



REQUEST FOR DECISION

Tiger Bay Development Corporation -
OCP & Zoning Amendment Application
(South Britannia)

Meeting Date: June 24, 2021

To: SLRD Board Committee of the Whole

Applicant: Tiger Bay Development Corporation (“Tiger Bay”)

Location: South Britannia, Electoral Area D

Legal Descriptions:

1. Part of District Lot 1583 Group 1 New Westminster District Except: Firstly; Part In Reference Plan 4390, Secondly; Part in Reference Plan 4878, Thirdly; Part on Plan 21576, Fourthly; Part Shown as 8.31 Acres on Highway Plan 76 Fifthly; Part Shown as 0.08 Acres on Highway Plan 76, Sixthly; Portion on Plan BCP29232 PID 010-026-151
2. Lot A, Except Part Dedicated Road on Plan BCP28651, District Lots 1583, 2001 and 7034 Plan 21576 PID 010-077-227
3. Parcel 1 (Reference Plan 4878) of District Lot 1583 Group 1 New Westminster District Except Part on Plan 21576 PID 010-025-952
4. Parcel 1 (Reference Plan 4878) of District Lot 2001 Group 1 New Westminster District Except Part on Plan 21576 PID 010-025-901
5. Part of Lot A Except: Part Dedicated Road on Plan BCP25632 District Lot 2001 and 7035 Group 1 New Westminster District Plan 20309 PID 006-646-921
6. Part of District Lot 4008 Group 1 New Westminster District Except: Firstly: Part on Highway Plan 76, Secondly: Part on Plan BCP29235 PID 010-025-766

<p>OCP Designation: Mixed Residential, Single Family Residential, Community Commercial, Tourist Accommodation, Park, and Open Space</p> <p>Electoral Area D OCP Bylaw No. 1135-2013</p>	<p>Zoning: Rural Resource 3 and Rural Resource 4</p> <p>Electoral Area D Zoning Bylaw No. 1350-2016</p>	<p>ALR Status: N/A</p>	<p>Development Permit Areas: Wildfire, RAR, Comprehensive</p>
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RECOMMENDATIONS:

1. That in conjunction with the Board's consideration of first reading of bylaw amendments to Electoral Area D Official Community Plan Bylaw No. 1135-2013 and Electoral Area D Zoning Bylaw No. 1350-2016 in respect to South Britannia, a detailed term sheet be brought forward containing all the obligations of the applicant with respect to the timing, amount, location and other pertinent information for all amenity contributions and any other relevant matters associated with the proposed development, including, but not limited to, rental housing, Minaty Bay Park and other park space, Minaty Bay Park public parking, a pedestrian overpass of the CN Rail tracks, the trail system, a community centre (possibly in combination with a public school), a playfield, transit facilities, a public works yard, a contribution to upgrading fire services (either by provision of an amenity and/or by agreeing to participate in a fire service area agreement bylaw), and an upgraded highway underpass.
2. That prior to the Board's consideration of second reading and referral to Public Hearing of bylaw amendments to Electoral Area D Official Community Plan Bylaw No. 1135-2013 and Electoral Area D Zoning Bylaw No. 1350-2016 in respect to South Britannia, the applicant complete detailed hazard assessments for Thistle and Daisy Creeks and agree to an updated term sheet, as required, to include any additional details pertinent to the amenity contributions and any other relevant matters associated with the proposed development.
3. That prior to the Board's consideration of adoption of bylaw amendments to Electoral Area D Official Community Plan Bylaw No. 1135-2013 and Electoral Area D Zoning Bylaw No. 1350-2016 in respect to South Britannia:
 - (a) The SLRD receive written confirmation from CN Rail that it has approved a plan for the location, design and all terms and conditions for a railway crossing that provides permanent public access to Minaty Bay Park;
 - (b) Water, wastewater and stormwater master plans be completed for the entire site;
 - (c) A section 219 development agreement covenant be prepared in registrable form that reflects all the items set out in the term sheet agreed to by the SLRD and the applicant;
 - (d) The section 219 development agreement covenant include a provision that no development or building permits will be issued for any residential use on the site until construction of the surf park lagoon and surroundings has substantially commenced (completion of earthworks);
 - (e) The section 219 development agreement covenant include a provision that no building over 6 storeys or 20 metres in height be permitted until fire services are available to accommodate fighting fires for taller buildings.
4. That, subject to the preceding resolutions, the application be brought forward for the Board's consideration of first reading of bylaw amendments to Electoral Area D Official Community Plan Bylaw No. 1135-2013 and Electoral Area D Zoning Bylaw No. 1350-2016.

