

# AGENDA

## *COUNCIL WORKSHOP*

**Monday, July 4, 2016**

**6:00 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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## **COUNCIL WORKSHOP**

**6:00 p.m.**  
**Monday, July 4, 2016**  
**Committee Room, Municipal Hall,**  
**355 West Queens Road, North Vancouver**

### **AGENDA**

#### **1. ADOPTION OF THE AGENDA**

##### **1.1. July 4, 2016 Council Workshop Agenda**

*Recommendation:*

THAT the agenda for the July 4, 2016 Council Workshop be adopted as circulated, including the addition of any items listed in the agenda addendum.

#### **2. ADOPTION OF MINUTES**

##### **2.1. June 14, 2016 Council Workshop**

**p. 7-11**

*Recommendation:*

THAT the minutes of the June 14, 2016 Council Workshop meeting are adopted.

##### **2.2. June 20, 2016 Council Workshop**

**p. 13-16**

*Recommendation:*

THAT the minutes of the June 20, 2016 Council Workshop meeting are adopted.

##### **2.3. June 21, 2016 Council Workshop**

**p. 17-20**

*Recommendation:*

THAT the minutes of the June 21, 2016 Council Workshop meeting are adopted.

#### **3. REPORTS FROM COUNCIL OR STAFF**

##### **3.1. July 2016 Town Centre Update and Early Input Opportunity**

**p. 23**

File No.

*Recommendation:*

THAT the June 27, 2016 memo of the Acting General Manager – Planning, Properties & Permits entitled July 2016 Town Centre Update and Early Input Opportunity be received for information.

##### **3.2. Upper Capilano Small Lots Study: Public Input and Next Steps**

**p. 25-41**

File No. 13.6480.30/003.000

*Recommendation:*

THAT staff be directed to proceed with a public engagement and rezoning process for the two potential Small Lot Infill Areas identified in the June 24, 2016 report of the Community Planner entitled Upper Capilano Small Lots Study: Public Input and Next Steps.

**4. PUBLIC INPUT**

(maximum of ten minutes total)

**5. ADJOURNMENT**

*Recommendation:*

THAT the July 4, 2016 Council Workshop be adjourned.

## MINUTES

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## **DISTRICT OF NORTH VANCOUVER COUNCIL WORKSHOP**

Minutes of the Council Workshop for the District of North Vancouver held at 5:03 p.m. on Tuesday, June 14, 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 L. Muri

**Absent:** Councillor D. MacKay-Dunn

**Staff:** Mr. D. Stuart, Chief Administrative Officer  
Mr. J. Gordon, Manager – Administrative Services  
Mr. S. Ono, Manager – Engineering Services  
Ms. S. Rogers, Manager – Parks  
Mr. W. Maskall, Section Manager – Natural Parkland  
Mr. R. Boase, Environmental Protection Officer  
Mr. G. Exley, Community Forester  
Ms. A. Reiher, Confidential Council Clerk

### **1. ADOPTION OF THE AGENDA**

#### **1.1. June 14, 2016 Council Workshop Agenda**

**MOVED by Councillor MURI**

**SECONDED by Councillor HICKS**

THAT the agenda for the June 14, 2016 Council Workshop be adopted as circulated, including the addition of any items listed in the agenda addendum.

**CARRIED**

### **2. ADOPTION OF MINUTES**

#### **2.1. April 25, 2016 Council Workshop**

**MOVED by Councillor MURI**

**SECONDED by Councillor HANSON**

THAT the minutes of the April 25, 2016 Council Workshop meeting are adopted.

**CARRIED**

**2.2. May 2, 2016 Council Workshop**

**MOVED by Councillor MURI**

**SECONDED by Councillor HANSON**

THAT the minutes of the May 2, 2016 Council Workshop meeting are adopted.

**CARRIED**

**2.3. May 3, 2016 Council Workshop**

**MOVED by Councillor MURI**

**SECONDED by Councillor HANSON**

THAT the minutes of the May 3, 2016 Council Workshop meeting are adopted.

**CARRIED**

**2.4. May 9, 2016 Council Workshop**

**MOVED by Councillor MURI**

**SECONDED by Councillor HANSON**

THAT the minutes of the May 9, 2016 Council Workshop meeting are adopted.

**CARRIED**

**3. REPORTS FROM COUNCIL OR STAFF**

**3.1. Trees on District Property - Policy and Procedures**

File No. 13.6660.01/000.000

Mr. David Stuart, Chief Administrative Officer, introduced the topic of Trees on District Property and requested that Council highlight any comments or concerns on the topic.

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

- Commented on the safety issues with trees and whether or not staff is appropriately reactive to actual and perceptive dangers;
- Questioned if the fees and penalties associated with the illicit removal of trees is sufficiently high to deter violations and if other options to penalize illicit tree cutting are available;
- Questioned if private land owners have the right to trim or remove District trees encroaching on private land and suggested that there could be a better alliance between the management of District trees and private ownership trees;
- Expressed concern that trees may mature and prevent sunlight from reaching private dwellings which may hinder a resident's quality of life; and,
- Expressed concern with the Tree Contractor List.



Mr. Wayne Maskall, Section Manager – Natural Parkland, reported on the management and maintenance of the District's Urban Forest. Mr. Maskall commented that:

- The main goal is to preserve and enhance the District's forested character, while minimizing the risk to the public and properties;
- Trees contribute to human health, clean air, sequester carbon, provide a rich biodiversity and create wildlife corridors;
- Trees help anchor and stabilize slopes and intercept large volumes of water, which provides an ecological and financial merit; and,
- That staff continue to work collaboratively with residents to protect the urban forest within the District.

Mr. Maskall reported that all trees on District land are protected, regardless of size. It was noted that only large caliper trees are protected on private property and that both public and private trees are governed by the Tree Protection Bylaw.

Mr. Maskall noted that while only hazardous trees are removed from public property, non-hazardous trees are routinely removed on private property for reasons such as development, view, light, or litter. It was noted that the District OCP sets out the objective to protect the forested character, health of the trees and to provide direction, policies and guidelines. It was further advised that specific documents which address the management of trees are the Tree Protection Bylaw and the Tree Work in the District Management Policy.

Mr. Maskall reported that there are three million trees on 440 ha of urban forest in the District and that interface trees generate the largest volume of requests for service from District arborists. It was further explained that interface trees are those that immediately border private properties and requests for service range from pruning as a result of aerial encroachment to concerns with respect to the health and structural stability of trees.

Mr. Maskall reported that trees which are identified by District Arborists as hazardous are removed on a priority basis at District expense; whereas, trees which are deemed non-hazardous may or may not be permitted to have work performed on them. Should work be permitted, options at the sole expense of the applicant are:

- Pruning;
- Wildlife snagging of the trees; or,
- Complete removal.

While removal requests for views, litter and light are typically turned down in accordance with the Bylaw, staff work within the Policy to permit prescribed pruning, spiral thinning, and crown cleaning and raising, to accommodate these requests, at the expense of the applicant.

Mr. Maskall reported that all inspections are performed according to industry standards, as set out by the International Society of Arboriculture, which enables the arborists to apply standard techniques and training. It was noted that climate change is bringing more frequent, intense and unpredictable storms and that arborists attempt to be prepared for such situations. It was also noted that the

species of trees is considered in staff assessments as well as the knowledge of the local environment for the Climate Change Adaptation Plan.

