



**TRANSCRIPT OF THE POLICY COMMITTEE MEETING HELD IN
THE COUNCIL CHAMBER, CITY HALL, 141 WEST 14th STREET,
NORTH VANCOUVER, B.C., ON MONDAY, DECEMBER 4, 2006 AT
7:30 P.M.**

PRESENT:

COUNCIL MEMBERS

Mayor D.R. Mussatto
Councillor P.J. Bookham
Councillor R.J. Fearnley
Councillor R.N. Heywood
Councillor C.R. Keating
Councillor B.W. Perrault
Councillor S.A. Schechter

STAFF MEMBERS

A.K. Tollstam, City Manager
S.E. Dowey, City Clerk
R.G. Anderson, Deputy City Clerk
F.A. Smith, Director, Community Development
S. Ono, City Engineer
I. Gordon, Director, Finance
R.H. White, Waterfront Project-Development
Manager/Deputy Director, Community
G. Venczel, Development Planner
G. Penway, City Planner
D. Mitic, Assistant City Engineer, Transportation
T. Barber, Acting Manager, Engineering Planning
& Design
H. Turner, Director of Recreation
D. Burgess, Deputy Fire Chief
B. Themens, Deputy Director, Finance

Chair: Councillor Barbara Perrault

Re: Western Avenue Planning Study – File: 3330-02-W2

The Policy Committee Meeting was called to order at 7:44 p.m.

Councillor B.W. Perrault, Chair

Ms. Dowey!

Ms. S.E. Dowey, City Clerk

Thank you Your Worship. The purpose of the Policy Committee Meeting this evening is the Western Avenue Planning Study Report, to receive and discuss the staff and traffic consultant proposals for the area and to receive public input on the study.

Councillor Perrault

Thank you. I want to welcome all the people in the gallery tonight. We are here on a cold wet evening to inform Council of your opinion on this issue. The first item on the agenda is a staff presentation, so I am going to turn this over to staff for the time being.

Ms. Gloria Venczel, Development Planner

Thank you Chair Perrault. Tonight is a Policy Committee presentation tonight as Chair Perrault has informed us. This Western Avenue Special Study Area has been identified in the Official Community Plan as an area that warrants special study consideration to determine whether a slightly higher density would provide a better transition from Lonsdale's Medium Density Apartment uses to Western Avenue's Low Density Single Family Attached Dwellings and that this may be an appropriate location for additional ground or family housing.

The next slide will show the area but before we actually get to the slide,..... we will go to the next slide. The southern portion of Western Avenue Study Area was considered, below the Upper Levels Highway, as the upper portion and the southern portion, had significant qualitative differences from the neighbourhoods' perspective. Now this is the map of the Study Area and it currently sits in the Official Community Plan at Level 2 Low Density, Attached Form, with a potential density of 0.5 f.s.r. From the OCP's perspectives, in terms of objectives, sensitive density transitions, adaptable design and multi family housing, affordable housing and the needs of children in multi family housing. These are the residences currently in the planning study area and many of the properties currently are below the allowable 0.5 f.s.r.

Just briefly some of the slides we went through with the community, in the community meetings:

- FSR 0.5 Built Form, What Does It Look Like?
- FSR 0.75 Built Form, What Does It Looks Like?
- FSR 1.0 Built Form, What Does It Look Like?

We went through a few items of Streetscape Design at Level 3 and Level 4 and the OCP and notions of privacy; how do you actually achieve that and clues to a well designed and well used patio. Things like patio chairs, potted plants, indicating a significant level of comfort in terms of privacy. And the notion of streetscape design, zoning transitions, that comes right out of the OCP.

For staff recommendations, do I have a mouse here?

Ms. Dowey

It is on the podium Gloria.

Ms. Venczel

Oh there, thank you. A Level 3 Low Density for the west side of Western, right there, 1.0 FSR, Level 4 in the Official Community Plan and a Level 3 Low Density 0.75 FSR. So from a transitional point of view, I may actually go back. If we are going east to west here you have Lonsdale Avenue and that currently sits at 1.6 FSR at Level 5 in the Official Community Plan. Then you go down to Level 4, which is 1.0 in the Official Community Plan and then you go down to Level 3, which is 0.75 and then you go down to Level 1 Single Family in the Chesterfield, on Chesterfield Avenue and then the rest of it is also 0.5 FSR in terms of the maximum build out. If we go from north to south, in this particular area, this has been rezoned to roughly 1.46 FSR. This is existing of course, 0.5 FSR, so if we are going north to south the 0.75, and then you actually move on across West 23rd Street, which is a significantly busier street than Western or Chesterfield. Just in terms of form, architectural form, 0.75 is townhouse and you have a townhouse building here as well, with the remainder of the density going to the apartment building.... explanation.

In terms of long range planning the rationale for that is with an increase in density adjacent to the Lonsdale Corridor, more people have access to and support public transit, including pedestrian access, a variety of shops and services, a range of housing types and other sustainability features.

In terms of community vision there was no clear consensus on whether at all there should be an increase in the OCP designation for the study area. Nor, if there were to be a change, what that OCP level should be. They have been consistently split between maintaining the current Level 2 OCP Low Density Attached Form designation and a much higher Level 5 Medium Density Apartment with a maximum potential FSR of 1.6, and the ranges in between.

