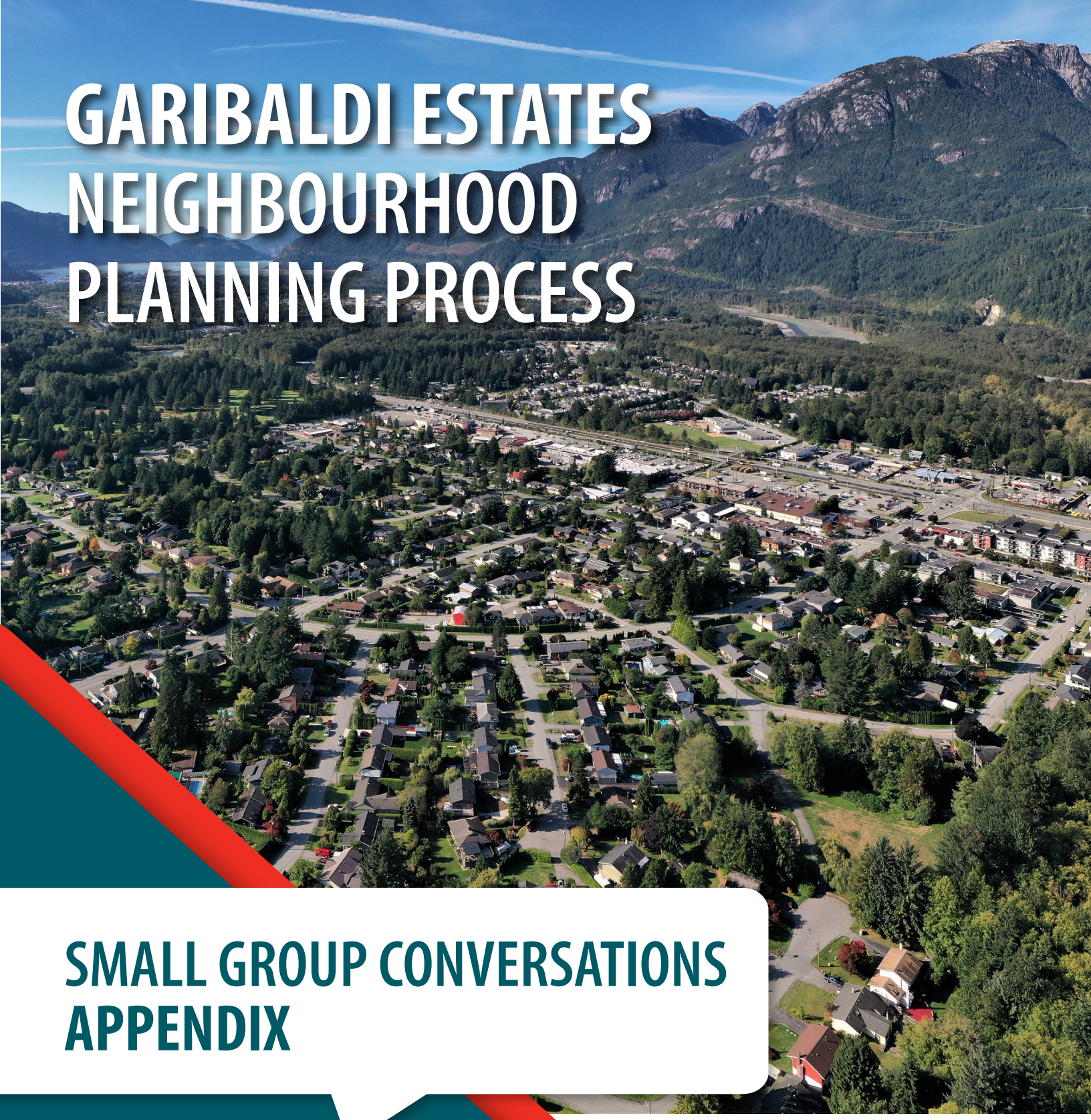
GARIBALDI ESTATES NEIGHBOURHOOD PLANNING PROCESS



SMALL GROUP CONVERSATIONS APPENDIX



SQUAMISH

HARDWIRED *for* ADVENTURE

APPENDIX A
WHAT ARE THE VLA LANDS?

The VLA Lands are properties in the Garibaldi Estates that have specific restrictions on how they can be subdivided.



Figure A1. VLA Lands

VLA Lands Establishment

The VLA lots were created as a soldier settlement program under the Veterans Land Administration, a branch of the Department of Veterans Affairs. The Veterans Land Act was developed during WW II and the Korean War following a Canadian tradition dating from the 17th century of settling returned and ex-soldiers.

One goal of the program was to ensure stability for the returning veterans. To enable this, agricultural activities were supported on the VLA lots so that veterans could earn additional income off the land.

The Federal VLA program legislation is clear that Provincial authority on land use supersedes the VLA program regulations. This means that local government zoning regulations, which are delegated to municipalities from the Province, take precedence over the VLA legislation.

What does VLA Subdivision Bylaw No. 211 Regulate?

VLA Subdivision Bylaw No. 211 is a District of Squamish bylaw that identifies how the VLA lands can be subdivided.

When the VLA lands in the Garibaldi Estates were originally established, they were primarily 1 acre lots. Following the settling of these lots, the land owners requested that the District of Squamish allow them to subdivide the parcels into half acre lots.

The District supported the opportunity to subdivide the VLA lands. While doing so, the District adopted VLA Subdivision Bylaw No. 211 in order to control how these lots were subdivided. VLA Subdivision Bylaw No. 211 included text and a map schedule that identified all subdivision opportunities within the area.

