

April 25, 2016

Delbrook Lands Deliberative Dialogue Process and Guidelines

Purpose of the Process and Guidelines Document

This document will govern implementation of the Delbrook Lands Deliberative Dialogue, an initiative of the District of North Vancouver in partnership with the Simon Fraser University's Centre for Dialogue.

Delbrook Lands Deliberative Dialogue Overview

The Delbrook Lands Deliberative Dialogue will take place on June 18, 2016 and will result in community recommendations to District Council for the future of the Delbrook Lands at 600 West Queens Road. This event will be independently designed and facilitated by the SFU Centre for Dialogue. It will be informed by community feedback from Phase One of the Delbrook Lands Community Dialogue, and will include a detailed Discussion Guide so that participants have access to a common fact base which includes financial information.

The Discussion Guide will provide a history of the Delbrook Lands, review context about District land use planning, present a series of Major Site Ideas to stimulate discussion, and explain how each site idea might be impacted by District policies and stakeholder interests. In response to community requests, the Discussion Guide will also provide information about programs and spaces being delivered through the consolidation of the William Griffin and Delbrook Community Recreation Centres, as well as draw upon staff and external knowledge to illustrate possibilities for the Delbrook Lands.

The Deliberative Dialogue session will include up to 100 participants who reflect diverse backgrounds and interests. These participants will work in small, facilitated groups to review the list of Major Site Ideas and develop principles for decision making. Groups will have the opportunity to combine site ideas or identify new ideas within the financial and planning constraints set out by the District, with a goal to agree upon recommendations that are in the best interests of the entire community. They will also express their individual preferences in an exit survey, with results broken down by stakeholder group.

The result will be to reveal participants' preferences and values, while using staff and external knowledge to ground the exercise in existing technical and financial constraints. The SFU Centre

for Dialogue will analyse group recommendations and participant survey results to identify themes for presentation to District Council in fall 2016.

Final decision-making authority for the future of the Delbrook Lands rests with District Council using normal District processes. The Deliberative Dialogue does not replace nor does it circumvent District processes such as rezoning, development permit applications, OCP amendment, capital planning, asset management, and operational planning.

Guiding Principles for the Community Consultation

- **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 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.

How Will the Major Site Ideas Be Presented?

The Major Site Ideas presented in the Discussion Guide will reflect a number of possible futures for the Delbrook Lands.

Many of the Major Site Ideas reflect common ideas from Phase One of the Delbrook Lands Community Dialogue, with a focus on themes supported by 10 or more participants. That initial consultation also revealed some key issues, including concerns by some participants about retaining public ownership of the Delbrook Lands, as well as a desire for more information about financial and other policy constraints. Furthermore, some members of District Council have expressed interest in specifically receiving public feedback about whether to keep or sell all or a portion of the Delbrook Lands, given the implications for District-wide financial priorities and/or funding amenities that are not currently funded.

As a result, the SFU Centre for Dialogue has updated the Major Site Ideas to include the widest possible spectrum of approaches, from simply seeding the grounds with grass, to creating new amenities, to selling all or a portion of the Lands. In the Deliberative Dialogue Guide, each Major Site Idea will include a number of illustrative examples with pros and cons, costs and financial trade-offs, space requirements and community impacts.

Some of the ideas may be controversial, while others may be 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. The result will be to empower participants to tell Council which ideas they support and oppose.

The Major Site Ideas on this list are not mutually exclusive. Participants at the Deliberative Dialogue session will have the opportunity to combine and modify different site ideas for their recommendations to Council:

1. Minimal Change to the Site

a. Demolish Buildings

The District would consider demolishing the existing buildings and seeding the grounds with grass. It would leave the rest of the site as is: tennis courts, parking lots, etc.

b. Upgrade Existing Buildings

The District would consider keeping the existing buildings and upgrading them for community use.

2. Parks and Outdoor Recreation

The District would consider parks and outdoor recreation uses.

3. Community Services, Cultural and Recreation Facilities

The District would consider indoor facilities for community services, cultural programming, and/or indoor recreation.

4. Non-Market Housing

The District would consider non-market housing that fulfills a specific social mandate.

5. Market Housing

The District would consider market housing on site.

6. Commercial Use

The District would consider commercial uses on site.

*For all ideas or combinations, consideration will be given to the retention of the existing child care on site. Consideration will also be given to the interim space needs for Capilano Community Services Society either on or off site. Their permanent new home is the yet-to-be-built community centre in Lions Gate Village Centre, scheduled for completion in 2019. Protection of the Mission Creek riparian area will be required for all site ideas.

Evaluation Framework for Major Ideas and Financial Parameters

The Discussion Guide will include an analysis of each Major Site Idea in relation to the Official Community Plan, related Plans and other relevant policies. These plans identify District priorities and service gaps.

The following information is based on specific examples (from the Ideas Report) and will be provided in the Discussion Guide:

- Capital and operating cost estimates
- Potential funding sources based on financial parameters
- Potential for one time and ongoing revenue
- Public benefits
- Traffic/transportation implications

Coupled with the financial parameters outlined below, participants will be able to make informed choices about trade-offs between site ideas and understand real-world technical constraints.

