

REPORT TO: Council  
REPORT FROM: Community Planning & Sustainability  
PRESENTED: January 10, 2023  
SUBJECT: Garibaldi Estates Neighbourhood Plan Stage 3 Update

FOR: Committee of the Whole

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**Recommendation:**

That Council approve the following resolution:

**THAT** Council receive the Garibaldi Estates Neighbourhood Plan Stage 3 Update report dated January 10, 2023 for information.

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**1. Objective:**

To provide background information and an overview of next steps in the Garibaldi Estates Neighbourhood Planning Process in advance of Stage 3 engagement activities.

**2. Background:**

In June 2018, the District adopted the Official Community Plan Bylaw 2500, 2017. Policy 9.3.c. of the OCP identified the Garibaldi Estates as a priority area for neighbourhood planning:

*Complete sub area plans in the following existing neighbourhoods, identified as Neighbourhood Planning Areas on Schedule C, initiated through the annual budget process and by a resolution of Council:*

*i. Garibaldi Estates*

The 2021 Planning Department work plan prioritized the Garibaldi Estates Neighbourhood Plan with staff resources to engage in the project. At the [June 8, 2021 Committee of the Whole meeting](#), staff presented a proposed Garibaldi Estates planning and engagement process overview to Council. Council subsequently passed the following resolution endorsing the engagement plan with direction on implementation of the planning process:

***THAT*** Council receive the Garibaldi Estates Neighbourhood Plan Staff Report dated June 8, 2021 for information and endorse the proposed engagement plan with the following comments:

- *Expand the scope of the proposed traffic impact assessment to consider potential upgrades to the road network and highway intersections that would provide sufficient capacity over time;*
- *Expand the boundary of the plan area to include commercial properties east of Highway 99 near Garibaldi Way;*

- *Support the ongoing rezoning process for 40480 Tantalus Road while providing input to that process regarding objectives that address the relationship of the project to the adjacent neighbourhood; and*
- *Address key locations adjacent to the plan area and include policies regarding how those areas can address their relationship related to the neighbourhood.*

At the [January 11, 2022 Committee of the Whole](#), Staff provided a summary of Stage 2 engagement. Major themes identified through this stage of engagement can be found in the [Stage 2 Engagement Summary](#) and include:

- The Garibaldi Estates Neighbourhood is a great place to live.
- The Garibaldi Estates Neighbourhood Planning Process has upset many neighbourhood residents.
- Many neighbourhood residents have negative perceptions of infill development and want their neighbourhood to be left as it is.
- There is room for improvement in infrastructure, and in particular, transportation
- Many key values need to be considered in developing a neighbourhood plan.
- There is some limited support for specific missing middle housing forms.

Staff recommended that additional stakeholder group conversations in Stage 3 be conducted. Council subsequently passed the following resolution:

***THAT*** Council receive the Garibaldi Estates Neighbourhood Plan Stage 2 Engagement Summary dated January 11, 2022 for information and endorse the engagement summary with the following comments:

- *Desire for some rendering or visualization to be integrated during the process*
- *Desire for careful attention to staff follow up, and strong community and neighbourhood focus*
- *That the 'discussion guide' be trialed to ensure usefulness, before rolling out for community participation*
- *Ensure that conversations feel safe for community members and that all engagement is very transparent moving forward;*

***AND THAT*** staff engage at the beginning of Stage 3 with Garibaldi Estates residents and community stakeholders to better understand concerns and opportunities in the neighbourhood planning process, prior to moving on to scenario development in Stage 3 of the planning process.

Staff hosted a number of meetings with community stakeholders and at the [May 10, 2022 Committee of the Whole](#), staff provided a summary of results, which can be found in the [Stage 3 Small Group Conversations Engagement Summary](#). Some of the themes identified included:

- Housing affordability and limited housing supply in Squamish is causing significant challenges for businesses and critical services to attract and retain employees.
- Finding opportunities for additional non-market housing opportunities in the community was highlighted by advocates and tenants.
- Some community residents, including youth and seniors, have concern regarding the impact growth and infill will have on the character of the neighbourhood.
- Some community residents expressed strong opposition to infill, large apartments, lot consolidation and parking reductions and did not feel infill would support affordability.
- Some community residents expressed support for more diverse and affordable housing supply, and the opportunities that could accompany expanded housing options.
- Youth and seniors highlighted the importance of transit.