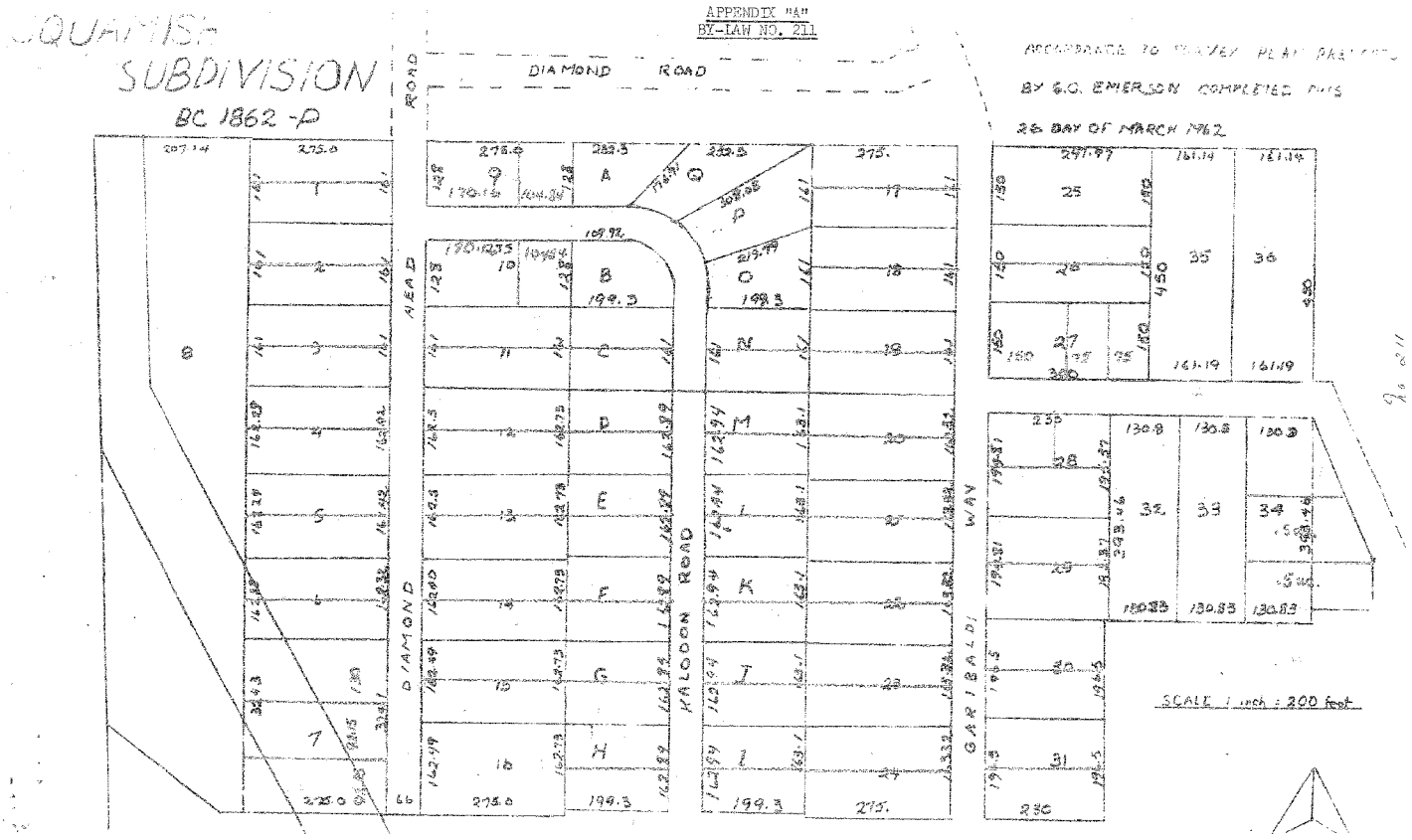


Figure A2. VLA Subdivision Bylaw No. 211 Subdivision Plan

The VLA Subdivision Bylaw No. 211 only regulates how the VLA lands can be subdivided. It does not regulate land use on the VLA lots such as building form, size, density, height or setbacks. This means that zoning can be changed at the discretion of the District of Squamish Council to allow any range of residential, commercial or other land uses on these parcels while still complying with the subdivision regulations of Bylaw No. 211.

VLA Subdivision Bylaw No. 211 does not restrict stratification of new buildings and consequently, would not restrict the construction of multi-family dwellings should municipal zoning permit those uses. In addition, Bylaw No. 211 does not prevent lot consolidation, which does not require municipal approval.

What amendments have been made to VLA Subdivision Bylaw No. 211?

Since its adoption, VLA Subdivision Bylaw No. 211 has been amended six times to allow subdivisions that were not permitted when the bylaw was first adopted. Figure A3 identifies these lots with green outline.

- **District of Squamish V.L.A. Subdivision Bylaw No. 211, 1966, Amendment Bylaw No. 798, 1982** | Enabled the subdivision of a lot not previously permitted.
- **District of Squamish V.L.A. Subdivision Bylaw No. 211, 1966, Amendment Bylaw No. 1195, 1992** | Enabled the subdivision of a lot not previously permitted.
- **District of Squamish V.L.A. Subdivision Bylaw No. 211, 1966, Amendment Bylaw No. 1201, 1992** | Enabled the subdivision of a lot not previously permitted.
- **District of Squamish V.L.A. Subdivision Bylaw No. 211, 1966, Amendment Bylaw No. 1273, 1993** | Enabled the subdivision of a lot not previously permitted.
- **District of Squamish V.L.A. Subdivision Bylaw No. 211, 1966, Amendment Bylaw No. 2280, 2013** | Enable subdivision of a parcel in a manner that was not consistent with the original bylaw.
- **District of Squamish VLA Subdivision Bylaw No. 211, 1966 Amendment Bylaw 2356, 2014 (40102 Garibaldi Way)** | Enabled the subdivision of a lot not previously permitted.