Financial Parameters

The following financial parameters will help to guide participant decision making at the Deliberative Dialogue:

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. All recreation services and programs from the old Delbrook and William Griffin Community Recreation Centres are being accommodated in the new consolidated centre.

District priorities are first in line for District funding

The District could consider funding recommendations consistent with OCP priorities and/or fill a service gap through the long term funding framework (taxes, fees and reserves). Recommendations funded this way will be prioritized in the 10 year capital plan. The District will provide a list of existing priorities and service gaps to inform participant discussion.

New assets or amenities require new funding sources

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

Desired amenities that are not identified as a District priority would likely require external funding sources. Examples of additional funding sources include selling or leasing a portion of the Delbrook Lands, development proceeds, requesting funding from other levels of government, or partnering with other organizations.

Final Decision Making

After the Dialogue session, District Council will receive the Dialogue report and participants' recommendations.

Subject to Council's direction, staff will then conduct further analysis of the recommendations using transparent criteria and report back to Council on this analysis. The Council report will include evaluation of the recommendations based on alignment with current District policies, plans, and priorities; public benefits; and financial impacts.

Final decision-making for the Delbrook Lands will rest with Council using normal District review and decision procedures.

Participant Selection

The SFU Centre for Dialogue will confirm 100 participants¹ to take part in the day-long Delbrook Lands Deliberative Dialogue session on June 18.

Council directed staff to proceed with an engagement strategy for the Delbrook Lands that includes both local and district-wide participants. To reflect this direction, 50 percent of dialogue session participants will be from the local neighbourhood and 50 percent will come from across the District. We have also included a mandatory quota for residents within 100 metres of the Delbrook Lands, which recognizes the heightened interest of this latter group.

Participants in the first phase of the engagement process suggested the District include diverse participants and interests, including local residents, current site users, District-wide residents and District-wide community groups. Participants also noted missing demographics, such as youth and parents of young families.

Council also recently directed staff to strive for inclusion of youth, and for gender parity amongst participants. To this end we have included a mandatory quota for young people, who are chronically under-represented in most local government public engagement processes. We have also provided priority in the random selection process for a minimum number of participants from the District's 'missing generation' of adults ages 31-45. We will work with the District to remove participation barriers for parents of younger children, such as providing access to childcare during the session.

To balance community input in a fair and transparent way, the Centre for Dialogue has designed a registration process that includes both random selection for interested residents, as well as reserved seats for community organizations directly impacted by the future of the Delbrook Lands.

The deadline for residents, property owners and community groups to formally register their interest to participate is May 18, 2016.

Participation will be limited to one person per household.

The SFU Centre for Dialogue will conduct the participant selection process in a public location. It will allocate seats as followsⁱⁱ:

Local neighbourhood

- 37 seats randomly allocated amongst residents and property owners within the local neighbourhood, including:
 - A guaranteed minimum of 7 seats randomly assigned to interested young people ages 15-30ⁱⁱⁱ.
 - Priority access for 7 seats randomly assigned to interested adults ages 31-45.
 - Priority access for 13 seats randomly assigned to interested residents or property owners within 100 meters of the Delbrook Lands.
 - A maximum of 3 seats for interested residents or property owners from the local neighbourhood who live within the jurisdiction of the City of North Vancouver. This group will otherwise be selected using the same random process as others from the local neighbourhood, with no guaranteed or priority seats.
- 13 seats directly assigned by the SFU Centre for Dialogue to representatives from identified groups that currently use the Delbrook site and/or community organizations within the local neighbourhood, up to a maximum of two seats for any single group, space allowing.

District-wide

- 37 seats randomly allocated to District residents and property owners from outside the local neighbourhood, including:
 - A guaranteed minimum of 7 seats randomly assigned to interested young people ages 15-30ⁱⁱⁱ.
 - Priority access for 7 seats randomly assigned to interested adults ages 31-45.
- 13 seats directly assigned by the SFU Centre for Dialogue to representatives from community groups outside the local neighbourhood with an interest in the future of the Delbrook Lands, up to a maximum of two seats per group, space allowing.

SFU will strive to ensure gender parity with a minimum of 45 seats for female participants and a minimum of 45 seats for male participants

For the purpose of the Deliberative Dialogue, the local neighbourhood is defined as:

- East of Mosquito Creek
- West of Lonsdale Avenue
- North of the Trans-Canada Highway
- South of the urban containment boundary

Notes on participant selection:

ⁱ The final number of participants may vary due to attrition. Capping participation at 100 is necessary due to space limitations at the current Delbrook Community Centre, resource constraints to provide facilitators and note-takers for all tables, and the need to ensure participation by diverse stakeholder groups and demographics at each table.

ⁱⁱ The SFU Centre for Dialogue reserves the right to adapt the selection process to respond to emerging circumstances, using the principles described in this document as a guide for any changes.

ⁱⁱⁱ In the event insufficient young people register their interest to participate, the Centre for Dialogue will work with neutral organizations to directly recruit youth to fill these spaces.