



COUNCIL AGENDA

Date: FEB 16, 2015 Item # 5

 Director	 CAO
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DISTRICT OF WEST VANCOUVER  
750 17th STREET, WEST VANCOUVER, BC V7V 3T3

5.

Attachments for item 5.  
provided under separate cover

## COUNCIL REPORT

Date: January 29, 2015 File: 1010-20-12-053  
From: Lisa Berg, Senior Community Planner  
Subject: **Official Community Plan Amendment, Rezoning and Development Permit Application No. 12-053 for 370 and 380 Mathers Avenue (Residences on Mathers)**

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### RECOMMENDED THAT:

1. Official Community Plan Amendment, Rezoning and Development Permit No. 12-053 for 370 and 380 Mathers Avenue known as the Residences on Mathers project advance in the application review process;
2. Staff bring forward proposed bylaws to amend the Official Community Plan and Zoning Bylaw, and a proposed Development Permit for 370 and 380 Mathers Avenue for Council consideration;
3. Staff bring forward a draft covenant for tree protection as part of the development package; and
4. Staff bring forward a Phased Development Agreement to secure a Community Amenity Contribution.

### Purpose

The purpose of this report is to:

- report back to Council with a review of the development plans based on the recommendations of the Design Review Committee meeting held on September 25, 2014;
- advise on the outcome of a Community Consultation Meeting held on November 25, 2014; and
- determine the suitability of the development proposal for further consideration.

### Executive Summary

Darwin Construction has applied for an Official Community Plan (OCP) amendment, a rezoning and a development permit at 370 and 380 Mathers Avenue, for a 17-unit strata development (see Appendix A – Context Map). The proposal consists of nine single family dwellings and eight duplex units. The proposal is to rezone the site to allow for the proposed 17 units with a Floor Area Ratio (FAR) of 0.38.

Redevelopment of the site is guided by OCP Policy H3 which recognizes that opportunities occur in limited site-specific situations where a housing need may be addressed in a manner that is consistent with the principles of the OCP. Further, while not official District policy, the final report and recommendations of the Community Dialogue on Neighbourhood Character and Housing working group provides further direction for the review of this development application.

On March 18, 2013, Council directed that a Community Consultation Meeting be held and that the application for a 19-unit strata development be referred to the Design Review Committee. A public meeting was held on April 24, 2013 and the DRC considered the proposal on May 30, 2013. Staff reported back to Council on the results of the consultations and the recommendations of the DRC on September 23, 2013. Staff was directed to work with the applicant to revise the proposal in response to community concerns and DRC considerations, however since that time the application was on hold at the request of the applicant.

In the summer of 2014, the applicant approached the District with a revised proposal, showing a reduction in the number of units from 19 to 17. The revised proposal was re-submitted to the DRC at its September 25, 2014 meeting. The committee passed a recommendation of support, subject to minor modifications. Staff has reviewed the applicant's responses to the DRC and find them to be appropriate.

On November 25, 2014, the District hosted a second Community Consultation Meeting. The purpose of this meeting was to share the revised plans with the community prior to reporting back to Council. The meeting was held in an Open House format, where the public were able to drop-in, review the revised plans and fill out a comment sheet. 27 people attended the meeting. The meeting revealed that the surrounding neighbours remain opposed to any development beyond that of single family residential and a FAR of 0.35; however, some support was expressed for the proposal.

The development would add 6,360 square feet over what is allowed under the current RS3 zoning, and would create smaller residential units in the community. This approach is aligned with broader housing needs identified through the Community Dialogue. Development controls would be put in place to deal with the greatest threat to established neighbourhoods: large home construction and associated construction practices. This includes tree protection, landscaping, site access and control of the form and character (architecture and massing) of the homes constructed.

Should Council support the staff recommendation outlined in this report, staff would prepare bylaws to amend the OCP and zoning bylaw and prepare a development permit, and a draft tree protection covenant. An analysis on a Community Amenity Contribution (CAC) would also be presented as part of a Phased Development Agreement bylaw, the legal instrument to secure the CAC. When the draft bylaws are returned to Council, Council may consider giving first readings to the proposed bylaws and set a date for a public hearing.

## **1.0 Background**

### **1.1 Prior Resolutions**

At the September 23, 2013 Council meeting Council passed the following motion:

1. Official Community Plan Amendment, Rezoning and Development Permit application 1010-20-12-053 for 370 and 380 Mathers Avenue (Unitarian Church Site) be revised to address outstanding items identified during the Community Consultation Meeting held on April 24, 2013 and by the Design Review Committee on May 30, 2013 prior to advancing in the application review process, specifically:
  - a. to reduce the size and/or number of units and modify unit layouts to reduce density;
  - b. to provide for adequate visitor parking;
  - c. to provide more contextual information (for re-submission to the Design Review Committee);
  - d. to increase useable open space, provide private outdoor space for the units and provide landscaped buffers between the neighbours;
  - e. to ensure ease of vehicle turnaround within driveways;
  - f. to introduce more variety, materiality and roof forms and consideration to the Elliott House; and
  - g. to provide details about the proposed sustainability measure and landscape.
2. Staff report back to Council with a review of the revised development plans and recommended next steps on advancing the application once the outstanding items are addressed.

At the March 18, 2013 Council meeting Council passed the following motion:

1. Community consultation on Official Community Plan Amendment, Rezoning and Development Permit Application No. 1010-20-12-053 for 370 and 380 Mathers Avenue take the form of Design Review Committee consideration and a public meeting in April 2013 with direct notification of the public meeting provided to the properties shown on the map attached as Appendix E to the staff report dated March 7, 2013 from the Senior Community Planner and the Manager of Community Planning, and a notice of the public meeting be posted on the District website; and
2. Following the community consultation on the development proposal for the land at 370 and 380 Mathers Avenue, staff report back to Council on the results of consultation, and provide a complete review of the development proposal and recommended next steps.

## 1.2 History

A previous application for an Official Community Plan (OCP) amendment, rezoning and a development permit for this site (File No. 1010-20-08-014) was submitted in 2008. The initial proposal was for 48 townhouse units and an FAR of 0.70, and was later revised to 33 townhouse units and an FAR of 0.62.

Two public meetings were held on that application, one by the District in May 2009, and one by the applicant in October 2010. At the District-hosted consultation meeting in 2009, the issues identified were density, traffic and loss of neighbourhood character. At that time, the residents identified other concerns with recent home construction in the area, loss of trees, proposed uses for Hugo Ray Park and associated traffic.

