

**DISTRICT OF NORTH VANCOUVER
PUBLIC HEARING**

**Unaddressed Lands East of Riverside Drive,
North of Old Dollarton Road and South of Maplewood Park:
PID: 013-881-931, 013-881-922, 013-881-914 and 013-881-906
Zoning Bylaw Amendments**

REPORT of the Public Hearing held on Tuesday, November 23, 2021 commencing at 7:02 p.m. 2021 in the Council Chamber of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

Present: Mayor M. Little
Councillor J. Back
Councillor M. Bond
Councillor M. Curren (via Zoom)
Councillor B. Forbes (via Zoom)
Councillor J. Hanson
Councillor L. Muri (via Zoom)

Staff: Mr. D. Milburn, General Manager – Planning, Properties & Permits
Mr. J. Gordon, Manager – Administrative Services
Mr. D. Veres, Senior Development Planner
Ms. A. Reiher, Council Liaison / Support Officer
Ms. R. Hay, Development Planner
Ms. C. Archer, Confidential Council Clerk
Ms. S. Clarke, Committee Clerk

1. OPENING BY THE MAYOR

Mayor Little welcomed everyone and advised that the purpose of the Public Hearing was to receive input from the community and staff on the proposed bylaw as outlined in the Notice of Public Hearing.

He further noted that this Public Hearing is being convened pursuant to Section 464 of the *Local Government Act*.

Mayor Little stated that:

- Council will use the established speakers list. At the end of the speakers list, the Chair may call on speakers from the audience;
- Each speaker will have five minutes to address Council for a first time and should begin remarks to Council by stating their name;
- After everyone who wishes to speak has spoken once, speakers will then be allowed one additional five minute presentation;
- Any additional presentations will only be allowed at the discretion of the Chair;
- Please do not repeat information from your previous presentations and ensure your comments remain focused on the bylaw under consideration this evening;

- If a written submission has been provided, there is no need to read it as it will have already been seen by Council. It can be summarized, ensuring that the comments are pertaining to the bylaw under consideration at this hearing;
- All members of the audience are asked to be respectful of one another as diverse opinions are expressed. Council wishes to hear everyone's views in an open and impartial forum;
- Council is here to listen to the public, not to debate the merits of the bylaw;
- Council may ask clarifying questions;
- The Municipal Clerk has a binder containing documents and submissions related to the bylaw, which Council has received and which members of the public are welcome to review, available online at DNV.org/agenda.
- Everyone at the hearing will be provided an opportunity to speak. If necessary, the hearing will continue on a second night;
- At the conclusion of the public input Council may request further information from staff, which may or may not require an extension of the hearing, or Council may close the hearing, after which Council should not receive further new information from the public;
- The Public Hearing is being streamed live over the internet and recorded in accordance with the Freedom of Information and Protection of Privacy Act; and,
- Members of Council, staff, and the public are participating in person and via Zoom.

2. INTRODUCTION OF BYLAW BY CLERK

Mr. James Gordon, Municipal Clerk, introduced the proposed bylaw, stating that Bylaw 8538 proposes to amend the District's Zoning Bylaw by rezoning the subject site from Park, Recreation and Open Space (PRO) to a new Comprehensive Development Zone 139 (CD139). The CD139 Zone addresses permitted and accessory uses and zoning provisions such as density, setbacks, height, building and site coverage, and parking and bicycle regulations.

3. PRESENTATION BY STAFF

Ms. Robyn Hay, Development Planner, provided an overview of the proposal elaborating on the introduction by the Municipal Clerk. Ms. Hay advised that:

- The proposal is for a District-led rezoning on a District-owned site, referred to as the "Riverside Site" to allow for a social rental housing development of up to six storeys in height;
- Following an announcement by Metro Vancouver regarding an Expression of Interest (EOI) for affordable housing on municipally-owned lands, Council directed staff to explore partnership opportunities with Metro Vancouver and then to proceed with a District-led rezoning for the Riverside Site;
- Bylaw 8538 proposes to rezone the site from Park, Recreation and Open Space to Comprehensive Development Zone 139;
- The site has been designated for medium density multi-family housing for 30 years in the OCP;
- The proposal also includes a Development Cost Charge (DCC) Waiver bylaw;
- The site consists of four undeveloped District-owned lots approximately 27,000 square feet in area and is located northeast of Riverside Drive and Old Dollarton Road in the Maplewood Village Centre;