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

- Commented that there could be a reasonable approach for tree replacement and that it is increasingly difficult to replant conifer trees;
- Commented on the work load faced by District Arborists and questioned if increased resources are needed to meet the demand;
- Question if the BC Hydro tree trimming program is for dead or diseased trees;
- Questioned if large diameter trees that are removed are being replaced with other trees which then become protected, and how this affects long term sustainability;
- Commented that residents should have the right to eliminate trees for liveability reasons; and,
- Commented on the need to further educate residents on the consequences of illicit tree cutting.

#### **4. PUBLIC INPUT**

##### **4.1. Ms. Louise Nagle, 3400 Block Aintree Drive:**

- Opined that a tree deemed a hazard should be removed; and,
- Suggested that District Arborists may be overworked.

##### **4.2. Mr. Corrie Kost, 2800 Block Colwood Drive:**

- Commended Mr. Guy Exley, District Forrester, for his knowledge; and,
- Opined that there are more trees within the District than was reported.

##### **4.3. Mr. David Cook, 900 Block Lytton Street:**

- Expressed the desire to assist District staff with the recording of heritage trees identified in his Heritage Trees, Groves & Forests – District of North Vancouver report.

At the request of Council, staff advised that it would report back on any heritage trees identified in Mr. Cook's report that are not currently on the District's heritage tree inventory.

Staff advised that in the new Town Centres, guidelines are being established on what trees may be planted.

Mayor WALTON left at 6:30 pm and returned at 6:33 pm.

Staff advised that the ticketing system for illicit tree cutting is controlled by the Court system and that the District fines are currently at the highest level permitted by the Provincial Government.

It was also noted that if staff were to identify a dead tree, there is an existing Dangerous Tree Bylaw which allows staff to take immediate action to mitigate any risks.

**5. ADJOURNMENT**

**MOVED by Councillor MURI**

**SECONDED by Councillor BOND**

THAT the June 14, 2016 Council Workshop be adjourned.

**CARRIED**

(6:59 pm)

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Mayor

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Municipal Clerk

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## DISTRICT OF NORTH VANCOUVER COUNCIL WORKSHOP

Minutes of the Council Workshop for the District of North Vancouver held at 6:07 p.m. on Monday June 20, 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 (via telephone)  
Councillor L. Muri (6:08 pm)

**Staff:** Mr. D. Stuart, Chief Administrative Officer  
Ms. C. Grant, General Manager – Corporate Services  
Mr. V. Penman, Fire Chief  
Ms. D. Mason, Director, North Shore Emergency Program  
Mr. J. Gordon, Manager – Administrative Services  
Mr. S. Ono, Manager – Engineering Services  
Ms. F. Dercole, Section Manager – Public Safety  
Mr. G. Exley, Community Forester  
Ms. A. Reiher, Confidential Council Clerk

**Also in**

**Attendance:** Mr. B. Blackwell, Professional Forester and Biologist - B. A. Blackwell & Associates, Ltd.

### 1. ADOPTION OF THE AGENDA

#### 1.1. June 20, 2016 Council Workshop Agenda

**MOVED by Councillor HICKS**

**SECONDED by Councillor HANSON**

THAT the agenda for the June 20, 2016 Council Workshop be adopted as circulated.

**CARRIED**

### 2. ADOPTION OF MINUTES

Nil

### 3. REPORTS FROM COUNCIL OR STAFF

#### 3.1. Wildland-Urban Interface Fire Risk Management File No. 13.6770/Climate Change Adaptation

Councillor MURI arrived at this point of the proceedings.

Mr. Steve Ono, Manager – Engineering Services, provided an introduction to the Wildland Interface Fire Risk Management for the District and reported that good progress has been made with the Community Wildfire Protection Plan.

Ms. Fiona Dercole, Section Manager – Public Safety, reported that aging infrastructure and climate change impacts have decreased forest health and climate models predict that by 2050 North Vancouver may expect four types of climatic changes:

- Hotter than average annual air temperatures;
- Changes in precipitation patterns;
- A significant rise in sea levels; and,
- More frequent and severe extreme weather events.

Ms. Dercole reviewed examples of climate change that have affected the District from the fall of 2014 to the summer of 2015:

- Record-setting summer temperatures;
- Temperatures that were higher earlier than usual;
- Severe windstorms; and,
- Drought conditions requiring a Level 3 water restriction.

It was also reported that large forest fires in nearby communities affected the District's air quality, heavy rainfall events caused flooding, and low snow packs contributed to low water reservoir levels and reduced winter recreation opportunities.

Ms. Dercole mentioned that some climate change impacts which affect residents include:

- Personal health and safety concerns due to injury, air quality, or damaged infrastructure and housing;
- Reduced water supply or poor water quality; and,
- Damaged recreation areas.

Ms. Dercole also commented that climate change impacts municipal staff and operations, noting that:

- Natural hazards are more challenging to manage;
- Spending to maintain public assets increases to prevent or fix damage; and,
- Staff priorities redirected to deal with emergency responses result in a reduced capacity to maintain current operations and services.

Ms. Dercole reported that climate change affects the natural environment by contributing to a loss of native biodiversity and that invasive species spread when the ecosystem balance is disrupted. It was also mentioned that some of the impacts associated with increased frequency and severity of wildfires due to warmer and drier weather are:

- Structural damage;
- Displaced residents;
- Reduced access to recreational areas; and,
- Psychosocial impacts on volunteers and staff emergency responders.

Ms. Dercole commented that 36 of the 38 recommendations in the Community Wildfire Protection Plan by Mr. Bruce Blackwell, Professional Forester and Biologist, have been implemented and that the pending two are underway. The recommendations include categories such as:

- Hazard and risk mapping;
- Communication and education;
- Policy and planning tools to improve structure protection;
- Training;
- Fuel management; and,
- Post-fire rehabilitation.

Ms. Dercole commented on the Guidelines for Landscaping and Building Design to be consistent with the wildfire protection standards published by the National Fire Protection Association. It was also noted that the wildfire hazard DPA objectives include:

- Manage development to reduce wildfire risk using Firesmart principles;
- Reduce the likelihood of a structural fire spreading to neighboring properties and the adjacent forests;
- Minimize associated post-fire landslides, debris flows, flooding and erosion; and,
- Protect people, property and environmental values.

Ms. Dercole reported on the success of the recent Operation Dry Lightening 2, led by the North Shore Emergency Management (NSEMO) and North Shore Municipalities and that:

- Evacuation methodologies and new technologies were field tested; and,
- A learning opportunity was provided for staff and volunteers.

Staff advised that the District is preparing a Community Wildfire Protection Plan, a Wildfire Development Permit Area, a Fuel Management Program, a North Shore Interface Fire Working Group and an Evacuation Planning Strategy. Ms. Dercole commented on the importance for residents and staff to be ready for all emergencies and to register with NSEMO to receive alerts.

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

- Questioned how long it takes for a forest to be made vulnerable by extreme heat;
- Queried if the District has the capability to act on fires requiring aerial attacks;
- Queried how many trees would need to be removed to create a defensible space between homes and the forest;
- Queried the amount put toward fuel treatment work and who does the work; and,
- Commented on the need to provide an incentive for residents to place protective roofing on their homes and to protect their properties from fire.

Mr. Blackwell commented that whether a fire becomes large or not depends on the location, vegetation and the winds at the time of the event and that the largest risk is a house fire in close proximity to the forest.

Mr. Blackwell noted that the closest aerial firefighting aircraft is based in Abbotsford, and helicopters with buckets are available as a resource.

Mr. Blackwell commented that homes should maintain a safe distance of 30 feet from the forest; however, hedging and other vegetation surrounding a home may cause a threat as well.

Ms. Dercole noted that fuel treatment work is done by outside contractors, that this work is funded by a Provincial grant of \$400,000, and that the District funds thirty percent.