Despite the revisions made to the proposal in 2010 in response to neighbourhood comments, this application was ultimately abandoned by the applicant.

In August 2012, the current applicant submitted a proposal for 24 units consisting of single family and duplex dwellings. The application was reduced to 19 units and consultations with the DRC and the community began. Since that time, the applicant has further reduced the units to 17, which has been reviewed by the DRC and the community at a second public meeting.

The following chart compares the proposals brought forward by the two different applicants, and the reducing density with each revision:

	Summer 2009 (No. 08.014) <i>(Previous Applicant)</i>	December 2010 (No. 08-014) <i>(Previous Applicant)</i>	August 2012 (No. 12.053) <i>(Current Applicant)</i>	February 2013 (No. 12.053)	Summer 2014 (No. 12-053) <i>(Current Proposal)</i>
Units	48	33	24	19	17
FAR	0.70	0.62	0.51	0.41	0.38
Average Unit Area	1,400 ft <sup>2</sup>	1,800 ft <sup>2</sup>	SFD: 2,121 ft <sup>2</sup> DPX: 1,834 ft <sup>2</sup>	SFD: 2,121 ft <sup>2</sup> DPX: 1,834 ft <sup>2</sup>	SFD: 2,211 ft <sup>2</sup> DPX: 1,945 ft <sup>2</sup>
Floor Area*	66,920 ft <sup>2</sup>	59,335 ft <sup>2</sup>	48,646 ft <sup>2</sup>	38,307 ft <sup>2</sup>	36,360 ft <sup>2</sup>
Site Coverage	52%	38%	37%	32%	28%
No. of Storeys	1 to 2	3	2 + bsmt	2 + bsmt	2 + bsmt
Building Height	25 ft	36 ft	23.6 ft	23.6 ft	max 24.6 ft
Parking Ratio	2:1 + 6 visitor	2.7:1 + 10 visitor	2:1 + 5 visitor	2:1 + 6 visitor	2:1 + 5 visitor
Parking spaces**	102	99	53	44	39

\*Excludes garages & basements

\*\*Parking spaces are within private enclosed garages; driveways designed for additional parking.

In summary, two applications have resulted in five different proposals, resulting in the density being reduced from 48 townhouses with an FAR of 0.70 to 17 single family and duplex units with an FAR of 0.38.

See Appendix C for the current application's review process and timelines.

## 2.0 Policy

### 2.1 Official Community Plan

#### Housing

Redevelopment of the site is guided by OCP Policy H3 which recognizes that opportunities occur in limited site-specific situations where a housing need may be addressed in a manner that is consistent with the principles of the OCP.

This policy specifies that applications for such site specific zoning or OCP amendments within a single family area should apply in limited circumstances and be subject to Council's Public Involvement Policy and defined criteria; namely that development would have minimal impact on established areas in terms of access, traffic, parking, and obstruction of views and the site would provide a degree of physical separation (e.g. a road, green belt, alternate use, or change in natural grade) from the surrounding neighbourhood.

#### Community Dialogue

While not official District policy, the final report and recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group (September 2008) provides further direction for the review of this development application; specifically, the proposed housing types and unit sizes, and how these could address community objectives for greater housing diversity in established neighbourhoods. Importantly, the discussion of neighbourhood character issues as part of the dialogue provided broader context for considering how new housing types "fit" with the established physical and social fabric of neighbourhoods.

#### Heritage

The proposed development site includes the Elliott House at 380 Mathers Avenue. This building is identified in the "West Vancouver Survey of Significant Architecture: 1945 – 1975"<sup>1</sup> as a 'primary' heritage resource. This property was nominated to the West Vancouver Community Heritage Register in May 2008, but it has not been added. Applicable heritage policies in the OCP are as follows:

- Policy HE1: Encourage the preservation, retention and maintenance of buildings, sites and landscapes listed in the municipal heritage inventories.
- Policy HE2: Where retention is not possible or is not desired, cooperate with owners in documenting heritage features of buildings and sites for the Municipal archives.

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<sup>1</sup> This is the District's inventory of significant mid-century modern buildings.

The Elliott House suffers from design flaws that have resulted in its existing poor condition. It has no roof overhangs, poor building envelope performance, single glazing and jalousie windows and small clerestory lights set into routed grooves that cannot be replaced with modern sealed units. It has also been modified over the years; windows have been enclosed and a carport has been added. As such, its retention is not proposed. A replacement house will be sited on this lot, incorporating key design elements from the original Elliott House.

## 2.2 Zoning Bylaw

The site consists of two properties:

- 380 Mathers Avenue makes up the northwest frontage of the site and is zoned RS3 (Single family Residential Zone 3).
- 370 Mathers Avenue comprises the majority of the site and is split-zoned: RS3 along the frontage of Mathers Avenue, and PA2 – Public Assembly Zone 2 (Places of Worship) on the balance of the property.

PA2 (Places of Worship) zoning permits places of worship and single family dwellings as per the regulations of the RS3 (Single Family) zone. Based on the minimum lot size in the RS3 zone of 1,115 square metres, the subject site could be developed with six single family lots.

## 2.0 **Analysis**

### 2.1 Discussion

#### The Proposal

The proposal is for a residential development comprising of 17 strata units (9 single family dwellings and 8 duplexes). It has been revised based on the outcome of consultations as outlined in this report. Key features of the proposal include:

- A Floor Area Ratio (FAR) of 0.38.
- Two-storeys plus basement units, with attached two-car garages and private driveways.
- A total of 39 parking spaces: 34 within private enclosed garages plus five visitor parking spaces distributed on the site.

Five different unit types and sizes are proposed: eight houses ranging from 206 to 218 square metres (2,214 to 2,343 square feet); one house fronting Mathers Avenue (“Elliott House” replacement) at 229 square metres (2,460 square feet); and eight duplex units with a floor area of 181 square metres (1,945 square feet) each.

Access to the site is proposed to be from Mathers Avenue, through an “S” shaped driveway designed to preserve mature trees at the entrance. The replacement dwelling fronting onto Mathers Avenue, along with the preservation of mature trees along the frontage of the site complement and preserve the existing street character.

