AGENDA INFORMATION

Regular Meeting Other:

Date: FEB. 8, 2021 Date:



The District of North Vancouver REPORT TO COUNCIL

January 19, 2021 File: 10.5040.20/029.00

AUTHOR: Casey Peters, Senior Development Planner

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and Development Cost Charge (DCC) Waiver Bylaws for a Supportive Housing Development at W. 16th Street

RECOMMENDATION

THAT the "District of North Vancouver Official Community Plan Bylaw 7900, 2011, Amendment Bylaw 8486, 2021 (Amendment 43)" is given FIRST reading;

AND THAT the "District of North Vancouver Rezoning Bylaw 1407 (Bylaw 8487)" is given FIRST reading;

AND THAT the "West 16th Street Development Cost Charges Waiver Bylaw 8488, 2021" is given FIRST reading;

AND THAT pursuant to Section 475 and Section 476 of the Local Government Act,

additional consultation is not required beyond that already undertaken with respect to Bylaw 8486;

AND THAT in accordance with Section 477 of the Local Government Act, Council has considered Bylaw 8486 in conjunction with its Financial Plan and applicable Waste Management Plans;

AND THAT Bylaw 8486 and Bylaw 8487 be referred to a Public Hearing;

AND THAT Staff be directed to proceed with waiving any additional District of North Vancouver fees, subject to securing the supportive housing units in a lease agreement.



Location Map

January 19, 2021

Page 2

REASON FOR REPORT

Implementation of the proposed project requires Council's consideration of:

- Bylaw 8486 to amend the Official Community Plan (OCP) designation;
- Bylaw 8687 to rezone the subject properties;
- Bylaw 8488 to waive Development Cost Charges; and
- Issuance of Development Permits.

The OCP Amendment Bylaw, Rezoning Bylaw, and DCC Waiver Bylaw are recommended for introduction and the OCP Amendment Bylaw and Rezoning Bylaw are recommended for referral to a Public Hearing. A Development Permit would be forwarded to Council for consideration if the rezoning proceeds.

SUMMARY

The District has identified this Districtowned land as a potential site for a supportive housing project and is proceeding with a District-led rezoning process. The District is proposing to redevelop the site as a supportive housing development comprising one five-storey building with approximately 60 units.

The development site is located at the southwest corner of W. 16th Street (currently closed) and Lloyd Avenue. Surrounding properties include industrial uses to the east, west, and south; mixeduse residential/commercial to the northwest and commercial to the north and northeast.



Aerial Map

The site includes nine parcels that are

currently used for storage of vehicles for nearby car dealerships. The property is approximately 3,197 m² (34,412 sq. ft.) in size.

The proposal will require an amendment to the OCP and rezoning of the site to a new Comprehensive Development (CD) Zone. A development permit will be forwarded to Council if the OCP amendment and rezoning are approved.

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street

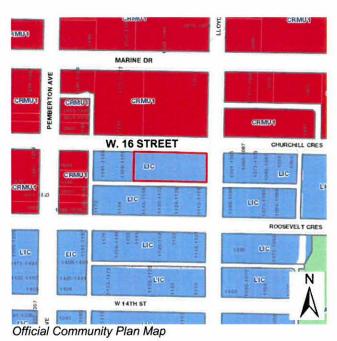
January 19, 2021

Page 3

EXISTING POLICY

Official Community Plan

The Official Community Plan (OCP) designates the site as "Light Industrial Commercial" (LIC) which is intended predominantly for a mix of industrial, warehouse, office, service, utility and business park type uses. The proposal does not comply with the OCP designation and an amendment to the OCP is required. Bylaw 8486 proposes to change the designation of the site to "Commercial Residential Mixed-use Level 1" (CRMU1) which permits density up to approximately 1.75 FSR. Properties to the north have this same designation.



The proposal addresses a number of OCP goals and policies including:

- "Consider the use of District land, where appropriate, to contribute towards and leverage other funding for the development of social and affordable housing."
- "Encourage and facilitate a wide range of multifamily housing sizes, including units suitable for families with an appropriate number of bedrooms, and smaller apartment units"; and
- "Consider incentives such as reduced Development Cost Charges to facilitate affordable rental housing".

The units proposed are a mix of studio, one, two, three, and four-bedroom units. The target populations to be housed are women and women-led families in need, at risk of homelessness, or experiencing homelessness.

