

COUNCIL AGENDA/INFORMATION

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| <input type="checkbox"/> Closed                  | Date: _____              | Item # _____    |
| <input checked="" type="checkbox"/> Reg. Council | Date: <u>April 6, 09</u> | Item # <u>7</u> |
| <input type="checkbox"/> Supplemental            | Date: _____              | Item # _____    |

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| <u>BHS.</u><br>Director | <u>[Signature]</u><br>CAO |
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Attachments for item 7  
provided under separate cover

DISTRICT OF WEST VANCOUVER

750 – 17<sup>TH</sup> STREET, WEST VANCOUVER, BC V7V 3T3

**COUNCIL REPORT**

Date: March 26, 2009 File: 1010-20-08-014  
From: Geri Boyle, Manager, Community Planning  
Subject: **Official Community Plan Amendment, Rezoning and Development  
Permit Application No. 1010-20-08-014 for property located at 370/380  
Mathers Avenue**

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**RECOMMENDED THAT:**

1. Staff hold a Neighbourhood Visioning Workshop to solicit neighbourhood comment on:
  - (a) neighbourhood strengths, issues, character and vision of the future; and
  - (b) the proposed development application for 370/380 Mathers Avenue;
2. Following the Workshop, staff report back to Council on what the neighbourhood said at the Workshop and with a complete review of Development Application No. 1010-20-08-014; and
3. The public notification area for the Neighbourhood Visioning Workshop be as outlined on Appendix D to the March 26, 2009 report from the Manager, Community Planning, along with advertisements for the public meeting listed on the District website.

**Purpose**

This report was initiated as a result of an application for an Official Community Plan Amendment, Rezoning and Development Permit Application (the 'Development Application') for the construction of a 48-unit townhouse development, known as Elliott Court. The project site is the Unitarian Church at 380 Mathers Avenue and the property at 370 Mathers Avenue. The site is located north of the Upper Levels Highway, and west of the Capilano View Cemetery and Hugo Ray Park (see Appendix A).

The purpose of this report is to:

- Provide Council with preliminary information regarding the development application for 370/380 Mathers Avenue; and
- Seek Council direction to engage the neighbourhood in a Visioning Workshop and to consult with the neighbourhood on the suitability of the Development Application for further consideration, as required under Official Community Plan Policy H3.

## 1.0 **Background**

Prior resolutions – none

## 2.0 **Policy**

### 2.1 Official Community Plan (OCP)

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

*“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. 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;*
  - *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."*

### **3.0 Analysis**

#### **3.1 The Site**

##### *Site Features*

The subject site is 2.195 acres in size, rectangular in shape, and has access from Mathers Avenue and Lawson Avenue. The land slopes downward from Mathers Avenue to the south end of the site, with a slope of approximately 16%. Stands of coniferous trees are located along the existing entry driveway off Mathers Avenue and in the middle portion of the west side of the site.

The Unitarian Church, Montessori Pre-School and Little Piglets Child Care occupy 370 Mathers Avenue. The Unitarian Church wishes to construct a larger facility in an alternative location on the North Shore.

A vacant single family house occupies 380 Mathers Avenue. This house, known as the Elliot Residence, is nominated as a resource to the West Vancouver Heritage Register. The Elliot's were artists and had the house built for them in 1960. District heritage inventory records describe the building as follows: *"elegant and coolly sophisticated, this two storey structure reflects the radical break between the pre-war traditional architectural styles and the new modern forms"*.

##### *Current Zoning*

The frontage of the subject site is zoned RS3 (Single-Family Residential). The remainder is zoned PA2 Public Assembly 2 (Places of Worship).

The PA2 zoning allows places of worship and single family housing as per the regulations of the RS3 zone. Based on the RS3 minimum lot size of 12,000 sq. ft., the subject site could be developed as 6 single family residential lots, with lot sizes ranging from 14,000 sq. ft. to 15,000 sq. ft. The applicant has estimated that the total floor area on these six lots would be approximately 44,700 sq. ft.: permitted floor area of 30,150 sq. ft., plus a basement exemption of 14,570 sq. ft. plus garage space of 2620 sq. ft. Alternatively, the PA2 zoned portion of the site could be redeveloped as a new place of worship with a floor area (in a two-storey format) of approximately 27,000 sq. ft.

