



COUNCIL AGENDA INFORMATION		
<input type="checkbox"/> Closed	Date: _____	Item # _____
<input checked="" type="checkbox"/> Reg. Council	Date: <u>March 18, 2013</u>	Item # <u>13</u>
<input type="checkbox"/> Supplemental	Date: _____	Item # _____

 Director	 CAO
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13

DISTRICT OF WEST VANCOUVER
750 – 17TH STREET, WEST VANCOUVER, BC V7V 3T3

Attachments for item 13
provided under separate cover

COUNCIL REPORT

Date: March 7, 2013 File: 1010-20-12-053
 From: Lisa Berg, Senior Community Planner & Geri Boyle, Manager of Community Planning
 Subject: **Official Community Plan Amendment, Rezoning and Development Permit Application No. 12-053 for 370 and 380 Mathers Avenue**

RECOMMENDED THAT:

- Community consultation on Official Community Plan Amendment, Rezoning and Development Permit Application No. 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
- 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.

Purpose

This report provides Council with preliminary information regarding an Official Community Plan (OCP) amendment, rezoning and a development permit application to redevelop 370 and 380 Mathers Avenue (see Appendix A – Context Map) with 19 strata homes, consisting of 11 detached dwellings and 8 attached dwellings.

The purpose of this report is to seek Council direction to consult with the community on the suitability of the development proposal for further consideration, as required under the *Local Government Act* and the Official Community Plan policy H3.

1.0 Background

- 1.1 Prior Resolutions – none.
- 1.2 History

In 2008 an application (File No. 1010-20-08-014) was submitted by a different applicant for an Official Community Plan (OCP) amendment, a rezoning and a development permit to facilitate the redevelopment of the site. The initial proposal was for 48 units and an FAR of 0.7, and was later revised to 33 units and an FAR of 0.62.

Two public meetings about the 2008 redevelopment plans were held: one by the District in 2009, and one by the previous applicant in October 2010. At the District hosted consultation meeting the issues identified were density, traffic and loss of neighbourhood character. Residents particularly identified concerns with other recent home construction, loss of trees and the proposed uses for Hugo Ray Park and associated traffic at that time.

Despite the revisions to the proposal in 2010, in an attempt to respond to concerns, the application was ultimately abandoned by the previous applicant and it did not proceed.

Appendix B contains a comparison table of the current application with the previous application.

2.0 Policy

2.1 Official Community Plan

Housing

Redevelopment of the site is guided by OCP Policy H3. This policy applies to existing neighbourhoods. A requirement of the policy is that sites that are proposed for rezoning or OCP amendments be subject to a preliminary review to assess how they meet certain criteria, to determine their suitability for further consideration and to provide an opportunity for initial public comment.

The policy reads as follows:

“Policy H3 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 Plan 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.

- *Sites proposed for rezoning will also be subject to a preliminary review in a report to Council to assess how they meet the criteria, to determine their suitability for further consideration, and to provide an opportunity for initial public comment.*

- *Sites considered for rezoning should present unique opportunities and conditions for alternate zoning. Examples of such unique sites include the 2100 Block of Gordon Avenue (approved 2003), the School Board Offices site on 21st Street, the Fisheries and Oceans site on the north side of Marine Drive and the Wetmore Motors Site (now known as the Pacific Arbour Retirement Community). Two larger areas where rezoning of multiple properties may be considered are the Evelyn Drive area and Clyde Avenue east of Taylor Way. Any other sites to be considered should meet similar conditions or criteria, namely;*
 - *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.*
- *Appropriate housing types on such sites may include smaller townhouse units, low-rise multiple family housing, supportive housing, rental housing, or housing that meets adaptable design guidelines.*
- *Housing intended for people with special accessibility needs, including certain forms of seniors' housing, should be located on relatively flat sites, close to transit, services and amenities.*
- *The required Community Plan amendment will include a designation to require a development permit review to ensure that siting, design and building forms contribute to desired neighbourhood character."*

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.

