

MINUTES OF THE REGULAR MEETING OF COUNCIL HELD IN THE COUNCIL CHAMBER, CITY HALL, 141 WEST 14th STREET, NORTH VANCOUVER, BC, ON MONDAY, APRIL 3, 2017.

REPORTS OF COMMITTEES, COUNCIL REPRESENTATIVES AND STAFF

**11. OCP Duplex Special Study Area: Process Report
– File: 13-6520-01-0002/2017**

Report: Planner 2, March 28, 2017

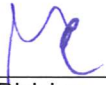
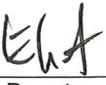

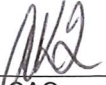
Moved by Councillor Keating, seconded by Councillor Buchanan

PURSUANT to the report of the Planner 2, dated March 28, 2017, entitled “OCP Duplex Special Study Area: Process Report”:

THAT, as set out in Option 1 of the report, staff be directed to proceed with the OCP Duplex Special Study to consider expanding the Residential Level 2 designation to apply to the 300 blocks East 15th through 19th Streets, and to explore zoning the lands and the east half of 300 blocks East 13th through 15th Streets to allow for duplex development.

CARRIED UNANIMOUSLY



 Division Manager	 Deputy Director	 Director	 CAO
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The Corporation of **THE CITY OF NORTH VANCOUVER**
COMMUNITY DEVELOPMENT DEPARTMENT

REPORT

To: Mayor Darrell R. Mussatto and Members of Council
From: Suzanne A. Smith, Planner 2
SUBJECT: OCP DUPLEX SPECIAL STUDY AREA: PROCESS REPORT
Date: March 28, 2017 File No: 13-6520-01-0002/2017

The following is a suggested recommendation only. Please refer to Council Minutes for adopted resolution.

RECOMMENDATION:

PURSUANT to the report of the Planner 2, dated March 28, 2017, entitled "Duplex Special Study Area: Process Report":

THAT as per Option 1 of said report, staff be directed to proceed with the OCP Duplex Special Study to consider expanding the Residential Level 2 designation to apply to the 300 blocks East 15th through 19th Street, and to explore zoning these lands and the east half of 300 blocks East 13th through 15th Streets to allow for duplex development.

ATTACHMENTS:

1. Context Map: OCP Duplex Special Study Area (Document #1509976)
2. Context Map: Proposed Duplex Special Study Area Components (Document #1509975)

PURPOSE:

The 2014 Official Community Plan designated the 300 blocks between East 15th Street and 19th Street as a Duplex Special Study Area to consider expansion of the Residential Level 2 land use designation to these blocks (Attachment #1). This report seeks Council direction to initiate this study and provides options regarding the scope and process of the study.

BACKGROUND:

Duplexes are currently permitted in the 300 blocks from East Keith Road to the south side of East 13th Street. These blocks were designated for single family use until 1980. In 1980 the City's first Official Community Plan (OCP) introduced Residential Level 1 in the eastern half of the blocks and Residential Level 2 in the western half as a transition between the higher density blocks and Lonsdale Avenue to the west and the single family area to the east. This mid-block split OCP designation was unique at the time - OCP land use designations are generally applied on a block by block basis with either a street or a lane as the divide.

Referred to as the 'mid-block area', the divided nature of this transition resulted in considerable discussion over the years (Attachment #1). The issue was whether the full block should have the same Residential Level 2 OCP designation and corresponding duplex zoning potential. To resolve this, a Planning Study was undertaken at the request of local residents. That study involved a direct mail out survey to all property owners. The result was that the majority of residents wanted the Residential Level 2 OCP land use designation. City Council then amended the OCP in 2006.

By 2013, 40 percent of the properties in this area had already been successfully rezoned for duplexes through individual rezoning applications. Given that duplex development was successful in the area, the City then proceeded with a general rezoning of the area in 2014 to allow duplex development as an outright use. Duplex Development Permit Guidelines were established to ensure quality of the design and livability of proposed duplexes in this area.

In preparing the 2014 OCP update, the eastern half of the 300 Blocks from 13th to 15th Street were re-designated from Residential Level 1 to Residential Level 2 in the OCP. These blocks also had a mid-block OCP designation change but had not been included in the mid-block process described above. Residents in this area had advised the City of their desire for this change early in the 2014 OCP Update process. This change was made to the OCP 2014, but the RS-1 Zoning has since remained in place for this small area.

