

# DELBROOK LANDS COMMUNITY DIALOGUE

## DISCUSSION GUIDE JUNE 2016



# Acknowledgements

## *Purpose of Document*

This report was independently prepared by Simon Fraser University's Centre for Dialogue under the sponsorship of the District of North Vancouver. The purpose is to provide a common fact base to support participant discussions at the June 18, 2016 Delbrook Lands Deliberative Dialogue, including context about the Delbrook Lands and information about potential site uses.

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## *About the District of North Vancouver*

With its naturally beautiful wilderness surroundings, high quality of life and close proximity to downtown, North Vancouver District is one of the most desirable places to live, work and play in the world. Home to over 85,000 residents and many major waterfront industry employers, the District's unique characteristics provide residents, business owners and visitors alike with the benefits of being part of a dynamic metropolitan region, along with the appealing attributes of living in a smaller community.

## *About the SFU Centre for Dialogue, Civic Engage Program*

Civic Engage is a program of Simon Fraser University's Centre for Dialogue designed to increase the capacity of governments and citizens to work collaboratively on policy decisions. The program leverages the Centre for Dialogue's status as a neutral facilitator and reputation as a globally-recognized centre for knowledge and practice in dialogue. Program areas include capacity building, direct services, research and public forums. For more information, visit [sfu.ca/civic-engage](http://sfu.ca/civic-engage)

# Mayor's Preface

Dear Dialogue Participants,

Thank you for volunteering to spend a day with others from our community to discuss the future of the old Delbrook Site, and help develop recommendations for Council to consider this fall.

It is rare that we get the opportunity to start with a large piece of publicly-owned land and decide what would be its best use for our community not only next year, but also ten years from now and 50 years from now. Everyone brings a particular perspective within our community to the table. By participating in the deliberative session, you are being challenged to consider not only your own perspective, but also those of others in the community as well.

Bringing people together to discuss ideas, impacts and issues in a constructive and respectful manner is a cornerstone value in Canadian society and in our community. That's why the District of North Vancouver has partnered with Simon Fraser University's Centre for Dialogue to co-host this community dialogue; to give those with an interest in the topic the ability to be heard and to hear others. All perspectives are important and all of the suggestions will be carefully weighed against the impact they will have. One person's solution can easily be another person's problem, so we must work together to decide what is best for our entire community.

Your Council is looking forward to receiving the results of your efforts and the recommendations you provide. Then, as we move forward, we can do so knowing the community has already thoughtfully considered the benefits and consequences.



Richard Walton  
Mayor, District of North Vancouver

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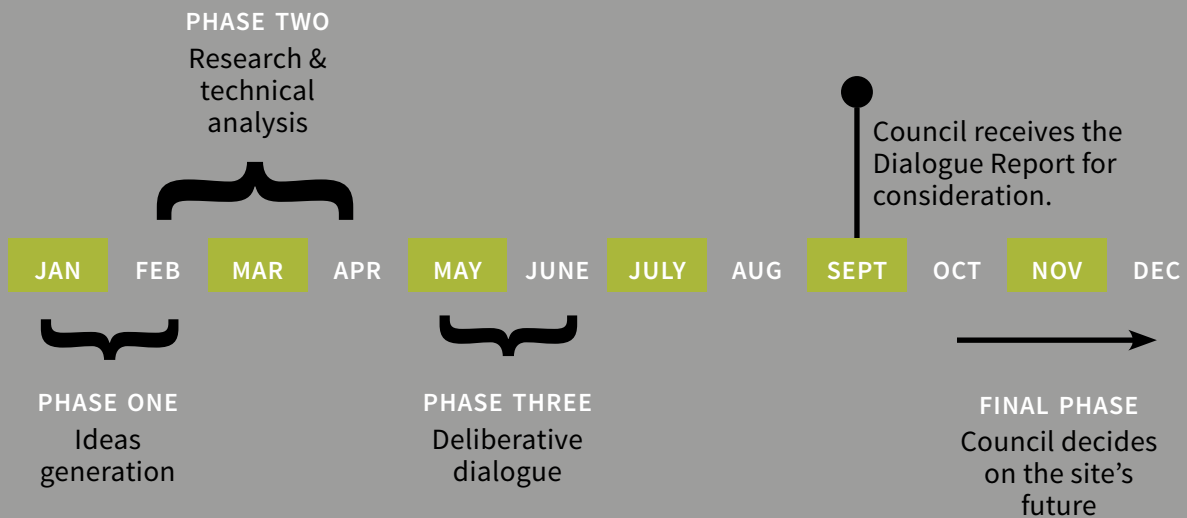
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# 1

## Event Purpose

The Delbrook Lands Deliberative Dialogue is an important opportunity for District of North Vancouver residents and stakeholders to provide their ideas and recommendations for the future use of the Delbrook Lands. This event is the final phase in a larger engagement process, the Delbrook Lands Community Dialogue, commissioned by District Council in fall 2015.



A set of five principles, developed using community feedback during Phase One, are guiding this process.

#### GUIDING PRINCIPLES FOR THE DELBROOK LANDS COMMUNITY DIALOGUE:

**Authenticity:** Financial and planning constraints are disclosed to participants, and decision-makers agree to consider the community's recommendations.

**Alignment** with existing Council approval processes. The Deliberative Dialogue will inform Council approval processes but will not circumvent any existing Council approval processes such as the Capital Planning process, annual budgeting process, land uses processes, etc.

**Inclusivity:** Organizers encourage involvement from the entire community and reserve space for major stakeholder groups to participate.

**Two-way communication:** Organizers actively share information, and all community members have the opportunity to request clarification and contribute perspectives.

**Transparency:** Organizers openly report on, and publish, all consultation process findings in an accessible manner.

## Community Planners for the Day

Participants of the Deliberative Dialogue are being asked to take on the role of community planners, working together to make recommendations that are informed by community values and real-world constraints. Doing this requires examining a broad range of perspectives and information, asking questions such as:

- What different views and perspectives exist in the community?
- What are the community's needs today and what will they be in the future?
- What are the positive and negative impacts of a decision, and what are the trade-offs?

- What is technically and financially feasible?
- What solutions might be supported by District Council?
- What is in the best interest of the entire community?

**This guide provides a factual basis for discussions about potential site uses for the Delbrook Lands, in addition to a number of stakeholder perspectives to inform the dialogue process, based on interviews, research, and community input from Phase One.**

Plans and policies referenced in this document are listed on page 39 and are available at [dnv.org/delbrooklands](http://dnv.org/delbrooklands).