Lower Capilano Local Plan Reference Policy

The site is located outside of a designated town or village centre and the Lower Capilano Local Plan Reference Policy document designates this site as "Light Industrial".

The proposal is broadly consistent in scale and density with recently-approved development within the Marine Drive corridor and with the future development potential of the lots to the north of the site.

Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, SUBJECT: for a Supportive Housing Development at W. 16th Street

January 19, 2021

Page 4

Rental and Affordable Housing Strategy

The proposed bylaws, if adopted, will permit development of the site for a five-storey building with supportive housing. 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 to 1,000 units. To date, 414 units* have been approved towards this goal and the proposal would create an additional 60 units, bringing the total to 474 units. (*Source: Pace of Development - 2019 Update, dated July 12, 2020 reported 298 units. Since then the project at 600 W. Queens increased from 60 to 86 units and 90 units are anticipated to be approved at 267 Orwell Street on January 25, 2021).

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

A range of actions to support this priority include:

- Increasing the number of social and affordable housing units to fill gaps in the • low to moderate income end of the housing continuum;
- Increasing housing diversity;
- Assessing available District land and its suitability for various housing forms.

Zoning

The subject properties are currently zoned "Employment Zone Light Industrial" (EZLI) which accommodates a mix of manufacturing and service businesses. The EZLI zone does not have a maximum FSR but the intensity of development is managed by height, setback, and coverage regulations.

Rezoning is required to accommodate the project and Bylaw 8486 proposes to create a new Comprehensive Development Zone 133 (CD 133) tailored specifically to this project. The proposed CD 133 zone prescribes permitted uses and zoning provisions such as a maximum density of 1.6 FSR, height, setbacks, and parking requirements.

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street

January 19, 2021

Page 5

ANALYSIS:

Site Plan and Project Description

The project consists of a five-storey building with a roof top amenity space with principal pedestrian access from Lloyd Avenue and an additional staff entrance at the southeast corner of the site. Vehicle access to the parking garage and a kitchen loading area are located at the southwest corner of the site.



The project as proposed includes 60 units with 40 studio units, 2 one-bedroom units, 12 two-bedroom units, 4 three-bedroom units, and 2 four-bedroom units. The units will meet BC Housing Design Guidelines and Construction Standards 2019 for net unit area and range in size from 31.7 m² (341 sq. ft.) to 116.6 m² (1,256 sq. ft.)

The CD 133 zone allows some minor flexibility in case of design changes or changes to unit types. The proposed building as currently designed is approximately 4,874 m² (52,461 sq. ft.) in size which is approximately 1.52 FSR. The CD133 zone permits up to 5,115 m² (55,047 sq. ft.) or approximately 1.6 FSR and design refinements may result in a modest increase in floor area, but the density will not exceed 1.6 FSR.

The ground floor of the proposed building includes a commercial kitchen, office and medical consultation rooms, cultural space, quiet room, resident laundry for the familyoriented units, staff lounge, and bike/stroller storage.

Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, SUBJECT: for a Supportive Housing Development at W. 16th Street January 19, 2021

Page 6

Levels two and three will be predominately familyoriented units and will include a counselling room. Levels four and five are studio units and will include additional laundry space and an amenity room. The outdoor amenity area on the roof includes picnic tables and garden beds. An outdoor play area will also be provided at grade.

Parking will be provided in a one-level



Bird's eye view - Looking southwest from Lloyd Avenue

underground garage accessed at the southwest corner of the site from the lane.

Housing Affordability

BC Housing will be funding the project and RainCity Housing ("RainCity") will be the building operator. The District will retain ownership of the land and will enter into a longterm ground lease with BC Housing should the rezoning be approved.

Rents will be secured in the lease agreement and will include a mix of shelter rates for those on social assistance with a range from \$375 to \$660 per month (depending on family size) and "Rent Geared to Income" which currently ranges from \$901 to \$1,461 per month.

BC Housing notes that the proposed building occupancy will be based on need in the community. The proposed mix includes flexibility to support under-employed women with rent geared to income units. The tenant mix is proposed to remain fluid to respond to the need.

Of note, there will be no additional charges to residents for hydro, internet/wifi and cable, laundry, bike storage, and hot water.

Development Permits

The site is located within the following Development Permit Areas:

- Form and Character of Commercial, Industrial, and Multifamily Development
- Energy and Water Conservation and Greenhouse Gas Emission Reduciton
- Protection from Natural Hazards (Flood Hazard)

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street

January 19, 2021

Page 7

Advisory Design Panel

The application will be reviewed by the Advisory Design Panel (ADP) at the Development Permit stage.