Council subsequently passed the following resolution:

***THAT the District of Squamish receive the Garibaldi Estates Neighbourhood Plan Stage 3 Small Group Conversations Engagement Summary dated May 10, 2022, for information and endorse the engagement summary with the following comments:***

- *Important to balance employment and housing densities within neighbourhoods and community*
- *Consider supporting accessory commercial units with neighbourhood*
- *Need for a gathering/meeting place, and quality shared spaces in the neighbourhood*
- *Ensure walkability and permeability, alternative transportation network, support mode shift*
- *Expansion of housing must be accompanied by expansion of childcare*
- *Housing in the neighbourhood should support all stages of life*
- *Support housing diversity, affordability, and attainability for the neighbourhood*
- *Include housing options that are not stratified.*
- *Use visuals to support stakeholder understanding and response to proposed scenarios*
- *Consider potential transportation challenges, possible solutions, and ensure development contributes to funding appropriate upgrades*
- *Recognize current food production and supportive of policy recommendations of Food Policy Council*
- *Support tiny homes and accessory dwelling units*
- *Careful consideration required for heights and compatibility with additional housing forms.*
- *Consider distinction between community goals and neighbourhood goals*
- *Consideration for options to offset the increase in green-house gas emissions with increase in density*

- More options for multi-family units should be explored
- Consider policy on lot consolidation
- Include rental tenancy protection for current tenants of redevelopment

*AND THAT staff begin working on future land use planning scenarios as part of Stage 3 of the planning process.*

### 3. **Project Information:**

#### *Scenario Development*

Following completion of the small group conversations, presentation of the engagement summary to Council and in consideration of Council feedback, staff began working on future land use scenarios, to be presented to the community in Stage 3 of the Garibaldi Estates Neighbourhood Planning Process. For scenario development, the neighbourhood has been divided into six sub areas, generally identified in Figure 1.

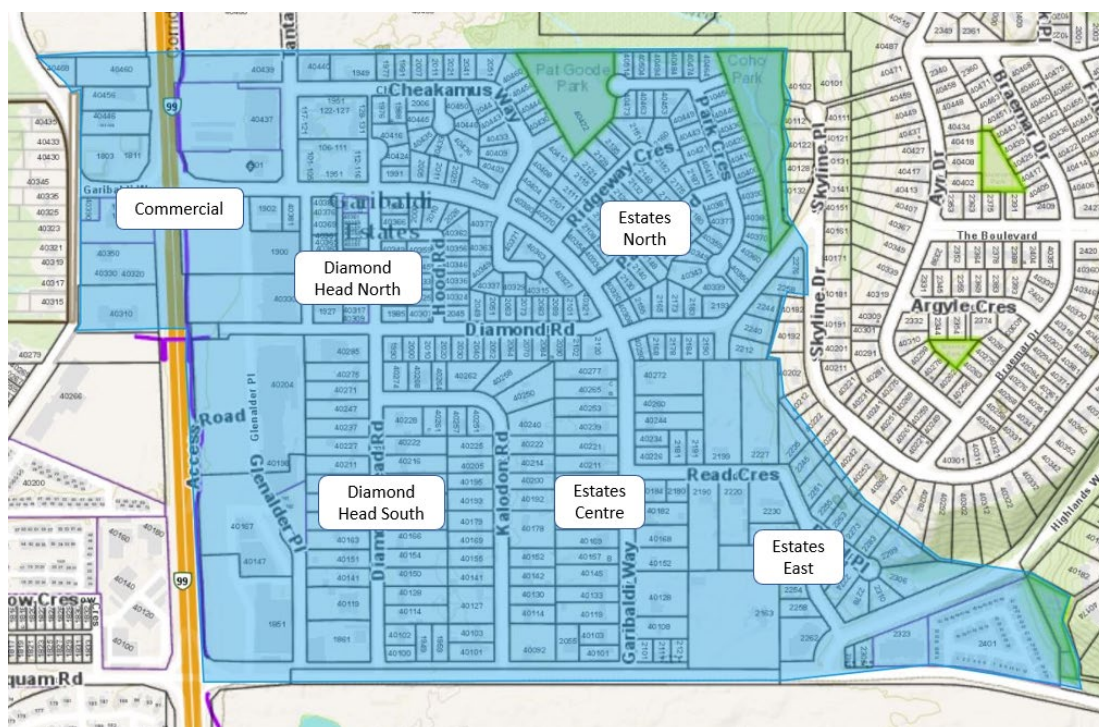


Figure 1. Neighbourhood Subareas for Scenarios

For each of the six sub areas, three future scenarios have been developed; these scenarios present options for how the Garibaldi Estates could evolve in coming years. The scenarios and sub areas are independent; mixing scenarios across subareas results in 18 potential outcomes.