# 2

## Background of the Delbrook Lands

The Delbrook Lands are located at 600 West Queens Road, bordered by Mission Creek, West Windsor Road, Stanley Avenue and West Queens Road. The site is 4.3 acres, or approximately 190,000 square feet—and with the recommended 15 metre stream setback (see text-box on page 16), the site has approximately 160,000 square feet of useable space (see figure 1). The site is currently home to:

- the Delbrook north and south recreation buildings
- the Little Rascals child care facility
- two parking lots
- three lit tennis courts
- a public children’s play area

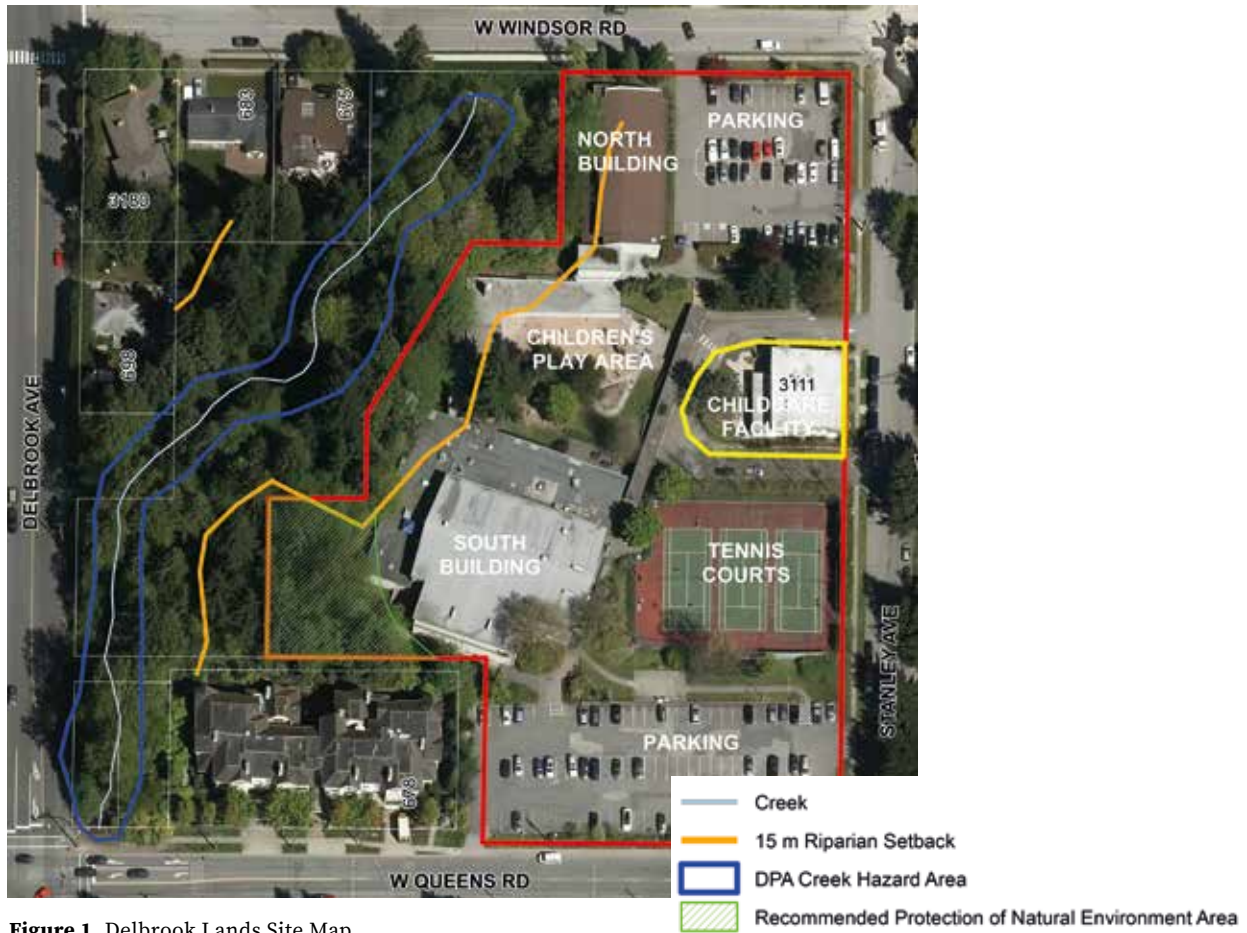


Figure 1. Delbrook Lands Site Map

The site is within walking distance of schools, parks, recreation facilities and shops, and is accessible by public transportation. It is sloped north-south with three plateaus.

The Delbrook Lands are owned by the District of North Vancouver. Historically, the lands were occupied by Delbrook High School between 1956 and 1977, and were purchased by the District in 1981. Since then, the buildings have been operated by the North Vancouver Recreation and Culture Commission as the Delbrook Community Recreation Centre, and the bottom floor of the north building has been home to Capilano Community Services and its partner organizations. In 2006, the District decided to consolidate the William Griffin

and Delbrook Community Recreation Centres at the William Griffin site based on an Indoor Recreation Facility Plan commissioned by the North Vancouver Recreation and Culture Commission.

The new Delbrook Community Recreation Centre, valued at \$50.1 million, is located on the old William Griffin site at 851 West Queens Road. It is anticipated to be completed in the fall of 2016, and all recreation programs will transfer from the old Delbrook Centre to the new facility in early 2017. This leaves an important question for District Council, staff and residents: **what should be done with the Delbrook Lands?**



# 3

## **Planning and Policy Context**

The future of the Delbrook Lands will be influenced by a body of existing District research, plans and policies. The following sections summarize key information relevant to the Delbrook Lands, providing big-picture context and neighborhood-level detail that will be taken into account by District Council and staff when considering community recommendations for the future of the site.

The District's 2011 Official Community Plan was developed through a two year community engagement initiative that consulted almost 5,000 people in developing a vision for the future of the District. The resulting Plan helps District Council, staff, stakeholders and citizens work towards positive change over a twenty-year horizon. It outlines four strategic directions that are important to keep in mind during the Delbrook Lands Deliberative Dialogue:

- **Plan for a more balanced and diverse population:** Facilitate housing choices and vibrant, age-friendly communities with a range of facilities and services.
- **Create more complete, compact and connected communities:** Establish a network of connected town and village centres that support effective transit, walking and cycling; and focus growth and renewal in four key centres.
- **Reduce our environmental footprint:** Conserve energy and reduce greenhouse gas emissions through compact, connected and green communities; and encourage the enhancement of our natural systems.
- **Become more economically dynamic and sustainable:** Encourage the protection, intensification and diversification of our employment lands, and a customer-oriented and business-friendly environment.

## Changing Demographics

According to the 2011 census, the population of North Vancouver is approximately 84,500, with 6,300 residents living in the Delbrook neighbourhood. The District's population is projected to grow by approximately one percent a year, with an anticipated population of 105,000 by 2030.

The District has a 'missing generation' of young adults aged 20-40, which means there are fewer residents to start families and help drive the economy. At the same time, the seniors population is rapidly increasing, with one in four residents over 55 years old. This demographic profile places different demands on District services and programs.