**4. PUBLIC INPUT**

Nil

**5. ADJOURNMENT**

**MOVED by Councillor MURI**

**SECONDED by Councillor HANSON**

THAT the June 20, 2016 Council Workshop be adjourned.

**CARRIED**  
(6:53 pm)

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Mayor

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Municipal Clerk



## **DISTRICT OF NORTH VANCOUVER COUNCIL WORKSHOP**

Minutes of the Council Workshop Meeting of the Council for the District of North Vancouver held at 5:01 p.m. on Tuesday, June 21, 2016 in the Committee Room of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

**Present:** Mayor R. Walton  
Councillor M. Bond (6:30 pm)  
Councillor J. Hanson  
Councillor R. Hicks  
Councillor L. Muri

**Absent:** Councillor R. Bassam  
Councillor D. MacKay-Dunn

**Staff:** Ms. C. Grant, General Manager – Corporate Services  
Mr. G. Joyce, General Manager – Engineering, Parks & Facilities  
Mr. D. Milburn, Acting General Manager – Planning, Properties & Permits  
Mr. B. Dwyer, Manager – Development Services  
Mr. J. Gordon, Manager – Administrative Services  
Ms. J. Paton, Manager – Development Planning  
Ms. L. Brick, Deputy Municipal Clerk  
Ms. C. Drugge, Program Manager – Construction Traffic Management  
Ms. C. Walker, Chief Bylaw Officer  
Ms. S. Dale, Confidential Council Clerk  
Mr. G. Exley, Community Forester  
Ms. N. Foth, Planner  
Ms. E. Nassichuk, Environmental Control Technician

### **1. ADOPTION OF THE AGENDA**

#### **1.1. June 21, 2016 Council Workshop Agenda**

**MOVED by Councillor MURI**

**SECONDED by Councillor HANSON**

THAT the agenda for the June 21, 2016 Council Workshop be adopted as circulated.

**CARRIED**

Absent for Vote: Councillor BOND

### **2. ADOPTION OF MINUTES**

Nil

### **3. REPORTS FROM COUNCIL OR STAFF**

### **3.1. Single-Family Home Renewal – Public Input**

File No. 13.6700.00/000.000

Mr. Dan Milburn, Acting General Manager Planning, Properties & Permits, provided an update on single-family redevelopment impacts. Mr. Milburn noted that redevelopment is concentrated in the Highlands and Canyon Heights neighbourhoods, where much of the initial development took place in the 1940's and '50's. Many redeveloped properties include full basements, which do not count in calculating the total square footage. Basement suites are becoming more common, helping to offset a reduction in the average number of people per household.

Ms. Nicole Foth, Planner, summarized public input received from the Single-Family Home Renewal questionnaire (April-May 2016) advising that the online questionnaire sought public feedback on single-family construction and renovation issues.

Ms. Foth noted that District residents responded that some aspects of home renewal are positive. The most common praise is for renovation, additions, or both to older houses. Other positive comments include the aesthetics of new houses, regulations and when builders are respectful.

Ms. Foth highlighted the top six themes of concern from the Single-Family Home Renewal questionnaire which include:

- New house size and impact;
- Loss of trees and vegetation;
- Transportation;
- Garbage, debris and piles;
- Noise; and,
- Change in neighbourhood character.

Mr. Milburn advised that District policies and regulations governing redevelopment are:

- Official Community Plan;
- Corporate Plan;
- Neighbourhood-specific zoning;
- Bylaws; and,
- Development Permits.

Mr. Milburn advised that staff have been working to better mitigate the impacts of construction in the District's single-family neighbourhoods. These initiatives address some of the ideas from the public about how to resolve concerns which include:

- New good neighbour pre-construction meetings;
- New position for construction traffic management;
- Temporary staff resource for bylaw enforcement;
- New municipal information system (EnerGov); and,
- Continue with Building Bylaw review.

Councillor HICKS left the meeting at 5:31 pm and returned at 5:32 pm.

Council discussion ensued highlighting the following:

- Requested that information regarding the updated Good Neighbour Program be forwarded to Council;
- Expressed concerns with regards to increased staffing needed to address problems with sub-contractors unfamiliar with District bylaws and regulations;
- Expressed concerns regarding massing and inadequate setbacks for larger homes;
- Commented on the loss of mature trees and vegetation;
- Stated that the younger generation cannot afford single-family homes on the North Shore;
- Commented on the importance of preserving existing neighbourhoods close to their original forms;
- Suggested that foreign buyers are driving up the cost of housing on the North Shore;
- Commented that the length of time building permits are valid increases impact on neighbourhoods;
- Suggested updating the Single-Family Residential One Acre Zone to include a maximum building size;
- Suggested identifying wealthy neighbourhoods and excluding basement suites in these areas; and,
- Requested that staff report back on small lot infill areas.

#### **4. PUBLIC INPUT**

##### **4.1. Ms. Susan Hyde:**

- Commented that the building of larger homes has been driven by the construction industry and not the home buyers;
- Urged staff to review District regulations to better manage redevelopment;
- Suggested that foreign buyers are driving up the cost of housing on the North Shore;
- Commented on the environmental impact of larger homes; and,
- Suggested creating “mansion neighbourhoods” and preserving existing neighbourhoods close to their original form.

Councillor MURI left the meeting at 6:22 pm and returned at 6:23 pm.

Councillor BOND arrived at this point in the proceedings.

##### **4.2. Mr. Peter Thompson:**

- Suggested that staff review the Integrated Stormwater Management Plan; and,
- Suggested moderating the size of houses proposed.

Council discussion ensued highlighting the following:

- Suggested building more duplexes on major arterial roads;
- Commented on the need for staff resources being allocated to enforcing bylaws in single-family neighbourhoods;
- Commented on the urgent need for housing for families who are being pushed out of community by rapidly increasing house prices;

- Recommended developing more types of housing; and,
- Suggested looking at what other international cities have done to address the issue of affordable housing.

**5. ADJOURNMENT**

**MOVED by Councillor HICKS**

**SECONDED by Councillor MURI**

THAT the June 21, 2016 Council Workshop be adjourned.

**CARRIED**  
(6:48 pm)

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Mayor

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Municipal Clerk

## REPORTS

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AGENDA INFORMATION	
<input type="checkbox"/> Regular Meeting	Date: _____
<input checked="" type="checkbox"/> Workshop	Date: July 4, 2016

\_\_\_\_\_  
Dept.  
Manager

*DM*  
\_\_\_\_\_  
GM/  
Director

*[Signature]*  
\_\_\_\_\_  
CAO

## The District of North Vancouver Memo

June 27, 2016

TO: Mayor and Council

FROM: Dan Milburn, Acting General Manager, Planning, Properties & Permits

**SUBJECT:** July 2016 Town Centre Update and Early Input Opportunity

At the regular town centre update on July 4<sup>th</sup>, staff intend to present information on development activity in the town centres in the first half of 2016. Following the format from the presentation of February 1<sup>st</sup>, staff will provide statistics on permits issued to date and the milestones reached on major developments.

Staff also have started to collect "purchaser data" for occupied residential, multi-family projects within the various District of North Vancouver town and village centres. The preliminary results, although incomplete, provide some strong anecdotal evidence of the types of purchasers who are acquiring residential multi-family properties. Staff will present the preliminary results from this research as well.

Finally, staff will provide information on the Main-Marine Frequent Transit Corridor Study which has been initiated in partnership with TransLink, Metro Vancouver, Province of BC, City of North Vancouver, District of West Vancouver, Squamish First Nation, and District of North Vancouver.

