

**MINUTES OF THE REGULAR MEETING OF COUNCIL, HELD ELECTRONICALLY
FROM CITY HALL, 141 WEST 14TH STREET, NORTH VANCOUVER, BC, ON
MONDAY, NOVEMBER 15, 2021**

PUBLIC HEARING – Duplex Special Study Implementation

Moved by Councillor McIlroy, seconded by Councillor Bell

THAT the meeting recess to the Public Hearing for “Official Community Plan Bylaw, 2014, No. 8400, Amendment Bylaw, 2021, No. 8757” (Change Residential Levels in the Duplex Special Study Area – Northern Part and Revise the Duplex Special Study Area Boundary) and “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2021, No. 8758” (New Residential Levels in the Duplex Special Study Area – Northern Part, RT-1).

The meeting recessed to the Public Hearing at 5:42 pm and reconvened at 6:29 pm.

BYLAWS – THIRD READING

8. “Official Community Plan Bylaw, 2014, No. 8400, Amendment Bylaw, 2021, No. 8757” (Change Residential Levels in the Duplex Special Study Area – Northern Part and Revise the Duplex Special Study Area Boundary)

Moved by Councillor Girard, seconded by Councillor Back

THAT “Official Community Plan Bylaw, 2014, No. 8400, Amendment Bylaw, 2021, No. 8757” (Change Residential Levels in the Duplex Special Study Area – Northern Part and Revise the Duplex Special Study Area Boundary) be given third reading.

CARRIED UNANIMOUSLY

9. “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2021, No. 8758” (New Residential Levels in the Duplex Special Study Area – Northern Part, RT-1)

Moved by Councillor Girard, seconded by Councillor Back

THAT “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2021, No. 8758” (New Residential Levels in the Duplex Special Study Area – Northern Part, RT-1) be given third reading.

CARRIED UNANIMOUSLY



 Department Manager	 Director	 CAO
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The Corporation of **THE CITY OF NORTH VANCOUVER**
PLANNING & DEVELOPMENT DEPARTMENT

REPORT

To: Mayor Linda Buchanan and Members of Council

From: Karen Montgomerie, Planner 2

Subject: DUPLEX SPECIAL STUDY IMPLEMENTATION: NORTHERN BLOCKS
OFFICIAL COMMUNITY PLAN AMENDMENT AND ZONING BYLAW
AMENDMENT

Date: October 6, 2021 File No: 13-6520-20-0056/1

The following is a suggested recommendation only. Refer to Council Minutes for adopted resolution.

RECOMMENDATION

PURSUANT to the report of the Planner 2, dated October 6, 2021, entitled “Duplex Special Study Implementation: Northern Blocks Official Community Plan Amendment and Zoning Bylaw Amendment”:

THAT “Official Community Plan Bylaw, No. 8400, Amendment Bylaw, 2021, No. 8757” (A Bylaw to Change Residential Levels in the Duplex Special Study Area – Northern Part and Revise the Duplex Special Study Area Boundary) be considered and referred to a Public Hearing;

THAT “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2021, No. 8758” (New Residential Levels in the Duplex Special Study Area, RT-1) be considered and referred to the same public hearing.

AND THAT notification of the public hearing be circulated in accordance with the *Local Government Act*.

ATTACHMENTS

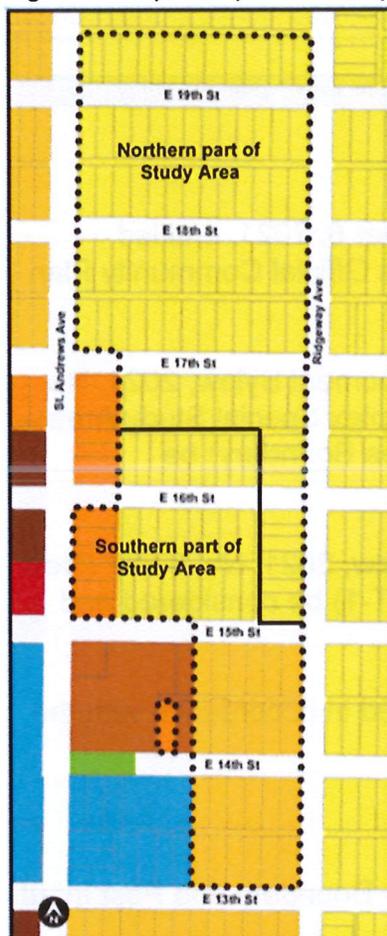
1. Duplex Special Study Area OCP Boundary, Initial Study Boundary and Post Input Boundary (CityDocs [#2099805](#))
2. Duplex Special Study Area Existing Land Use Map (CityDocs [#2051505](#))
3. Duplex Special Study Recommended Option Land Use Map (CityDocs [#2051508](#))

4. Staff Report: Duplex Special Study Results and Direction, dated February 28, 2018 (CityDocs [#2051510](#))
5. Staff Report: Duplex Special Study Implementation Update, dated May 11, 2021 (CityDocs [#2099820](#))
6. Official Community Plan Amendment Bylaw No. 8757 (CityDocs [1850252](#))
7. Zoning Amendment Bylaw No. 8758 (CityDocs [1850254](#))

SUMMARY

This report outlines the Official Community Plan (OCP) and Zoning Bylaw amendments necessary to implement the Duplex Special Study recommended option for the northern part of the special study area (as defined in the OCP). This would allow for duplex development for the 88 lots in the northern part of the special study area without a requirement for individual rezoning applications. The OCP amendment would also revise the Duplex Special Study Area boundary to remove the northern blocks from the area, and include all lots identified in the recommended option for the southern part of the study area with corresponding text amendments.

Figure 1 Duplex Special Study Area, 300 blocks between East 13th and East 19th Streets



Northern Part

- Properties fronting E 19th St
- Properties fronting E 18th St
- Properties fronting E 17th St
- Ridgeway between E 15th & E 17th St

Southern Part

- Properties fronting E 16th St
- Properties fronting E 15th St
- Properties fronting E 14th St
- Properties on north side of E 13th St
- St Andrews between E 15th & E 16th St

BACKGROUND

During the final stages of the 2014 OCP update, a number of residents between East 15th and East 19th Streets approached Council and requested a change from Residential Level 1 (0.5 FSR) to Residential Level 2 (0.5 FSR) in the Official Community Plan (OCP). This was to allow for duplex development consistent with the proposal for the eastern half of the 300 blocks between 13th and 15th Streets to the south. This request came late in the process, and in response a Special Study Area designation was applied to this area in the OCP. Special Study Areas are areas that have been identified for a possible Schedule A land use change at a later date.

The blocks on the eastern half of the 300 blocks from 13th to 15th Streets were designated Residential Level 2 (0.5 FSR) in the OCP, however they were not rezoned at the time which means currently individual re-zonings are required to build duplexes on these properties.

Duplex Special Study Process

In spring of 2017, staff were directed by Council to initiate the Duplex Special Study and explore housing options for the 300 blocks of East 13th to East 19th Streets in consultation with area residents. The following resolution was passed:

THAT, as set out in Option 1 of the report, staff be directed to proceed with the OCP Duplex Special Study to consider expanding the Residential Level 2 designation to apply to the 300 blocks East 15th through East 19th Streets, and to explore zoning the land and the east half of 300 blocks East 13th through 15th Streets to allow for duplex development.

CARRIED UNANIMOUSLY

The resolution expanded the Duplex Special Study Area beyond the study area identified in the OCP. Refer to Attachment 1, Duplex Special Study Area OCP Boundary, Initial Boundary and Post Input Boundary.

Staff conducted community engagement and analysis of options. A Preference Survey was mailed to owners and occupants of the 151 properties in the area to assess the level of interest in considering land use change and to invite input on initial options. The survey was also made available more broadly online. A total of 138 responses were received, 88 (64%) from residents within the study boundary, and there was majority support for change in the area.

As a result of the Preference Survey and staff analysis, the study boundary was adjusted to include the north side of East 19th Street (to the lane) and the block between East 15th Street and East 16th Street on the east side of St. Andrew's Avenue (Attachment 1).

Following engagement, the Duplex Special Study area boundary includes a total of 146 properties, with the following current land use designations (Attachment 2, Duplex Special Study Area Existing Land Use Map):

- 115 lots at Residential Level 1 (Low density, single family detached, 0.5 FSR)
- 24 lots at Residential Level 2 (Low density, duplex, 0.5 FSR)
- 7 lots at Residential Level 3 (Low density, rowhouse and townhouse, 0.75 FSR)

Input from the Preference Survey assisted staff in their analysis and development of a series of land use options. These options were presented at an Open House, with paper and online feedback forms used to gather results. The greatest support was for the option that would provide for more ground oriented housing including duplex and rowhouse forms with the potential for accessory secondary suites on nearly all lots.

Recommended Option

The results of further staff analysis and the two rounds of public engagement led to a recommended option (Attachment 3, Recommended Option Land Use Map) being presented to Council as follows:

- Duplex development on 76 lots (Residential Level 2, 0.5 FSR);
- Small lot duplex (no suites) on 12 lots (Residential Level 2, 0.5 FSR);
- Rowhouse or townhouse development on 51 lots (Residential Level 3, 0.75 FSR);
- Garden apartment development on seven lots (Residential Level 4A, 1.0 FSR).

From an urban form perspective, the structure of development in the City follows a pattern of transitional densities, with higher densities along the north/south spine of Lonsdale Avenue stepping down in density along the blocks to the east and west. The 300 blocks east of Lonsdale Avenue function as a transition between highest density to the west and lower density to the east. The study area is bisected along East 15th Street by a significant arm of the Frequent Transit Network, providing 15 minute connectivity from the west, through the Lonsdale Regional Centre and into Lynn Valley Town Centre.

The recommended option provides for a wide range of ground orientated housing in the study area, including the potential for accessory secondary suites on nearly all lots. For the 88 lots proposed to change from Residential Level 1 to duplex development (Residential Level 2), there would be no increase in density, as Residential Level 1 also has a density of 0.5 FSR. For the 58 lots proposed to change to Residential Levels 3 and 4 in the southern part of the study area, there would be a marginal increase in density of between 0.25 – 0.5 FSR which would create a more gradual transition to the medium density areas to the west.

By transitioning from traditional single family forms, more ground orientated rental suites and smaller, less expensive ownership options can be made available in the community. With the introduction of varied development options, the potential number of units within the study area increases to 648 (as compared to the current OCP potential of 477 units) with an estimated population increase of approximately 425 people should

every lot redevelop to its full potential. The forms of development proposed do not involve large consolidations, and it is anticipated that redevelopment in this area would occur at a small scale incrementally over time.

The introduction of rowhouse, townhouse and garden apartment development forms of development would also support the transit network and encourage active transportation. A review of underground infrastructure capacity revealed no concerns regarding water and sewer to accommodate this future growth. The drainage system has one gap on E 16th Street that may require an applicant to extend the existing drainage main to service a new development as per the Subdivision and Development Control Bylaw. Any longer term infrastructure upgrades would come through regular upgrades set out in the City's capital plan, as is the case in other lower density areas of the City.

At the time of developing the recommended option, staff also met with representatives of the North Vancouver School District (NVSD) regarding the potential increase in population and the potential need for additional school spaces. The School District advised that should Council proceed with the proposed changes, they would request additional funding from the Province to add additional capacity. The NVSD Capital Plan was presented and adopted at the public Board meeting in September 2021. The NVSD have requested an expansion for a new Queensbury Elementary, and have also put forward a request for land acquisition in the CNV in anticipation of future need.

Based on the staff recommended option (Attachment 4, Duplex Special Study: Results and Direction) at its regular meeting on March 5, 2018, Council passed the following resolution:

PURSUANT to the report of the Planner 2, dated February 28, 2018, entitled "Duplex Special Study: Results and Direction":

THAT the results of the Duplex Special Study be received and community members thanks for their input;

CARRIED

AND THAT the study be concluded and staff be directed to return with draft bylaws and process for implementation.