BACKGROUND:

On March 24, 2021, a staff report was presented to the Board that addressed the items that were raised in Board Committee of the Whole resolutions of November 6, 2020 regarding an application for South Britannia by Tiger Bay Development Corporation (“Tiger Bay”). The March 24, 2021 report can be viewed here (on page 803): <https://slrd.civicweb.net/document/133269>

The Board resolved at the meeting:

THAT staff work with the applicant in respect of the issues discussed by the Board and bring back a report to a future meeting.

DISCUSSION:

Tiger Bay has provided a response (Attachment A) to the matters raised by the Board on March 24, 2021 and subsequent discussions SLRD staff. The following sections discuss these matters.

1. Term Sheet

The Board was seeking further details on the applicant’s amenity commitments and other obligations as part of the proposed South Britannia development. Those have now been provided in the form of a summary draft term sheet contained in Appendix 1 of the attached submission by Tiger Bay. Briefly, examples include:

- A number of obligations prior to rezoning, notably:
 - Completion of detailed hazard assessments for Thistle and Daisy Creeks (Gravel Creek has already been done).
 - Highway access approval from the Ministry of Transportation and Infrastructure (MoTI).
 - Preliminary approval from CN Rail for a public crossing to Minaty Bay.
 - Conversion of the term sheet into a full development agreement for registration on title.
- Certain commitments in all phases, such as the provision of parks, paths and trails and contributions to fire services as determined by the SLRD.
- Phase-specific commitments, such as:
 - Design and construct a new sanitary sewer plant connection to North Britannia (Phase 1).
 - Design and construct a pathway connection to North Britannia along the sanitary sewer connection right-of-way (Phase 1).
 - Design and construct the Gravel Creek wetlands (Phase 1).
 - Adopt a Housing Agreement Bylaw for the delivery of the market and below market rental housing (Phase 2).
 - Dedicate an 80-metre wide corridor for a potential future highway bypass (Phase 2).

- Dedicate Minaty Bay Park (Phase 2).
- Dedicate the playfield and community centre / possible school site (Phase 2).
- Design and construct the transit loop (Phase 2).
- Design and construct the permanent CNR overpass (Phase 3, unless CN requires it earlier).
- Design and construct the play field (Phase 3).
- Design and construct the 6,000 sq. ft. community centre, possibly in combination with a school (Phase 4)

2. Residential

Distribution of Density and Walkability

Some concern was expressed by members of the Board that the proposed development seems too dense. Tiger Bay's response is that it is proposing a complete community that concentrates development on the former gravel extraction portion of the lands, leaving 70% of its holdings as undeveloped green space (some of which may ultimately be used for the potential highway bypass).

The attached pedestrian and parks plan shows how pedestrians and cyclists will move throughout the site by a network of trails, sidewalks and roads. It also shows that almost the entire neighbourhood is within a 7-minute walk (600 metres) of commercial services and other amenities.

Rental Housing

The 150 units of rental housing, including 50 units that are proposed to be rented at below market rents, was a directive of the Board at its September 19, 2017 meeting and has remained a constant part of the plan since then. All of the rental units are proposed to be secured through a Housing Agreement. However, as previously reported to the Board, it is too early in the process to determine the model that will be used to deliver this housing and its mix of forms (although the predominant form is likely to be apartments) because a housing partner is required, at least for the below market rental units, and the programs and funding sources continue to evolve.