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"¹ as a 'primary' heritage resource. This property was nominated to the West Vancouver Community Heritage Register in May 2008, but has not been added. Applicable heritage policies in the OCP are as follows:

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

- Policy HE1 Encourage the preservation, retention and maintenance of buildings, sites and landscapes listed in the municipal heritage inventories
- Policy HE 2 Where retention is not possible or is not desired, cooperate with owners in documenting heritage features of buildings and sites for the Municipal archives.

2.2 Bylaw

The site consists of two properties:

- 380 Mathers Avenue makes up the northwest frontage of the site and it is zoned RS3 (Single Family Residential Zone 3).
- 370 Mathers Avenue is the majority of the site and is zoned PA2 - Public Assembly Zone 2 (Places of Worship).

PA2 zoning permits places of worship and single family dwellings (as per the regulations of the RS3 zone). Based on the minimum lot size in RS3 of 1,115 square metres, the subject site could be developed with 6 single family lots. See the map in Appendix C which shows neighbourhood zoning.

3.0 Balanced Scorecard

STRATEGIC INITIATIVES	2013 MILESTONE
1.3.1 Implement the recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group.	See footnote ² below.

4.0 Analysis

4.1 Discussion

The Proposal

The proposal was first submitted in August 2012 for 24 units with a FAR of 0.51. The applicant has revised the proposal in response initial staff review and due to the receipt of a petition submitted to the District signed by area residents in advance of the District initiating community consultation. The key features of the revised proposal include:

- 19 strata homes consisting of 11 detached dwelling units and 8 attached dwelling units.

² Strategic Initiative and 2013 Milestone – The review and processing of development applications is a significant component of the District's day-to-day operations, and is not specifically reflected in the Balanced Scorecard as either a Strategic Initiative or annual milestone.

- 0.41 FAR (Floor Area Ratio).
- 44 parking spaces.
- The design concept of the units is two-storeys plus a basement, attached two-car garages with private driveway areas.
- Four different unit styles and floor areas are proposed consisting of: 10 detached units ranging from 196 to 198 square metres (2,106 to 2,126 square feet)³ each; one detached unit fronting Mathers Avenue (“Elliott Residence” replacement) at 230 square metres (2,475 square feet)³; and eight attached units with a floor area of 170 square metres (1,834 square feet)³ each.
- One detached unit fronting onto Mathers Avenue with an “S” shaped driveway to preserve mature trees and complement the single family neighbourhood character of the street.
- Addressing the challenge of site planning for a long, narrow site by incorporating the curved entrance driveway and breaking up the land uses between detached units on the north two-thirds of the site and attached units on the southern third of the site, with a mid-site landscape feature.
- The intent of the preliminary landscape design is to maintain the treed character of the site and to provide privacy for the abutting homes from this new development that incorporates storm water management as a design feature at the south end of the site.
- A traffic study has been submitted by the applicant, which concludes that the proposed 19-unit residential development will 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 to Lawson Avenue.
- Preliminary storm water management and tree retention plans offer interesting green features that are high-level at this stage and will require further refinement and details as the application proceeds.

See Appendix D for the complete Project Profile.

³ Floor areas presented exclude basements and garages.

The Site

The site is bounded by a townhouse development to the south (Esler Lane), Mathers Avenue to the north, and single family dwellings to the east and west (Mathers Mews). The site is 8,825.5 square metres (2.2 acres) in area with access from Mathers Avenue to the north and Lawson Avenue to the east and has a north to south slope of approximately 16%. Stands of mature coniferous trees are located throughout the site.

The Unitarian Church and child daycare occupy 370 Mathers Avenue. The church wishes to relocate to a new facility at a more accessible location on the North Shore.

A vacant single family dwelling occupies 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.

Neighbourhood Context & Character

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 Level 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 south of the site is Esler Lane, a 12-unit townhouse development. To the immediate west is Mathers Mews, a bare-land strata with eight single family dwellings. There are two additional properties that are zoned PA2 (Places of Worship), which are occupied by 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.