*[Signature]*  
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Dan Milburn  
Acting General Manager, Planning, Properties, and Permits

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AGENDA INFORMATION	
<input checked="" type="checkbox"/> Council Workshop	Date: <u>Jul. 4, 2016</u>
<input type="checkbox"/> Finance & Audit	Date: _____
<input type="checkbox"/> Advisory Oversight	Date: _____
<input type="checkbox"/> Other:	Date: _____

*PDS*  
*FAC*  
Dept.  
Manager

*DM*  
GM/  
Director

*[Signature]*  
CAO

## The District of North Vancouver REPORT TO COMMITTEE

June 24, 2016

File: 13.6480.30/003.003.000

**AUTHOR:** Nicole Foth, Community Planner

**SUBJECT:** Upper Capilano Small Lots Study: Public input and next steps

### RECOMMENDATION:

THAT staff be directed to proceed with a public engagement and rezoning process for the two potential Small Lot Infill Areas identified in this report.

### REASON FOR REPORT:

This report updates Council on the results of the public input received at and after the Upper Capilano small lots open house held on May 3, 2016. At the July 4 Council Workshop, staff are seeking Council's direction on whether to proceed toward the creation of two new Small Lot Infill Areas (SLIAs).

### SUMMARY:

Based on public feedback and analysis, staff recommend continuing the process towards the creation of two new SLIAs in Upper Capilano, as follows and as illustrated in Figure 1.

1. Two blocks of Clements Avenue and Canyon Boulevard between Cliffridge Avenue and Belvedere Drive/lane with 15 of 19 households indicating interest in a Small Lot Infill Area, however excluding properties in the slope hazard Development Permit Area. There are 20 existing small lots of 45 total lots.
2. Three blocks on Montroyal Boulevard between Ranger Avenue and Cliffridge Avenue with 3 of 3 households indicating interest in a Small Lot Infill Area. There is a strong pattern of small lots. There are 42 existing small lots of 50 total lots.

Staff recommend no further exploration of potential SLIAs in the remainder of the study area at this time.

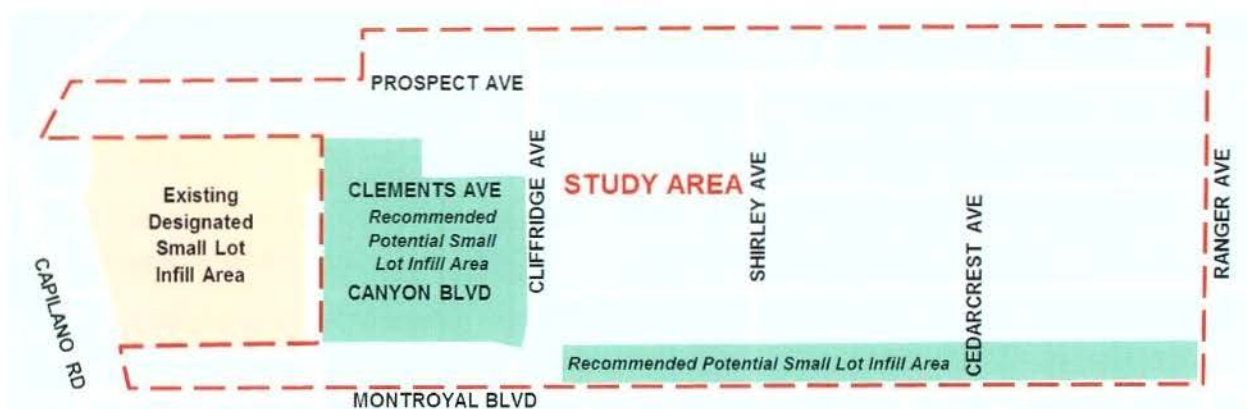


Figure 1: Recommended potential Small Lot Infill Areas

## BACKGROUND:

SLIAs were first adopted by the District in the 1980s. There are currently 23 SLIAs across the District, including one in the Upper Capilano area. In 2004, residents proposed a SLIA for the 1000 block of Clements Avenue and Canyon Boulevard. At the time, Council deferred the proposal until the Upper Capilano Official Community Plan<sup>1</sup> was reviewed. Since then, the current 2011 District-wide Official Community Plan (OCP) was adopted with policies that support exploration of infill housing (see Existing Policy section).

In April 2014, Council asked staff to look at issues related to small lot subdivisions in the Upper Capilano area in response to reoccurring issues that typically arise with individual subdivision and rezoning applications, such as parking and traffic. As a result of Council's direction, staff embarked on a public engagement process to assess the level of interest, as well as issues and ideas relating to small lot subdivisions in the Upper Capilano area.

The process seeks to develop a long-term vision for housing needs and neighbourhood character now and in the future as homes rebuild in this area. The existing SLIA in Upper Capilano is nearly exhausted of subdivision potential (two eligible lots remain). Staff receive frequent enquires at the planning counter about the subdivision potential of lots in the Upper Capilano area outside the existing SLIA.

### *Study area*

The selected study area for exploring the public's interest in small lots is located in Upper Capilano approximately between Montroyal Boulevard, Ranger Avenue, Prospect Avenue, and Capilano Road (Figure 1). It is adjacent to the existing Small Lot Infill Area 4A. A majority of houses in the study area were built in the 1950s and 1960s with many of these homes currently changing or likely to be renovated or rebuilt. Consultation at this juncture presents a timely opportunity to ask residents about their ideas for the future of the neighbourhood.

### *Small lot subdivision*

The study area is zoned RS3, which permits a minimum lot width of 18 metres. Small lots are considered to be less than 13.875 metres (45 feet) wide and a minimum of 10 metres (33

<sup>1</sup> Repealed with the adoption of the current Official Community Plan, but remains a policy reference document.



feet) wide. To create a small lot outside of a SLIA, a property owner must apply for rezoning in addition to subdivision. The rezoning requires a text amendment to the Zoning Bylaw to add the lot to the Zoning Bylaw Section 310 "Special Minimum Lot Sizes".

A SLIA establishes a long-term vision for lot sizes in an area and provides greater clarity to residents regarding what type of lot sizes they may expect in the future. If approved by Council, new SLIAs would be added to the Zoning Bylaw. Zoning Bylaw Section 312 "Small Lot Infill Areas" permits parcels in SLIAs to have a minimum lot width of 10 metres, and specifies the locations of approved SLIAs. Within an approved SLIA, an applicant seeking a small lot subdivision would apply for subdivision, but no rezoning would be required.

**EXISTING POLICY:***Official Community Plan (OCP)*

Respecting the importance of maintaining single-family uses and neighbourhood character, the OCP recognizes there may be opportunities to sensitively introduce more housing choices in established single-family neighbourhoods. Examples include small lot subdivisions, designating additional SLIAs, duplexes, and coach houses (Policy 2.3.5, 7.1.2).

*Subdivision Best Practices*

At the November 5, 2013 Committee of the Whole, the Committee affirmed Approving Officer subdivision best practices. The best practices pertain primarily to small lot subdivisions and enhance the review of subdivision applications in the District. It includes prohibiting secondary suites on small lots without lane access, no mirror house designs with subdivision, non-tandem parking for suites, and 50% or more small lots on a block face for subdivision. The best practices resulted from concerns related to small lot subdivision.

**PUBLIC INPUT:***Open house*

A drop-in open house was held on May 3, 2016 from 6:00 to 8:00 pm at Canyon Heights Elementary School Gym. Invitation letters were mailed to property owners in the study area and nearby neighbours within a 75-metre radius of the study area. Approximately 200 people participated in this event.