At our last meeting on September 12, 2006, there appeared to be some new interest from the neighbours in a mid range increase in density and staff has presented a compromise OCP Level change that may offer a solution. There appears to be some support from the community for this compromise solution. Thank you Chair Perrault and Council.

Councillor Perrault

Thank you very much. We will move on now to the representations from the public. I see lots of new faces in the gallery tonight so I am assuming you have come out for this Policy Committee. The general rules of the Policy Committee are that you come up to the microphone and you state your name and your address and I think it is a good idea to say whether you live in the area. Or, if you are a member of the community as a whole, if you so choose to do so. I think we give about five minutes, is that correct Ms. Dowey, to each speaker?

Ms. Dowey

That is correct Councillor Perrault.

Councillor Perrault

So I will proceed now. Are there any people in the gallery who wish to come up and discuss with Policy Committee?

Ms. Dowey

Excuse me, Councillor Perrault; we have two names on the list.

Councillor Perrault

Okay. Sorry. Our first speaker then is Ivo Van Selst. Mr. Van Selst!

Mr. Ivo Van Selst, 2401 Western Avenue, North Vancouver

Good evening Councillors, Your Worship. I think there was a lot of angst the last time we had a discussion about this particular area. I would just like to say before Council that having reviewed Gloria and Richard's analysis of the area. Sorry, I am skipping. I am a resident within the area, a resident and owner within the Special Study Area.

Having reviewed the planning recommendations what I would say, having followed the whole process through, and it has been a bit of an ordeal, I don't think there will ever be a clear consensus on what people want within the area. But I do think that the current recommendations before Council are consistent with the OCP designation, what the outlined plan for the Special Study Area is, and I think it has got a little bit for everybody. There is things that everybody going to like about it and there are things that everybody is not going to like about it. At the end of the day it leaves pretty much everybody equally unhappy. As a resident in the area I can put my support behind the plan as outlined by Gloria and Richard.

Councillor Perrault

Thank you very much.

Mr. Van Selst

Also, I would just like to take a brief moment and acknowledge and thank Council for arranging the David Hughes, Peak Oil Presentation, the other day. I think this is an important issue for us all to look at.

Councillor Perrault

Thank you very much Mr. Van Selst. The next speaker is Larry Hardisty.

Mr. Larry Hardisty, Chevron Canada Limited, 1500-1050 W. Pender Street, Vancouver

Hardisty, yes, from Chevron Canada Limited. Chevron is 1500 – 1050 West Pender. I do live in North Van, it is the District. It is 2342 Riverside Drive, the slide area, but we came out pretty good this time. We are quite happy that that happened.

As a company Chevron we are neutral with respect to this. We like, we like the location too. The concern we have is the access on West 23rd being restricted. I have read the reports and it did catch my attention, because, I don't know whether you have it before; it is Attachment 4.

There is a recommendation regarding the right in, right out, on West 23rd for both ourselves and KFC; I won't speak for them. The suggestion is that there may be a median for emergency vehicles and trucks and it be mountable, so these trucks can mount this thing if they have to. We deliver to the station a B train, three deliveries a week, 60,000 litres per delivery and it does use the dangerous goods route, which is from our refinery it goes west up the Upper Levels, south on Lonsdale, right into the station and then to get back to the dangerous good it does turn left out onto West 23rd and back to Lonsdale and back. If there was a median there it would be forced to turn right through Carson Graham, through residential at Westview, which I don't believe is a truck route. Matter of fact I know it is not, for dangerous goods, particularly. So that is our big concern with a median. If there are restrictions and the right in, right out, no left, we could perhaps suggest we do it by signage and do it on a peak period. This is a 24 hour station. There are certain hours, two o'clock, three o'clock in the morning there is no traffic there and to force our customers, that want to get to Lonsdale, to have to exit right on to West 23rd back to Westview or wherever they are going, they will just go through the neighbourhood to get back to Lonsdale. I think it would be inconvenient but also it would be inconvenient for the neighbours because you are going to have some of our customers being forced to do this. I can see the understanding, I can see the concerns. I think there is just the middle of the road that we could find, in a reasonable way to look at this. Particularly given that we do have a huge truck coming in this area, which should be restricted to the dangerous route.

Other than that I think the presentation on the process has been good. I have been to all the meetings and, while we are neutral as to the densities, I can see the neighbourhood concerns. It is a very tight neighbourhood and I felt comfortable with that because they were definitely looking after their neighbourhood and that is something they should be doing.

Councillor Perrault

Thank you very much.

Mr. Hardisty

Thank you very much.

Councillor Perrault

Now is there anybody else in the gallery who wishes to come up?

Mr. Errol Olsen, 2349 Chesterfield, North Vancouver

Hi there, my name is Errol Olsen; I live at 2349 Chesterfield Avenue, adjacent to the study area. I initially had two concerns with the study. The first had to do with transition and I believe that the recommendation here achieves an appropriate transition, so I am very happy with that.