CARRIED

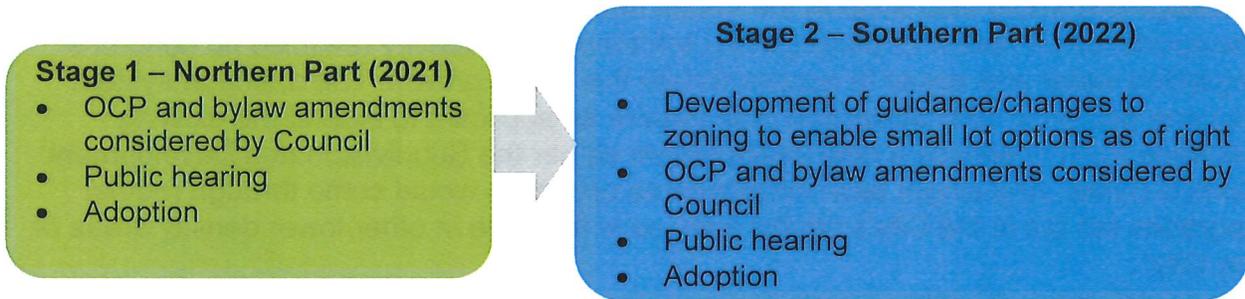
DISCUSSION

Staff provided an Information Report to Council (Attachment 5, Duplex Special Study Implementation Update) on May 11, 2021 to outline the proposed two-stage process for implementing the recommended option.

As outlined in the Information Report, residents of the area have been notified of the process for implementing the recommended option (via website updates and the study

email contact list). Additionally, a virtual open house was held on September 14, 2021 where staff presented the study and attendees were able to ask questions and provide comments.

Figure 2 Overview of Two-stage Implementation Process



Stage 1 – Northern Part

For the properties (88 lots) on the northern blocks that are currently zoned One Unit Residential (RS-1) with a current OCP land use designation of Residential Level 1, the process for implementing the recommended option requires an OCP amendment to change the land use designation to Residential Level 2 and a corresponding change in zoning to Two Unit Residential (RT-1). There is no further analysis required to implement changes in the northern part of the study area and this report includes draft bylaws for implementation of the recommended option in the northern part of the study area. The controls for any new development in the northern part of the study area would be handled through the building permit process.

As part of implementing the recommended option in the northern part of the study area, the Duplex Special Study Area boundary in the OCP will be revised to reflect the adjusted study boundary for the southern part of the study area and include all properties to which the recommended option applies.

Stage 2 – Southern Part

The recommended option proposes a change to OCP land use designations for the remaining properties to Residential Level 3 (51 lots) and Residential Level 4A (7 lots). The process for implementing this is more complex, as the rowhouse and garden apartment forms do not currently exist in the Zoning Bylaw. This means that if an OCP amendment was taken forward for these lots, individual rezoning applications would still be required to take forward this form of development. Further analysis is required to develop the required guidance and/or corresponding changes to zoning that would allow for rowhouse, garden apartment or other small lot options in the southern part of the study area.

The increase in density proposed in the southern portion of the study area also presents an opportunity to explore how the development of new affordable home ownership options could be supported on these properties through the OCP amendment and rezoning process. The City's *Density Bonus and Community Benefits Policy*, in

conjunction with the OCP, requires community benefit cash contributions based on the lift gained for certain forms of development, including Residential Levels 3 and 4 (the policy does not apply to lower density OCP designations). The further analysis will consider the interaction of the density bonus policy and the potential for supporting affordable home ownership options.

NEXT STEPS

Should council approve this report, the attached draft Bylaws will proceed to Public Hearing. Should Council support the adoption of the OCP and zoning bylaw amendments following the Public Hearing, applications for duplex development in the northern part of the study area would be processed through the building permit process.

Staff will undertake the further analysis in 2022 to take forward implementation of the recommended option in the southern part of the special study area.

STATUTORY REVIEW

The *Local Government Act* Section 475(2)(b) specifies entities that may require opportunity for consultation during consideration of an OCP amendment. As part of meeting this requirement, staff met with representatives of the North Vancouver School District 44 regarding the potential increase in population prior to presenting the Recommended Option to Council in March 2018 (Attachment 4). Should Council proceed with changes to land use designations within the study area, the OCP amendment bylaw would be formally referred to the school district as part of the public hearing notification process.

Section 477(3) (a) of the *Local Government Act* requires municipalities to consider whether the changes would have any impacts on the City's Financial Plan or Waste Management Plan. The proposed change to the OCP presents no significant impact on the City's infrastructure, therefore no significant impact to the City's Financial Plan or Waster Management Plan are contemplated.

FINANCIAL IMPLICATIONS

There are no anticipated financial costs to the City as a result of the proposed OCP and zoning bylaw amendments. The City's Density Bonus and Community Benefits Policy (2019) does not apply to land designated Residential Levels 1 and 2 in the OCP.

INTER-DEPARTMENTAL IMPLICATIONS

The two-stage process for implementing the recommended option was presented and discussed at the Advisory Planning Committee in June 2021. The Duplex Special Study has also been presented to other departments and internal committees throughout the project.

STRATEGIC PLAN, OCP OR POLICY IMPLICATIONS

The proposal is intended to support and build on the key housing relative objectives and policies in the City's *Official Community Plan* (2014), including:

- Policy 1.3.1 Ensure that new development is compatible with the established urban form of the City, reflecting the primacy of the Lonsdale Regional City Centre and the transition through mid- and low-rise buildings to lower-density residential neighbourhoods
- Policy 1.3.2 Avoid "zoning cliffs" at the edges of high and medium density residential areas by designating lower density multiple residential development between higher density and single family areas
- Policy 1.5.1 Provide opportunities for a range of housing densities, diversified in type, size and location.
- Policy 1.5.2 Increase the amount of affordable and adequate accommodations for lower income households (including non-market housing) in an effort to meet the Metro Vancouver Housing Demand Estimates articulated for the City over the next 10 years

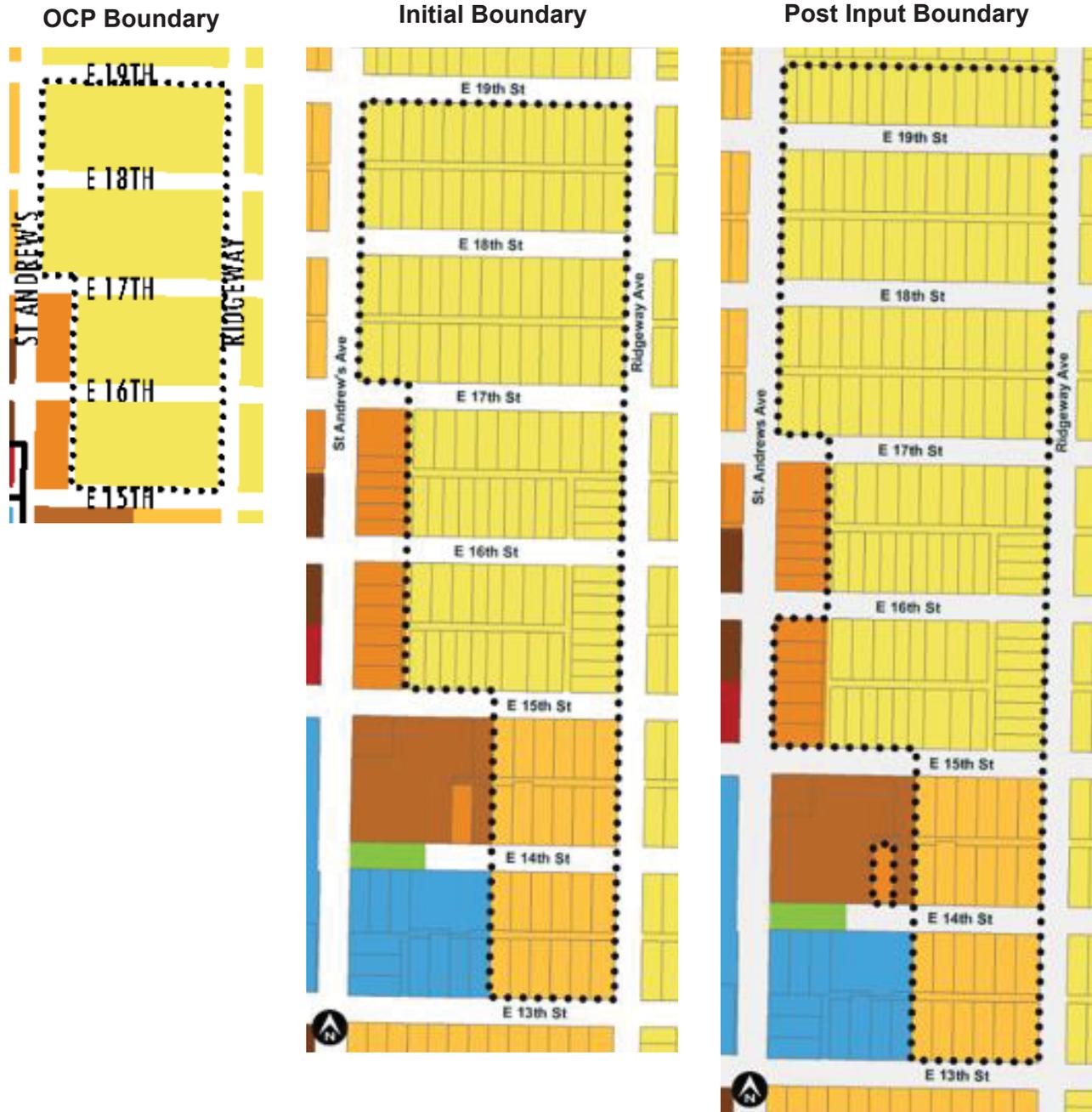
It also supports the vision of the *Housing Action Plan* (2016) to ensure there are diverse and appropriate housing options for current and future residents of all ages, incomes, and abilities supports, and the 2018-2022 *Council Strategic Plan* priority of a 'City for People'.

RESPECTFULLY SUBMITTED:



Karen Montgomery
Planner

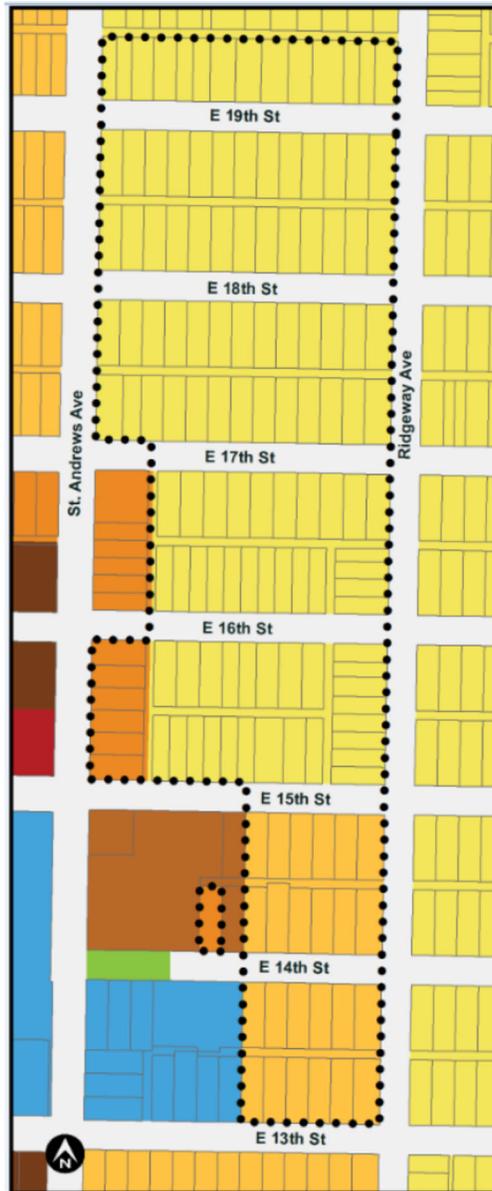
Duplex Special Study Area OCP Boundary, Initial Boundary and Post Input Boundary



Legend

	Residential Level 1 (Low Density)	0.5		Residential Level 5 (Medium Density)	1.6
	Residential Level 2 (Low Density)	0.5		Residential Level 6 (High Density)	2.3
	Residential Level 3 (Low Density)	0.75		Parks, Recreation & Open Space	
	Residential Level 4A (Medium Density)	1.0		School & Institutional	

