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| AGENDA INFORMATION | |  Dept Manager |  GM/ Director |  CAO |
| <input checked="" type="checkbox"/> Regular Meeting <input type="checkbox"/> Other: | Date: <u>Sept 30, 2019</u> Date: _____ | | | |

The District of North Vancouver REPORT TO COUNCIL

September 20, 2019
PLN2019-00045

AUTHOR: Kevin Zhang, Development Planner
Carolyn Girard, Parks Planner

SUBJECT: Bylaws 8397, 8398, and 8399: OCP Amendment, Rezoning, and DCC Waiver for 600 West Queens Road – To permit a Neighbourhood Park and Four-Storey Building with Low to Moderate Income Rental Housing and a Seniors' Care Facility

RECOMMENDATION

THAT "District of North Vancouver Official Community Plan Bylaw 7900, 2011, Amendment Bylaw 8397, 2019 (Amendment 38)" is given FIRST Reading;

AND THAT "District of North Vancouver Rezoning Bylaw 1388 (Bylaw 8398)" is given FIRST Reading;

AND THAT "600 West Queens Road Development Cost Charges Waiver Bylaw 8399, 2019" is given FIRST, SECOND and THIRD Reading;

AND THAT, in relation to Bylaw 8397, additional consultation pursuant to Section 475 and Section 476 of the Local Government Act, is not required beyond that already undertaken;

AND THAT in accordance with Section 477 of the *Local Government Act*, Council has considered Bylaw 8397 in conjunction with its Financial Plan and applicable Waste Management Plans;

AND THAT Bylaw 8397 and Bylaw 8398 are referred to a Public Hearing.

REASON FOR REPORT

On July 22, 2019, Council directed staff to prepare bylaws necessary for the purpose of permitting the creation of a new neighbourhood park and a four-storey building with low to moderate income rental housing and a seniors' care facility on the Delbrook Lands.

The following bylaws are required for this purpose:

- Bylaw 8397 to amend the Official Community Plan;
- Bylaw 8398 to rezone the subject property; and
- Bylaw 8399 to waive Development Cost Charges.

The OCP Amendment Bylaw and Rezoning Bylaw are recommended for introduction and referral to a Public Hearing. A Development Permit would be forwarded to Council for consideration if the above bylaws are adopted by Council.

BACKGROUND

District-wide consultation on the future of the Delbrook lands was conducted in 2015/2016. The key findings were reported to Council in September 19, 2016 with the majority of participants favouring a mix of affordable housing funded by senior government, some form of care facility, childcare, and a park.

On April 15, 2019, Council directed staff to engage the local and broader community in a concurrent consultation process in relation to park design, community services and the form and character of an affordable housing building on the site.

In June 2019, District Staff conducted a public engagement process, which consisted of two surveys and a neighbourhood open house regarding the Delbrook Lands. The majority of participants indicated a preference for:

- Option A of the park design;
- Seniors' respite care included on the site; and
- West Coast building design and character.

On July 22, 2019, District Council passed the following motions:

- THAT Council direct staff to continue engagement with the public to create a detailed design for the neighbourhood park;
- AND THAT Council direct staff to initiate design work for a building, to be situated on the current parking lot at the southeast corner of the site, consisting of one storey of community service (seniors' respite care) and three (3) storeys of social housing above;

- AND THAT staff be directed to prepare an Official Community Plan amendment bylaw and a Zoning Bylaw amendment bylaw for Council's consideration consistent with this motion.

Site

The subject site is owned by the District and is the former Delbrook Community Recreation Centre, located at the corner of West Queens Road and Stanley Avenue. Surrounding properties include a strata apartment building to the southwest, a creek corridor parcel (Mission Creek) belonging to the District to the west, and single family homes on all remaining sides. The site is currently occupied by the former Delbrook Community Centre buildings, a childcare building, two parking lots, and three tennis courts.