**Figure 2.** Current Population of the District of North Vancouver (Source: 2011 Census)

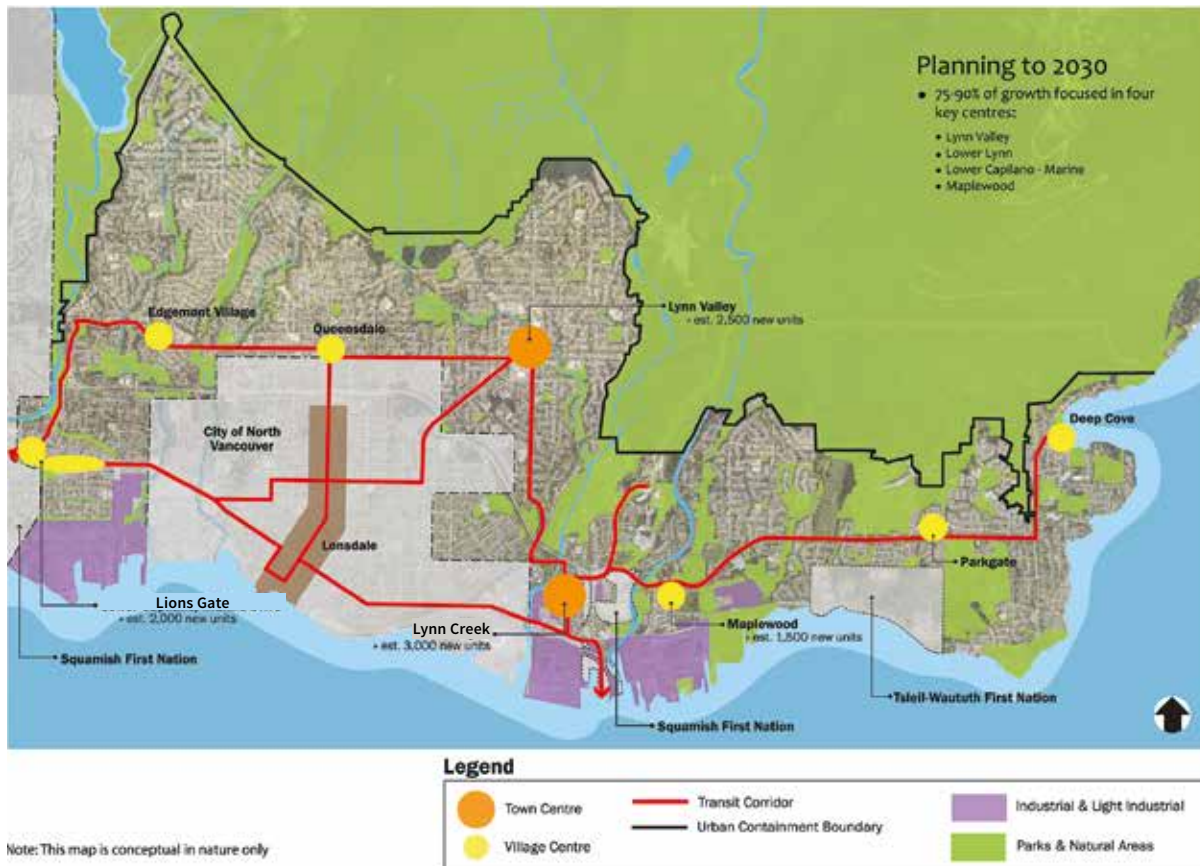
Figure 2 presents population statistics for the entire District of North Vancouver. The Delbrook neighbourhood’s population profile is roughly equivalent, with a slightly older population and fewer young adults than the District average.

**ADDITIONAL POLICY CONSIDERATIONS:  
PUBLIC ASSEMBLY LAND STRATEGY & LAND  
OPPORTUNITY FUND**

Any change of land use to the Delbrook Lands is subject to assessment under the District’s Public Assembly Land Strategy evaluation framework. The framework is not intended to prevent changes to Public Assembly lands from taking place, but to help ensure that any change is in the public interest and provides an overall benefit to the community.

Evaluation criteria include:

- confirming that the current zoned use is no longer viable or needed within the neighbourhood
- providing an overall benefit to the community and immediate neighbourhood
- demonstrating that the long-term needs currently provided by the site can be met within the local community through other available facilities or services
- demonstrating that future redevelopment is complimentary to surrounding land uses, except where off-setting community needs are provided as part of the new development (i.e. seniors, rental, or affordable housing)



**Figure 3.** Town and Village Centres (Source: Official Community Plan)

- demonstrating that repurposing of the building/site is not feasible
- undertaking consultation and demonstrating support from the general community

According to the District's Land Opportunity Fund Policy, if the District sells public lands, it should make a financial contribution to a funding reserve to preserve its ability to purchase land in the future.

## Policies that Guide Change

The District's 2011 Official Community Plan directs the majority of new residential and commercial growth into key town and village centres and significant change is not anticipated in existing neighbourhoods. However, sensitive neighbourhood infill may be considered outside of town or village centres if it is located strategically, along transit corridors or close to community amenities. It is important to note that any change in land use would require an amendment of the Official Community Plan land use map and would need to consider neighborhood character and community support for the project.

## OFFICIAL COMMUNITY PLAN LAND

### DESIGNATIONS

#### **Institutional**

Buildings for public assembly uses, such as schools, colleges, places of worship, community centres and health services

#### **Detached Residential**

Single-family detached housing

#### **Transition Multifamily**

Multi-family housing in centres and corridors (predominantly 3-4 story)

#### **Low Density Apartment**

Multi-family housing in centres and corridors (predominantly 4-6 story)

#### **Commercial Residential Mixed-Use**

General commercial purposes, such as retail, service and offices

#### **Parks, Open Space and Natural Areas**

Multi-purpose parklands

### *Land Use Designations & Zoning*

The Official Community Plan contains a land use map with designations to guide future development, and the Zoning Bylaw regulates current land use. Any proposed changes to land use designations or zoning are subject to processes that include a public hearing and Council approval.