- The site is located in a previously disturbed area and existing vegetation is second-growth trees;
- The site is not within an environmentally sensitive area;
- Surrounding uses include an undeveloped laneway to the south with single-family homes beyond the laneway, low-rise apartments to the west, an undeveloped road allowance to the north and Maplewood Park to the north and east;
- The OCP and Maplewood Plan designate the site as Residential Level 6 (RES6, which allows for medium-rise multi-family development at a density up to approximately 2.3 floor space ratio (FSR), consistent with the proposed use and density;
- The Maplewood Plan designates a building height for the site of up to six storeys;
- The current PRO Zoning does not match the OCP designation;
- Any future development would be reviewed against and required to comply with the applicable development permit guidelines;
- The proposal has been reviewed against the OCP and addresses the following goals and policies:
 - Encourages a broad range of housing, including non-market and supportive housing;
 - Focuses affordable housing in growth areas;
 - Applies incentives, including pre-zoning to encourage affordable housing;
 - Considers incentives such as reduced DCC's to encourage affordable rental housing; and,
 - Considers the use of District land to contribute towards and leverage other funding for the development of social and affordable housing.
- The proposal has been reviewed against the recently approved Targeted OCP Action Plan and addresses the following Priority Actions:
 - Achieve compact Town and Village Centres;
 - Prioritize rental, social, and supportive housing;
 - Increase housing diversity and accessibility needs; and,
 - Create a connected network of walking and cycling routes.
- The proposal has been reviewed against the District's Rental and Affordable Housing Strategy (RAHS) and meets the following goals:
 - Expands housing diversity and supply;
 - Increases the supply of new and affordable housing;
 - Minimizes impact to tenants; and,
 - Creates partnerships with other agencies to deliver affordable housing.
- The site is located in the centre of the Maplewood Village and is adjacent to a future 5.5 acre active park space and trail network to the north and east;
- The Maplewood Plan suggests a building height for this site of up to six storeys;
- The proposed building form could accommodate 60 to 90 rental units, which would help achieve goals in the OCP, Maplewood Plan, RAHS and Targeted OCP Action Plan;
- The proposed CD139 Zone allows an option for social gathering uses to accommodate organizations such as the Thrive Family Centre or North Shore Disability Resource Centre as potential users of space in a future development;
- There is no housing partner for the site at this time;
- Should the bylaw be adopted, details such as building design, siting, unit mix, accessible design, and green building measures would be determined through a lease agreement and Development Permit process;

- The CD139 Zone would require parking in accordance with the District's Alternative Vehicle Parking Rates Policy:
 - The number of parking spaces would be determined based on the number of bedrooms, ranging from 0.5 to 1.1 spaces per unit;
 - Visitor parking would be required at a rate of 0.1 spaces per unit; and,
 - Social gather use parking would be required at a rate of 1 space per 30 square metres of gross floor area;
- One to two secured bicycle storage spaces per unit would be required, depending on unit size;
- Vehicle access would be to the east of the property via a new north-south lane from Old Dollarton Road;
- If the bylaw is adopted, it is expected that a submission will be made in response to the Metro Vancouver Expression of Interest, with a closing date of December 31, 2021;
- If the site is selected, the District would explore a partnership with Metro Vancouver and, if successful, Metro Vancouver would pay the construction and operating costs of the project;
- If the site is not selected, the District would explore partnership opportunities with other non-profit housing providers;
- The District would retain ownership of the land and negotiate a long-term lease at a nominal rate with the housing provider, which would operate the housing;
- Rental rates would be established through the lease agreement providing housing for low- to moderate-income households with pre-tax incomes of approximately \$30,000 to \$85,000;
- Additional funding sources include BC Housing and Canada Mortgage and Housing Corporation (CMHC) grants, which could increase affordability levels;
- An Environmental and Hydrogeological Assessment Report was prepared by McElhanney as part of the Maplewood planning process to identify environmentally sensitive features and potential development opportunities;
- The subject site is located away from the environmentally sensitive and non-developable areas identified in the report;
- In response to a question from Council at First Reading of the bylaw, staff have confirmed the site is not located in or next to a wildlife corridor;
- In response to a question from Council at First Reading of the bylaw, staff have advised that there is approximately 185 acres of land designated for park or green space within and surrounding the Maplewood area;
- A virtual Public Information Meeting was held from November 5 to 15, 2021, with 390 neighbourhood notices sent out;
- There were 117 visitors to the meeting webpage with five comments or questions submitted;
- There were questions submitted regarding building design, parking, access and road upgrades;
- Comments submitted include level of affordability, tree loss, appreciation for the project and support for a six storey building at this site;
- Should the project advance, the Riverside Drive road frontage would be upgraded and widened to accommodate a bicycle lane, sidewalk and boulevard improvements; this work would require a land dedication;
- Additional work would be necessary to provide vehicle access to the site from Old Dollarton Road;