The purpose of the open house was to provide background information on SLIAs and to find out if there is community interest in opportunities for more small lots in this area. Nine display boards provided information about small lots, explained the purpose and intent of this inquiry about small lots, and encouraged the public to identify potential considerations for small lot areas. Participants shared their thoughts and ideas on a series of display boards and a questionnaire. An online version of the same questionnaire was available on the District website from May 4 to May 17, 2016.

*Participation*

Staff received 138 questionnaires from addresses in or near the study area. In addition, staff received public input via email and letters, including an anonymously-written form letter encouraging opposition to 'small-lot housing experiments' (26 form letters were received). In

sum, staff received public input from 104 households (addresses) in the study area, and 23 households near the study area. The Edgemont and Upper Capilano Community Association executive provided a letter of support for the process and encouraged the designation of additional SLIAs in Upper Capilano as an appropriate course of action to provide greater housing diversity.

#### *Summary of results*

The key question at this stage was to determine the public's level of interest in the potential for creating one or more SLIAs somewhere within the study area. Responses to this question are reported by household in an effort to ensure equitable representation as some households had multiple responses. While overall 59 of 104 households (57%) in the whole study area indicated they are not interested in small lots, the results differ substantially when analysed geographically. The findings are reported in five geographic areas in Figure 2 and as follows (numbers correspond with Figure 2).

1. In the northeast area, 17 of 66 households (26%) indicated interest in small lots.
2. In the 1000 block of Prospect Avenue, 8 of 15 households (47%) indicated interest in small lots.
3. In the two blocks of Clements Avenue and Canyon Boulevard between Cliffridge Avenue and Belvedere Drive/lane, 15 of 19 households (79%) indicated interest in small lots.
4. In the three blocks on Montroyal Boulevard between Ranger Avenue and Cliffridge Avenue, 3 of 3 households (100%) indicated interest in small lots. It is noted there is a limited number of households that provided input in this area.
5. In the two blocks of Montroyal Boulevard between Cliffridge Avenue and Capilano Road, 1 of 1 household (100%) indicated interest indicated interest in small lots. It is noted there is a limited number of households that provided input in this area.

A map of study area lot sizes is in Attachment 1.

The questionnaire asked about other aspects and issues around small lots. The input is summarized under key themes identified below. Full results of the questionnaire and public input are in Attachment 2.

*Subdivision interest:* 40 of 94 (43%) respondents who identified as property owners of 20 metre (66 ft.) lots indicated they would be interested in subdividing. This shows there is interest in the area, but that not necessarily that most property owners would subdivide if given the option to do so.



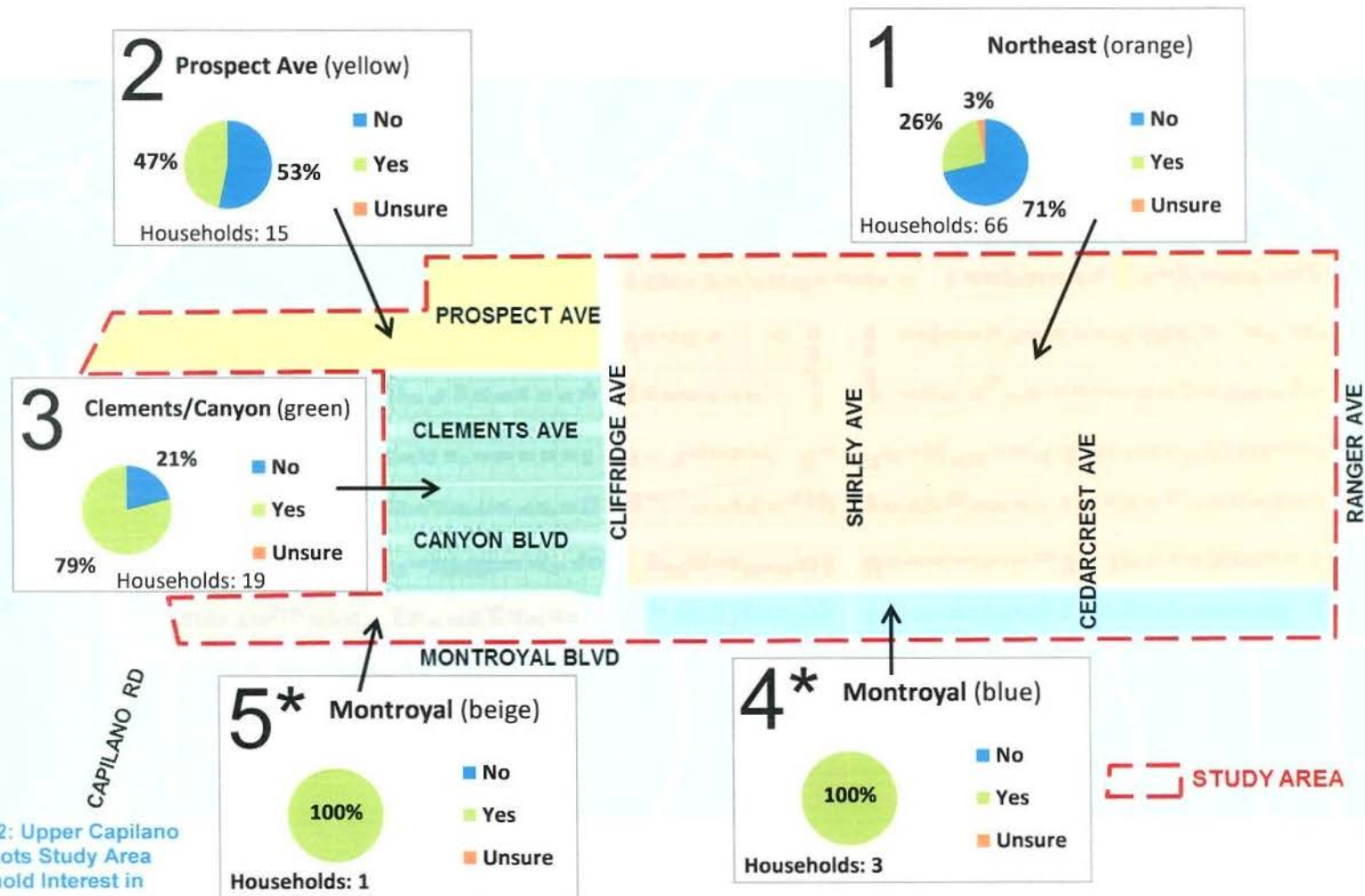


Figure 2: Upper Capilano Small Lots Study Area Household Interest in Small Lot

\*Note that areas 4 and 5 had a limited number of households provide input. The information displayed represents received feedback from the initial phase of public input.

*Lane access:* A common theme from the comments indicated that the public values unopened lanes for trees and privacy. Others noted that lanes help with fewer cars parked on the street. Some felt that opened lanes should not be the only criteria for a SLIA since there are few opened lanes in the area.

*Driveways and parking:* Interest in narrower driveways to enable on-street parking varied widely whether the respondent was interested in SLIAs or not. Of those interested in SLIAs, 27 of 59 respondents (46%) were interested in narrower driveways, while 13 of 74 (18%) of respondents not interested in SLIAs favoured narrower driveways. Some noted concern that parking needs for a house should be accommodated on private property, garages should be used for vehicles, limited on-street parking, and that pedestrian safety on streets is an issue. With concerns about driveways and parking, and some interest in narrower driveways as one solution, these issues and other potential solutions may be further explored as part of further consultation if there is direction to proceed with the potential SLIAs.

*Environment and geography:* 71 of 138 respondents (52%) agreed that small lots should be avoided in environmental hazard areas (slope hazard and streamside protection Development Permit Areas). Comments showed concern about loss of trees and vegetation. Some felt that development would be acceptable if it met protection or engineering requirements. Others noted that development in environmental DPAs should be considered on case-by-case basis.