Existing land uses are permitted in all scenarios; the scenarios build on each other through the additional of new housing forms and, where appropriate, additional height or density.

The proposed land uses have been selected in consideration of the significant input received during earlier stages of engagement. Resident comments regarding potential changes to the neighbourhood, and preferences for housing forms have been incorporated into the scenario planning. As noted, for each of the 6 sub areas, three scenarios have been proposed: A, B and C.

Scenarios A include:

- No increase in height or density over existing zoning.
- New housing forms and land uses which, in general, received the most support in engagement activities.

Scenarios B include:

- Additional land uses.
- No increase in height over existing zoning in three subareas.
- A one-story increase in height over existing zoning in two subareas.
- A one to two story increase in height over existing zoning in one subarea.

Scenarios C include:

- A one-story increase in height over existing zoning in four subareas.
- A two-story increase in height over existing zoning in one subarea.
- A three to four story increase in height over existing zoning for in subarea.

The detail presented above is intended to highlight that, for most of the neighbourhood, proposed height increases are limited in scope. In addition, there are scenarios presented for all areas of the neighbourhood that do not include any increase in height. This reflects general concerns raised about the potential impact of densification; and specific concerns that six story apartments would be a de facto outcome throughout the entire neighbourhood. In fact, a range of housing forms, heights and densities have been proposed for consideration by the community in these scenarios. Feedback from this stage of the engagement will inform creation of a preferred neighbourhood plan in Stage 4 of the process and all scenarios presented are open for discussion and modification. Visual models have been created to represent all scenarios and will be presented to the in Stage 3 to help inform discussion about the options.

### *Policy Considerations*

In addition to three land use scenarios for each of the six sub areas, the next stage of public engagement will include consideration of proposed policy options on a range of neighbourhood planning topics. These will include:

- |                              |                          |
|------------------------------|--------------------------|
| • Accessory Commercial Units | • Tree Retention         |
| • Cohousing                  | • Parks                  |
| • Commercial Food Hub        | • Transportation Network |
| • Mamquam Community Garden   | • Childcare              |
| • Mid-Block Connection       | • Employment Space       |

### *Planning Process Timeline*

At the January 11, 2022 Committee of the Whole meeting, the project timeline was updated to enable additional engagement opportunities. Creating visualizations of the future land uses scenarios required more time than originally anticipated; the schedule has been adjusted accordingly.

Stage	Ammemded Time	Activities and Milestones
Stage 1 Project Initiation	May 2021 – June 2021	<ul style="list-style-type: none"><li>• Planning Department Project Scoping</li><li>• Preliminary Interdepartmental Engagement</li><li>• Council Authorization (June 8, 2021)</li><li>• Intergovernmental and Agency Initial Outreach</li></ul>
Stage 2 Neighbourhood & Community Context	July 2021 – Jan 2022	<ul style="list-style-type: none"><li>• Background Research</li><li>• Online Engagement (Mapping, Q&amp;A, Vision)</li><li>• Introductory Open House</li><li>• Engagement Summary Council Presentation (January 2022)</li></ul>
Stage 3 Future Neighbourhood Scenarios	Jan 2022 – March 2023	<ul style="list-style-type: none"><li>• Hosted Stakeholder, Staff &amp; Council Conversations (Feb-April 2022)</li><li>• Engagement Summary Council Presentation (May 2022)</li><li>• Scenario Development</li><li>• Online Engagement (Scenario presentation and Feedback)</li><li>• Future Scenarios Open House</li><li>• Engagement Summary Presentation to Council</li></ul>
Stage 4 Proposed Land Use and Policy Plan	April 2023 – September 2023	<ul style="list-style-type: none"><li>• Online Engagement</li><li>• Draft Plan and Neighbourhood Land Use Open House</li><li>• Engagement Summary Presentation to Council</li></ul>
Stage 5 Bylaw Adoption	October 2023 – December 2023	<ul style="list-style-type: none"><li>• 1st &amp; 2nd Reading</li><li>• Public Hearing and 3rd Reading</li><li>• Adoption</li></ul>