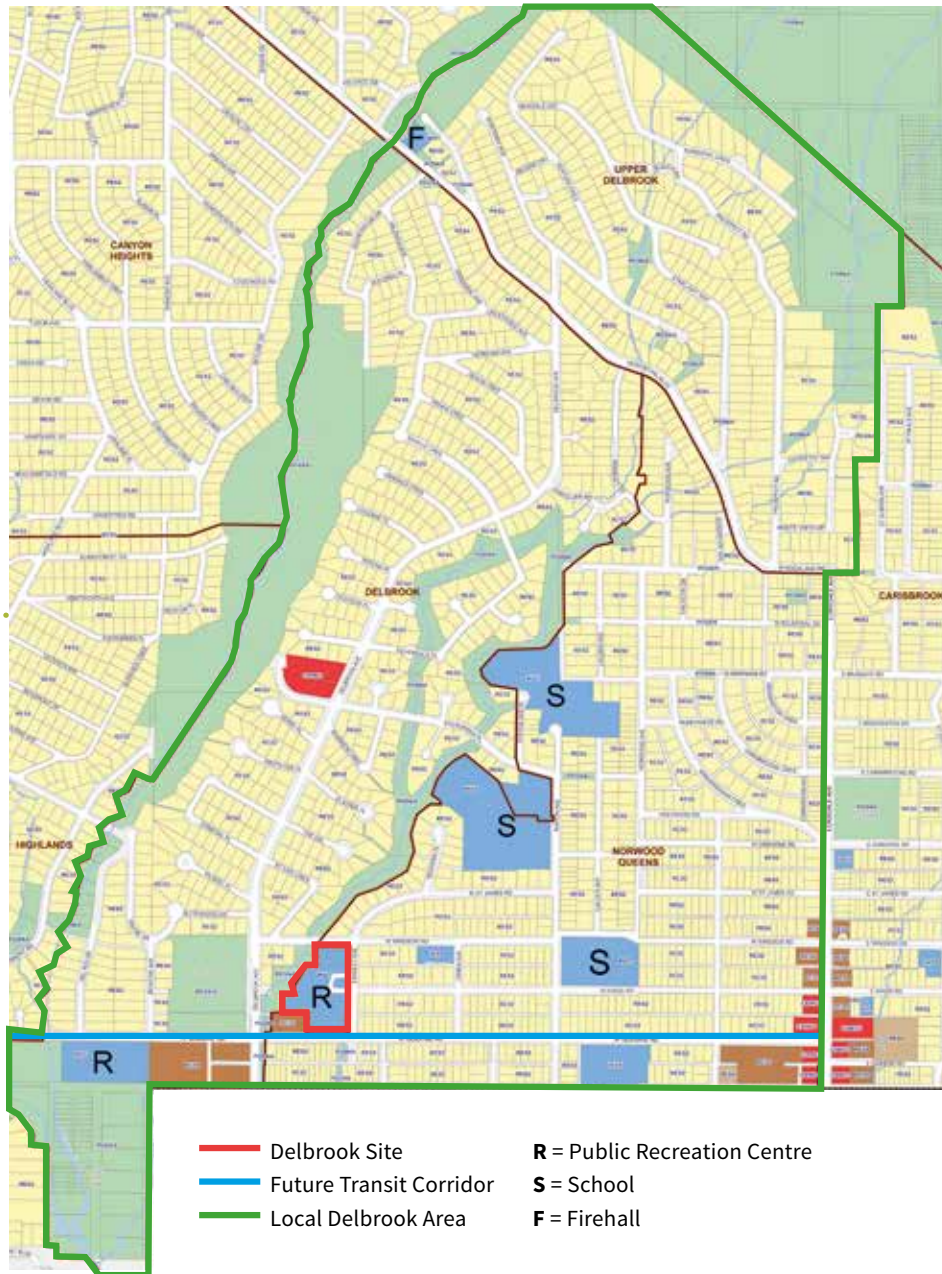
The Delbrook Lands are currently designated 'institutional' in the Official Community Plan and zoned Public Assembly, which means they are limited to uses such as schools, places of worship, community centres, etc. Public Assembly lands are considered long term community assets necessary to support community health and well-being, and according to the Public Assembly Land Strategy are retained, where appropriate, for long-term community purposes.

### *Westview Shopping Centre & Cypress Gardens*

The Westview Shopping Centre and neighbouring Cypress Gardens residential development are located southwest of the Delbrook Lands on Westview Road and are designated as a 'Special Study Area' in the City of North Vancouver's Official Community Plan. They could potentially be redeveloped in the longer-term future.

### *Future Frequent Transit Network*

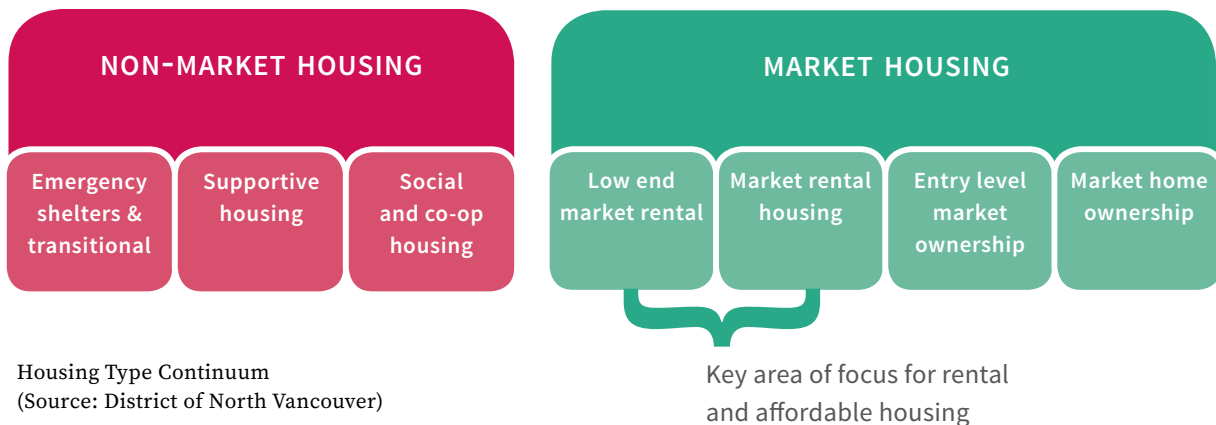
The District's Transportation Plan has designated West Queens Road as a future frequent transit corridor, meaning transit will pass through at least every 15 minutes in both directions, better connecting the Delbrook Lands with village and town centres.



**Figure 4.** Delbrook Neighborhood and Surrounding Area

#### DEVELOPMENT PERMIT AREAS

Development Permit Areas mark an area that is subject to guidelines that specify additional conditions for development on a site. A number of these permit areas apply to the Delbrook Lands, including streamside protection, environmental protection, creek flood hazard mitigation, energy and water conservation and reduction of greenhouse gas emissions (e.g. sustainable building methods and landscaping), and form and character (e.g. fitting with local character).



Housing Type Continuum  
(Source: District of North Vancouver)

## Housing

Currently, the majority of housing in the District is single-family homes. The District has a rental vacancy rate of approximately 0.7% and an aging rental housing stock, which results in few options for renters. A key objective in the Official Community Plan is to increase housing choices to meet the diverse needs of residents of all ages and incomes, including introducing forms of housing that are less expensive than single-family homes.

### Affordable Housing

The District’s draft Rental and Affordable Housing Strategy estimates that meeting the housing demand for low to moderate income households will require building approximately 60-100 affordable units per year, for the next 10 years. To help accomplish this, the District intends to seek opportunities to work with housing agencies, senior governments and other community partners in the delivery of affordable and non-market housing, and to identify opportunities to use District owned lands to leverage affordable and non-market housing projects.

