

DISTRICT OF NORTH VANCOUVER COUNCIL WORKSHOP

Minutes of the Council Workshop for the District of North Vancouver held at 7:01 p.m. on Monday, January 31, 2022 in the Council Chamber of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Mayor M. Little
Councillor J. Back (via Zoom)
Councillor M. Bond (via Zoom)
Councillor M. Curren (via Zoom)
Councillor B. Forbes (via Zoom)
Councillor J. Hanson
Councillor L. Muri (via Zoom)

Staff: Mr. D. Stuart, Chief Administrative Officer
Mr. G. Joyce, General Manager – Engineering, Parks and Facilities
Mr. D. Milburn, General Manager – Planning, Properties and Permits
Ms. S. Walker, General Manager – Corporate Services
Mr. R. Danyluk, Deputy General Manager – Finance and Deputy CFO
Mr. S. Ono, Deputy General Manager – Engineering, Parks and Facilities
Mr. J. Gordon, Manager – Administrative Services
Ms. C. Jackson, Manager – Climate Action, Natural Systems and Biodiversity
Mr. S. Carney, Section Manager – Transportation
Ms. G. Lanz, Deputy Municipal Clerk
Ms. A. Reiher, Council Liaison / Support Officer
Ms. I. Weisenbach, Transportation Planner
Ms. C. Archer, Confidential Council Clerk
Ms. S. Clarke, Committee Clerk

1. ADOPTION OF THE AGENDA

1.1. January 31, 2022 Council Workshop Agenda

MOVED by Councillor BACK

SECONDED by Councillor FORBES

THAT the agenda for the January 31, 2022 Council Workshop is adopted as circulated.

CARRIED

2. ADOPTION OF MINUTES

2.1. September 27, 2021 Council Workshop

MOVED by Councillor BACK

SECONDED by Councillor HANSON

THAT the minutes of the September 27, 2021 Council Workshop are adopted.

CARRIED

2.2. October 25, 2021 Council Workshop

MOVED by Councillor BACK

SECONDED by Councillor HANSON

THAT the minutes of the October 25, 2021 Council Workshop are adopted.

CARRIED

2.3. November 22, 2021 Council Workshop

MOVED by Councillor BACK

SECONDED by Councillor HANSON

THAT the minutes of the November 22, 2021 Council Workshop are adopted.

CARRIED

2.4. December 6, 2021 Council Workshop

MOVED by Councillor BACK

SECONDED by Councillor HANSON

THAT the minutes of the December 6, 2021 Council Workshop are adopted.

CARRIED

3. REPORTS FROM COUNCIL OR STAFF

3.1. January 31, 2022 Transportation Workshop – Cycling

File No. 16.8620.01/000.000

Mr. Steve Ono, Deputy General Manager – Parks, Engineering and Facilities, provided an introduction to the Council Workshop, noting that staff will provide an overview of cycling projects in accordance with the priorities endorsed by Council in July 2021 and an update on the Lynn Valley Road Active Transportation Improvement Project (LVRATI), which was endorsed by Council in February 2021 and will be funded in part by a grant from BC's Active Transportation Infrastructure Grants Program. Mr. Ono noted that Council directed staff to divide the LVRATI Project into two phases in order to receive public input and find ways to balance competing interests. Mr. Ono further advised that Council direction is required to proceed with the project as the grant will expire in March 2022.

Mr. Ono advised that the second part of the workshop will be a report on the impact of East 29th Street improvements on vehicle speeds and road safety for users.

Mayor Little clarified that formal decisions are not made at Council Workshops, which are held to allow more fulsome discussion of individual topics. The matter must then be brought forward at a Regular Meeting of Council for a final decision.

Ms. Ingrid Weisenbach, Transportation Planner, provided an update on the District's cycling program, noting that the District's Official Community Plan (OCP) established a goal of thirty-five percent of all trips in the District by walking, cycling and transit and that the District's Cycling Master Plan will help achieve this goal. Ms. Weisenbach advised that priority routes have been identified by Council and staff to ensure connectivity between Town and Village Centres as well as parks and destinations in the City of North Vancouver.