In 2015, during the final stages of the 2014 OCP update, residents of the 300 blocks between East 15th Street and 19th Street approached Council and requested a Residential Level 2 (duplex zoning) potential, consistent with the area to the south. Since this request came in late in the OCP process, a new Public Hearing would have been required to incorporate this request. As an alternative, a Special Study Area designation was added to the OCP prior to Bylaw adoption.

As a result, there is now a Special Study Area designation over those Residential Level 1 lands from 15th Street to 19th Street in the 2014 OCP (Attachment #1). Special Study Areas are areas that have been identified for a possible Schedule A Land use change at a later date. This report seeks direction to proceed with this Special Study.

DISCUSSION:

With the recent adoption of the City's Housing Action Plan, the City now has a framework for action including the provision of smaller, more affordable ownership options and increasing the stock of accessory rental units in proximity to transit and services. An increase in the amount of Residential Level 2 land use in the OCP would increase the amount of land in the City that could accommodate a wider variety of housing options.

The proposed Duplex Special Study would consider the potential change from Residential Level 1 (0.5 FSR detached) to Residential Level 2 (0.5 FSR attached) for the 101 lots located in the Special Study Area boundary. The Residential Level 2 designation would allow for duplex uses in this area. It is recommended that duplex zoning with Development Permit controls be instated in conjunction with the OCP change, as per the lands south of 13th Street.

It is proposed that this process also take the opportunity to rezone those lots to the south (the eastern half of the 300 blocks of East 13th to 15th Streets) currently designated for Residential Level 2 in the OCP which are not yet rezoned to duplex. If approved, then all of the lots in the 300 Blocks from Keith Road to 19th Street would be treated the same. This would add 24 lots to the Special Study Area boundary for a total of 125 lots which would then appear as outlined in Attachment #2.

PROPOSED PROCESS:

Staff propose that a survey of all owners in the area be undertaken to get a clear indication of their support or opposition to this proposal. This is the approach that was taken in 2006 when the City contemplated land use changes to Residential Level 2 in the area south of Keith Road. The survey would be done through a mail-out by registered mail to residents and occupants with property directly impacted as well as those in the immediate surrounding area.

This would be supplemented by an Information Package and Public Meeting/Open House. This will include a feedback form available both in paper and online.

If, during the process Council directs staff to conduct a Town Hall Meeting on the proposed changes this would be added to the process. Town Hall Meetings are a process the City sometimes follows when an OCP Amendment is being considered. The Special Study engagement process is intended to address the desire to fully discuss the implications of the proposed changes with directly and indirectly affected residents.

Once staff have informed the public of this proposed land use change and received public input, staff would report back to Council for direction on whether to proceed with an OCP Amendment Bylaw. If so, a Public Hearing would be scheduled.

It is anticipated that the input would occur over the coming months and that staff would report back for direction in July. A tentative schedule is outlined below.

Council Direction	April
Information Mail-out	April/May
Open House	May
Mail-out Survey	May - July
Council (for Direction)	July
Bylaws	September
Public Hearings (OCP and Zoning)	October
Potential Adoption	November

OPTIONS:

The Duplex Special Study can be approached in the following ways:

- The Study could address both the OCP Land Use change and a duplex rezoning, or
- The study could address just the OCP Land Use change (with subsequent rezonings to be considered through individual rezoning applications/Public Hearings) or
- Proceed no further at this time.

These options are described below.

Option 1 – Combined OCP Land Use Change and Duplex Rezoning/DP Controls (Recommended)

Option 1 would consider an increase in the OCP land use designation from Residential Level 1 to Level 2 in the subject area as well as rezoning the lands to RT-1A. This would also include the rezoning of existing Residential Level 2 designated properties in Attachment #2 to duplex. This would result in the same conditions as the former 'mid-block area'. A Single Public Hearing would address both the OCP Land Use change and the rezoning.

In staff's opinion combining the OCP and Land Use Change is most appropriate. A single area-wide rezoning would involve one Public Hearing for all of the lands rather than each proposed duplex in the area requiring an individual rezoning application. The existing Duplex Development Permit Area Guidelines would be used to guide redevelopment in the area with Development Permits issued at the staff level.

