

COUNCIL AGENDA

Date: December 9, 2024 Item: 13.7.



13.7

DISTRICT OF WEST VANCOUVER

750 17TH STREET, WEST VANCOUVER BC V7V 3T3

COUNCIL REPORT

Date:	November 13, 2024		
From:	Erika Syvokas, Community Planner		
Subject:	Proposed TELUS Wireless Communication Facility Upgrade at 1043		
	Millstream Road		
File:	1010-20-24-016		

RECOMMENDATION

THAT the District acknowledges that the applicant followed the prescribed District process and has no objection to the proposed TELUS wireless communication facility (cell tower) upgrade at 1043 Millstream Road provided that it is constructed substantially in accordance with plans submitted attached as **Appendix C** to the report prepared by the Community Planner dated November 13, 2024.

1.0 Purpose

To provide for Council consideration information and staff analysis regarding a proposed extension to an existing wireless communication tower at the BC Hydro Glenmore Substation site.

2.0 Legislation/Bylaw/Policy

2.1 Federal Government

Innovation, Science and Economic Development Canada (ISED), through the federal *Radiocommunication Act*, regulates and is the decision-making authority for radiocommunication and broadcasting antenna systems and structures throughout Canada (including cell towers).

Applicants proposing cell towers must follow the default public consultation process established by ISED or, if one exists, the consultation process established by the respective local government (in this case, the District's *Wireless Communication Facilities Policy*).

In the event that the local Council passes a resolution of non-support for a given application, the proponent may apply to ISED with an "impasse request," after which Industry Canada would act as an arbiter between parties. Ultimately, ISED may choose to approve a tower application with or without local government support.

2.2 Public Health

Standards relating to the safe level of radiofrequency electromagnetic fields (RF-EMF) exposure are established at the national level by Health Canada and are currently regulated by *Safety Code* 6. Health Canada's Safety Code



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6 regulations are applicable to this, and all, telecommunications sites. Safety Code 6 seeks to limit the public's exposure to radiofrequency electromagnetic fields and ensures public safety.

2.3 District Bylaws

The District's *Zoning Bylaw* permits above and below ground utilities and services in every zone.

2.4 District Policy

The Wireless Communication Facilities Policy, attached for reference as **Appendix B**, provides the District's application and review process for wireless communication facilities, including expectations for public consultation, location and form/character considerations, and other details necessary for the review of applications.

3.0 Council Strategic Objective(s)/Official Community Plan

Not applicable.

4.0 Financial Implications

Not applicable.

5.0 Background

5.1 Previous Decisions

Council, at its May 27, 2013, regular meeting, adopted the *Wireless Communication Facilities Policy* (attached as **Appendix B**).

6.0 Analysis

6.1 Wireless Communication Facilities Policy

The District's *Wireless Communication Facilities Policy*, in conjunction with federal regulation, provides the basis for the staff review of cell tower applications.

General policies (**Appendix B**, Section 2.2) speak to the need to minimize visual impact, to employ a high standard of design when facilities are unavoidably visible, for carriers to disclose their mid-term needs for antenna sites, and to collaborate and collocate with other carriers at new and existing antenna sites.

Section 3.3 of the Policy outlines specific objectives for new towers, poles, and retrofitted existing structures where the structure would be lengthened beyond 15 m in height and/or where antennas would be located 15 m or higher above ground ("Type 3" facilities).

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6.2 Discussion

Description of Proposal and Site Context

In response to demand for improved coverage in the British Properties area of West Vancouver, TELUS is proposing an upgrade to their existing cell tower at the BC Hydro Glenmore Substation at 1043 Millstream Road (Figure 1 and context map attached as **Appendix A**). The property currently includes the substation and three (3) cell towers for TELUS, Rogers and Freedom Mobile (three separate small towers).

The perimeter of the property includes mature vegetation that screens on site uses from the street and neighbouring properties. Hadden Creek travels in a north south direction through the western portion of the site.



Figure 1: Subject Site

TELUS is proposing to increase the height of their existing cell tower from 16.6 m to 18.3 m. No changes to the existing equipment cabinets nor any vegetation removal/tree work is proposed. A complete drawing set and renderings of the proposal are attached as **Appendix C**.

The extension of the existing tower and installation of new low-powered antenna equipment is required to provide improved service (greater data upload and download speed) to nearby community members in the British Properties area. The proposal is considered a Type 3 facility under the District's *Wireless Communication Facilities Policy*.

Design

Pursuant to Section 3.3 of the *Wireless Communication Facilities Policy*, Type 3 facilities (towers) should comply with each guideline (a) to (k) or provide a detailed explanation for why it differs from each guideline.

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Below are explanations for each guideline and the application response:

(a) Be directed to the Upper Levels Highway corridor and adjacent properties, and avoid local residential roads;

The communication facility upgrade is at an existing BC Hydro substation with three (3) cell towers. The subject property is located in a residential area but is not used for residential purposes.

(b) Utilize the preferred design scheme, to be refined, developed by architects in conjunction with wireless carriers (see Schedule A);

The upgrade adheres to the existing design scheme, which has been developed by engineers in collaboration with wireless carriers.

(c) Not significantly impact the foreground views of residents uphill;

The top of the proposed upgraded structure will remain below the top of the tree line of trees immediately to the north. As such, the upgrade will not significantly obstruct or impair the foreground views of residents uphill from the facility due to existing vegetative screening as confirmed by site sections included in the application booklet (**Appendix C**).