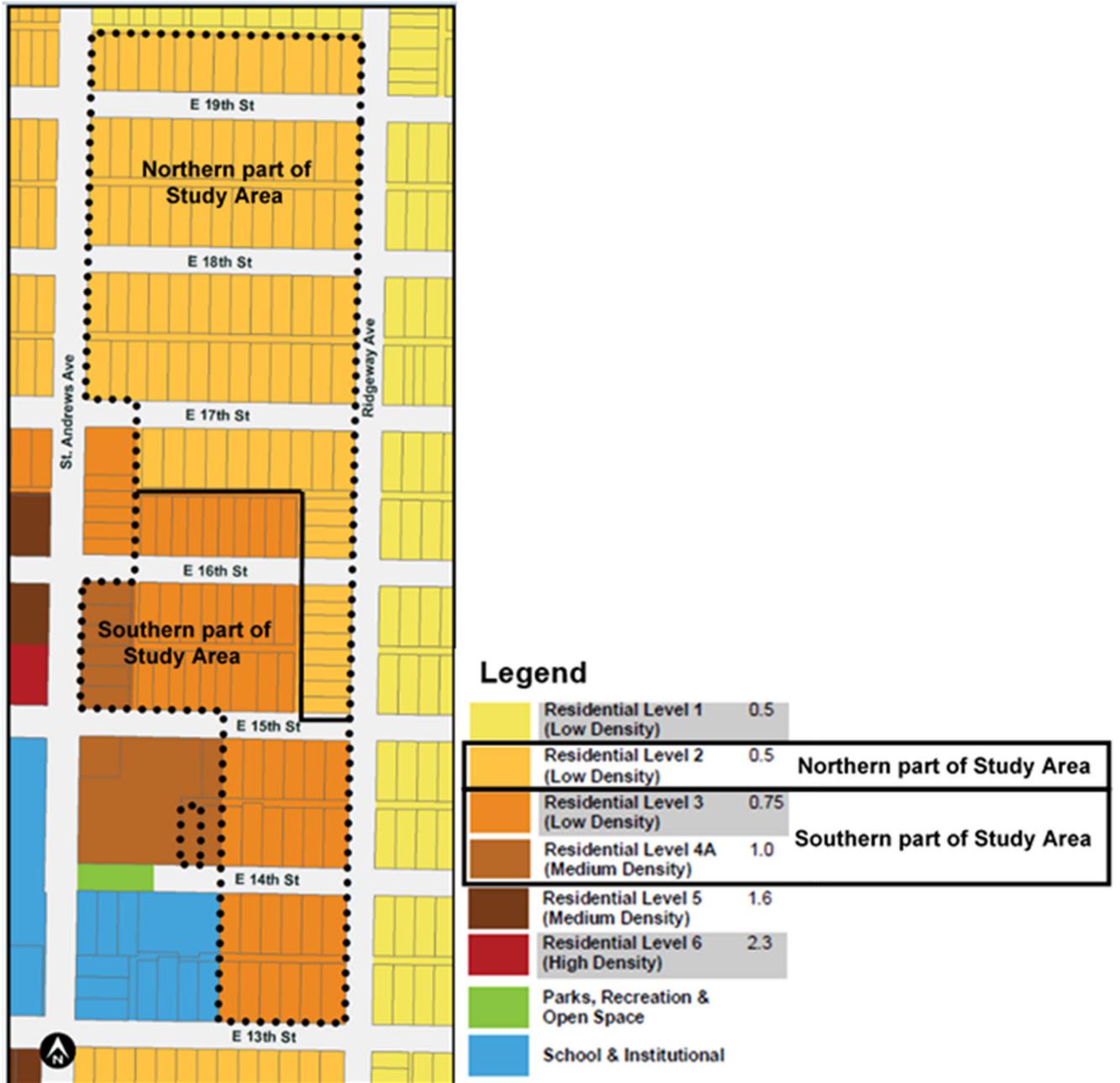
Duplex Special Study Area Existing Land Use Map



Legend

	Residential Level 1 (Low Density)	0.5		Residential Level 5 (Medium Density)	1.6
	Residential Level 2 (Low Density)	0.5		Residential Level 6 (High Density)	2.3
	Residential Level 3 (Low Density)	0.75		Parks, Recreation & Open Space	
	Residential Level 4A (Medium Density)	1.0		School & Institutional	

Duplex Special Study Area Recommended Option Land Use Map





 Division Manager	 Director	 CAO
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The Corporation of **THE CITY OF NORTH VANCOUVER**
PLANNING DEPARTMENT

REPORT

To: Mayor Darrell R. Mussatto and Members of Council
From: Suzanne A. Smith, Planner 2
SUBJECT: DUPLEX SPECIAL STUDY: RESULTS AND DIRECTION.
Date: February 28, 2018 File No: 13-6520-01-0002/2018

The following is a suggested recommendation only. Please refer to Council Minutes for adopted resolution.

RECOMMENDATION:

PURSUANT to the report of the Planner 2, dated February 28, 2018, entitled "Duplex Special Study: Results and Direction":

THAT the results of the Duplex Special Study be received and community members thanked for their input;

AND THAT the study be concluded and staff be directed to return with draft bylaws and process for implementation.

ATTACHMENTS:

1. Context Map: Duplex Special Study Area (Doc #1625324);
2. Duplex Special Study Input Summary Report (Doc #1626137);
3. Recommended Option (Doc #1624736);
4. Rowhouse Form Example (Doc #1624589).

PURPOSE:

This report presents the results of the Duplex Special Study and seeks direction to proceed with bylaw amendments to implement the preferred option. Staff would return with proposed bylaw amendments for consideration to guide future development. This would include options for rezoning some or all of the study area.

BACKGROUND:

Portions of the 300 block east of Lonsdale have been under transition for some time. Prior to 1980, the 300 blocks were all designated single family development form. In 1980, with the introduction of the City's first Official Community Plan (OCP), the blocks to the south of the Duplex Special Study area, from Keith Road up to the south side of 13th Street, received a combination of land use designations. The plan introduced Residential Level 1 in the eastern half of the blocks and Residential Level 2 (duplex development potential) in the western half, resulting in a mid-block split as a transition between the higher density blocks and Lonsdale Avenue to the west and the single family area to the east.

This mid-block split OCP designation was unique at the time. OCP land use designations are generally applied on a block by block basis with either a street or a lane separating the uses. Referred to as the 'mid-block area', the divided nature of this transition resulted in considerable discussion over the years. By 2006 the blocks were re-designated from OCP Residential Level 1 (0.5 FSR) land use designation to Residential Level 2 (0.5 FSR). Then in 2014, with the introduction of Duplex Development Permit Guidelines, the blocks were rezoned to permit duplex development. Where new development complies with related guidelines Development Permits are then issued by staff.

During the process to develop the 2014 Official Community Plan, the blocks on the eastern half of the 300 Blocks from 13th to 15th Street were designated Residential Level 2 in the land use map. They were not rezoned at the time, which means individual rezonings are still required to build a duplex development.

In 2015, during the final stages of the 2014 OCP update, some residents in the 300 blocks between East 15th and 19th Streets approached Council and requested a change from Residential Level 1 to Residential Level 2 in the OCP, which would allow for duplex development, consistent with the 300 blocks to the south. This request came late in the process and a new Public Hearing would have been required to incorporate this request. As an alternative, a Special Study Area designation was applied to this area in the OCP prior to Bylaw adoption. Special Study Areas are areas that have been identified for a possible Schedule A Land use change at a later date.

In the spring of 2017, staff were directed by Council to initiate the Duplex Special Study and explore housing options for the 300 blocks of East 13th to 19th Street in consultation with area residents (Attachment #1). The following resolution was passed:

THAT, as set out in Option 1 of the report, staff be directed to proceed with the OCP Duplex Special Study to consider expanding the Residential Level 2 designation to apply to the 300 blocks East 15th through 19th Streets, and to explore zoning the lands and the east half of 300 blocks East 13th through 15th Streets to allow for duplex development.

CARRIED UNANIMOUSLY

In the Council discussion, staff were encouraged to consider a variety of approaches to producing housing options for the area as this effort contributes to the implementation of the City's Housing Action Plan (HAP). The HAP includes a variety of strategies to address the housing needs of City residents, including the provision of smaller, more affordable ownership options and increasing the stock of accessory rental units in proximity to transit and services.

This report presents results of the Duplex Special Study and recommended next steps for implementation.

DISCUSSION:

A notification boundary was established for the Duplex Special Study and an initial mail out was sent to invite residents to participate in the process (Attachment #1). A series of large project signs were also posted throughout the study area to provide notification and direct community members to the project webpage and staff contact information. The project webpage includes staff reports and additional materials as they have become available at www.cnv.org/duplexstudy.

A Preference Survey (see the Input Summary Report in Attachment #2) was mailed to owners and occupants to assess the current level of interest in considering land use change in the area and for input on some initial housing concepts. This survey was also made available more broadly online.

Preference Survey

The survey was well received with 138 responses representing an area with 151 properties. Of the responses, 88 (64%) were received from residents within the study boundary and 50 (36%) from residents living outside the boundary (Attachment #2). Overall, there was majority support for change in the area, with the strongest support initially for duplex development and for rowhouse form of development in some areas. Comments in support of change cited the ability of density to help increase housing options and affordability and expansion of the study boundary. A number of comments encouraged higher density than proposed in the survey. Concerns included the current level of use of on street parking.

As a result of both input received and staff analysis, the study boundary was adjusted to include the north side of East 19th Street (to the lane) and the block between 15th and 16th Streets on the east side of St. Andrew's Ave (Attachment #1). In both cases, a number of letters were received in support of inclusion in the study; and one email of opposition for the inclusion of 19th Street (Attachment #2). Staff included the north side of 19th Street based on the urban design principle of providing a transition of form over the laneway to, rather than on, 19th Street.

Open House and Feedback Form

Input from the Preference Survey assisted staff in their analysis and development of a series of land use change options for further discussion and input. These options were refined and presented at an Open House in September. The open house was well attended and a feedback form (paper and online) used to gather results.

The results of the input and further staff analysis produced a recommended option. The greatest support was for the option which would provide for more ground oriented housing including duplex and rowhouse forms with the potential for accessory secondary suites on nearly all lots. The introduction of the rowhouse form would contribute to a wider variety of housing forms in the City, using less land and a lower cost as compared with contemporary housing in the community.

The preferred option (Attachment #3) would introduce the potential for:

- duplex development on 76 lots (0.5 FSR);
- small lot duplex on 12 lots (0.5 FSR);
- rowhouse (fee simple) or townhouse (strata) development on 51 lots (0.75 FSR);
- garden apartment development on 7 lots (1.0 FSR).

Comments received through the open house and feedback form included interest in housing options for 'empty nesters' to downsize and remain in the same area, concern for local school capacity, the potential for displacement of long-term renters in the study area, parking related concerns and concern for property developers benefiting from any proposed uplift.

ANALYSIS:

The implications for the recommended option from an urban form perspective and an analysis of the number of dwelling units, owned and rented, schools, infrastructure and transportation has been completed. Each element is outlined in more detail below.

Urban Form

The structure of development in the City follows a pattern of transitional densities, featuring higher densities along the north/south spine of Lonsdale Avenue and then stepping down in density along the blocks to the east and west. As a result, the 300 blocks east of Lonsdale Avenue function as a transition between the higher density to the west and lower density to the east. This transition is more varied on the east side of Central Lonsdale, including the blocks closer to the hospital lands.

The study area is bisected along East 15th Street by a significant arm of the Frequent Transit Network and is identified in the North Shore Area Transit Plan as providing 15 minute bus service connectivity from the west, through the City's Lonsdale Regional City Centre and into the Lynn Valley Town Centre.

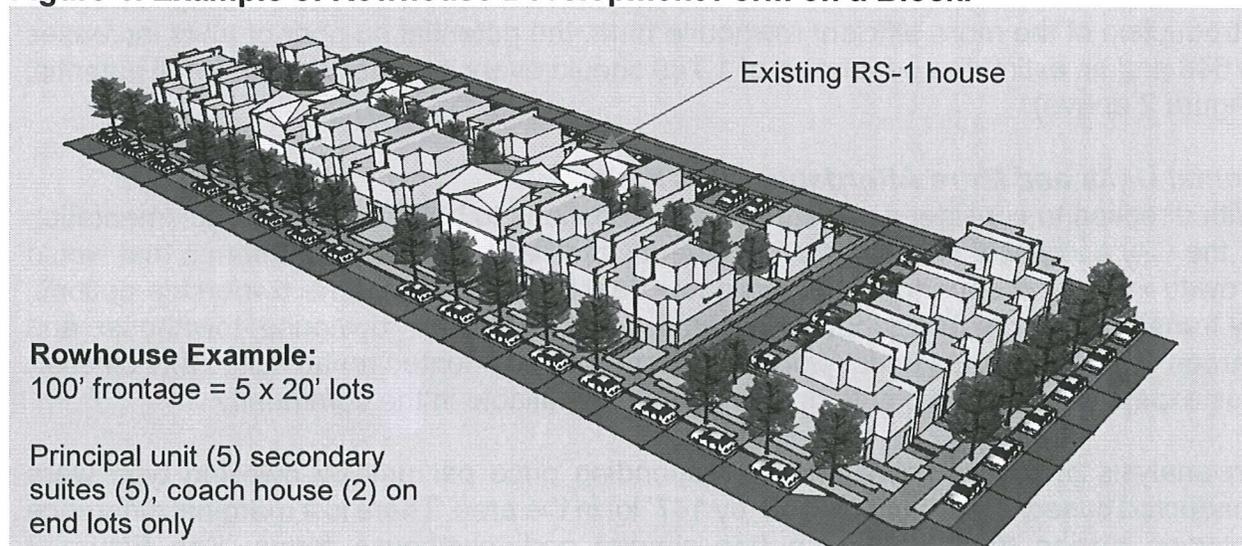
The introduction of Residential Level 3 in the study area at 0.75 FSR could allow for rowhouse (fee simple) or townhouse (strata) development in support of the transit network.

