate those DNV parks with high regional visitorship. The four key parks with high regional use are Cates Park/Whey-ah-wichen, Lynn Canyon Park, Fromme Mtn Trails and Panorama/Deep Cove Parks. The model of pay parking in parks would also be considered one option within a broader DNV transportation and parking framework.

Recommendation

Pilot pay parking at DNV Parks with high regional seasonal use to recover operating costs to manage the following parks - Cates Park/Whey-ah-wichen, Deep Cove/Panorama, Fromme Mtn and Lynn Canyon Park.

Background

For a number of years, the District has experienced a growth in regional visitors of many District parks and trails, particularly between Spring and Fall seasons. With an increase in user volume comes higher park operational requirements and costs to manage public safety, special events, and elevated caretaker, washroom and garbage service levels, in addition to an expanded park ranger program.

The beauty, topography and forested landscape of the District attract recreationalists from across the Metro Vancouver region and beyond. Such parks and trails include Lynn Canyon Park, Fromme and Seymour Mountain trails, Cates Park/Whey-ah-wichen, Panorama/Deep Cove and Baden Powell Trail (Quarry Rock).

The District OCP and the Parks and Open Space Strategic Plan recognize the value of outdoor recreation and trails, and acknowledge the role that tourism can play in economic development and attracting visitors to the District. Park user surveys indicate that local residents and regional recreationalists rate hiking and biking as their top preferred activity.

What Are The Key Park Management Seasonal Challenges?

With an increasing volume of regional trail and park users, the following park management challenges have evolved over the past years.

- **Trail Maintenance** - Higher trail maintenance costs at parks such as Baden Powell Trail - Quarry Rock, Lynn Canyon Park and Fromme Mountain are required. With over 2,000 weekend trail users at Quarry Rock, the condition of trails requires higher maintenance service levels
- **Parking & Traffic** - With higher volumes of trail users, many park parking lots are not designed to accommodate the volume of vehicles, and some parks have exceeded their capacity for parking and staging. Managing parking and traffic requires the daily presence of park rangers to ensure public safety is maintained at high use parks.
- **Increasing Operational Costs** - Increasing number of trail users results in higher operational costs to manage parks daily, with increasing washrooms supplies, graffiti, garbage pick-up and management of parking and gates. For example, at the Baden Powell Trail Panorama trail head, Parks picks up garbage daily on summer weekends to meet the capacity. Five years ago, weekly pick up of garbage was adequate.
- **Risk Management** - Increasing numbers of park users results in higher risk management concerns for public safety, which includes managing issues such as cliff jumping at Lynn Canyon Park, and costs associated with an increase in Fire and RCMP rescues and first aid.
- **Special Events & Commercial Operators** - Parks has also noted an increase in park special events and trail races, which results in more staff time to manage the events to ensure they run smoothly and efficiently. There are also more applications for commercial operators to have access to park trails and facilities.

Recommended Framework of Pay Parking Principles

The following principles are proposed for developing the Parks pay parking strategy.

- Pay parking to be initiated within a learning and adaptive management framework. The approach is to start gradually, evaluate the performance indications and adjust accordingly.
- Revenue from any pilot pay parking at DNV Parks with high regional visitor will be used to support the recovery of expanded seasonal operational costs (rangers, caretakers, washrooms and waste management).
- Pay parking will be applied seasonally between Spring and Fall to support increased operational costs during peak periods.
- Pay parking program will provide a balance of pay and free parking in the parks to support resident access.
- Pay parking for commercial operators will be in effect year round.
- Alternate transportation programs to DNV Parks will be explored and encouraged, in the context of the DNV Transportation Plan (i.e. school parking lots, shuttles et cetera).
- Measures will be taken to minimize any impacts of pay parking to adjacent neighbourhoods.

Examples of Pay Parking at Municipal, Regional and Private Recreational Areas

The parking rates reflect current parking prices applied in other municipalities and range from \$2.00 to \$3.00 per hour and \$5.00 to \$10.00 per day depending on the time of year. The following rate structures are currently used in lower mainland parks and recreation areas:

- (1) Stanley Park charges \$3.25 an hour and \$11.00 a day from April 1, to September 30th, and \$2.25 an hour and \$6.00 a day from October 1, to March 31st.
- (2) CRD Parks on Vancouver Island – Sooke Potholes/Thetis Park, \$2.25 per day and \$20.00 for a season pass in the form of a decal from May 1 to September 30th. The rest of the year parking is free
- (3) Grouse Mountain Recreation area, \$2.00 an hour and \$8.00 a day or an annual permit in the form of a decal for \$40.00.
- (4) Metro Vancouver Parks and BC Parks do not currently charge for pay parking, except under specific conditions.

It should be noted that Cates Park/Whey-ah-wichen Boat Launch currently has a pay parking program, bringing in revenue in excess of \$75,000 annually.