A detailed review of development permit issues, outlining the project's compliance with the applicable development permit guidelines will be provided for Council's consideration should the application proceed through the OCP amendment and rezoning process.



Accessibility

BC Housing's "Design Guidelines and Construction Standards 2019" requires that 5% of the units and all common areas be accessible. This aligns with the District's Accessible Design Policy for Multifamily Housing as all of the apartment units meet the 'Basic Accessible Design' criteria and 5% of the apartment units meet the 'Enhanced Accessible Design' criteria.

Green Building Measures

On December 7, 2020 the District adopted an update to the Construction Bylaw requiring projects to meet either Step Code 4 or Step Code 3 with a Low Carbon Emission System (LCES). BC Housing requires the project to meet Step Code 4 which will also comply with the update to the Construction Bylaw effective July 1, 2021.

Vehicle Parking

All parking is proposed in a one-level underground garage. A total of 26 parking spaces are proposed for the use of staff, trades, and medical and other professional visitors. The CD133 zone requires no parking for residents and a minimum of 22 spaces for staff and visitors.

The District OCP includes statements related to reducing parking requirements including:

• Section 5.1 (8): Consider, where appropriate, reducing vehicle parking requirements for new developments in centres and corridors well served by

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street

January 19, 2021

transit to encourage alternate modes of transportation and increase housing affordability

- Section 7.2 (8): Support, where appropriate, parking reductions for purpose built market and affordable rental units
- Section 7.3 (3) Apply incentives (including, but not limited to density bonusing, pre-zoning and reduced parking requirements) as appropriate, to encourage the development of affordable housing

Bicycle Parking and Storage

The proposal includes 20 bicycle storage spaces for residents, staff, and visitors. This storage space will be indoors and located on the ground floor adjacent to the main entrance.

Off-site improvements

Off-site improvements will be reviewed in detail at the Development Permit stage and it is anticipated that off-site improvements associated with the construction of the project will include a new sidewalk on Lloyd Avenue and improvements to the lane. The lane is currently used for informal parking and it is anticipated that this parking will need to be removed as part of the lane upgrades. A new multi-use path located to the north of the site is proposed to connect Lloyd Avenue to the opened portion of W. 16th Street to the west of the site. This path would be located on south side of the unopened W. 16th Street road allowance.

As review of the proposed civil works is still underway at this time, the estimated total value of off-site works (engineering and landscaping) is unknown and the full scope and value of required off-site construction will be determined through the detailed design work at the Building Permit stage.

Community Amenity Contribution

The District's Community Amenity Contribution (CAC) Policy outlines expectations for projects and includes a list of potential in-kind contributions that can be considered in lieu of a cash CAC including "land for, or provision of, affordable, rental or special needs housing." The proposal includes 60 supportive rental units secured in perpetuity which represents the in-kind amenity for this project.

Landscaping

A conceptual landscape plan has been submitted with the rezoning application showing a primary outdoor play area on the north side of the building with play equipment and seating areas. A secondary outdoor amenity area is included on the south side of the building with seating. An outdoor rooftop amenity is also provided that includes a picnic area and garden beds.

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street January 19, 2021

Page 9

Landscaping is included around the perimeter of the site and around the outdoor amenity spaces on the north and south sides of the building.

Should the rezoning proposal proceed, a more detailed review of landscape issues will be included in the development permit report.



Financial Impacts:

The District of North Vancouver anticipates supporting this project in the following ways:

- District-led rezoning of land;
- providing 0.3 hectares (0.8 acres) of land at a nominal fee of \$10/year; .
- waiving the typical application fees for the OCP Amendment, Rezoning; and Development Permit (approximately \$24,000).

In addition the District will consider:

- waiving the Building Permit fees should the rezoning be supported by District Council. Staff estimate the building permit application fees at approximately \$193,000;
- waiving the applicable District Development Cost Charges estimated to be \$506,529; and
- supporting a property tax exemption (PTE) for the non-profit society operating the units should the housing be considered taxable by BC Assessment.

The District's housing reserve fund will support the waived fees and charges and onetime costs associated with the project. Staff are reviewing the District's property tax strategy and will report back on the need for PTE funding. BC Housing will contribute capital and operating costs, which will be reported should a PTE be necessary.