To deal with a long narrow site, the dwellings are situated along a common access driveway which is visually broken up with a mid-site landscape feature. A storm water retention area is at the southern end of the site, which provides a buffer between the adjacent townhouse development, known as Esker Lane. The two single family dwellings along the eastern property line have been oriented in a north-south direction, in order to respond to adjacent neighbour’s concerns about privacy, massing and siting.

The landscape plans see the retention of mature trees at the entrance and at the rear of the site. While the majority of the trees would be removed to accommodate the development, new trees and landscaping would be installed. The tree protection areas will be secured by a covenant, and the landscaping is subject to reviews in accordance with the Development Permit. The new landscaping, together with the preserved trees, would mature over time and blend in with the character of neighbourhood and add privacy.

A traffic study has been submitted by the applicant, which concludes that the proposed 17-unit residential development would have a nominal traffic impact on weekdays, and significantly less traffic on Sundays than the existing uses on the site. Emergency vehicle and pedestrian access only is provided to Lawson Avenue to the east.

See the Project Profile in Appendix B and Appendix G for the Development Application Proposal Booklet.

### Site Context and Features

The 8,825.5 square metre (2.2 acres) site is located within the British Properties. It is bounded by a townhouse development to the south (Esker Lane) with the Upper Levels Highway beyond, Mathers Avenue to the north and single family dwellings to the east and west (Mathers Mews). It has a north to south slope of approximately 16% with stands of mature coniferous trees throughout.

The Unitarian Church and child daycare are located at 370 Mathers Avenue. The church wishes to relocate to a new facility on the North Shore with a more accessible location, as there is no public transit in the neighbourhood. The existing daycare may choose to relocate with the church; they serve a similar geographic catchment as the congregation and provide care for North Shore families.

A vacant single family dwelling is located at 380 Mathers Avenue. This house is known as the "Elliott House," which is identified in the West Vancouver Survey of Significant Architecture: 1945 – 1975 as a primary heritage resource. Although nominated to West Vancouver's Heritage Register, it has not been added nor does it have any legal protection status. The Elliott House is not proposed for retention as part of the development plans.

Design Review Committee

The DRC considered the proposal for a second time at its September 25, 2014 meeting, and the members were supportive of the revised proposal. The Committee passed the following recommendation:

"THAT the Design Review Committee recommends SUPPORT of the 17 residential units for 370/380 Mathers Avenue; SUBJECT TO further review by staff of the following items:

1. planting plan to be reviewed with respect to size and spacing;
2. viability of western lawns to be reviewed;
3. consider comments made by the committee regarding an architectural vocabulary consistent with the Elliott House;
4. develop the LEED and heating strategy;
5. storm water management plan should confirm that drainage still works if the permeable pavers are clogged;
6. consider simplifying the colour palette to reflect a more consistent relationship to mid century architecture."

The applicant has responded to the recommendations made by the DRC as follows:

1. As the focus of the discussions has been on land use, the planting plan is a high level concept at this stage. Should the project advance to the bylaw and development permit stage, the planting plan will be refined and further detailed and presented to Council for consideration as part of the Development Permit review process.
2. A shade-tolerant lawn variety will be chosen for the development. The applicant notes that the western lawn areas should be okay as there is less shade (fewer trees and buildings) to the immediate west.
3. The style of the Elliott House is reflected in its replacement and throughout the remainder of the development; however, the varied architectural expression within the development provides choice, interest and responds to the neighbourhood context.
4. LEED Silver is the minimum target for the development. System details would be further developed through the development review process.



5. The storm water management plans account for enough capacity to handle the incremental increase in runoff, should the pavers not be properly maintained. The applicant notes that the pavers are a benefit to the storm water management on the site, but not essential to the function of the site drainage design.
6. The range of colours chosen for the development borrows from the colour scheme of the Elliott House and subtly varying colours throughout the project create a palette of muted Earth tones. All of the buildings coordinate and the applicant suggests that they are consistent with the mid-century modern architecture for BC.

See Appendix D for excerpts from the September 2014 DRC meeting.

#### Community Consultation Meeting

On November 25, 2014 the District hosted a second public meeting to obtain community feedback on the revised proposal, given that a significant amount of time has passed since the community last saw the plans. A notice of the meeting was mailed out to owners and residents within a defined notification area previously approved by Council on March 18, 2013 (attached as Appendix E). Notice of the meeting was also posted to the District website and on the Community Calendar.

The meeting was held in an Open House format, where people were invited to drop-in, review the revised plans and leave comments. The applicant was in attendance and displayed boards of the revised proposal. 27 people attended in addition to three staff members.

#### *Meeting Analysis*

One pre-written letter was received at the meeting and no comment sheets that were provided by staff were filled out. Council and staff did receive some email correspondence after the meeting. Discussions at the meeting focused around the changes between the previous proposal for 19 units and the current proposal for 17 units, view studies, landscaping changes, and overall site planning.

A few comments of support were made at the meeting. While support is limited, those that do support it acknowledged that the design brought with it development controls for landscaping, grading, and building form and character. It was felt that if the property were to be developed with six single family lots, the neighbourhood would lose any say in how the development is constructed. Recent home construction in the area was cited that saw the clearing of three lots, which was seen as a character change in the neighbourhood.

At the meeting, the District heard that the surrounding neighbourhood is opposed to the proposal and that they remain opposed to any development beyond that of single family residential. Concerns continue to be focused on the threat to existing neighbourhood character, privacy for adjacent homes and traffic.

See Appendix F for a summary of the meeting.

### Project Evaluation

#### *Local Area Context*

The site is located within a neighbourhood that is generally defined as the area bounded by Stevens Drive to the north, Capilano View Cemetery and Hugo Ray Park to the east, the Upper Levels Highway (Highway No. 1) to the south and Hadden Creek to the West.

Within the neighbourhood, there are a variety of land uses and densities occurring. Immediately to the south of the site is Esker Lane, a 12-unit townhouse development. To the immediate west is Mathers Mews, a bare-land strata with eight single family dwellings and detached garages. There are two additional properties zoned PA2 (Places of Worship): the Baptist Church to the west and the Kingdom Hall of Jehovah's Witnesses to the east. The remainder of the neighbourhood consists of single family dwellings within the RS3 zone.

