

COUNCIL AGENDA/INFORMATION		
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<input checked="" type="checkbox"/> Reg. Council	Date: <u>June 7, 2010</u>	Item # <u>10</u>
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<i>[Signature]</i> Director	<i>[Signature]</i> CAO
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R-1

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

COUNCIL REPORT

Date: May 27, 2010 File: 13-2515-00 / 1610-20-4643
 From: Geri Boyle, Manager of Community Planning
 & Stephen Mikicich, Sr. Community Planner
 Subject: **Official Community Plan Amendment for Housing Pilot Program**

RECOMMENDED THAT:

1. The opportunities for consultation on a proposed Official Community Plan amendment, with persons, organizations and authorities, as outlined in the report from the Manager of Community Planning and Sr. Community Planner dated May 27, 2010, be endorsed as sufficient consultation for the purposes of Section 879 of the Local Government Act;
2. Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4643, 2010, be introduced and read a first time in short form;
3. Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4643, 2010, has been considered in conjunction with the District's most recent financial plan and the regional waste management plan; and
4. Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4643 2010 be considered at a Public Hearing to be held on Monday, June 28, 2010 at 7:00 p.m. in the Municipal Hall Council Chamber.

Purpose

The purpose of this report is to introduce a draft Official Community Plan (OCP) amendment bylaw which provides the policy context for the Housing Pilot Program, and to recommend that a Public Hearing date be set.

1.0 Background

1.1 Prior Resolutions

On May 4, 2009, Council endorsed the draft Pilot Project program, as outlined in the report from the Sr. Community Planner, dated April 16, 2009.

On December 14, 2009, Council selected two pilot projects for sites located at 2614 Ottawa Avenue and 6801 Hycroft Road; and directed staff to advance the Housing Pilot Program, including working with the proponents of the selected pilot projects to initiate required development applications.

2.0 Policy

2.1 Official Community Plan (OCP)

OCP Policy H 1 is to “Engage in further dialogue at both a community and local neighbourhood level to develop a full understanding of community trends, desires and related housing needs and potential policies for addressing them.” This dialogue took place during 2007 and 2008 and was called the “Community Dialogue on Neighbourhood Character and Housing”.

3.0 Balanced Scorecard

3.1 Corporate Objective – 1.3 “encourage diversity in housing, land use and innovative infrastructure within our distinct neighbourhoods to meet changing needs”.

3.2 Strategic Initiative – 1.3.1 “implement the recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group”.

3.3 2010 Milestone – “implement the Housing Pilot Program, as approved by Council”.

4.0 Analysis

4.1 Community Dialogue on Neighbourhood Character and Housing and the Housing Pilot Program

Through the Community Dialogue, residents expressed a clear desire to improve housing choice and affordability, and to explore a range of ground-oriented alternatives to a large single-family house or an apartment in a multi-family residential building – i.e., the two dominant housing types in West Vancouver. The “West Vancouver Survey on Neighbourhood Character and Housing” (*a sample survey of West Vancouver residents undertaken during May-June 2008*) revealed:

- 62% support for more housing units in the 1,000 to 1,500 sq.ft. range;
- 61% support for infill units on existing single-family lots; and
- 53% support for the concept of two smaller houses sharing one lot.

Several recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group (September 2008) call for the use of ‘pilot projects’ as tools for the community to learn about and test possible solutions for

improving housing choice and affordability, and addressing issues related to neighbourhood character. More specifically, 81% of residents supported¹ the possibility of pilot projects as a means of demonstrating how new housing forms could be integrated into the community.

Consequently, the Working Group recommended that a selection process and evaluation criteria be developed for Council's consideration of possible pilot projects. This work was undertaken in 2009.

The objective of the Housing Pilot Program is to allow for the examination of new housing prototypes in existing neighbourhoods that are consistent with the community's desire for improved housing choice, for housing that is sympathetic to a site's natural features and minimizes site alteration, and for housing designed to fit with established neighbourhood character.

An OCP amendment is required to establish the policy framework for enabling the housing pilot projects (see Appendix 'A').