Concurrence:

The project has been reviewed by staff from the Real Estate and Properties, Environment, Building and Permits, Legal, Parks, Engineering, Community Planning, Urban Design, Transportation, Fire, and Communications departments.

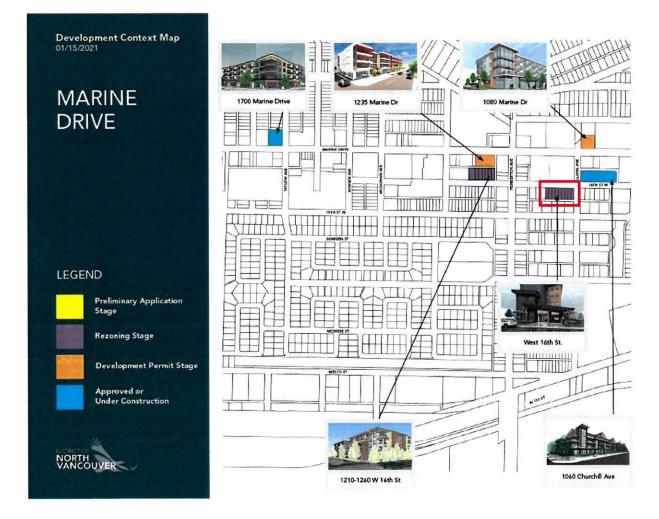
SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street January 19, 2021 Page 10

As an OCP amendment is part of the project, School District 44 was provided a copy of the application materials and asked to confirm that students expected to reside in the development can be accommodated.

Of note, the North Vancouver School District Long Range Facilities Plan (2018 Update) indicates capacity at the nearest elementary school (Norgate Community Elementary - Xwemélch'stn). For reference, there are four existing childcare providers within 200 m (656 ft.) of the site.

Construction Traffic Management Plan:

The site is shown in relation to other residential construction projects and potential development projects in the image below.



Construction traffic management will be key for the development of the site. Impacts to surrounding street and neighbourhood must be minimized. A Construction Traffic Management Plan (CTMP) will be required.

January 19, 2021

In particular, the Construction Traffic Management Plan 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 other developments in the area:
- 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; and,
- 10. Include a communication plan to notify surrounding businesses and residents.

Public Input

An engagement plan was created, in partnership with BC Housing and RainCity, to provide information on the project to the public and to allow opportunities for the public to learn about the project, ask questions, and provide input.

Key elements of the plan include:

- initial outreach and notification;
- Provincial government news release;
- virtual meetings with stakeholders;
- sustained outreach via social media and DNV.org;
- ongoing engagement and Q&A through the BC Housing's "Let's Talk" interactive • webpage.

A cornerstone of the engagement is the opportunity for community groups, First Nations, and stakeholders to participate in one of several small meetings (held virtually due to Covid-19) which are presented by a panel of staff from the District, BC Housing, and RainCity. These meetings are scheduled for February 10, 18, and 25 and additional meetings will be arranged as needed in advance of the required Public Hearing.

This engagement plan replaces the more typical Public Information Meeting and a summary of the public engagement will be provided to Council at the Public Hearing.

Implementation

Implementation of this project will require an OCP amendment bylaw and a rezoning, as well as issuance of a development permit and registration of legal agreements.

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street January 19, 2021

Page 12

Bylaw 8488 (Attachment B) amends the OCP designation for subject properties from LIC to CRMU1.

Bylaw 8487 (Attachment C) rezones the subject site from EZLI to a new Comprehensive Development Zone 133 (CD133) which:

- establishes the permitted residential uses;
- establishes the maximum permitted floor area on the site;
- establishes setback and building height regulations; and,
- establishes parking regulations specific to this project.

Bylaw 8468, (Attachment D) authorizes the District to reduce the DCCs to 'zero'.

A legal framework will be required to support the project and it is anticipated that the lease agreement will be used to secure items such as the details of off-site servicing. Additional legal documents required for the project will include a subdivision plan to consolidate the site.

CONCLUSION:

This project assists in implementation of the District's Official Community Plan objectives and helps to fulfil District housing objectives. The proposal is now ready for Council's consideration.

Options:

The following options are available for Council's consideration:

- 1. Give Bylaws 8486, 8487, and 8488 First Reading, refer Bylaws 8486 and 8487 to a Public Hearing, and authorize staff to waive any additional District fees (staff recommendation):
- Give the bylaws no readings; or,
- Return the bylaws to staff.