*Development Proposal*

The development would be organized around a private driveway extending south from Mathers Avenue down the middle of the site, with an emergency connection to Lawson Avenue. The key features of the project at this preliminary stage are:

- 48 unit residential project, with units having an individual floor area of about 1400 sq. ft.
- A total floor area (excluding garages) of 66,920 sq. ft., for an FAR of 0.7
- Almost 85% of the units would be one-level
- Building heights typical of single-family housing (i.e., 25 feet)
- A total of 102 parking stalls consisting of 96 private spaces (based on 2 stalls per unit as private garages) and 6 visitor spaces

To better understand the proposal, the following density comparison chart is provided:

|                        | <b>Proposal for 370/380 Mathers Avenue</b> | <b>Esker Lane 1253 -1275 3<sup>rd</sup> Avenue (on south boundary of subject application)</b> | <b>382-396 Mathers Avenue (on west boundary of subject application)</b> | <b>The Properties (Whitby area of British Properties) 2225-2285 Twin Creek Place</b> | <b>Stonethro on Gordon Avenue (opposite the Community Centre)</b> |
|------------------------|--|---|---|--|---|
| <b>Site Size</b>       | 2.195 acres                                | 1.5 acres   | 2.18 acres  | 1.022 acres  | 0.4893 acres  |
| <b>Number of Units</b> | 48 units                                   | 12 units  | 8   | 22   | 10 units  |
| <b>FAR</b>             | 0.7  | 0.425   | unavailable   | 1.0  | 0.75 *  |
| <b>Units per Acre</b>  | 21.87 units per acre                       | 8 units per acre  | 3.67 units per acre   | 21.53 units per acre   | 20.45 units per acre  |

\* With basement floor area, the Gordon Avenue FAR increases to 0.98

Building design and details, project sustainability elements, infrastructure improvements and community benefits have been flagged with the applicant as future discussion points. These discussions would take place after the neighbourhood consultation (see discussion in Section 3.4), and would be informed by the workshop.

A Project Backgrounder prepared by the applicant is provided in Appendix B. The Project Profile and application submission (extracts) are attached as Appendices C and E.

### 3.2 Site Context

The subject site is at the edge of a neighbourhood defined by the Upper Levels Highway on the south, Stevens Drive on the north and institutional land uses on the south and east. Land uses surrounding the subject site are as follows:

- North: single family housing
- South: the 12-unit Esker Lane townhouse strata development with the Upper Level Highway beyond
- West: an 8-unit detached housing complex with the Baptist Church beyond
- East: single-family housing and the Jehovah Witness Kingdom Hall, with Hugo Ray Park and Capilano View Cemetery beyond

Consequently the subject site is part of a cluster of institutional land uses located at the south and east edge of a single-family neighbourhood. Travel through the single-family neighbourhood is necessary when either accessing or departing the institutional land uses. This arrangement has proven unsatisfactory for the single-family area, given the periodic high traffic volumes historically associated with churches and the Hugo Ray Park sport playing field.

Beginning in 2006 and more consistently since late 2007, the neighbourhood has been active in opposing a proposal to provide artificial turf for field hockey at Hugo Ray Park. A formal report on this proposal is being prepared by the District's Parks and Community Services Division for Council consideration on April 6, 2009. Work leading up to this report on Hugo Ray Park included possible on-site and off-site improvements to improve traffic flow and parking related to the park.

The Hugo Ray Park proposal has been very controversial in the neighbourhood and the local community is likely to be very anxious about new proposals such as this development application. Staff is of the opinion that to move forward on this development application without acknowledging this background would be unwise. This development application provides an opportunity to engage this neighbourhood in a conversation aimed at mitigating existing issues that the Municipality has been made aware of through the artificial turf project at Hugo Ray Park. Based on this knowledge, staff is recommending that the neighbourhood consultation begin with a neighbourhood visioning workshop. This proposal is discussed further in Section 3.4

### 3.3 The Project and OCP Policy H3

An initial review of the project by staff suggests that the proposal is suitable for consideration by the community:

- The proposal would have different traffic patterns, and significantly lower peaks, from the current uses.