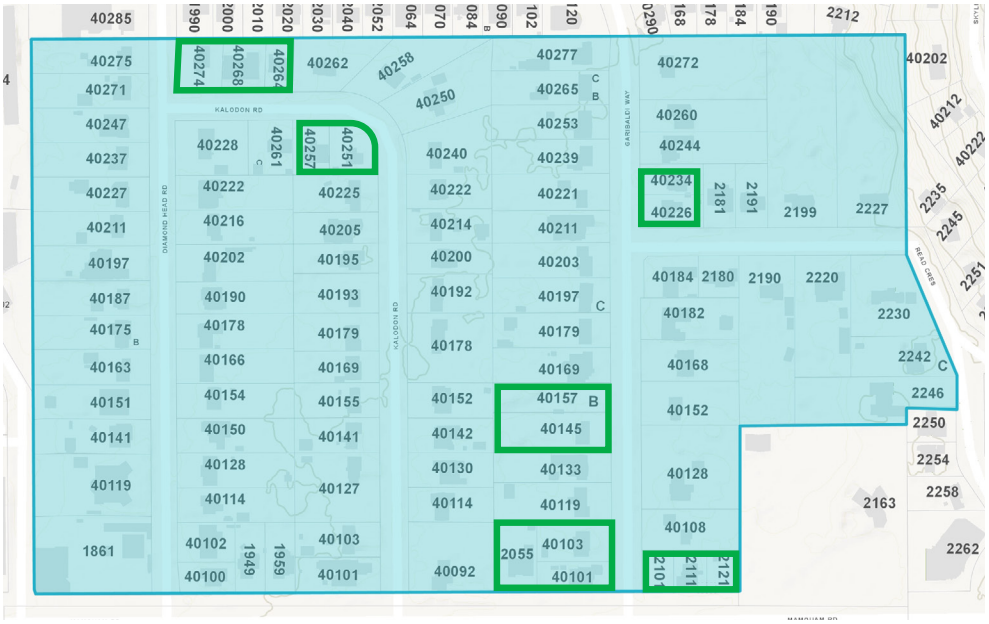


Figure A3. Past Bylaw 211 Amendments to Enable Subdivision

Green: Lots which have been the subject of successful amendments to V.L.A. Subdivision Bylaw No. 211 in order to allow subdivision not originally permitted under Bylaw No. 211

Which lots under VLA Subdivision Bylaw No. 211 can currently be subdivided?

Currently, there are two ways for VLA lots to be subdivided. The first are properties that can be subdivided in alignment with the original V.L.A. Subdivision Bylaw No. 211, 1966. They are identified with yellow outline in in Figure A4. These properties can only be subdivided in a specific way (see Figure 2), which generally means they can be subdivided in half.

The second way is for properties which have been excluded from the restrictions of Bylaw No. 211. These properties are identified with red outline in in Figure A4. They may be subdivided in accordance with District of Squamish zoning regulations and are not subject to subdivision constraints of Bylaw No. 211.



Figure A4. VLA Land Subdivision Opportunities

Yellow: Lots which currently have subdivision potential under V.L.A. Subdivision Bylaw No. 211

Red: Lots which are not subject to subdivision restrictions of V.L.A. Subdivision Bylaw No. 211

APPENDIX B
MISSING MIDDLE HOUSING

The District of Squamish Official Community Plan identifies the Garibaldi Estates as an area with potential to support increased housing diversity. This is due to the neighbourhood's central location along the highway and the core transit network, proximity to a major commercial hub at the Garibaldi Village, and lower flood risk relative to other areas of town.

While there have been no land use scenarios developed yet, there has been lots of conversation about how increased housing diversity can be included in the Garibaldi Estates. Much of this conversation focusses on the consideration of missing middle housing forms.

What is Missing Middle?

Missing middle housing is an urban planning concept which focuses on the gap in housing between single family homes and apartment buildings.

Missing middle is a range of multi-unit or clustered housing types, a number of which are similar in size to single-family homes. Rather than having just one home, each building has multiple homes and consequently are less expensive than comparable single family homes due to smaller unit size and shared land.

Missing middle housing types include:

Small Lot Single Family Home
A single family dwelling (house) built on of a parcel of land that is smaller in size than a typical single family homes.

Duplexes
A building which must meet the same size restrictions as a single family dwelling but which contains two separate dwelling units.

Triplexes
A building which must meet the same size restrictions as a single family home but which contains three dwelling units.

Fourplexes
A 2-3 story building with four dwelling units, typically arranged with two units on the ground floor and two units above, with shared or individual entries from the street.

Multiplex
A 2 to 3-story building containing between 5 and 12 dwelling units arranged side-by-side and/or stacked, typically with a shared entry from the street.

Townhouses
A series or cluster of two or more individual dwelling units, attached either vertically or horizontally, where individual access to each unit is from the finished grade of the lot.

Fee Simple Row Housing
A townhouse style of development with a specific difference in the ownership structure. In a fee-simple row house, there is nothing that is owned by a condo association. The owners own their building and the land under and around their townhouse.

Cottage clusters
A group of small, 1- to 1.5-story buildings arranged around a shared courtyard visible from the street.

Courtyard Apartment
A medium sized, 2- to 3.5-story building consisting of multiple side-by-side and/or stacked dwelling units oriented around a courtyard or series of courtyards.

Low Rise Apartment
A medium sized, 3-4 story building consisting of apartments, generally accessed from an inner lobby and hallway system.

Mixed Use Apartment
A medium-sized, 3-5-story building consisting of dwelling units above a ground floor space that can accommodate a range of commercial use.

Why are These Called "Missing Middle?

We call them "missing" because they have typically been illegal to build in many areas due to zoning regulations. We say "middle" because they sit in the middle of a spectrum between detached single-family homes and mid-rise to high-rise apartment buildings. They are in the middle in terms of their appearance and size, but also in terms of the number of units they provide and their cost. (See http://opticosdesign.com and http://missingmiddlehousing.com for more information).

In the diagram below, the Missing Middle types are shown in yellow, providing many housing options in between the single-family homes and larger apartment buildings, which are both shown in white.