Cover lette

Casey Peters Senior Development Planner

Attachments:

- 1. Bylaw 8486 OCP Amendment
- 2. Bylaw 8487 Rezoning
- 3. Bylaw 8488 DCC Waiver Bylaw
- 4. Architectural and Landscape Plans

SUBJECT: Bylaws 8486, 8487, and 8488: OCP Amendment, Rezoning, and DCC Waiver Bylaw, for a Supportive Housing Development at W. 16th Street

January 19, 2021

Page 13

	REVIEWED WITH	;		
 Community Planning Development Planning Development Engineering Utilities Engineering Operations Parks Environment Facilities Human Resources Review and Compliance 	 Clerk's Office Communications Finance Fire Services ITS Solicitor GIS Real Estate Bylaw Services Planning 		External Agencies: Library Board NS Health RCMP NVRC Museum & Arch. Other:	

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The Corporation of the District of North Vancouver

Bylaw 8486

A bylaw to amend District of North Vancouver Official Community Plan Bylaw 7900, 2011

The Council for The Corporation of the District of North Vancouver enacts as follows:

Citation

1. This bylaw may be cited as "District of North Vancouver Official Community Plan Bylaw 7900, 2011, Amendment Bylaw 8486, 2021 (Amendment 43)".

Amendments

- 2. District of North Vancouver Official Community Plan Bylaw 7900, 2011 is amended as follows:
 - a) Map 2 Land Use: as illustrated on Schedule A, by changing the land use designation of the properties on Map 2 from "Light Industrial Commercial" (LIC) to "Commercial Residential Mixed-Use Level 1" (CRMU1)

READ a first time by a majority of all Council members

PUBLIC HEARING held

ADOPTED	by a majority of all Council members
READ a third time	by a majority of all Council members
READ a second time	by a majority of all Council members

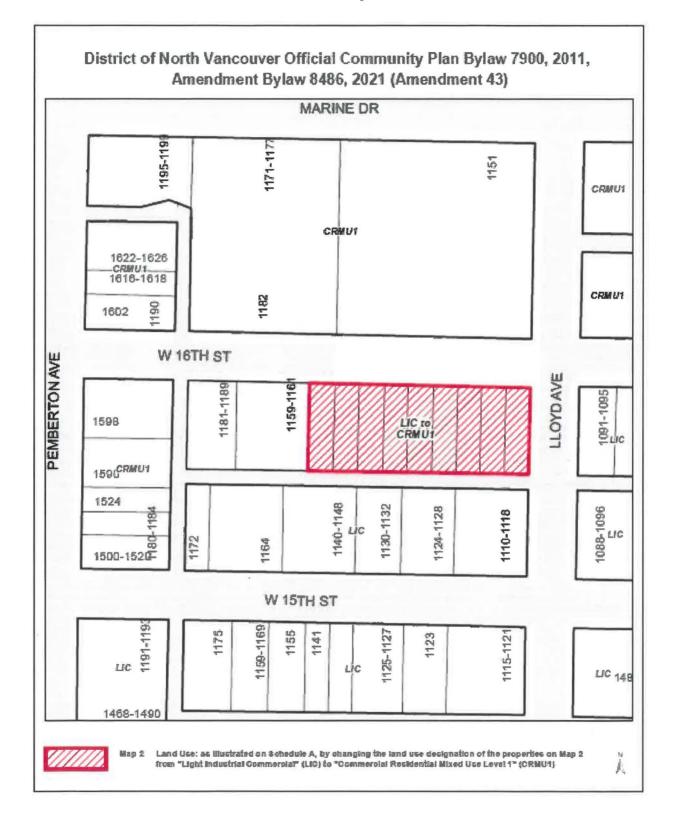
Mayor

Municipal Clerk

Certified a true copy

Municipal Clerk

Schedule A to Bylaw 8486



The Corporation of the District of North Vancouver

Bylaw 8487

A bylaw to amend District of North Vancouver Bylaw 3210, 1965

The Council for The Corporation of the District of North Vancouver enacts as follows:

Citation

1. This bylaw may be cited as "District of North Vancouver Rezoning Bylaw 1407 (Bylaw 8487)".

Amendments

The following amendments are made to the "District of North Vancouver Zoning Bylaw 3210, 1965":

- (a) Part 2A, Definitions is amended by adding CD133 to the list of zones that Part 2A applies to.
- (b) Section 301 (2) by inserting the following zoning designation:

"Comprehensive Development Zone 133 CD133"