#### *Zoning Evaluation*

The proposed FAR of 0.38 is slightly more than the density permitted within the surrounding RS3 zone of 0.35. It is below the density of Esker Lane, which is 0.43 FAR. Mathers Mews is approximately the same density as the surrounding RS3 zoned areas and is subject to a Development Area Agreement (DAA), which is a covenant.

Under the current zoning, the site could be subdivided into six single family lots that would have an average lot area of 14,300 square feet. With a maximum FAR of 0.35, six single family dwellings of approximately 5,000 square feet each could be built. Alternatively, six slightly smaller single family dwellings plus six coach houses could be constructed. In either situation, this would translate into approximately 30,000 square feet of building area under the existing zoning. There are no development controls with typical subdivision development; currently all trees could be cut down and the site cleared, and there are no design reviews for architecture, massing, or materials. Site access would be from Mathers Avenue (possibly two fronting lots) and the remaining lots would be accessed from Lawson Avenue.

The proposed 17-unit development comprises 36,360 square feet of building area, which is a modest increase in buildable floor area of 6,360 square feet over what is allowed under RS3. The thrust of the proposal is to create smaller housing units that would add a housing choice to the community. Development controls offered by the rezoning and development permit would see: retention of the mature trees at the entrance and rear of the site, integrated storm water management, access, added landscaping and screening, siting of the houses in response to neighbouring houses, and control of the form and character (architecture) of the houses.

The chart below compares a hypothetical six-lot subdivision with the current proposal.

	<b>RS3 (6-lot subdivision)</b>	<b>Proposed</b>	<b>Difference</b>
Site Area*	85,670 sq ft	95,600 sq ft	+9,930 sq ft
Units	6 SFD (± 6 suites) = 6 to 12	17 (SFD + Duplex)**	+5 to 11
FAR	0.35	0.38	+0.03
Average House Size***	5,000 sq ft (or 3,800 sq ft house + 1,200 sq ft coach house)	2,139 sq ft	-2,861 sq ft smaller
Total Buildable Square Footage	30,000 sq ft	36,360 sq ft	+6,360 sq ft more
Site Coverage	Max 30%	28%	-2%

\*Site area would be reduced to accommodate Lawson Avenue road dedication/extension for a 6-lot subdivision.

\*\*Suites would not be a permitted use as part of the development proposal.

\*\*\*Excluding basements & exempted garage areas.

While the neighbourhood remains opposed, the proposal aligns with the existing single and multifamily housing development in the area. The proposal differs from traditional residential subdivision development as it distributes the density across more units, creating smaller housing sizes. In addition to creating smaller houses, the proposal also brings development controls to ensure that the project “fits” within the surrounding neighbourhood.

In summary, the density proposed is closely aligned with the density permitted in the surrounding neighbourhood, creates smaller units and offers a combination of smaller single family homes and duplexes while better preserving neighbourhood character than a conforming RS3 subdivision.

### *Housing Diversity*

The Community Dialogue on Neighbourhood Character and Housing identified a strong community desire for greater housing diversity. The Dialogue revealed that West Vancouver has evolved from a community of traditional family households (parents and children) to many “empty nesters,” seniors, smaller households (fewer or no children), and conversely, households embracing extended families and multi-generations.

The Dialogue identified fundamental planning challenges, including:

- How to provide for improved housing choices and affordability;
- How to achieve more affordable housing in close proximity to existing community services and amenities;
- How to meet the changing housing needs of residents by providing new housing opportunities within their own neighbourhoods, while maintaining the character of those neighbourhoods; and
- How to meet the challenges of “designing with nature” and encouraging both the rural, natural character of West Vancouver, and environmentally sustainable development within dramatically different areas of the community with different character attributes.

The 2008 Community Dialogue survey revealed that 84% of residents believe that a greater variety of housing types is needed in West Vancouver to meet the community’s social, economic and environmental sustainability objectives. When considering new housing types, there was considerable interest in exploring small-scale “infill” options. While the notion of a detached house is still highly valued in the community, residents wanted to see more variations to the traditional housing form, such as smaller units (1,000 to 1,500 square feet), more manageable gardens, opportunities for one-level living, and flexible designs to accommodate changing household needs.

The proposed development generally aligns with these objectives as it would fill a housing gap by providing smaller single and two-family units (1,945 to 2,460 square feet), as opposed to 5,000 square foot houses that would be created from traditional subdivision. The Unitarian Church Site presents a unique opportunity to “infill” underutilized land with a housing type that respects the surrounding neighbourhood while directly responding to a community need.

While the proposal calls for an increase in density (i.e. an additional 6,360 square feet in floor area), the proposed housing forms (single family homes and duplexes) would be compatible with the surrounding built form context.

### *Neighbourhood Character*

The greatest threat to the established character of existing neighbourhoods is the construction of new large homes and associated construction practices, such as complete lot clearing of all trees and vegetation, altering the existing grade lines and constructing retaining walls, lengthy construction timelines, parking during construction, and alteration of public boulevards.

The proposed development would see development controls put in place to deal with many of these construction practices. The design concept responds to and respects the established neighbourhood character via the following measures:

- Retention of the grove of mature trees at the entrance (protected by covenant);
- Single curving driveway access to buffer the development from the street;
- Elliott House replacement of similar architecture, size and scale;
- Architecture, colour palette and finishing materials that express a “mid-century” modern architecture;
- Installation of trees and hedging along the east and west property lines;
- Retention of trees at the rear of the site (protected by covenant);
- Construction of smaller dwellings;
- Closing of Lawson Avenue to emergency vehicles and pedestrians only; and
- Generous rear yard setback to allow for storm water management, tree retention and additional landscaping.

These measures work together to maintain the street-front single family character while providing privacy to the adjacent neighbours. Development controls would be established through a Development Permit to implement the plan.

## 2.2 Consultation/Communications

As described in this report, the application has been presented at two Community Consultation Meetings, and has been considered twice by the Design Review Committee. Project updates have been posted to the District website.

If Council approves the staff recommendations, staff would bring forward amending bylaws, a draft development permit, a tree protection covenant and a Phased Development Agreement (PDA) bylaw as part of a Community Amenity Contribution analysis. A Phased Development Agreement is an emerging best practice to legally secure a Community Amenity Contribution. This tool would set out the framework between the District and the applicant in terms of receipt of any amenities, money or works to be delivered, paid or constructed as part of the development.

Council may choose to give readings to the proposed bylaws and set a date for a public hearing. The public hearing would be held in accordance with the *Local Government Act*. Additionally, the applicant would be required to publicize and host a Development Application Information Meeting prior to the public hearing.