Figure B1. Missing Middle Housing Forms

While many of these forms are "missing" from our current building stock, these types of buildings from the 1920s and 30s are appreciated by many who have lived in them. Today the elderly, young couples, teachers, single, professional women and baby boomers are among those looking for ways to live in a walkable neighborhood, but without the cost and maintenance burden of a detached single-family home. Missing middle housing helps solve the mismatch between available housing stock and shifting demographics combined with the growing demand for walkability.

How Does Missing Middle Support Affordability?

In terms of affordability, missing middle housing can assist in both increasing the supply of units built and providing units for a wide variety of price points. This involves allowing a broader diversity of housing types than most zoning bylaws allow today, but that used to be built in many communities historically.

Because land costs and home size often limit affordability, a classic solution is to aim for increased density and/or smaller lots and/or smaller homes. Missing middle housing types provide more units on less land that traditional single-family homes.

What is Gentle Density?

During the planning process staff received a question about what the term 'gentle density' means and how it compares to other descriptions of density.

The term gentle density generally refers to ways to add additional housing options to a neighbourhood, while minimizing any impact on the existing neighborhood character. Gentle density housing options are considered Missing Middle housing, as described in Appendix B.

A good example of how this term is used can be found in an article written by the well known Vancouver based planner Michael Geller: https://thetyee.ca/Analysis/2021/12/16/Dozen-Gentle-Density-Ideas-New-Year.

The discussion during Garibaldi Estates Neighbourhood Planning Process has been focused on housing forms (i.e. the different types of housing such as duplexes, cottage clusters etc.) that could be supported in the neighbourhood, rather than on terminology such as low, medium and high density. The intention is to develop an understanding of how the community feels about specific housing types and where they could be located within the Garibaldi Estates.

What does Missing Middle Infill Housing Look like in a Neighbourhood?

One of the intentions of missing middle housing is to enable more housing diversity within traditional neighbourhoods with buildings that are closer in character to the existing neighbourhood than larger apartment buildings. The following drawings provide visual examples of how these housings forms could integrate into existing neighbourhoods over time. In addition, the examples reflect potential infrastructure, amenities and services that might be integrated with single family land uses over time given a cohesive vision identified in a neighbourhood plan; these elements include sidewalks, bike lanes, landscaping, parks space and neighbourhood commercial.

These examples are not intended to represent the expected vision for the future of the Garibaldi Estates, but instead provide a visual depiction of what some of the missing middle housing forms under discussion might look like within neighbourhoods.

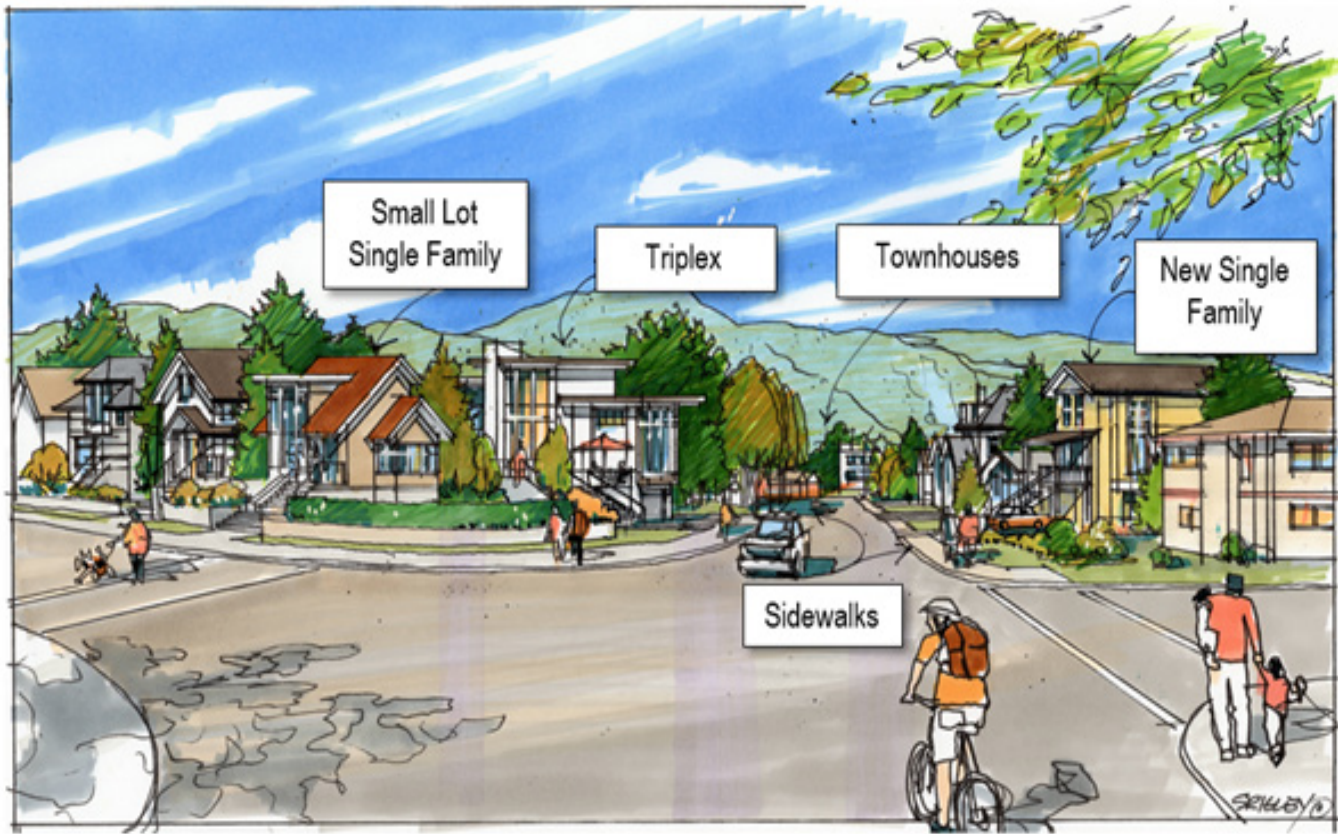


Figure B2. A single-family neighbourhood encompassing new single family homes, a small lot single family home and a triplex.