My second concern has to do with traffic and as just mentioned by the previous speaker, on Chesterfield Avenue right now it quite often cars either come out of the Chevron or come out of Western, if they are not able to turn left sometimes during peak traffic periods what they tend to do is turn right on Chesterfield, race up the street, do a U-turn, they come back down again. I believe that any restrictions of left turns out of Western Avenue are just going to exacerbate that problem. What I would like to see is just allow left turns, if people are able to do it, they should be able to do it. If the final decision is to restrict left turns out of Western then I would like to see some sort of speed control devices along Chesterfield Avenue; speed bumps or a gate or something like that.

Councillor Perrault

Thank you very much Mr. Olsen. Is there anybody else in the gallery?

Mr. Ian Ferguson, 168 West 23rd Street, North Vancouver

My name is Ian Ferguson, I am at 168 West 23rd Street and I would just like to make a couple of comments on the slide you have up here.

Currently we are across the street from the big development on the south side of West 23rd Street. It was done on 2002 and neighbours on West 23rd were concerned about that. We weren't opposed it but we wanted to be addressed as well. You have it written down as 146 in the it is 149, regardless. Across the street we have a Level 3 according to this. One lot of our small lots is about 3,700 square foot property. At a Level 3 it would be a maximum of a .6 f.s.r., which is quite a cliff from the 1.46. If there were two lots amalgamated it would be still a .6 f.s.r. under Level 3, which allows actually three units if they are amalgamated, which is a drop. You can't build two duplexes. You can only build a triplex. Three lots would give you a .6 to .75 and it would take up to four lots to reach the maximum of a .75.

On the other hand if you live in a Level 4 on West 23rd Street one lot, approximately 3,700 sq.ft. still gives you a .7, which is less than the maximum of Level 3. Two lots amalgamated is still a .7, which is less than a maximum of Level 3. Three lots amalgamated is a .8, which is slightly more than the maximum of a Level 3 and it takes up to four lots to reach the maximum of a Level 1, sorry f.s.r. of 1.0 at a Level 4.

On a single lot the difference between a Level 3 and a Level 4, which is .1, you would be granted .7 or .6, works out to be 340 sq.ft. or if you are building a duplex about 187 sq.ft. per unit, which is maybe like a small family room.

I think that Level 4to the people on West 23rd Street will not impact the neighbourhood. You are still going to going to be allowed to build duplexes individually and they will be slightly larger but it really won't change the scope of the City, of the street. I think we are being restricted by Level 3.

You are talking about developers coming in. I don't know if you vision is for a developer to come in or individual people hoping to do, redevelop on their own?

Ms. Venczel

We are not actually hoping anything. It is not within our realm to actually hope or propose who does what. It is a market so it really is independent of how you choose to sell your property or not sell your property.

Mr. Ferguson

Is there a vision for West 23rd Street?

Ms. Venczel

In what particular sense?

Mr. Ferguson

Do you want to see it change? Do you want to see it stay the same? on it..

Ms. Venczel

We would like to actually listen to the community. It all depends on how this evening proceeds.

Councillor Perrault

The purpose of this public meeting is for Council, Policy Committee, is to listen to the community to determine if a slightly higher density is in the public interest and would provide a better transition. Did Mr. White want to say something?

Mr. R. White, Deputy Director, Community Development

Thank you, through the Chair, if I may. I think what Mr. Ferguson was referencing, in terms of the variety of densities, is the guidelines that the City Council has in place. Some members of Council would not have been involved. They have been around for a number of years, in the preparation of those guidelines, but those guidelines would suggest a lower density for a smaller assembly. I think that is what Mr. Ferguson was talking about. So lower, the smaller the size of the lot, the lower the density you would seek to apply for. But Your Worship, through the Chair to Council, it may not be, Council can apply that in different ways. You are also presuming that that is going to be what happens on these sites. Just for a little bit of extra background that may not be how it is done. This hasn't even been changed yet. It hasn't been through the Advisory Planning Commission, this is the first step in that process.

Mr. Ferguson

I am just comparing the Level 3 to Level 4 and how it affects us and how it affects the neighbourhood.

Councillor Perrault

Thank you very much Mr. Ferguson.

Mr. Joe May, 2343 Western Avenue, North Vancouver

Hi there my name is Joe May; I live 2343 Western Avenue in the study area. I just want to thank staff for the recommendation that they have come up. It is a really good compromise.....

I did have one question as to, at the last meeting about Western Avenue, the corner lot was going to be instituted into the Special Study Area again, is that not the case?

Councillor Perrault

I'll let staff answer that.

Ms. Venczel

Council did agree to take that out. Are you speaking of 116 West 23rd?

Mr. May

Yes.

Ms. Venczel

It was out originally and it has not been put back in.

Mr. May

It wasn't put back in. Okay. Thank you.

Councillor Perrault

Thank you.

Ms. Maureen Jones, 2345 Western Avenue, North Vancouver

Hi my name is Maureen Jones and I live at 2345 Western in the study area. I have been to every meeting they have had in the neighbourhood and I would like to thank staff for being very patient. It has been a bit of a difficult process, one that you have to go through if your neighbourhood is going to be a little bit changed. I am very pleased tonight to see this laid out the way it is. I think it is a good compromise and I can live with that. I think it is good idea and thank you very much for coming up with it.

Councillor Perrault

Thank you very much Ms. Jones. Anybody else?