## 2.3 Conclusion

Staff recommends that Council advance the application in the review process given that:

- The proposal has been revised by reducing the number of units in response to neighbourhood concerns over density and character and is closely aligned with existing residential zoning in the area;
- Encourages the preservation of existing neighbourhood character by creating smaller houses with development controls in place to address tree retention, buffering, architectural reviews, and landscaping;
- Aligns with OCP Policy H3 by addressing a housing need by providing a development that has minimal impact on an established area and provides for a buffered landscape from adjacent properties.

## 3.0 Options

***(as recommended by staff)***

- A. The proposed development application advance in the review process and that staff prepare amending bylaws, a draft development permit, a draft tree protection covenant and a Phased Development Agreement bylaw as part of a Community Amenity Contribution, all for Council consideration.

***(or, alternatively)***

- B. Same as Option A, but with further direction on modifications to the project (to be specified); or
- C. Reject the application.

Author:

  
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Lisa Berg, Senior Community Planner

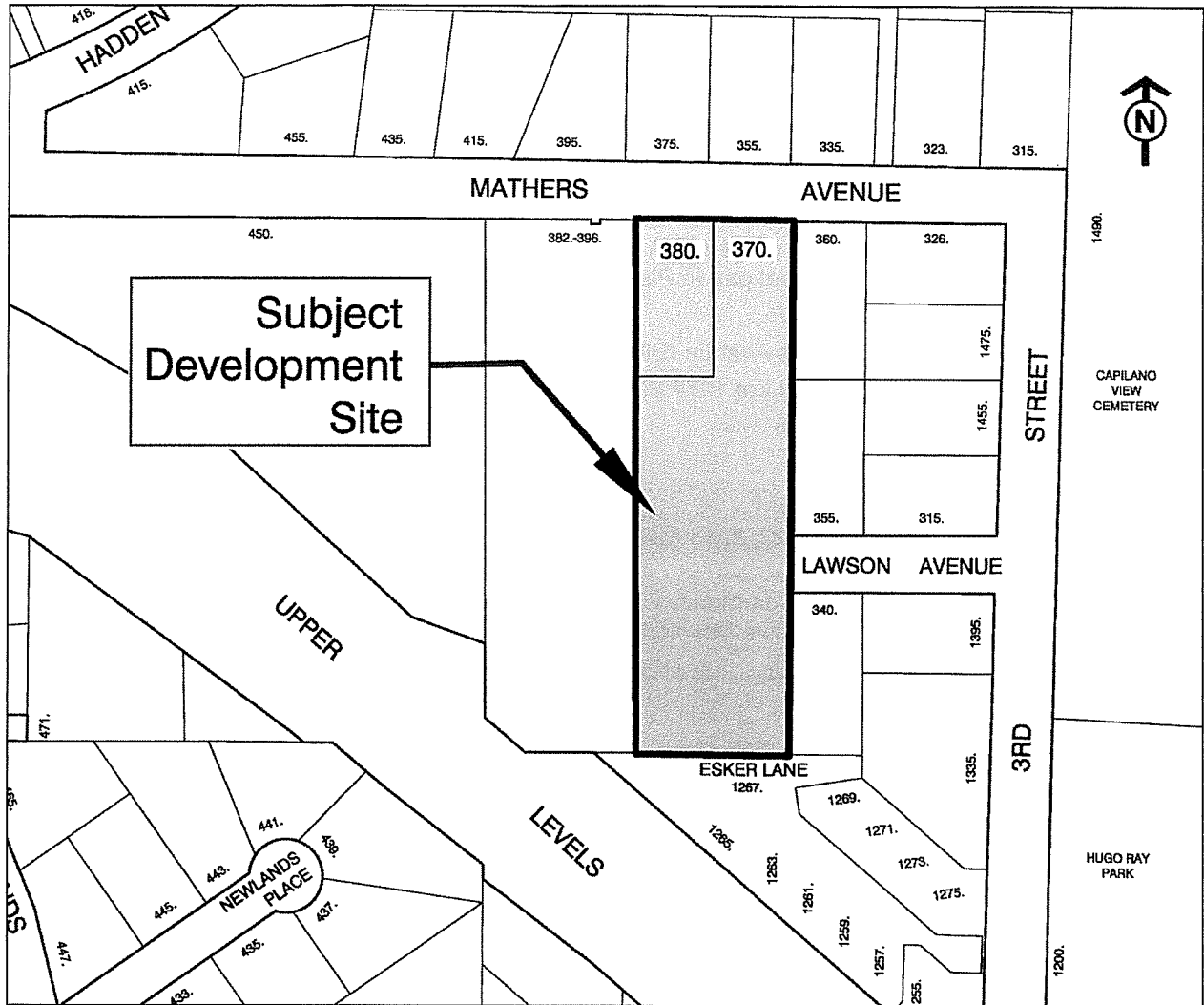
Concurrence:

  
\_\_\_\_\_  
Chris Bishop, Manager of  
Development Planning

Appendices:

- A – Context Map
- B – Project Profile
- C – Application Review Process & Timelines Flow Chart (as of January 29, 2015)
- D – Design Review Committee Minutes, September 25, 2014 (excerpt)
- E – Community Consultation Meeting Notification Map
- F – Community Consultation Meeting Summary, November 25, 2014
- G – Development Application Proposal Booklet, January 2015 edition

# APPENDIX A – CONTEXT MAP



## APPENDIX B – PROJECT PROFILE

at January 29, 2015

<b>Project:</b>	<b>Residences on Mathers (Unitarian Church Site)</b>
<b>Application:</b>	OCP/RZ/DP No. 12-053
<b>Applicant:</b>	Darwin Construction
<b>Architect:</b>	Matrix Architecture & Planning
<b>Address:</b>	370 Mathers Avenue (Unitarian Church)
<i>Legal Description:</i>	The East ½ of the North West ¼ of District Lot 1074 Group 1 New Westminster District except part in Plan 10097
<i>PID:</i>	015-957-187
<b>Address:</b>	380 Mathers Avenue (Elliott House)
<i>Legal Description:</i>	Lot 1 District Lot 1074 Plan 10097
<i>PID:</i>	009-506-438
<b>OCP Policy:</b>	HE3
<b>Zoning:</b>	RS3 & PA2
<b>Previously Before Council:</b>	September 23, 2013 (direction on Community Consultation)
<b>Proposal:</b>	An Official Community Plan amendment, Rezoning and Development Permit to a Comprehensive Development (CD) zone for a 17-unit strata residential development.