*Other comments:* Responses indicated other aspects to take into account include traffic (amount, congestion, infrastructure), transit (frequency, proximity), schools (proximity, capacity), that density should be near centres or closer to amenities, and having a mix of small and large lots per block.

This input on aspects related to small lots is valuable and informs the recommendations of this report with identification of potential SLIAs. If the process moves forward, public input will be welcomed on the potential SLIAs and the aspects and issues related to the areas.

## **ANALYSIS:**

Considering public input, staff recommend proceeding with a modest exploration of SLIAs on the two blocks of Clements Avenue and Canyon Boulevard between Cliffridge Avenue and Belvedere Drive/lane that has 15 of 19 households (79%) supportive, and the three blocks on Montroyal Boulevard between Ranger Avenue and Cliffridge Avenue that already has 42 existing small lots of 50 total lots (82% of each block). No further exploration of other areas is recommended at this time given the limited interest, no clear consensus, or where there is not a strong existing small lot pattern. These areas may be considered in the future, in an incremental approach, as public input and other factors change.

### *Clements Avenue and Canyon Boulevard (Cliffridge Avenue to Belvedere Drive/lane)*

These two blocks are potential candidates for a SLIA (Figure 3). There is strong interest from households in these two blocks. Moreover, the interest to form a SLIA from residents in this area has been on-going for over a decade as it is the same area of the 2004 resident-proposed SLIA. It is directly adjacent to the existing SLIA, as both blocks are along the same



streets. Without a through north-south street in the middle, it gives the impression of a continuous block with the existing SLIA. Another attribute is the existing opened lane, one of few in the study area that permits rear access between Clements Avenue and Canyon Boulevard to allow on-street parking space. In accordance with the Approving Officer subdivision best practices, secondary suites are permitted for small lots with opened rear lane access and must have a non-tandem off-street parking arrangement; small lots without lane access would be prohibited from secondary suites and secured by restrictive covenant.



**Figure 3: Clements Avenue and Canyon Boulevard (between Cliffridge Avenue and Belvedere Drive/lane)**

The existing small lot pattern of most block faces is less than 50%. Clements Avenue (from Cliffridge Avenue to the lane) has 2 existing small lots of 11 total lots (18%) on each block face. Canyon Boulevard (from Cliffridge Avenue to Belvedere Drive) on the north side has 6 existing small lots of 13 total lots (46%), and on the south side has 10 existing small lots of 15 total lots (67%). However, the spread of public input on lot pattern from the questionnaire, including 27 of 59 respondents (46%) of those interested in SLIAs indicating that no previous small lot pattern may be needed, opens the opportunity to consider this area for a SLIA given the locational benefits and the households' clear interest.

There are some properties on Clements Avenue in this area within the Slope Hazard Development Permit Area (DPA). These five properties would be recommended to be excluded from a potential SLIA, with concurrence from the Environment Department. Because of requirements to maintain slope stability, development of these properties including subdivision potential may be constrained in the Slope Hazard DPA. Subdivision could be considered on a case-by-case basis, however, as with applications outside of a SLIA.

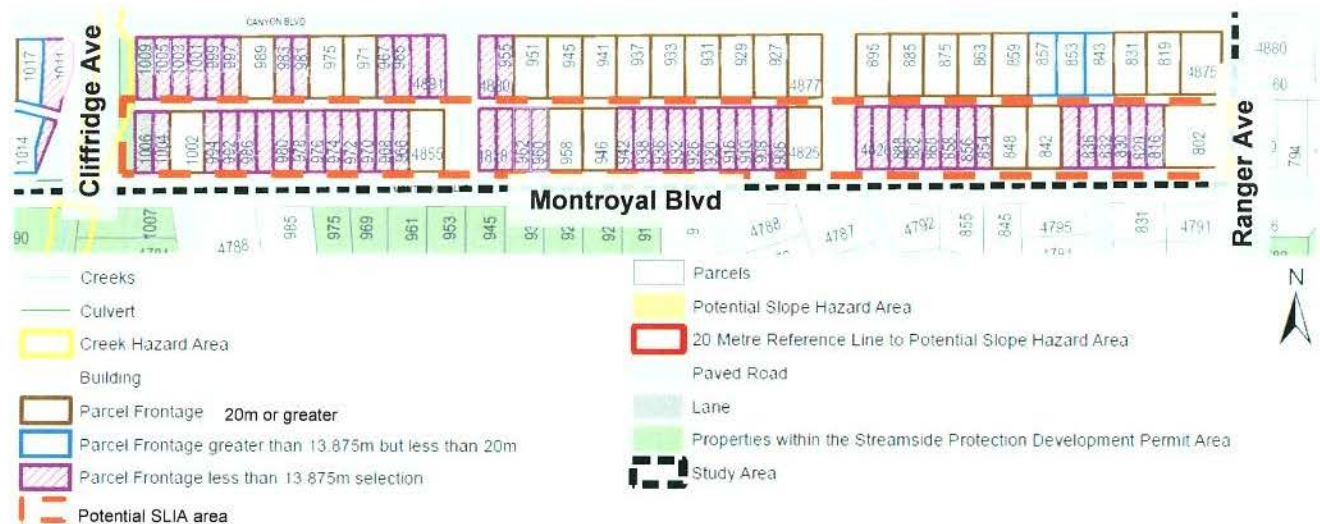
In sum, there are 13 lots with potential for small lot subdivision on Clements Avenue and 11 on Canyon Boulevard for a total of 24 lots which has a potential for a net increase of 24 houses, assuming all properties subdivide.



*Montroyal Boulevard (between Ranger Avenue and Cliffridge Avenue)*

The north side of these three blocks on Montroyal Boulevard are potential candidates for a SLIA (Figure 4). While input from households was lower for this area albeit favourable, there is a strong existing lot pattern with each of the three blocks exhibiting 82% existing small lots. These three blocks were also identified as a potential SLIA in the 1987 Small Lot Infill Report as they had some existing pattern of small lots at that time. For these three blocks there are 8 remaining lots with potential for small lot subdivision, which has a potential for a net increase of 8 houses assuming all properties subdivide.

**Figure 4: Montroyal Boulevard (Ranger Avenue to Cliffridge Avenue)**



**Summary**

In conclusion, the specified areas of Clements Avenue, Canyon Boulevard, and Montroyal Boulevard are recommended as potential candidates for SLIAs. This represents a total of 32 properties that have a frontage of 20 metres (66 feet) or greater giving them the potential to subdivide into two small lots if the owner so chooses. This represents a potential net increase of 32 homes.

At build out, estimates indicate net increase of vehicle volume would add about 0.5 vehicles per minute during PM peak hour with these trips distributed across the streets (ITE Trip Generation Manual, 9<sup>th</sup> Edition, land use code 210). During most of the day, it would be lower.

**Timing/Approval Process:**

At present, this staff report is intended to aid Council's evaluation of the received input to determine if staff should continue to explore the creation of one or more SLIAs within the study area. If Council directs staff to continue the process, the next steps are recommended as follows.

1. Public information meeting hosted by staff to discuss and gather public input on the locations under consideration for potential SLIAs, and areas excluded from further study. Timeline: September 2016.



2. Zoning Bylaw amendment to introduce new SLIAs prepared by staff for Council's consideration at first reading. At the same time, staff would report the public input from the public information meeting. The Zoning Bylaw amendment process would require further opportunity for public input at a public hearing. Timeline: Fall 2016.