(d) Take advantage of opportunities to sensitively locate sites, such as adjacent to rock faces and densely treed slopes;

The communication facility upgrade is at an existing BC Hydro substation with three (3) towers and on site as well as BC Hydro facilities and is obscured by existing trees.

(e) Not detrimentally affect the scenic quality of the Upper Levels Highway corridor and/or Upper Lands;

The subject site will not detrimentally affect the scenic quality of the Upper Levels Highway corridor and/or Upper Lands.

(f) Feature innovative design to a high standard;

The upgrade adheres to the existing design scheme and is not visible from surrounding landscape. Existing vegetation screens the upgrade from view.

(g) Include shrouded or internal antennae;

The upgrade adheres to the existing design scheme and is not visible from surrounding properties, no shrouding is proposed. Existing vegetation screens the upgrade from view in a similar manner as the existing tower(s).

(h) Include internal cabling;

Internal cabling will be utilized wherever possible to reduce visual clutter and maintain the aesthetic integrity of the site.

(i) Design equipment cabinets to be internal or otherwise unobtrusive;

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Existing equipment cabinets are designed to be unobtrusive, ensuring they do not detract from the visual appeal of the site. The works will not alter the existing ground/compound. Cabinets are not visible from public realm.

(j) Consider ground level impact (landscaping et al); and,

The property is well treed at the perimeter. The proposed antennas at the top of the structure will remain below the top of the tree line relative to the adjacent trees. The tower and equipment are not visible from adjacent properties or public streets. There is not existing landscaping around the existing three (3) towers, so no new landscaping is proposed.

(k) Consider road access.

Road access is unchanged/existing.

Health Effects

TELUS attests that the wireless communication facility upgrade proposed will have a very minor impact to radio frequency output and will comply with Health Canada's Safety Code standards.

Summary of Analysis

The proposed installation is generally consistent with the intent of the guidelines and will improve communications in the area with minimal, if any, impact to surrounding properties. Use of the existing tower to improve service is much less impactful than construction of a new tower to improve services.

Further, the site will be compliant with Health Canada's Safety Code 6 to ensure public safety.

6.3 Climate Change & Sustainability

Cellular coverage has become a vital necessity, both to individuals and the community a whole. From enabling communication and access to essential services, to fostering economic growth and enhancing social development, keeping pace with the demand for cellular coverage and speed is key to the District's long term sustainability.

6.4 Public Engagement and Outreach

Given that the subject tower is located within a single-family neighbourhood and not on the Upper Levels Highway or adjacent properties (as specified in the *Wireless Communication Facilities Policy* guidelines for Type 3 proposals), staff recommended that TELUS seek feedback from neighbours (minimum radius of 100 m) and submit evidence of the consultation and the comments received prior to making a formal application. In August of 2023, thirty (30) notification packages were sent to property owners, occupants and other recipients within 100 metres of the proposed location. Residents were provided a month to provide comments. During the consultation period, two (2) comments

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expressing concerns/questions were received regarding the proposed tower upgrade. Comments focused on the need for the improvement, health and safety, environmental concerns, and the visibility of the antennas. The applicant responded to the residents directly with a copy of the comments and responses provided to the District.

Further, in accordance with District policy, TELUS held an open house on September 17, 2024 as part of the formal application process. Notifications were mailed to surrounding residences within 100 m of the subject property and a newspaper ad was placed in two consecutive issues of the North Shore News.

At the open house, the applicant provided information about their proposal. Staff were in attendance to answer policy and process questions. Eight (8) members of the public were in attendance. No concerns regarding the proposal were received. The general sentiment of those in attendance was the desire to see TELUS improve cell coverage throughout West Vancouver.

6.5 Other Communication, Consultation, and Research Not applicable.

7.0 Options

7.1 Recommended Option

a) acknowledge that the applicant followed the prescribed District process and that Council has no objection to the application; or

7.2 Considered Options

- a) acknowledge that the applicant followed the prescribed District process and that Council does not support the application (recognizing that non-support does not necessarily prevent the application from being approved at the federal level); or
- b) acknowledge that the applicant followed the prescribed District process and that Council has no comment; or
- c) provide different or modified direction (to be specified) and/or request additional information (to be specified).

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8.0 Conclusion

Staff confirm that TELUS followed the process prescribed in the *Wireless Communication Facilities Policy* and that the proposal is consistent with the *Policy's* guidelines. It is recommended that there be no objection to the proposed upgrade to the existing TELUS wireless communication facility at 1043 Millstream Road.

Author:

Erika Syvokas, Community Planner

Concurrence

Michelle McGuire, Senior Manager of Current Planning and Urban Design

Appendices:

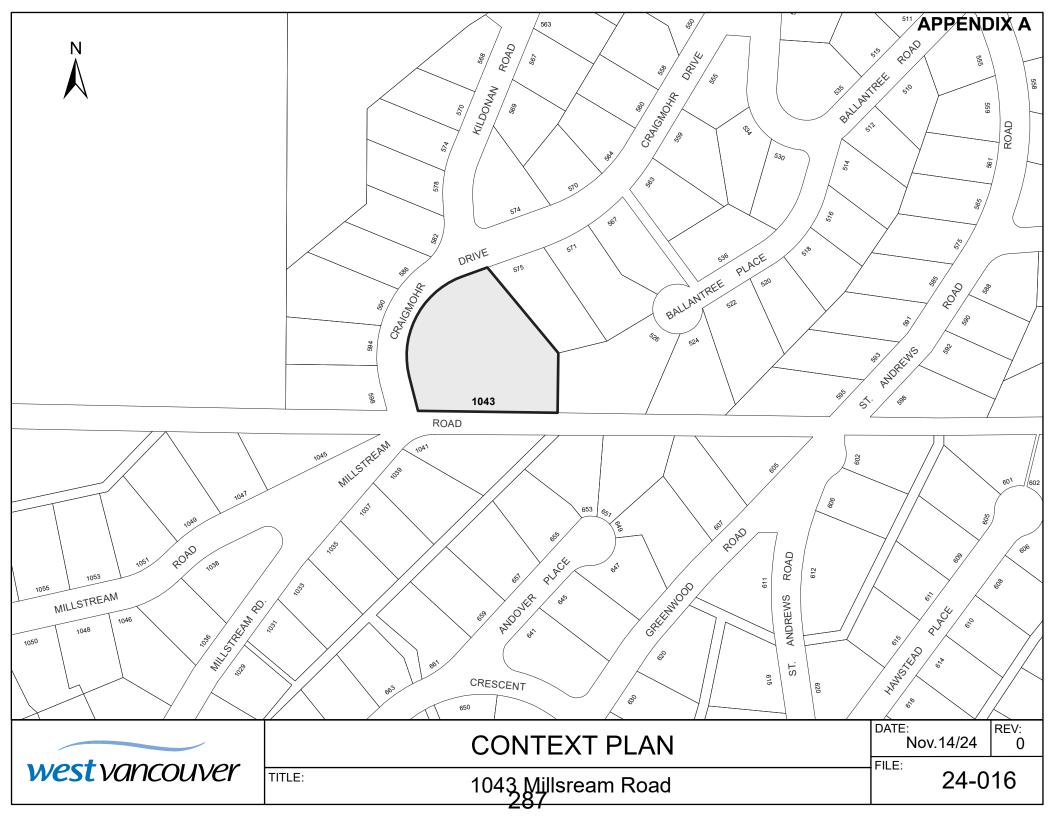
A - Context Map

B – Wireless Communication Facilities Policy

C – Application booklet prepared by TELUS revision dated November 21, 2024

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District of West Vancouver CORPORATE POLICY

Planning, Land Development & Permits	Wireless
Policy #02-80-342	Communication
File: 2515-05	Facilities

1.0 PURPOSE & BACKGROUND

1.1 Purpose

This policy constitutes the District's application and review process for wireless communication facilities, including expectations for public consultation, location and form/character considerations, and other details necessary for the review of applications. The goals of this policy are to:

- Provide a clear and understandable process for the review of wireless communication facilities, to the benefit of all parties (residents, Council, staff, and applicants); and,
- Facilitate the orderly, coordinated, functional, and respectful development of wireless communication facilities in order to serve residents, businesses, and emergency responders.

1.2 Regulatory Framework and Authority

Under the federal *Radiocommunication Act*, Industry Canada regulates the location and installation of antenna systems, including masts, towers, and other antenna-supporting structures. Current federal legislation gives local government very little authority regarding the siting of towers and antennae. If the local government has established a reasonable consultation process, Industry Canada mandates that it be adhered to.

Industry Canada exempts certain installations and activities from the requirement for public consultation, such as the maintenance of existing facilities, the addition to or modification of a facility (provided the change does not result in an overall height increase greater than 25%), painting and lighting modifications so ordered by Transport Canada, temporary facilities for special events or emergencies, and new antenna systems with a height of less than 15 metres. Despite this exemption, applicants are often willing to undertake some level of discussion with local government for exempted installations voluntarily and in good faith.

In the event that Council passes a resolution of non-support for a given application, the proponent may apply to Industry Canada for an "impasse request," after which Industry Canada would act as an arbiter between parties. Ultimately, Industry Canada may choose to approve an application with or without local government support.

2.0 GENERAL POLICY

2.1 Types of Wireless Communication Facilities

For the purposes of this policy, wireless communication facilities are divided into three types:

- (a) Rooftop (Type 1) means facilities located on the roof or side of buildings;
- (b) Exempt Structures & Adaptive Re-use (Type 2) means wireless communication facilities that are exempted by Industry Canada from the requirement for public consultation and/or that are added to existing support structures, such as utility poles; and,
- (c) Towers (Type 3) means new towers, poles, and retrofitted existing structures where the structure would be lengthened to beyond 15 m in height and/or where antennas would be located 15 m or higher above the ground.

2.2 General Policy

- (a) The visual impact of wireless communication facilities should be minimized. Where unavoidably visible, a high standard of design should be employed for the structure, antennae, equipment cabinets, and site ground level.
- (b) Wireless carriers are expected to disclose their short- and mid-term needs for antenna sites, and to collaborate with other carriers in order to minimize the overall number of unique sites required.
- (c) Collocation of wireless carriers at new and existing antenna sites is expected, and preference will be given to upgrading or replacing existing sites to accommodate additional carriers rather than creating additional unique antenna sites. It is recognized that collocation usually requires a larger installation and that in some limited instances collocation may not be appropriate for the site characteristics and surrounding context.
- (d) Applications will not be referred to the Design Review Committee as previous feedback has informed the guidelines within this Policy. In unique cases, projects identified by staff as requiring particular attention may be referred to the Committee.
- (e) All applications shall be accompanied by an application deposit/fee as prescribed by the District Fees and Charges Bylaw No. 4414, 2005, as amended, and shall include a complete drawing set detailing the proposal (typically plan, elevation, section, and details), and additional supporting material (renderings, topographic cross-sections, et al) may be appropriate depending on the circumstances and will be determined during pre-application.