4.2 The First Pilot Projects

In December 2009, Council selected two projects to proceed under the Housing Pilot Program. Both of these projects call for the construction of a modest-sized infill dwelling – one a detached coach house sharing a lot with a 70-year old character house (2614 Ottawa Avenue); the other a small house on its own small lot (6801 Hycroft Road). A description of each pilot project and status update is provided in Appendix 'B'.

Individual neighbourhood meetings will be held for each of the pilot projects – to provide an opportunity for residents to learn more about the Housing Pilot Program, and to provide preliminary input on these projects. No meeting has yet been set for the pilot project at 2614 Ottawa Avenue, as it is still at the preliminary design stage. A neighbourhood meeting on 6801 and 6803 Hycroft Road is scheduled for Tuesday, June 22, 2010.

4.3 Sustainability

A fundamental component of social sustainability is the availability of appropriate housing forms to meet the diverse and changing needs of the community. The intent of the Housing Pilot Program is to provide a forum for thoughtful examination of possible new housing types for improving housing choice and affordability, and to examine a variety of issues related to neighbourhood character – to ensure proper integration of new housing types in established neighbourhoods.

¹ Based on the findings of the West Vancouver Survey on Neighbourhood Character and Housing (July 2008)

Greater awareness about how we make use of existing land and resources, and the implications of these choices in the context of environmental sustainability and global warming are also stimulating interest in exploring new ways of building and designing neighbourhoods – e.g., by minimizing landform alteration, and employing sustainable land use and building practices.

The findings of this Program are intended to inform development of new policy, regulations, and processes that will advance the OCP vision of a sustainable community.

5.0 The Process of OCP Bylaw Consideration

5.1 Consultation

The Local Government Act Section 879 requires that one or more opportunities be provided for appropriate consultation with persons, organizations and authorities Council considers will be affected by an OCP amendment.

A Council resolution confirming the appropriateness of the consultation program is necessary.

As noted above, the Housing Pilot Program is one of the outcomes of the Community Dialogue on Neighbourhood Character and Housing. The Community Dialogue was a process of ‘people talking to people’ about the future of their neighbourhoods, and issues related to housing choice and affordability. Led by a Council-appointed Working Group of West Vancouver residents, the ‘Community Dialogue’ provided a year-long forum for engaging the community in developing its own policy directions for housing and neighbourhood character. It included:

- An information display at West Vancouver’s “Community Day” (June 2007)
- A two-day Neighbourhoods Fair (October 2007)
- A Public Forum on Housing (January 2008)
- Two community workshops (March 2008)
- Three newsletters distributed to all West Vancouver households
- An online discussion forum
- A professional sample survey of West Vancouver residents (June 2008)
- Four reports and presentations to Council
- Information displays at District venues
- Presentations to community groups
- Regular program updates on the District’s web site

Community input from these various engagement opportunities identified considerable support for the concept of pilot projects, and the development of a Housing Pilot Program. More recent public outreach and consultation associated with the Housing Pilot Program has included:

- A fourth community newsletter highlighting the Housing Pilot Program was distributed to all West Vancouver households in early May 2010.
- A second public forum on housing titled "Housing That Fits Us and Fits In" was held on May 18, 2010, and attended by nearly 300 people;
- Program updates and information links have been made available on www.westvancouver.ca/housing; and
- An online discussion forum has also been established (www.westvancouver.ca/forums).

The Local Government Act requires that, after first reading and before Public Hearing of an OCP Amendment, Council must consider the plan in conjunction with:

- (i) its financial plan, and
- (ii) any waste management plan that is applicable in the municipality or regional district.

The financial plan for the District is the long term capital plan and operating budget.

As the proposed OCP amendment pertains to policy enabling the Housing Pilot Program, rather than any substantive land use change, it does not impact the District's financial plan. The Program has been reviewed by staff in terms of the regional waste management plans and is consistent with them.

6.0 Options

6.1 Council may...

(as recommended by staff)

- Introduce and give first reading to the OCP Amendment bylaw included in Appendix 'A' to this report, and set Monday, June 28, 2010 as the date for a Public Hearing;

(or, alternatively)

- Request further information.