#### **4. Implications:**

##### **a. Budget:**

In the 2022 budget, \$50,000 was included in the Planning Department budget as neighbourhood planning funding. These funds have been used to complete an Archaeological Overview Assessment on behalf of Squamish Nation and to develop visualization tools for the land use scenarios to aid in public engagement. It is anticipated that approximately \$40,000 of the allocated amount in the 2022 budget will be utilized. A carryforward of the remainder is anticipated, which will be combined with the \$30,000 that is allocated to neighbourhood planning in the 2023 budget, in part to support further work on identifying long term improvements to traffic in the Garibaldi Village area.

##### **b. Organizational Impact:**



Development of the Garibaldi Estates Neighbourhood Plan has required dedicated senior planner involvement to facilitate and lead background research, engagement, policy development and land use planning.

Ongoing support from other Departments will be critical for this project including Engineering, Environment, Economic Development, GIS, Public Works, and Emergency Services. Communications continues to play an important role in the process through the development of community engagement materials.

**c. Policy:**

A significant consideration for the Garibaldi Estates planning process is the extensive list of objectives and policies adopted or endorsed by Council within the last three years. This planning process represents an important strategic opportunity to implement many of these policies.

**d. Bylaws:**

Official Community Plan Bylaw 2500, 2017

**5. Strategic Plan**

**Neighbourhood Connectivity and Public Spaces**

The Garibaldi Estates Neighbourhood Plan process aligns with the following specific 2019-2022 goal:

*Undertake and complete a sub area plan for two residential neighbourhoods by 2022, aligned with Council Strategic Plan priorities and the five goals of the OCP.*

**Housing Affordability and Diversity**

The Garibaldi Estates Neighbourhood Plan offers opportunity through land use planning to address the following strategic goal over subsequent years as the plan is implemented:

*Increase the number of affordable housing form options (from cottages to detached homes to townhouses to apartments), size and number of bedrooms within each form, year over year by 2022.*

**The Economy and Local Jobs**

Given the potential for an increase in retail and office space within the Garibaldi Estates neighbourhood in mixed use developments, this planning process offers an opportunity to address the following strategic goals:

*Generate a net increase of employment lands and space in pace with terrestrial and marine needs by 2022.*

*Increase the number of local jobs per capita, year over year by 2022.*

*Increase the concentration of priority target sector firms year over year by 2022.*

It should be noted that these strategic goals would only be relevant if additional employment space is created, for example through new mixed-use buildings in the neighbourhood. At this stage in the planning process, it is not possible to know if these land uses will ultimately be incorporated into a plan that will be considered by Council for adoption.

### **The Planet and Our Environment**

By supporting an increase in residential density and employment space within the Garibaldi Estates Neighbourhood, this planning process has the opportunity to address the following strategic goal:

*Reduce the percentage of work force commuting in single occupancy vehicles by 2022 to reduce overall community GHGe.*

It should be noted that this strategic goal would only be relevant if additional ‘missing middle’ housing forms are supported in the neighbourhood. At this stage in the planning process, it is not possible to know if these land uses will ultimately be incorporated into a plan that will be considered by Council for adoption.

## **6. Engagement:**

Engagement of this neighbourhood planning process is intended to occur at the “Involve” level of the IAP2 Spectrum of Public Participation. Staff intend to work directly with the public throughout the process to ensure public concerns and aspirations are consistently understood and considered, and provided to Council.

Specific engagement activities and the results of that engagement are outlined in detail in the Garibaldi Estates Neighbourhood Plan Stage 2 Engagement Summary and the Garibaldi Estates Neighbourhood Plan Stage 3 Small Group Conversations Engagement Summary.

## **7. Next Implementation Steps:**

Moving forward, visualizations of the scenarios will be presented to the community along with scenario characteristics and policy options using the Let’s Talk Squamish Platform in early February. Virtual and in person open houses will be held in the second half of February to present information about the scenarios and policy options, and to provide opportunities for stakeholder feedback. A survey will be used to gather feedback from participants. The results of these engagement activities will be presented to Council to identify characteristics for drafting a preferred neighbourhood plan.