Delbrook Lands Location



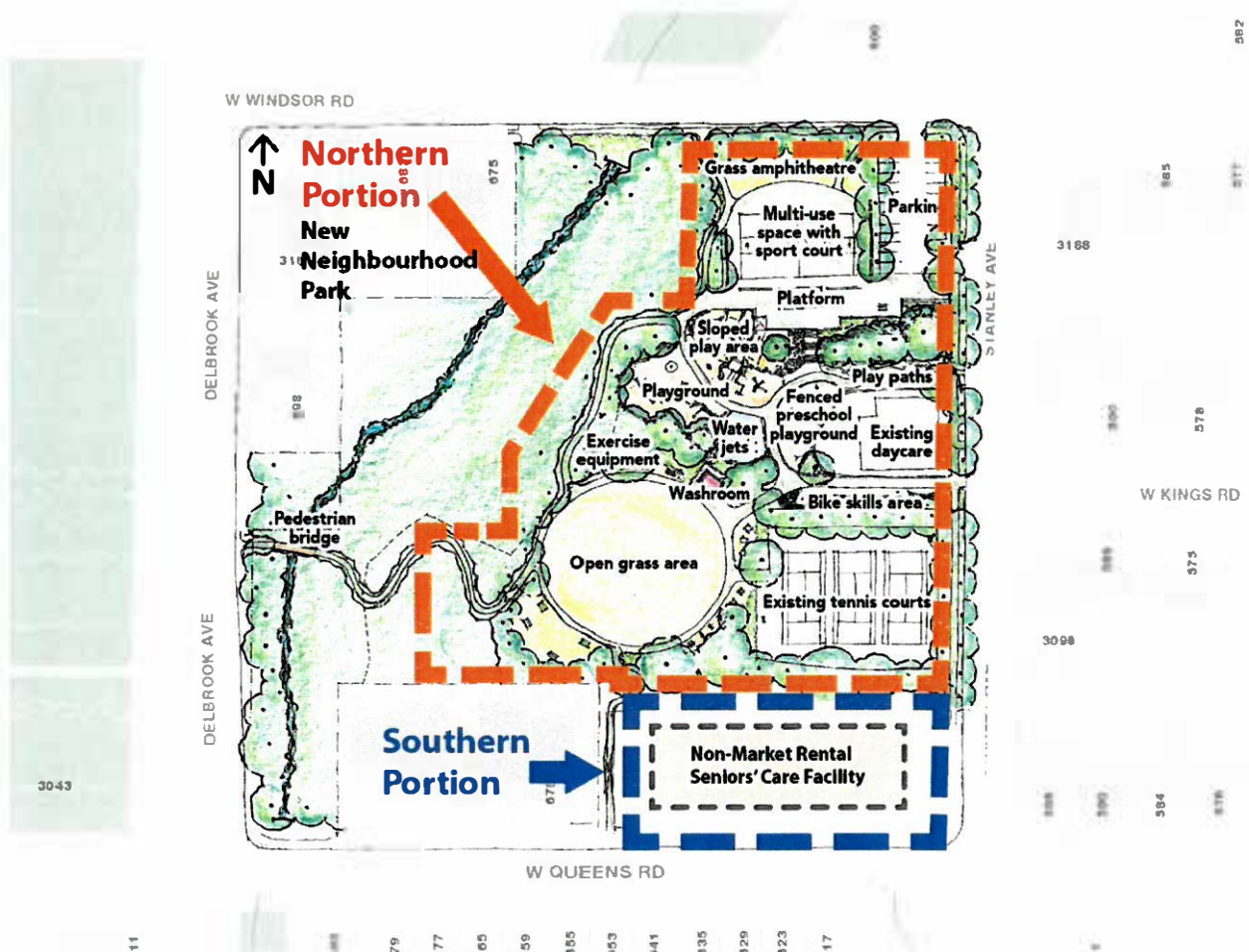
Delbrook Lands Existing Condition

Proposed Bylaws

The proposed bylaws divide the Delbrook Lands into two portions (see following map).

- On the northern portion (81% of total site by area) the proposed bylaws permit a Neighbourhood Park.
- On the southern portion (19% of total site by area, currently a parking lot) the proposed bylaws permit a four-storey building with low to moderate income rental housing and a seniors' care facility.

Overall, the proposed bylaws are in keeping with the outcomes of the Delbrook Deliberative Dialogue, Delbrook Lands 2019 Planning and Engagement Process, and the District's Rental and Affordable Housing Strategy.



Preferred Conceptual Park Design and Conceptual Building Location

EXISTING POLICY

Official Community Plan

The Official Community Plan (OCP) designates the site as Institutional (INST), which envisions a range of public assembly uses.

As proposed, the northern portion of the site will be designated as Parks Open Space and Natural Areas (POSNA), which is intended for a range of public and private uses that include the protection of ecologically important areas and parks (attachment 2).

The southern portion is to be designated as Residential Level 6 (RES6), which allows for medium density apartment, intended predominantly to provide increased multifamily housing up to approximately 2.50 FSR (floor space ratio). Development in this designation will typically be expressed in medium rise apartments. Some commercial use may also be permitted in this designation. While the OCP designation allows up to 2.50 FSR, the proposed zoning bylaw prepared permits only four storeys and approximately 1.82 FSR, which is a reflection of and consistent with Council's July 22nd motion limiting the overall height.