A rowhouse, in essence, is a narrow single family house on a narrow lot with parking on site, and a shared wall agreement with a neighbour on one or both sides. It can have an accessory secondary suite and, in some cases an accessory coach house unit. This form can be compared with townhouse development which features shared common property under the guidance of a strata and a form that often results in centralized parking. The townhouse form at 0.75 FSR does not typically include accessory rental units. This can, however, be facilitated through the subsequent zoning amendments.

The rowhouse form creates a pedestrian scale streetwall which is positive for the streetscape. As a result, this form is beneficial for use adjacent to frequent transit routes like 15th Street, and in close proximity to the city centre. This form, with shared walls, is also more energy efficient than its larger stand alone traditional single family form. The rowhouse form was generally supported when reviewed by members of the Advisory Design Panel in February.

Figure 1 below, and Attachment #4 provide some visual examples of how the rowhouse form could be applied in this instance.

Figure 1. Example of Rowhouse Development Form on a Block.



If directed by Council to proceed, staff would return with zoning bylaw amendments which would establish performance standards including: building setbacks and articulation, suite sizes and parking standards.

Population and Dwelling Units

An analysis of the population and dwelling unit implications associated with the preferred option is outlined below. The following chart presents a comparison of the current built conditions with the full build out potential under the existing land use designations in the

Official Community Plan, and the recommended land use changes including the introduction of the rowhouse form.

Under current conditions, 19% or 26 of 137 single family dwellings in the area are recorded as having one accessory secondary suite. Under the 2014 OCP and current zoning provisions, there is potential for each principle unit to have an accessory in-house suite and a detached suite in the form of a coach house on each lot in the study area. Similarly, areas permitting duplex development can accommodate two principal units, each with an accessory secondary suite for a total of four units on each lot.

Figure 2. As Built, OCP and Option Comparison: Units and Population.

	OCP Level	#Units	Estimated Population
As Built Today	R1, R2	198	333*
2014 OCP Buildout	R1, R2	477 (potential)	1,322*
Recommended Option (see Attachment #4)	R2, R3, R4	648 (potential)	1,749**

*Based on 2.7 – 3.0 persons per household by dwelling type – 2016 Census.

**Based on 2.7 persons per household by dwelling type – 2016 Census.

The shift to duplex potential over nearly half of the study area would see an increase of one additional rental unit over what is permitted under the current zoning. With the introduction of the more efficient rowhouse form, the potential number of units increases to 648 and an estimated population of 1,749 should every lot redevelop to its full potential (Figure 2 above).

Rental Units and More Affordable Ownership

With direction to consider a variety of housing options to help further the implementation of the City’s Housing Action Plan, consideration of land uses and built forms that would provide increased opportunity for more low density rental and home ownership options. By transitioning from traditional single family forms to duplex, rowhouse, townhouse and garden apartment forms of development, more ground oriented rental suites and smaller, less expensive ownership options can be made available in the community.

An analysis of the lot value and corresponding price per unit by dwelling type were conducted based on the standard 50’ by 147’ lot in the area. There is a marginal difference between pricing for a rowhouse (fee simple) and townhouse forms. See Figure 3 following.

Figure 3. Land Value and Price Per Door Analysis

	Single Family Dwelling*	Duplex*	Rowhouse** (20' lot, 0.75FSR, \$910/sqft)	Townhouse**
Lot Value	\$1.8 million	\$1.125 million	\$1.1 million	\$1.1 million
Price per Unit (new)	\$3.2 million	\$1.9 million	\$1.8 million	\$1.6-1.8 million

*Single family and Duplex sales based on Central Lonsdale area.

**Rowhouses and Townhouses sales compared across communities with rowhousing: New Westminster (Queensborough), Coquitlam (Burke Mountain), South Surrey (Grandview Neighbourhood), Langley (Willoughby Heights) and Mission.

The typical single family lot in Central Lonsdale is currently hovering close to \$1.8 million. With a new single family house that increases to a price of \$3.2 million. This compares with \$1.125 million for half of a duplex in the same area. Built new, the price would be \$1.9 million per unit. For rowhouse development, assuming the consolidation of two 50'x147' lots then subdivided into 5 rowhouses at 0.75 FSR and 20' frontages, the land value per lot would be \$1.1 million or \$1.8 million based on new construction. The values are similar for townhouse development based on the recent regional comparison.

It is clear that land values in the City are still on the rise as is the cost of construction. The price of a new single family dwelling is still significantly greater than the other ground oriented housing forms considered in the study.

Local Schools

Staff have met with representatives of the North Vancouver School District regarding the potential increase in population which require additional school spaces. Should Council proceed with the proposed changes, school district staff have advised they will add additional capacity to their current request to the Province for additional funding and redevelopment of area schools such as Queensbury Elementary. Should Council proceed with changes to the land use designations within the study area, the bylaw would be formally referred to the school district, as required by legislation.

Infrastructure, Transportation & Parking

A review of underground infrastructure capacity revealed no concerns regarding water, sewer and drainage to accommodate future growth. Longer term infrastructure upgrades would come through regular upgrades set out in the City's capital plan, as is the case in other lower density areas of the City.

The introduction of Residential Levels 2 & 3 on the east side of Lonsdale Avenue mirror similar development on the blocks west of Lonsdale Avenue and as a result, localized major transportation upgrades are generally not anticipated. Transportation studies are underway for larger redevelopments closer to Lonsdale which will result in some area improvements in the short term.

During the study, concerns were raised regarding the availability of parking in the neighbourhood; often in reference to hospital staff using available on-street parking. Parking standards for the area will be confirmed at the time of rezoning. One space per unit would be consistent with current bylaw requirements that are applied City-wide.

Parkland Considerations

The study area is located within one block of Ray Perrault Park at the south end and two blocks from Grand Boulevard through the blocks to the north. This proximity is consistent with standards for parkland access outlined in the Parks Master Plan. The 2014 Official Community Plan identifies Central Lonsdale East as a priority for park land acquisition which would provide additional open space in the higher density neighbourhood to the west of the study area.

Implementation Considerations

Some community members expressed concern about the potential pace of redevelopment in the area, some citing the rapid transformation of the Moodyville neighbourhood. The Duplex Study area is different in two ways. First, the increase in development potential or value as a result of the change is much smaller in the Duplex Study area. The northern half of the area which would change from Residential Level 1 to Level 2 would see no increase in density and would remain at 0.5 FSR. Second, the forms involved do not involve large consolidations. It is anticipated that the redevelopment of this area will occur more piecemeal over time as a result.

STATUTORY REVIEW:

When an amendment to the Official Community Plan is being considered, Section 882 (3)(a) of the Local Government Act requires municipalities to note whether the change would have any impact on the City's Financial Plan or Waste Management Plan. While the OCP Amendment proposed would see an increase in low density development in the study area, it is anticipated this increase can be accommodated within planned upgrades and otherwise not impact the Financial Plan or Waste Management Plan.

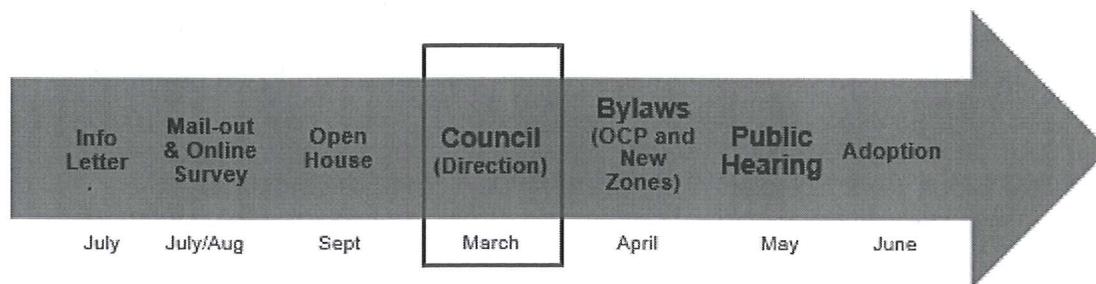
OPTIONS:

Option 1 – Direct Staff to Report Back with OCP and Zoning Bylaw Amendments to Implement the Preferred Option (Recommended)

Based on the input received and subsequent analysis, staff recommend concluding the study and proceeding with land use changes in the study area (Attachment #5).

With direction to proceed staff would return with the Official Community Plan Amendment Bylaw to introduce new land use density designations and new zoning that could be applied to the area. These bylaws would be referred to public hearing at the same time.

The associated timeline forward would be as shown below:



With this change, these properties would have the potential for different forms of development, some at the same density level, some with an increase. This approach would also include zoning amendments to introduce new zones for rowhouse and garden apartment development and options for rezoning the area. Zones currently exist in the City's Zoning Bylaw for duplex and townhouse forms.

Some of the proposed implementation would occur through existing zoning and potentially guidelines. For the northern blocks, the transition from Residential Level 1 (0.5 FSR) to Level 2 (0.5 FSR), and the corresponding change in zoning from RS-1 changing to RT1-A zoning (duplex) could occur through existing zoning and the existing Duplex Development Permit and guideline process. If the blocks were rezoned, where compliance with Duplex Development Permit Guidelines is confirmed, a Development Permit would be issued at the staff level.

For portions of the study area proposed for Residential Levels 3 and 4 (0.75 FSR), a customized rowhouse and townhouse zone will be proposed for inclusion in the zoning bylaw. The same approach would be applied to the block proposed for Residential Level 4 (1.0 FSR).

When staff return with bylaws for introduction, the report would include options for area wide rezoning of some or all of the study area to new zones or implementing the new zoning on a case by case rezoning basis. Area wide rezoning involves the approval of new zoning across multiple lots with consideration at one collective public hearing. This compares with site specific re-zonings which would require an individual application and public hearing for each development.

To proceed with this option, the staff recommendation outlined at the front of this report would apply.

Option 2 – Further Study

Should Council wish to explore additional housing opportunities for the study area that could result in lower cost per unit forms, staff could be directed to return with options for proceeding. If this is the direction for Council, the staff resolution could be changed to:

THAT staff be directed to report back with a wider range of housing opportunities for the 300 Block East Special Study area including higher densities;

AND THAT staff outline a process to engage the community on those opportunities.

Option 3 – Receive and File the Results and Thank the Community

Alternatively, should Council choose not to proceed with the recommended changes resulting from the study, the results could be received and filed and community members thanked for their participation in the process. The staff recommendation could then be changed to:

THAT the results of the Duplex Special Study be received and filed

AND THAT community members thanked for their input.

FINANCIAL IMPLICATIONS:

The costs associated with conducting the Duplex Special Study Area have been taken from existing funding and have worked within existing staff resources.

The City's Density Bonus & Community Benefits Policy does not apply to lower density OCP designations (Levels 1 & 2). A community amenity contribution is therefore not anticipated for the blocks proposed to change to Residential Level 2. For the lots proposed to change to Residential Levels 3 & 4, community amenity contributions would be collected at the time of rezoning; or, if Council decides to implement area-wide rezoning, they would be collected at the building permit stage.

A review of underground infrastructure capacity revealed no concerns regarding water, sewer and drainage to accommodate future growth. As the introduction of Residential Levels 2 & 3 on the east side of Lonsdale Avenue mirror similar development on the blocks west of Lonsdale, localized major transportation upgrades are not anticipated. Future regular upgrades to both transportation and infrastructure would come through those set out in the City's asset management process and capital plan, as is the case in other lower density areas of the City.

INTER-DEPARTMENTAL IMPLICATIONS:

This report was reviewed by the Civic Projects Team and the Directors' Team at their joint meeting on February 27, 2018. All comments have been incorporated into the report.