Site Area: 95,600 ft<sup>2</sup> (8,885 m<sup>2</sup>)

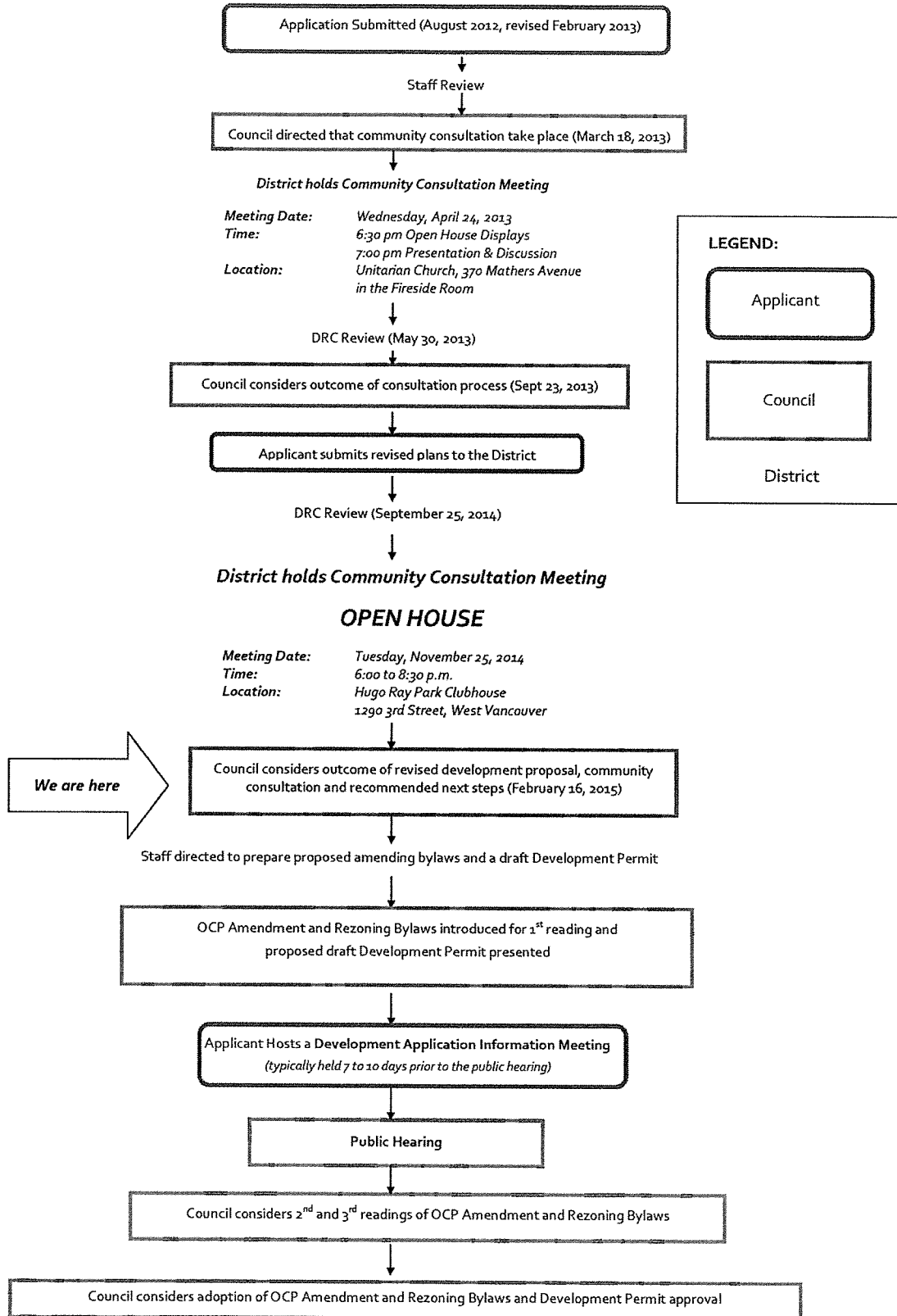
Zoning: RS3 & PA2

	<b>Bylaw</b>	<b>Proposed</b>
<b>Zoning</b>	RS3 & PA2	CD
<b>Floor Area Ratio (FAR)</b>	0.35	0.38
<b>Building Area</b>	n/a	36,360 sq ft
<b>Site Coverage</b>	30%	28%
<b>Setbacks</b>		
Front (north, Mathers Ave)	9.1 m	7.3 m
Rear (south)	9.1 m	10.2 m
East	1.52 m	3.5 to 4.3 m
West	1.52 m	6.2 m
<b>Building Height</b>	7.62 m	7.62 m
<b>No. of Storeys</b>	2 plus basement	2 plus basement
<b>Parking</b>	1:1	2:1 plus visitor
<b>Planning:</b>		
<b>LUC/DAA Area</b>	No	
<b>DP Area</b>	Proposed	
<b>Heritage</b>	Elliott House (nominated but not registered)	
<b>ROW's</b>	Yes (utilities)	
<b>Covenants</b>	No	
<b>Engineering:</b>		
<b>Rock Removal</b>	Unknown. Any rock removal to comply with Soil Removal Bylaw	
<b>Max Driveway Slope</b>	20%	Complies
<b>Roads</b>	Traffic Mgmt Plan req'd at BP. Primary vehicle access from Mathers Avenue; Lawson Avenue emergency vehicle access only	
<b>Sanitary</b>	Sanitary upgrades and connections as required	
<b>Storm</b>	Storm Water Mgmt Plan req'd at BP, must comply with development plans	
<b>Water</b>	Water line upgrades and connections as required	



# APPENDIX C – APPLICATION REVIEW PROCESS & TIMELINES FLOWCHART

## RESIDENCES ON MATHERS – OFFICIAL COMMUNITY PLAN AMENDMENT, REZONING & DEVELOPMENT PERMIT NO. 12-053 PROCESS FOR CONSIDERATION



## APPENDIX D – DESIGN REVIEW COMMITTEE MINUTES SEPTEMBER 25, 2014

**370/380 MATHERS AVENUE (RESIDENCES ON MATHERS), RESUBMISSION OF  
17 RESIDENTIAL UNITS  
FILE: 1010-20-12-053**

### **Background:**

Lisa Berg referred to her report outlining the Committee's recommendations from the last meeting May 30, 2013. The applicant is proposing significant changes including reduction in the number of units from 19 to 17 units.