Consequently, the site is part of a cluster of institutional and public land uses located at the south and east edge of this neighbourhood. Travel through the neighbourhood, primarily down Mathers Avenue and Hadden Drive, is necessary when either accessing or departing the institutional and public use areas. This arrangement has proven unsatisfactory for the single family area, given the periodic high peak traffic volumes associated with the churches, Hugo Ray Park and the cemetery.

The table below compares the proposed density for the site with surrounding properties:

	Residences on Mathers 370/380 Mathers Avenue (subject site)	Esker Lane Strata 1253-1275 3rd Avenue (south of site)	Mathers Mews 382-396 Mathers Avenue (west of site)	RS3 Zoning (surrounding single family neighbourhood zoning)
Site Area (square metres)	8,825.5	6,288	8,822	1,115 (minimum)
Number of Units	19	12	8	1 single family dwelling per lot
FAR	0.41	0.425	Approximately 0.35	0.35 max

The proposed FAR for the site is similar to the density at Esker Lane, the townhouse strata development immediately to the south. Mathers Mews to the west is approximately the same density as the surrounding single family neighbourhood. Compared with previous proposals, the current proposal is similar to established density and housing forms in the area and with neighbourhood character (see Appendix B).

Staff Review

As noted, the applicant submitted an application in August 2012 for 24 units at a proposed FAR of 0.51. The applicant engaged the neighbourhood at two public meetings leading up to their submission to the District.

In September 2012, Council received a signed petition from the majority of neighbourhood residents opposing the application, citing concerns with the impact on the neighbourhood. Concurrently, staff identified a number of issues for the applicant to resolve regarding storm water management, amount and location of visitor parking and general site planning issues related to the long and narrow site.

In response, the applicant revised the proposal to address the concerns by:

- reducing the number of proposed units from 24 to 19;
- increasing the ratio of detached units to attached units while keeping the unit sizes the same; and
- increasing visitor parking spaces.

The result is a reduced FAR from 0.51 to 0.41 and a reduction in site coverage from 37% to 32%. The rear yard to the south was also increased from 2.5 metres to 10.3 metres. The lowered density offers increased opportunity for additional green space, visitor parking, tree retention, and on-site storm water management and resolving the issues related to site planning on a narrow site.

Land Use

The intent of the H3 policy is to meet community housing needs in a way that does not compromise existing neighbourhoods and in a manner that is consistent with the principles of the OCP. The Community Dialogue on Neighbourhood Character and Housing report emphasized that the right size and right type of housing was a part of the housing solution for improving choices and affordability for a changing population. Also, to do so effectively it would be necessary to ensure that new developments do not negatively impact existing neighbourhoods, that they be within close proximity to community services and amenities, and are environmentally sustainable.

The proposal for 19 attached and detached units with a subtle range in house size is consistent with broader community goals that are identified in the H3 policy and the Dialogue.

Access, Traffic and Parking

It is proposed that vehicular access to the site would be from Mathers Avenue. A separate entrance is provided for access to the single family dwelling fronting onto Mathers Avenue.

Parking is provided for both visitor and residents on the site. A total of 44 parking spaces have been planned: 2 enclosed parking spaces per unit for a total of 38 spaces, and 6 surface visitor spaces. Individual driveways have been designed to accommodate additional parking.

The applicant has supplied a traffic study with the application. The study details the findings of three separate traffic counts. Traffic data that was collected on a Sunday before and after church services and parking counts during the service were also included. The study concluded that the proposed residential development will have a nominal effect on traffic on weekdays, and a significantly reduced impact on Sundays.

Separation

The site is located within a neighbourhood that is physically separated from other areas in West Vancouver due to the Upper Levels Highway to the south and Hugo Ray Park and the municipal cemetery to the west. Access to the site requires travel through a single family neighbourhood, but it is located in an area with a mix of land uses ranging from single family to townhouses and churches.