The proposed bylaws are inline with the following OCP policies:

- 4.0 provide a variety of year-round recreational experiences, meet the needs of users, and protect the ecological integrity of our natural systems;
- 4.1.10 Encourage the on-site inclusion of usable open space and play opportunities with new multifamily development as appropriate;
- 4.2.1 Support the provision of passive and active outdoor recreational opportunities within reasonable walking distance of every neighbourhood;
- 6.3.2 Plan and support initiatives for an age and disability-friendly community.
- 7.1.1 Encourage and facilitate a broad range of housing, including non-market and supportive housing;
- 7.3.7 Consider incentives such as reduced Development Cost Charges to facilitate affordable rental housing; and
- 7.4.4 Consider the use of District land, where appropriate, to contribute towards and leverage other funding for the development of social and affordable housing;
- 7.3.7 Consider incentives such as reduced Development Cost Charges to facilitate affordable rental housing; and

Parks and Open Space Strategic Plan

The proposed bylaws are inline with the following Parks and Open Space Strategic Plan (POSSP) goals and recommendations:

- 4.3 Actively support and integrate a diverse, accessible and sustainable range of outdoor experiences and activities to meet the interest of all citizens; and
- 5.2.2 Explore the possibility of creating a playground in the Central Delbrook Area.

Rental and Affordable Housing Strategy

The proposed bylaws, if adopted, will permit development of the southern portion of the site for a four-storey building with low to moderate income rental housing and a seniors' care facility. This responds to the following goals of the District's Rental and Affordable Housing Strategy (RAHS):

- Goal 1: Expand the supply and diversity of housing;
- Goal 2: Expand the supply of new rental and affordable housing; and
- Goal 6: Partner with other agencies to help deliver affordable housing.

The RAHS indicates that the 10 year (2016-2026) estimated demand for affordable rental units in the District is 600 - 1,000 units.

Zoning

The subject site is currently zoned PA (Public Assembly). Bylaw 8398 proposes to rezone the northern portion of the site to Neighbourhood Park Zone (NP) and the southern portion of the site to a new Comprehensive Development Zone 128 (CD128). The proposed CD128 zone prescribes permitted uses and zoning provisions such as a maximum density, height, setbacks, and parking requirements. It is proposed that the existing siting area map also be amended as per Bylaw 8398 (attachment 3).

Council Directions, 2019-2022

The proposed bylaws respond to the following Council Priority Directions to 2022:

- Key Issue 2: Increasing Housing Diversity and Addressing Affordability

Projects that deliver rental housing for low and moderate income earners, and those in need of social housing has been identified as a priority.

ANALYSIS

Site

The Delbrook Lands are approximately 17,600m² (189,400ft²), with the northern portion being 14,200m² (152,800ft²), and southern portion being 3,400m² (36,600 ft²). These areas do not include the existing Natural Park Land zoned parcel containing Mission Creek immediately west of the site, which will remain unchanged, and belongs to the District. Overall, the site slopes down to the south and to the west. The site is currently occupied by the former Delbrook Community Centre, childcare, and the existing tennis courts.



Neighbourhood Park

Park Planning Objectives

In May 2019 the District undertook a survey of residents. 86.5% of the respondents agreed with the following objectives:

- Meet the needs of the local neighbourhood and create vibrant, safe and accessible multi-purpose park with park amenities to serve a range of ages and interests;
- Protect & enhance the natural resources of Mission Creek and integrate environmental and nature appreciation;
- Maximize opportunities for active healthy living to support intergenerational activities, and gatherings to bring the neighborhood together; and
- Provide improved pedestrian and cycling connections from the neighbourhood to connect to the new park site.

Park Options A and B

Based on the results from respondents to the May 2019 online survey, two conceptual park designs were generated:

- Park Option A: Focus on accessible and active recreation and sport amenities with multiple path connections and access to the natural areas and creek; and

- Park Option B: Focus on unstructured recreation and enhanced ecology with flexible green space.

A further online survey was conducted by the District in June 2019. This survey showed general support for the conceptual park designs, with a preference for Option A. A further breakdown of the survey results is below:

| | Prefer Option A | Prefer Option B | No Response |
|--|----------------------------|----------------------------|--------------------|
| Inside Neighbourhood Zone (56 total) | 30 | 22 | 4 |
| Outside Neighbourhood Zone (155 total) | 96 | 49 | 10 |

Preferred Conceptual Park Design

The Preferred Conceptual Park Design (see page 4 and attachment 1) was developed by modifying Option A in response to public input from the June 2019 survey, park planning objectives, existing site conditions, amenities and environmental resources.

