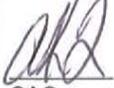




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The Corporation of **THE CITY OF NORTH VANCOUVER**
PLANNING DEPARTMENT

REPORT

To: Mayor Darrell R. Mussatto and Members of Council

From: Mike Friesen, Planner 1

SUBJECT: REZONING APPLICATION – 2121, 2129 & 2137 CHESTERFIELD AVENUE (DRIFTWOOD VILLAGE COHOUSING LTD. / CORNERSTONE ARCHITECTURE)

Date: June 6th, 2018 File No: 08-3360-20-0416/1

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

RECOMMENDATION:

PURSUANT to the report of the Planner 1, dated June 6th, 2018, entitled “Rezoning Application – 2121, 2129, 2137 Chesterfield Avenue (Driftwood Village Cohousing LTD. / Cornerstone Architecture)”:

THAT “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2018, No. 8641” (Odete Pinho / Cornerstone Architecture, 2121 2129 & 2137 Chesterfield Avenue, CD-707) be considered and referred to a Public Hearing;

THAT “Housing Agreement Bylaw, 2018, No. 8648” (Odete Pinho / Cornerstone Architecture, 2121, 2129 & 2137 Chesterfield Avenue, CD-707) be considered and referred to a Public Hearing;

THAT staff be directed to issue the applicant a Streamside Protection and Enhancement Development Permit, as generally described in this report and to the satisfaction of the Director of Planning;

AND THAT the community benefits listed in the June 6th, 2018 report in the section “Density Bonus and Community Benefits” be secured, through agreements at the applicant’s expense and to the satisfaction of the Director of Planning.

ATTACHMENTS:

1. Context Map (Doc #1543810)
2. Development Fact Sheet (Doc #1662470)
3. Architectural and Landscape Plans, dated May 8th, 2018 (Doc #1659516)
4. Public Consultation Summary (Doc #1571101)
5. Sustainability Checklist (Doc #1659500)
6. Zoning Amendment Bylaw No. 8641 (Doc #1659058)
7. Housing Agreement Bylaw No. 8648 (Doc #1653892)

PURPOSE

The purpose of this report is to present, for Council's consideration, a rezoning application at 2121, 2129 & 2137 Chesterfield Avenue to rezone the properties from a Two-Unit Residential 1 (RT-1) zone to a Comprehensive Development (CD) zone to support the development of a twenty-seven unit cohousing project on the consolidated lot.

BACKGROUND

<i>Applicant:</i>	Odete Pinho, Driftwood Village Cohousing Ltd.
<i>Architect:</i>	Simon Richards, Cornerstone Architecture
<i>Official Community Plan Designation:</i>	Residential Level 5 (Medium Density)
<i>Existing Zoning:</i>	Two-Unit Residential 1 (RT-1)
<i>Applicable Guidelines:</i>	Streamside Development Permit Area

On December 5, 2016, Driftwood Village Cohousing Ltd. appeared as a delegation to Council to discuss Driftwood's efforts to create a new cohousing community in the City of North Vancouver. At the time, Council unanimously endorsed the following resolution:

THAT the correspondence received from Mackenzie Stonehocker, Founding Member, Driftwood Village Cohousing, dated June 9, 2016, regarding "Driftwood Village Cohousing", be received with thanks;

AND THAT the matter be referred to staff to continue to work with Driftwood Village Cohousing for a suitable site.

Subsequent to this resolution, Driftwood and Staff had preliminary discussions and Driftwood Village acquired three lots on the 2100-block of Chesterfield Avenue. On July 17, 2017, staff presented to Council a preliminary design as well as a proposed Community Benefit Contribution of seven below-market affordable homeownership units in lieu of a cash contribution (identified as Option 2 within the staff report). With regard to the community benefit, Council endorsed the following recommendation:

PURSUANT to the report of the Planner 1, dated July 12, 2017, entitled “Preliminary Report – 2121, 2129 and 2137 Chesterfield Avenue Cohousing Rezoning Application (Driftwood Village Cohousing Ltd. / Cornerstone Architecture)”:

THAT staff be directed to proceed with Option 2 - proposed community benefit contribution.

DISCUSSION

Project Description

The applicant is proposing the rezoning of the three lots to support the development of a 27-unit, five-storey residential cohousing development with a density of approximately 2.28 FSR (approximately 32,722 square feet of Gross Floor Area). The application proposes a five-storey building with a mix of two-storey and three-storey townhouses, in addition to apartments. The proposed units range in size from 69.7 square metres (750 square feet) to 139.4 square metres (1,500 square feet), and all of the units are between two and three bedrooms and are designed for families.