A mature tree stand at the entrance to the site and another cluster of trees at the south end are to be preserved as part of the development. This buffer will assist in screening the project from Mathers and the buildings have been designed to be below the maximum building height of surrounding single family homes to reduce visual impacts to the neighbourhood. The matter of degree of separation from the surrounding neighbourhood will require further discussion with area residents.

Built Form

The proposal consists of four different but complementary building forms, consisting of detached and attached units. In order that the development is considerate of the surrounding established neighbourhood, the following strategy has been brought forth:

- retaining and enhancing peripheral landscaping and fencing to provide screening;
- limiting the height of the dwellings to less than the allowable in the adjacent single family zone to give a low visual profile;
- fronting a new detached dwelling at the northwest corner, on the site of the current "Elliott House" to maintain neighbourhood character;
- utilizing wood and stone as a common material with an Earth-tone exterior colour palette; and
- expressing a common architectural language with low profile hip roofs and wide eaves, a common design in West Vancouver.

Heritage

The applicant has been advised of the heritage significance of the Elliott House, and has been asked to explore opportunities for retention of this building (in whole or in part) as a component of the proposed development, or identify opportunities for commemoration if retention is not viable.

The proposal does not include retention of the Elliott House, for the reasons outlined in the applicant's submission (see Appendix 'F'). Instead, it is proposed that the new detached dwelling on the Elliott House site have a unique design (architecturally distinct from other units in the development), inspired by elements of the Elliott House.

In accordance with OCP Policy HE 2, complete photographic documentation of the Elliott House will be required (for the District archives) and opportunities for commemorating this resource within the project will be explored.

Community Amenity Contribution

The District amenity contribution policy takes into consideration the 'uplift' in land value resulting from a change in land use and an increase in density. Uplift is the value of the site at the base land use and density subtracted from the value of the site, ready for construction, at the higher density. The District targets 75% of the uplift value for negotiating community benefit contributions as part of OCP amendments and rezoning proposals.

Should the proposal advance beyond the initial community engagement proposed in this report, the District would commission a report on the analysis of uplift from rezoning in order to determine an applicable amenity contribution.

4.2 Sustainability

The applicant has provided a sustainability strategy which includes targets related to environmental protection, water efficiency, energy and atmosphere, materials and resources and indoor environmental quality. Key sustainable features include:

- preservation of significant groves of trees at the north end of the site, through the site and along the south property line;
- incorporation of native, non-invasive and drought tolerant landscaping for low irrigation demands;
- on-site storm water management strategies such as bio-swales, retention ponds and permeable pavement;
- employment of energy modelling to inform the design during decision making, incorporating Energy Star appliances and low flow plumbing fixtures;
- focus on designing for and sourcing materials that contain recycled content or are from local sources;
- inclusion of best practices for construction waste management;
- implementation of an Indoor Air Quality Management Plan, focusing on product selections that do not contain VOCs; and
- maximizing natural lighting through design, such as a combination of clerestory windows and adequate external shading.

4.3 Consultation/Communication Process

As discussed, an OCP amendment, rezoning and development permit are required for this proposal.

The *Local Government Act*, Section 879(1), requires that during an OCP amendment dealing with land use, opportunities that are considered appropriate by Council are to be provided for consultation with the community. Further, OCP Policy H3 requires that the public be provided with an initial opportunity for input on suitability for consideration. Following the community consultation on the development proposal, staff will report back to Council on the results of the consultation, and provide a complete review of the development proposal and recommended next steps. Further, Council will be asked to consider whether the consultation that has taken place is appropriate.

Previously, the applicant held two public meetings, one in May and another in July of 2012 in order to prepare an application for submission to the District. In response to a neighbourhood petition in September 2012, the applicant revised the proposal to this current submission in order to further address concerns raised.

Staff recommends that community consultation take place on the current proposal in the form of Design Review Committee consideration and a public meeting. Further, staff recommends that notification of the application be given to all owners and occupants within the defined neighbourhood area, as shown on the map attached as Appendix E.