Ms. Gillian Pilley, 194 West 23rd Street, North Vancouver

My name is Gillian Pilley and I live at 194 West 23rd Street, which is in the study area. I just would like to say that, well I have a question and that is, when you were coming up with the level of FSR did you take into account the smaller lot sizes of the West 23rd houses?

Councillor Perrault

I will ask staff to respond to that.

Ms. Venczel

Through the Chair, when we are looking at recommendations we balance the needs of the community, what the community is telling us, also with planning principles. When we are looking at transitions we heard from the neighbouring Chesterfield neighbourhood that they need a transition and it is also in the OCP, so we are actually making a balance. In terms of how you actually redevelop the individual properties we did look at it but it is not, we can look at a variety of development scenarios, and we did think about a number of them. But what we do look at is what is perceived to be, in our opinion, the good for the overall community. So, that is balancing the needs of the community and planning principles and not necessarily looking at each individual lot as being the overriding factors. So basically taking a mix of all of those things.

Ms. Pilley

Okay, so the point that I would just like to make then is, that if you look at the houses along 23rd they have a very different feel and it is sort of a very different neighbourhood feel than the ones that go up Western Avenue and Chesterfield because they face onto West 23rd Street. I think when you put the west side of Western Avenue and West 23rd at the same FSR I think you could go a little higher with the West 23rd just as a transition because they do have, they face onto 23rd, which is, it is a busier feel and it is not such a small single family feel. I think that having that big block of 1.46 right across from them, just going up that one extra step to 1.0 would make a better transition.

Ms. Venczel

Through the Chair, two things, Council does have the opportunity to increase that level in the OCP to level, where it is 1.0. The other thing I would like to mention is the fact that Western Avenue and Chesterfield are qualitatively different kinds of streets. When you get onto West 23rd Street it is a significantly busier street so I guess the argument could be posed both ways. You can have a different housing typology on West 23rd that may be higher but at the same time, in terms of the transition issue, it is not as immediate as let's say the transition from West 23rd, the north side, to Chesterfield. But Council does have the ability to consider 1.0 for that area.

Ms. Pilley

Thank you.

Councillor Perrault

Thank you. Anyone else from the gallery?

Unknown Speaker

Not audible.

Councillor Perrault

You have to come up to the microphone Mr. Ferguson. You will need to state your name again.

Mr. Ian Ferguson, 168 West 23rd Street, North Vancouver

Ian Ferguson, West 23rd Street. To follow up on the transition to Chesterfield, there are four houses that back onto Chesterfield.... From our back yard we see what looks like row housing there, they are small, actually RS-3 in the late 90's, 32 foot lots, top and bottom; family in the bottom, another family in the top and the one we lived at. I am not complaining about that we need high density on the North Shore, certainly, but from our vantage point it is definitely maxed out. Again I think if we look at what an individual lot can achieve on a Level 4, still only .7, and a Level 3 to .6, it is still below your maximum at a Level 3.

To increase the north side of West 23rd to Level 4 you are still going to get duplex on the homes. They are going to be 187sq.ft. larger, this will be the size of a family room. I don't think that is going to impact anybody on Chesterfield. 9½ of the 11 homes on West 23rd Street face on to what you have as double density bonusing, underground parking, it is probably more like about 1.6. Again, that is fine but I think you have to look at if you are going to have that high density to the south side of West 23rd Street certainly there has got to be some compensation for the north side of West 23rd Street as well.

Councillor Perrault

Thank you.

Unknown Speaker

Not audible.

Councillor Perrault

Would you come down to the microphone sir? If you have a, would you like, you have a submission...

Unknown Speaker

Well, just opposition on it.....

Councillor Perrault

And you name sir?

Mr. Hardisty

Wally Hardisty, Chevron Canada Limited, 1500 – 1050 West Pender and I live at 2342 Riverside Drive. I have got two copies.

Councillor Perrault

You can hand it to the Clerk if you would. Those will be circulated by Ms. Dowey to Council Members.

Ms. Dowey

Yes they will Councillor Perrault.

Councillor Perrault

Thank you very much. Any other speakers? No takers, then we will move on then to the next part of our meeting. It is now time for discussion by Council Members. Start off with Councillor Keating.

Councillor C.R. Keating

Thank you very much Madam Chair. I did have a few questions through you to staff. In particular Ms. Pilley and Mr. Ferguson raised a couple of issues about how a .75 f.s.r. would be applied differently on a smaller sized lot rather than a larger size lot. Face value it seems that .75 f.s.r. is .75 f.s.r. but there seems to be some suggestion that there could be differently applied on different lots. Could staff, through you Madam Chair, explain to Council how that might work?

Councillor Perrault

Mr. White!

Mr. R.H. White, Deputy Director, Community Development

Your Worship, over the years it has been the City's practice to encourage assemblies rather than single lot developments and one of the ways we have done that, as a guideline, it is not a bylaw, it is not Council is not obliged to adhere to this but is to encourage, through a guideline process, assemblies by a small lot gets a lesser density than a larger assembly. The way that is applied typically is through the rezoning process. Council receives an application; they are at liberty on a particular meritorious application to approve .75 on any development, whether it is one lot or five lots. When we are dealing with the prospective applicant at the front counter we suggest assemblies. The reason for assembling is because on a small lot development you have to provide a recycling facility, you have to provide garbage pick up, you have to provide in some cases driveway accesses and so on and if every 33 foot lot has that same set of facilities and same side yards and so on you could often wind up with a much more cluttered, less elegant type of redevelopment proposal than you do with an assembly in the first instance.