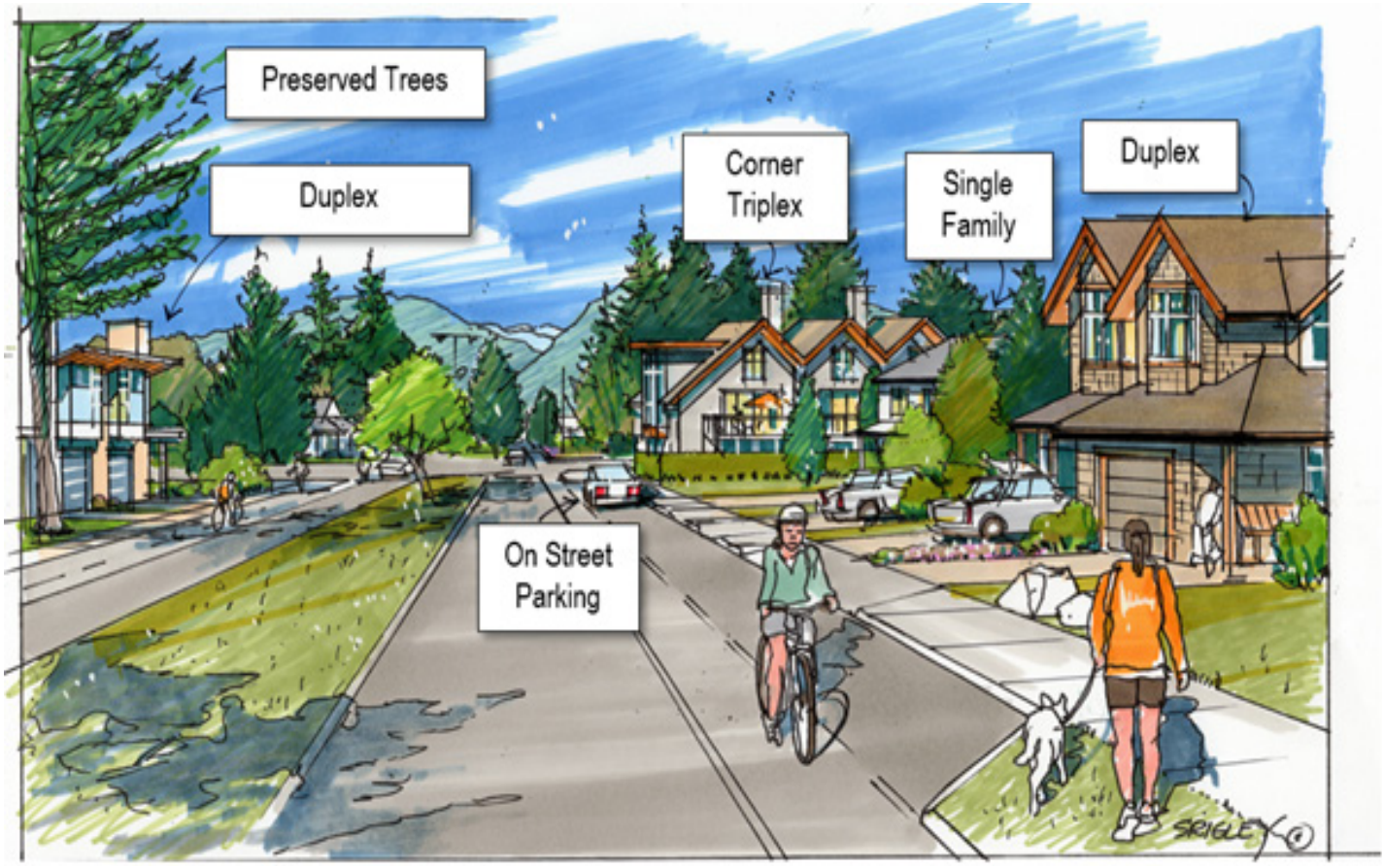


Figure B3. A single-family neighbourhood encompassing a triplex and duplexes along sidewalks and a bike lane.