The 'mid-block area' (300 blocks East Keith through 13th Street) referenced in the background section saw 67 lots rezoned in the area between 2006 and 2014 (Attachment #1). Each rezoning required separate Council consideration. Further, uncertainty resulted from development regulations being negotiated for each rezoning.

In 2014, Council rezoned the area and established a Development Permit Area (DPA) and associated guidelines to create form and character controls for this area.

With these Duplex Development Permit Area (DPA) Guidelines in place, an area-wide rezoning can decrease uncertainty for owners, developers, Council and the public and create a fair and consistent process. It reduces risk and shortens processing times.

If an individual owner wished to apply with a development concept which diverged from the RT-1A Zone, they would be able to apply for rezoning and Council consideration as is currently the case with any property in the City. Such applications are expected to be rare. As referenced earlier in the report, staff is recommending to rezone the lands between 13th Street and 15th Street as part of this process.

Should Council wish to proceed with this approach the proposed recommended resolution in this report would be appropriate.

Option 2 – OCP Land Use Designation without Rezoning (Individual Rezonings to be Processed Over Time)

This option would see the consideration of an increase in the OCP land use designation to Residential Level 2 in the study area but without rezoning. Should Council choose this option consideration of the rezoning of existing Residential Level 2 lots in the OCP (as shown in Attachment #2) would not be pursued. The alternative to rezoning is for individual property owners to bring forward rezoning applications incrementally on a case by case basis. Applications would still be vetted against the Duplex DPA guidelines and through the City's rezoning process and Council review. This option gives Council the greatest control but would result in a significant number of rezoning applications coming before Council over time. Given that duplex rezoning applications are routinely approved, this process seems unnecessary.

For Option 2 the process would be the same as in Option 1 with one difference: the Public Hearing would only be for the OCP Amendment to introduce Residential Level 2. Individual rezonings with separate Public Hearings would then follow as implementation followed.

Should Council wish to pursue Option 2 the following resolution could be considered:

THAT as per Option 2 of said report, staff be directed to proceed with the OCP Duplex Special Study to consider the expansion of Residential 2 to the 300 blocks East 15th through 19th Street;

AND THAT subsequent redevelopment of the area be considered through individual rezoning applications.

Option 3 – No Action At This Time

Should Council not wish to proceed with the consideration of options for the OCP Duplex Special Study Area the following resolution could be used:

THAT the Duplex Special Study not proceed at this time and this report be received and filed.

The Special Study Area status would remain in the OCP and could be addressed at a later date during the life of the OCP.

FINANCIAL IMPLICATIONS:

The costs associated with conducting the Duplex Special Study Area will be taken from existing funding and will draw on existing staff resources.

The proposed change is considered a preferable land use from a public perspective in that it would deliver more ground oriented housing which is in great demand. There is no change to the permitted gross floor area (0.5 FSR max). In instances where the City pursues a Land Use change in the low density categories with no increase to Gross Floor Area, there is no precedent for Community Benefit Contributions being collected. The City's Density Bonus & Community Benefits Policy does not apply to lower density OCP designations. A community amenity contribution is therefore not anticipated.

For the areas which are currently designated Level Two in the OCP but have been added to the study to enable rezoning, the proposed zoning change would not result in an increased land value or increased property taxation. Properties in those areas have already been valued by BC Assessment based on their potential use for Two-Unit (Duplex) development.

INTER-DEPARTMENTAL IMPLICATIONS:

This report was reviewed by the Civic Projects Team and the Directors Team at their joint meeting on March 21, 2017. All comments have been incorporated into the report.

SUSTAINABILITY COMMENTS:

The provision of a variety of housing forms in the City is an integral component in meeting the City's vision of becoming a more sustainable community. Duplex and similar density development produces ground oriented dwelling units that are smaller and less costly than single family houses. They also include provision for accessory rental suites. Located close to transit, this housing form helps encourage active transportation and reduces the need to use a vehicle which is more environmentally sustainable and contributes to a more complete community.

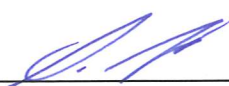
CORPORATE PLAN AND/OR POLICY IMPLICATIONS:

Making provision for an increase in the stock of ground-oriented multi-family housing stock in the City is consistent with the Official Community Plan and new Housing Action Plan. It would contribute to the diversification of the City's housing stock with greater availability of a housing form suitable for families with children and multi-generational families. Relevant OCP policy includes:

5.7.1 To provide a range of housing densities diversified in type, cost and location, to accommodate the diverse needs of the community.