SUSTAINABILITY COMMENTS:

Ensuring a variety of housing forms to meet diverse community needs is a fundamental element in meeting the City's vision of becoming a more sustainable community. Ground oriented dwelling units like duplexes and rowhouses with suites produce smaller and less costly units than the traditional single family house form. Located close to transit, this housing form encourages active transportation and reduces the need to use a vehicle which is more environmentally sustainable and contributes to a more complete community.

CORPORATE PLAN AND/OR POLICY IMPLICATIONS:

Increasing the stock of ground-oriented multi-family housing stock in the City is consistent with the vision and goals of both the Official Community Plan and Housing Action Plan. The proposed changes are in keeping with the desired pattern of urban form transitioning from Lonsdale down to the lower density blocks to the east. Significantly, the continued diversification of the City's housing stock provides for more housing forms suitable for families with children and multi-generational families.

Relevant OCP policy includes:

- 1.3.1 Ensure that new development is compatible with the established urban form of the City, reflecting the primacy of the Lonsdale Regional City Centre and the transition through mid- and low-rise buildings to lower-density residential neighbourhoods;
- 1.3.2 Avoid "zoning cliffs" at the edges of high and medium density residential areas by designating lower density multiple residential development between higher density and single family areas;
- 5.7.1 To provide a range of housing densities diversified in type, cost and location, to accommodate the diverse needs of the community.

Future implementation of the Housing Action Plan and improvements to the Duplex Development Permit Area guidelines to refine details related to improving the livability of accessory secondary suites will be forthcoming in the near future. These considerations will involve community and Council input.

RESPECTFULLY SUBMITTED:



 S. A. Smith, MCIP, RPP
 Planner 2

SS:eb



 Department Manager	 Director	 CAO
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The Corporation of **THE CITY OF NORTH VANCOUVER**
PLANNING & DEVELOPMENT DEPARTMENT

INFORMATION REPORT

To: Mayor Linda Buchanan and Members of Council

From: Karen Montgomerie, Planner 2

Subject: DUPLEX SPECIAL STUDY IMPLEMENTATION UPDATE

Date: May 11, 2021 File No: 13-6520-20-0056

ATTACHMENTS

1. Duplex Special Study Area Existing Land Use Map (Citydocs [#2051505](#))
2. Duplex Special Study Recommended Option Land Use Map (Citydocs [#2051508](#))
3. Staff Report: Duplex Special Study Results and Direction, dated February 28, 2018 (Citydocs [#2051510](#))

PURPOSE

The results of the Duplex Special Study were received by Council at its regular meeting on March 5, 2018. At that time, staff were directed to return with draft bylaws and a process for implementation of the recommended option. This report provides an overview of the study to-date and outlines the next steps required to implement the Duplex Special Study recommended option.

BACKGROUND

In 2015, during the final stages of the 2014 OCP update, a number of residents between East 15th and East 19th Streets approached Council and requested a change from Residential Level 1 (0.5 FSR) to Residential Level 2 (0.5 FSR) in the Official Community Plan (OCP). This was to allow for duplex development, consistent with the proposal for the eastern half of the 300 blocks between 13th and 15th Streets to the south. This request came late in the process, and in response a Special Study Area designation was applied to this area in the OCP; Special Study Areas are areas that have been identified for a possible Schedule A land use change at a later date. The blocks on the eastern half of the 300 blocks from 13th to 15th Streets were designated Residential Level 2 (0.5 FSR) in the OCP, however they were not rezoned at the time which means currently individual re-zonings are required to build duplexes on these properties.

Duplex Special Study Process

In spring of 2017, staff were directed by Council to initiate the Duplex Special Study and explore housing options for the 300 blocks of East 13th to 19th Streets in consultation with area residents. The following resolution was passed:

THAT, as set out in Option 1 of the report, staff be directed to proceed with the OCP Duplex Special Study to consider expanding the Residential Level 2 designation to apply to the 300 blocks East 15th through East 19th Streets, and to explore zoning the land and the east half of 300 blocks East 13th through 15th Streets to allow for duplex development.

CARRIED UNANIMOUSLY

There are a total of 146 properties in the Duplex Special Study area, with the following land use designations (Attachment 1, Existing Land Use Map):

- 115 lots at Residential Level 1 (0.5 FSR)
- 24 lots at Residential Level 2 (0.5 FSR)
- 7 lots at Residential Level 3 (0.75 FSR)

Staff conducted community engagement and analysis of options through various techniques. A Preference Survey was mailed to owners and occupants of the 151 properties in the area to assess the level of interest in considering land use change and to invite input on initial options. The survey was also made available more broadly online. A total of 138 responses were received, 88 (64%) from residents within the study boundary, and there was majority support for change in the area.

Input from the Preference Survey assisted staff in their analysis and development of a series of land use change options. These options were presented at an Open House, with a paper and online feedback form used to gather results. The greatest support was for the option that would provide for more ground oriented housing including duplex and rowhouse forms with the potential for accessory secondary suites on nearly all lots.

Recommended Option

The results of further staff analysis and the two rounds of public engagement led to a recommended option (Attachment 2, Recommended Option Land Use Map) being presented to Council as follows:

- Duplex development on 76 lots (Residential Level 2, 0.5 FSR);
- Small lot duplex (no suites) on 12 lots (Residential Level 2, 0.5 FSR);
- Rowhouse or townhouse development on 51 lots (Residential Level 3, 0.75 FSR);
- Garden apartment development on seven lots (Residential Level 4A, 1.0 FSR).

From an urban form perspective, the structure of development in the City follows a pattern of transitional densities, with higher densities along the north/south spine of Lonsdale Avenue stepping down in density along the blocks to the east and west. The 300 blocks east of Lonsdale Avenue function as a transition between highest density to the west and lower density to the east. The study area is bisected along East 15th Street by a significant arm of the Frequent Transit Network, providing 15 minute connectivity from the west, through the Lonsdale Regional Centre and into Lynn Valley Town Centre.

The recommended option provides for a wide range of ground orientated housing in the study area, including the potential for accessory secondary suites on nearly all lots. For the 88 lots proposed to change from Residential Level 1 to duplex development (Residential Level 2), there would be no increase in density, as Residential Level 1 also has a density of 0.5 FSR. For the 58 lots proposed to change to Residential Levels 3 and 4 in the southern part of the study area, there would be a marginal increase in density of between 0.25 – 0.5 FSR which would create a more gradual transition to the medium density areas to the west.

By transitioning from traditional single family forms, more ground orientated rental suites and smaller, less expensive ownership options can be made available in the community. With the introduction of varied development options, the potential number of units within the study area increases to 648 (as compared to the current OCP potential of 477 units) and an estimated population of 1,749 should every lot redevelop to its full potential. The forms of development proposed do not involve large consolidations, and it is anticipated that redevelopment in this area would occur at a small scale incrementally over time.

The introduction of rowhouse, townhouse and garden apartment development forms of development would also support the transit network and encourage active transportation. A review of underground infrastructure capacity revealed no concerns regarding water, sewer and drainage to accommodate future growth. Any longer term infrastructure upgrades would come through regular upgrades set out in the City's capital plan, as is the case in other lower density areas of the City.

At the time of developing the recommended option, staff also met with representatives of the North Vancouver School District regarding the potential increase in population and the potential need for additional school spaces. The School District advised that should Council proceed with the proposed changes, they would request additional funding from the Province to add additional capacity.

Based on the staff recommended option (Attachment 3, Duplex Special Study: Results and Direction) at its regular meeting on March 5, 2018, Council passed the following resolution:

PURSUANT to the report of the Planner 2, dated February 28, 2018, entitled “Duplex Special Study: Results and Direction”:

THAT the results of the Duplex Special Study be received and community members thanks for their input;

CARRIED

AND THAT the study be concluded and staff be directed to return with draft bylaws and process for implementation.

CARRIED

PROCESS FOR IMPLEMENTATION

Change from Residential Level 1 to Residential Level 2

For the properties (88 lots) on the northern blocks that are currently zoned One Unit Residential (RS-1) with a current OCP land use designation of Residential Level 1, the process for implementing the recommended option requires an OCP amendment to change the land use designation to Residential Level 2 and a corresponding change in zoning to Two Unit Residential (RT-1). This would allow for duplex development potential without a requirement for individual rezoning applications for properties within the area. These changes require consideration by Council and referral to a Public Hearing, and can be implemented without further analysis.

Changes to Residential Level 3 and Residential Level 4A

The recommended option proposes a change to OCP land use designations for the remaining properties to Residential Level 3 (51 lots) and Residential Level 4A (7 lots). The process for implementing this is more complex, as the rowhouse and garden apartment forms do not currently exist in the Zoning Bylaw. This means that if an OCP amendment was taken forward for these plots, individual rezoning applications would still be required to take forward this form of development. Further analysis is required to develop the required guidance and/or corresponding changes to zoning that would allow for rowhouse, garden apartment or other small lot options in the southern part of the study area.

The increase in density proposed in the southern portion of the study area also presents an opportunity to explore how the development of new affordable home ownership options could be supported on these properties through the OCP amendment and rezoning process. The City’s *Density Bonus and Community Benefits Policy*, in conjunction with the OCP, requires community benefit cash contributions based on the lift gained for certain forms of development, including Residential Levels 3 and 4 (the policy does not apply to lower density OCP designations). The further analysis will consider the interaction of the density bonus policy and the potential for supporting affordable home ownership options.

NEXT STEPS

Due to the period of time that has passed since the results of the Duplex Special Study were received by Council, prior to returning to Council with draft bylaws for implementation of the recommended option in the northern part of the study area, staff will notify residents in the study area about the indicative timeline and proposed two-stage process for implementing the recommended option. Residents will also be invited to attend a virtual open house where staff will present on the study and the public can ask questions and provide comments.

Following this period of reengagement, staff will prepare a report to Council with the OCP Amendment Bylaw to introduce new land use density designations and a corresponding change in zoning to Two Unit Residential (RT-1) for the 88 plots in the northern part of the study area. These bylaws would be referred to a public hearing at the same time should Council resolve to progress the proposed changes. With this change, these properties would have the potential for duplex development without a requirement for an individual rezoning application. The controls for any new development would be handled through the building permit process. The process for implementing this change is expected to take approximately four to six months. Outreach and information would be made available on the project page of the City's website and on other communication tools.

For the portions of the study area proposed for Residential Levels 3 and 4A, staff will undertake further analysis of this area following adoption of the bylaws for the northern area. Given the number of current priorities, the timeframe for the implementation of the recommended option for the southern properties will be the subject of a future report.

RESPECTFULLY SUBMITTED:



Karen Montgomerie
Planner 2

THE CORPORATION OF THE CITY OF NORTH VANCOUVER

BYLAW NO. 8757

A Bylaw to amend “Official Community Plan Bylaw, 2014, No. 8400”

The Council of The Corporation of the City of North Vancouver, in open meeting assembled, enacts as follows:

1. This Bylaw shall be known and cited for all purposes as **“Official Community Plan Bylaw, 2014, No. 8400, Amendment Bylaw, 2021, No. 8757” (Change Residential Levels in the Duplex Special Study Area – Northern Part and Revise the Duplex Special Study Area Boundary)**.
2. “Official Community Plan Bylaw, 2014, No. 8400” is hereby amended by:
 - A. Amending “Schedule ‘A’ Land Use” by deleting the ‘Special Study Area’ designation in the 300 blocks East 15th to 19th Streets and replacing with the attached Schedule 138;
 - B. Subsection 2.8.3 “Duplex Special Study Area (300 block East 15th – 19th Street)” is deleted in its entirety and replaced with the following:

“Duplex Special Study Area – Southern Part

Parts of the 300 blocks of East 13th, 14th, 15th and 16th Streets are designated as a Special Study Area in consideration of a potential change to Residential Level 3 (0.75 FSR mixed housing) or Residential Level 4A (1.0 FSR ground orientated). These properties comprise the Southern Part of the Duplex Special Study Area. Land use changes in the Northern Part of the Duplex Special Study Area have been implemented through a previous OCP amendment. The Residential Level 3 and 4A designations would allow for ground-oriented housing in a variety of forms, including smaller, more affordable housing.”

READ a first time on the 18th day of October, 2021.

READ a second time on the 18th day of October, 2021.