The Preferred Conceptual Park Design includes the following:

- Accessible, active and passive recreation amenities to serve a range of ages, abilities and interests, including:
 - A large passive un-programmed grass area;
 - A multi-use space with a sport court, seat walls and a platform;
 - Play opportunities which include a sloped play area, water jets, play paths, a bike skills area and a fenced preschool playground;
 - Exercise equipment;
 - A small washroom; and
 - Multiple path connections.
- Riparian habitat will be improved by removing invasive species.
- Decommissioning and replanting disturbed areas, installing habitat protection fencing and providing interpretive signage.
- Significant trees are retained where feasible.
- The tennis courts are retained in the current location.
- The existing childcare and attached outdoor play area are retained.
- In response to noise and security concerns, the picnic shelter and viewing deck have been removed from the conceptual plan.

The District undertook a further online survey in September 2019, which will also help inform the continuing detailed park design process.

Childcare

The existing childcare on the site operates pursuant to a lease which ends in 2023. Childcare is a permitted use in all zones as per the General Regulations section of the Zoning Bylaw. The design of the neighbourhood park will incorporate and integrate the existing childcare facility and existing small, contained play area.

Low to Moderate Income Rental Housing and Seniors' Care Facility

As directed by Council, staff have drafted Comprehensive Development Zone 128 to permit a four-storey building on the southern portion of the Delbrook Lands. The CD 128 zone permits low to moderate income rental housing and the potential for a seniors' care facility (including respite and seniors' daycare) to occupy the ground floor of the building. Should the municipality be unsuccessful in securing a seniors' care operator, then the ground floor could be used for low to moderate income rental housing.

Should Council adopt the bylaws, the District will enter into negotiations with a future non-profit housing provider and a future seniors' care provider for a long term ground leases at nominal rates. The District will retain ownership of the land. The low to moderate income rental housing will be operated by the non-profit housing provider pursuant to the long term ground lease.

Housing Affordability

Through a lease agreement with a future non-profit housing provider, the rents would be set at levels that are appropriate for low to moderate income households. The bedroom mix will also be set through the lease agreement.

It is anticipated that external funding from a partner such as BC Housing will be needed for the construction and operational costs. One funding source which has been successful in the District is the Building BC: Community Housing Fund, which requires the following mix of rents and incomes within a single building:

- 30% Affordable housing (moderate income);
- 50% Rent geared to income (Housing Income Limit); and
- 20% Deep subsidy.

Other funding sources will be explored should the bylaws be adopted by Council.

Development Permits

The site is in the following Development Permit Areas:

- Form and Character;
- Energy and Water Conservation and GHG Emission Reduction;
- Protection of the Natural Environment;
- Creek Hazard; and
- Streamside Protection.

All development permit requirements for both the neighbourhood park and the four-storey building will be considered at the development permit stage, which will occur after the Bylaws are adopted (if Council chooses to adopt).

The June 2019 online survey results showed a strong preference for West Coast as the style/character of the four-storey building. This architectural style will be reflected in future designs of the building.

Vehicle Parking

The preferred conceptual park design proposes twenty-two parking spaces, which would be provided for park users in a parking lot at the northeast corner of the park. Provision for accessible parking within the neighbourhood park will be detailed in the final design phase.

The proposed CD128 zone requires a minimum of 0.7 parking spaces per residential unit, inclusive of visitor parking for the residential units. The CD128 zone also requires one parking space per 140 m² of seniors' care facility floor area. All applicable District parking policies and guidelines will be applied to all future development on the property. As a result, the final parking provided may be higher than 0.7 per residential unit.

Bicycle Parking

Provisions for bike parking in the neighbourhood park will be detailed in the final design phase. The proposed CD128 zone requires secured bike storage at rates of one space per studio and one-bedroom units and two spaces per two-bedroom and three-bedroom units.

Financial Impacts

Neighbourhood Park

It is estimated that the cost of detailed design and construction of the park is approximately \$2.2 million. The District has budgeted for this cost through a combinations of Infrastructure Reserves, local area Community Amenity Contributions, and Development Cost Charges.

Four-Storey Building

Development Cost Charges (DCCs) are estimated to be \$960,000. Bylaw 8399 (Attachment 4) establishes the DCC at \$0 for the development of not-for-profit rental housing on the property. Finance staff are preparing a strategy to account for this waiver in order to keep the DCC funds whole.