- Access/egress would be from Mathers Avenue, rather than from Mathers Avenue and Lawson Avenue.
- No significant disruption of views is anticipated (but further consideration would be necessary based on final plans).
- The 1400 sq. ft. generally ground-oriented housing units would provide a type of housing that has limited availability in West Vancouver, and that was identified as a housing 'gap' in the Community Dialogue on Housing and Neighbourhood Character. The development team advises that they are to be priced in a range to accommodate first time buyers and existing residents wanting to downsize.
- Access to the site requires travel through a single family neighbourhood, but the site is located in a 'block' of mixed land uses ranging from single family to townhouses and churches. The matter of degree of separation from the surrounding neighbourhood requires discussion with the neighbourhood.
- Locating density in proximity to services is a preferred community planning approach and a principle of sustainability. The subject site has good proximity to recreational and assembly uses, but lacks proximity to commercial land uses.

### 3.4 Consultation

An OCP amendment is required to provide for this residential project.

The Local Government Act Section 879.(1) requires that during the development of an OCP amendment dealing with use, opportunities (as considered appropriate by Council) are 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.

Given the existing issues in this neighbourhood (see discussion in Section 3.2 Site Context), staff recommend that the consultation program be more than a District led meeting on the development application. Staff recommends that consultation on this development application be preceded by a neighbourhood visioning workshop – something less than a neighbourhood plan but far more than consultation on the development application alone.

This visioning workshop would take place on a weekday evening. It would focus on identifying neighbourhood strengths and issues, defining characteristics and views of the future. The development application would be addressed at the workshop if time allows or at a subsequent meeting – staff notes that the developer has been in contact with immediately adjacent residents prior to submitting the application.

Direct mail notification of the workshop is proposed for the area shown on Appendix D; this area is beyond the 100 m notification required for Public Hearings under the Development Application Procedures Bylaw. Further, notice of the workshop would be listed on the District's website.

Planning staff would report back to Council on the outcome of the workshop and application consultation, and seek direction as to whether or not to proceed to a proposed bylaw/development permit with or without revisions to the project.

#### **4.0 Options**

The following options are available to Council:

- Direct staff to hold a Neighbourhood Visioning Workshop and public consultation on the Development Application for 370/380 Mathers Avenue, as recommended; or
- Request additional information; or
- Reject the application.

Author:

  
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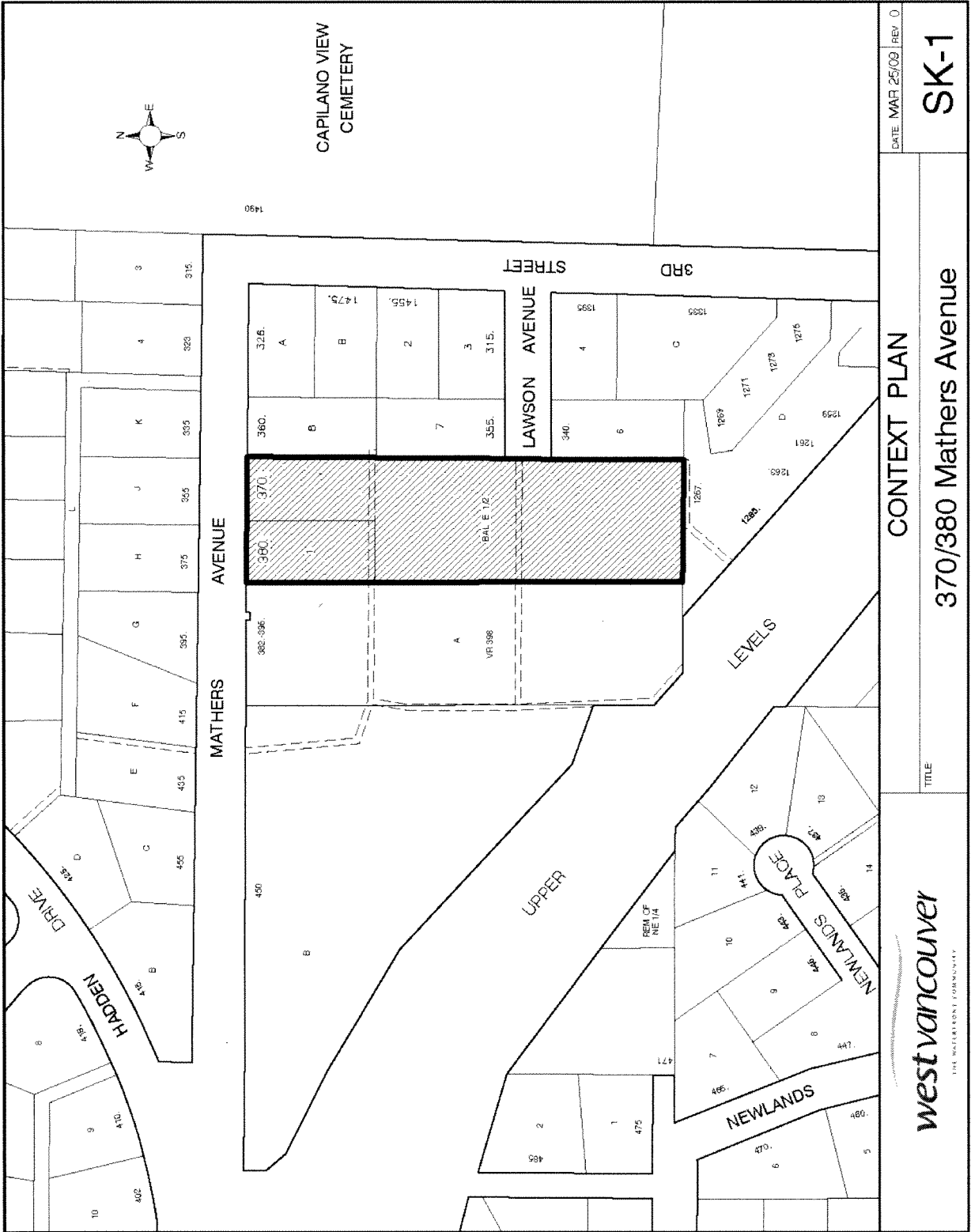
Appendices:

- A – Context Map
- B – Backgrounder provided by applicant
- C – Project Profile
- D – Proposed Notification Area
- E – Preliminary Drawings (Extracts)

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# APPENDIX 'A'



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# **APPENDIX 'B'**

## **ELLIOTT COURT: AN INFILL ALTERNATIVE HOUSING OPPORTUNITY**

### ***BACKGROUND***

**March 2009**

#### **PLANNING CONTEXT**

In the 2004 Official Community Plan, the District of West Vancouver established Policy H-3, a policy which speaks to accommodating alternative forms of housing on specific sites within existing single family areas where unique conditions prevail.

The report prepared by the Community Dialogue on Neighbourhood Character and Housing Working Group dated September 2008 recommended that Council increase housing choice and improve housing affordability within the District by recognizing alternative forms of housing.

#### **ALTERNATIVE HOUSING OPPORTUNITY**

The Unitarian Church property and the adjacent single family lot to the west on the south side of Mathers Avenue west of Hugo Ray Park have been assembled by the Hynes Development Group to create such an alternative housing opportunity.

Elliott Court, named after the artist who resided within the single family dwelling, would consist of a series of duplexes and fourplexes with units that would average 1400 square feet, the majority of which would be ground oriented. These units will be priced in a range to accommodate both first time buyers wanting to enter the expensive West Vancouver housing market, and existing West Vancouver residents who want to move out of their large single family dwelling into a smaller more manageable unit. Approximately 48 units are proposed on the 2.2 acre property.

#### **OPTIONS FOR THE PROPERTY**

The Unitarian Church has decided that it wants to construct a larger facility in an alternative location on the North Shore. Hynes Development has an agreement with the Church to acquire the property provided that a zoning change can be secured that would enable:

- a) Hynes Development to go forward with an economically viable development; and
- b) the Church to secure funds so that it can purchase an alternative property and develop a new facility.

Should rezoning not be successful, another option for the Church to pursue would be to sell the property to another religious organization who could either utilize the existing facility or build a new facility under the current Public Assembly (PA-2) zone which permits a 45 foot high building of approximately 54,000 square feet.

## **SUPPORTING RATIONALE**

There are a number of reasons that build the rationale for developing the property with alternative housing, briefly described as follows:

- ❑ Based upon community dialogue held with the surrounding neighbours, developing the property with a new housing development is preferred over the use of the property by a religious organization;
- ❑ Traffic studies have been conducted that conclude that the neighbourhood would experience less traffic if the property was developed with low density alternative housing compared to a full functioning religious facility;
- ❑ The District is obviously interested in projects that would provide housing alternatives to the single family dwelling in order to provide a broader range of housing diversity;
- ❑ Single family options, be it a fee simple subdivision or a bare land strata format, were explored for the site but were deemed not economically viable as they would not generate sufficient funds for the Church to buy and relocate in an alternate location;
- ❑ The site is located adjacent to alternative housing both to the west and the south;
- ❑ Given its size and physical characteristics, the site can be developed while being sensitive to the character of the neighbourhood; and
- ❑ Although not located adjacent to or within easy walking distance of the District's major commercial areas and community facilities, it is a short walk to Taylor Way and a transit stop.