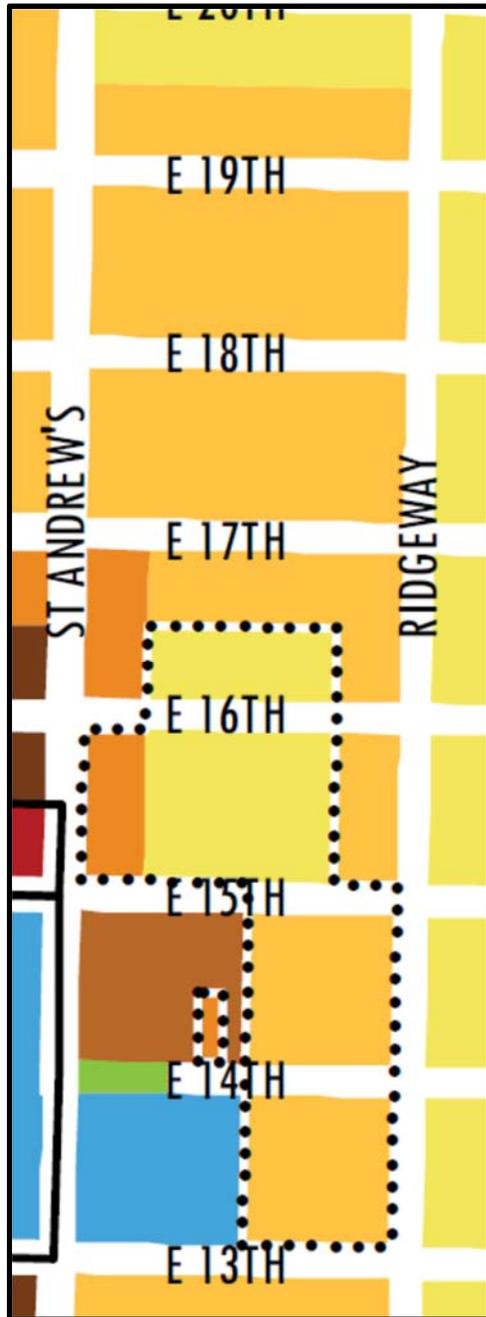
READ a third time on the <> day of <>, 2021.

ADOPTED on the <> day of <>, 2021.

MAYOR

CORPORATE OFFICER

REVISED PORTION OF SCHEDULE 'A' LAND USE MAP



Legend

	Residential Level 1 (Low Density)	0.5
	Residential Level 2 (Low Density)	0.5
	Residential Level 3 (Low Density)	0.75
	Residential Level 4A (Medium Density)	1.0
	Residential Level 5 (Medium Density)	1.6
	Residential Level 6 (High Density)	2.3
	Parks, Recreation & Open Space	
	School & Institutional	
	Special Study Area	

THE CORPORATION OF THE CITY OF NORTH VANCOUVER

BYLAW NO. 8758

A Bylaw to amend “Zoning Bylaw, 1995, No. 6700”

The Council of The Corporation of the City of North Vancouver, in open meeting assembled, enacts as follows:

1. This Bylaw shall be known and cited for all purposes as **“Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2021, No. 8758” (New Residential Levels in the Duplex Special Study Area – Northern Part, RT-1)**.
2. Division VI: Zoning Map of Document “A” of “Zoning Bylaw, 1995, No. 6700” is hereby amended by reclassifying the following lots as henceforth being transferred, added to and forming part of RT-1 (Two-Unit Residential 1) Zone:

ADDRESS	LOT	BLOCK	DISTRICT LOT	PLAN	ZONE
308 E 17th St	25	16A	550	2642	From RS-1
363 E 18th St	13	16A	550	2642	From RS-1
329 E 19th St	6	16	550	2642	From RS-1
359 E 17th St	J	33	550	7665	From RS-1
314 E 19th St	AM31	9A	550	3738	From RS-1
342 E 17th St	18	16A	550	2642	From RS-1
323 E 18th St	5	16A	550	2642	From RS-1
326 E 17th St	21	16A	550	2642	From RS-1
350 E 19th St	E	9A	550	9912	From RS-1
1848 St. Andrews Ave	1	16	549/550	2642	From RS-1
315 E 19th St	3	16	550	2642	From RS-1
331 E 18th St	6	16A	550	2642	From RS-1
333 E 19th St	7	16	550	2642	From RS-1
335 E 18th St	7	16A	550	2642	From RS-1
356 E 18th St	15	16	550	2642	From RS-1
352 E 17th St	16	16A	550	2642	From RS-1
353 E 19th St	11	16	550	2642	From RS-1
353 E 18th St	11	16A	550	2642	From RS-1
345 E 19th St	10	16	550	2642	From RS-1
322 E 18th St	22	16	550	2642	From RS-1
1790 St. Andrews Ave	1	16A	549/550	2642	From RS-1
342 E 18th St	18	16	550	2642	From RS-1
318 E 17th St	23	16A	550	2642	From RS-1
336 E 17th St	19	16A	550	2642	From RS-1
306 E 19th St	B	9A	550	LMP48079	From RS-2
322 E 19th St	29	9A	550	3738	From RS-1
357 E 18th St	12	16A	550	2642	From RS-1
337 E 17th St	D	33	550	7665	From RS-1
362 E 17th St	14	16A	550	2642	From RS-1
312 E 17th St	24	16A	550	2642	From RS-1
339 E 17th St	E	33	550	7665	From RS-1
339 E 19th St	8	16	550	2642	From RS-1
312 E 18th St	24	16	550	2642	From RS-1

ADDRESS	LOT	BLOCK	DISTRICT LOT	PLAN	ZONE
343 E 19th St	9	16	550	2642	From RS-1
302 E 19th St	A	9A	549/550	LMP48079	From RS-2
318 E 19th St	30	9A	550	3738	From RS-1
364 E 18th St	14	16	550	2642	From RS-1
350 E 15th St	26	33	549/550	1657	From RS-1
1551 Ridgeway Ave	2	33	550	20549	From RS-1
333 E 17th St	C	33	550	7665	From RS-1
1541 Ridgeway Ave	1	33	550	15895	From RS-1
363 E 17th St	K	33	550	7665	From RS-1
358 E 19th St	2	9A	550	BCP48143	From RS-2
307 E 18th St	2	16A	550	2642	From RS-1
338 E 19th St	G	9A	550	11101	From RS-1
348 E 17th St	17	16A	549/550	2642	From RS-1
348 E 18th St	17	16	549/550	2642	From RS-1
308 E 19th St	J	9A	549/550	11323	From RS-1
308 E 18th St	25	16	550	2642	From RS-1
332 E 17th St	20	16A	550	2642	From RS-1
317 E 17th St	A	33	550	7665	From RS-1
1521 Ridgeway Ave	24	33	550	1657	From RS-1
304 E 17th St	26	16A	550	2642	From RS-1
359 E 19th St	12	16	550	2642	From RS-1
364 E 19th St	18	9A	550	3738	From RS-1
323 E 19th St	5	16	550	2642	From RS-1
360 E 16th St	26	33	550	2308	From RS-1
332 E 19th St	26	9A	550	3738	From RS-1
347 E 18th St	10	16A	550	2642	From RS-1
328 E 18th St	21	16	550	2642	From RS-1
319 E 18th St	4	16A	550	2642	From RS-1
1845 Ridgeway Ave	13	16	550	2642	From RS-1
324 E 17th St	22	16A	550	2642	From RS-1
356 E 19th St	1	9A	550	BCP48143	From RS-2
343 E 17th St	F	33	550	7665	From RS-1
1808 St. Andrews Ave	26	16	549/550	2642	From RS-1
318 E 18th St	23	16	550	2642	From RS-1
1625 Ridgeway Ave	23	33	550	2308	From RS-1
319 E 19th St	4	16	550	2642	From RS-1
343 E 18th St	9	16A	550	2642	From RS-1
1513 Ridgeway Ave	25	33	550	1657	From RS-1
347 E 17th St	G	33	550	7665	From RS-1
1529 Ridgeway Ave	23	33	550	1657	From RS-1
315 E 18th St	3	16A	549/550	2642	From RS-1
338 E 18th St	19	16	550	2642	From RS-1
339 E 18th St	8	16A	550	2642	From RS-1
334 E 18th St	20	16	550	2642	From RS-1
1621 Ridgeway Ave	24	33	549/550	2308	From RS-1
325 E 17th St	B	33	550	7665	From RS-1
351 E 17th St	H	33	550	7665	From RS-1
1535 Ridgeway Ave	2	33	550	15895	From RS-1

ADDRESS	LOT	BLOCK	DISTRICT LOT	PLAN	ZONE
326 E 19th St	28	9A	550	3738	From RS-1
358 E 17th St	15	16A	550	2642	From RS-1
309 E 19th St	2	16	550	2642	From RS-1
1615 Ridgeway Ave	25	33	550	2308	From RS-1
1557 Ridgeway Ave	1	33	550	20549	From RS-1
352 E 18th St	16	16	550	2642	From RS-1
344 E 19th St	H	9A	550	11101	From RS-1

READ a first time on the 18th day of October, 2021.

READ a second time on the 18th day of October, 2021.

READ a third time on the <> day of <>, 2021.

ADOPTED on the <> day of <>, 2021.

MAYOR

CORPORATE OFFICER

Public Hearing

Duplex Special Implementation

– Northern Part

OCP Amendment Bylaw 8757 &

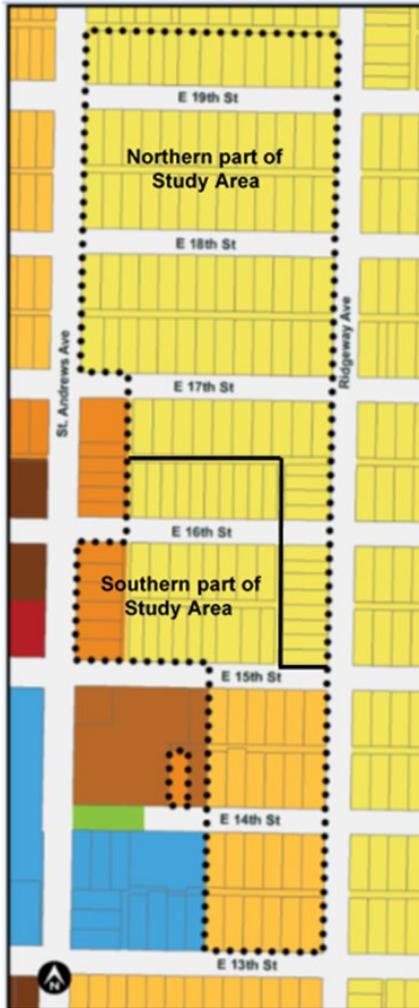
Zoning Amendment Bylaw 8758

Presented November 2021

Planning & Development



Purpose



Recommended amendments to the Official Community Plan (OCP) & Zoning Bylaw to implement the Duplex Special Study Recommended Option in the northern part of the special study area.

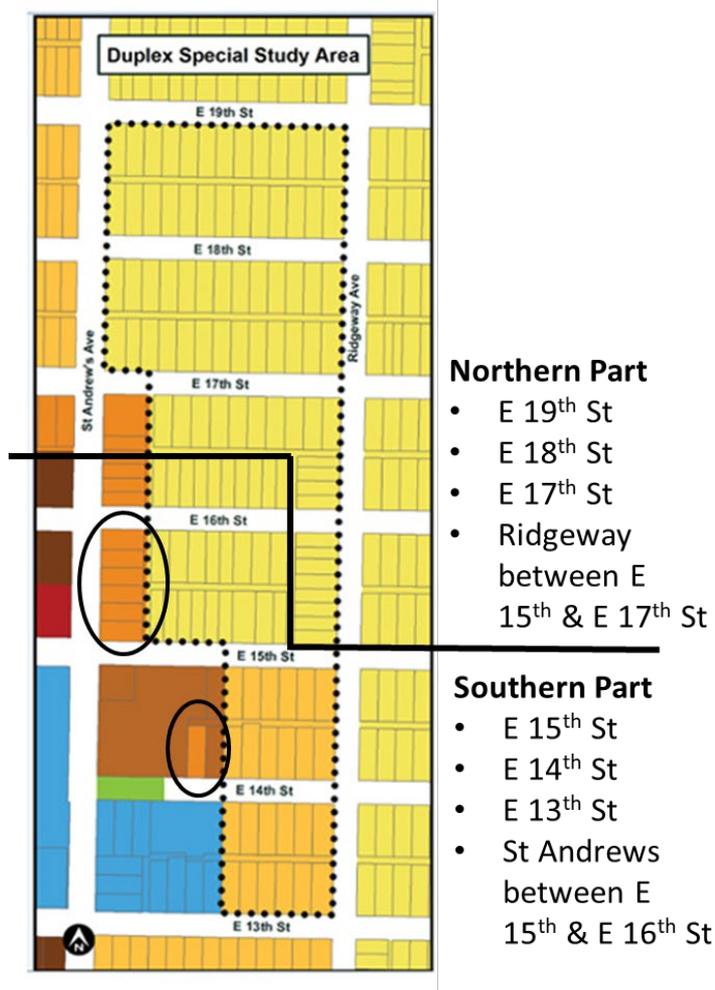
OCP Amendment No. 8757 & Zoning Bylaw Amendment No. 8758



If adopted would:

- Permit duplex development for the 88 lots in the northern part of the special study area without a requirement for individual rezoning applications.
- Revise the special study area boundary to remove the northern blocks from the area with corresponding text amendments.