The building will have underground parking containing 27 parking stalls for residents and visitors, and the cohousing group has proposed the inclusion of a car-share for use by its members. The underground portion of the project also includes a secure bicycle parking area for 65 bicycles as well as significant area for storage.

Pedestrian access to the townhouses as well as to the lobby is off of Chesterfield Avenue. The townhouses access Chesterfield directly, via a small private patio, which will support the animation of the streetscape and promote “eyes on the street”. Vehicle access is provided from the rear lane.

The building is proposing a unique design, with the units being divided into three separate structures that are connected via a central courtyard and outdoor circulation corridors. The design is modern, with a well articulated façade that identifies individual townhouse units and which is stepped back at the upper storeys in order to reduce the apparent bulk of the structure from the street.

As a cohousing development, the development places strong emphasis on common spaces that facilitate community living, including approximately 260.1 square metres (2,800 square feet) of shared amenity space. Amenities include a community kitchen and dining room, family-oriented play areas, a shared guest suite, a shared laundry area, and shared common room.

Site Context and Surrounding Use

The subject properties are located on the west side of Chesterfield Avenue between West 21st Street to the south and West 23rd Street to the north. The subject properties are located mid-block and have a combined lot area of approximately 407.9 square metres (14,391 square feet). Currently, two one-unit residences and one two-unit residence are present on the subject sites.

The subject sites are located within the City's Streamside Development Permit Area due to its proximity to Wagg Creek, which runs along the rear of the subject site. Adjacent uses along the block include a one-unit residence to the south and a two-unit residence to the north, both of which are also located in the Streamside Development Permit Area. Across the street are mid-rise apartment buildings, including 16 non-market housing units operated by Housing for Young Adults with Disabilities (HYAD). Uses immediately surrounding the subject site are described below in Table 1.

Table 1 Surrounding Uses

North	2145 Chesterfield Avenue	Two-unit, one-storey duplex	Two-Unit Residential 1 (RT-1)
East – across Chesterfield Ave	156 West 21 st Street	26-unit, four-storey strata apartment	CD-017
East – across Chesterfield Ave	119-159 W 22 nd Street	234-unit, five-storey strata apartment and 16-unit non-market housing development	CD-578
South	2117 Chesterfield Avenue	One-unit, two-storey dwelling	Two-Unit Residential 1 (RT-1)
West – across lane	N/A	Wagg Creek Park	Public Use and Assembly 1

PLANNING ANALYSIS

Policy Context

2014 Official Community Plan

The subject site has an Official Community Plan (OCP) designation of Residential Level 5 (R5). The OCP allows for a density of 1.6 Floor Space Ratio (FSR) and a potential for an additional bonus of up to 1.0 FSR, in accordance with the City's Density Bonus and Community Benefits Policy. The maximum allowable height, as permitted by the OCP, is six storeys.

The proposed project, with a height of 5 storeys and a density of 2.28 FSR, are permitted in the OCP and therefore does not require an amendment to the OCP. The subject site is proximate to Lonsdale Avenue in an area with significant amenities, including but not limited to: access to frequent transit, access to active transportation networks, and access to commercial and institutional (recreation, health, educational) resources.

In order to achieve the bonus density, the development proposes the creation of eight affordable homeownership units in-lieu of a cash contribution. Council provided direction concerning the proposed amenity in its resolution from July 17, 2017 as noted in the Background section of this report. The delivery of the eight affordable homeownership units will be discussed in further detail in the Density Bonus and Community Benefits section.

Housing Action Plan

The proposed project achieves several of the strategies identified in the City's Housing Action Plan. The proposed project is appropriate for a broad range of housing needs including those of single people, families (with or without children), and retired individuals looking to age in place. As the development's smallest unit is two bedrooms, 100% of the units are suitable for families with a child. The project also dedicates significant social spaces towards children with both indoor and outdoor play spaces.

In addition, the project is proposing that its community benefit contribution be dedicated towards the provision of affordable homeownership units. The City's Housing Action Plan identifies attainable homeownership as a strategy; although the Housing Action Plan contemplates attainable homeownership in lower density areas, the rising cost of housing is leading to families living in denser environs. The provision of housing units at a below market rate, in a development geared towards family living, will help to address affordability, particularly for young families and first-time buyers.

Active Design Guidelines

The proposed project implements numerous principles from the City's Active Design Guidelines as a way to encourage greater health, physical activity, and social interaction. Stairs and outdoor circulation provide gentle motivation to remain active, and provide easy access to the outdoors. The project includes outdoor recreation opportunities, including a playground, a community garden, and social spaces.