- The District's Engineering Department has determined that the site can be serviced;
- Site servicing upgrades and the District's contributions to those works would be determined in the future in consultation with the housing provider;
- The District would likely waive Development Permit, Building Permit and DCC fees, contribute to road and utility upgrades and could consider a property tax exemption application.

4. REPRESENTATIONS FROM THE PUBLIC

4.1. Mr. Don Peters:

- Spoke in support of the proposal on behalf of the Community Housing Action Committee (CHAC);
- Noted that CHAC unanimously supports the proposal;
- Advised that CHAC's mandate is to advocate for housing, particularly affordable rental housing;
- Commented that rents have increased at a much faster pace than mid- and low- incomes, pushing rental rates out of reach;
- Advised that vulnerable populations including young and immigrant families, single parents, and low income earners experience the greatest impacts from the lack of available rental housing and loss of rental housing due to redevelopment;
- Commended Council for their support of the site for affordable housing and for strengthening the District's Residential Tenant Relocation Assistance Policy;
- Commented on the suitability of the site, noting that it aligns with the criteria detailed in the Metro Vancouver EOI as well as District policies, plans, strategies and past public input;
- Reminded Council that electors in the 2018 municipal election voted in favour of using District funds to develop affordable housing and noted that the full amount has not yet been allocated for that purpose; and,
- Commented that the market does not supply enough rental units to meet demand.

4.2. Mr. Barry Fenton:

- Spoke in support of the proposal as a member of CHAC;
- Noted the process has been fast-tracked to meet the December 31, 2021 deadline for the Metro Vancouver EOI;
- Opined that Metro Vancouver will give preference to municipally-owned sites with appropriate zoning in place;
- Noted that a submission to Metro Vancouver would be non-binding on the District;
- Commented on the OCP goals that would be addressed by the proposed rezoning would help achieve goals in OCP; and,
- Commented on the proposed unit mix including those for moderate income earners, units with rents geared to income as well as units at higher levels of subsidies for low income earners.

4.3. Ms. Linda Melville:

- Spoke in opposition to the proposal, noting she is a resident of the area;
- Commented on the environmental impacts of the proposed development;
- Advised that residents of the Riverside Drive area are already experiencing climate change impacts;
- Opined that wetlands are in danger if any development occurs close to them, including the Dykhof site and Maplewood Fire and Rescue Centre;
- Noted that the site has never been developed;
- Encouraged Council to look for a different site and proposed the former rifle range site on Mt. Seymour Parkway as an alternative;
- Expressed disapproval of rezoning the site from PRO; and,
- Commented on the location of a sewer easement.

4.4. Mr. Peter Teevan:

- Commented regarding the removal of park land in the District;
- Requested clarification of the difference between dedicated park land and other park land, noting that he has requested this information from District staff;
- Advised that there is no definition of the different types of park land on the District's website; and,
- Opined that the public needs more information on how park land is designated.

4.5. Mr. Bryan Gallagher:

- Spoke in support of the proposal;
- Commented on other future developments in the neighbourhood;
- Expressed support for the development of affordable housing;
- Opined that the site seems suitable for the proposed use and that the density is in keeping with that of the surrounding area;
- Commented on the need for future transportation and traffic planning to improve mobility; and,
- Commented on the flood level of the site.