## Parks & Natural Spaces

According to the District’s Parks and Open Spaces Strategic Plan, there are several categories of parks that serve the District:

### District Parkland

- Serves recreational needs of the entire District
- Contains specialized features and facilities (e.g. stadium)

### Natural Parkland

- Natural park that serves primarily to protect environmentally sensitive land and wildlife habitats

### Community Parkland

- Serves multiple District neighbourhoods with organized recreational opportunities (e.g. baseball pitches, soccer fields, tennis courts, etc.)

### Neighborhood Parkland

- A local park that primarily serves District residents within safe walking distance (10 minutes) and provides limited recreational facilities (e.g. playground)





## Schools

- Outdoor school recreation facilities that serve some of the community organized sports needs and neighbourhood use of playgrounds.

Based on the District's park analysis in the Parks and Open Space Strategic Plan (see figure 5), the Delbrook neighbourhood is well served by District, Natural and Community Parkland, but lacking in Neighbourhood Parkland. Playing fields (e.g. soccer, field hockey) are not identified as a need in the neighbourhood, as there are artificial turf and grass playing fields nearby (Delbrook Park and William Griffin Park).

## PROTECTING MISSION CREEK AND THE LOCAL ENVIRONMENT

Mission Creek is a fish-bearing waterway. Keeping the creek habitat healthy involves establishing a streamside protection area to protect nearby trees and other vegetation, and ensuring new development (including multi-use public trails) is located a minimum of 15 metres from the top of the bank of the creek. Some environmental groups advocate for strict enforcement of the 15 metre stream setbacks with no variances.

The site is also subject to environmental protection development permit guidelines and policies that guide the protection of trees.

## Community Services, Recreation and Cultural Facilities

### Community Services

#### Child care

The Official Community Plan and District's Child Care policy identify child care as a priority and support facilitating the provision of quality child care.<sup>1</sup> A 2007 Child Care Needs Assessment for the North Shore found there are critical shortages. Mentioned most often was the shortage of care for infants and toddlers, centre-based care and school-aged care. An updated child care assessment for the District is underway.

#### Adult day care

The Official Community Plan indicates there is a growing population of seniors on the North Shore, and a limited number of adult day care centres to give respite for families who care for seniors with complex care needs. The centres that do exist have extensive waiting lists.

### Recreation & Cultural Facilities

The North Vancouver Recreation and Culture Commission provides recreation and cultural programs and services across the District and City of North Vancouver. The 2006 Recreation Needs Assessment and 2007 Indoor Facilities Plan together established a 20-year vision that includes merging the William Griffin and Delbrook Community Recreation Centres in a new facility that will continue to use the Delbrook name.

<sup>1</sup> There are 27 spaces per 100 children aged 12 years and under, according to *A Municipal Inventory Child Care Spaces and Policies in Metro Vancouver*, prepared for the Regional Planning Advisory Committee, November 2015.

#### CURRENT DELBROOK LANDS TENANTS

##### **Little Rascals Daycare**

This privately owned and operated child-care facility, whose construction costs were paid for by the owner, is operated out of a stand-alone building on the Delbrook Lands. Little Rascals has a lease with the District until 2023 and requires a playground to meet its licensing requirements. Site planning considerations need to include space for Little Rascals on site.

##### **Capilano Community Services Society**

This non-profit service organization and its partner agencies (Red Cross, Restorative Justice Society, Keep Well Society, Lionsview Seniors' Planning Society and Canadian Hard of Hearing Association North Shore Branch) currently occupy the bottom floor of the north building. They will be moving to a proposed new community recreation centre in Lions Gate Village Centre in 2019, but until then require office space. Cap Services has supported populations in need for over 45 years, and relies strongly on local volunteers.

#### SQUARE FOOTAGE OF OLD CENTRES

**81,650 gross square feet**

Combined William Griffin and old Delbrook Community Recreation Centres

#### SQUARE FOOTAGE OF NEW CENTRE

**96,488 gross square feet**

New Consolidated Delbrook Community Recreation Centre

#### **The New Delbrook Community Recreation Centre**

The table on the next page shows the facilities and services offered in the new Delbrook Community Recreation Centre. Many of the ideas suggested by community members during Phase One of the Delbrook Lands Community Dialogue will be accommodated in the new centre, including multi-purpose meeting rooms, youth space, seniors space, a preschool, arts and crafts space and a dance studio. Indoor pickleball may be accommodated in the new centre.

Capilano Community Services Society, which is currently housed at the old Delbrook centre, will not be moving their offices to the new centre (see text box to the left).

#### **Harry Jerome**

##### **Community Recreation Centre**

The Harry Jerome Recreation Centre is located near the Trans-Canada Highway and Lonsdale Ave in the City of North Vancouver. For the past three years the City has set aside funds for the replacement of this facility. In April 2016, City of North Vancouver Council voted to support a tax increase to set aside further funding to rebuild the Centre. The Harry Jerome project is planned for the 2016–2025 period, though no timelines for development or further detail are available at this time.

## Services and Facilities Available in the New Delbrook Community Recreation Centre (useable square footage)

### ► Aquatic Spaces

- 6 lanes x 25m
- Wider lanes for lane swimming
- Large hot tub/whirlpool, sauna & steam room
- Leisure tank with warmer water, zero depth entry for multi-generational use includes tots, games/exercise & therapy/current channel zones
- Change rooms (male, female & larger universal/mixed gender change area)
- Fully accessible for those with disabilities

### ► Commercial Lease Space

- Coffee/snack shop

### ► Community Meeting Space

- Community meeting rooms:
  - 1 boardroom (715 sq. ft.)
  - 2 small meeting rooms (156 sq. ft. & 292 sq. ft.)
  - Community kitchen (266 sq. ft.)

### ► Dance/Martial Arts/Activity Space

- Dividable with sprung-wood floor and mirrors (3039 sq. ft.)

### ► Fitness Centre (weight room, stretch area and fitness studio)

- Weight room includes cardio, strength & stretch areas (6690 sq. ft.)
- Fitness studio for spin and TRX (1185 sq. ft.)

### ► Gymnasium

- Large, dividable gymnasium configured for basketball, volleyball, badminton, pickleball (8040 sq. ft.)
- Adjustable basketball backboards for school age programs

### ► Indoor Racquet Sports Courts

- 2 convertible courts for squash & racquetball

### ► Multipurpose Program & Meeting Space (includes seniors)

- 1 large dividable (2833 sq. ft.)
- 1 medium (1823 sq. ft.)
- 1 small (958 sq. ft.)

### ► Museum and Archives Display

► **North Vancouver Recreation and Culture Commission Administration Space (offices & central support services)**

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► **Outdoor Plaza**

- Includes special event space
- 

► **Parking**

- 243 spaces total
- 

► **Pottery Studio and Arts & Crafts Space**

- Arts & crafts studio (1075 sq. ft.)
  - Pottery studio & kiln room (1842 sq. ft.)
- 

► **Pre-School Program Space**

- Includes multi-purpose space for licensed and recreation programs for toddlers & preschoolers (1408 sq. ft.)
  - An outdoor playground with natural play structures is adjacent to the preschool space
- 

► **Welcoming Foyer (lobby, public gathering, reception, information)**

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► **Youth Space**

- 728 sq. ft.