As a cohousing project, the development proposes a significant indoor amenity space. Cohousing places a particular emphasis on communal living. The project is proposing a significant shared kitchen and eating space, a shared laundry area, an indoor children's place space, and an additional community room.

Streamside Development Permit Area

The proposed project is located within the Streamside Protection and Enhancement Development Permit Area. The City's Streamside Permit Area is in place to respond to the Provincial Riparian Area Regulations. The subject site would be challenging to develop effectively based on the City's local guidelines. Therefore in this case, the applicant has secured the services of a registered professional biologist to determine the requirements appropriate to conform to provincial Riparian Area Regulation standards and the intent of the City's Development Permit guidelines. The proposed development conforms to the biologist's recommendations by avoiding development of a portion of the subject site, the northwest corner, and through the implementation of numerous on and off site improvements including:

- Realignment of the lane to eliminate encroachment into the park;
- Native and adaptive plantings along the lane to enhance bank stability and address stormwater from the lane and runoff from existing single family dwellings;
- Careful consideration of the health of mature cedar trees to ensure their survival through and beyond the development process; and
- The construction of a fence to prevent future encroachment and protect bank vegetation and soil stability.

The applicant has undertaken a thorough investigation of potential impacts and has proposed significant mitigation and ameliorative measures. Staff have reviewed the proposed project from a streamside perspective and, through Council direction, are prepared to register a streamside development permit on title should the rezoning be endorsed.

Zoning Bylaw

The subject site is currently zoned Two-Unit Residential 1 (RT-1). An amendment to the Zoning Bylaw is required to permit the proposal and is reflected in Zoning Amendment Bylaw No. 8641 (Attachment #6).

Using the Medium Density Apartment Residential 1 (RM-1) Zone as a base, the proposal requires the following special provisions within the Zoning Bylaw:

- A maximum permitted site density of 2.28 times the lot area, contingent upon a housing agreement to guarantee 8 below market homeownership units in perpetuity;
- A maximum lot coverage of 80 percent to facilitate the delivery of underground parking;
- A maximum building height of 5 storeys (16.4 metres or 53.8 feet), as well as several exceptions to permit the development of a rooftop garden for residents;
- A minimum required side yard setback of 1.15 metres or 3.8 feet;
- A minimum required rear yard setback of 1.58 metres or 5.2 feet;
- The waiving of section 510 (2) Unit Separation and section 510 (3) Building Width and Length; and
- A reduction of required parking spaces from 28 spaces to 27 spaces, contingent on the provision of a car share for the residents.

The project statistics and a comparison to the standard RM-1 zone are presented as a fact sheet for Council's convenience (Attachment #2).

Density Bonus and Community Benefits

The City's *Density Bonus and Community Benefits Policy*, in conjunction with the Official Community Plan, allows for density bonuses beyond 1.6 FSR in the Residential Level 5, up to a maximum of 2.6 FSR.

For the proposed project, the City's density bonus policy suggests a community benefits contribution valued at approximately \$1.66 million dollars, as outlined in Table 2 below.

Table 2. Estimated Value of Community Benefits through Density Bonusing

Density Bonus to 1.6 FSR / OCP Density (@ \$20 / sq. ft.)	\$299,924
Density Bonus to 2.28 FSR Max Bonus (@ \$140 / sq. ft.)	\$1,357,160
Total Value of Community Benefits	\$1,657,084

The policy provides a number of community benefits options for projects seeking additional density and seeks to ensure the City receives value for additional density granted. Driftwood has proposed that the entirety of their community benefit contribution be provided in the form

of: eight below-market homeownership units (units held at 25% below market prices in perpetuity by covenant). The value of the eight below market units were recently appraised by Cunningham Rivard (April, 2018). The appraisal deemed the value of the discount of the below market units to be \$1.39M. Additionally, one of the eight below market homeownership units will be Level 2 Adaptable.

When Council was introduced to this project in July 2017, the proposed FSR was 1.88 and the project was intended to provide 7 below market units. Through the rezoning process, the applicant decided to avail of additional density that was not initially considered to constitute gross floor area. The scope of the project - number of units, height of the development, and extent of the buildings on site has remained unchanged or decreased since the initial application; the new FSR is a result of an applicant's design team becoming more familiar with the City's bylaws. In order to account for the difference in FSR, the applicant has proposed to include an additional below market homeownership unit, bringing the total number of units to eight and making 30% of their units affordable.