Ms. Weisenbach provided an update on the current status of cycling routes in the District, noting areas with cycling infrastructure that meets current standards and those that require upgrades. She advised that priority routes will be upgraded to current standards over approximately the next ten years.

Ms. Weisenbach provided an overview of initiatives undertaken in 2021, including:

- Upgrading the cycling route between Lions Gate Village and the City of North Vancouver border via Tatlow Road and West 15th Street to current standards;
- Permanent bicycle counters along the Spirit Trail in Welch Strip Park and on Lynn Valley Road west of William Avenue, providing a higher level of data reliability than spot counts twice a year, as had been the previous practice;
- Work on the Spirit Trail connection linking the Lynn Creek Town Centre to the City of North Vancouver border via Bridgeman Park, with detailed design and project tender completed in 2021 and the recent commencement of construction;
- The E-bike Share pilot program started in 2021 with over 16,500 trips in its first year;
- Staff are working with the E-bike Share provider to make the program more inclusive by making adaptive devices available; and,
- Staff are advocating for cycling infrastructure under Highway 1 at Capilano Road and eastbound at Lynn Valley Road with the Ministry of Transportation and Infrastructure (MoTI).

Ms. Weisenbach noted that staff are working on the design for the connection between the Lynn Valley and Lynn Creek Town Centres and that construction is scheduled to begin in 2022. She further noted that approximately half of the funding for this project is provided by Translink grants.

Ms. Weisenbach provided an update on the LVRATI Project, noting that Council designated the segment of Lynn Valley Road between Mountain Highway and Dempsey Road as a priority cycling route in 2019 and passed a resolution in 2020 to support the District's application to the Provincial Government for an active transportation grant. Council directed staff in 2020 to divide the project into two phases to allow for more public input regarding the northern section between Peters and Dempsey Roads. Ms. Weisenbach advised that the \$500,000 grant is conditional on project completion by March 2022 and Council direction is required to inform discussions with the Province on the project timeline.

Ms. Weisenbach advised that the goal of the LVRATI Project is to improve walking, cycling and transit along Lynn Valley Road to support the active transportation mode share goal in the OCP as well as climate action goals and addressing parking issues at Lynn Headwaters Regional Park by providing safe and convenient alternatives to driving to access municipal and regional parks.

Ms. Weisenbach provided information on Phase 1 of the project from Mountain Highway to Peters Road, noting that the project team notified and met with a variety of stakeholders including residents, business owners, HUB Cycling and local schools. Feedback from stakeholders was incorporated into the design to balance parking, walking, cycling and operational issues. Phase 1 is now ready for tender and the project team recommends moving this phase of the project forward, which would allow

staff to discuss the project timeline with the Province in order to make use of the awarded grant.

Ms. Weisenbach provided an update on Phase 2 of the project from Peters Road to Dempsey Road, noting that the one-way option has been removed from the options under consideration due to neighbourhood and internal feedback. Ms. Weisenbach advised that Phase 2 of the project faces a number of constraints, including narrow lots, use of street parking, utility poles and vegetation and that the project team is looking at options to address these concerns. One option under preliminary consideration is using the District's Right-of-Way as a multi-use path to connect Dempsey and Kilmer Roads without affecting Lynn Valley Road on this block. However, more information is needed to confirm if this route is feasible.

Ms. Weisenbach reviewed the data collection undertaken by staff in May 2021 for Phase 2 of the project, noting that:

- The speed limit on Lynn Valley Road is fifty kilometres per hour;
- Eighty-five percent of drivers travel at or under sixty-three kilometres per hour northbound and sixty kilometres per hour southbound;
- Parking demand is highest between Kilmer and Dempsey Roads midday and higher on weekends than weekdays; and,
- Resident parking needs between Kilmer and Dempsey Roads will require providing or preserving fifteen to twenty parking spaces.

Ms. Weisenbach advised that staff are presenting two options for the Phase 2 timeline:

- Option A:
 - Construction completed by Fall 2023;
 - Public engagement in Spring 2022;
 - Design and Tender Summer through Winter 2022; and,
 - Construction from Spring to Summer 2023.
- Option B:
 - Construction completed by Fall 2025;
 - Public engagement in 2023;
 - Design and tender in 2024; and,
 - Construction in 2025.