(c) Part 4B Comprehensive Development Zone Regulations by inserting the following, inclusive of Schedule B:

"4B 133 Comprehensive Development Zone 133 CD133

The CD133 zone is applied to:

- i) Lot 13 Block 57 District Lot 552 Plan 4680 (PID: 011-418-206);
- ii) Lot 14 Block 57 District Lot 552 Plan 4680 (PID: 011-418-214);
- iii) Lot 15 Block 57 District Lot 552 Plan 4680 (PID: 011-418-222);
- iv) Lot 16 Block 57 District Lot 552 Plan 4680 (PID: 011-418-249);
- v) Lot 17 Block 57 District Lot 552 Plan 4680 (PID: 011-418-257);
- vi) Lot 18 Block 57 District Lot 552 Plan 4680 (PID: 011-418-273);
- vii) Lot 19 Block 57 District Lot 552 Plan 4680 (PID: 011-418-281);
- viii) Lot 20 Block 57 District Lot 552 Plan 4680 (PID: 011-418-290); and
- ix) Lot 21 Block 57 District Lot 552 Plan 4680 (PID: 011-418-311).

4B 133 – 1 Intent

The purpose of the CD133 Zone is to permit a medium-density residential rental development.

4B 133 - 2 Permitted Uses:

The following *principal* uses shall be permitted in the CD 133 Zone:

a) Uses Permitted Without Conditions:

Residential use

b) Conditional Uses: Not Applicable

4B 133 – 3 Accessory Use

- a) Accessory uses customarily ancillary to the principal use are permitted;
- b) Office purposes related to the operation of the building are permitted;
- c) Support services and common area facilities related to the operation of the building are permitted.

4B 133 - 4 Density

- a) The maximum permitted density is 5,115 m² (55,047 sq. ft.) gross floor area.
- b) For the purpose of calculating gross floor area the following is exempted:
 - i. Any floor areas below finished grade.
- c) For the purposes of calculating FSR the lot area is deemed to be 3,197m² (34,412 sq. ft.) being the site size at the time of rezoning.

4B 133 – 5 Setbacks

 a) Buildings shall be set back from property lines to the closest building face (excluding any partially exposed underground parking structure) as established by development permit and in accordance with the following regulations:

Setback Location	Buildings (Minimum Setback)	
North (W. 16 th St)	5.5 m (18.1 ft.)	
East (Lloyd Avenue)	5.5 m (18.1 ft.)	
West	5.5 m (18.1 ft.)	
South (Lane)	5.5 m (18.1 ft.)	

4B133 - 6 Height

The maximum permitted height is:

a) Multi-family apartment building: 19.5m (64.0 ft.).

4B 133 – 7 Coverage

- a) Building Coverage: The maximum building coverage is 50%.
- b) Site Coverage: The maximum site coverage is 60%.

4B 133 – 8 Landscaping and Storm Water Management

- a) All land areas not occupied by buildings, outdoor amenity areas, and patios shall be landscaped in accordance with a landscape plan approved by the District of North Vancouver.
- b) A 2m (6.6. ft.) high screen consisting of a solid wood fence, or landscaping or a combination thereof, all with 90% opacity, is required to screen from view:
 - i) any utility boxes, vents or pumps that are not located underground and/ or within a building; and
 - ii) any solid waste (garbage, recycling, compost) or loading areas with the exception of temporary, at-grade staging areas that are not located underground and/or within a building.

4B 133 – 9 Parking, Loading and Servicing Regulations

a) Parking and loading are required as follows:

Use	Minimum Parking Required	
Residential Dwelling Unit	0	
Staff and Visitor Parking	22	

- b) A minimum of 20 bicycle storage spaces shall be provided;
- c) Except as specifically provided in 4B133 10 (a) and (b), parking shall be provided in accordance with Part 10 of this Bylaw."

(d) The Zoning Map is amended in the case of the lands illustrated on the attached map (Schedule A) by rezoning the land from Employment Zone Light Industrial (EZLI) to Comprehensive Development Zone 133 (CD133).