Implementation – Next Steps

Assuming the Framework of Pay Parking Principles are supported, the next steps would be:

- Finalize parking rate - \$2.00 hr - \$6.00 /day - \$20 seasonal pass
- Pilot park in 2016 for pay parking
- Issue contract for service for pay parking management
- Develop a Communication Strategy for implementation of a pilot case
- Evaluate pay parking program 1 year after implementation

Conclusion

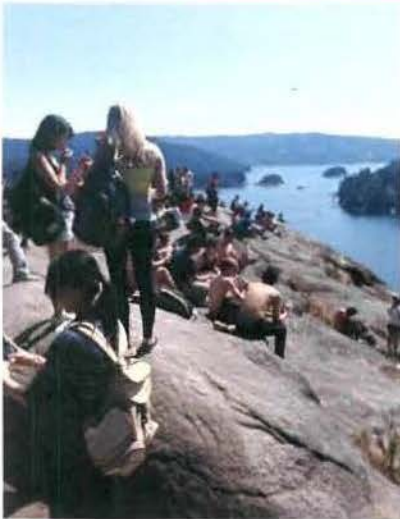
With the growing popularity of DNV trails and parks, different approaches to funding park operations and maintenance to supplement the traditional tax base model are being evaluated. Recreational use and access to natural parkland is growing year by year. Management strategies to effectively operate those areas are under discussion in the Parks Department. The DNV alpine and forested natural park areas in Fromme and Seymour have more than doubled the parkland area that the Parks Department was operating 15 years ago, with an additional inventory of 50 km of natural hiking and biking trails.

Annual park operating funding to manage these popular recreational areas has not increased sufficiently to meet the seasonal operating demand and time on park resources. To support and supplement the park operating requirements, a user pay for service through opportunities such as pay parking, trail user fees, sponsorships and leveraging DNV funding through volunteer maintenance and management of trails are all options for future consideration.

Parks Demand Management

Pay Parking

April 18, 2016 Council Workshop



Agenda

- Natural Parkland Demand Management
- Natural parkland operational challenges
- Regional use of DNV Parks
- Pay parking to recover park operational costs
- Approve “framework of principles” for pay parking
- Implementation & Next Steps

User Pay Service for Natural Parkland

Recommendation

Pilot pay parking at high regional use DNV parks to recover increasing seasonal operational costs:

Fromme Mtn Parking

Cates Park/Whey-ah-wichen

Deep Cove/Panorama Park

Lynn Canyon Park

Regional Use of Fromme & Cates

Fromme Mtn Parking

Monthly – 9,100 cars (Max 12, 696)

Up to 50 % Regional Users



Cates Park

Weekend - 3,200 vehicles

Max 40,000/ month

50% Regional Users

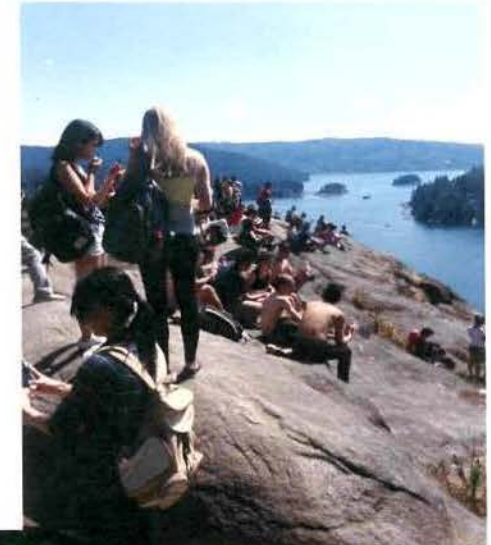


Panorama/Deep Cove/Baden Powell

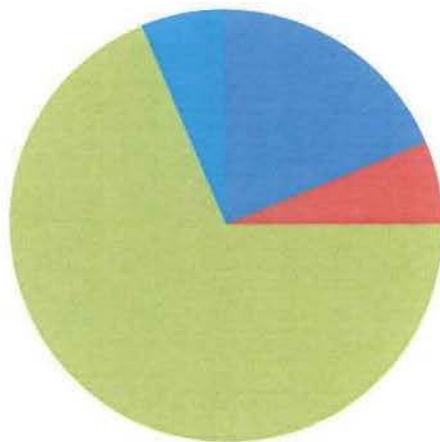
Panorama/Quarry Rock



- Average weekly use exceeds 4,200
- Approx 2,000 visitors/wkend
- Injuries – 18 rescues (May- Aug, 2015)
- Parking over capacity