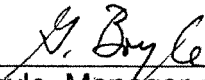
Date: May 27, 2010

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From: Geri Boyle, Manager of Community Planning, and Stephen Mikicich, Sr. Community Planner

Subject: **Official Community Plan Amendment for Housing Pilot Program**

Authors:



Geri Boyle, Manager of Community Planning



Stephen Mikicich, Sr. Community Planner

Appendices:

- A. Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4643, 2010
- B. First Two Pilot Projects: Description and Current Status



District of West Vancouver

**Official Community Plan Bylaw No. 4360, 2004
Amendment Bylaw No. 4643, 2010**

Effective Date:

District of West Vancouver

**Official Community Plan Bylaw No. 4360, 2004
Amendment Bylaw No. 4643, 2010**

WHEREAS the Council of The Corporation of the District of West Vancouver deems it expedient to provide for 'pilot projects' as a means of developing and evaluating possible prototypes for new infill housing for the purposes of informing future policy, regulations and processes;

NOW THEREFORE, the Council of the District of West Vancouver enacts as follows:

Part 1 Citation

- 1.1 This bylaw may be cited as Official Community Plan Bylaw No. 4360, 2004, Amendment Bylaw No. 4643, 2010.

Part 2 Severability

- 2.1 If a portion of this bylaw is held invalid by a Court of competent jurisdiction, then the invalid portion must be severed and the remainder of this bylaw is deemed to have been adopted without the severed section, subsequent paragraph, subparagraph, clause or phrase.

Part 3 Amends Policy Section 3 [Housing]

- 3.1 Schedule A to Official Community Plan Bylaw No. 4360, 2004 is amended in 'Policy Section 3 Housing' as follows:
- 3.1.1 Under the subsection titled "The Challenge of Change" on page 47;
- (a) in the third paragraph, by amending the last sentence to read as follows:
- "As a consequence,*
- *this Plan provides focused and limited opportunities for residential redevelopment in existing neighbourhoods;*
 - and*
 - *the concerns expressed in 2004 became the basis for a comprehensive and community-wide dialogue on housing that took place in 2007-2008."*

- (b) by replacing the last paragraph with the following:

“The Plan recognizes certain potential opportunities for new housing development within specific areas or on individual sites as set out in Policy H3. In addition, site specific zoning amendments may be possible in limited circumstances for other sites that present unique opportunities and that meet the conditions set out in Policy H3. Following is an overview of the community-wide dialogue on housing that took place in 2007-2008.”

- 3.1.2 By adding after the subsection titled “The Challenge of Change” (page 47) a new subsection as follows:

“The Community Dialogue on Neighbourhood Character and Housing

Since 2005, the District has prepared and updated a series of 15 reports on demographic and population trends, known as ‘West Vancouver Facts and Stats’ – to provide the basis for an informed discussion of housing issues in the community.

During 2007, the concept of a housing dialogue evolved into a broader dialogue on neighbourhood character and housing – recognizing that the ability to introduce new housing opportunities in West Vancouver was tied to community acceptance of some kind of change to single-family neighbourhoods. This broader focus also enabled the exploration of related issues, such as the impacts of new single-family house construction in established neighbourhoods, and the loss of natural features and built heritage through site alteration and demolition.

The Community Dialogue on Neighbourhood Character and Housing was a process of ‘people talking to people’ about the future of their neighbourhoods, and issues related to housing choice and affordability. Led by a Council-appointed Working Group of West Vancouver residents, the ‘Community Dialogue’ provided a year-long forum for engaging the community in developing its own policy directions for housing and neighbourhood character.

The Community Dialogue confirmed community support for taking proactive steps in implementing the Plan’s vision for a sustainable community – through policy and regulatory tools, to enable the provision of new housing types and stronger measures to protect the character of West Vancouver’s distinctive neighbourhoods; and through ‘pilot projects’, to demonstrate and evaluate new housing types.”