## **8. Staff Review**

### **Prepared By:**

Matt Gunn, Planner

### **Reviewed By:**

Bryan Daly, Acting Director of Community Planning

Gary Buxton, General Manager of Community Planning & Sustainability

Robin Arthurs, General Manager of Corporate Services

Heather Boxrud, General Manager of Financial Services

### **CAO Recommendation:**

That the recommendation of the Community Planning Department be approved.

Linda Glenday, CAO

# Garibaldi Estates Neighbourhood Plan

Stage 3 Update

January 10, 2023

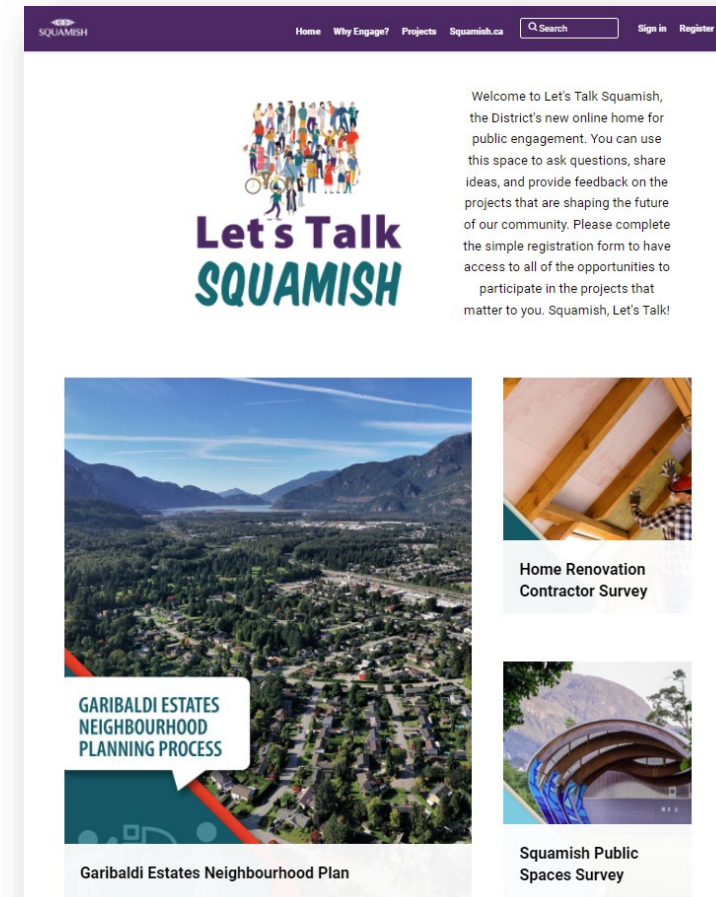
# Neighbourhood Plan Timeline

Stage	Time	Activities and Milestones
<b>Stage 1</b> Project Initiation	May 2021 – June 2021	<ul style="list-style-type: none"> <li>• Planning Department Project Scoping</li> <li>• Preliminary Interdepartmental Engagement</li> <li>• Intergovernmental and Agency Initial Outreach</li> </ul>
<b>Stage 2</b> Neighbourhood & Community Context	July 2021 – January 2022	<ul style="list-style-type: none"> <li>• Background Research</li> <li>• Online Engagement (Mapping, Q&amp;A, Vision)</li> <li>• Introductory Open House</li> <li>• Engagement Summary Presentation to Council</li> </ul>
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<b>Stage 5</b> Bylaw Adoption	October 2023 – December 2023	<ul style="list-style-type: none"> <li>• 1st &amp; 2nd Reading</li> <li>• Public Hearing and 3rd Reading</li> <li>• Adoption</li> </ul>