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

- Noted that Council does not make decisions at Council Workshop and the matter will need to be considered at a Regular Meeting;
- Commended staff for their work to date in the Lynn Creek Town Centre, noting heavy truck traffic and high vehicle speeds;
- Commented on lessons learned from the implementation of changes on 29th Street, noting that residents had difficulty accessing rear lanes during snow events;
- Commented on the need to balance the competing interests of road users and safety improvements;
- Commented on the need for comprehensive public engagement;
- Requested that Council be involved with in-person public consultation opportunities;
- Expressed opposition to proceeding with Phase 2 of the LVRATI Project

- Expressed support for moving forward with construction of connected and safe cycling routes;
- Commented on the need for street parking for residents, tenants and trail users near Kilmer Road, noting that there are many narrow lots in this area;
- Requested that staff show how key intersections would look and how they would be impacted by Phase 2 of the project;
- Expressed concern that grant funding for Phase 1 could be lost;
- Commented on cyclist safety on Lynn Valley Road;
- Expressed support for the removal of the one-way option for Phase 2;
- Questioned the reach of surveys, noting that they may be limited to those who are already on the District's website and are computer literate;
- Recommended consulting with the public before creating design options to ensure proposed designs are acceptable to the community;
- Commented on the OCP's goals to make the community safer for pedestrians and cyclists;
- Encouraged the use of cycling to improve physical and planet health;
- Noted that more connections are needed to make cycling infrastructure more useful;
- Recommended constructing direct routes;
- Noted that the proposed route through Kilmer Park requires a left turn across Lynn Valley Road in both directions;
- Opined that more climate change actions could be achieved by constructing cycling infrastructure on the northern section of Mountain Highway, in the Lions Gate Village and Marine Drive Corridor, Dollarton Highway, or other commuter routes;
- Noted that recreational cyclists use trails rather than roads;
- Commented on the negative impact of concrete on climate change;
- Noted the low number of cyclists on 29th Street;
- Commented on the increased number of electric vehicles in use, noting that these vehicles require parking; and,
- Queried how routes are prioritized.

In response to a question from Council, staff advised that the public consultation process for Phase 1 involved letters to affected properties and businesses as well as a public meeting held virtually. It was further advised that the materials are posted on the District's website.

In response to a question from Council, staff advised that Phase 2 public engagement would involve more than the immediately affected properties and would engage as many people as use the Lynn Valley Road corridor as possible though as many methods as possible. This could involve in-person meetings, depending on the course of the COVID-19 pandemic.

In response to a question from Council, staff advised that public engagement would begin in Spring 2022.

In response to a question from Council, staff advised that the cycling team is currently comprised of a technical team tasked with deciding which options to bring forward to the engagement phase.

In response to a question from Council, staff clarified that the grant from the Province includes both phases as the project was not phased at the time of the application, therefore a timeline for both phases is required in order to make use of the grant funds.

Mr. David Stuart, CAO, noted that due to competing interests, there may be no middle ground nor a way to accommodate everyone's needs and wants. There are different perspectives in the community and philosophical differences between members of Council, leading to a lack of a clear direction for staff.

In response to a question from Council, staff advised that access to Lynn Headwaters Regional Park was closed from Lynn Valley Road due to slope instability, which led to a loss of parking spaces on the pipeline access road. As a result, more visitors used residential streets for parking, which led to parking issues for residents. Council directed staff to look at options to address parking issues, such as encouraging visitors to carpool, take a shuttle or E-bike share to Lynn Canyon Park, as well as implementing pay parking as a Transportation Demand Management (TDM) measure. It was further noted that visitors to destination parks have a significant impact on resident liveability during peak season.

In response to a question from Council, staff advised that Lynn Valley Road ranks fifth or sixth in the District for usage with approximately three hundred cyclists per day. It was further noted that twelve to thirteen parking spaces are proposed to be included in Phase 1 of the project in two parking pockets in addition to cycling facilities.

Councillor MURI left the meeting at 8:24 p.m. and returned at 8:25 p.m.

Mayor LITTLE left the meeting at 8:24 p.m. and Councillor CURREN assumed the chair.

Mayor LITTLE returned to the meeting at 8:26 p.m.