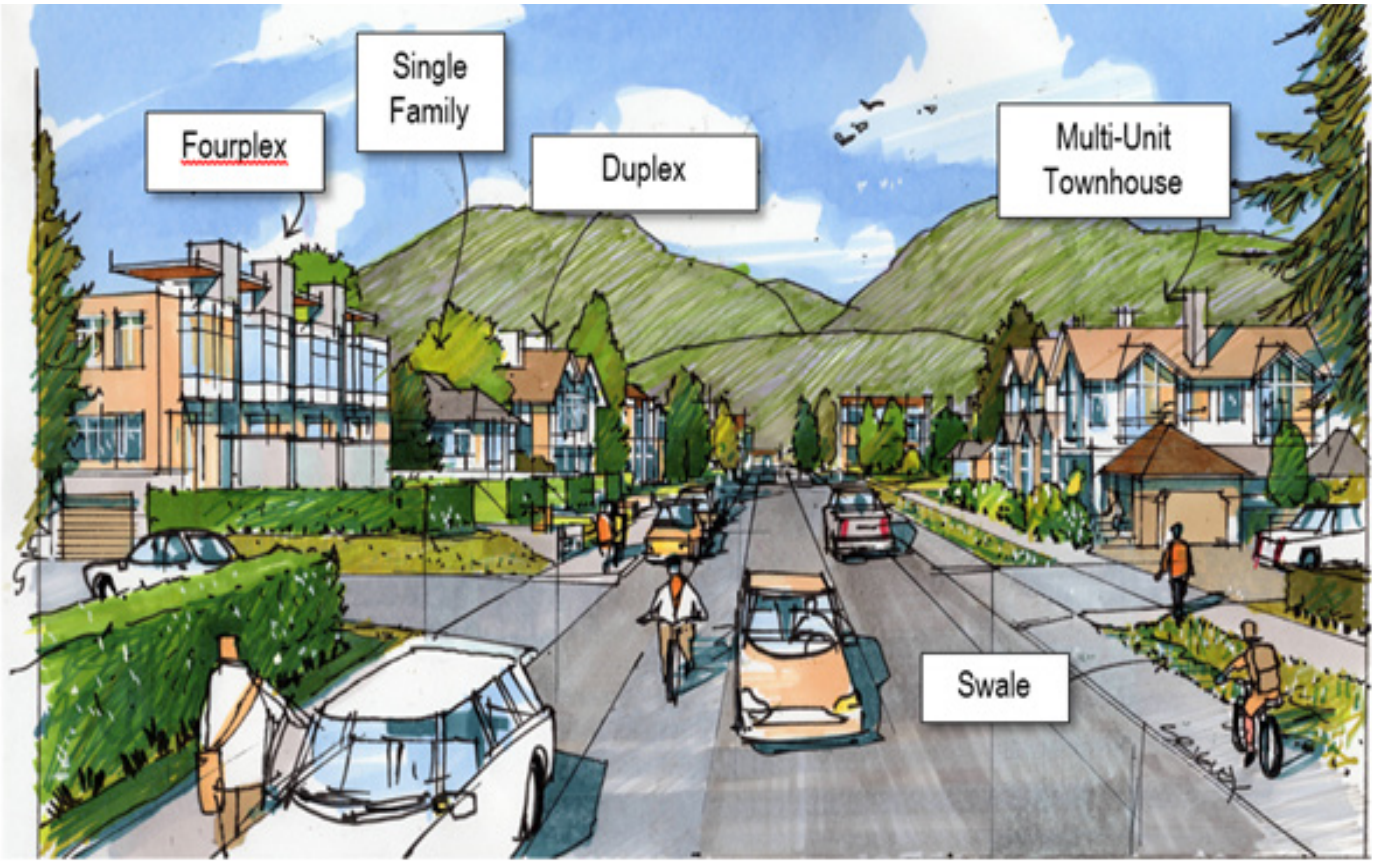


Figure B4. A single-family neighbourhood encompassing a duplex, a fourplex, and a townhouse development along a street with bikes lanes.

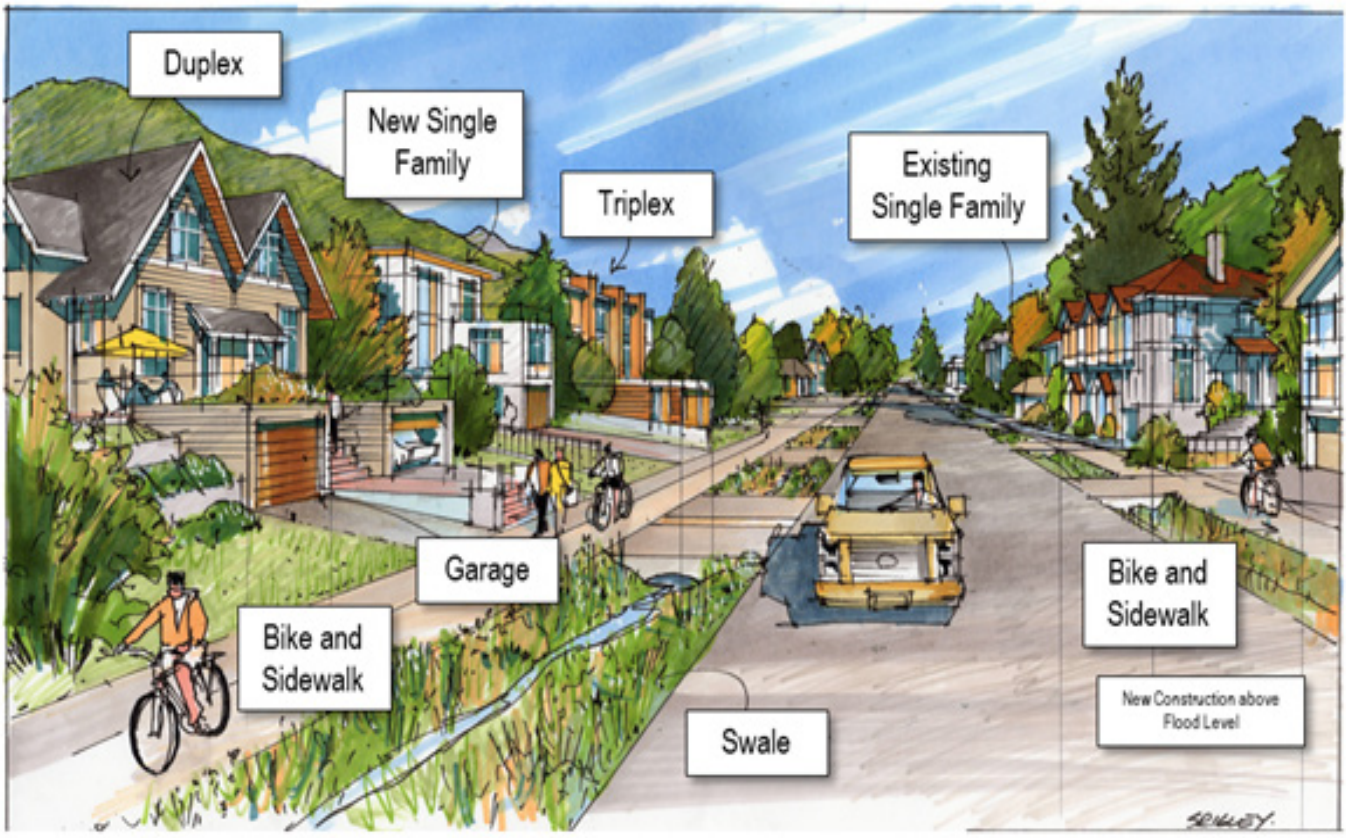


Figure B5. A single-family neighbourhood in a floodplain encompassing a duplex, a triplex, and a fourplex along a mixed use path.