**Concurrence:**

The recommendations of the report have been reviewed with Environment, Development Planning, Building, and Engineering (Transportation and Utilities).

**Conclusion:**

Adding SLIAs is one of the opportunities identified in the OCP to expand housing choices, through a variety of house sizes, to single-family neighbourhoods. Given the public input and analysis of potential SLIA locations within the study area, staff recommend proceeding with public consultation on the two proposed locations. As directed by Council and the results of further consultation, staff will then prepare a Zoning Bylaw amendment for Council's consideration.

Respectfully submitted,



Nicole Foth  
Community Planner

REVIEWED WITH:		
<input 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	<input type="checkbox"/> ITS	<input type="checkbox"/> NVRC
<input type="checkbox"/> Environment	<input type="checkbox"/> Solicitor	<input type="checkbox"/> Museum & Arch.
<input type="checkbox"/> Facilities	<input type="checkbox"/> GIS	<input type="checkbox"/> Other:
<input type="checkbox"/> Human Resources	<input type="checkbox"/> Real Estate	

**ATTACHMENT 1 – Study Area Lot Sizes**



## ATTACHMENT 2 – Questionnaire and Public Input Results

Responses include addresses in study area and from nearby neighbours (75-metre radius).

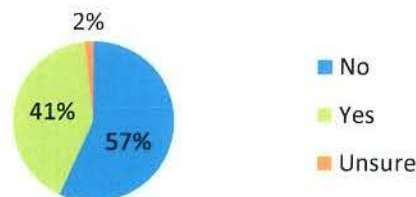
### 1. *What is your street address?*

Responses: 138.

### 2. *Are you interested in further exploring the potential for creating a Small Lot Infill Area somewhere within the study area?*

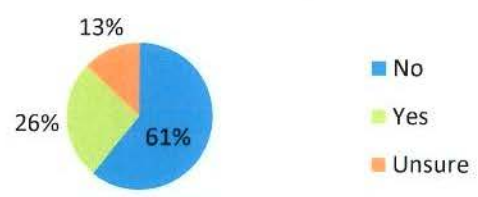
Responses to this question are reported by household (individual addresses) in an effort to ensure equitable representation as some households had multiple responses. In addition to the questionnaire, public input received by email and letter (with addresses) is included.

#### Total study area



Households: 104.

#### Total near study area

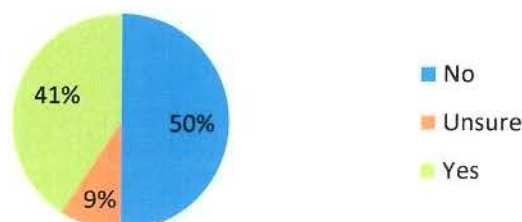


Households: 23.

We received some questionnaires or email input without addresses. There was some input from residents beyond the vicinity of the study area. This feedback is reported separately as the location could not be determined, and to avoid possible duplication.

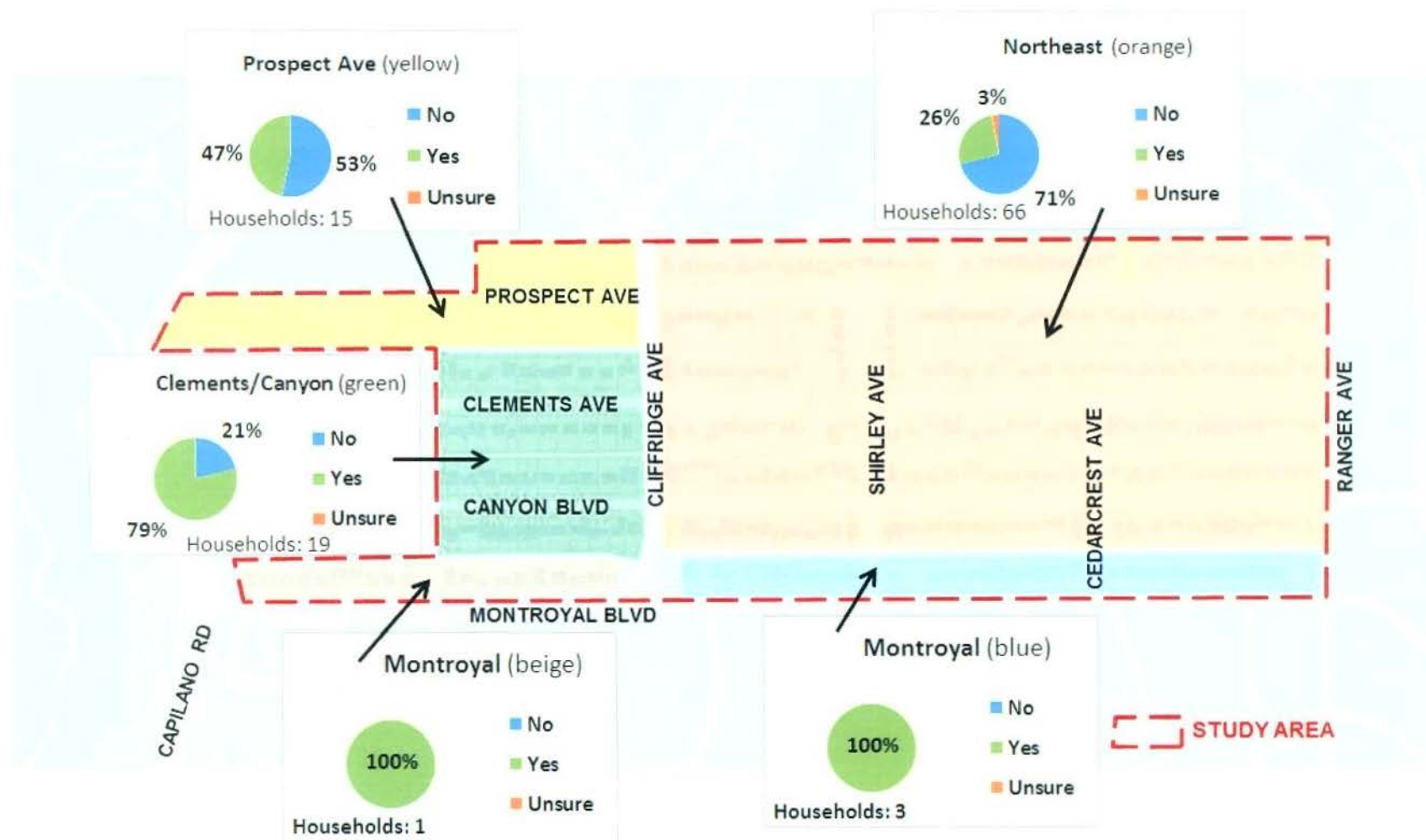
Responses: 22.

#### Other input





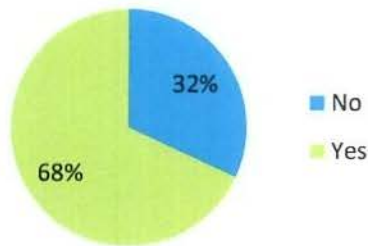
Question 2 displayed geographically:



Note that areas along Montroyal Boulevard had a limited number of households provide input. The information displayed represents received feedback from the initial phase of public input.

3. *Are you a property owner within the study area with a lot that is 20 metres (66 feet) or wider?*

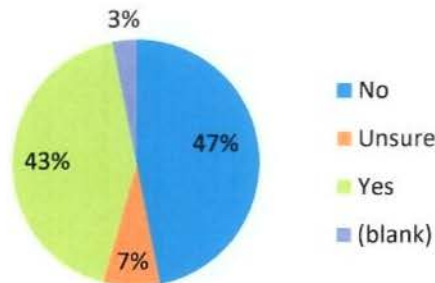
Responses: 138.



