



AGENDA INFORMATION	
<input checked="" type="checkbox"/> Regular Meeting	Date: <u>Nov. 1, 2021</u>
<input type="checkbox"/> Other:	Date: _____

  
Dept.  
Manager

  
GM/  
Director

  
CAO

## The District of North Vancouver REPORT TO COUNCIL

October 13, 2021  
Case: PLN2021-00055  
File: 08.3060.20/055.21

**AUTHOR:** Robyn Hay, Development Planner

**SUBJECT:** Bylaws 8538 and 8539: Rezoning and Development Cost Charge (DCC) Waiver Bylaws for a Social Housing Development at the "Riverside Site"

### RECOMMENDATION

THAT "District of North Vancouver Rezoning Bylaw 1414 (Bylaw 8538)" to rezone the subject site from Park, Recreation and Open Space to Comprehensive Zone 139 (CD139) be given FIRST reading;

AND THAT "Riverside Drive Development Cost Charges Waiver Bylaw 8539, 2021" be given FIRST reading;

AND THAT Bylaw 8538 be referred to a Public Hearing;

AND THAT Staff be directed to proceed with waiving any additional District of North Vancouver fees including development permit and building permit fees and such fees can be in excess of the \$30,000 maximum specified in the Council Policy entitled "Eligibility Criteria for Waiving Municipal Permit Application Fees" subject to securing the social housing units in a lease agreement.

### REASON FOR REPORT

On September 27, 2021 Council directed staff to initiate a District-led rezoning process for the four District-owned lots located to the northeast of Riverside Drive and Old Dollarton Road ("Riverside Site" – see site outlined on Page 3 of this report) to allow a social housing development up to six-storeys in height.



The following bylaws are required for this purpose:

- Bylaw 8538 to rezone the subject properties (**Attachment 1**); and
- Bylaw 8539 to waive Development Cost Charges (**Attachment 2**).

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

## **BACKGROUND**

Metro Vancouver Housing (MVH) is seeking to build affordable rental housing on municipally-owned lands through partnerships with member jurisdictions. An Expression of Interest (EOI) to identify land for affordable rental housing development was issued on September 20, 2021, with submissions due by December 31, 2021.

On July 26, 2021, Council gave direction to staff to provide information regarding several District-owned properties that could be submitted to MVH for consideration in the development of affordable rental housing.

In response to Council direction from July 26, 2021, staff reviewed and assessed ten District-owned sites. On September 27, 2021 District Council directed staff to proceed with a District-led rezoning process on the Riverside Site. More specifically, Council passed the following motion:

*THAT staff are directed to initiate a District-led rezoning process for a District-owned site that would allow up to a six-storey affordable housing development and to seek public input;*

*AND THAT staff are directed to explore a partnership opportunity with Metro Vancouver Housing for affordable rental housing on the selected Maplewood – Riverside site;*

*AND THAT actions are undertaken to support project viability, including waiving typical permit fees and applicable Development Cost Charges, contributions to some related off-site costs, supporting a review of possible property tax exemption, expediting development approvals, reviewing parking requirements, and leasing the land at a nominal fee.*

Municipally-owned sites with appropriate zoning in place are viewed more favourably by MVH as these sites can benefit from reduced timelines and cost uncertainty, access to funding partners such as CMHC, and greater likelihood of support from senior levels of government.

An application to MVH would be non-binding but would indicate the District's strong desire to explore partnerships on District-owned land as part of addressing the current

housing affordability crisis. Regardless of the outcome of the EOI, the proposed rezoning would support the use of this site for social housing in the future.

The Staff Report titled *Metro Vancouver Expression of Interest for Affordable Housing: District-owned Sites for Consideration* and dated September 14, 2021 is included as Attachment 3 for reference.

### Site and Surrounding Area

The Riverside Site is located northeast of the intersection of Riverside Drive and Old Dollarton Road in Maplewood Village Centre. It consists of four lots and is approximately 2,492 m<sup>2</sup> (26,824 sq. ft.) in size. The site is currently undeveloped and consists primarily of second growth forest. Surrounding properties include single-family homes to the south, an undeveloped District road allowance to the north beyond which is Maplewood Park, undeveloped District lands to the east, and low-rise apartments across Riverside Drive to the west.

The site is located next to the undeveloped Maplewood Park. The park currently contains a network of trails and informal paths for recreational use. New active and passive park space and trail connections are envisioned for Maplewood Park in the future, including a potential new Spirit Trail connection adjacent to the site. The Riverside Site is not part of the park.

Transit service is currently provided along Riverside Drive, Old Dollarton Road, and Mount Seymour Parkway, all within a five-minute walk of the site. RapidBus service (15-minute or better service) is anticipated in the future along Dollarton Highway.



### **EXISTING POLICY**

#### Official Community Plan

The Official Community Plan (OCP) designates the site as “Residential Level 6” (RES6) which envisions medium-rise apartments at a density of up to approximately 2.5 FSR. Some commercial use may also be permitted in this designation. The proposed CD139 zone permits 2.5 FSR in keeping with the OCP designation.



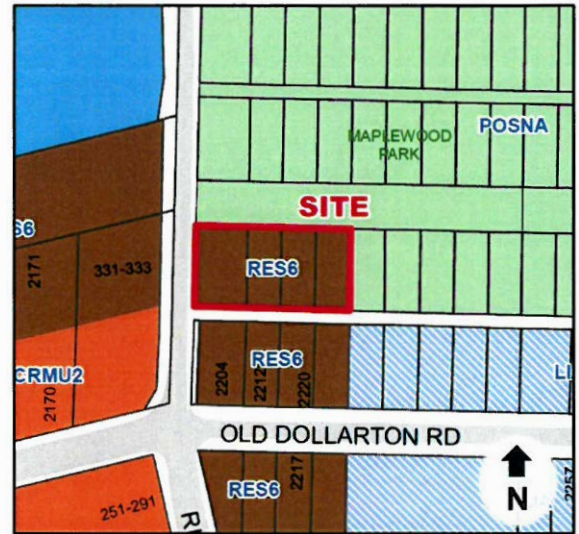
**SUBJECT: Bylaws 8538 and 8539: Rezoning and Development Cost Charge (DCC) Waiver  
Bylaws for a Social Housing Development at the “Riverside Site”**