3.0 GUIDELINES & PROCESS

3.1 Rooftop (Type 1)

Type 1 facilities should:

- (a) Only be located on mixed use, commercial, institutional, or multifamily buildings;
- (b) Regard the roof as a visible elevation from the street and other buildings;
- (c) Be designed to minimize the visibility of the antennae above the roofline and against the sky;
- (d) Take measures to reduce antenna visibility while taking care to not increase the visual bulk of the building. Measures to reduce antenna visibility may include shrouding, locating appropriately, integration into the building's architecture, and setting back from the roof edge. Possible design approaches are illustrated in *Cellular Antennas and Urban Integration*, as amended from time to time, produced for the City of Vancouver by architects in conjunction with wireless carriers (see example excerpts in Schedule B);
- (e) Have cable raceways internal to the building, and where external cable raceways cannot be avoided, should be oriented for minimum visibility and be treated with materials and colours similar to the building; and,
- (f) Be accompanied by equipment cabinets internal to the building or otherwise unobtrusive.

Type 1 facility applications shall follow this process:

- 1. Pre-application meeting with staff based on Sections 3.1 (a) to (f)
- 2. Complete application submitted consistent with pre-application direction
- 3. Staff review of application based on Sections 3.1 (a) to (f) above
- 4. Final revisions by applicant
- 5. Applicant to notify rental building occupants of the installation by posting a notice in an obvious location such as a common bulletin board or near the elevator or mailboxes. The applicant shall provide the District with a photograph of the notice as confirmation.
- 6. Building permit and/or electrical permit

3.2 Exempt Structures & Adaptive Re-use (Type 2)

Type 2 facilities should:

- (a) If located on municipal right-of-way, be directed to roads that are classified by the District as *Collector* or higher;
- (b) Utilize shrouded antennas, if appropriate (should not unduly increase visual bulk);
- (c) Have cable raceways oriented for minimum visibility and shrouded with appropriate materials and colours;
- (d) Design equipment cabinets to be as unobtrusive as possible; and,
- (e) Consider ground level impact (road access, landscaping et al).

Type 2 facility applications shall follow this process:

- 1. Pre-application meeting with staff based on Sections 3.2 (a) to (e)
- 2. Complete application submitted consistent with pre-application direction
- 3. Staff review of application based on Sections 3.2 (a) to (e) above
- 4. Final revisions by applicant
- 5. Applicant to notify owners and occupants within 50 m of the installation that the District is considering an application and that they may comment to the District on the proposal within 3 weeks. This notification may be done by postal mail or hand-delivery. A photocopy of applicable mailing label sheets and a signed statutory declaration is required from the applicant as confirmation.
- 6. Staff review received public comments and discuss any appropriate changes with the applicant.
- 7. Building permit and/or electrical permit

3.3 Towers (Type 3)

Type 3 facilities should:

- (a) Be directed to the Upper Levels Highway corridor and adjacent properties, and avoid local residential roads;
- (b) Utilize the preferred design scheme, to be refined, developed by architects in conjunction with wireless carriers (see Schedule A);
- (c) Not significantly impact the foreground views of residents uphill;
- (d) Take advantage of opportunities to sensitively locate sites, such as adjacent to rock faces and densely treed slopes;
- (e) Not detrimentally effect the scenic quality of the Upper Levels Highway corridor and/or Upper Lands;
- (f) Feature innovative design to a high standard;
- (g) Include shrouded or internal antennae;
- (h) Include internal cabling;
- (i) Design equipment cabinets to be internal or otherwise unobtrusive;
- (j) Consider ground level impact (landscaping et al); and,
- (k) Consider road access.

Type 3 facility applications shall follow this process:

- 1. Pre-application meeting with staff based on Sections 3.3 (a) to (k)
- Complete application submitted consistent with pre-application direction
- 3. Review readiness for open house
- 4. Staff advise Council of application and upcoming open house
- 5. Notification of open house (see Section 4.0)
- 6. Open house (see Section 4.0)
- 7. Staff review of application based on Sections 3.3 (a) to (k) above
- 8. Final revisions by applicant
- 9. Council consideration (see Section 5.0)
- 10. Building permit and/or electrical permit

4.0 OPEN HOUSE STANDARDS FOR TYPE 3 FACILITIES

4.1 Roles and responsibilities

The applicant is responsible for making all arrangements for the open house, conducting the open house, and paying all related costs.

District staff will review and approve open house arrangements as noted below. District staff will attend the open house as an observer and are available to answer questions from the public with respect to policy and process, but will not present the proposal on behalf of the applicant.

4.2 Scheduling an open house

The date and time of the open house is to be approved in advance by District staff. Tuesday through Thursday scheduling is preferred, as Friday through Sunday may interfere with residents' weekend plans and Monday night conflicts with Council meetings. In addition, seasonal timing considerations must be taken into account (holidays, school professional development days, spring break, et al). It is important that scheduling issues not alienate or exclude those whom you are trying to reach.

The open house is to be held in a convenient, accessible location such as a local school, community centre, church, or meeting room.

4.3 Preparing notifications

Notification of an open house is required by newspaper advertisement and targeted owner/occupier notices, by postal mail or hand-delivery.

District staff will identify the notification radius (minimum 100 m) for owner/occupier notices, taking into account context, topography, views, adjacent land uses, highway right of way width, et al. Newspaper advertisements are to be a minimum one-quarter page in size and with forward placement (first half of the newspaper). The format and content of newspaper and owner/occupier notices must be reviewed for sufficiency by District staff prior to their use. Samples may be available; enquire with staff for details.