Respondents who indicated they are a property owner of a 20 m wide or larger lot were further asked:

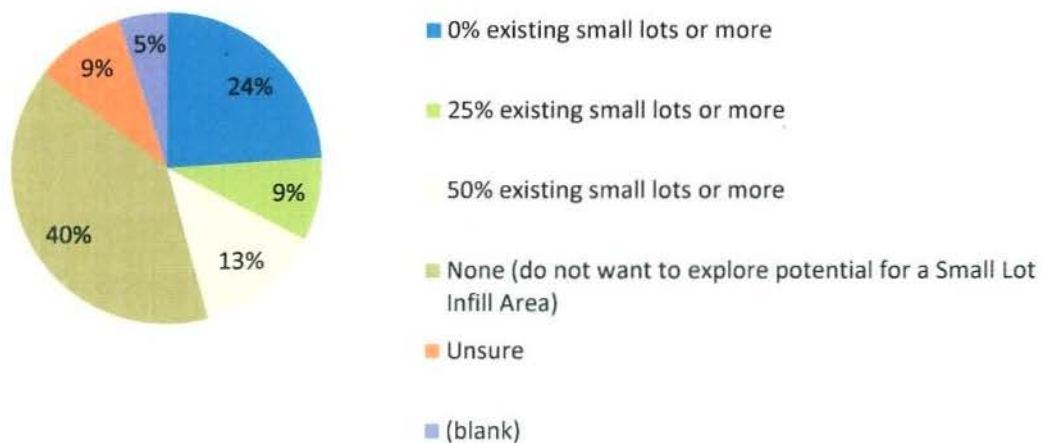
*Would you consider subdividing your property into two smaller lots at some time in the future? (Small lot frontages are minimum 10 metres / 33 feet)*

Responses: 91 indicated no, yes, or unsure.



4. *Lot pattern: How many existing small lots should there be on a block to be considered as a potential Small Lot Infill Area?*

Responses: 131 indicated a percentage, none, or unsure.



Of those who responded they are not interested in considering a Small Lot Infill Area, 72% selected "none (do not want to explore potential for a Small Lot Infill Area)".

Of those who responded they are interested in considering a Small Lot Infill Area,

- 46% (27 of 59) selected "0% existing small lots or more";
- 17% (10 of 59) selected "25% existing small lots or more"; and
- 24% (14 of 59) selected "50% existing small lots or more".

*Do you have further comments about lot pattern?*

<b>Common response themes</b>	<b>Occurrences</b>
Prefer a mix of small lots and large lots	12
Small lots negatively impact character	9
Concern about loss of trees, vegetation, or both	6
Concern about traffic	5
Small lots allow families to move to neighbourhood	4
Small lots offer relatively more affordable houses	4
All properties should have same regulation (no different in or out of Small Lot Infill Area)	3
Have varied housing styles (not 'cookie cutter')	3
<i>Note: For subdivision approvals since 2013, the District requires subdivided lots to have two unique house designs.</i>	

5. *Lane access: Should open lane access be considered for a block to be in a Small Lot Infill Area?*

Question Interpretation

The comments reveal that this question was interpreted in different ways. Some examples of how this question was interpreted include:

- should new lanes be opened;
- should an existing opened lane is a prerequisite for an area to be recommended a Small Lot Infill Area; or
- should an existing opened lane is one contributing factor, although not a prerequisite, for being recommended as a Small Lot Infill Area. This was the intention of the question.

The outcome is that respondents may have answered 'no' or 'yes' depending on how they interpreted the question. Therefore, input for this question can be summarized in the comments below.

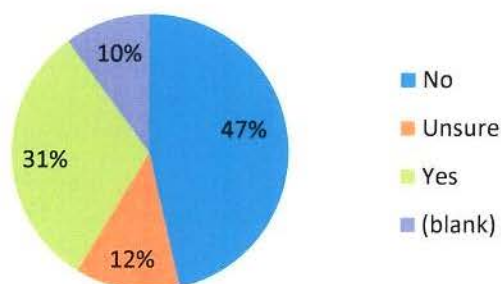


*Do you have further comments about lane access?*

<b>Common response themes</b>	<b>Occurrences</b>
Unopened lanes are valued for trees, vegetation, wildlife space, privacy	10
Lanes help with fewer cars parked on the street	10
Selecting properties with opened lanes is a limiting criteria because few properties in the study area would be eligible	6
Lanes encourage traffic	4
Do not want more lanes opened	3
Want more lanes opened	3
Garages used for storage, not cars	3
Do not want secondary suites	3

6. *Driveways and parking: Should narrower driveway entrances be considered for small lots to help enable on-street parking?*

Responses: 124 indicated no, yes, or unsure.



Of those who responded they are interested in considering a Small Lot Infill Area, 46% (27 of 59) indicated they are interested in narrower driveways.

Of those who responded they are not interested in considering a Small Lot Infill Area, 18% (13 of 74) indicated they are interested in narrower driveways.

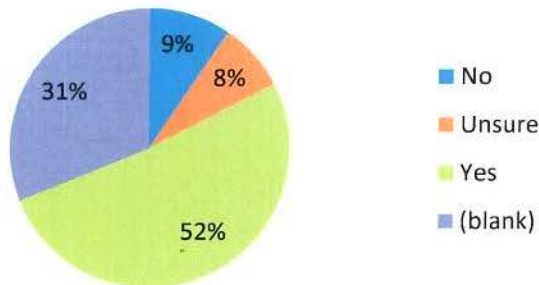
*Do you have further comments about driveways and parking?*

<b>Common response themes</b>	<b>Occurrences</b>
Driveways/garages should accommodate the parking needs for a house (e.g. cars should park on property, enough space in driveways for cars)	12

Some garages not used for parking vehicles	7
Limited on-street parking is an existing issue	6
Concern about pedestrian and children safety on street with on-street parking	6
Narrower driveways provide opportunity for more green space	4
Some garages are too small for cars	4
Want sidewalks	3
Encourage carports	3
Concern about narrower street with on-street parking	3

7. *Environment and geography: Should small lots be avoided in slope hazard and streamside protection development permit areas?*

Responses: 95 indicated no, yes, or unsure.



*Do you have further comments about environment and geography?*

<b>Common response themes</b>	<b>Occurrences</b>
Concern about loss of trees, vegetation, or both	20
Development acceptable if meets protection or engineering requirements	11
Consider development in environmental DPAs on case-by-case basis	10



8. *What other considerations do you think should be taken into account in exploring appropriate blocks to be in a Small Lot Infill Area?*

<b>Common response themes</b>	<b>Occurrences</b>
Traffic (amount, congestion, infrastructure)	12
Want better transit (frequency, proximity)	11
Schools (proximity, capacity)	8
Density should be near centres or closer to amenities	8
Mix of small and large lots per block	8
House design	5
More amenities in area, including parks, playgrounds	6
New house consistent with neighbourhood character	5

9. *Do you have any other ideas, comments, or concerns you would like to share about small lots? If so, please describe.*

**Response themes** (not previously mentioned): concern about developer profits and housing not for families or seniors, comments that smaller homes are more affordable for families than larger homes, reduce house size, green building practices, better enforcement, consider townhouses, concern about noise.

10. *Is there other information that would help you to better understand the small lots topic? If so, please describe.*

**Response themes** (not previously mentioned): share results, length of study, next steps, further public input, other developments in area, restaurant zoning at Capilano Road and Clements Ave, positive and negative outcomes, decision-making process, number of lots able to subdivide, taxes, infrastructure, subdivision costs, housing prices.

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