READ a first time

PUBLIC HEARING held

READ a second time

READ a third time

ADOPTED

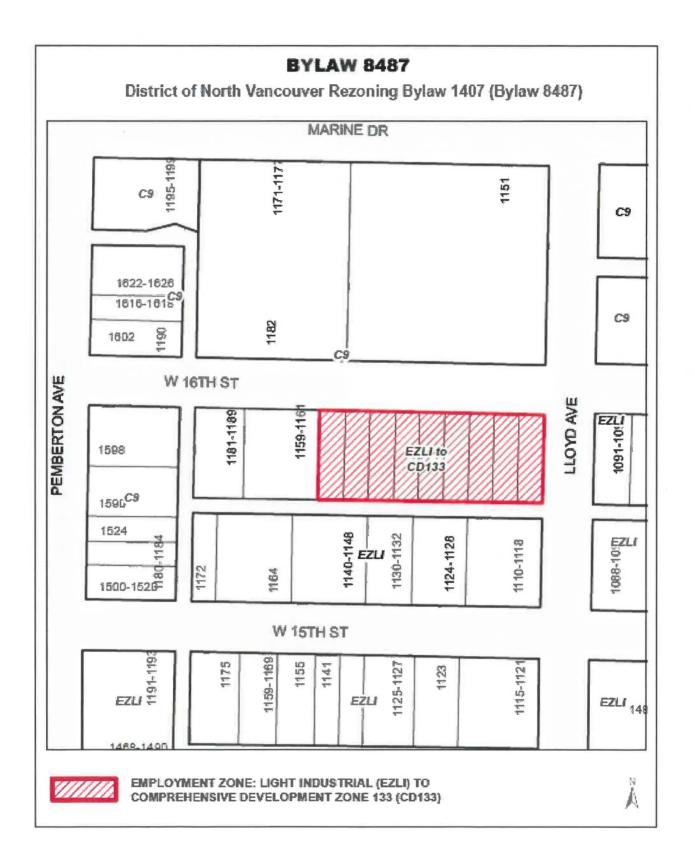
Mayor

Municipal Clerk

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Schedule A to Bylaw 8487



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The Corporation of the District of North Vancouver

Bylaw 8488

A bylaw to waive Development Cost Charges

The Council for The Corporation of the District of North Vancouver enacts as follows:

Citation

1) This bylaw may be cited as "West 16th Street Development Cost Charges Waiver Bylaw 8488, 2021".

Waiver

- Development Cost Charges are hereby waived in relation to the Eligible Development proposed to be constructed on the site as shown outlined in red on the attached map (Schedule A), and the development cost charge rates for the Eligible Development are hereby set at zero.
- 3) For the purpose of this Bylaw "Eligible Development" means supportive housing units where the rental rate structure is secured by way of a lease agreement, affordable housing agreement bylaw, restrictive land use covenant or other measure acceptable to the Municipal Solicitor.