Figure B6. A mixed use neighbourhood node adjacent to a low rise apartment, as well as a corner park and duplex along a bike lane.

APPENDIX C
SQUAMISH COMMUNITY HOUSING SOCIETY

The District of Squamish has recently established a Squamish Community Housing Society to increase the supply, availability and access to affordable housing options across the community and entire housing spectrum. The Society will work with the District of Squamish, non-profit housing agencies and the community to grow and sustain a diverse range and supply of affordable housing options as well as implement management and access efficiencies where appropriate.

The Society was formally established in December 2021 and is intended to be operational by mid-2022 once the positions of Board of Directors and the Executive Director have been filled, recruitment for which is now underway. Once operational, its first steps will be to establish a single point of contact and a waiting list for affordable housing in the community outside of individual non-profit housing providers, and assume management of affordable housing units that are being provided in new developments as part of Community Amenity Contributions related to re-zonings. It is anticipated that a number of these units will reach the occupancy stage starting in late 2023. The Society has also been tasked with the development of a new housing project in the community within the next few years with more to follow.

"Housing affordability continues to be a critical priority for our community to ensure that housing options exist at affordable levels and that residents have the option to live and work in Squamish regardless of their income," says District of Squamish Mayor Karen Elliott. "There is an urgent need for affordable housing in Squamish. Helping to facilitate affordable housing projects through the establishment of the Society will bring us closer to our goal of being a community in which stable, secure and affordable housing options are available to those who need it. While the 232 units at Westwinds for seniors and 76 units on Buckley Avenue will both achieve occupancy in 2022, we recognize there is still much work to do on this front, and we look forward to collaborating with the Housing Society to ensure the policy, zoning and process is in place to help them achieve their goals."

The Squamish Community Housing Society will operate independently, but in collaboration with the District, as a non-profit organization governed by a Board of Directors comprised of a member of District of Squamish Council as well as representatives from:

- Howe Sound Women's Centre Society;
- Sea to Sky Community Services Society;
- Squamish Helping Hands Society;
- Squamish Senior Living Society;
- Squamish Nation or Hiyám ta Sḵwx̱wú7mesh Housing Society;
- A member of the public who occupies an affordable housing unit within the District of Squamish;
- A member representing the private development sector, such as a real estate developer or residential builder;
- Two members with expertise or experience in the housing or legal sector, such as a housing advocate, social worker or property manager.

In its first two years of operation, the Housing Society will focus on hiring and organizational structure, establishing the Society as the 'Face of Affordable Housing' in Squamish, offering meaningful service to participating non-profits and identifying a potential new development.

APPENDIX D
AFFORDABLE HOUSING IN SQUAMISH

Affordable housing supply is critical to ensure a diverse and equitable community, and affordability for all earning levels of the local workforce, and has been a primary focus of this Council as well as the last. The District has taken action to create affordable housing through various means, most notable is the Under One Roof and Spirit Creek Apartments (formerly known as the Buckley Avenue Affordable housing project) whereby the District contributed the land and a local housing provider provided the management, with financial contributions secured from BC Housing.

In 2018, Council approved a Zoning Bylaw Amendment that addressed Official Community Plan Implementation Priorities and listed "Housing as a Human Right" as one of the priorities. Council also endorsed a 'Housing First Strategy' or approach to housing vulnerable populations. 'Housing First' is an approach to ending homelessness that centers on moving people experiencing homelessness into independent and permanent housing as a first step.

In March 2020, Council approved the Perpetually Affordable Housing (PAH) Policy to provide a clear definition of the District's affordable housing needs, in order for developers to pledge units to the affordable housing inventory from their developments as part of a Community Amenity Contribution (CAC). The policy ensures rental rates are determined by income in order to support the diverse housing needs of the community. CACs are negotiated by the District as part of amendments proposed to the Zoning Bylaw or Official Community Plan by developers.

The District continues to work with BC Housing and community non-profit partners to increase affordable housing supply. Municipal tools that the District can leverage include providing land, rezoning where possible, creating tools and policies to support affordable housing and advocating with the province for funding partnerships.

What is the definition of 'affordable housing'?

The District of Squamish definition for affordable housing is outlined in the Perpetually Affordable Housing (PAH) Policy

In this policy, affordable housing means housing where 30% or less of a households' before-tax income is spent on housing costs, as defined by the Canada Mortgage and Housing Corporation (CMHC)

When considered in relation to affordable housing units acquired through development contributions, this definition requires that affordable rental housing be between 80% and 90% of median market rents, determined from local rental rate reviews. The Perpetually Affordable Housing Policy targets homes that are intended for households with a range between 80% and 120% of local median income, and provides rental rates for bachelor suites through to 3 bedroom homes. The minimum sizes required are the same as those required under BC Housing standards.

Squamish Affordable Housing Resources

- Affordable Housing Strategy
- Housing Needs Assessment
- District of Squamish Affordable Housing Program Final Report
- Housing Task Force Final Report (2016)
- 2013 Affordable Housing Framework
- District B Sides Podcast Episode 1: Affordable Housing

APPENDIX E
ENGAGEMENT SUMMARY (FALL 2021)

Community and stakeholder input from the Garibaldi Estates Neighbourhood Planning Process is reflected in the Stage 2 Engagement Summary. The following engagement snapshot provides an overview of what was heard through this stage of the process.