3.1.3 By adding a new Policy H 4.1 as follows:

“Allow for the examination of new housing prototypes in Existing Neighbourhoods through a District of West Vancouver led housing pilot program which:

- (a) would allow for new housing prototypes consistent with the community’s desire for improved housing choice, for housing that is sympathetic to a site’s natural features and minimizes site alteration, and for housing designed to fit with established neighbourhood character;*
- (b) would involve the selection of project(s) by Council following a formal open selection process;*
- (c) would include a formal evaluation of projects upon completion of construction to understand the effectiveness of a project in meeting community objectives and to inform the development of policies, regulations and processes related to housing and neighbourhood character;*
- (d) may include projects which require a rezoning, development permit, and/or variance permit, in which case the approval process provided for in the Local Government Act shall apply and no amendment of this Official Community Plan shall be required; and*
- (e) provide opportunities for public involvement including, but not limited to, access to project information, site tours upon completion, and participation in the evaluation process.*

READ A FIRST TIME on

READ A SECOND TIME on

READ A THIRD TIME on

ADOPTED by the Council on

Mayor

Municipal Clerk

FIRST TWO PILOT PROJECTS: DESCRIPTION AND CURRENT STATUS**Project #1: 2614 Ottawa Avenue**

The proposal for 2614 Ottawa Avenue is to retain a 1930s character house and build a modest-sized coach house ($\pm 1,000$ sq.ft.) located at the rear of this 64 x 145 property. The objective is to provide a longer-term opportunity for the owners to downsize into smaller accommodation more suited to, and specifically designed for their future needs, while providing flexible housing options for other family members over the shorter term, and/or rental accommodation to supplement their future pensions (see attached illustrations). Design considerations for this project include preservation of existing landscape features and established views from adjacent properties.

Staff and the proponents have met to explore alternative design concepts, and consider servicing and other issues. Due to personal commitments, the proponents are requiring a longer time frame for design development. A neighbourhood consultation meeting has not yet been scheduled.

Project #2: 6801 and 6803 Hycroft Road

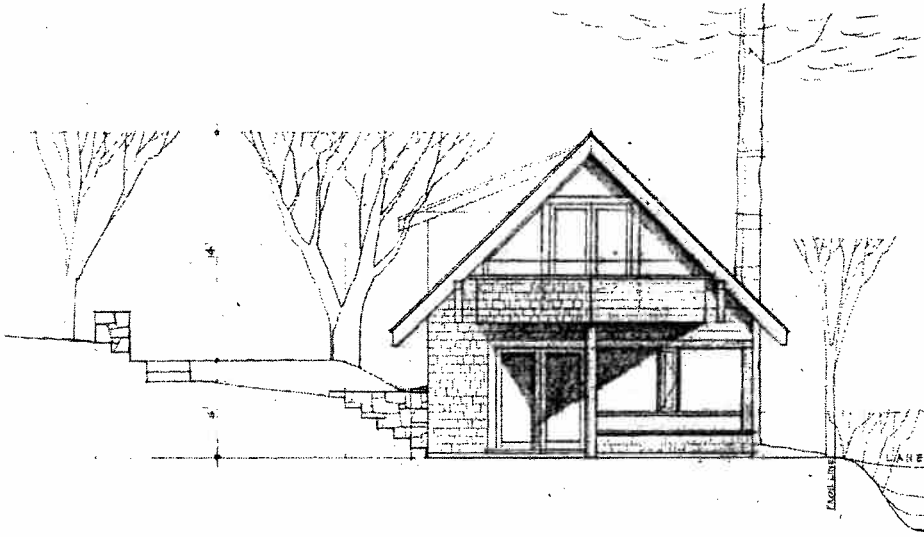
This site comprises two legal lots: (1) 6803 Hycroft Road ($\pm 11,700$ sq.ft.); and (2) 6801 Hycroft Road (remainder lot of $\pm 2,100$ sq.ft.). The proposal is to re-subdivide these lots through a lot line adjustment, in order to increase the size of the remainder lot and create a building site for a small footprint house of $\pm 1,500$ sq.ft. (see Appendix 'B'). The proponents view this project as a way of 'downsizing' in their own neighbourhood; or, in this case, on their own property.