# 4

## Financial Context

District finances are divided into operational and capital budgets.

### **2016 General Operating Fund Plan: \$124.2M**

Operational funding is for day-to-day operations including municipal salaries, programs (e.g. recreation) and services (e.g. police & fire services). The operating budget is largely funded by tax dollars and user fees, which include charges for recreation programs, water and sewers.

### **2016 Capital Fund: \$62.7M**

Capital funding is for the purchase and financing of the District's capital assets. Capital assets include infrastructure (e.g. roads, bridges and utilities), lands, buildings (e.g. community centres), vehicles and equipment.

The District's capital assets are valued at over \$2 billion.<sup>2</sup> Renewal of existing infrastructure and facilities is funded through property taxes and user fees. New infrastructure and facilities to support population growth are paid for through development proceeds.

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<sup>2</sup> Based on current replacement values

### FINANCING THE NEW DELBROOK COMMUNITY RECREATION CENTRE

In 2015, the District borrowed \$28 million to support the replacement of the new Delbrook Community Recreation Centre. The annual interest rate on this debt is 2.2%, or \$616,000 per year—the lowest cost of borrowing through the BC Municipal Finance Authority since 1990. The District has been able to support the costs of borrowing and debt repayment without any increase to the tax levy.

Like much of Metro Vancouver, most of the District's infrastructure was built in the 1950s, 1960s and 1970s. Rising maintenance and replacement costs require ongoing funding which comes from the taxes and user fees collected from District residents and businesses. Financial strategies in place to sustain and renew this infrastructure include Council's multi-year policy of a 1% tax rate increase.

A 10-year Capital Plan is currently in development and will be brought to Council in fall 2016 for further direction. This plan will help guide decision making within a limited funding environment, and includes major projects such as highway interchanges, bridge and facility replacements, and new community amenities.

### Financial Parameters

The following financial parameters will help guide decision-making about potential future Delbrook Lands site uses:

**Renewal capital is already funded:** The renewal of existing assets and infrastructure is covered by the District's existing financial

framework. This includes the new \$50.1M Delbrook Community Recreation Centre on the former William Griffin site.

**District priorities are first in line for District funding:** The District's long-term funding framework and 10-year Capital Plan are managed so as to direct funding to priorities consistent with the Official Community Plan and to identified service gaps. These criteria will continue to be applied as new opportunities and priorities are identified over time.

**New assets or amenities require new funding sources:** New amenities or assets typically require new funding sources, either internally identified by the District or through external partners.

Desired amenities that are not identified as a District priority would likely require new revenue or funding sources. Examples of new funding sources include proceeds from the selling or leasing of land (including the Delbrook Lands), development proceeds, funding from other levels of government, or partnering with other organizations.

# 5

## Site Ideas

The following pages explore six broad categories of ideas for the Delbrook Lands:

### 1. Minimal Change to the Site

- Demolish Buildings
- Upgrade Existing Buildings

### 2. Parks and Outdoor Recreation

### 3. Community Services, Recreation and Cultural Facilities

### 4. Non-Market Housing

### 5. Market Housing

### 6. Commercial Use

These site ideas explore the widest possible spectrum of approaches—some of which are controversial and others that are technically constrained. The purpose of including a wide range of ideas is to allow participants to consider trade-offs and make informed choices about their preferred solutions.

Many ideas come directly from community suggestions during Phase One of the Delbrook Community Dialogue, while others reflect the need of District Council to know that participants have considered the full range of alternatives and have access to information about financial and other District impacts.

**The site ideas included here are not mutually exclusive and do not prevent participants from introducing new ideas. Most participants in Phase One of the Delbrook Lands Community Dialogue put forward suggestions that combined multiple site uses. Participants will need to consider and weigh potential trade-offs when deciding between different ideas.**

It is possible that the resulting recommendations would also require that amendments to existing policies and plans be considered by District Council in order to be realized. All information on cost estimates and sample footprint size are approximate and are subject to change through any subsequent design process.

#### TRAFFIC GENERATED ON SITE

According to a 2016 transportation study for the Delbrook neighbourhood, the site ideas in this section, with the exception of commercial uses, would all generate similar or less car traffic than the current uses occupying the Delbrook Lands. Further information is needed to determine commercial impact.






# 1. Minimal Change to Site



## Demolish buildings

The existing buildings would be demolished and the grounds seeded with grass, leaving the rest of the site (childcare facility, children’s play area, tennis courts and parking lots) as is.

<b>Capital Costs</b>	<b>Operating Costs</b>	<b>Land Ownership</b>
\$600,000 (already covered in District budget)	Minimal—upkeep to the site	Remains District-owned

-  • Demolition costs covered within existing budget to decommission community centre
-  • Retains public land with maximum flexibility to meet future community needs
-  • According to a third party report, the majority of original building systems are well beyond or near the end of their useable life






-  • Leaving the site as grass field is considered an underutilization by the District
-  • Some community members expressed concern about a loss of Delbrook neighbourhood history

## Upgrade existing buildings

The buildings would be upgraded and repurposed to provide community use for another 25 years.

<b>Capital Costs</b>	<b>Operating Cost</b>	<b>Land Ownership</b>	<b>Footprint</b>
\$11.3M+	\$500,000+/year	Remains District-owned	51,000 sq. ft. (28% of site)

-  • Some community members have expressed a desire to see the buildings remain to preserve Delbrook neighbourhood history
-  • Would require new funding source or Council decision to defer other District capital and operating funding priorities
-  • Building design may not serve future operational purpose

- According to a third party report, the majority of original building systems are well beyond or near the end of their useable life and it is less expensive to build a new facility than to refurbish the existing buildings
- With upgrades, the building life would only be extended by 25 years and the buildings would not meet seismic codes
- The buildings are surplus to the District's current needs, and this option is not supported by the District's asset management plan

#### CAPILANO COMMUNITY SERVICES

The District is currently in discussion with Capilano Community Services and their partner organizations about operating in the north Delbrook building until the proposed new Lions Gate Village Centre community recreation centre is ready in 2019. Capilano Community Services and their partner organizations are concerned about maintaining continuity of service for their users if they have to move before the new centre is built, and would prefer staying on the site for the interim.

## 2. Parks and Outdoor Recreation

The ideas below are examples of parks and outdoor recreation that could cover all or a portion of the Delbrook Lands. Covering the entire site with a park would cost approximately \$4 million and require 22 parking spaces. All the land would remain District-owned.