5.0 Options

(as recommended by staff)

- A. District staff consult with the community on the development proposal for 370 and 380 Mathers Avenue;

(or, alternatively)

- B. Request additional information (to be specified); or
C. Reject the application.

Author:



Lisa Berg, Senior Community
Planner

Concurrence

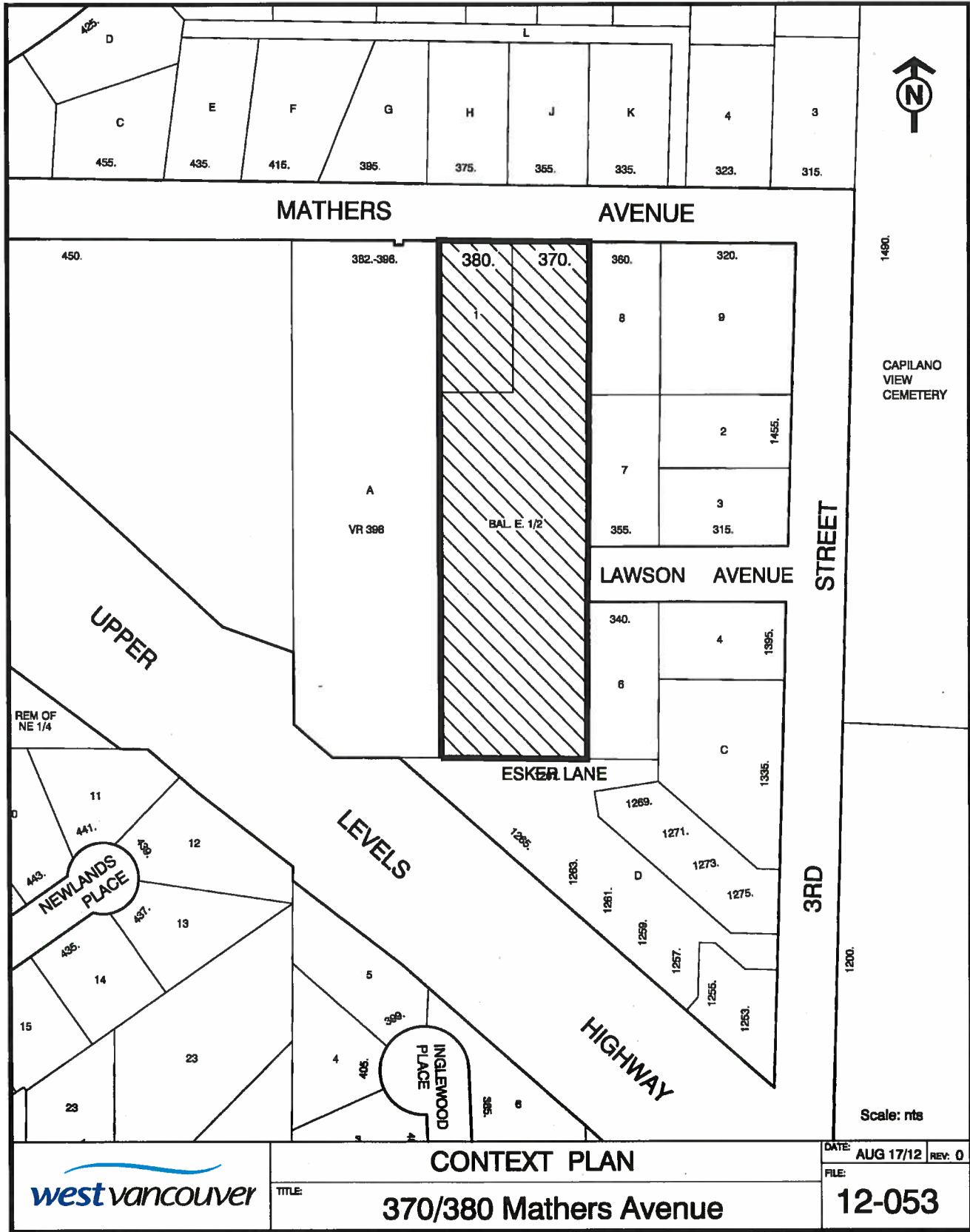


Geri Boyle, Manager of
Community Planning

Appendices:

- A – Context Map
- B – Application Comparison Chart
- C – Neighbourhood Zoning
- D – Project Profile
- E – Proposed Neighbourhood Notification Area
- F – Development Proposal

Appendix A



west vancouver

CONTEXT PLAN

TITLE:

370/380 Mather's Avenue

DATE: AUG 17/12 REV: 0

FILE:

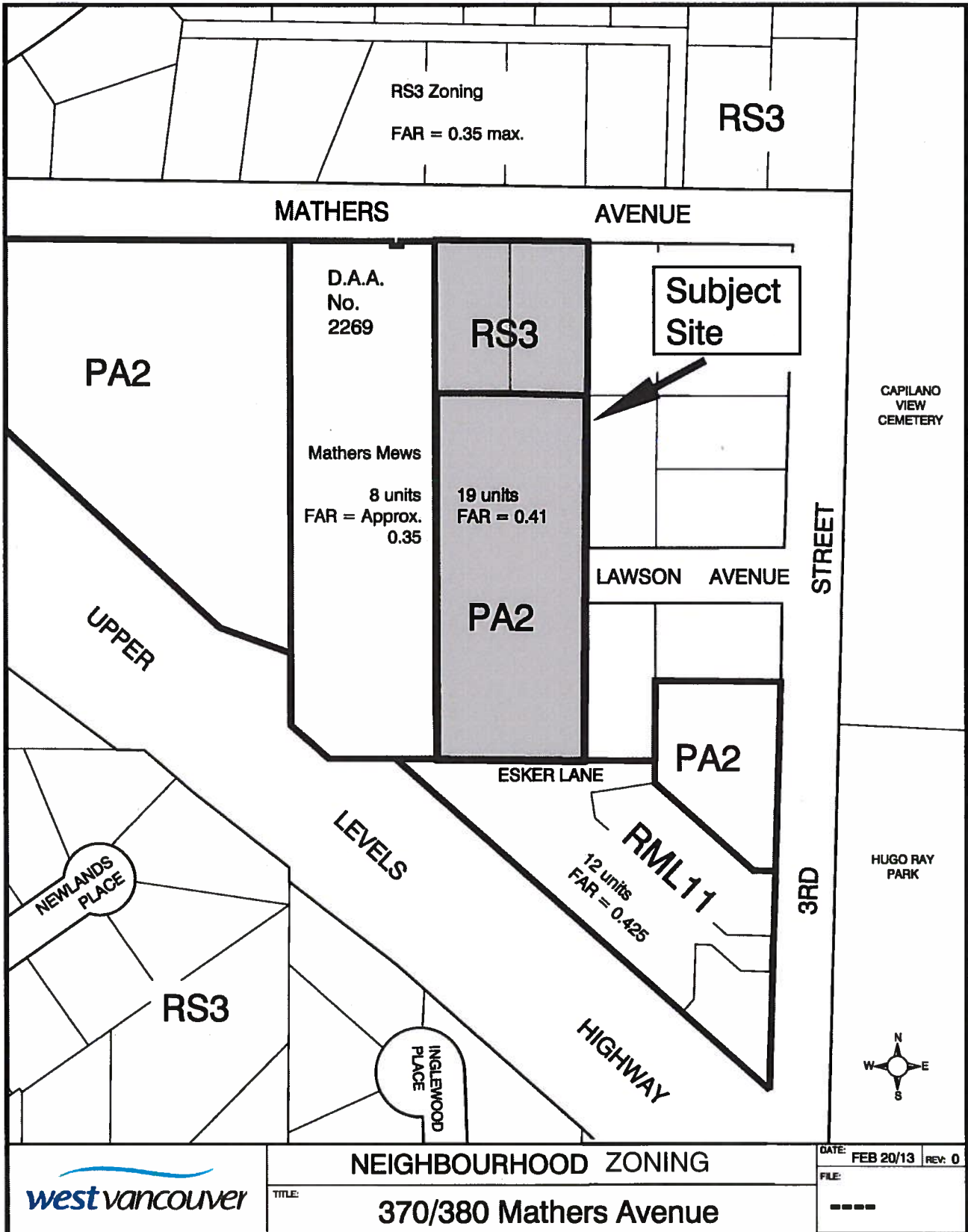
12-053

Appendix B

The table below summarizes the essential differences between the previous application and the current proposal, and revisions.