October 13, 2021

Page 4

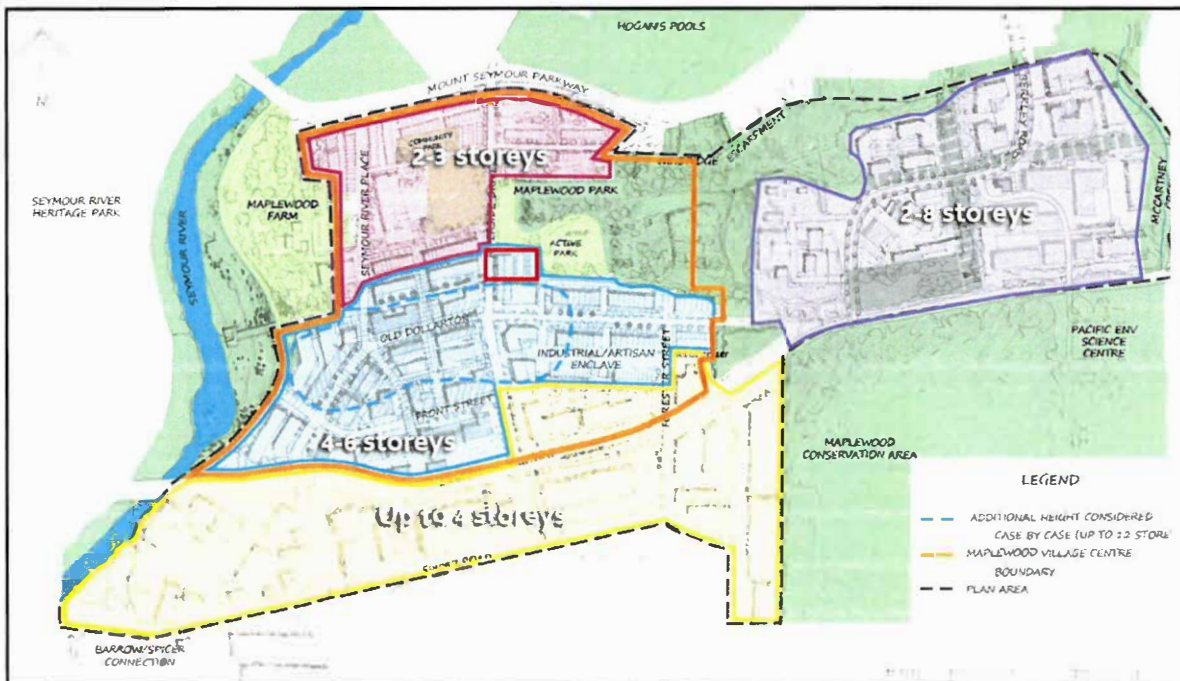
The proposed bylaws addresses a number of OCP goals and policies including:

- 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.



**Maplewood Village Centre and Innovation District Implementation Plan & Design Guidelines (“Maplewood Plan”)**

The site is located within the Maplewood Village centre which is envisioned as a central commercial hub with a diversity of housing, institutional, and mixed-uses. The Maplewood Plan specifies a maximum building height of six-storeys as shown in the Maplewood Plan building height map below (site outlined in red). The scale and density in the proposed CD139 zone is in keeping with the Maplewood Plan.



Provision of social housing in the anticipated form of development on this site would align with the policies and social housing targets (e.g., 300 net new social units) outlined

in the Maplewood Plan. The Maplewood Plan specifically encourages the use of District-owned lands to generate innovative, non-market housing opportunities, where appropriate.

The proposed rezoning has the potential to address a number of other Maplewood Plan policies including to:

- Secure sufficient space to re-locate the I Hope Centre or other community service providers into space with flexible community facilities (e.g. meeting rooms) in Maplewood Village Centre;
- Support the potential provision of a continuum of childcare services in Maplewood Village Centre and Maplewood North Innovation District to include infant/toddlers, age 3-5 and before and after school care; and
- Community amenity spaces should be flexible and should promote physical and social inclusivity, and meet the needs of a variety of user groups (e.g. seniors, youth, families, and the general community).

The site is located outside the Risk Contours established in the Maplewood Plan, which seek to ensure that sensitive land uses are located at a safe distance from heavy industrial activities. There are no restrictions on the type of uses permitted on this site from a chemical risk perspective.

The proposal is consistent with the Official Community Plan (OCP) and the Maplewood Plan. The use of the land for social housing will require rezoning to a new Comprehensive Development (CD) zone and a development permit would be forwarded to Council for consideration, if the rezoning is approved.

#### Targeted Official Community Plan Review Action Plan

The project has been reviewed against the Targeted Official Community Plan Review Action Plan (Action Plan) and addresses the following “Priority Actions”:

*Priority Action 1: Achieve Town and Village Centres that deliver low-carbon, compact, and diverse housing, transportation choices, and supportive public amenities and employment space.*

- The proposed bylaw and resulting development contribute to this action by providing a range of housing options within the Maplewood Village Centre that are well-served by public transit. The proposed bylaw has flexibility to allow for key public amenities such as a childcare facility and social gathering places which all generate opportunities for new employment.

*Priority Action 3: Prioritize rental, social, and supportive housing projects to increase the range of housing options*

- Any resulting development would provide 100% of units as rental, targeting low to moderate income households. The level of affordability would be dependent on funding partners and contributions.

Priority Action 5: *Increase housing diversity to support a range of incomes, household types, and accessibility needs within and close to Town and Village Centres.*

- The site is located in Maplewood Village Centre and the proposed bylaws and resulting development would provide social housing units all of which would meet either “Basic” or “Enhanced” levels of accessibility.

Priority Action #6: *Create a continuous and connected network of walking and cycling routes to encourage more people of all ages and abilities to walk and cycle.*

- A new bicycle lane and improved sidewalks with street tree plantings and streetlight upgrades would be provided along Riverside Drive. New trail connections in Maplewood Park would also be provided.

### Rental and Affordable Housing Strategy

The proposed bylaws, if adopted, will permit development of the site for a six-storey building with non-market rental 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.

### 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; and
- Assessing available District land and its suitability for various housing forms.

### Zoning

The subject properties are currently zoned “Parks, Recreation, and Open Space” (PRO) and would require rezoning to a comprehensive development (CD) zone in order to accommodate the proposed use and density set out in the OCP.

Bylaw 8538 proposes to create a new “Comprehensive Development Zone 139” (CD139) tailored specifically to this project. The proposed CD139 zone prescribes permitted uses and zoning provisions such as a maximum density of 2.5, height, setbacks, and parking requirements.



## **ANALYSIS:**

### Project Description

As directed by Council, staff have drafted Comprehensive Development Zone 139 (CD139) to permit a six-storey social housing building. Should Council adopt the bylaws, the District will explore a partnership opportunity with Metro Vancouver Housing for the development of a social housing project. If that is unsuccessful the District will explore a partnership opportunity for this site with other non-profit housing providers.

In either case, the District will enter into negotiations with a future non-profit housing provider for a long-term ground lease at a nominal rate. Under this arrangement, the District will retain ownership of the land and the social housing will be operated by the non-profit housing provider pursuant to the long-term ground lease.