If I may, through the Chair, there have been exceptions to the rule where higher densities of achieving the maximum is allowed in the OCP has been allowed on a small lot. So, it is a guideline, it is there for Council's adjudication and Council is at liberty to approve a maximum development under the OCP. Even, if you notice on the south side of 23rd Street when that was first changed, the OCP was changed, 1.3 was what Council's policy guideline was for the redevelopment of that area and Council has allowed higher densities over time as redevelopments have been applied for. The policy to establish 1.3 and Council varied that on a site by site basis where it was deemed advisable.

Councillor Keating

And a second question, subsequent to that Madam Chair, and through you. Is there a place where Council could lay its hands on these guidelines which suggest, I took quick through the OCP, I didn't see it there Madam Chair. I was wondering where Council might find some statement of the application of these guidelines.

Mr. White

We can recirculate them with the, before this is dealt with by Council. The Policy Committee recommendation I think will appear in the next meeting and the City Clerk can circulate the guidelines that have this material in it, at the next meeting.

Councillor Keating

The third and final comment I have, before a brief comment Madam Chair, would be I notice that unlike many other issues that Council deals with, I know this is a Policy Committee meeting, there is no recommendation from staff in particular other than the recommendations that are laid out within the report itself. Is it staffs' expectation that the Policy Committee would either accept, reject or perhaps even make some specific suggestions for changes within the report that is presented to us?

Mr. White

Through the Chair, we thought we were going to get beat up more than we did.

Councillor Keating

I haven't begun.

Mr. White

We didn't want to, we were worried about submitting a recommendation but we think that if Council is amenable the next step would be for you tothe Planning Commission, the Design Panel, the normal process. A good recommendation would be to refer this back to staff for consideration and a further report.

Councillor Keating

I probably begin to head to that way Madam Chair, just a brief comment. I have to say I think the points that were raised by Mr. Ferguson and Ms. Pilley are ones that are germane. I think we do need, as a Council, to think about what is going to go on, on these sites. I do think we need to think about what sort of frontage. I know there are issues of transition as you north along the north side of 23rd up until the eastern side of Chesterfield. I think however these are differently sized lots. I think there is an element of fairness here. I would like to see some options around what to do, at the very least with that 23rd Street frontage, because it is a unique frontage. I don't think any member of the Policy Committee, Madam Chair, is under any illusion about the nature of 23rd Street especially on the 100 block; it is a very busy spot to be. I think we should have some discussion about how that is going to transition and some drawings of what it might look like under a Level 3 or a Level 4, because I am somewhat sympathetic to the comments, as I said before, of Ms. Pilley and Mr. Ferguson. When it comes time for a recommendation Madam Chair, I might be suggesting that staff do take further consideration on this with particular reference to that Level 3, Level 4 issue on those 23rd Street frontages. Thank you.

Councillor Perrault

Councillor Heywood!

Councillor R.N. Heywood

Thank you, Madam Chair, first a question through staff. Are all of the lots facing West 23rd small like 32 foot lots? Are they all that size? Are there any smaller than that? Are they consistently 32 foot lots is my question?

Mr. White

They are 34 foot frontages; both shallow and narrow.

Councillor Heywood

Well Your Worship, now going up Western are the lots the same along Western or are they a different size? The point being made here is that if you are applying .75 on larger lot it has different implications on what you put on the lot than it does on a 34 foot lot. The idea that across the street is this development of 1.46 or whatever, it seems to me that, I hear staff talking about the notion of assembly in the area and it seems to me that we are talking here very close proximity to Lonsdale Avenue and some consideration to those kinds of things should be given to this. I guess what the implications are of going to Level 4, or Level 3, what that does to the possibilities for development because going to a point one on a 34 foot lot may produce an effect along that street that we don't want. It may significantly have the wrong effect. Whereas if we assembled it we could create something that has a different value and you may even be able to go to a higher level on a situation like that. I think there is some work needs to be done here.

One of the things I was wondering about, in terms of, we had a long discussion on affordable housing recently at the GVRD Council of Councils, and looking for ways to achieve affordable housing and one of the thoughts that was going through my mind is, that once we get above a certain level maybe it is Level 4, maybe it is Level, I am not sure what the level is. But would it be possible to consider or should we consider as a Council some provision in that we create a requirement for some component of affordable housing in the growth area. Does that create an unfair situation for people in one area as opposed to another? Because I think that when we are looking at, it probably doesn't apply when we are looking at going from .5 to .75 but when we are going to higher level of densities, where we are looking at .15 or 16 in that range, it seems to me quite feasible that we could impose a requirement that there be a component of affordable housing and that we would have to define that affordable housing in terms of something administrated by a non profit society or whatever the requirements would need to be. When a zoning goes from one level to another we create wealth and by doing that we are creating, we are trying to answer problems and one of the things we are trying get is affordable housing. And it seems to me whenever we are looking at changing the OCP we should be looking at how do we incorporate some element of affordable housing into the concept. I just don't know whether it applies in this situation or not but I think it is something I would like to see staff consider in moving forward. I would like to hear more about what can happen on these lots, just raising the density doesn't necessarily mean that we will get the kind of result we want. I would be concerned about that. Thank you, Madam Chair.