	Summer 2009 (No. 08-014) (Previous Applicant)	December 2010 (No. 08-014) (Revised Proposal, Previous Applicant)	August 2012 (No. 12-053) (Original Proposal)	February 2013 (No. 12-053) (Current Proposal)
Units	48	33	24	19
Average Unit Area	130 m ² (1,400 ft ²)	167 m ² (1,798 ft ²)	SFD: 197m ² (2,121 ft ²) Duplex: 170m ² (1,834 ft ²)	SFD: 197m ² (2,121 ft ²) Duplex: 170m ² (1,834 ft ²)
Floor Area (excluding garages)	6,217 m ² (66,920 ft ²)	5,512 m ² (59,335 ft ²)	4,521 sqm (48,646 sqft)	3,560 sqm (38,307 sqft)
FAR	0.7	0.62	0.51	0.41
Site Coverage	52%	38%	37%	32%
No. of Storeys	1 to 2 storeys	3 storeys	2 + basement	2 + basement
Building Height	7.6 m (±25 ft)	11 m (±36 ft)	7.2 m (23.6 ft)	7.2 m (23.6 ft)
Parking Ratio	2:1 + 6 visitor	2.7:1 +10 visitor	2:1 + 5 visitor	2:1 + 6 visitor

Appendix C



Appendix D

PROJECT PROFILE

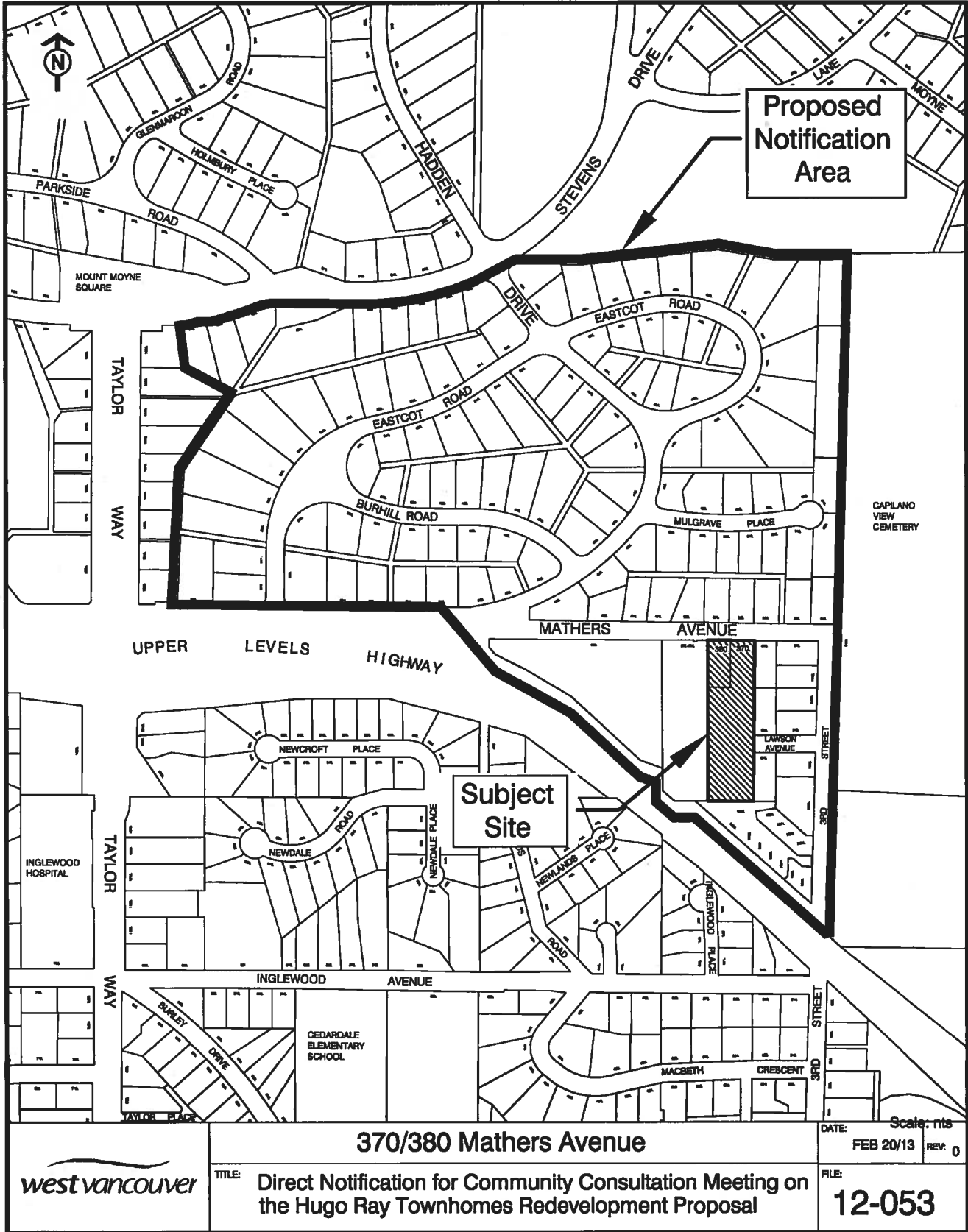
at February 15, 2013

Application:	OCP/RZ/DP No. 12-053
Project:	Residences on Mathers
Applicant:	Matrix Architecture (for the owners)
Address:	370 & 380 Mathers Avenue
Other Comments:	Proposal is to consolidate the two lots and rezone them to a Comprehensive Development (CD) zone for 19 strata homes, consisting of 11 detached units and 8 attached units.