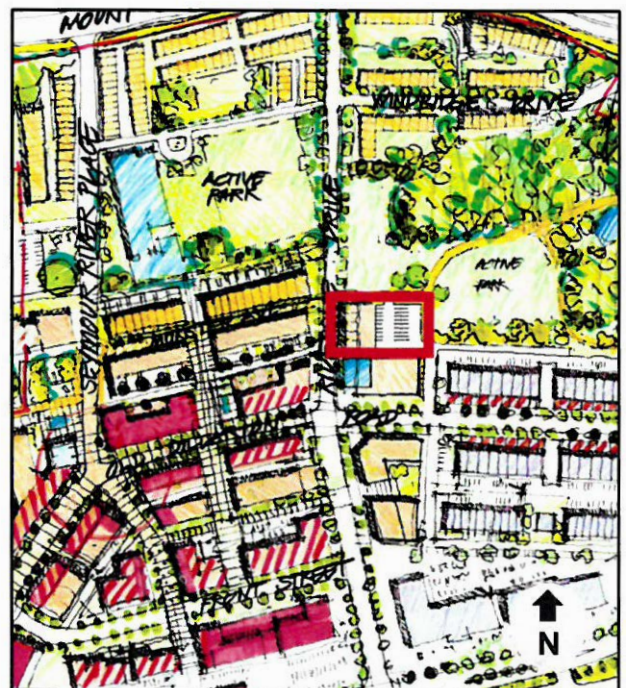
The proposed CD139 zone also permits "social-gathering use" which would allow socializing and gathering on a not-for-profit basis, and may include but is not limited to the following uses: non-profit clubs, reading rooms, and meeting spaces. This would allow the possibility for organizations such as Thrive Family Centre (formally known as I Hope Centre), North Shore Disability Resource Centre Association and the North Shore Arts Council to occupy some of the space.

The Maplewood Plan and the Child Care Action Plan both identify the need for range of child care services in the Village Centre, and target the approximate area of the Riverside Site as a preferred location given its distance beyond the Risk Contours established in the Maplewood Plan. Childcare is a permitted use in all zones as per the General Regulations section of the Zoning Bylaw and could be incorporated into any future building on this site.

### Built Form

It is anticipated that redevelopment would entail a six-storey apartment building with one level of underground parking and a density up to 2.5 FSR, consistent with the OCP and the Maplewood Plan. The adjacent image shows the anticipated building concept in the Village Centre as per the Maplewood Plan, with this site outlined in red.

This form of development could accommodate approximately 60-90 rental units however, the final number would be determined through the land lease and Development Permit process, and will be influenced by factors such as



potential community uses, unit size, layouts, and developable area after accounting for any road dedications, right-of-ways, and setbacks.

#### Housing Affordability

Rents would be established through the lease agreement with a future non-profit housing provider at levels that are appropriate for low to moderate income households with before-tax incomes ranging from \$30,001 to \$85,170. The unit count and unit mix would also be confirmed through the lease agreement.

Subject to the MVH grant application being successful, it is anticipated that MVH will seek external funding through Provincial and Federal programs and other sources to support project 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.

#### Development Permits

The subject site is located within the following Development Permit Areas (DPAs):

- Form and Character of Multi-family Development;
- Energy and Water Conservation and Greenhouse Gas Emission Reduction;
- Protection from Creek Hazard;
- Protection of the Natural Environment; and
- Streamside Protection.

A detailed review of development permit issues, outlining the project's compliance with the applicable development permit guidelines will be required at the development permit stage.

#### 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 rezoning process.



### Accessibility

The project will be required to fulfil the requirements of the Accessible Design Policy for Multifamily Housing. More specifically, all of the apartment units must meet the 'Basic Accessible Design' criteria and at least 5% of the apartment units must meet the 'Enhanced Accessible Design' criteria.

### Biodiversity and Ecology

The subject site is located in a previously disturbed area and is comprised primarily of mature black cottonwoods and big leaf maples with some western red cedars and western hemlocks. Any development of the site would require tree removal. Tree replacement would be required as part of the site redevelopment.

The site is located outside the environmentally sensitive area identified in the Maplewood Lands Environmental and Hydrogeological Assessment Report.

### Green Building Measures

In accordance with the District's Construction Bylaw, the project will be required to meet either Step Code 4 or Step Code 3 with a Low Carbon Emission System (LCES). Requirements for energy step code would be controlled through the lease agreement.

Additional green building components would be addressed through the Energy and Water Conservation and Greenhouse Gas Emission Reduction Development Permit.

### Vehicle Parking

Parking will be provided in a one-level underground garage. Access to the underground garage is proposed via a new north-south lane from Old Dollarton Road, located near the east side of the property, all as envisioned in the Maplewood Plan.

Parking design would be subject to the flood protection and resilience provisions in the Maplewood Implementation Plan.

In accordance with the District's Alternative Vehicle Parking Rates Policy, the proposed CD139 zone requires a minimum of:

- 0.50 residential spaces per studio or one-bedroom unit;
- 0.65 residential spaces per two-bedroom unit;
- 1.10 residential spaces per three or more bedroom unit;
- 0.10 visitor spaces per unit; and
- 1 space per 40 m<sup>2</sup> of gross floor area for social gathering use.

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 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; and
- 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.

All applicable District parking policies and guidelines will be applied to future development on the property.

#### Bicycle Parking and Storage

The proposed CD139 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.

#### Off-site Improvements

Off-site improvements will be reviewed in detail at the Development Permit stage. It is anticipated that off-site works associated with the construction of the project will include road improvements and utility upgrades.

A 6 m wide dedication along the Riverside Drive frontage of the site would be required for road widening, bike lane, sidewalk, and boulevard improvements. Widening and upgrading the Riverside Drive road frontage could be completed as a separate District capital project. Such frontage improvements would typically be completed at the developer's cost for market housing. In this social housing case, the cost of improvements would be considered in the context of the annual District capital planning process and any applicable grants.

A new north-south lane to the east of the subject property with access via Old Dollarton Road will be required to provide vehicle access to the site. The lane would also be designed to accommodate fire access, garbage removal, and turnaround. New trail connections, undergrounding or relocation of hydro poles, and new streetlights would also be required. Off-site improvements will also include sanitary, water, drainage, and fire protection (new fire hydrant).

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 Development Permit and Building Permit stages.

### Development Cost Charges

Applicable Development Cost Charges (DCCs) are estimated to be approximately \$748,306 (2021 rates). Bylaw 8539 (Attachment 2) establishes the DCC at \$0 for the development of not-for-profit rental housing on the property. Finance department staff are preparing a strategy to account for this waiver in order to keep the DCC funds whole.

### 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.” As the social housing units represent the in-kind amenity for this project and the rental units will be secured in any future lease agreement, no cash CAC would be anticipated.