Councillor Perrault

Mayor Mussatto!

Mayor Mussatto

Thank you, Madam Chair for the opportunity to ask a few questions. I just wanted to sort of pick up on the issue with regards to the right in, right out, the transportation. I see Ms. Mitic there. Through Madam Chair, has there been evidence to suggest that there is a problem there? Is there more frequent accidents that are occurring and will it significantly reduce or is there an impact by making a right in, right out? I understand from the Chevron site and from the lane, I don't think we are talking about Western, but I could stand to be corrected.

Councillor Perrault

Ms. Mitic.

Ms. Dragana Mitic, Assistant City Engineer, Transportation

Madam Chair, there are some concerns along West 23rd Street regarding the north south lane, Chevron access, KFC access and there were some concerns with the Western Avenue. The staff recommendation is to consider left turn prohibition for the north south lane, Chevron and KFC, using a variety of different measures. We haven't prepared any design or any concept. There were suggestions about the low raised median similar to the type of the traffic circles and aprons that we use that trucks go over it, or maybe just simple such as signage or right in, right out islands.

We do not suggest prohibition of left turns at the Western Avenue.

Mayor Mussatto

Are we basing this on sort of looking at this from your trained eye or have we actually gathered statistics to say that there is a need for this or is that just our opinion looking at the complex intersection there? Through the Chair.

Ms. Mitic

Madam Chair, it is more from the safety assessment looking into the area and I believe there is no significant number of accidents recorded. I would like to refer to our Traffic Consultant who is also here, who did all the analysis; Hamide Bahiti and maybe he could comment a little bit more.

Councillor Perrault

Could you come down to the microphone please? I didn't hear your name.

Mr. Hamide Bahiti, IBI Group, Traffic Consultant

My name is Hamide Bahiti; I am with a company called IBI Group. We were commissioned by the City to do the Western Avenue Traffic Study.

Thanks for the question. The safety that was done in the study involved both the combination of statistical analysis and field observations and also comparing design standards and classifications and so forth. The analysis that was done did show a higher than average rate of accident at Lonsdale and 23rd but for the safety operations into the north/south laneway and Chevron and KFC those assessments were based on a site visit as well as just comparing the proximity of the access to a major intersection that is also adjacent to a highway with protected turn movements. Just not being good design to have vehicles stopped to turn left from West 23rd Avenue into the KFC entrance when there are vehicles coming around the intersection to travel along West 23rd Street. So it was a combination of analytical and visual observations.

Mayor Mussatto

Through Madam Chair, if I could, do you have specific results of the left hand turns coming out of Chevron at the lane or is it just 23rd and Lonsdale in general, in terms of accidents that are recorded at the intersection.

Mr. Bahiti

Unfortunately most of the accident data that ICBC and the Motor Vehicle Branch keep relate to, they are geo referenced against main intersections, so the only data that is available is for that intersection and there isn't any hard data available for accesses into driveways and so forth.

Mayor Mussatto

Thank you very much for that. Just one other question, if I could Madam Chair? It seems tonight that we are hearing a lot of the speakers with regards to support of some change and looking at increasing density here. I am just wondering is that reflective of the public opinion we have had up to now? Because I guess I refer back to the previous comment Mr. White said about we are not quite ready or we were maybe expecting a bit more opposition. I see that there are petitions out here that are opposed to lots of change, so through you to Mr. White, is this reflective tonight of the amount of support in the area or could there be other people that have different points of view that are just not here?

Mr. White

Your Worship, sorry through the Chair, I think what has happened is people were concerned about what we might recommend rather than what we did recommend. I think most of the concerns that were expressed to Council were in the context of a rezoning application or process related to the Study, maybe in anticipation of a recommendation that wasn't forthcoming. I don't know if that is fair to say, there are lots of other people here that have probably talked about it more directly with people than I have.

What we try in do in all of these studies is to look at the wide range of possible solutions, some of which, on either end of the scale, typically concern some people that are involved and try and find common ground, if there is some, in the middle or at one end or the other from time to time.

But usually it is somewhere closer to the middle and our client policies with the density, terracing and so on really suggest and push us in that direction from a policy perspective. I think really the two things, the good policy that the City has and the sort of process that we went through with the neighbourhood to talk about the wide extreme of solutions, resulted in something that was more or less acceptable to most people and I think that is what we are hearing tonight. Whereas before we were hearing about what wasn't acceptable to people and that wasn't what was recommended.

Mayor Mussatto

Just a quick comment Madam Chair, I am happy to see us move in this direction in terms of a policy knowing that if it is going to be an OCP change that we have quite a long way to go yet before we actually see this come to fruition, in terms of an OCP change, because I think it is quite a significant step. But I think it is one in an area that really is asking for some change and it looks like they have struck a balance of where to find that. I would be a little hesitant to jump in with the changes in the transportation as yet and I certainly respect our staff, they have done some hard work and our contract person that actually did some work on this, but it will be affecting the business of Chevron, I think, if people are unable to turn left out of their service station to get back to the highway. So, I would really want to make sure that if we are doing these that we really need to do them or are they just kind of a nice time to put in these changes because I think Chevron has been a good, loyal business citizen for a number of years at that site and I certainly would want to make sure that they continue to do well, and, if we can, try to accommodate them as best we could. Those are my comments. Thank you very much Madam Chair.