Background



Study Objectives

- Provide a variety of housing forms including duplexes, row houses, and garden apartments to help meet the diverse needs of the community.
- Provision of smaller, more affordable ownership options.
- Increasing the stock of accessory rental units in proximity to transit and services.

Background

- Spring 2017, staff directed by Council to initiate the Duplex Special Study
 - Preference Survey (July 2017)
 - Open House (September 2017)
- Community Engagement
 - Preference Survey (July 2017)
 - Open House (September 2017)
- Staff analysis and community input culminated in a recommended option



Duplex Study

Recommended Option

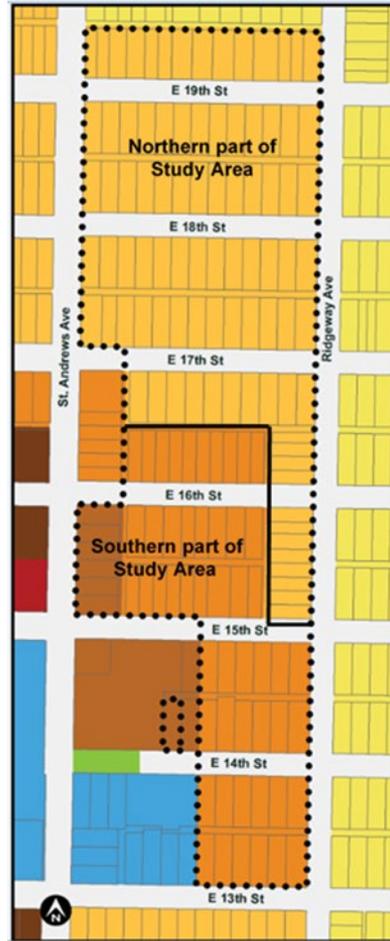
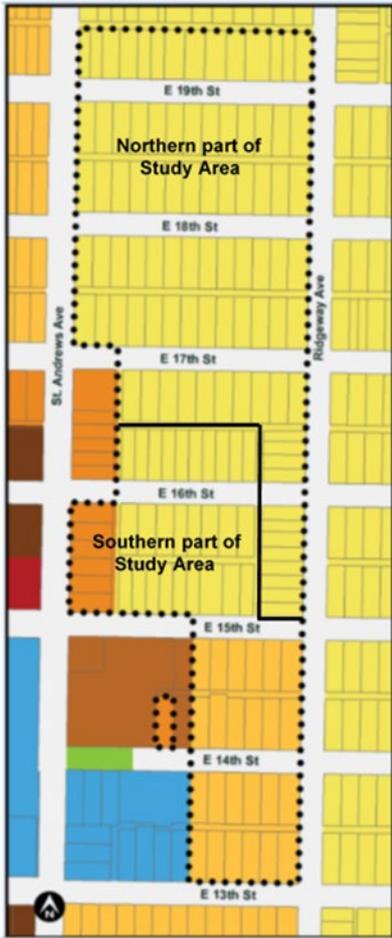
- Presented to Council Feb 2018
- Direction to proceed with necessary OCP and Zoning Bylaw amendments:
 - Duplex development on 88 lots (Residential Level 2, no change in FSR from 0.5)
 - Rowhouse or townhouse development on 51 lots (Residential Level 3, increase in FSR to 0.75)
 - Garden apartment development on 7 lots (Residential Level 4A, increase in FSR to 1.0)

Recommended Option

From this



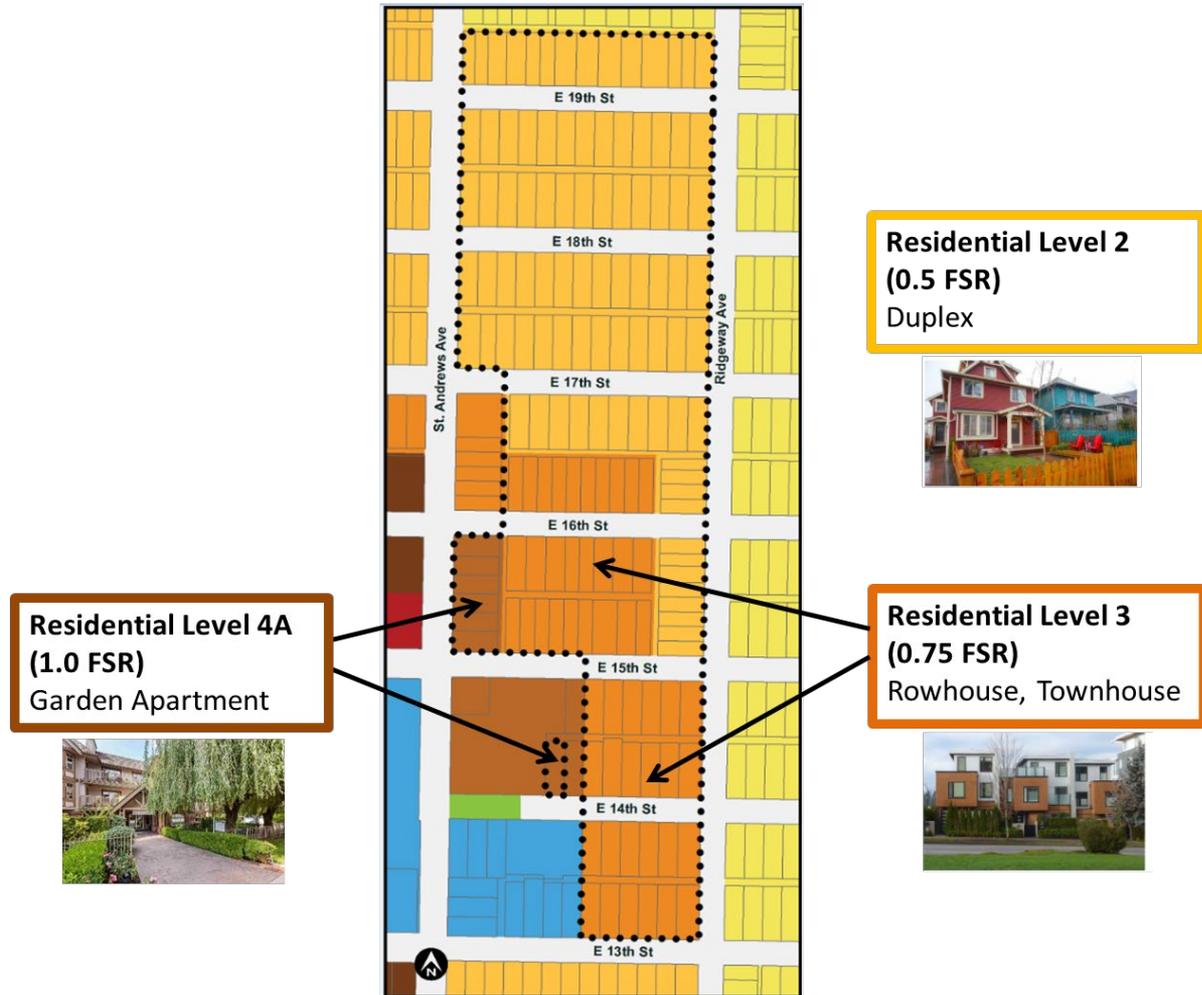
to this



Legend

	Residential Level 1 (Low Density)	0.5	
	Residential Level 2 (Low Density)	0.5	Northern part of Study Area
	Residential Level 3 (Low Density)	0.75	
	Residential Level 4A (Medium Density)	1.0	Southern part of Study Area
	Residential Level 5 (Medium Density)	1.6	
	Residential Level 6 (High Density)	2.3	
	Parks, Recreation & Open Space		
	School & Institutional		

Recommended Option



Two-stage Implementation Process

Stage 1 – Northern Part (2021)

- OCP and Bylaw Amendment
- Public Hearing
- Adoption



Stage 2 – Southern Part (2022)

- Development of guidance / changes to zoning to enable small lot options as-of-right
- OCP and Bylaw Amendments
- Public Hearing
- Adoption

Northern Part



1. Information Report to Council outlining two-stage process for implementation (May 2021)
2. Virtual Information Session for residents (September 2021)
3. Consideration by Council for referral to public hearing (October 2021)
4. Public Hearing to consider Amendments to OCP & Zoning Bylaw (November 2021)

Southern Part



Further analysis required to develop guidance/changes to zoning to enable small lot options (e.g. rowhouse, garden apartments) without a requirement for rezoning applications.

- Work anticipated to start in early 2022.



Thank you.

From: City_North_Van_Info
Sent: November-15-21 8:52 AM
To: Submissions
Subject: Public Hearing regarding duplex zoning, B/L 8758

From: Alex Jamieson
Sent: November-12-21 9:29 PM
To: City_North_Van_Info <info@cnv.org>
Cc: Michael Epp <mepp@cnv.org>
Subject: Public Hearing regarding duplex zoning, B/L 8758

Dear Mayor and Council,

I would like to have the following read into the record at the Public Hearing.

My main wish is that this new duplex zone result in a fossil fuel free neighbourhood. To see such a neighbourhood, look at the attached article from Colorado.

I recommend that staff be directed to add a clause to the duplex zone that prohibits use of natural gas in this zone. You could adopt this now or at a future date as an amendment.

Yours,

Alex Jamieson, 419 East 11th Street, N. Van

<https://www.cnn.com/2021/11/11/us/colorado-geos-neighborhood-net-zero-climate/index.html>

This Colorado community was proof an all-electric, net-zero future is possible. Now that vision is under siege

By [Rachel Ramirez](#), CNN

Photos and video by Julian Quinones

Updated 7:13 PM ET, Thu November 11, 2021

(CNN) — Dar-Lon Chang once held out hope that the fossil fuel industry would pivot to clean energy.

As a former engineer at an oil company in Houston, Chang said he conducted research on natural gas -- then considered a "bridge fuel" to transition to renewables -- and found cleaner ways to extract and use fossil fuels. Chang worked there for more than 15 years but said not only was his research on cleaner extraction not used, his concerns about the climate crisis were dismissed.

"So all these things got me thinking of leaving," Chang told CNN. "But more than that, I wanted to leave Houston because my daughter was born just a couple months before Hurricane Ike in 2008."

Living in Texas, Chang and his family experienced their share of climate disasters. Years after Hurricane Ike leveled Southeast Texas, Hurricane Harvey in 2017 flooded the area with more than 19 trillion gallons of water -- something [scientists said](#) was three times more likely to occur because of climate change.



Dar-Lon Chang stands outside in his net-zero community of Geos in Arvada, Colorado.

In 2015, Chang and his wife started searching for a new place to put down roots. They found what they were looking for at the Geos Neighborhood in Arvada, Colorado -- a net-zero community where the homes produce enough energy for the year with renewables. Each home has a solar array and a herd of goats to keep the grass and weeds at bay.

"We were shocked and amazed that the technologies were already available to build a house where you don't have to have natural gas," Chang said. "You can generate as much electricity as you use, and to have a whole community built on this? We were really impressed."

Chang and his family moved to Geos in 2019. It was the antithesis of what he knew back in Houston, and he said it was proof that an all-electric, net-zero future is possible. There, he and his neighbors were in complete control of their eco-community.

To them, it was idyllic.

But in 2020, a new developer took over and upended the community when it announced natural gas lines would be installed in the newest homes, shattering the promise of Geos and the dreams of the former developer and the neighborhood's residents.

A battle over natural gas

The original developer, Norbert Klebl, said he began designing the Geos community 15 years ago. The Austria-born engineer said he wanted to prove that net-zero homes are possible with technology that already exists.

"In Austria, I experienced how people can actually live sustainably and happily in a much better environment than our standard American suburbs," Klebl told CNN. "And I wanted to create this kind of village environment because I'm of the opinion that sustainability starts with community."

Norbert Klebl, the original developer of the Geos Neighborhood.

Klebl and his team of architects strategically crafted every inch of Geos and its first 28 homes.

Because sunshine means warmth and energy, homes were laid out in a checkerboard-like pattern so one doesn't cast a shadow over the other. Along with solar panels on each roof, Klebl included energy-efficient washers and dryers, triple-paned windows for insulation, LED lights and double garages with charging stations for electric vehicles.