# Stage 2 Activities

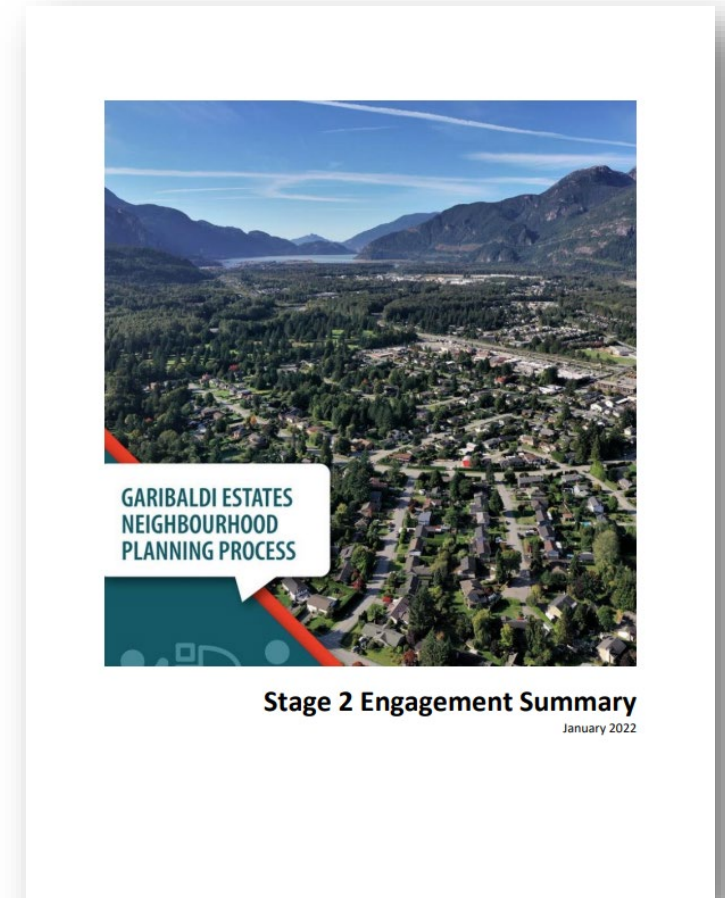
- LetsTalkSquamish
  - 633 Housing Surveys
  - 129 Transportation Surveys
  - 65 Employment Space Surveys
  - 277 Interactive Map Markers
  - 98 Questions asked
  - 60 Vision & Ideas Comments
- In Person Open Houses
  - 131 Attendees
- Virtual Open Houses
  - 68 Attendees
- Food Policy Workshop





# Stage 2 Engagement Summary

- The Garibaldi Estates Neighbourhood is a great place to live.
- The Garibaldi Estates Neighbourhood Planning Process has upset many neighbourhood residents.
- Many neighbourhood residents have negative perceptions of infill development and want their neighbourhood to be left as it is.
- There is room for improvement in infrastructure, and in particular, transportation
- Many key values need to be considered in developing a neighbourhood plan.
- There is some limited support for specific missing middle housing forms.



# Initial Stage 3 Activities

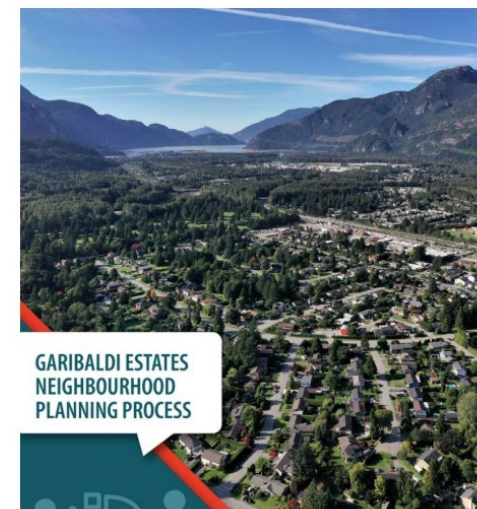
Small Group Conversations Engagement		
	Meetings	Attendees
Critical Services	3	12
Businesses	1	8
Non-Market Housing Residents	1	6
Housing Advocates	1	5
Seniors	1	12
Youth	1	21
Residents (Resident Organized Meetings)	8	65
Residents & Landowners (District Organized Meetings)	4	32
<b>Total</b>	<b>20</b>	<b>160</b>





# Small Group Conversations Engagement Summary

- Housing affordability and supply
- Non-market housing opportunities
- Concern regarding impacts of growth and infill
- Opposition to infill, large apartments, lot consolidation and parking reductions
- Support for more diverse and affordable housing supply
- Importance of transit



**Stage 3 Small Group Conversations  
Engagement Summary**

May 2022

# Garibaldi Estates Transportation Study

- Consider potential traffic volumes
- Determine impacts
  - Failing turning movements at 3,500 new residential units.
- Improvements proposed
  - Cost estimates
- Improvements can effectively manage traffic
- Discussion with MoTI