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

- Requested that a high level policy regarding cycling lanes be created;
- Expressed support for parallel routes and All Ages and Abilities (AAA) routes, noting safety issues for cyclists using major routes, including fumes from motor vehicles;
- Noted that the City of North Vancouver may not complete their portion of 29th Street;
- Opined that residents in Upper Lynn Valley are opposed to the project and the funds could be allocated to other projects;
- Noted that motor vehicle drivers provide funding for roads and that cyclists are not required to carry insurance or be licenced;
- Commented on the share of Greenhouse Gas (GHG) emission sources;
- Commented on the BC Hydro's capacity to provide electricity if all vehicles transition to electric power;
- Expressed support for a net zero carbon goal and the benefits to the community and the planet;
- Noted that the *Translink 2050* plan has added transit to recreational spaces as a priority for the first time;
- Expressed support for active transportation projects;
- Acknowledged that change is difficult; and,

- Acknowledged there is division on Council on this matter.

In response to a question from Council, staff advised that the majority of costs of the LVRATI Project are intersection improvements, traffic signals, parking pockets, sidewalk extensions, transit improvements and, median improvements in addition to approximately twenty to thirty percent of the total project costs for cycling.

In response to a question from Council, staff advised that the increased cost for the 29th Street project were the custom curbs requested by the City of North Vancouver.

In response to a question from Council, staff advised that the community information meeting was held on July 28, 2021 and that all the materials from that meeting are on the District's website.

In response to a question from Council, staff clarified that the LVRATI project is to provide safety and mobility improvements in Lynn Valley and does not address recreational cycling.

Mr. Stuart summarized Council's feedback on the Lynn Valley Road Active Transportation Improvement Project, noting the following:

- Consultation with the community needs to be undertaken with care on both phases;
- The community needs to be made aware of the proposed options;
- The project timeline will be conservative;
- Staff will discuss how to retain grant funds while proceeding at an appropriate pace to properly engage the community; and,
- Different groups have different interests and staff will work to find a balance.

3.2. E. 29th St. Safety and Mobility Improvements – Supplemental Information

File No. 16.8620.20/054

Mr. Steve Carney, Section Manager – Transportation, provided an update on safety and mobility improvements on East 29th Street, noting that staff were directed to report back on the opportunity for parking zoning variances, potential lane openings and drop-off zones along the East 29th Street corridor.

Mr. Carney advised that the project involved many different factors, including:

- Traffic volumes;
- Collision and safety data;
- Transit requirements;
- Sidewalk and crosswalk needs;
- Cyclist safety;
- Vulnerable road users including elementary school children;
- Intersection capacity;
- Property access; and,
- Utilities.

Mr. Carney advised that the project has been measured against the OCP as well as other planning documents including the Bicycle Master Plan and Pedestrian Master Plan.

Mr. Carney reviewed speed and collision data for the East 29th Street corridor, noting a reduction of vehicle speeds by 7 km/h in both directions between 2018 and 2021 as well as a reduction in the number of reported collisions, with twenty-three collisions reported in 2018 and fifteen reported in 2021. Mr. Carney advised that staff will continue to collect collision data as a minimum of five years of data is required in order to reach any conclusions regarding safety.

Mr. Carney advised that two left turn lanes were installed as part of the project for westbound vehicles travelling into Tempe Heights via Somerset Street and Tempe Crescent.

Mr. Carney noted staff have approved parking zone variances from residents to allow driveway widening, new driveways and increased lot coverage to improve access to off-street parking. Mr. Carney advised that staff reviewed the possibility of additional lane openings, which have not been recommended due to tree loss, drainage issues and cost.

Mr. Carney reviewed drop-off zone options considered by staff, noting that neither is recommended. Option A, with an estimate cost of \$50,000 per zone, identified four short loading zone pockets between driveways, with impacts including boulevards and property frontages including the removal of trees and hedges. This option is not recommended by staff due to the increased risk of collisions as drivers would cross the cycling lane to enter and exit the drop-off zone. Option B, with an estimated cost of \$35,000 per zone, identified two sites on side streets were considered. This option is not recommended by staff as it may not be effective or convenient for those living further from the identified side streets, would require sidewalk extensions and reduce the number of longer-term on-street parking spaces.