## **CHALLENGING ISSUE**

There are a number of interests in play that all need to be balanced; those of the existing neighbourhood, the present owners of the property, the potential developers of the property, and the community at large. While finding the perfect balance for the site has been challenging, the proposed plan has advanced to a point where it is now worthy of further consideration. A sensitively designed low density multi family housing development that is respectful of its surroundings would address the alternative housing opportunities that are aspired to in both the Official Community Plan and the recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group.

Michael Rosen, MCIP

# APPENDIX 'C'

## PROJECT PROFILE

March 26, 2009

|                     |   |
|---------------------|---|
| <b>Application:</b> | <b>Official Community Plan, Rezoning and Development Permit Application No. 1010-20-08-014</b>  |
| <b>Applicant:</b>   | Frits de Vries Architects for: W. & P. Elliott (owners of 380 Mathers Avenue); and The North Shore Unitarian Church (owner of 370 Mathers Avenue) |
| <b>Address:</b>     | 370 and 380 Mathers Avenue  |

### Proposal <sup>1</sup>

1. **Gross Site Area:** 95,600 sq ft.
2. **Gross Building Area:** 66,920 sq. ft. (only exemption is for garage)
3. **Floor Area Ratio:** 0.7
4. **Number of Units:** 48 units in six clusters
5. **Site Coverage:** 52%
6. **Setbacks**
  - Front Yard (Mathers Rd):** 30 ft.
  - Rear Yard:** 30 ft.
  - Side Yard:** 4.25 ft.
7. **Height/Storeys:** 3 storeys (including garages partially above ground)
8. **Parking:** 102 parking spaces consisting of 96 private spaces (based on 2 stalls per unit as private garages) and 6 visitor spaces

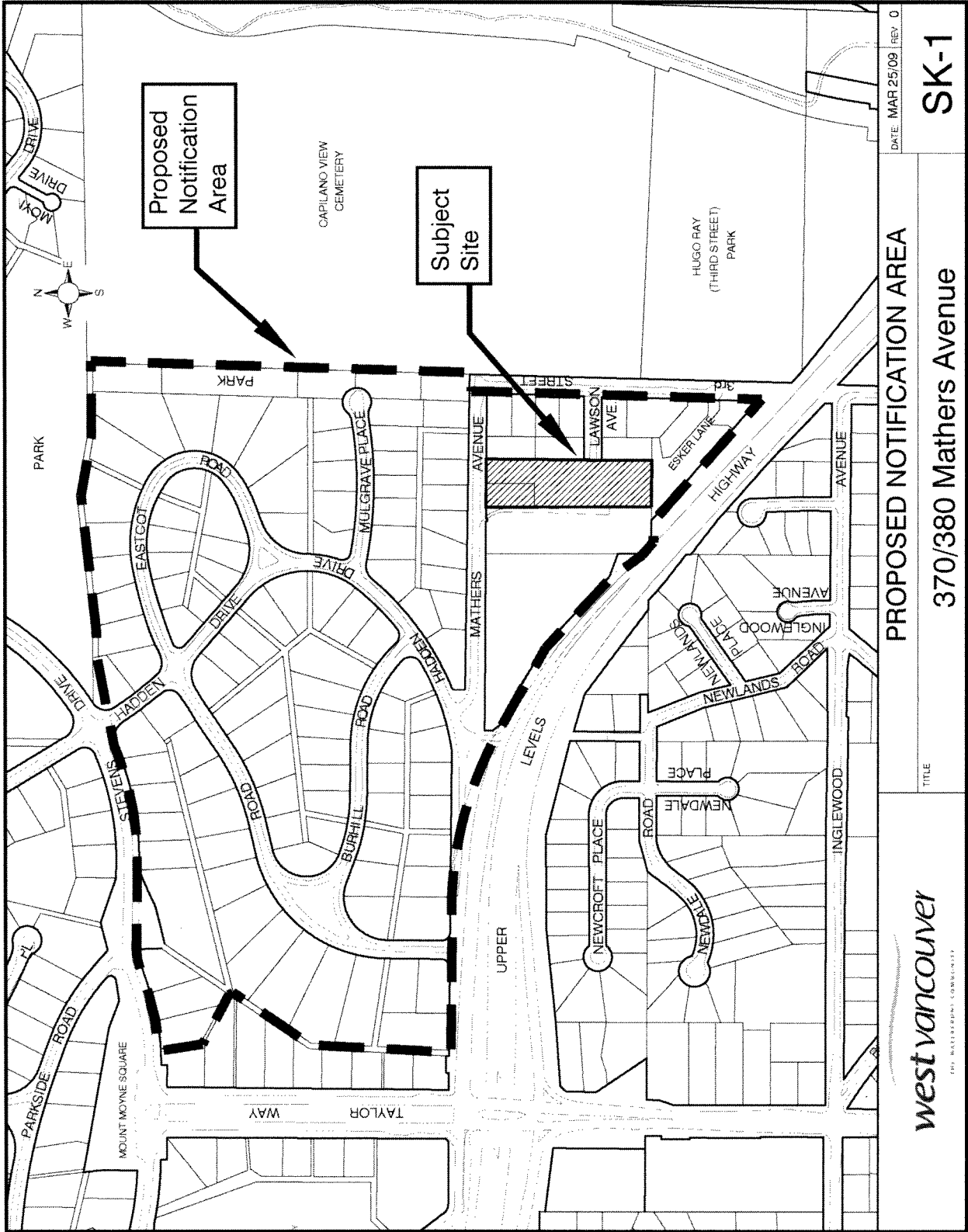
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<sup>1</sup> Source: Information provided by applicant.

