

AGENDA

COUNCIL WORKSHOP

Tuesday, January 17, 2017

5:00 p.m.

Committee Room, Municipal Hall

355 West Queens Road,

North Vancouver, BC

Council Members:

Mayor Richard Walton

Councillor Roger Bassam

Councillor Mathew Bond

Councillor Jim Hanson

Councillor Robin Hicks

Councillor Doug MacKay-Dunn

Councillor Lisa Muri



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Tuesday, January 17, 2017
Committee Room, Municipal Hall,
355 West Queens Road, North Vancouver

AGENDA

1. ADOPTION OF THE AGENDA

1.1. January 17, 2017 Council Workshop Agenda

Recommendation:

THAT the agenda for the January 17, 2017 Council Workshop is adopted as circulated, including the addition of any items listed in the agenda addendum.

2. ADOPTION OF MINUTES

3. REPORTS FROM COUNCIL OR STAFF

3.1. Delbrook Lands – Analysis of Participants' Recommendations p. 7-13 File No. 13.6680.20/005.000

Recommendation:

THAT staff are directed to:

- a. develop a concept plan for the Delbrook Lands that incorporates parks and open space, non-market housing, and community services;
- b. develop refined cost estimates; and,
- c. develop a funding strategy in consideration of partnership funding opportunities and the District's long term funding strategy;

AND THAT staff are directed to commence discussions with potential non-profit housing providers and senior government agencies in regards to development of non-market housing on a portion of the Delbrook Lands;

AND THAT staff are directed to commence discussion with potential community service providers and senior government agencies in regards to development of community services on a portion of the Delbrook Lands.

3.2. 2017-2021 Financial Plan Deliberations Continued (if necessary) File No. 05.1780/Financial Plan Process/2017

Deliberations may be continued from Monday, January 16, 2017.

4. PUBLIC INPUT

(maximum of ten minutes total)

5. ADJOURNMENT



Recommendation:

THAT the January 17, 2017 Council Workshop is adjourned.

REPORTS

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AGENDA INFORMATION	
<input checked="" type="checkbox"/> Council Workshop	Date: <u>Jan 17, 2017</u>
<input type="checkbox"/> Finance & Audit	Date: _____
<input type="checkbox"/> Advisory Oversight	Date: _____
<input type="checkbox"/> Other:	Date: _____

Dept. Manager	 GM/ Director	 CAO
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The District of North Vancouver REPORT TO COMMITTEE

January 6, 2017
File: 13.6680.20/005.000

AUTHOR: S. Lunn, Policy Planner

SUBJECT: Delbrook Lands - Analysis of Participants' Recommendations

RECOMMENDATION:

THAT the Committee of Council recommend to Council:

THAT

1. Staff be directed to:
 - a. develop a concept plan for the Delbrook Lands that incorporates parks and open space, non-market housing, and community services,
 - b. develop refined cost estimates, and
 - c. develop a funding strategy in consideration of partnership funding opportunities and the District's long term funding strategy.
2. Staff be directed to commence discussions with potential non-profit housing providers and senior government agencies in regards to development of non-market housing on a portion of the Delbrook Lands, and
3. Staff be directed to commence discussion with potential community service providers and senior government agencies in regards to development of community services on a portion of the Delbrook Lands.

REASON FOR REPORT:

On September 19, 2016 Council directed staff to report back with:

- An analysis of the participants' recommendations for the Delbrook Lands based on the alignment with District policies,
- Financial implications of the participants' recommendations, and
- Next steps and timelines.

This report presents information on the above and seeks Council input.

SUMMARY:

Staff analysis has concluded that the participants' recommendations for a District-owned multi-use site including parkland, community services and non-market housing generally align with District policy. Participants opposed the idea of selling any of the land. If directed by Council, staff will explore opportunities for development and funding of the proposed uses through partnerships with non-profits, senior government and the District budget.

The following table summarizes information on the participants' recommendations regarding multiple uses on site that benefit both the local and District wide community.

Site Features/ Land Uses	Aligns with District Policy?	Policy	Capital Cost Estimates*	Operating Cost Estimates	Potential Funding Sources**	Land Ownership
Neighbourhood Parkland	Yes	Parks and Open Space Strategic Plan	\$1.5M to \$3M	\$50-\$60K per year	Long term funding strategy or new District funding source	Remains DNV owned land
Community Services	Yes	OCP, Public Assembly Land Strategy	\$3.35M	TBD- Requires partnerships	New district funding source and/or partnerships	DNV owned/ land or facility leased to partner
Non- Market Housing	Yes	OCP, Rental and Affordable Housing Strategy & Public Assembly Land Strategy	\$16.4 M	TBD- Requires partnerships	Partnerships	DNV owned/ land lease to partner

*Actual costs may change depends on features and design

** Align with financial parameters outlined in the Delbrook Lands Discussion Guide

BACKGROUND:

The District is consolidating the Delbrook and William Griffin community recreation centre (CRC) on the William Griffin site at 851 Queens Road. All recreation programs will transfer from the existing Delbrook CRC to the new facility in the summer of 2017, leaving the Delbrook Lands underutilized. Engineering studies commissioned by the District's Facilities Department have concluded that both the Delbrook north and south buildings are at the end of their life and should be demolished.