The value of this pilot project is the opportunity to examine development possibilities on small, odd-shaped parcels, and working with a site's natural features to minimize landform alteration. This particular project has had a number of complexities associated with it – including:

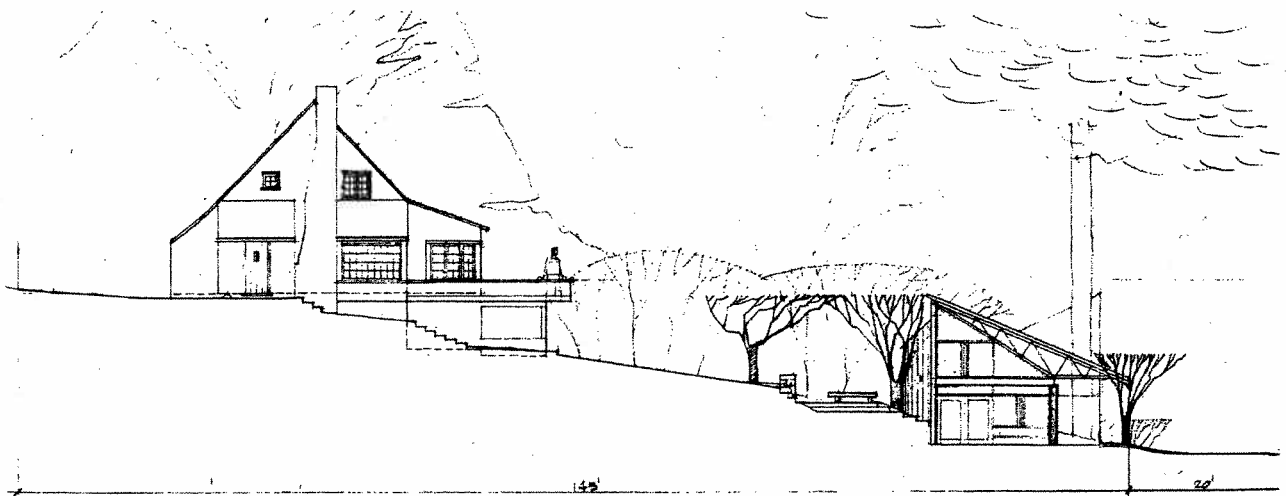
- Providing shared driveway access for two lots with encroachment into an unopened municipal road right-of-way;
- Steep driveway grades;
- Replacement of aging or inadequate water, sanitary and storm services;
- Slope stabilization; and
- Potential view and privacy impacts on an adjacent property.

Over the past few months, the applicant has undertaken considerable work with his consultants to address the servicing, access, and geotechnical issues. Further review of the site plan and building design is under way, with a view to minimizing tree removal and encroachment into the road right-of-way, and to address privacy impacts. A neighbourhood meeting on this pilot project will be held on Tuesday, June 22, 2010.