READ a first time

READ a second time

READ a third time

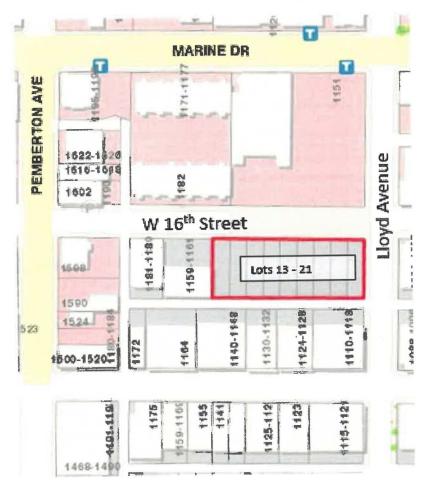
ADOPTED

Mayor

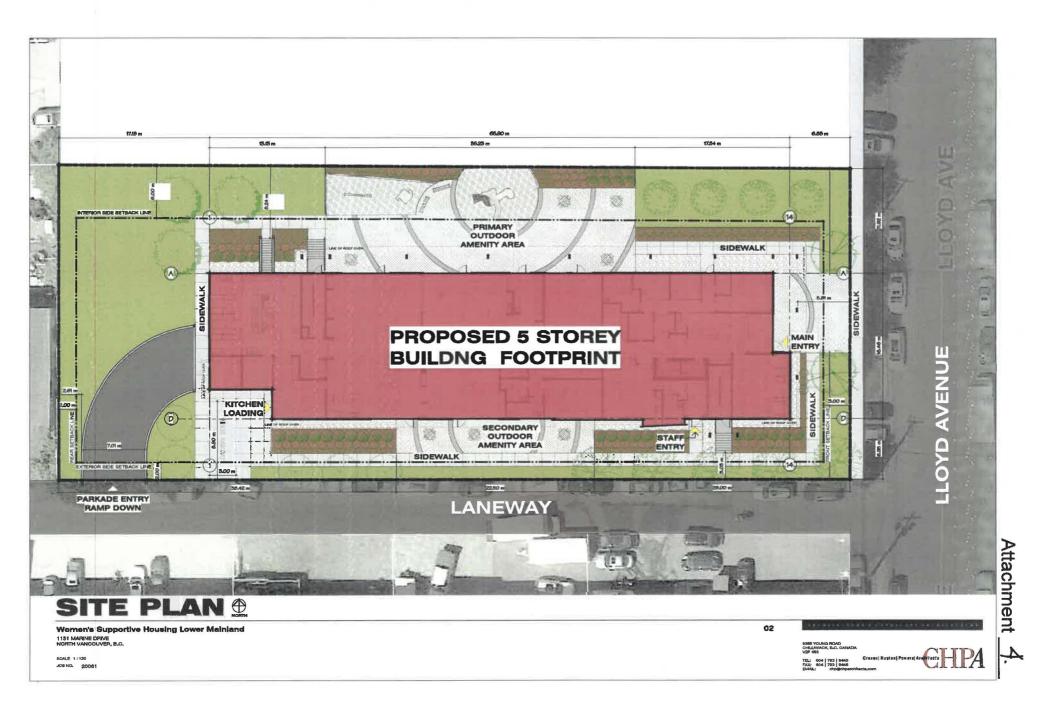
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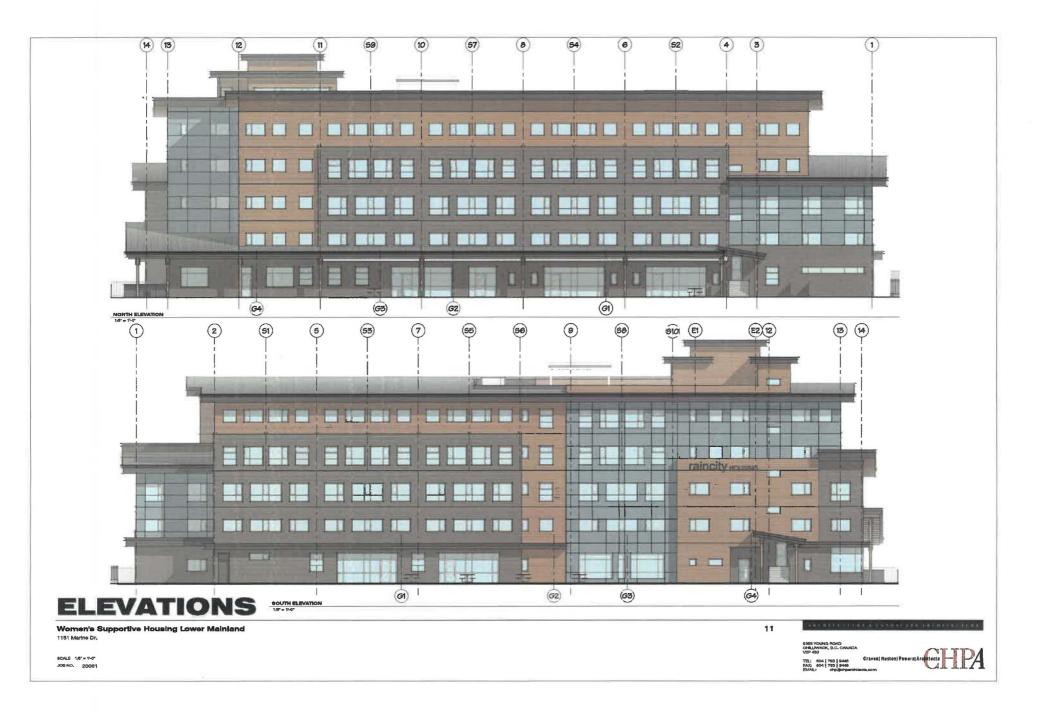
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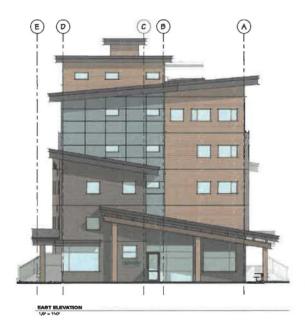


Schedule A to Bylaw 8488











ELEVATIONS

Women's Supportive Housing Lower Mainland

SCALE 1/8" = 140" JOB NO. 20081 12

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