On September 28, 2015 Council directed staff to proceed with an engagement strategy to help determine the future of the Delbrook Lands at 600 West Queens Road. As a result, the District partnered with Simon Fraser University's Centre for Dialogue to conduct a community engagement process with a goal of determining the most broadly supported land use options for the Delbrook Lands.

In March of this year, Council received the Ideas Report from the Delbrook Lands Community Dialogue which documented over 1,000 ideas for the future of the Lands generated by the public.

Over the spring the District worked with SFU Centre for Dialogue to conduct research and technical analysis on the ideas from Phase One. This information was compiled in the *Delbrook Lands Discussion Guide* (<http://www.dnv.org/sites/default/files/edocs/Delbrook-discussion-guide.pdf>)

On June 18, 2016 the SFU Centre for Dialogue and the District co-hosted a Deliberative Dialogue event at the Delbrook Community Recreation Centre. This event provided a unique opportunity for local neighbourhood, other District of North Vancouver residents, and stakeholders to provide input to the District on the future of the Delbrook Lands.

Key findings from the Deliberative Dialogue included:

- strong support for a multi-use site that includes neighbourhood parkland and indoor community services such as child care and adult day care.
- the majority of participants also support non-market housing if paid for by other levels of government.
- to help fund on-site amenities, participants proposed that the District of North Vancouver work to develop partnerships with senior levels of government and non-profit organizations, as well as allocate funding from the District budget.
- the majority of participants opposed the ideas of building market housing and/or selling the Delbrook Lands.

ANALYSIS:

Over the last few months, staff evaluated the participants' recommendations against applicable District policies. Staff have also provided financial implications including cost estimates and potential funding sources. The recommended funding sources are consistent with the financial parameters that were outlined in the *Discussion Guide*. These parameters included:

- Renewal capital is already funded,
- District priorities are first in line for District funding, and
- New assets or amenities require new funding sources such as development proceeds, funding from other levels of government or partnerships with other organizations.

Staff conducted a spatial analysis of the Delbrook Lands to test whether the community's desired multi-uses can be accommodated on the site along with parking, access and protection of the environment. Staff concluded that these uses fit. Staff will present the spatial analysis at the Council workshop. Note that the analysis is not meant to be a site plan but to assess whether the uses will fit on the site. Site planning will occur at a later stage.

Parks and Open Space

The majority of participants supported neighbourhood parkland features such as: green space, community gardens, children's playground, trails, retention of the tennis courts, Mission Creek enhancements and a picnic area.

Policy Alignment

The Parks and Open Space Strategic Plan identifies a need for neighbourhood parkland in the Delbrook neighbourhood. Neighbourhood parkland is defined as a local park that primarily serves District residents within a safe walking distance and provides limited recreational facilities such as a playground.

Financial Implications

Depending on the potential parkland features cost estimates varies from \$1.5M to \$3M for approximately 80,000 square feet or 50% of the site (this includes the protected natural areas and the proposed park space). Annual operating funding is in the range of \$50-\$60K per year. Capital and operating funding sources could potentially come from the District's long term funding strategy or new funding sources from development proceeds.

Community Services

The majority of participants supported indoor community services such as licensed group child care, adult day care and a community service hub.

Policy Alignment

The OCP and District's Child Care Policy identify childcare as a priority and support the facilitation of the provision of quality child care. A child care needs assessment completed for the District indicates there is demand for additional childcare in the area especially for infant/ toddler care.

There is a growing population of seniors on the North Shore, and a limited number of adult day care centres to provide respite for families who care for seniors with complex needs. The centres that do exist have extensive waiting lists. Co-locating childcare with adult day care would allow for intergenerational programming which is proven to have positive benefits.

Retention of community services aligns with the District's Public Assembly Land Strategy. The site is currently zoned public assembly and community services are an allowable use in this zone. One of the guiding principles of the Public Assembly Land Strategy is the retention of public assembly lands where possible.

Financial Implications

Depending on the features or design a new purpose building for the community services may cost approximately \$3.35M for approximately 9,400 square feet of indoor space and outdoor space. Capital funding could potentially come from new District funding sources such as local development proceeds or partnerships with non-profits or senior levels of government. The District may consider leasing the building or land to a non-profit organization.

Non-Market Housing

The majority of participants supported non-market housing on the Delbrook site, if paid for by an external funding source. Non-market affordable housing could include rental housing for low income seniors, families and/or single mothers. Non-market housing is usually developed and operated by non-profit organizations, in partnerships with government. They often use government housing funding programs, they may rely on a mixed-income model of

rents, and/or financial contributions from government, non-profits, philanthropic organizations, or others in order to make the project financially viable.