4.4 Open house notification timing and delivery

Owner/occupier notifications must be received by residents between 10 and 14 days in advance of the open house, subject to adjustment by the District under special circumstances. A photocopy of applicable mailing label sheets and a signed statutory declaration is required from the applicant as confirmation.

Newspaper advertisements should be published in two consecutive issues of the North Shore Outlook or North Shore News, generally 10 and 5 days before the open house is to occur.

4.5 Open house content and conduct

Presentation materials produced by the applicant for use during the open house should be reviewed by District staff to ensure accuracy, and should generally include:

- · details of the proposed structures,
- an analysis of view impacts,
- Photoshop or rendered visuals,
- an explanation of why the installation is needed, and
- how the installation fits into the applicant's network.

Forms should be provided for residents to provide written feedback. These submissions will be collected by District staff, scanned to PDF, and returned to the applicant for production of a summary report.

5.0 COUNCIL CONSIDERATION

5.1 Type 1 and 2 facilities

In the event that an applicant is not able to achieve a satisfactory design outcome consistent with this Policy, staff may reject the application or refer it to Council for their consideration.

5.2 Type 3 facilities

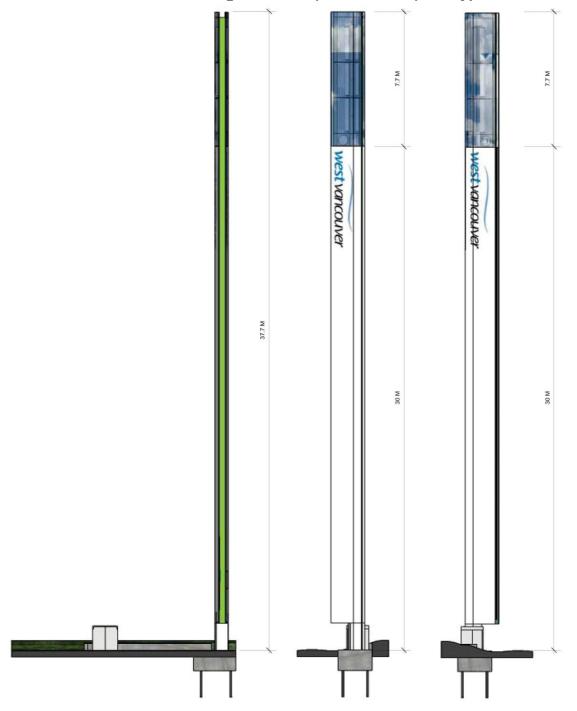
Following consideration of an application, Council has a number of resolution options:

- acknowledge that the applicant followed the prescribed District process and that Council has no objection to the application; or,
- acknowledge that the applicant followed the prescribed District process and that Council does not support the application (recognizing that non-support at Council does not necessarily prevent the application from being approved at a federal level); or,
- acknowledge that the applicant followed the prescribed District process and that Council has no comment; or,
- any of the above options, with additional comments.

A copy of the Council resolution will be provided to the applicant, Industry Canada, and any other relevant parties (e.g. Ministry of Transportation and Infrastructure).