### **Project Presentation:**

Applicant Laurie Schmidt Senior Building Manager of Darwin Properties opened the presentation. Architect Paul Lebofsky addressed the changes from the last presentation including:

- Sustainability – undertaking to meet LEED silver standard.
- New site plan is less cluttered by reducing number of units and redistributing to provide more space.
- Overall density reduced to less than that of adjacent Eskar Lane development, currently at .357 FAR.
- Visitor parking - 2 spaces in each driveway plus additional 5 cars distributed through site, for 1 visitor space per 3 units.
- Lawson Extension used primarily for turning trucks and is bollarded to stop through traffic.
- Enhancing and maintaining existing trees and hedges to provide landscape buffering.
- Landscape includes comprehensive storm water management plan.

Using power point presentation the architect went over a photo montage of the neighbourhood context and addressed potential impacts the development may have on neighbours. He went over the changes to design: Site divided into three character areas: 1) Elliott house - replicating architectural language and proportions in replacement building; 2) area that responds to the language and proportions of mid century modern Elliott house; and 3) more conventional west coast traditional form and character to reflect the surrounding single family and Esker Lane development. Lightened the colour scheme and materials include: stucco, stained wood, punched concrete, locally sourced granite stone, shingles, and translucent glazed garage doors.

Landscape Architect Daryl Tyackel went over concept: Mather's entry retaining a large number of trees and under planted with native ground cover. Substantial hedging along east side retained, west side existing shrubs pruned and retained where possible. Storm water management will be a dramatic and beautiful addition to the site planning, draining into a series of rain gardens that flank the central driveway to storm water retention area. Aiming at LEED silver with high efficiency irrigation and drought tolerant plant material, including native plant materials. Stepping between units provides for hedging on both sides of retaining wall for solid screen between the units. Proposing communal observation deck that hangs over storm water retention area.

## APPENDIX D – DESIGN REVIEW COMMITTEE MINUTES SEPTEMBER 25, 2014

### Committee Questions:

The Committee went on to question the presenters, with the applicants' response in *italics*, including the following:

- Visitor parking - did you consider fire access and have parking on one side of the street? *Rejected in favour of more green space and larger driveways for additional cars.*
- Elliott house have you looked at ways to restore/rehabilitate it? *Talked at length about applying strategies but house is very poorly built with not a lot worth saving other than spirit of house itself.*
- What is primary heating for the new houses? *Still under discussion, like to see some form hydronic heating on ground floor.*
- Are you going to build to engineering road standards? *Will be building to proper engineering standards as a private driveway.*
- Quite a long private driveway, delivery trucks driving up private driveways can put a lot of stress and strain and will disturb multiple houses. *Point noted.*
- When analyzing your street context you chose a traditional vocabulary other than the Elliott house vocabulary, pictures show house on Lawson mid century style with sloping roof did you consider using that vocabulary to give variety want versus traditional approach as more as more sympathetic attitude? *There is a large variety of architectural styles to pull from in area, chose two fundamental styles to work with.*
- How wide is internal road? *6 metres.* Where are the permeable pavers? *Main road asphalt but all driveways permeable pavers.* Who will maintain private driveway? *Believe maintained by owners.* Rain garden calculations taken into account permeable pavers, if not maintained will be adding equivalent of another access road to rain gardens also driveways must be graded so drain into themselves as permeable pavers.
- Keith Fenton's comment was raised concerning cul-de-sac versus dead end and trucks backing up.
- Storm water platform how often will basin be full of water? *Could be some ground water but know more when get geotechnical report.*
- Noisy location, any consideration for acoustic performance in buildings? *Yes, will have to retain an acoustical consultant at least for the duplexes.*
- Rear yard properties on western side and proximity of retaining wall to house almost entirely underground any further consideration given to those spaces? *More room due to shifting of building, gone from approximately 14 feet in the smallest case to 20 feet.*
- How many existing trees on site? *Not sure but 102 trees going back in.* Any thought how rear lawn areas to be maintained? *Will have stepping stone pathways between buildings going down to lawn areas.*

## APPENDIX D – DESIGN REVIEW COMMITTEE MINUTES SEPTEMBER 25, 2014

### Committee Comments:

Members' comments on the application included:

- Reduction in density from 19 to 17 is a significant improvement and alleviates feeling of density when entering street. Architecture overall feel it will be a pleasant community and fits this type of project. Only issue is the Elliott house, feel lost opportunity as would like to see kept in some way, if all agree it has to go then it becomes less of an issue.
- Like to see more development for LEED silver approach as seems that you don't know what doing for heating source and could change architectural footprint depending on which approach you take. If go with heat pump could have noise affects to neighbours and be shown on landscape plans with sensitivity to location.
- Keith Fenton's item was referred to: He asked that the width of the internal road be wider on one side to ensure vehicle deliveries, fire trucks etc. can turn and not go into approaching line in other direction, make wider on one side and taper down into two parking spots. Look at turning radius off Mathers into the private road.
- Elliott house prefer to see restoration or rehab of existing but not totally opposed to response that has been made to that. This particular house takes a significant position on the streetscape of the development and is the face of development and all else behind, the vocabulary that would have been appropriate is to continue the idea of the Elliott house as a composition of the whole neighbourhood. Opportunity explored to explore the whole as a fresh new reinterpretation of mid century modern that could have unified this whole composition.
- Permeable pavers are great when they work but not if they clog up, doubt owners will maintain and will add all that extra water to the rain gardens. The pavers should be treated as an impermeable surface and grade it that way.
- Think good presentation all issues address and project improved. Would have been so great to see Elliott house theme done as comprehensive theme for the development would have been an even better asset to development.
- Clear presentation, like the modernist look over the traditional look, but mix is fine. Internal side of duplex could be more elegant. Increased setback good but think lawn space seems too small inclined to just plant there. Can't comment on planting plan as sizes and quantities seem to be missing, need to review some of the sizes and spacing. Storm area building wall on property line against existing wall not clear how handle the footings and impact to trees, needs to be reviewed, also the grading on the retention pond and tree roots. Plant sizes listed seemed small.