### Financial Impacts

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

- District-led rezoning of land;
- providing 0.23 hectares (0.57 acres) of land at a nominal fee of \$10/year (excluding the anticipated road dedication area);
- waiving the typical application fees for the Rezoning and Development Permit (approximately \$19,000);
- waiving the Building Permit fees should the rezoning be supported by District Council (approximately \$239,000);
- waiving the applicable District Development Cost Charges (estimated to be \$748,306);
- consider a property tax exemption (PTE) for the non-profit society operating the units should the housing be considered taxable by BC Assessment; and
- contributing to some off-site road improvements and utility upgrade costs as per Council's September 27, 2021 motion (details to be confirmed at the detailed design stage).

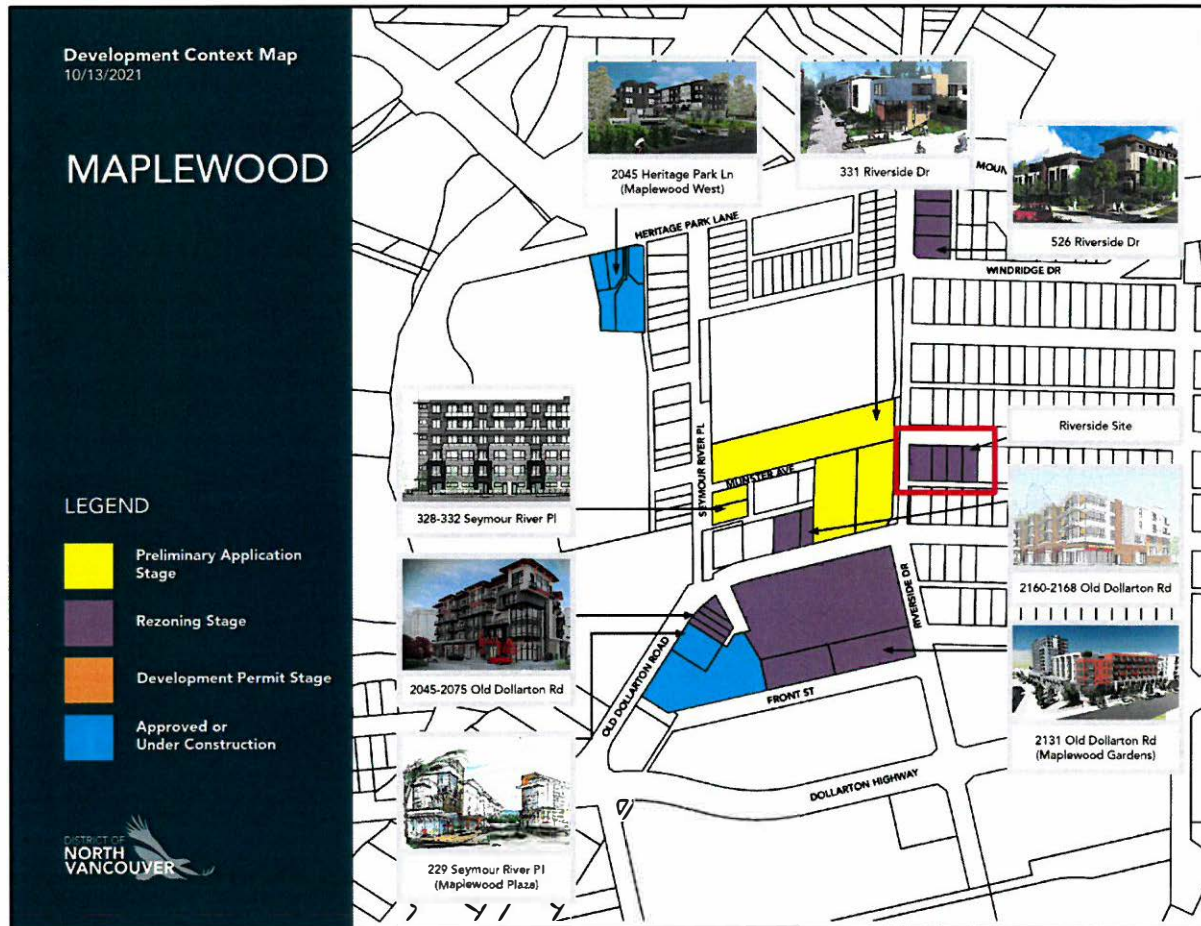
The District's Housing Reserve Fund will support the waived fees and charges and one-time costs associated with the project. Staff are reviewing the District's property tax strategy and will report back on the need for PTE funding. Staff will apply for grant funding to BC Housing to cover capital and operating costs.

### Concurrence

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

### Construction Traffic Management Plan

The site is shown in relation to other residential construction projects and potential development projects in the image on the following page:



Construction traffic management will be key for the development of the site to minimize impacts on the surrounding streets and neighbourhood. A Construction Traffic Management Plan (CTMP) will be required as a condition of a Development Permit.

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

In order to meet the MVH Expression of Interest deadline of December 31, 2021, and given that there is no developer applicant for this rezoning proposal, a customized public input process has been established for this project.

Should Council vote in favour of introducing the bylaws, it is proposed to have a virtual PIM immediately following bylaw introduction. Neighbour notification letters will be prepared and mailed to home owners and occupants in an area exceeding a 100 m (328 ft.) radius of the site. Concurrently a virtual PIM webpage will go “live” in order for the public to ask questions and provide their input on the proposal. The virtual PIM will be active for approximately 10 days and will conclude approximately 10 days before the anticipated Public Hearing and staff will be available during this period to respond to questions on the proposal from members of the public. Newspaper advertisements, site signs, and mailed letters to surrounding neighbours are some of the tools that would be used to notify the community and ensure broad awareness of the proposal and information on how to participate.

All typical and statutory timeframes associated with the Public Hearing would apply. Any subsequent lease of District-owned land would involve additional public notification as outlined in the Community Charter.

### Implementation

Implementation of this project will require a rezoning bylaw and a bylaw to waive DDC's, as well as issuance of a Development Permit, registration of legal agreements, and execution of a lease agreement.

Bylaw 8538 (Attachment 1) rezones the subject site from “Parks, Recreation, and Open Space” (PRO) to a new “Comprehensive Development Zone 139” (CD139) which:

- establishes the permitted residential and social-gathering 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 8539 (Attachment 2) 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,

rent levels, and unit mix. Additional legal documents required for the project will include a subdivision plan to consolidate the site and provide road dedications.

**CONCLUSION:**

This project assists in implementation of the District's Official Community Plan objectives and the Maplewood Plan and helps to fulfill District housing objectives. The bylaws are now ready for Council's consideration.

**Options:**

The following options are available for Council's consideration:

1. Introduce Bylaws 8538 and 8539 and refer Bylaw 8538 to a Public Hearing, and authorize staff to waive any additional District fees (staff recommendation); or,
2. Defeat the bylaws at First Reading.