 Approved by: Council

Schedule A - Preferred design scheme (to be refined) for Type 3 Facilities

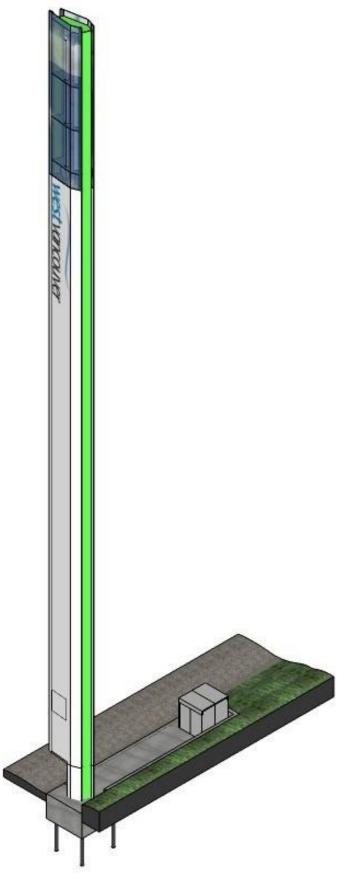


ROGERS CELLULAR
INFRASTRUCTURE
NORTH SHORE
CORRIDOR PROPOSAL



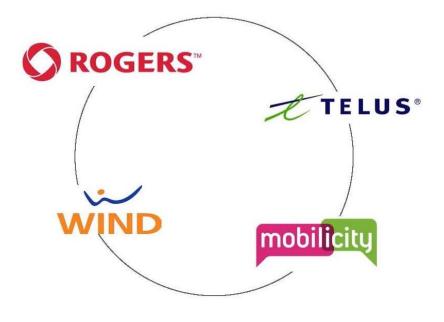
14 May 2013 Document # 632979v1

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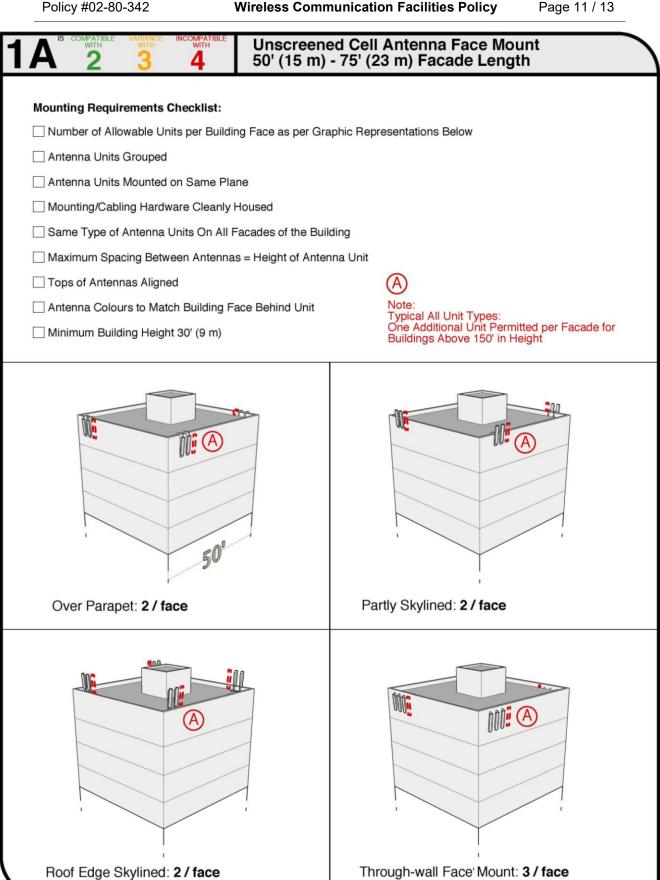
Schedule B – Possible design approaches to Type 1 Facilities (excerpt)

Cellular Antennas and Urban Integration: City of Vancouver

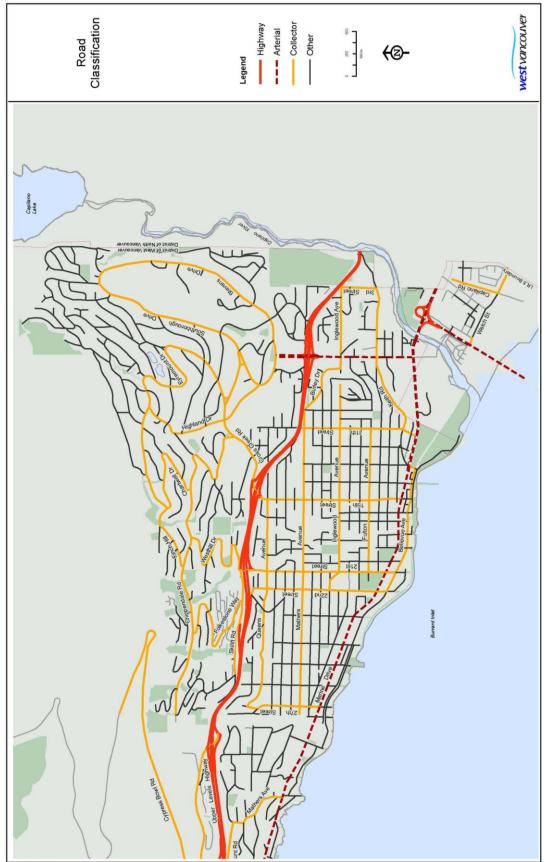


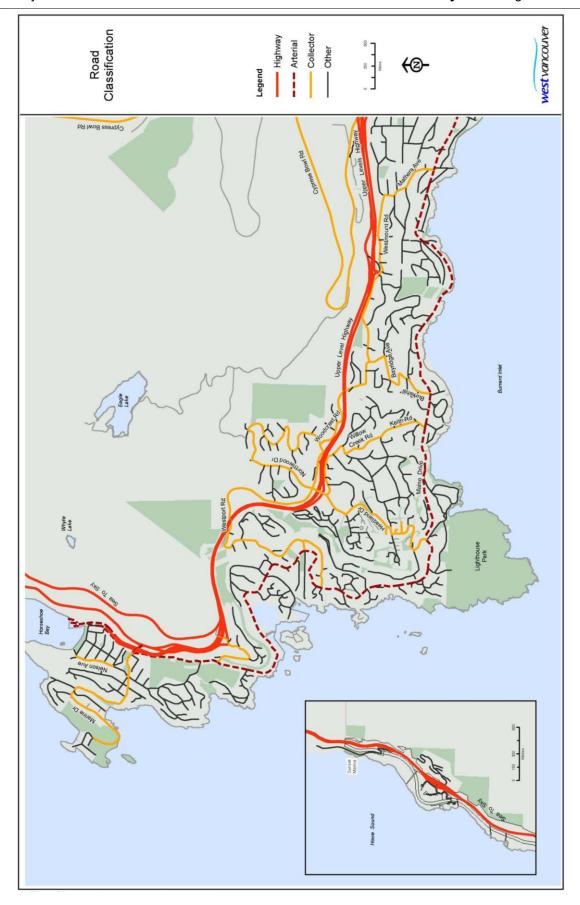
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2011-11-23



Reference - Road network classification maps





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APPENDIX C



BRITISH PROPERTIES

PROJECT TYPE: PERMIT PACKAGE
SITE TYPE: 18.0m LDSS TOWER

SITE ADDRESS: 1043 MILSTREAM RD

WEST VANCOUVER

TOWER OWNER: TELUS/ BC0042/ BRITISH PROPERTIES

2nd CARRIER: 3rd CARRIER: 4th CARRIER:

	DRAWING INDEX				
	DRAWING No.	REV.	DRAWING TITLE		
Ī	A00-1	2	COVER PAGE		
-	AO1-1	1	DESIGN PROFILE		
-	A05-1	1	SITE LAYOUT		
-	A06-1	1	ELEVATION CROSS SECTION		
l	A06-2	1	ELEVATION CROSS SECTION		