It was Moved and Seconded:

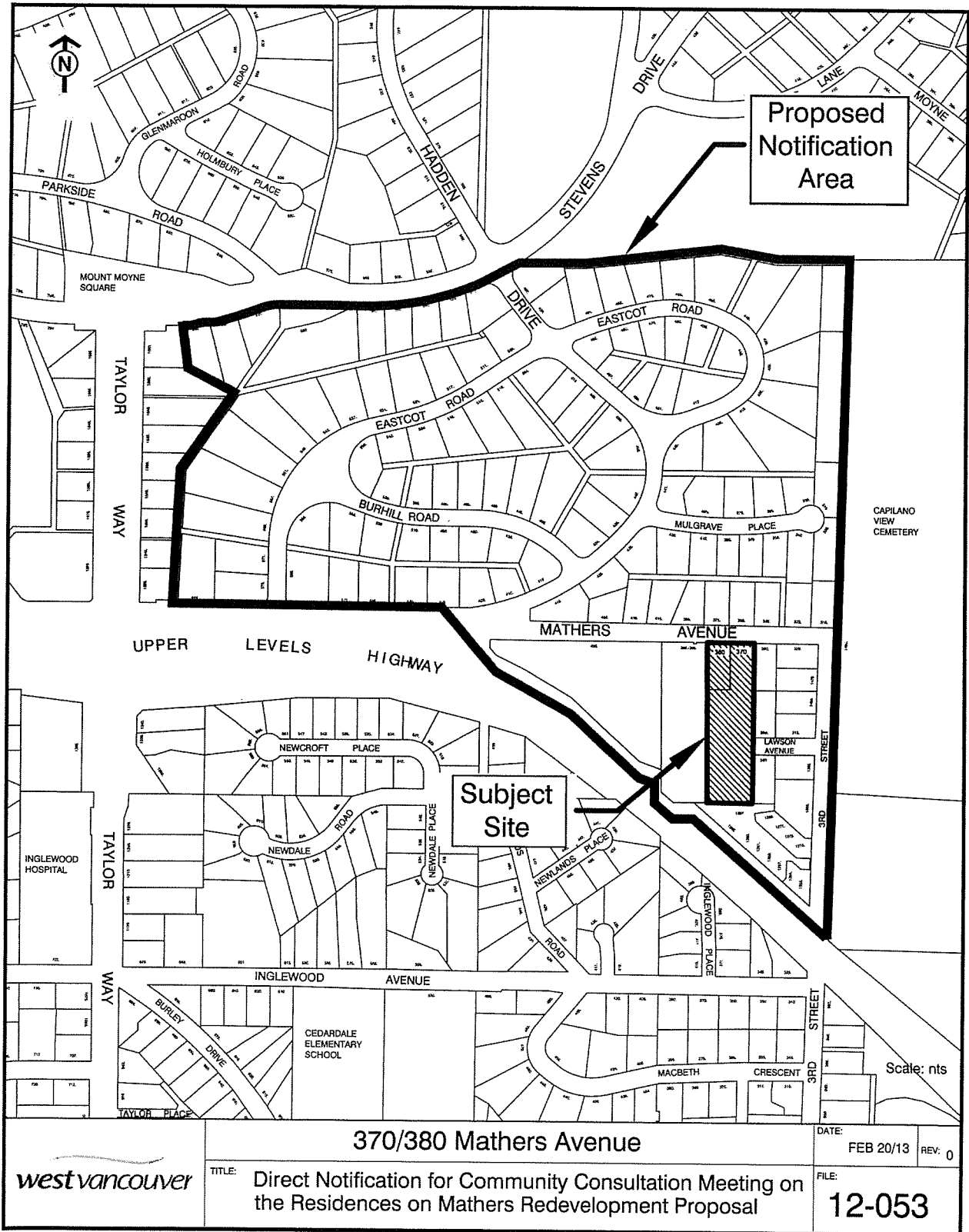
THAT the Design Review Committee recommends SUPPORT of the 17 Residential Units for 370/380 Mathers Avenue; SUBJECT TO further review by Staff of the following items:

**APPENDIX D – DESIGN REVIEW COMMITTEE MINUTES  
SEPTEMBER 25, 2014**

1. planting plan to be reviewed with respect to size and spacing;
2. viability of western lawns to be reviewed;
3. consider comments made by the committee regarding an architectural vocabulary consistent with the Elliott house;
4. develop the LEED and heating strategy;
5. storm water management plan should confirm that drainage still works if permeable pavers are clogged;
6. consider simplifying the colour palette to reflect a more consistent relationship to mid century architecture.

**CARRIED**

# APPENDIX E – COMMUNITY CONSULTATION MEETING NOTIFICATION AREA MAP



	370/380 Mathers Avenue	DATE: FEB 20/13 REV: 0
	TITLE: Direct Notification for Community Consultation Meeting on the Residences on Mathers Redevelopment Proposal	FILE: 12-053

## **APPENDIX F – COMMUNITY CONSULTATION MEETING SUMMARY NOVEMBER 25, 2014**

### ***The Meeting***

The meeting was hosted by the District and attended by 27 people and three staff members. The format of the meeting was an Open House, where presentation boards by the applicant and staff were on display for the public to review. People were invited to fill out comment sheets provided by the District. The meeting was held in the Hugo Ray Clubhouse at Hugo Ray Park from 6:00 to 8:30 p.m.

### ***Meeting Notification***

Invitations were mailed to property owners and applicants within a defined area previously approved by Council (167 properties), and the meeting was publicly advertised on the District website and community calendar. A link to the District website was provided on the notice that was mailed out, which contains information on the application including materials from the previous Community Consultation Meeting held on April 24, 2013.

### ***Feedback***

Although no completed comment sheets were collected, one pre-written letter was received at the open house. Staff and Council received email correspondence after the meeting, expressing both opposition and support for the proposal. Many people expressed (at the meeting or via email) that their views on the project had not changed and that the majority of the neighbourhood is opposed to the project.

### ***Conclusion***

The Open House was held to give people an opportunity to review the revised plans, as the project density has been reduced since the last public meeting in April 2103. People reviewed the current plans with staff and the applicants, who were in attendance to answer questions. The Open House revealed that there is neighbourhood opposition to the project to anything beyond single family residential development, however some support was also heard.

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