Staff recognize there is a gap between the value of the applicant's proposed community benefit and the value of that density as determined by the City's Density Bonus and Community Benefits Policy (see Table 3, Community Benefits Summary). The eight units were negotiated with two considerations foremost in mind: firstly, staff are following Council direction from the July 2017 resolution that endorsed the below market homeownership model as an appropriate community benefit contribution for this particular project; secondly, that cohousing is a unique housing and ownership model and a certain level of flexibility is necessary to ensure project success.

Table 3. Community Benefits Summary

Community Benefit	Value
A. Cash Contributions	
Contribution to Community Amenity Reserve Fund	\$0
Contribution to Affordable Housing Reserve Fund	\$0
B. In-Kind Benefits	
8 Below Market Housing Units	\$1,390,000
TOTAL VALUE (A + B)	\$1,390,000

The specific amenities and benefits included in the proposed project would be secured as a condition of receiving a density bonus should Council wish to proceed with the proposed project. The units will be secured through a housing agreement, the bylaw for which can be reviewed as Attachment #7.

ADVISORY BODY INPUT

Advisory Design Panel

The application was revised by the Advisory Design Panel on October 18, 2017.

The Panel unanimously endorsed the following resolution:

THAT the Advisory Design Panel has reviewed the rezoning application for 2121-2137 Chesterfield Avenue and recommends approval subject to addressing the following issues to the satisfaction of the Development Planner:

- *explore more variation in the paving treatment;*
- *more design development of the entry hall;*
- *implement more native planting and more variation of planting at the side walls;*
- *explore using native trees at the native garden pathway at the lane (not just shrubs);*
- *consider whether sandbox may be too close to the adjacent unit;*
- *improve transition and access from the courtyard to the lane and Wagg Creek Park to the west;*
- *explore opportunities to integrate art into the design;*
- *explore more variety in the colour palette;*
- *explore methods of getting natural light into the garage;*
- *attempt to make the recycling and garbage area a more social space;*
- *explore more renewable energy additions (e.g. rainwater, electric bikes, electric cars, PV installation);*
- *more design development to the cement fibre volumes on the street;*
- *explore the use of natural wood; and*
- *explore ways to develop a more interesting treatment of the cement fibre volumes on the east façade (Chesterfield).*

Staff and the applicant have collaborated to ensure the issues were addressed in a satisfactory manner.

COMMUNITY CONSULTATION

The applicant held a Developer Information Session on Tuesday, September 19th, 2017 at Carson Graham Secondary School (2145 Jones Avenue), which is approximately 500m from the subject site. The session was hosted from 6:00PM to 8:30PM and included an open house where members of the community could see plans and ask questions of the applicant, their design team, and city staff, as well as a presentation from the applicant that described the proposed project.

The open house was well attended, with twenty-seven attendees having signed in, and twenty comment forms having been filled in. Community response to the proposal has been largely positive, however there are some concerns from proximate neighbours regarding impact on their quality of life. Additionally, one local resident is concerned regarding the potential negative impact of the development on the streamside environment.

The Developer Information Report and several comments from interested members of the community have been included, for Council's information, as Attachment #4.

FINANCIAL IMPLICATIONS

The application is proposing to provide their community benefit contribution as an in-kind amenity as opposed to a cash contribution. As such, the City will forego a cash contribution

of approximately \$1.657M. However, the eight below market homeownership units will be a public benefit in perpetuity, as secured by a housing agreement registered on the titles of the properties, that will become family homes within the next several years should Council endorse the proposed rezoning.

INTER-DEPARTMENTAL IMPLICATIONS

This report was endorsed at the joint meeting of the Civic Projects Team and Directors' Team on June 5th.

SUSTAINABILITY COMMENTS

The applicant is proposing numerous sustainable features as a part of their proposal. In addition to the social and economic sustainability features described in the Planning Analysis section, the applicants have a range of environmental features.

Foremost, the applicants are proposing to attain Passive House certification. Passive House is a development certification that ensures reduced energy usage (and associated energy costs) and healthful environments in the proposed dwelling units and social spaces. In addition, the project will provide: restoration of the streamside area, a majority native species landscaping, an internal car-share program, electric vehicle supply equipment, and space for future renewable energy fixtures.

Due to the project's proposed passive house ambitions, as well as due to the fact that the project is not easily connected to the Lonsdale Energy Corporation district energy network, the proposed development has requested and been granted an exemption from the Lonsdale Energy Corporation network.

For a complete review of the proposed sustainability features please see the applicant's Sustainable Development Guidelines submission, attached for Council's convenience as Attachment #5.

CORPORATE PLAN AND/OR POLICY IMPLICATIONS

Nil.

RESPECTFULLY SUBMITTED:

Mike Friesen
Planner I

MF/rf