

| AGENDA INFORMATION | |
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| <input checked="" type="checkbox"/> Regular Meeting | Date: December 13, 2021 |
| <input type="checkbox"/> Other: | Date: _____ |

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| T.A. Dept. Manager | DM GM/ Director | _____ CAO |
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The District of North Vancouver REPORT TO COUNCIL

November 24, 2021
File: 13.6530.20/013.000

AUTHOR: Joshua Cairns, Community Planner

SUBJECT: Utilizing District-owned Land for Rental, Social, and Affordable Housing

RECOMMENDATION:

THAT the November 24, 2021 report of the Community Planner entitled Utilizing District-owned Land for Rental, Social, and Affordable Housing is received for information;

AND THAT staff initiate engagement on the conceptual development scenarios by spring 2022 and return the results to Council for consideration.

REASON FOR REPORT:

On November 2, 2020, Council passed the following resolution:

THAT staff prepare scenarios to permit rental, social, and affordable housing on the following District-owned lands identified in the report:

1. Four District lots on Riverside Drive;
2. Maplewood Lands;
3. 900 St. Denis Avenue (Fire Training Centre);
4. Lillooet Road Parcels;
5. Burr Place;
6. Mountain Hwy/Hunter Street,

AND THAT these scenarios are taken to public consultation for feedback from the community.

Related Council Direction

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 to allow a social housing development up to six-storeys in height. The related bylaws received First Reading on November 1st, 2021, and a Public Hearing was held on November 23, 2021. It is anticipated that the related bylaws will be further considered by Council on December 13, 2021. Therefore, the four District-owned lots on Riverside Drive (noted as item #1 above) were not included in this scenario analysis.

SUMMARY:

This report includes conceptual development scenarios for several District-owned sites (**Attachment 1**) identified by Council. These scenarios demonstrate optional building forms that could support rental, social and affordable housing. Based on the analysis undertaken, staff estimate between 1,100 and 1,875 units could be achieved across all of the sites.

BACKGROUND:

A healthy community has a diverse selection of housing to accommodate the needs of residents of all ages, incomes, abilities, and household sizes. With Council's direction the District has played a leadership role in supporting housing diversity by strategically leveraging District-owned lands for rental, social, and affordable housing where partnership or funding opportunities become available. A report titled District Contributions to Affordable Housing considered by Council on November 29, 2021, summarizes the various contributions made by the District since the adoption of the Official Community Plan in 2011, including the value of District-owned lands for rental, social, and affordable housing.

In 2016, Council adopted the Rental and Affordable Housing Strategy (RAHS), which contains goals that seek to expand the diversity of housing, the supply of new rental and affordable housing, and leverage partnerships with agencies and developers to deliver rental and affordable housing. One opportunity for partnership, which the District has successfully implemented is through the use of District-owned land, and another is through density bonus zoning. In July 2021, Council adopted the OCP Action Plan, which outlines priority actions related to housing, including the leveraging of District-owned lands for social and affordable housing, and identified the need to review density bonusing and inclusionary zoning in Town and Village Centres to provide incentives to deliver affordable housing.

In September 2020, the Rental, Social, and Affordable Housing Task Force ("Task Force") presented an interim report to Council that reaffirmed the goals of the RAHS and made additional recommendations to address housing issues, including expediting development approvals, accessing funding for affordable housing, and partnering with other groups. In addition, the Task Force advocated for the use of District-owned lands for affordable housing projects as funding becomes available, and further recommended Council consider providing density bonusing for rental and below-market rental development between 0.5 and 1.2 FSR.

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, socially inclusive and supportive community that enhances the health and well-being of all residents
- Policy 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.

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

Implementing Lens: Include social equity considerations in District decision-making to strive for a more inclusive and equitable community

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. Policy 13: Consider opportunities for density/height bonus zoning, on a case-by-case basis, to facilitate provision of 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.

ANALYSIS:

As directed by Council, staff have prepared rental, social and affordable housing scenarios for several District-owned sites (see page 1 of **Attachment 1**). To aid with the scenario analysis staff also prepared a summary of building forms (townhouse, low-to mid-rise, and high-rise) that could be developed on the sites (see page 2 of **Attachment 1**).

The scenario analysis (see pages 3-12 of **Attachment 1**) includes:

- Site descriptions – a high-level overview of the location, access, services, existing uses, and neighbourhood context.
- Opportunities and constraints – a summary of key issues and unknowns.
- Possible building forms – two possible building form and density scenarios are presented. The “base” scenario is generally consistent with the existing OCP designation and area plan applicable to the site, while the “bonus” scenario would require an OCP amendment. The “bonus” scenario was prepared in response to the OCP and RAHS policies related to density bonus zoning, and recommendations of the Rental, Social and Affordable Housing Task Force, which are noted in the Background and Existing Policy sections of this report.