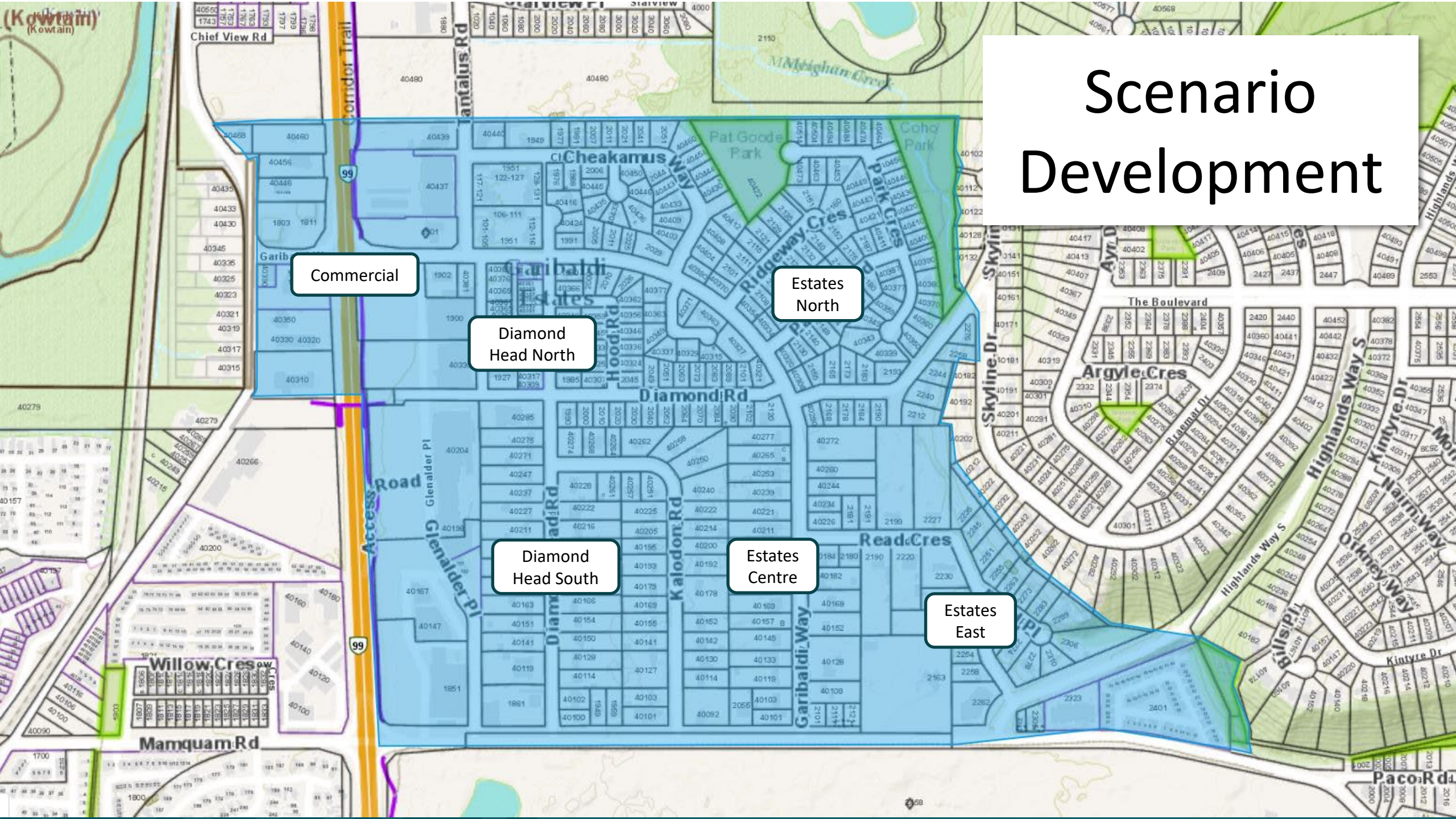
# Squamish Food Policy Council Report

- Garibaldi Estates East
  - Mixed housing and agriculture
- Garibaldi Estates (1/2 acre VLA)
  - Land sharing
- Along Mamquam Road
  - Public corridor / food gardens
- Garibaldi Estates (West)
- Regional Farm Hub, Commissary Kitchen and Market





# Scenario Development





# Scenarios Details

## Scenarios A

- Additional land uses
- Existing permitted height and density

## Scenarios B

- Additional land uses
- 3 Subareas No increase in height
- 2 Subareas One-story increase in height
- 1 Subarea One to two-story increase in height