Concurrence

This Report has been reviewed by staff from the Parks, Development Planning, Urban Design, Community Planning, Finance, Real Estate and Properties, and Legal departments.

Construction Traffic Management Plan

Construction traffic management will be key for both the development of the site. Impacts to surrounding streets, the operations of the existing childcare, and surrounding neighbourhood must be minimized. A Construction Traffic Management Plan (CTMP) will be required. In particular, the CTMP must:

1. Provide safe passage for pedestrians, cyclists, and vehicle traffic;
2. Outline roadway efficiencies (i.e. location of traffic management signs and flaggers);
3. Make provisions for trade vehicle parking which is acceptable to the District and minimizes impacts to neighbourhoods;
4. Provide a point of contact for all calls and concerns;
5. Provide a sequence and schedule of construction activities;
6. Identify methods of sharing construction schedule with nearby developments;
7. Ascertain a location for truck marshalling;
8. Address silt/dust control and cleaning up from adjacent streets;
9. Provide a plan for litter clean-up and street sweeping adjacent to site;
10. Include a communication plan to notify surrounding businesses and residents; and
11. Consider impacts to the existing childcare use on site.

Public Input

In addition to the Delbrook Deliberative Dialogue Series and the Delbrook Lands 2019 Planning and Engagement Process, a Public Hearing will be held should Council introduce the bylaws. The Delbrook Community Association will be advised of public Council dates.

Public engagement on the park design is ongoing. Feedback received during the Delbrook Lands 2019 Planning and Engagement Process has been incorporated into the preferred conceptual park design, which was presented for additional public comment in September 2019.

District staff met with the Delbrook Community Association on September 19th to discuss the preferred conceptual park design. The Delbrook Community Association offered comments and suggestions that will be further explored during the detailed design phase.

The Parks and Natural Environment Advisory Committee (PNEAC) visited the site on June 26, 2019 to review the two conceptual park design options. The preferred conceptual plan will be presented to the Parks and Natural Environment Advisory Committee on September 25, 2019.

The North Shore Advisory Committee on Disability Issues will be engaged during the detailed park design and Development Permit stages.

All input received will ultimately help shape the detailed park design.

CONCLUSION

The proposed bylaws, if adopted, will permit a new neighbourhood park and a four-storey building with low to moderate income rental housing and potential for a seniors' care facility. These bylaws assist in the implementation of the District's Official Community Plan, the Parks and Open Space Strategic Plan, the Rental and Affordable Housing Strategy, and the outcomes of the Delbrook Deliberative Dialogue process. The bylaws are now ready for Council's consideration.

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OPTIONS

The following options are available for Council's consideration:

1. Introduce Bylaws 8397, 8398 and 8399, and refer Bylaws 8397 and 8398 to a Public Hearing (staff recommendation); or
2. Defeat the Bylaws at First Reading and provide further direction to Staff.

Respectfully submitted,



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Development Planner



Carolyn Girard
Parks Planner

Attachments:

1. Preferred Neighbourhood Park Conceptual Design
2. Bylaw 8397 – OCP Amendment
3. Bylaw 8398 – Rezoning
4. Bylaw 8399 – DCC Waiver

Bylaws 8397, 8398, and 8399: OCP Amendment, Rezoning, and DCC Waiver for 600 West Queens Road – To permit a Neighbourhood Park and a Four-Storey Building with Low to Moderate Income Rental Housing and a Seniors' Care Facility

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| <input checked="" type="checkbox"/> Sustainable Community Dev. |  | REVIEWED WITH: | <input type="checkbox"/> Clerk's Office | _____ | External Agencies: | <input type="checkbox"/> Library Board | _____ |
| <input type="checkbox"/> Development Services | _____ | <input type="checkbox"/> Communications | _____ | <input type="checkbox"/> NS Health | _____ | | |
| <input type="checkbox"/> Utilities | _____ | <input checked="" type="checkbox"/> Finance |  | <input type="checkbox"/> RCMP | _____ | | |
| <input type="checkbox"/> Engineering Operations | _____ | <input type="checkbox"/> Fire Services | _____ | <input type="checkbox"/> NVRC | _____ | | |
| <input checked="" type="checkbox"/> Parks |  | <input type="checkbox"/> ITS |  | <input type="checkbox"/> Museum & Arch. | _____ | | |
| <input type="checkbox"/> Environment | _____ | <input checked="" type="checkbox"/> Solicitor | _____ | <input type="checkbox"/> Other: | _____ | | |
| <input type="checkbox"/> Facilities | _____ | <input type="checkbox"/> GIS | _____ | | | | |
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