4.6. Ms. Emily Wright:

- Spoke in opposition to the proposal, noting that she lives close to the subject property;
- Advised that many of her neighbours are concerned about the environmental impact of development in the area;
- Commented on the natural character of the area, tree loss and the mental health impacts of the loss of green spaces;
- Expressed concern that the term affordable housing is not well defined and the term may be used to market housing that is not affordable;
- Recommended increasing park land in the District rather than reducing it to develop land;
- Expressed concern regarding housing affordability;
- Opined that policy changes to control rent rates are a better route to housing affordability than building more units; and,
- Encouraged Council not to proceed with the bylaw.

4.7. Mr. Corrie Kost:

- Spoke in opposition to the proposal;
- Commented on Section 6.4 *Personal and Public Safety* of the OCP in relation to the existing chlorine plant in the Maplewood area, noting that there is specific reference to the potential risk of chemical industries and steps that should be undertaken to facilitate community preparedness;
- Noted that the word “hazard” appears in the public hearing materials 195 times, indicating the importance of community safety;
- Commented on the risk of chlorine exposure in an earthquake, noting that sheltering in place would not be an option with broken windows;
- Opined that hazard from the chlorine plant makes the site unsuitable for housing;
- Commented on the age of existing hazard reports regarding the chlorine plant and questioned whether they conform to current safety standards;
- Acknowledged that the site is not within the danger contour of the chlorine plant, but noted the possibility still exists that an incident could affect the site; and,
- Recommending building social housing elsewhere in the District.

4.8. Mr. Peter Teevan SPEAKING FOR A SECOND TIME:

- Requested that more information be provided regarding vehicle and utility ingress and egress to and from the site as well as the associated costs;
- Commented on the land costs of possible vehicle routes using District-owned lots;
- Recommended the Fire Hall site on Mountain Highway as an alternate site for social housing, noting its proximity to transportation, schools, location in a town centre and that the site is already serviced;
- Acknowledged that there is a conditional agreement to sell the Fire Hall site to a developer;
- Opined that if the amount to be received for the sale of the Fire Hall site is close to the costs to service the Riverside Site, the Fire Hall site would be a better choice for affordable housing; and,
- Expressed concern regarding the costs and environmental impact of developing social housing at the proposed site.

4.9. Ms. Linda Melville SPEAKING FOR A SECOND TIME:

- Commented on changes to the community;
- Objected to building a road behind existing single-family homes on Old Dollarton Road;
- Commented regarding recent flooding on private properties in the Maplewood area and opined that the removal of trees at the Dykhof site was the cause;
- Opined that tree removal will lead to more flooding and noted that flooding has been an issue in the area for decades and could put the District’s drinking water at risk;
- Commented on the character of the community and that many properties have been redeveloped; and,
- Acknowledged the need for social housing in the District.

4.10. Mr. Corrie Kost SPEAKING FOR A SECOND TIME:

- Commented on the proposal by a member of Council that the bylaw be held at Third Reading and expressed concern that the public would then not be able to speak further on the matter until the bylaw is adopted;
- Recommended that the public hearing not be closed; and,
- Commented on an agreement between the plant operator and District Council that the production of chlorine would be phased out by 2028.

4.11. Ms. Emily Wright SPEAKING FOR A SECOND TIME:

- Commented on flooding at her home during recent weather events;
- Encouraged Council to consider the future costs of flooding at the site;
- Commented on the increased population and traffic in the area, noting that traffic jams are common during rush hour;
- Noted that other developments are underway in the area;
- Commented on the loss of forested land due to development and the replacement of mature trees with smaller, new trees;
- Noted a number of trees were removed at the Dykhof site;
- Commented on the impact of tree loss on flooding;
- Noted increased wildlife interactions due to habitat loss and development; and,
- Commented on the impact of urbanization on children's mental health and development.

4.12. Mr. Peter Teevan SPEAKING FOR A THIRD TIME:

- Commented on potential costs to the District, including the value of District-owned lots that could be used to provide vehicular access;
- Opined that Metro Vancouver may lower the priority for the site as access to the site has not already been built and the costs are unknown;
- Commented on the risk to area residents from the existing chlorine plant;
- Noted that another speaker advised that flooding is already an issue in the area;
- Commented on Metro Vancouver's history and management of large projects, such as issues with the Cleveland Dam, and North Shore Wastewater Treatment Plant, and incorrect information from Metro Vancouver's Chief Administrative Officer regarding project status;
- Expressed doubt that Metro Vancouver is capable of being a housing provider partner with the District for the site;
- Expressed support for using District land for affordable housing; and,
- Recommended not closing the public hearing until the District's Engineering Department provides drawings and costs for access and infrastructure.