The applicant has committed to the following for the 150 rental units as part of that process:

- A range of unit types will be provided, including a minimum of 10% "family-friendly" units (e.g., three bedroom).
- The units will be offered in priority to people working, first, in Britannia and, second, the rest of Area D.
- The units will only be permitted as a primary residence, with prohibitions on short-term rental.

3. Surf Park

The Board requested further information on a number of elements of the Surf Park, which is Phase 1 of the proposed development.

Maintenance and Operation

The Surf Park will be filled with water from the planned on-site well system using a separate water line and will take an estimated eight days to fill. Engineering studies have confirmed that there will be adequate well water to meet the needs of both the Surf Park and the rest of the neighbourhood at full build-out.

Tiger Bay's consulting engineers do not foresee an instance where chlorinated water from the Surf Park (which will be less chlorinated than, for example, a swimming pool) will be discharged into the natural environment (notably the adjacent wetlands). A settlement pond for slowly draining the pool will be designed and constructed to the specifications of the Ministry of Environment, with input from the SLRD. Once fully de-chlorinated, there are several options for its discharge, such as back into the aquifer or piping it to the other side of the highway. The option selected will be the one ultimately deemed most appropriate by the Ministry of Environment.

User Profiles

As previously discussed, the Surf Park will be designed for users of all skill levels, from beginner to experts. Based on the experience at other surf parks, Tiger Bay envisions the following:

- In addition to day use, there will be packages and memberships for low, medium and high season, as is the case with a number of other outdoor sports attractions in the region.
- There are likely to be some multi-day camps, with participants using the tourist accommodation in South Britannia or elsewhere if required.
- Incentives may be offered for local residents.
- Based on rates at surf parks elsewhere, the cost of a one-hour session could be in the range of roughly the high \$50s up to just over \$100, depending on the level of expertise of the user and whether or not a lesson is included.

Surf Canada

According to Tiger Bay, Surf Canada is interested in using the Surf Park for training. However, it is not seeking a permanent training facility or dedicated accommodation for its athletes, trainers, etc. There is room at the facilities planned as part of the Surf Park for training space as required and there will be tourist accommodation available (hotel rooms, cabins and glamping spots) for those who need it if they want to stay right in South Britannia.

Parking

Approximately 350 parking stalls can be accommodated on one contiguous level under the plaza and buildings adjacent to the Surf Park. That parking will serve not only the surf park but the hotel and other commercial uses. There will also be other commercial parking in the vicinity.

Both the applicant and staff believe that this parking will be sufficient to meet demand. Further details on the amount and location of the parking for each planned use on the site will be determined as part of drafting the zoning bylaw and will be addressed through the issuance of development permits.

4. Commercial and Light Industry

Commercial

The Board expressed concerns about whether sufficient commercial space was being provided to meet the needs of residents. Clarity was also sought on the types of commercial uses planned and their locations. The attachment contains a map that shows the locations and types of commercial that are planned, which is of three broad types, totaling an estimated 9,715 sq. m. (104,572 sq. ft.) of gross floor space:

- Community Commercial, which will include a wide range of permitted uses, such as grocery, retail, and personal and business services. This will include the potential for second floor office. Tiger Bay estimates that 3,765 gross sq. m. (40,526 sq. ft.) of floor space can be delivered in this category.
- Tourism Commercial, which is ground floor areas within the hotels that would be publically accessible (e.g., shops, cafes, personal services). Tiger Bay estimates that these areas could total up to 2,630 sq. m. (28,309 sq. ft.) of gross floor space.
- Surf Park Commercial, which will include some uses specifically targeted at Surf Park patrons but others intended for the general public. Examples include a brew pub, retail, and administration offices. The buildings that are part of the Surf Park complex do not include residential above ground floor commercial and could include second storey office uses. Tiger Bay estimates that the Surf Park commercial will total about 3,320 sq. m. (35,736 sq. ft.) of gross floor space.

Light Industry

While a number of traditional forms of light industry (e.g., warehousing, larger scale manufacturing) would not be appropriate for South Britannia for the reasons previously reported to the Board, staff and Tiger Bay concur that light cottage-type industrial uses would be compatible and should be permitted. It is anticipated that to the degree they occur, they are likely to have both production and retail components (e.g., woodworking, metal works, specialty food products).