Mr. Carney reviewed an alternative option, which considers operational needs such as snow removal and solid waste collection. This option is to remove delineators and install short concrete barrier sections, which would not create formal parking spaces. These spaces could be used for deliveries, passenger pick-up and drop-off, solid waste collection and other short-term uses of five minutes or less between the concrete barriers.

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

- Recommended removal of the delineators on the south side of East 29th Street to the east of Tempe Glen Drive;
- Opined that the cycling lanes are not well used;
- Commented on resident impacts compared to cycling lane usage rates;
- Noted resident concerns regarding rear lane access during snow events;
- Queried why other options from the original staff report were not included in the update;
- Provided comments on the staff recommendations, including opposition to the presented option and support of the recommendation and further investment in cycling infrastructure;
- Opined that usage of the cycling lanes will increase once other parts of the District's cycling network are completed, noting higher usage achieved in other municipalities;

- Recommended allowing time to see the impacts of safety and connectivity improvements;
- Commented on the District's cycling goals to create a safe and integrated network;
- Suggested moving both cycling lanes onto one side of East 29th Street to make more street parking available without reducing the space designated for cyclists;
- Expressed opposition to removing separated cycling lanes and opined that removal would not constitute a compromise and would compromise safety;
- Commented on the safety of all road users;
- Noted that the combination of cycling lanes, vehicle lanes and street parking is hazardous;
- Commented on the costs associated with different solutions;
- Noted Mt. Seymour Parkway has unprotected cycling lanes next to high speed vehicle traffic;
- Commended staff for working with residents to address their concerns;
- Recommended making informed decisions based on information requested from and provided by staff;
- Noted cycling lanes could be modified in the future based on more recent information on usage and risk;
- Queried whether public consultation will be considered in decisions;
- Commented on the increased use of delivery services during the COVID-19 pandemic and the need to provide safe places for drivers to pull over to make deliveries;
- Noted that some residents have mobility issues and are unable to use the rear lane access to their properties as a result;
- Advised that combined cycling lanes on one side of the street would create a hazardous condition and it would be safer to completely remove one lane;
- Noted that staff do not recommend bidirectional cycling lanes as they create a situation where cyclists are not where they are expected to be;
- Commented on the possibility of the City of North Vancouver creating cycling infrastructure on an alternate route through Tempe Park;
- Opined that links in town centres and transportation corridors are important; and,
- Commented on available Federal Government funding for active transportation projects.

In response to a question from Council, staff advised that the recommendation in the staff report for the May 6, 2019 Regular Meeting of Council was intended to be a short-term solution. It is not the preferred technical solution as combining parked vehicles, cycling lanes and driving lanes is a dangerous configuration.

Mr. David Stuart, Chief Administrative Officer, summarized Council's feedback on the East 29th Street Safety and Mobility Improvement Project, noting the following:

- Changes may be considered as long as they do not compromise safety;
- Staff will report back with possible improvements to the route;
- Property access has been an issue for residents; and,
- Improvements can be accommodated through the budget process.

4. Public Input:

4.1 Mr. John Boyle:

- Advised that he is a resident living on Draycott Road;
- Advised that he is opposed to the proposed elimination of left turns from Draycott Road onto Lynn Valley Road, noting that it would require the residents of two buildings with a total of ninety-nine units to drive an unreasonable distance through a school zone to access and exit the property;
- Commented on the traffic impacts of the proposed changes, including access for Canada Post, couriers, waste collection, and emergency vehicles;
- Requested information on the revised proposal;
- Requested that the District use materials other than concrete barriers as these are intrusive and costly; and,
- Suggested developing a laneway east of the Walter's Place residential development.

4.2 Mr. Bruce Macarthur:

- Spoke on behalf of the residents of BrookWood North Condominium;
- Advised that he supports the comments by the previous speaker; and,
- Requested clarification from staff that the revised proposal will allow residents to turn left when leaving the complex.