Impacts to consider:

- + District Parks and Open Space Strategic Plan has identified a shortage of Neighbourhood Parkland<sup>3</sup> (e.g. playground) in the Delbrook area
- + Some community members have been advocating for a park for decades

- District Parks and Open Space Strategic Plan has no identified need for Community or District Parkland<sup>4</sup> (e.g. playing fields, baseball pitches, stadiums) in the Delbrook area
- May require new funding sources, the allocation of new development funds from the local area, or a Council decision to defer other District capital and operating funding priorities

3, 4 See pages 14-16 for descriptions of park categories

## Neighbourhood Parkland Ideas

Below is a list of parkland features that could be built alone or in combination to cover a portion of the site. The neighbourhood park would serve approximately 2,000 District residents and 1,000 City residents within a 10-minute walking distance.

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**Playground:** Basic public play structure for young children

Capital Costs	Operating Costs	Footprint
\$110,000 (15 year lifecycle)	\$4,500/year	2,000 sq. ft. (1% of site)

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**Adventure Playground:** Could be designed and manufactured using natural materials, such as BC Yellow Cedar and sustainable design practices. The structure offers a natural play setting with the goal of helping reconnect people with nature.

Example: Terra Nova Park, Richmond

Capital Costs	Operating Costs	Footprint
\$1M	\$20,000/year	10,000 sq. ft. (5% of site)

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**General Green Space/Multi-Use Open Space:** Open green space for play, social interaction and gathering.

Capital Costs	Operating Costs	Footprint
\$200,000	\$10,000/year	4,500 sq. ft. (2% of site)

---

**Community Gardens:** Parcel of land for individual garden plots or collective gardening with fence, garden shed and seating. Would serve approximately 100 local residents.

Capital Costs	Operating Costs	Footprint
\$50,000	\$2,500/year	1,500 sq. ft. (1% of site)

---

**Mission Creek Enhancements:** Environmental enhancements to Mission Creek riparian area, including habitat protection fencing, native planting, etc.

Capital Costs	Operating Costs	Footprint
\$250,000	\$5,000/year	1,500 sq. ft. (1% of site)

---

**Trail Networks:** Trail and bridge/boardwalk on site, potentially connected to existing trails and minimizing environmental impacts.

<b>Capital Costs</b>	<b>Operating Costs</b>	<b>Footprint</b>
\$100,000	\$6,000/year	700 linear ft. (1% of site)

---

**Picnic Area:** Picnic area with picnic shelter

<b>Capital Costs</b>	<b>Operating Costs</b>	<b>Footprint</b>
\$50,000	\$3,000/year	850 sq. ft. (1% of site)

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**Spray Park:** A water play area that has little or no standing water to eliminate the need for lifeguards or other supervision, as there is little risk of drowning.

<b>Capital Costs</b>	<b>Operating Costs</b>	<b>Footprint</b>
\$400,000	\$8,000/year	3,500 sq. ft. (1.5% of site)

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Example: Parkgate Seniors Park

**Circuit Exercise Equipment:** Outdoor fitness circuit with activity stations for adults that could be incorporated with a playground.

<b>Capital Costs</b>	<b>Operating Costs</b>	<b>Footprint</b>
\$240,000	\$5,000	6,000 sq. ft. (3% of site)

---

**Multi-Purpose Courts:** A multi-purpose sport court for basketball, casual ball hockey, etc., with fencing and seating.

<b>Capital Costs</b>	<b>Operating Costs</b>	<b>Footprint</b>
\$125,000	\$6,000/year	3,000 sq. ft. (1.5% of site)

---

**Existing Tennis Courts:** The existing tennis courts would be left as is or moved to a new location on the site.

<b>Capital Costs</b>	<b>Operating Costs</b>	<b>Footprint</b>
\$400,000 if moved	N/A	17,000 sq. ft. (9% of site)

---

## Community & District Park Ideas

These ideas are suited for larger park spaces and can serve a greater number of residents.



**Bike Park:** A park for mountain bikers, beginner to advanced, to develop their riding skills in a safe, controlled area.

Example: Inter River Bike Skills Park

### Capital Costs

\$100,000

### Operating Costs

\$5,000/year

### Footprint

13,000 sq. ft. (7% of site)



- There is currently no bike skills park in the western area of the District



- Depending on scope and scale, may not be compatible with residential neighbourhood.



**Long Board Course:** A park for long boarders, beginner to advanced, to develop their riding skills in a safe, controlled area.

Example: Kamloops Longboard Park

### Capital Costs

\$50,000

### Operating Costs

\$3,000/year

### Footprint

130,000 sq. ft. (68% of site)



- There is currently no long board course in the District



- Requires large site area to take advantage of grade changes



- Depending on scope and scale, may not be compatible with residential neighbourhood

**Playing Fields:** Sports fields for a variety of activities (i.e. soccer, football, field hockey, etc).

**Capital Costs**

Unavailable/variable

**Operating Costs**

Unavailable/variable



- Provides additional opportunities for organized outdoor recreation



- No identified need in Parks and Open Spaces Plan



- Site layout makes it difficult and costly to build playing fields



- There are artificial turf and grass playing fields nearby (Delbrook Park and William Griffin Park)



### 3. Community Services, Recreation and Cultural Facilities

#### Community Services



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**Additional Child Care & Adult Daycare:** Group licensed child care could be co-located with adult daycare for older adults suffering from health related challenges (such as mild to moderate dementia, etc). Co-locating these non-profit facilities would allow for intergenerational programming, which has been shown to have positive benefits.

These services require parking for staff and users, drop off and pick up space and an outdoor children’s play area.

#### Capital Costs

\$3.35M

#### Operating Cost

Depends on model

#### Land Ownership

- Remains District-owned
- Buildings would be leased to the child and adult care provider

#### Footprint

- 9,400 sq. ft., 5% of site:
  - 2,700 sq. ft.—child care
  - 2,700 sq. ft.—adjacent outdoor space
  - 4,000 sq. ft.—adult daycare



- Official Community Plan has identified adult daycare and child care as a need



- Would provide quality care for 37 children and 30 seniors per day, amounting to 5,000 senior guests per year



- No re-zoning or Official Community Plan amendment process needed



- May require new funding sources, the allocation of new development funds from the local area, or a Council decision to defer other District capital and operating funding priorities

## Recreational and Cultural Services



**Curling Rink:** A curling rink facility with eight ice sheets.

Example: Cloverdale Curling Rink, Surrey

### Capital Costs

\$12M

### Land Ownership

Remains District-owned

### Footprint

38,800 sq. ft. (20% of site)

### Operating Costs

Depends on model



- There are no curling venues on the North Shore and curlers have to travel to other municipalities to play (approximately 400 curlers live on the North Shore)



- No re-zoning or Official Community Plan amendment process needed (uses allowed in Public Assembly zoning)



- Not identified as a need in the Indoor Recreation Facility Plan



- May require external funding sources, the allocation of new development funds from the local area, or a Council decision to defer other District capital and operating funding priorities





**Cultural Space:** A multi-use space with a flexible design that can be reconfigured for different indoor and outdoor spaces (e.g. theatre space, community events).