Policy Alignment

A key objective of the OCP is to increase housing choices to meet the diverse needs of residents of all ages and incomes. The focus of the recently approved Rental and Affordable Housing Strategy is on the needs of low and low to moderate income earning households that are most likely to face challenges in finding appropriate and affordable housing. The Strategy outlines six goals, including partnering with other agencies to deliver affordable housing. The policy includes exploring opportunities to utilize District owned land for affordable rental housing subject to consideration of, but not limited to:

- proximity to frequent transit network,
- access to community services and employment,
- availability of external funding and partnerships, and
- alignment with OCP, centres implementation plans and other applicable municipal policies.

Subject to Council consideration, the Delbrook Lands could provide an important opportunity for expanding our supply of non-market housing and helping to achieve the District's target of 60 to 100 units per year.

Changing the land use for a portion of the site to residential would require an OCP amendment, rezoning and an assessment under the Public Assembly Land Strategy evaluation framework. The evaluation would ensure that any proposed change is in the public interest and provides an overall benefit to the community.

An OCP amendment is required to change the designation from institutional to residential as residential use was not originally contemplated for this site. The OCP directs the majority of new residential growth into key town and village centres. However, Council may consider sensitive neighbourhood infill along transit corridors or close to community amenities and sensitively integrates with the single family neighbourhood. The proposed location of the non-market housing is along Queens Road. The neighbouring multi-family development at Queens Road and Delbrook is 3 storeys. The Delbrook Lands are located on two transit corridors and within walking distance of schools, parks, recreation facilities and Westview shopping centre.

Financial Implications

The preliminary cost estimates for a sample four story building (located on the south parking lot along West Queens Road) with about 40 family units is approximately \$16.4 million. Capital and operating funding could potentially come from partnerships with senior government (BC Housing, CMHC, etc) and/or non-profit organizations. The District may consider leasing a portion of the site at a nominal rate to a housing provider and waiving fees to leverage funding opportunities.

Transportation Implications

Last spring, the District commissioned a transportation study on the Delbrook Lands to examine the implications of a variety of land uses, including the community's recommendations. The study concludes that the proposed land uses will generate less traffic than is currently generated by the existing recreation centre and other site uses. Transportation staff have provided further recommendations regarding site circulation, parking, walking and cycling connectivity. Staff have also highlighted a number of offsite opportunities that could improve the neighbourhood connections.

Next Steps

If directed by Council, staff will:

- develop a concept plan, refined cost estimates and funding strategy for the proposed uses,
- identify a non-profit housing provider to work with the District to leverage senior government funding to develop non-market housing on a portion of the site, and
- identify a non-profit organization(s) to work with the District to leverage senior government funding to develop community services on a portion of the site.

Timing/Approval Process and Phasing:

Recreation programs at the existing Delbrook CRC will transfer to the new centre in 2017.

Little Rascal's Childcare Facility has a ground lease with the District until 2023. Consideration of future site options has included a commitment to retaining child care on the site.

Capilano Community Services Society and their partner agencies rent space in the Delbrook North building. They are moving to their new home at the new CRC in Lion Gate Village in approximately 2019. Staff are working with the society on interim space planning.

The District may wish take advantage of potential funding for affordable housing from senior government put forward an application in a timely manner.

Construction of the new buildings and park space may occur in distinct phases over a number of years depending on the availability and timing of funding.

Concurrence:

Engineering (Parks, Transportation and Facilities), Social Planning, Development Planning, Real Estate, Finance, and Communications & Community Relations has reviewed and provided input to this report.

Liability/Risk:

Decisions should be made in a timely manner so that the buildings do not sit empty once the recreation programs transfer.

Social Policy Implications:

Non-market housing, services for seniors and for children were identified as a key priority during the community consultation for this site. Retaining the Delbrook Lands as a public

asset and creating needed community services and a non-market housing project helps to address these priorities and helps to advance social policy objectives as laid out in the Official Community Plan.

Environmental Impact:

Mission Creek, a fish bearing water way, runs along the eastern edge of the site. Any development on the site will need to be setback 15 metres from the top of bank in order to keep the creek habit healthy. In addition to the riparian set back, the District environment team recommends protecting the natural area to the west of the south building.

Public Input:

The District has conducted a robust public engagement process over the last year including two community events and online surveys. Further opportunities for input on the design of the site will be provided at a later date and as directed by Council

Conclusion:

Staff analysis has concluded that the participants' recommendations of a District-owned multi-use site including neighbourhood parkland, community services and non-market housing align with District policy. If directed by Council, staff will explore opportunities for development and funding of the proposed uses through partnerships with non-profits, senior government and the District.

Respectfully submitted,



Suzy Lunn
Policy Planner

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

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2017-2021 Financial Plan Deliberations

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