4.3 Mr. Jasper Tam:

- Advised that he is a resident living in Upper Lynn Valley and a cyclist;
- Noted that he travels by bicycle to stores to do his shopping;
- Commented on the hazardous condition when he is required to shift from the side of the road into the driving lane;
- Commented on cyclist safety issues on Lynn Valley Road near the garden centre where two vehicle lanes merge into one;
- Commented on the suitability of cycling routes in Lynn Valley, noting that Mountain Highway and Lynn Valley Road are better choices and that Ross and Frederick Roads are steep and unsuitable for an AAA route;
- Commented on the angle of the intersection of Lynn Valley and Allen Roads; and,
- Recommended the use of concrete barriers or raised pathways rather than painted lines or bollards.

4.4 Mr. Don Piercy:

- Spoke on behalf of HUB Cycling;
- Noted that Lynn Valley Road is one of the few relatively flat routes in Lynn Valley and is suitable for cycling lanes;
- Commented regarding the removal of pylons on East 29th Street, acknowledging that the change was required to allow for safe waste collection;
- Recommended that staff seek another solution to improve cycling safety on East 29th Street; and,
- Thanked Council for working to create a safe and connected cycling network throughout the District.

4.5 Mr. Lyle Craver:

- Opined that the East 29th Street Safety and Mobility Improvement Project has been a failure;
- Opined that the changes to East 29th Street have reduced safety and that seven lane changes are required on the route from the top of the East 29th Street hill to Lynn Valley Road;
- Noted that Lynn Valley Road is one of three routes into Upper Lynn Valley and that all three routes have been restricted in some way in recent years;
- Commented on mobility in and out of the Upper Lynn Valley neighbourhood;
- Advised that his neighbours in Upper Lynn Valley report that they have not been contacted the District regarding the proposed changes;
- Opined that the District will proceed with the project no matter what residents say; and,
- Recommended against fast-tracking the project as this will alienate residents.

4.6 Mr. Duncan Wilcock:

- Expressed support for the LVRATI Project and encouraged Council to move the project forward;
- Recommended prioritizing transit routes, noting that use of transit eliminates the need for parking and reduces GHG emissions;
- Commented on the differences between utility cyclists, commuter cyclists and recreational cyclists, noting that utility cyclists travel by bicycle to access services such as child care; and,
- Commented on high vehicle speeds on Hoskins Road route.

4.7 Mr. Peter Teevan:

- Commented on cycling routes in the Seymour area, noting they are not separated cycling lanes and were among the first in the District;
- Commented on the stated goal in a previous staff report to complete the cycling route to Lynn Headwaters Regional Park for recreational cyclists;
- Commented on recreational cyclists using the trails in the Seymour area, noting that most drive in and out of the area and do not use the existing cycling lanes to travel to and from recreational sites;
- Opined that recreational cyclists will not use the cycling lanes to access recreational sites in Lynn Valley; and,
- Commented on the impact of increased spending on property taxes.

4.8 Mr. Peter Coles:

- Advised that he is a resident living on East 29th Street;
- Commented on how the road changes have impacted access to private properties, especially for those with mobility issues;
- Noted that a lack of accessibility has a negative social impact on residents and may prevent aging in place;
- Advised that there is nowhere for HandyDART pick up and drop off passengers or for delivery drivers to legally pull over and that illegally stopped vehicles create a hazardous condition for cyclists;
- Advised that residents were not able to access parking via rear lanes during snow events as the District does not salt or plow lanes;

- Commented on the usage of the cycling lanes on East 29th Street, noting low counts;
- Recommended combining the cycling lanes on one side of East 29th Street to restore street parking on the other and opined that this would be a cost-effective compromise that would address the concerns of all stakeholders;
- Commented on the options that are and are not supported by staff and disputed that the supported options are safer;
- Recommended using concrete barriers rather than the existing plastic bollards;
- Noted that drivers circling the block looking for safe areas to stop or park cause additional pollution; and,
- Requested that Council direct staff to make changes to East 29th Street to address safety and accessibility concerns.

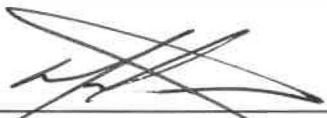
5. ADJOURNMENT


MOVED by Councillor HANSON

SECONDED by Mayor LITTLE

THAT the January 31, 2022 Council Workshop is adjourned.

CARRIED
(10:10 p.m.)



Mayor

Municipal Clerk