Some houses use geothermal heat pumps, which harness energy from the earth to heat their homes during the winter.

There's a herd of goats that roam a section of the neighborhood -- natural lawn mowers.

But Klebl said he had to sell the neighborhood's remaining, undeveloped land to Peak Development Group in November 2020 to settle a divorce. At first, Peak Development promised the next phase of homes would reflect Klebl's original climate-friendly, sustainable design.

Dar-Lon Chang and his daughter with CNN's Bill Weir next to the herd of goats in Geos.

Chad Ellington, the lead of Peak Development Group, said in a news release at the time that the company plans "to build upon the project's sustainability-driven vision," vowing to "complete the public infrastructure and partner with the local homebuilding community to develop 215 additional net-zero homes over the next two years."

Klebl told CNN he trusted Ellington and was "fully confident" Peak Development would carry on the sustainable torch.

But last spring the company took a different turn. Dream Finders, the builder Peak Development is working with, and the city of Arvada moved forward with installing natural gas lines to build the next phase of homes.

Despite demonstrating that the small net-zero neighborhood of Geos can thrive without fossil fuels, particularly natural gas, Ellington dismissed pleas from residents to keep gas out of the new builds. He said the decision was ultimately made by Dream Finders, which will follow "all requirements of the Geos Neighborhood design guidelines," rather than its goals.

"The very passionate existing residents (of Geos) are a bit misinformed and were apparently misled by the prior developer about what are 'requirements' vs 'goals,'" Ellington told CNN in an email in May. "The prior developer only was able to build out a portion of one of the ten blocks within Geos over a 10 to 15-year period and ultimately failed on executing his vision for Geos."

Ellington declined to do an interview over the phone or on camera.

Brianna Titone, a Democrat who represents the neighborhood in the Colorado House of Representatives, also considered buying a home in Geos but found they were all sold out. As someone who has a master's degree in geochemistry and has done environmental consulting, Titone said she understands the severity of the climate crisis and has been an advocate for the neighborhood's net-zero model.

"Legally, (Geos residents) don't have any recourse to say that this developer has to build these homes in a way that they built the original homes; the builder can do whatever they want," Titone told CNN. "What I told them is that what we really need to do is bring this to the attention of people in other neighborhoods in Colorado and around the country that there's a community that has a plan that actually works."

In June, Titone was among a dozen members of the Colorado state legislature who wrote a letter to Ellington showing support for Arvada's Geos community. In the letter, shared with CNN, the lawmakers noted that the company's development plan "interrupts significant progress toward reducing climate impact in Arvada."

The lawmakers asked Ellington to reconsider the plan to install natural gas lines and take advantage of the "opportunity to place more net-zero homes in the market to compete." The legislators also noted that bringing in fossil fuels will only cause division.

For Titone, the original net-zero plan for Geos is a "goose that lays golden eggs."

"But the developer just sees it as another project where they can just build the homes, sell and move on to the next one," she said. "They could be a leader in producing homes that are energy-efficient or cutting edge, create the demand within their own company, and brag about the fact that they built homes like this, but instead they're killing the goose, and they're not reaping the benefits of the of the golden egg."

Chang and Klebl shared with CNN several emails they sent to the Arvada City Council as well as other state and national representatives, pleading for them to help block the natural gas hookups. They told the council that it could be a leader on the climate crisis if it would only stick to the neighborhood's original plan.

In July, Mark Deven, the Arvada city manager, responded to Geos residents in a lengthy email, pushing back on some claims and saying that it "does not have the authority" to rule on the developer's decision to install gas lines.

"While I again appreciate your position, I respectfully disagree," Deven responded to their email. "I would offer that your suggestion for the City of Arvada to take the lead and work with the state of Colorado and

Xcel Energy (the state's utility) in order to decarbonize the homebuilding sector should, in fact, be led by the state of Colorado."

In an email to CNN, Deven said that while the city of Arvada does not encourage the use of natural gas in development projects, choosing the source of energy to power homes is "a choice made by the developers and builders associated with these projects," not the city.

"We appreciate the position of the advocates for the energy-efficient and decarbonized features of the original Geos development," Deven told CNN. "Unfortunately, the advocates are asking the city to regulate the use of certain utilities over other utilities when we have no authority to regulate such a choice. This level of regulation must be driven by the state and/or federal government."

In separate emails to Geos residents, which have been shared with CNN, representatives from the city and the developer have argued that the neighborhood's original plan is "not economically-feasible" and that most homebuilders prefer "developments that have gas service."

"I was very disappointed because I thought I had been able to put the neighborhood on the map on the larger scale," Klebl said. "I obviously felt badly because if I had known that, I would not have sold the land to him."

Klebl said he still gets inquiries today from people who wish to buy Geos homes due to their clean energy features. Titone said when she goes around her district, constituents have expressed concerns about the climate and environment.

"Nobody knew they wanted a Tesla before Elon Musk started making a Tesla," Titone said, "They built it from the ground up, and they showed there was demand for it. So the homes in this community is like a Tesla. People don't know that they want it until it's there and available."

'No one likes a gassy neighbor'

Chang stood outside his Arvada home in early October holding a sign that said, "No one likes a gassy neighbor." Next to him, a neighbor's sign read, "Sun is free; gas makes us all pay." They were protesting the installation of natural gas lines that week, Chang told CNN.

By early November, lines had been installed to supply natural gas to 91 new homes, which have yet to be built.

"This story of my neighborhood being a failed experiment in building without gas pipelines is not only false, but it also endangers the transition away from methane gas needed this decade to prevent runaway climate change," Chang said at a [city council meeting](#) the following week.

Geos residents held a protest against the installation of natural gas lines in early October.

[Scientists concluded](#) in August that rapidly reducing methane emissions -- the main component of natural gas -- is [critical to tackle](#) the climate crisis. Methane is a greenhouse gas 80 times more potent than carbon dioxide in the near term, but is widely used to fuel stoves and heat homes across the US.

The two main ways methane enters the atmosphere are from agriculture and production efforts in the oil and gas industry. But it can also [leak from household connections](#).

A growing number of cities have already [banned natural gas hookups](#) in new homes as part of their climate goals, while some states like oil and gas-friendly Texas and Louisiana are outlawing such bans. California is so far leading the way, with Berkeley as the first city to ban gas installations as other places followed suit. Other major cities including Seattle and New York City are also looking into banning natural gas hookups as well.

"We're not asking for a ban on natural gas," Chang told CNN. "We're just asking that for this specific neighborhood of 200 more homes that are supposed to be built, for it to be held to account to what the first part of the neighborhood did."

Next to the original Geos homes, service lines have been installed to supply natural gas to new builds.

Two Arvada city council members elected in November are Geos supporters, Chang said, and residents are hopeful that could shift the tide in their favor. And while Klebl may no longer have full control of the neighborhood he founded, he said whenever he gets inquiries, he directs the prospective residents to talk to the developer and express their interest in clean energy homes as part of their advocacy.

Some, Klebl said, are even willing to pay more for the original clean energy design.

Residents are uncertain of what's to come. And while Chang feels it's as if he is reliving a similar challenge of facing the fossil fuel industry once again, he says living in Geos "is like a dream."

But as the climate crisis becomes more urgent, he said he is determined to push for a fully decarbonized grid to pave a better future for his daughter.

"The installation of gas pipelines at Geos feels like the ghosts of my past fossil-fueled life invading my neighborhood," he said. "But I'm determined to do all that I can to stand up to the industry ... and be a leader in showing that it's possible to live without fossil fuels and to make this transition."

CNN Chief Climate Correspondent Bill Weir contributed to this report.

From: Rob Swant
Sent: November-15-21 3:43 PM
To: Submissions
Subject: Duplex special study

Hello,

As a resident of North Vancouver City, I applaud and support council on their move to rezone to duplex, the East 17th and 18th Street areas.

Rob Swant
NV resident

Mayor Linda Buchanan and Members of Council
City of North Vancouver
141 West 14th Street
North Vancouver, BC
V7M 1H9

Attention: Karla Graham
Corporate Officer

Dear Mayor and Council:

Subject: OCP Amendment Bylaw No. 8757 and Zoning Amendment Bylaw No.
8758 Public Hearing — Duplex Study Area

Since 2014, The undersigned have been following the Council and Staff process leading to the subject Public Hearing this evening.

In 2015 when the current 2014 OCP was finally adopted by the previous Council, the Duplex Study area was described on the Schedule "A" Land Use Map as a "Special Study Area" then meaning that Council through Staff would be producing recommendations and possibly changes to the single family OCP designation and Zoning that is now being considered for amendment.

Most of us have been able to wait for these municipal processes to proceed. We are glad they have. *We support the changes proposed in the subject bylaws.*

It's imperative that the proposed gentle changes from single family to duplex zoning are passed this evening as we are reaching a critical point in the Real Estate market today. Single family homes are essentially out of reach for many people in the Lower Mainland.

Smaller lots and homes such as townhouses, duplexes and lane way homes (with separate legal title) will be more attractive and affordable for first time home Buyers trying to get into the local market. Once this zoning bylaw is approved, building permits should be approved over the counter. This is critical to speeding up the approval process. Reviewing every duplex proposal through the public hearing process is bogging down our system. By doing so, council will be able to deal with larger issues more effectively and efficiently.

It's important we continue to densify the Central Lonsdale area from top to bottom to support local retailers, restaurants etc., This will also allow new homeowners to live close to work where they can leave their automobiles and walk to work places like Harry Jerome, The City Library and or Lion's Gate Hospital.

Finally, I want to congratulate and thank Mayor Linda Buchanan, and all the councilors and staff for all their hard work and dedication to the City of North Vancouver.

Stay Strong and Safe

Respectfully,

Alfonso Pezzente

Pezzente Holdings 1845 Ridgeway Ave
Marco Pontillo 352 East 18th Street
Jon Pezzente 356 East 18th Street;
Jordan Rossetti – 353 East 18th Street;
Dan Pistilli 357 East 18th Street
Gursher Randhawa 347 East 18th Street;
Rosa Fiorvento 338 East 18th Street,
Maya Sagadore 224 East 19th Street,



PUBLIC HEARING

November 15, 2021 at 5:30 pm

SPEAKERS LIST FOR:

Duplex Special Study Area

"OCP Bylaw, 2014, No. 8400, Amendment Bylaw, 2021, No. 8757"

"Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2021, No. 8758"

	NAME	ADDRESS
1	Gursher Randhawa	6300 Woodward's Rd, Richmond
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All speakers will be audio recorded as well as webcast and will form part of the public record with respect to this Public Hearing.

NOTICE OF PUBLIC HEARING

- WHO:** City of North Vancouver
- WHAT:** Official Community Plan Amendment Bylaw No. 8757
Zoning Amendment Bylaw No. 8758
Duplex Special Study Area
- WHEN:** Monday, November 15, 2021 at 5:30 pm
- HOW:** View the meeting online at cnv.org/LiveStreaming

Notice is hereby given that Council will consider:

Official Community Plan Amendment Bylaw No. 8757 and Zoning Amendment Bylaw No. 8758 to amend the Official Community Plan and Zoning Bylaws to rezone all properties within the northern part of the “Duplex Special Study Area”, as outlined in red on the map, to permit duplex development.

The Public Hearing will be held electronically via WebEx. All persons who believe their interest in property may be affected by the proposed bylaws will be afforded an opportunity to speak at the Public Hearing and/or by email or written submission. All submissions must include your name and address and should be sent to the Corporate Officer at input@cnv.org, or by mail or delivered to City Hall, **no later than 12:00 noon on Monday, November 15, 2021**, to ensure their availability to Council at the Public Hearing. Once the Public Hearing has concluded, no further information or submissions can be considered by Council.

To speak at the Public Hearing by phone: Pre-register by completing the online form at cnv.org/PublicHearings, or by phoning 604-990-4230 and providing contact information, so call-in instructions can be forwarded to you. **All pre-registration must be submitted no later than 12:00 noon on Monday, November 15, 2021.**

Speakers who have not pre-registered will also have an opportunity to speak at the Public Hearing. Once all registered speakers have provided input, the Mayor will call for a recess to allow time for additional speakers to phone in. Call-in details will be displayed on-screen at the Public Hearing (watch web livestream).

The proposed Official Community Plan and Zoning Amendment Bylaws, background material and staff presentation will be available for viewing online at cnv.org/PublicHearings on Friday, November 5, 2021.

Please direct inquiries to Karen Montgomerie at kmontgomerie@cnv.org or 604-982-3973.