Example: Presentation House Theatre, City of North Vancouver

**Capital Costs**

\$12M

**Operating Cost**

Depends on model

**Land Ownership**

Remains  
District-owned

**Footprint**

7,500 sq. ft.  
indoor plus outdoor  
space (5% of site)



- No re-zoning or Official Community Plan amendment process needed (uses allowed in Public Assembly zoning)



- Further analysis is required to determine the demonstrated need for different types of cultural facilities across the entire District



- Site location may not be ideal compared to more central locations in the District



- May require new funding sources, the allocation of new development funds from the local area, or a Council decision to defer other District capital and operating funding priorities

12<sup>th</sup> Avenue Arts was developed by a non-profit housing organization and includes affordable apartments, office space for non-profits, flexible theatre space, food services and underground parking for the Seattle Police Dept.

Example: 12th Ave. Arts, Seattle, USA



## 4. Non-Market Housing

Affordable non-market units could include housing for seniors, families, single parents or other target populations, combined with other complimentary services such as child care and adult daycare. Development of this type would require sensitive integration with the single family neighbourhood.

Four-story LEED Gold residence by the YWCA, for women and children in need of support services. Includes administration, underground parking and multiple amenity spaces.



Example: Alder Gardens, Surrey

### Capital Costs

\$16.4 M<sup>5</sup>

### Operating Cost

Requires senior government and non-profit housing partnerships

### Land Ownership

- Remains District-owned
- District may consider leasing a portion of the site to a non-market housing provider

### Footprint

- Approximately 38,000 square feet in this example or the size of the south parking lot (20% of the site)
- 4 stories

- ▲ Official Community Plan has identified affordable non-market housing as an important community need
- ▲ Provides up to 40 units of low rise apartments for low to moderate income households
- ▲ Project could not occur without the District contributing land
- ▲ Site is within walking distance of schools, parks, recreation facilities and shops, and is located on a public transit corridor
- ▲ Provincial government has issued a call for Expressions of Interest to partner with municipalities and other organizations on affordable housing projects





- ▼ Rezoning and Official Community Plan amendment process needed, as site is not zoned for residential and is not in a town centre
- ▼ Could not proceed without external funding for capital and operating costs, which is not guaranteed

<sup>5</sup> Altus Group, 2016 Canadian Cost Guide; Includes site servicing (approximately \$1.4M)

## 5. Market Housing

Privately-owned residential units, such as townhomes or low rise apartments, could be sold at market value on a portion of the site. This approach offers one potential method to raise money for new site amenities or other District financial priorities.

This section provides reference information about potential revenues using different housing forms on approximately 20% of the Delbrook Lands. Revenue would scale roughly with the size of housing development, from \$3 million up to approximately \$34 million if the area outside of 15 metre stream setback was covered in six story low rise apartment buildings (see figure 1 on page 7).

	One Time Revenue <sup>6,7</sup>	Ongoing Taxation Revenue
<i>Housing Units &amp; Built Form for 20% of Site</i>		
 <p>Town homes: 3 stories, 28 units</p>	\$3M	\$40,000
 <p>Low Rise: 4 story apartment/ walk up, 40 units</p>	\$4M	\$60,000
 <p>Low Rise: up to 6 stories, apartment/ walk up, 58 units</p>	\$6M	\$84,000
<i>Housing Units &amp; Built Form for Full Site<sup>8,9</sup></i>		
 <p>Low Rise: up to 6 stories, apartment/ walk up, 300 units</p>	\$34M	\$420,000

6 Approximate value, plus or minus 25% margin of error after deduction of servicing fees (\$1.4M)

7 Values are illustrative and for discussion purposes only

8 Relocation of the existing child care into new development would need to be factored into this cost if full site developed

9 Depending on the building type and size of units

## Land Ownership

- A portion or whole of the Delbrook Lands would be sold to a private developer

## Footprint

- Could scale from 38,000 sq. ft (20% of the site) to full site



- Official Community Plan identifies diversifying housing options as a priority



- Site is within walking distance of schools, parks, recreation facilities and shops, and is located on a public transit corridor



- Provides an opportunity to raise money that could be used to pay for on-site amenities or other District priorities



- Rezoning and Official Community Plan amendment process needed, as site is not zoned for residential and is not in a town centre



- Potential loss of Public Assembly and District-owned lands that will not be available in the future to serve a growing population



- Changes neighbourhood character, depending on housing form selected

In response to its housing affordability crisis, Los Angeles developed small lot homes that have similar density to townhouses with fee-simple ownership. From *Small Houses: Innovations in Small-scale Living from North America* edited by Erick Villagomez, Founder & Editor-in-Chief of Spacing Vancouver Magazine

Example: Small Lot Homes, Los Angeles, USA



## 6. Commercial Use

Retail business that services the local community, e.g. coffee shop, convenience/grocery store, restaurant, etc.

### Capital Costs

Depends on model

### Land Ownership

Depends on model

### Footprint

6,000 sq. ft. (3% of site)

### Operating Costs

Depends on model



- Would provide convenient service for local residents and site users



- Rezoning and Official Community Plan amendment process needed, as site is not zoned for commercial use



- The new Delbrook Community Recreation Centre will have a coffee shop



- Retail may not be viable from a business perspective due to the number of nearby commercial venues (Westview, Edgemont Village, Delbrook Plaza, etc.) and inadequate foot traffic

#### SALE OF THE SITE

If the District was to consider residential development on the Delbrook Lands and sell the site, it could obtain up to \$34 million to re-invest in community services or meet other financial priorities.

The sale of the Delbrook Lands would mean a loss of Public Assembly and District-owned lands that would not be available for community uses in the future.

# 6

## Discussion Questions

The Delbrook Lands Community Dialogue offers a rare and exciting opportunity for residents and stakeholders to collaborate with the District of North Vancouver to help shape District policy. Thinking about the future of the Delbrook Lands, here are some questions to take into account:

1. What principles should guide decision making for the Delbrook Lands?
2. What are the greatest needs of the community?
3. How will different community members be impacted by participant recommendations to District Council on the future use of the Delbrook Lands?
4. Are there any circumstances where the sale and private ownership of the Delbrook Lands is desirable, or is continued public ownership preferred?

# 7

## Background Materials

Links to plans and policies referenced in this guide are available at [dnv.org/delbrooklands](http://dnv.org/delbrooklands)

### **District of North Vancouver**

- ▶ Official Community Plan
- ▶ Public Assembly Land Strategy document
- ▶ Development Permit Areas
- ▶ Parks and Open Spaces Strategic Plan
- ▶ Delbrook Transportation Study Report

### **City of North Vancouver**

- ▶ Official Community Plan

### **North Vancouver Recreation and Culture Commission**

- ▶ Indoor Recreation Facility Plan