LOCATION COORDINATES
LATITUDE: 49° 21' 36.2" N
LONGITUDE: 123° 8' 0.4" W

DECLINATION: 15° 46.8' E (19JAN2024) ELEVATION: 334.0m

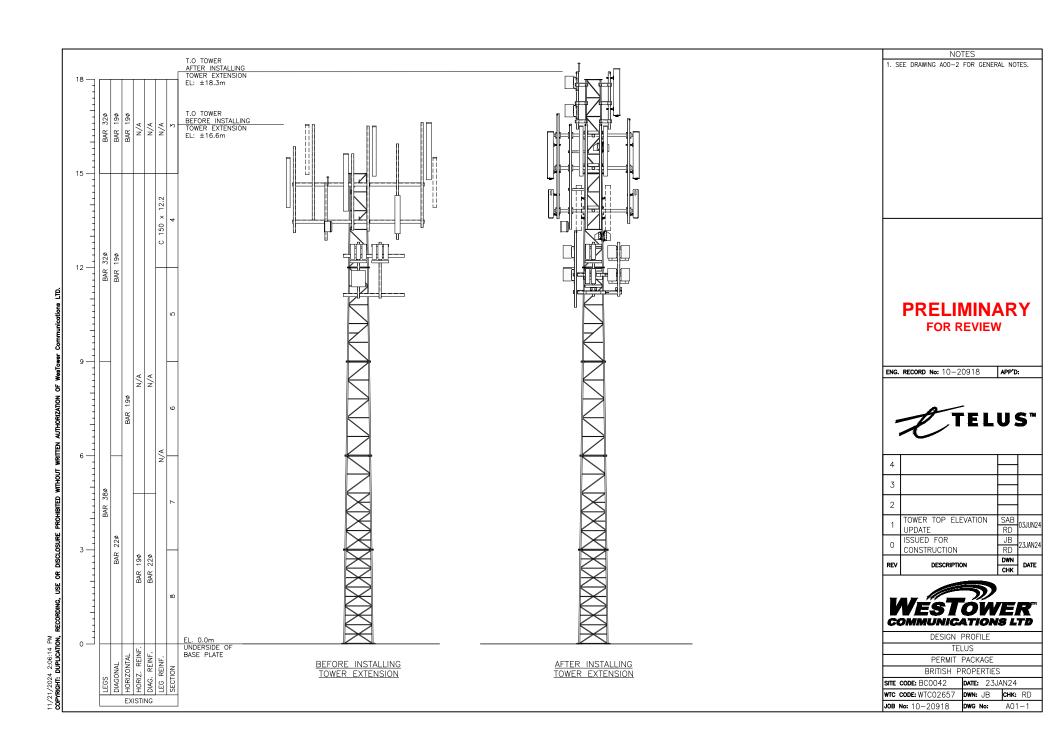
PRELIMINARY FOR REVIEW

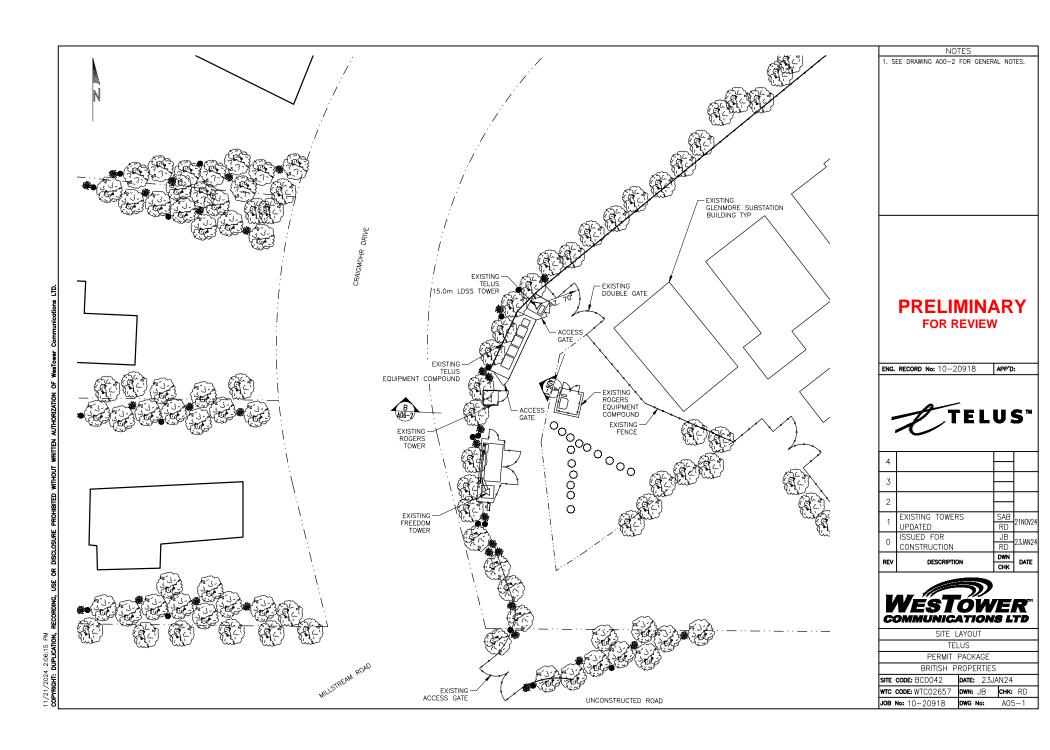
ENG. RECORD No: 10-20918 APP'D:

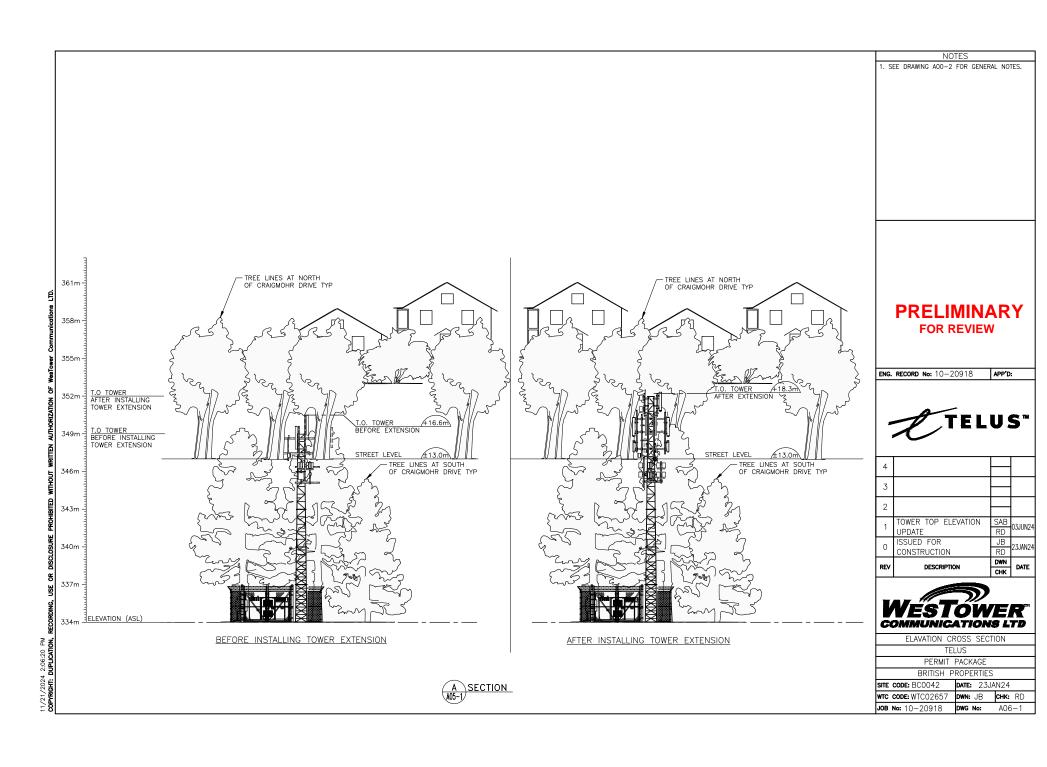


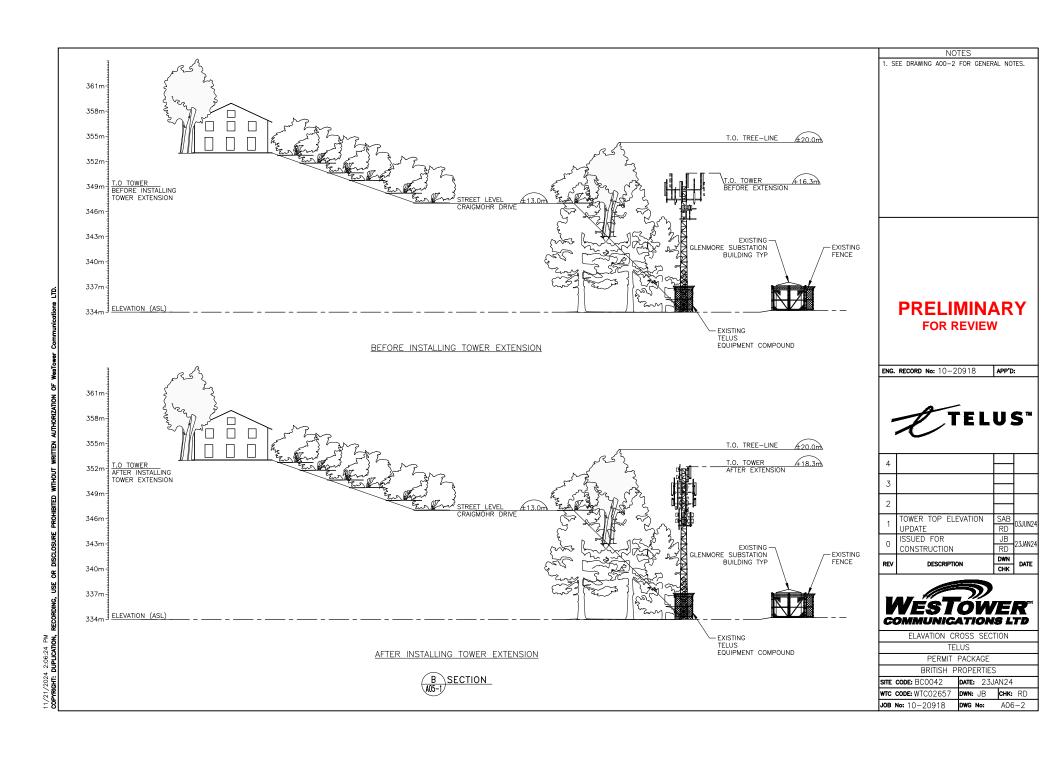


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