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# APPENDIX 'D'



DATE: MAR 25/09 REV: 0

**SK-1**

**PROPOSED NOTIFICATION AREA**

**370/380 Mathers Avenue**

**westvancouver**  
BY AMENDMENT COMMISSION

TITLE

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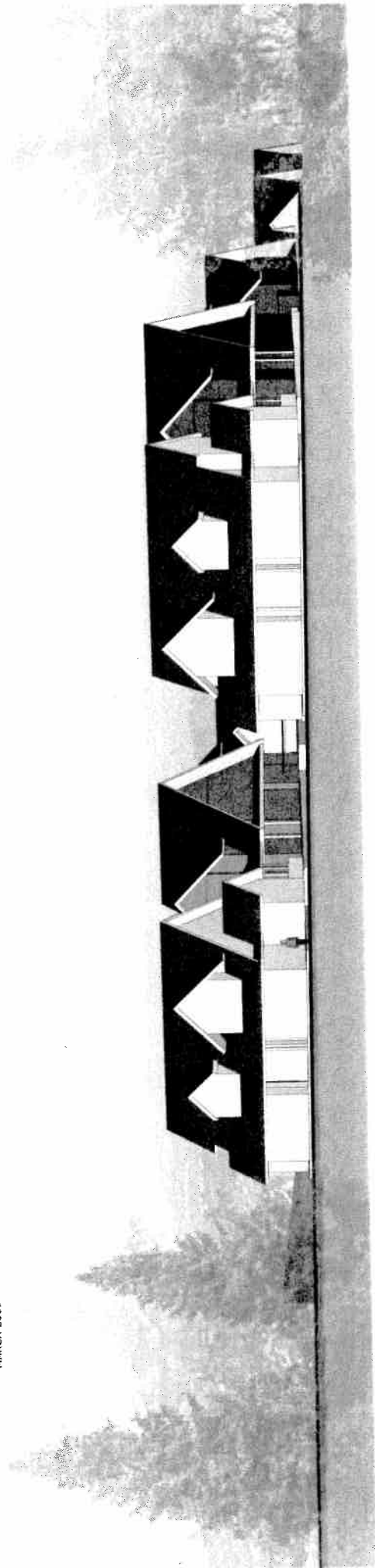
Attachments for item 7 provided under separate cover

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MAR 26 2009

THE CORPORATION OF THE DISTRICT  
OF WEST VANCOUVER  
PLANNING LANDS  
& PERMITS DIVISION

ELLIOTT COURT  
MARCH 2009



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[www.frits.ca](http://www.frits.ca)

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