These scenarios seek to illustrate the trade-offs between building forms and the potential number of housing units that could be achieved. Ultimately, the development of these sites would be contingent on community engagement, external funding and partnership opportunities, and Council direction.

A summary of the scenario analysis is provided in Table 1 below.

Table 1: Summary of scenario results

| Site Grouping | “Base” Scenario | | “Bonus” Scenario | |
|------------------------------------|---|----------------------|-------------------------------|----------------------|
| | Building Form(s) | Units | Building Form(s) | Units |
| St Denis Avenue | Townhouse (3 storeys) | 50 - 75 | Mid-rise (4 storeys) | 75 - 100 |
| Mountain Highway/ Hunter Street | High-rise (22 storeys) | 225 - 250 | High-rise (25 storeys) | 250 - 300 |
| Lillooet Road Area | Mid-rise (4 and 6 storeys) | 325 - 400 | Mid-rise (8 storeys) | 475 - 575 |
| Maplewood Area | Mid-rise (6 storeys) | 425 - 500 | Mid-rise (8 storeys) | 625 - 750 |
| Burr Place | Townhouse (3 storeys) and mid-rise (4 storeys) | 75 - 100 | Mid-rise (4 and 6 storeys) | 125 - 150 |
| Total* | | 1,100 – 1,325 | | 1,550 – 1,875 |

**Total estimate is if all sites are redeveloped and provide residential uses. The numbers may vary with detailed site planning or further policy direction.*

The St. Denis Avenue site and Mountain Highway/Hunter Street site are currently occupied, and therefore have limited potential for near-term redevelopment. The Lillooet Road Area, Maplewood Area, and Burr Place sites have higher near-term potential as they are currently vacant. All sites require further site analysis to determine whether they can be developed (e.g., servicing, transportation, biophysical analysis, financial analysis, grant funding opportunities, and partner selection).

Next Steps/Public Input:

Consistent with Council direction provided on November 2, 2020, staff recommend proceeding with public engagement on the conceptual development scenarios prepared for the District-owned sites with respect to their potential for accommodating future rental, social and affordable housing. Engagement is expected to take a hybrid approach that uses a variety of techniques for meaningful community and stakeholder input. This would include both in-person and online workshops and use of the District's online engagement platform.

Engagement will seek to achieve an equitable representation of the District, engaging typically under-represented demographics, such as seniors, youth, young adults, lower-income households, in addition to social services groups and local neighbourhoods. Results from the public engagement will help shape potential land use recommendations for the sites.

Conclusion:

The purpose of this report is to provide rental, social and affordable housing scenarios for several District-owned sites.

Options:

1. THAT the November 24, 2021 report of the Community Planner entitled Utilizing District-owned Land for Rental, Social, and Affordable Housing is received for information;

AND THAT staff initiate engagement on the conceptual development scenarios by spring 2022 and return the results to Council for consideration (**staff recommendation**).

OR

2. THAT Council provide staff with alternative direction on one or more of the District-owned sites included in the analysis.

Respectfully submitted,



Joshua Cairns
Community Planner

Attachment 1: Booklet entitled "Utilizing District-owned Land for Affordable Housing"

| 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 type="checkbox"/> Finance | _____ | <input type="checkbox"/> NS Health | _____ |
| <input type="checkbox"/> Utilities | _____ | <input type="checkbox"/> Fire Services | _____ | <input type="checkbox"/> RCMP | _____ |
| <input type="checkbox"/> Engineering Operations | _____ | <input type="checkbox"/> ITS | _____ | <input type="checkbox"/> NVRC | _____ |
| <input type="checkbox"/> Parks | _____ | <input type="checkbox"/> Solicitor | _____ | <input type="checkbox"/> Museum & Arch. | _____ |
| <input type="checkbox"/> Environment | _____ | <input type="checkbox"/> GIS | _____ | <input type="checkbox"/> Other: | _____ |
| <input type="checkbox"/> Facilities | _____ | <input checked="" type="checkbox"/> Real Estate | <i>R</i> | | |
| <input type="checkbox"/> Human Resources | _____ | <input type="checkbox"/> Bylaw Services | <i>N</i> | | |
| <input type="checkbox"/> Review and Compliance | _____ | <input checked="" type="checkbox"/> Planning | <i>N</i> | | |