Future improvements to the Duplex Development Permit Area guidelines may be considered to further refine details related to improving the livability of accessory secondary suites. These considerations would involve community and Council input.

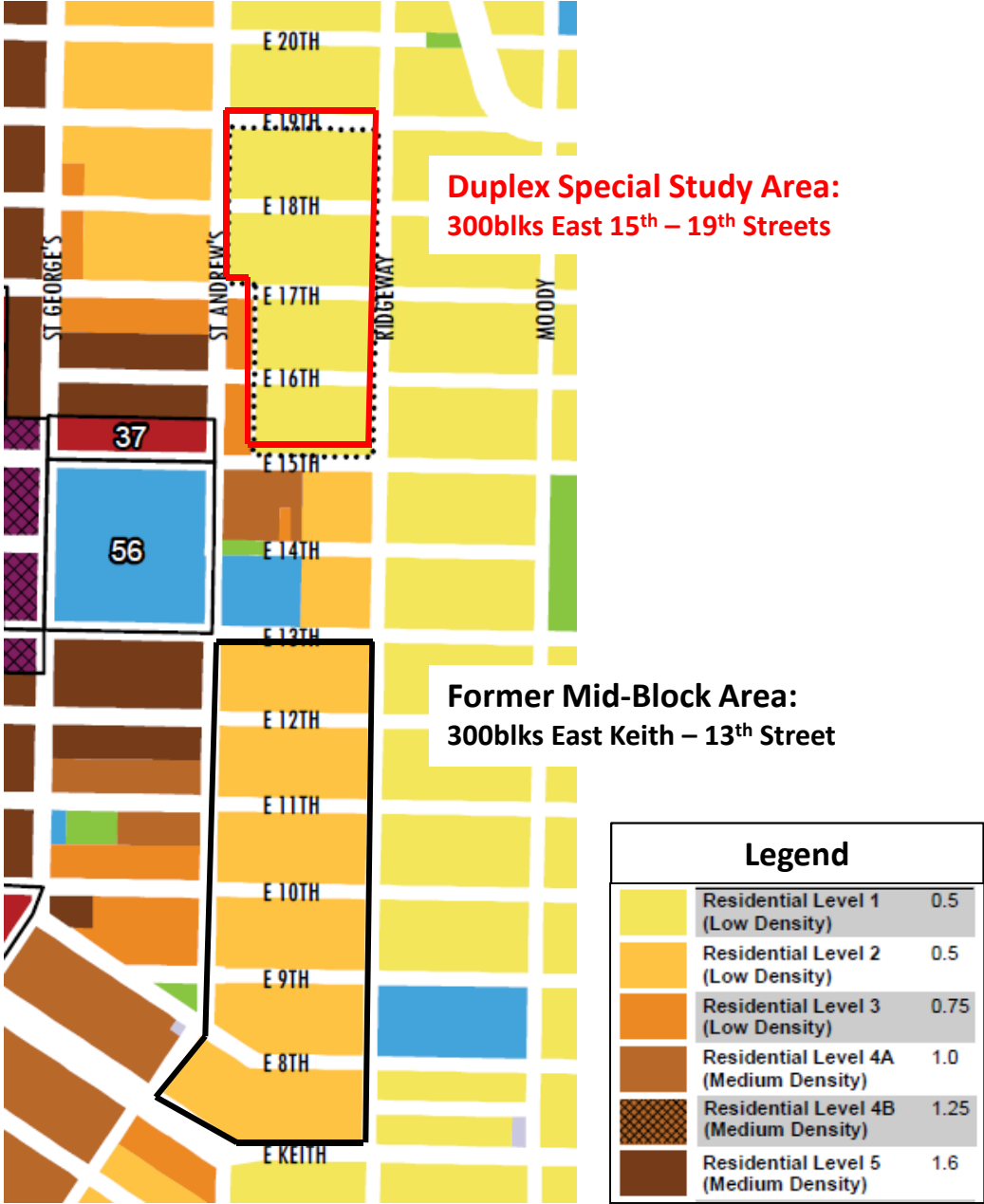
RESPECTFULLY SUBMITTED:



S. A. Smith, MCIP, RPP
Planner

SS:eb:skj

Context Map: Duplex Special Study Area



Context Map: Proposed Duplex Special Study Area Components