Councillor Perrault

Thank you Mr. Mayor. Councillor Bookham!

Councillor P.J. Bookham

Thank you Madam Chair, through you to Ms. Venczel, were the residents of the study area notified of this policy with you tonight? Just curious about the communication use.

Ms. Venczel

I am wondering if the City Clerk's office can answer that.

Ms. Dowey

Through the Chair, to Councillor Bookham, yes they were.

Councillor Bookham

So, each received a letter notifying them that we would be discussing this tonight?

Ms. Dowey

Yes, they were.

Councillor Bookham

Thank you, just a couple of observations. The study, the traffic study at the back here has a number of units that are identified for a potential development in this area and I got out my magnifying glass and I think I have got these numbers right. It looks as though the total for the whole of the Western Avenue Study Area, and I think it also includes the existing apartment buildings and the potential redevelopment of the Lodge project, comes to a total of about 222 units. Could you comment on that? Is that an accurate reflection of what this level of development might bring?

Mr. White

What I think was done by the consultant, he is here in the room, you can ask him the question directly, but if I may, through the Chair, I think what was done was maximize the potential at the high end. This isn't what is being recommended, this is what the consultant group worked on, with, through the middle of the process where it was sort of maxing out. That is the worst case scenario in a sense, the total number of units that might occur had a higher density been proposed.

The number of new units, net new units would be much lower than that. We haven't prepared that number for you tonight but it would be probably less than half that number of new units.

Councillor Bookham

Thank you, just a couple of comments then. This Western Avenue Study, Special Planning Study, was part of the 2002 OCP. At that time we were not aware that District 44 would be closing Lonsdale Elementary and looking to redevelop that site, so that is a significant contextual change with respect to whatever decisions are made in this area. If we are anticipating families moving in to any redevelopment above 23rd it may well be that District 44 needs to think about what they want to do with their site and whether in fact we will be looking at the need for a school on that site. Particularly in light of our plans for across Lonsdale in the redevelopment of the Harry Jerome lands that will take place at some point. Perhaps not in the life of this Council but at some point we anticipate again higher density development. Those redevelopments are slated to take place on land that is not currently residential and I think it is important to consider that if they do go ahead and if they are redeveloped for residential then perhaps there isn't the same incentive or need to redevelop to this level of density, since what we have above 23rd is a pleasant, quiet neighbourhood, some reasonably well maintained homes on small lots. So when we come to discuss this and I know this is just a step along a long road I think it is important to take these other contextual issues into consideration. Thank you.

Councillor Perrault

Thank you Councillor Bookham. Councillor Schechter!

Councillor S.A. Schechter

Thank you Councillor Perrault. I have a question or two that I might like to pose to staff. The first being is that in the process of deliberating an OCP amendment is it within the power of Council to include notably in the 1.6 f.s.r. area proposed mandatory minimum non market or affordable options to be included in such a project, is that within our scope and power?

Mr. White

I think you mean the 1.0 f.s.r. area, there is no 1.6 f.s.r. being proposed.

Councillor Schechter

My apologies.

Mr. White

Through the Chair, it is not impossible. It has not been done before. How we do that legally, I am not sure. I am pretty sure that there would be ways of suggesting of policy, I am not sure how we could insist on it. For instance, an example of where we tried to do things like that in the past is through guideline processes like the diagram you have in front of you there is a series of affordability statements, environmental assessments, statements, those sorts of things where we ask applicants to consider these things and to give us their best efforts to include items that are important from a policy perspective by Council. We have never insisted on non-market housing as part of our market housing development in the past and how we do that I am not sure. I am pretty sure there would be a way to do it if that was Council's disposition. We would certainly want to involve the development and the property owner community in that set of work because it would be somewhat contentious.

Councillor Schechter

Councillor Perrault, if I might follow up with a follow up question? My thinking on this matter, members of Council, is that if we are going up a zone an area in the OCP that for somebody to build up to that area they would require zoning, perhaps much like our sustainability guidelines, which are not requirements, but are recommendations that might be within our power to place a recommendation into that rezoning process that staff encourage prospective developers to consider including in their proposal such options because we do have the authority to reject such rezoning proposals that do not have that option for non-market or affordable housing. While I am not putting it in the motion at this point, it is my humble opinion that I would like to see from staff options or tools that we might employ to explore that possibility of including non-market housing options as is contemplated in other municipalities, since we are in the process of up OCP'ing an area under transition. Thank you, Councillor Perrault for that.

Councillor Perrault

Any other Councillors who would like to ask questions of staff or make a comment. Going, once, twice, thrice? In that case I have a couple of questions through..

Mayor Mussatto

Yourself. I have made that same mistake before.

Councillor Perrault

Thank you Your Worship. A question I would like to pose to Ms. Mitic is the comment that was made that this is a very, this corner 23rd and Lonsdale, very high accident ratio there; do we have any stats on that?