		EXISTING ZONES:		PROPOSED ⁴ ZONE: CD
		RS3	PA2	
1.	Gross Site Area:	1,115 sqm	1,672.5 sqm	8,825.5 sqm
2.	Building Area:	n/a	n/a	3,560 sqm (+ exemptions)
3.	FAR	0.35	n/a	0.41
4.	Yards:			
	Front Yard (north, Mathers Avenue)	9.1m	9.1m	7.7m
	Rear Yard (south)	9.1m	9.1m	10.3m
	Side Yard (east & west)	1.52m	10% or 6m	4.3m
	Combined Side Yard	20% or 4.9 to 12.1m	25% or 12.1 to 30.4m	17.1 % or 8.6m
5.	Building Height:	7.62m	13.7m	<i>Varies by unit type & location:</i>
				Unit A 6.6 to 6.8m
				Unit B 6.7 to 6.9m
				Unit C 6.4m
				Unit D 7.1 to 7.3m
6.	No. of Storeys:	2 +bsmt	2	2 +basement
7.	Highest Building Face	6.7m	n/a	varies
8.	Site Coverage	30%	40%	32%
9.	Parking:	1/ dwelling	1/ 4m of pews; or 1/ 9.5sqm of assembly, plus 1.25/ classroom & 1/ dwelling	<i>2/ dwelling plus visitor:</i> • 2/ unit = 38 spaces (garages) • Surface visitor = 6 spaces Total: <u>44 spaces</u> <i>Note: driveways designed for additional parking</i>

⁴ Source: Information provided by applicant

Appendix E



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370/380 Mathers Avenue

TITLE: **Direct Notification for Community Consultation Meeting on the Hugo Ray Townhomes Redevelopment Proposal**

Scale: nts
DATE: FEB 20/13 REV: 0

FILE: **12-053**