In addition to permitting these light industrial uses in commercial areas, they would also be a permitted use in the planned live-work building (Building 11).

5. Daycare

Daycare will be a permitted use in both the commercial areas and at the community centre. The amount of daycare space that is ultimately provided and its location(s) will depend on demand, which will evolve over time as the community grows, and also the delivery model (e.g., private for-profit, a public-private partnership or a subsidized public venture).

6. Workforce Sourcing

The Board had expressed concerns about the ability of South Britannia to attract and retain workers given labour shortages in the corridor, which is partly due to a lack of affordable housing, especially for lower wage earners in sectors such as retail.

With respect to the Surf Park itself, Tiger Bay's response is that it will have an annual payroll of about \$3.1 million for its 60-70 employees, which is an average annual income of approximately

\$47,000 (FTE). Tiger Bay believes that this is a competitive salary in the corridor and that it therefore will not be a challenge to attract Surf Park employees.

However, the Surf Park is only one component of the overall commercial uses planned for South Britannia and workers will also be required on a seasonal or full-time basis for the tourist accommodation, the retail, the food and beverage establishments, possibly daycare and other uses. With respect to securing these workers, Tiger Bay's position is as follows:

- South Britannia will have unique tourism and outdoor recreation aspects that will help attract workers.
- Peak employment will be in the summer months and there will be opportunities for local youth and students.
- The commercial uses will develop over a span of an estimated 20 years and there will be continual shifts in the labour market, so while there may be a shortage in the corridor now, that will likely change.
- Tiger Bay will be exploring shuttle bus service for guests and employees to and from other areas in the corridor and possibly as far south as Vancouver that will allow South Britannia to more easily draw from a larger labour pool.
- The market and below market rental units planned should help attract and retain workers.

7. Transit

In response to Board comments, Tiger Bay has prepared a more detailed pre-design of the proposed transit hub, shown in the attachment, to help illustrate the concept. Tiger Bay notes that:

- It is intended to provide short-term parking for public busses and private shuttles.
- It will include a bus shelter.
- It is located in close proximity to the underground parking area.
- The Surf Park hotel immediately to the east will have its own pick-up and drop-off area, which will help alleviate the potential for congestion.

Tiger Bay has informed staff that it continues to be in discussions with BC Transit about a regional transit hub in the vicinity of the former Galileo Coffee site, but any decisions are likely to still be some time off given that South Britannia is at an early stage in the approvals process.

8. Underpass

The final design of the underpass must be approved by MoTI. Tiger Bay commits to what MoTI and the SLRD are seeking, which is two vehicle travel lanes and dedicated pedestrian and cycling access.

9. Fire Services

Tiger Bay has acknowledged that it has a significant role to play in the delivery of enhanced fire services and agrees to whatever proportional commitments are required, even though these are not yet known.

10. Energy Efficiency

Tiger Bay commits to achieving Step Code 3 for all Part 3 multi-family buildings or whatever energy efficiency requirements that the SLRD may adopt in the future that exceed Step 3.

Tiger Bay notes that the compact design proposed for South Britannia will also significantly contribute to improved energy efficiency compared to more traditional sprawled development.

NEXT STEPS:

If the recommended resolutions are moved by the Board, staff will prepare bylaws to amend Electoral Area D Official Community Plan Bylaw No. 1135-2013 and Electoral Area D Zoning Bylaw No. 1350-2016. A detailed term sheet will also be prepared that would be turned into a full legal development agreement before adoption of the bylaws. Unless otherwise directed by the Board, the next time this item is brought forward will be to a Regular Board meeting with a staff report, the amending bylaws for consideration of first reading, and the detailed term sheet.

ATTACHMENT:

Attachment A: South Britannia – Tiger Bay Response to March Board Meeting, June 2021

Prepared by: E. Vance, Contract Planner and K. Needham, Director of Planning and Development Services

Reviewed by: K. Needham, Director of Planning and Development Services

Approved by: M. Helmer, Chief Administrative Officer