High Regional Use



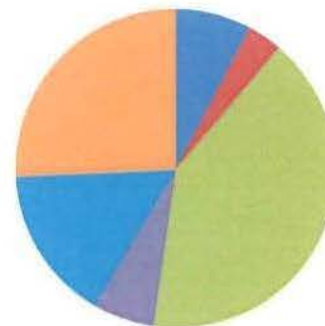
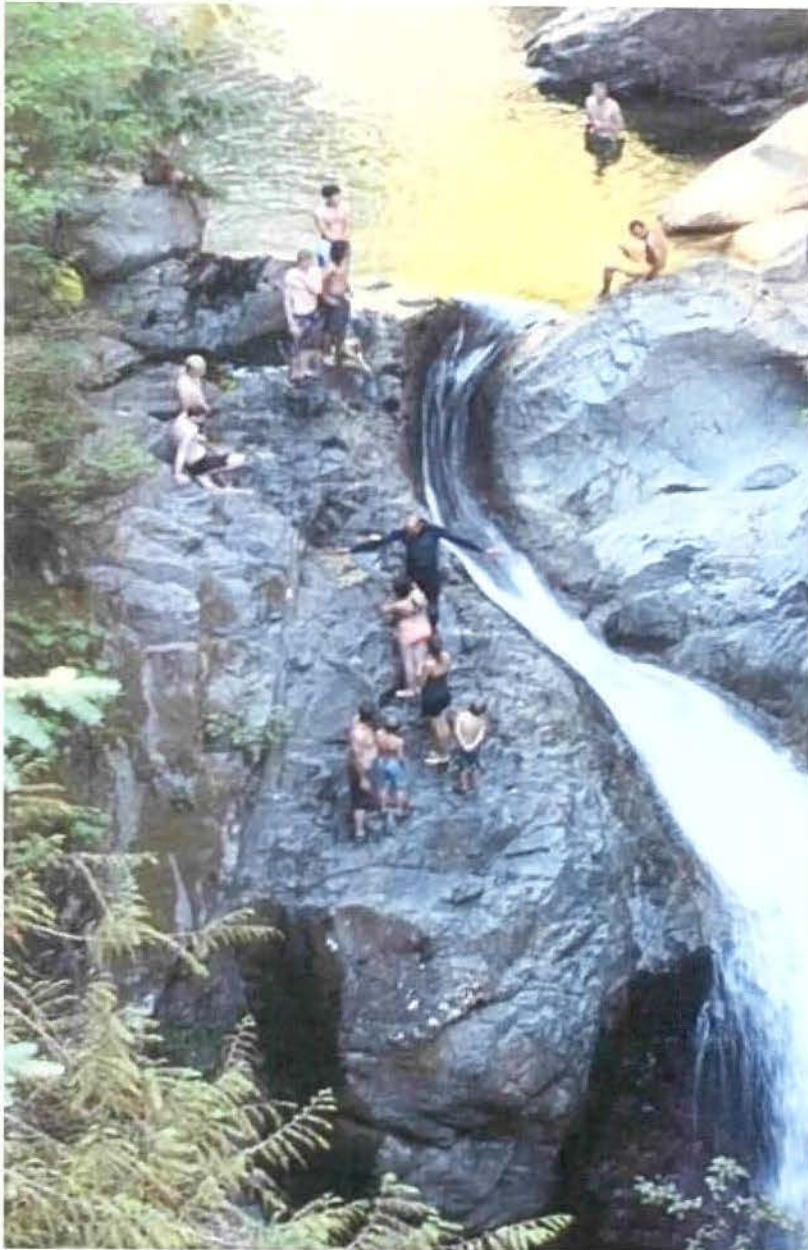
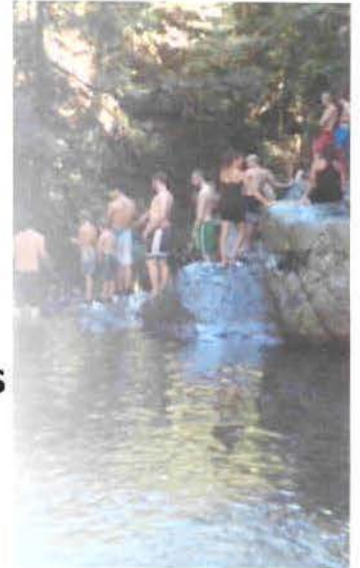
- District of North Vancouver
- North Shore
- Metro Vancouver
- BC
- Canada
- International



Lynn Canyon Park, 2015

12 rescues
19,000 jumpers & cliff
climbers

25 % international visitors
25% BC & Canada
30% Metro Vancouver
20% North Shore



- District of North Vancouver
- North Shore
- Metro Vancouver
- BC
- Canada
- International

Increasing operational costs & management



Principles to Support Pay Parking in DNV Parks with Regional Use

- Pay parking initiated in learning & adaptive management framework
- Focus on pay parking for parks with high seasonal regional use
- Revenue directed to recover operational costs at high regional use parks (rangers, litter, caretakers, washrooms etc)
- Apply seasonal pay parking in Spring to Fall during high volume use
- Provide balance of pay & free parking to support resident access
- Apply pay parking for commercial operators yr round
- Encourage use of alternate transportation to parks
- Minimize impacts of pay parking to surrounding neighborhoods

Implementation – Next Steps

- Finalize parking rate - \$2 /hr - \$6/day - \$20 season pass
- Pilot parks in 2016 for pay parking
- Issue contract for service for pay parking management
- Develop Communication Strategy for implementation
- Evaluate pay parking program in one year



Discussion

- Approval of Pay Parking Principles & Next Steps



DNV Wide Parking Goals Differ