Respectfully submitted,



Robyn Hay  
Development Planner

**Attachments:**

1. Bylaw 8538 - Rezoning
2. Bylaw 8539 - DCC Waiver Bylaw
3. Staff Report - *Metro Vancouver Expression of Interest for Affordable Housing: District-owned Sites* for Consideration dated September 14, 2021

**SUBJECT: Bylaws 8538 and 8539: Rezoning and Development Cost Charge (DCC) Waiver  
Bylaws for a Social Housing Development at the "Riverside Site"**

October 13, 2021

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REVIEWED WITH:					
<input type="checkbox"/> Community Planning	_____	<input type="checkbox"/> Clerk's Office	_____	External Agencies:	
<input type="checkbox"/> Development Planning	_____	<input type="checkbox"/> Communications	_____	<input type="checkbox"/> Library Board	_____
<input type="checkbox"/> Development Engineering	_____	<input checked="" type="checkbox"/> Finance	_____	<input type="checkbox"/> NS Health	_____
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<input type="checkbox"/> Parks	_____	<input type="checkbox"/> Solicitor	_____	<input type="checkbox"/> Museum & Arch.	_____
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## The Corporation of the District of North Vancouver

## Bylaw 8538

# A bylaw to amend District of North Vancouver Zoning 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 1414 (Bylaw 8538)”.

## Amendments

2. District of North Vancouver Zoning Bylaw 3210, 1965 is amended as follows:

- (a) Part 2A, Definitions is amended by adding CD139 to the list of zones that Part 2A applies to.

- (b) Section 301 (2) by inserting the following zoning designation:

“Comprehensive Development Zone 139” CD139”

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

**"4B 139 Comprehensive Development Zone 139 CD139**

**The CD139 zone is applied to:**

- i) Lot 31 Block 40 District Lot 611 Plan 2353 (PID: 013-881-906).
- ii) Lot 32 Block 40 District Lot 611 Plan 2353 (PID: 013-881-914);
- iii) Lot 33 Block 40 District Lot 611 Plan 2353 (PID: 013-881-922); and,
- iv) Lot 34 Block 40 District Lot 611 Plan 2353 (PID: 013-881-931).

**4B 139 – 1 Intent**

The purpose of the CD139 Zone is to permit a medium-density residential rental development which may include social gathering uses.

#### **4B 139 – 2 Permitted Uses**

The following *principal* uses shall be permitted in the CD 139 Zone:

a) Uses Permitted Without Conditions:

Not applicable

b) Conditional Uses:

The following *principal* uses are permitted when the conditions outlined in Section 4B 139-3 Conditions of Use, are met:

- i. *residential use; and*
- ii. *social gathering use*

**4B 139 – 3 Conditions of Use**

a) ***Residential:*** *residential uses* are only permitted when the following condition is met:

- i. balcony enclosures are not permitted

b) ***Social gathering use:*** *social gathering uses* are only permitted when the following condition is met:

- i. must be provided in conjunction with a *Residential Use*

**4B 139 – 4 Accessory Use**

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

**4B 139 – 5 Density**

- a) The maximum permitted density is 2.5 FSR.
- b) For the purpose of calculating *gross floor area* the following is exempted:
  - i. Any floor areas below finished grade;
  - ii. Above ground residential amenity area up to 3% of the total gross residential floor area or 200 m<sup>2</sup> (2,153 sq. ft.), whichever is lesser;

- iii. Above ground cycling storage and facilities up to a maximum of 90 m<sup>2</sup> (969 sq.ft.); and
  - iv. Mechanical rooms located above the flood construction level.
- c) For the purposes of calculating FSR the lot area is deemed to be 2,492 m<sup>2</sup> (26,824 sq. ft.) being the site size at the time of rezoning.

#### **4B 139 – 6 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:

<b>Setback Location</b>	<b>Buildings (Minimum Setback)</b>
North	3 m (9.8 ft.)
East	3 m (9.8 ft.)
South	3 m (9.8 ft.)
West (Riverside Dr.)	3 m (9.8 ft.)

#### **4B 139 – 7 Height**

- a) The maximum number of storeys permitted is 6, excluding the parking level; and
- b) The maximum permitted height is 21.4 m (70.2 ft.).

#### **4B 139 – 8 Coverage**

- a) Building Coverage: The maximum building coverage is 80%.
- b) Site Coverage: The maximum site coverage is 90%.

#### **4B 139 – 9 Parking and Bicycle Regulations**

- a) Parking is required as follows:

<b>Use</b>	<b>Minimum Parking Spaces Required</b>
Studio or one-bedroom dwelling unit	0.50
Two-bedroom dwelling unit	0.65
Three or more bedroom dwelling unit	1.10
Visitor spaces per dwelling unit	0.10
Social gathering use	1 space per 40 m <sup>2</sup> of gross floor area

- b) One bicycle storage space per studio and one-bedroom unit and two spaces per two-bedroom and three-bedroom unit; and,
- c) Except as specifically provided in 4B139 – 9 (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 Park, Recreation and Open Space (PRO) to Comprehensive Development Zone 139 (CD139).

**READ** a first time

**PUBLIC HEARING** held

**READ** a second time

**READ** a third time

**ADOPTED**

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Mayor

---

Municipal Clerk

Certified a true copy

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Municipal Clerk



Schedule A to Bylaw 8538, 2021

**BYLAW 8538**

District of North Vancouver Rezoning Bylaw 1414 (Bylaw 8538)



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**The Corporation of the District of North Vancouver****Bylaw 8539****A bylaw to waive Development Cost Charges**

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

**Citation**

1. This bylaw may be cited as "Riverside Drive Development Cost Charges Waiver Bylaw 8539, 2021".

**Waiver**

2. 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 social 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**

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Mayor

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Municipal Clerk

Certified a true copy

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

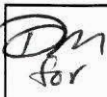
Municipal Clerk

Schedule A to Bylaw 8539





AGENDA INFORMATION	
<input checked="" type="checkbox"/> Regular Meeting	Date: September 27, 2021
<input type="checkbox"/> Other:	Date: _____

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

September 14, 2021  
File: 13.6530.20/013.000

**AUTHOR:** Joshua Cairns, Community Planner

**SUBJECT:** Metro Vancouver Expression of Interest for Affordable Housing: District-owned Sites for Consideration

### RECOMMENDATION:

THAT staff are directed to initiate a District-led rezoning process for a District-owned site that would allow up to a six-storey affordable housing development and to seek public input;

AND THAT staff are directed to explore a partnership opportunity with Metro Vancouver Housing for affordable rental housing on the selected site;

AND THAT actions are undertaken to support project viability, including waiving typical permit fees and applicable Development Cost Charges, contributions to some related off-site costs, supporting a review of possible property tax exemption, expediting development approvals, reviewing parking requirements, and leasing the land at a nominal fee.