4.13. Ms. Sheila MacKenzie:

- Spoke in support of the proposal to address the rental housing emergency;
- Commented on the need for affordable housing in the District;
- Noted the project is relatively small compared to affordable housing in other municipalities and that it has a small footprint;
- Commented on the proximity of the site to transit and services;
- Noted that the OCP designates the site for the proposed density and housing use;
- Opined that the site seems suitable for affordable housing; and,

- Noted that there is very little social housing east of the Seymour River.

4.14. Mr. Corrie Kost SPEAKING FOR A THIRD TIME:

- Expressed concern about limiting the public's speaking time at public hearings.

4.15. Ms. Emily Wright SPEAKING FOR A THIRD TIME:

- Commented that speakers in favour of the project do not live in the area.

4.16. Ms. Linda Melville SPEAKING FOR A THIRD TIME:

- Requested clarification of the public hearing process and next steps for the proposed bylaw amendment; and,
- Advised that she would like to see the site zoned as park.

In response to a question from Council, staff advised that the total value of the District's contribution to the project would be determined at the Development Permit and Building Permit stages and that payment of a portion of the costs would be negotiated with the housing provider. Staff further noted that the DCC's proposed to be waived are approximately \$750,000 and that CAC's are not usually applicable to affordable housing projects as the affordable units are considered an in-kind amenity.

In response to a question from Council, staff advised that negative comments received in the Public Information Meeting process included concerns regarding affordability and the loss of trees on the site.

In response to a question from Council, staff advised that vehicle access would be via a new north-south lane and that one level of parking was envisioned for the site. Staff further clarified that details regarding access and parking would be determined during the detailed design phase.

In response to a question from Council, staff advised that Council would control the eventual lease to a housing provider whether it is Metro Vancouver or another non-profit provider.

In response to a question from Council, staff advised that the District has not been informed of plans to close or relocate the chlorine plant.

Mayor Little advised that there is no current plan to close or relocate the plant and that the operator has reduced bulk storage of chlorine on the site by moving it onto rail cars to reduce the risk contours and improve safety.

In response to a question from Council, staff advised that the Maplewood Plan envisions new active park space with trail networks for Maplewood Park and that further park design work will be needed as part of the planning process. Staff noted that any changes would be at Council's direction, including how much space is allocated for active and passive uses, and that public consultation would be part of the planning process.

In response to a question from Council, staff advised that staff is recommending pre-zoning the site to increase the likelihood of being selected as a housing partner by Metro Vancouver. Staff does not advise holding the bylaw at Third Reading as that would decrease the likelihood of the site being selected.

In response to a question from Council, staff advised that a creek hazard report would be required and the report would need to state that the site is safe for construction and that any building on the site would need to conform to flood construction levels.

In response to a question from Council, staff advised that a portion of Fire Hall #2 on Mountain Highway is the subject of a conditional agreement for sale associated with the proposed project at 1510 Crown Street.

In response to a question from Council, staff advised that the housing provider's share of specific costs would be secured in a lease agreement.

In response to a question from Council, staff advised that decisions regarding waterproofing or "tanking" a parking structure are determined by the District's Engineering Department to take groundwater and floodwater into consideration. Staff further advised that construction would be required to conform to the Development Servicing Bylaw and flood plain requirements.

In response to a question from Council, staff advised that the provision of services for affordable housing projects are generally at the provider's cost and are negotiated in the lease agreement. For affordable rental housing projects, the District usually waives DCC's, considers Building Permit fee reductions and does not require CAC's in addition to the affordable units, which are considered an in-kind amenity contribution.

In response to a question from Council, staff advised that a high-level review by the District Engineering department determined that the site can be developed.

6. COUNCIL RESOLUTION

MOVED by Councillor BACK

SECONDED by Mayor LITTLE

THAT the November 23, 2021 Public Hearing be closed;

AND THAT "District of North Vancouver Rezoning Bylaw 1414 (Bylaw 8538)" be returned to Council for further consideration.

CARRIED
(8:51 p.m.)

CERTIFIED CORRECT:


Confidential Council Clerk