1. The Garibaldi Estates is a Great Place to Live

Residents enjoy many aspects of the Garibaldi Estates and want to maintain the neighbourhood character, which includes:

- Friendly and quiet streets
- Easy access to parks, trails, bike paths, commercial spaces, and employment opportunities
- Existing diversity of housing forms, such as accessory dwelling units and secondary suites
- The unique housing asset offered by the VLA lots which support outdoor living, gardening, food production, biodiversity, and mature trees

2. The Garibaldi Estates Planning Process Upset Many Residents

Many residents were introduced to the planning process by developers who wanted to purchase land based on speculation that neighbourhood density would increase:

- This speculation upset residents who do not want to see their neighbourhood change
- It also sparked concern that the outcome of the planning process is pre-determined
- Many residents are concerned that the planning process is working to accommodate infill, but is not considering an option to keep the current zoning and subdivision restrictions in place
- Many residents were upset that there were no town hall style events where they could voice their concerns and ideas as a group

3. Many Residents Have Negative Perception of Infill Housing Development

Many residents want their neighbourhood to be left as is and have concerns about infill housing related to:

- The loss of greenspace, tree canopy and food production opportunities, traffic and parking challenges, impacts to neighbourhood character, inadequate municipal and provincial infrastructure, and the loss of lower cost housing due to gentrification
- Some residents view infill as building new housing for commuters from the Lower Mainland, rather than building housing for locals
- Residents have doubts about infill housing's ability to provide affordable housing, mitigate climate change, and support transportation and public health goals
- Some residents feel the Veterans' Land Act Bylaw 211, 1966 should be preserved to maintain the large lot sizes and that no infill housing forms should be added

4. There is Room for Improvement with Transportation and Other Infrastructure

Transportation infrastructure was the main thing residents felt could be improved in the neighbourhood:

- Intersections along Highway 99 and the Garibaldi Way Tantalus Road intersection are key areas where congestion and safety could be improved
- Parking is a concern for residents, specifically at the intersection of Mamquam Road and Diamond Head Road
- Vehicle speed along some streets is also an issue that should be addressed
- In addition to transportation infrastructure, creating more parks, green space, and adding more activities for youth also came up

5. Many Key Values Need to Be Considered in Developing a Neighbourhood Plan

Residents identified many values that are important to the neighbourhood and need to be considered in the planning process, including:

- Preserving the existing character of the Garibaldi Estates
- Maintaining and enhancing gardening and food production opportunities
- Preserving the canopy of mature trees
- Solving issues with existing transportation infrastructure
- Considering parking needs and ensuring there is off-street parking for residents
- Creating a housing entity to address housing affordability and manage non-market rental and ownership housing

6. There Is Some Limited Support for Specific Missing Middle Housing Forms

While participants had significant concerns about infill development, the housing survey did indicate some support for specific housing forms in some areas of the community:

- Between 49% and 63% of participants supported cottage clusters, small lot single family homes, and duplexes in some areas of the neighbourhood. Renters were more likely to support these housing forms.
- More than half of renters were also supportive of triplexes, fee-simple row housing, townhouses and fourplexes in some areas of the neighbourhood
- Nearly half of participants support mixed use buildings within the existing Garibaldi Village commercial area
- A small number of participants support mixed-use developments on the residential southwestern portion of the neighbourhood, next to the east side of the Garibaldi Village commercial area
- A small number of participants also expressed support for more diverse housing forms at higher densities on larger parcels in the southeastern portion of the plan area.

APPENDIX F
GLOSSARY OF TERMS

Accessory Dwelling Unit (ADU)
A home that is smaller than, and separated from, the main home on a property, located either above an garage or at ground level. Accessory dwelling units include, but are not limited to, coach houses, carriage houses, and laneway houses.

Community Amenity Contributions (CACs)
In-kind or cash contributions provided by land developers when Council grants development rights through rezoning. The contributions help to mitigate the demand on District facilities which increases with rezonings because of new residents and employees moving to an area. Examples of CACs include affordable housing, cycling paths, childcare facilities and public art.

Development Permit (DP)
A regulatory tool used to control land development. A Development Permit may be required before land is subdivided, altered or built on, when the subject lands are designated as a Development Permit Area (DPA) by Official Community Plan. Examples of DPAs include: protection of the natural environment; protection of development from hazardous conditions; and form and character regulations for commercial, industrial or multi-family development.

Non-market housing
Housing that is owned or controlled by a government or a non-profit entity and is rented to low and moderate-income households at less than market rent, or made available for purchase at less than market value.

Official Community Plan (OCP)
Official community plans describe the long-term vision of communities. They are a statement of objectives and policies that guide decisions on municipal and regional district planning and land use management. These decisions impact communities' sustainability and resilience. Many local governments include planning policies in their official community plans that support positive economic, social and cultural, and environmental outcomes.

Residential infill
The process of developing vacant, under-used or brownfield lands within existing built areas that are already largely developed and serviced by public infrastructure (transportation, water, sewer and other utilities). While not intended for residential use only, 'residential infill' areas in neighbourhoods within the identified Growth Management Boundary are intended for efficient utilization of residential lands.

Rezoning
A legislated process that changes how a property can be used or developed. Changes can be made to the permitted uses and densities for a parcel of land, as well as specific regulations related to the siting, size and dimensions of structures on that land. Rezoning bylaw amendments are considered by Council during multiple readings, and the public, through a public hearing.

Subdivision
Subdivision is the division or consolidation of parcels of land; adjustments or realignments to existing property lines; the creation of several properties from one or more existing properties; or the creation of strata properties. Subdivision of land must meet requirements set out in the Zoning Bylaw and the Subdivision and Development Control Bylaw.

Zoning

Zoning is the tool a municipal government uses to control the physical development of land and the types of activities and uses that can occur on parcels of land. Zoning bylaws typically specify the areas in which residential, industrial, recreational, institutional or commercial activities may take place. The following characteristics can be regulated within a zone:

- Use and density of land, buildings and other structures
- Siting, size and dimensions of buildings and other structures and permitted uses
- Location of uses on the land and within buildings and other structures
- Shape, dimensions and area of all parcels of land created by subdivision (this can include establishing minimum and maximum parcel sizes)



SQUAMISH

HARDWIRED *for* ADVENTURE