## Scenarios C

- Additional land uses
- 4 Subareas One-story increase in height
- 1 Subarea Two-story increase in height
- 1 Subarea Three to four-story increase in height





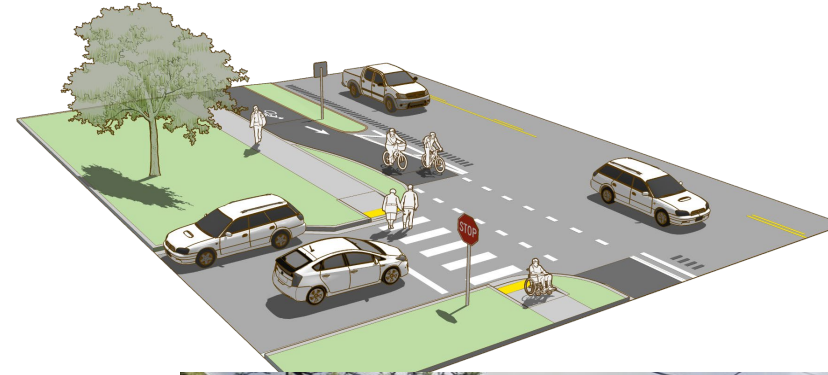
# Visualizations





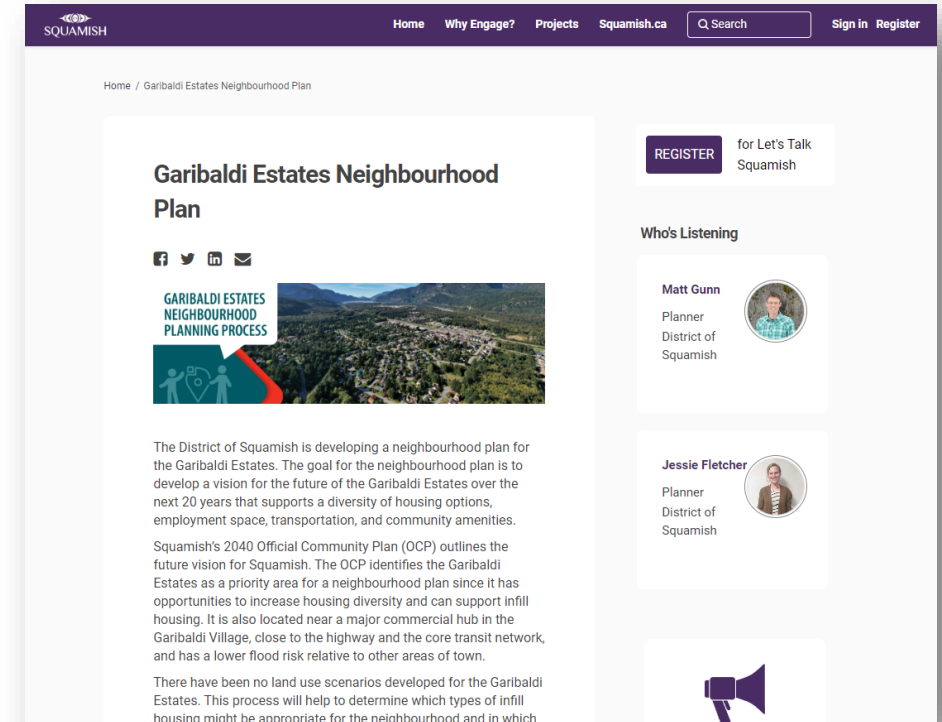
# Policy Considerations: *Emerging Ideas*

- Accessory Commercial Units
- Cohousing
- Commercial Food Hub
- Mamquam Community Garden
- Mid-Block Connections
- Tree Retention
- Parks and Placemaking
- Transportation Network
- Childcare
- Employment Space



# Stage 3 Engagement

- Next Steps
  - Lets Talk Squamish Online Launch
    - Land Use Scenarios
    - Emerging Ideas
  - Future Scenarios Meetings
  - Engagement Summary Presentation
  - Inform Stage 4 Preferred Scenario



# Staff Recommendation

**THAT** Council receive the Garibaldi Estates Neighbourhood Plan Stage 3 Update report dated January 10, 2023 for information.