### REASON FOR REPORT:

On July 26, 2021, Council gave direction to staff to provide information regarding several District-owned properties, including recommending a site that may be submitted to Metro Vancouver Housing (MVH) for consideration in the development of affordable rental housing.

### SUMMARY:

Metro Vancouver Housing (MVH) is seeking to build more affordable rental housing on municipally-owned lands through partnerships with member jurisdictions. An Expression of Interest (EOI) to identify land for affordable rental housing development will be issued in early fall 2021, with submissions due by December 31, 2021. In response to Council direction on July 26, 2021, staff reviewed and assessed ten District-owned sites as described in this report. Staff's assessment determined that the four District-owned lots on Riverside Drive appear to be the most suitable for partnership with MVH.

### BACKGROUND:

In 2020, Metro Vancouver implemented a new \$4 million annual tax requisition to support the development of new affordable rental housing. To facilitate the use of these funds, Metro Vancouver developed an Expression of Interest (EOI) to identify potential properties that

could be leased or sold to Metro Vancouver Housing (MVH) at a nominal cost. Any resulting development would provide 100% of units as non-market, targeting low- and moderate-income households. The level of affordability would be dependent on funding partners and contributions from senior levels of government.

The first EOI was issued in February 2020, to which the District submitted a site for consideration. The District's submission was unsuccessful, as two sites in the cities of Pitt Meadows and Burnaby were selected for partnership.

Metro Vancouver is now preparing a second round of the EOI for member jurisdictions to submit opportunities, and to continue to improve the amount and equitable distribution of housing services across the region. In response, Council directed staff at the Regular Meeting of Council on July 26, 2021 to explore a partnership opportunity with MVH including any commitments, such as pre-zoning or fee reductions, and to report back.

Staff subsequently met with Metro Vancouver to discuss the District's previous submission and to learn more about the evaluation criteria to inform a potential upcoming submission. Feedback received suggest that the previous submission was viewed favourably and scored highly in most categories; however, the lack of pre-zoning was deemed a significant impediment. Evaluation criteria for the upcoming EOI have been revised to further emphasize the value of pre-zoning. Sites that are pre-zoned can benefit from reduced timelines and cost uncertainty, access to funding partners such as CMHC, and greater likelihood of support from senior levels of government. In addition, staff learned that a desirable site should be generally capable of providing 60 to 120 units in a 4- or 6-storey wood-frame apartment building form.

Using this information, staff reviewed ten District-owned sites that are concurrently undergoing assessment for future potential affordable housing in response to Council direction at the November 2, 2020 Regular Meeting of Council. **Attachment 1** shows the location of the sites considered for a Metro Vancouver affordable housing development. These sites were assessed against Metro Vancouver's evaluation criteria to determine a recommended site for submission. The analysis is presented in this report.

#### **EXISTING POLICY:**

##### Official Community Plan (2011)

The Official Community Plan (OCP) includes the following goals and policies related to housing:

- Goal 2:** Encourage and enable a diverse mix of housing types and tenure and affordability to accommodate the lifestyles and needs of people at all stages of life;
- Goal 3:** Foster a safe, social inclusive and supportive community that enhances the health and well-being of all residents; and
- Policy 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

OCP Action Plan (2021)

The OCP Action Plan, approved by Council on July 26, 2021 and the result of the Targeted OCP Review, includes the following housing-related priority actions:

- Priority Action 1:** Achieve Town and Village Centres that deliver low-carbon, compact, and diverse housing, transportation choices, and supportive public amenities and employment space
- Priority Action 3:** Prioritize rental, social, and supportive housing projects to increase the range of housing options
- Priority Action 5:** Increase housing diversity to support a range of incomes, household types, and accessibility needs within and close to Town and Village Centres

Rental and Affordable Housing Strategy (2016)

The Rental and Affordable Housing Strategy (RAHS) has a focus on low and moderate-income households and contains the following goals.

- Housing Goal 1:** Expand the supply and diversity of housing in key growth centres
- Housing Goal 2:** Expand the supply of new rental and affordable housing
- Housing Goal 6:** Partner with other agencies to help deliver affordable housing through strategic use of District-owned lands, which may involve a long term lease to leverage senior government funding

Council Directions (2019-2022)

Council Directions for 2019 to 2022 include four priority directions, one of them being to set direction on priority projects for rental housing and social housing, and identify District lands available for housing.

Interim Report of the Rental, Social and Affordable Housing Task Force (2020)

The interim report prepared by the Rental, Social and Affordable Housing Task Force and expected final report include several housing-related recommendations to Council, including:

- Continue to increase diverse housing opportunities in town and village centres in accordance with OCP and centre implementation plan policies
- Expand the supply of rental and affordable housing in a manner that is consistent with the OCP
- Explore opportunities to use District-owned land to build affordable housing

**ANALYSIS:**

Metro Vancouver Evaluation Criteria

Metro Vancouver will use five broad categories of criteria to evaluate submissions from member jurisdictions. These criteria are described in Table 1 on the following page.



Table 1: Metro Vancouver evaluation criteria

<b>Criteria</b>	<b>Scoring</b>
<b>Development Readiness</b>	
Pre-zoned site (or demonstrating progress towards municipal-led rezoning)	20
Development efficiency (e.g., expedited DP and or BP approval process, parking relaxations, no need for subdivision or variance, etc.)	10
Site readiness (e.g., bare land, no site hazards or known site constraints that could impact construction time/cost such as high water table, sensitive areas, soil conditions, slope, challenging site access, etc.)	10
<b>Development Potential</b>	
Anticipated number of units	10
<b>Tenant Livability</b>	
Walking distance to amenities (e.g., parks, schools, groceries, medical centres, community centres, libraries, etc.)	10
Access to transit (e.g., walking distance to Frequent Transit Network with bus service at least every 15 min)	10
Opportunities to support tenant relocation from other developments to reduce impacts to tenants (i.e., stay within same neighbourhood)	5
<b>Local Government Actions to Contribute to Financial Viability</b>	
Fee reductions and financial contributions, (e.g., waiving or reducing municipal DCCs, CACs, and permit application fees, reducing or eliminating off-site servicing requirements or fees, and/or financial grants)	10
<b>Regional Equity</b>	
Presence of existing MVH housing in community (e.g., higher score for communities with little or no existing housing)	15
<b>Maximum Score</b>	<b>100</b>

In addition to the above evaluation criteria, a pre-screening criterion requires member jurisdictions to include with their submission a Council resolution clearly stating support to explore a partnership opportunity with MVH, and the local government's intention to move forward should the site be selected. The resolution should outline any commitments being provided, such as pre-zoning, fee reductions, and lease or fee simple transfer to MVH at nominal cost. The recommendations in this report have been worded to include these intentions.