**PRELIMINARY DESIGN CONCEPTS FOR PROPOSED INFILL COACH HOUSE AT
2614 OTTAWA AVENUE (November 2009)**

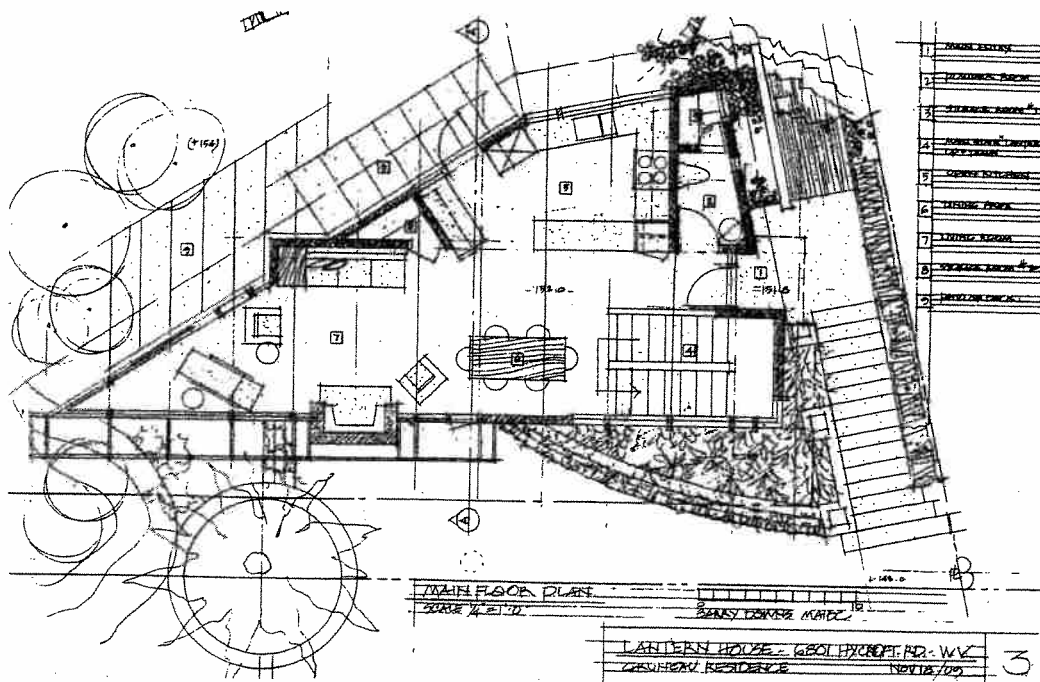
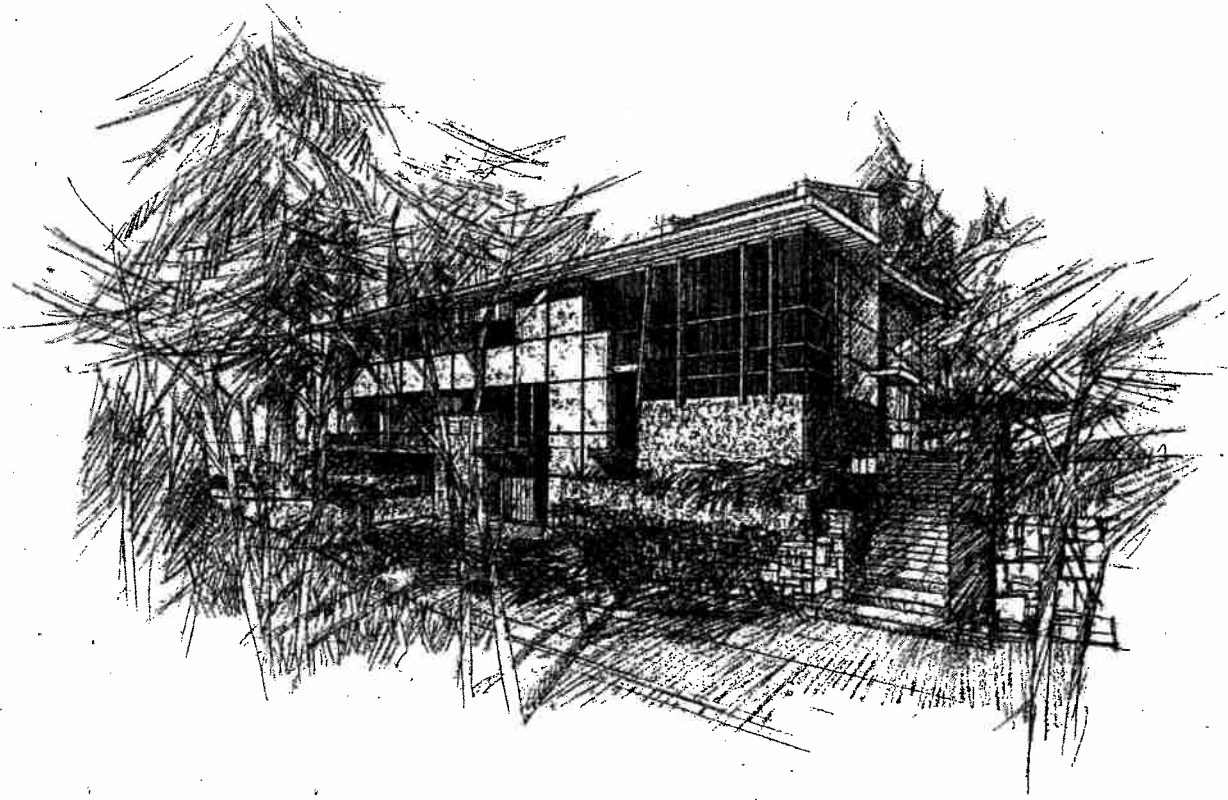


Design Idea 1 - front elevation as per original submission



Section through subject property at 2614 Ottawa Ave. showing Design Idea 2

PRELIMINARY RENDERING AND MAIN FLOOR PLAN OF PROPOSED INFILL HOUSE FOR REMAINDER LOT AT 6801 HYCROFT ROAD (November 2009)



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