Ms. Mitic

Councillor Perrault, yes we have. We have statistics that have been provided from ICBC based on recorded claims in the past couple of years.

Councillor Perrault

Thank you. My next question, listening to the Mr., the gentleman from Chevron, speaking about, I expect they are fuel trucks that arrive. The question I have is about truck turning. If we propose no left turns this poses a dilemma, does it? Or have you considered that problem of the fuel trucks in that area?

Ms. Mitic

Madam Chair, yes we did and we would try to accommodate trucks to make that left turn, fuel trucks, because it would be very difficult to make that left turn from Lonsdale and then we wouldn't like to move trucks into the more residential area down on 23rd Street.

Councillor Perrault

I guess the only comment that I have to make at this point in time is that, the question I had was regarding peak times that was another point that was made. Would staff consider perhaps looking at the idea of no left turns or no right turns at peak times and then other times it would be allowed? Is that, in your view Ms. Mitic, is that a wise move or should we be looking at a different way?

Ms. Mitic

Madam Chair, left turn prohibition is considered because of the proximity to the Lonsdale intersection. It could make sense to prohibit during peak hours because of the queues that backs from Lonsdale along 23rd Street. However, even during non peak periods it would still pose a concern by cars making left turns that are unsafe due to the proximity to Lonsdale intersection, as well as not really being able to distinguish whether there were some accidents on Lonsdale and 23rd that occurred due to the proximity of this driveway. Left turns; sometimes it is not possible to know whether these accidents are a result of some..... of the driveway and were not recorded. Staff suggestion would be to consider 24 hour restriction with allowing fuel trucks to make the left turn out of there.

Councillor Perrault

Okay. Well, just as a comment from my point of view, I think that there are some opportunities here perhaps to put in some non-profit affordable housing. I have listened very carefully to the presenters from the public and it would seem to me that 23rd Street would, I think it could bear to have a little higher density, to balance it off with the 1.46 f.s.r. on the south side of West 23rd Street. It is a very, very busy street and I think it would be something we can consider in that area.

Also, with interest, this is now, the steps that are going to occur now, Ms. Dowey. This is going to the Advisory Planning Commission, would you describe the next few steps.

Ms. Dowey

The next step Councillor Perrault would be a recommendation from the Policy Committee of Council. This recommendation will come back next week, which is December 11th for ratification at a regular Council Meeting.

Councillor Perrault

Thank you. I am going to now ask Council members, unless there is anybody else from Council who wishes to ask questions or make a statement. I am going to ask for the recommendation from the floor. Councillor Keating!

Councillor Keating

Thank you very much Madam Chair. I would simply move that the report be referred back to staff for further report on issues raised by the Policy Committee this evening.

Councillor Perrault

Secunder?

Councillor Heywood

Second that.

Councillor Perrault

Would you like to speak to that Councillor Keating?

Councillor Keating

Just very briefly Your Worship, I certainly think there has been a lot of issues canvassed here as I guess I am going to hurt my friends at Esso, don't feel bad about me, but I am an avid user of Chevron at that location. I certainly think we do need to look the suggestion that Mr. Hardisty has come up with about peak time controls for turns and exemptions for the trucks. I am not sure, and I have had occasion that intersection at two or three in the morning and I don't really think the proximity to Lonsdale poses any serious issue there. Certainly I think the viability of that enterprise which, like myself, a lot of people in the community do use is something that we should be concerned about. I know there are a lot of other issues that Council has talked about. I hope Council or the Policy Committee doesn't lose sight however, the fact that, I notice Ms. Stewart in the audience tonight from the Housing Action Coalition.

I don't know if she said it, but at one time it was said that when she was in these chambers around the issue of housing affordability, that rental housing in and of itself is a contribution to affordable housing because it creates space within that market of rental units, which is very valuable. I am more than prepared to consider some options around non-market, non-profit affordable housing options within this area. It might be asking pie in the sky to a certain extent within that context. We would have to see what the economics are. But certainly I think looking at something like covenanted rental accommodations, rental units within those areas, in and of themselves is going to be a major contribution to affordable housing in the community. We will be dealing with that issue on 3rd Street, 4th Street, further down Lonsdale when we have the three and four storey walk-ups which are nearing the end of their economic life and I think this might be an opportunity to take a look at how this goes and the kinds of regulatory measures we can put in to encourage rental, not necessarily in a stick way but in a carrot way. I am glad to hear the debate by my colleagues tonight on this issue. I look forward to the issues, the options that staff returns to us with. Thank you very much
Your Worship.

Councillor Perrault

Any other comments from members of Council? There being none I will call the question. All those in favour, opposed, motion carried unanimously.

Moved by Councillor Keating, seconded by Councillor Heywood that is be recommended to Council

THAT the report of the Development Planner dated October 26, 2006, entitled "Western Avenue Planning Study" be referred to staff for a further report taking into consideration the issues raised by the Policy Committee.

CARRIED UNANIMOUSLY

Moved by Councillor Schechter, seconded by Councillor Heywood

THAT the Policy Committee Meeting conclude.

CARRIED UNANIMOUSLY

The Policy Committee Meeting concluded at 8:45 p.m.

Certified a true and accurate transcript of the Policy Committee Meeting

Original signed by

Sandra E. Dowey, City Clerk

January 4, 2007

Date