### Review of Sites

Ten District-owned sites were reviewed. Information was gathered on each of the sites, including site characteristics, policy and regulatory considerations, servicing, access, mobility, and proximity to services and amenities. Staff used this background information to inform a subsequent scoring of each of the sites based on the criteria that will be used by Metro Vancouver to assess submissions. A summary of the review for each of the ten sites is provided below; the boundaries shown are for exploratory purposes only and would be refined following additional analysis. A more detailed overview of the results of the review are provided in **Attachment 2**.

**Site 1: Maplewood – Riverside site**



**Opportunities:**

- Aligns with current OCP designation (Residential Level 6)
- Located in Town or Village Centre
- Excellent access to amenities and transit
- Generally flat site
- Desired size for scale of project
- Does not require review by Ministry of Transportation & Infrastructure

**Considerations:**

- Treed site (previously disturbed area; primarily cottonwoods and maples)

**Site 2: Maplewood – Old Dollarton (N)**



**Opportunities:**

- Located in Town or Village Centre
- Good-to-excellent access to amenities and transit
- Generally flat site
- Desired size for scale of project (four lots within the area would be identified to provide optimal size)
- Does not require review by Ministry of Transportation & Infrastructure

**Considerations:**

- Does not align with OCP designation (Light Industrial Artisan)
- Treed site (previously disturbed area)



**Site 3: Maplewood – Old Dollarton (W)**



**Opportunities:**

- Located in Town or Village Centre
- Good-to-excellent access to amenities and transit
- Generally flat site
- Desired size for scale of project
- Does not require review by Ministry of Transportation & Infrastructure

**Considerations:**

- Does not align with OCP designation (Light Industrial Artisan)
- Treed site (previously disturbed area)

**Site 4: Maplewood – Old Dollarton (E)**



**Opportunities:**

- Located in Town or Village Centre
- Good-to-excellent access to amenities and transit
- Generally flat site
- Does not require review by Ministry of Transportation & Infrastructure

**Considerations:**

- Does not align with OCP designation (Light Industrial Artisan)
- Too small for anticipated scale of project
- Treed site (previously disturbed area)



**Site 5: Maplewood – Old Dollarton (S)**



**Opportunities:**

- Located in Town or Village Centre
- Good-to-excellent access to amenities and transit
- Generally flat site
- Desired size for scale of project (four lots within the identified area would be submitted)
- Does not require review by Ministry of Transportation & Infrastructure

**Considerations:**

- Does not align with OCP designation (Light Industrial Artisan)
- Treed site (previously disturbed area)

**Site 6: 900 St Denis Ave**



**Opportunities:**

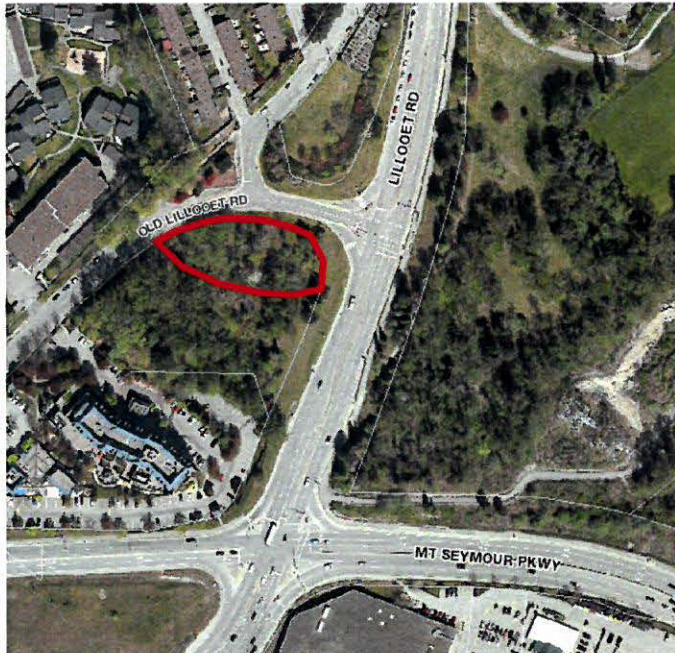
- Moderate-to-good access to amenities and transit
- Generally flat site

**Considerations:**

- Does not align with OCP designation (Institutional)
- Not located in Town or Village Centre
- Large site that may require subdivision and further study, including local area traffic studies
- May require relocation and demolition of buildings
- Requires review and approval by Ministry of Transportation and Infrastructure



### Site 7: Lillooet Road (W)



**Opportunities:**

- Moderate access to amenities and transit

**Considerations:**

- Does not align with OCP designation (Commercial Residential Mixed Use Level 1)
- Not located in Town or Village Centre
- Sloped site
- Large site that may require subdivision and further study, including local area traffic studies
- Treed site
- Requires review and approval by Ministry of Transportation and Infrastructure

### Site 8: Lillooet Road (E)



**Opportunities:**

- Moderate access to amenities and transit

**Considerations:**

- Does not align with OCP designation (Commercial Residential Mixed Use Level 1)
- Not located in Town or Village Centre
- Sloped site
- Large site that may require subdivision and further study, including local area traffic studies
- Treed site
- Requires review and approval by Ministry of Transportation and Infrastructure



**Site 9: Burr Place (S)**



**Opportunities:**

- May align with current OCP designation depending on density (Residential Level 5)
- Does not require review by Ministry of Transportation and Infrastructure

**Considerations:**

- Not located in Town or Village Centre
- Low access to amenities and moderate access to transit
- Sloped site with escarpment
- Large site that may require subdivision and further study
- Treed site

**Site 10: Mountain Hwy & Hunter St**



**Opportunities:**

- Located in Town or Village Centre
- Excellent access to amenities and transit
- Generally flat site

**Considerations:**

- Does not align with OCP designation (Commercial Residential Mixed Use Level 3)
- Large and prominent site in Lower Lynn Town Centre "Heart" that may support higher density and mixed-uses—requires further study
- May require relocation and demolition of buildings
- Requires review and approval by Ministry of Transportation and Infrastructure



Riverside Site

Based on the site review summarized above and with consideration for Metro Vancouver's evaluation criteria and feedback, the four lots on Riverside Drive ("Riverside site") in the Maplewood Village Centre are potentially the most appropriate for submission. The following information for the Riverside site is presented according to the five categories of the Metro Vancouver evaluation criteria.

*Figure 1: Street-level image of Riverside site*



- **Development readiness:** The site is relatively well-suited for a Metro Vancouver Housing (MVH) development; it is relatively flat with no known contamination issues, and its conventional size and shape would facilitate the construction of a MVH mid-rise building at the desired density and unit count without the need for subdivision.
- **Development potential:** It is anticipated that redevelopment would entail a single 4- to 6-storey mid-rise apartment building with a density up to 2.5 FSR, consistent with the OCP and Maplewood Village Centre and Innovation District Implementation Plan and Guidelines ("Maplewood Plan"). This form of development could provide approximately 80-90 units on this site, aligning with expectations from Metro Vancouver as well as policies and non-market housing targets (e.g., 300 net new non-market units) outlined in the Maplewood Plan.
- **Tenant livability:** The site is in a highly livable and walkable location, with abundant amenities, services, and employment within short walking distance (e.g., Northwoods Village, Ron Andrew's Community Recreation Centre, and Maplewood Farm). An

inventory of child care spaces from the Child Care Action Plan identifies the Maplewood area as well-equipped, and the site offers a potential expansion opportunity.

Transit service is provided along Riverside Drive, Old Dollarton Road, and Mount Seymour Parkway, all within a five-minute walk of the site. Phibbs Exchange and the R2 Marine RapidBus can be accessed by a 15-minute walk.

- **Local government actions to contribute to financial viability:** Metro Vancouver's fourth evaluation criteria category considers how the member jurisdiction may further support the financial viability of the project through fee reductions and financial contributions.

To support the strength of the submission, the District may consider the following actions:

- lease the land at a nominal fee;
- waive the typical permit fees;
- waive the applicable Development Cost Charges;
- contribute to some related off-site costs for any atypical servicing;
- support a review of possible property tax exemption;
- expedite development approvals; and,
- review parking requirements.

These potential actions are reflected in the report's recommendations and could be considered for any District-owned site submitted in response to the EOI. These actions, which are regularly considered to support affordable housing in the District, would be subject to Council approval.

- **Regional equity:** The final evaluation criteria is consideration of existing distribution of MVH developments throughout the region. It is generally expected that any of the ten sites would score highly in this criteria as the District does not have any existing MVH housing. However, as the closest MVH development is located approximately 4.3 km away in Lower Lonsdale in the City of North Vancouver, sites in the Maplewood Village Centre are likely to score higher in this criteria than those located further west.

#### Other Considerations

Metro Vancouver's upcoming EOI call is a competitive process; as such, there is no guarantee a submission will be successful or will receive access to funding from senior levels of government. However, regardless of the outcome of the EOI, pre-zoning would support the candidacy of the site for affordable housing in the future.

It is expected that development of a District-owned site will require road improvements and utility upgrades. In the case of the Riverside site, if selected, land dedications will be required along Riverside Drive to accommodate planned road improvements including sidewalks and bike facilities. Engineering staff installed delineators along the shoulder to create a safe space of refuge for people walking, rolling, and cycling in the interim. The Riverside Drive frontage also includes BC hydroelectric lines connected to the street light poles as shown in the above image. High voltage transmission lines do not run along the frontage of the site but



are instead located a half block away on Old Dollarton Road. Access to the site is anticipated to be provided from Old Dollarton Road via a new lane designed to accommodate fire access, garbage removal, and turnaround.

It should be noted that due to the nature and timing of this analysis, some development considerations remain unknown. Examples include geotechnical analysis, environmental assessments, contamination report, transportation studies, off-site service upgrades, and estimated costs associated with vehicle and pedestrian infrastructure. If a District site is selected by Metro Vancouver, staff will work to ensure that all required information is obtained.

**Timing/Approval Process:**

The MVH EOI closes on December 31, 2021 and requires interested member jurisdictions to identify a site(s) and provide basic information on the site(s). Subject to Council direction, staff propose initiating a rezoning of a District-owned site with public input and subsequently submitting an application to MVH for consideration. An application would be non-binding but would indicate the District's strong desire to explore partnerships on District-owned land and help address the current housing affordability crisis. MVH intends to evaluate EOI submissions in early 2022, and complete further due diligence and technical studies upon selection of potential priority sites to confirm feasibility. Following confirmation of feasibility, MVH will proceed with concept planning to align with future funding calls.

**Financial Impacts:**

The District may consider supporting the financial viability of the project in several ways. The District's Housing Reserve Fund could be used to offset the cost of waiving fees and charges and other one-time costs associated with the project. Further information on cost estimates will be provided at a later date if a site is selected by Metro Vancouver and once specific project details become known.

**Social Policy Implications:**

Rental, social and affordable housing is an essential part of a complete community. It supports the needs of a diverse socio-economic population and helps to ensure the well-being of many District residents.

**Environmental Impact:**

Any potential environmental impact will be assessed once a site is selected for submission to Metro Vancouver. Any subsequent redevelopment would be reviewed against and expected to adhere to applicable District bylaws, policies, and guidelines that relate to the environment.

**Public Input:**

An affordable housing development on any of the sites described in this report would require rezoning. As part of the rezoning process, a Public Hearing would be held and allow opportunities for the community to provide input. Newspaper advertisements, site signs, and mailed letters to surrounding neighbours are some of the tools that would be used to notify the community and ensure broad awareness of the proposal and information on how to



participate. Further, any subsequent lease of District-owned land would involve a public notification process as outlined in the Community Charter.

**Conclusion:**

The District has an opportunity to facilitate the development of affordable, non-market housing through a potential partnership with Metro Vancouver Housing. Following Council direction in July 2021, staff reviewed ten District-owned sites for consideration. The review identified the four lots located on Riverside Drive in the Maplewood Village Centre as potentially the most suitable site for submission to Metro Vancouver, as the site closely aligns with the criteria outlined in the call for Expressions of Interest, and redevelopment of the site would be generally consistent with existing District plans, policies, strategies, bylaws, and past public input

**Options:**

1. THAT staff are directed to initiate a District-led rezoning process for a District-owned site that would allow up to a six-storey affordable housing development and to seek public input;

AND THAT staff are directed to explore a partnership opportunity with Metro Vancouver Housing for affordable rental housing on the selected site;

AND THAT actions are undertaken to support project viability, including waiving typical permit fees and applicable Development Cost Charges, contributions to some related off-site costs, supporting a review of possible property tax exemption, expediting development approvals, reviewing parking requirements, and leasing the land at a nominal fee.

OR

2. THAT Council provide staff with alternative direction.

Respectfully submitted,



Joshua Cairns  
Community Planner

**Attachment 1:** District-owned lands considered in assessment

**Attachment 2:** Evaluation of District-owned sites

**Attachment 3:** Staff presentation, "Metro Vancouver Expression of Interest for Affordable Housing: District-owned Sites for Consideration"

**SUBJECT: Metro Vancouver Expression of Interest for Affordable Housing: District-owned Sites for Consideration**

September 14, 2021

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REVIEWED WITH:					
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<input type="checkbox"/> Development Planning	_____	<input type="checkbox"/> Communications	_____	<input type="checkbox"/> Library Board	_____
<input type="checkbox"/> Development Engineering	_____	<input checked="" type="checkbox"/> Finance	<u>SS</u>	<input type="checkbox"/> NS Health	_____
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