COUNCIL REPORT

Date: November 25, 2015
From: Andrew Browne, Senior Community Planner
Subject: Development Application No. 15-037 (Sewell’s Marina)
File: 1010-20-15-037

RECOMMENDATION

THAT the report from the Senior Community Planner dated November 25, 2015, regarding Development Application No. 15-037 (Sewell’s Marina), be received for information; and

THAT, pending resolution of items highlighted in the report from the Senior Community Planner dated November 25, 2015, Development Application No. 15-037 (Sewell’s Marina) be presented to the Design Review Committee for detailed review, and that staff proceed to draft required bylaws and permits for Council’s consideration.

1.0 Purpose

- To provide Council with a description of the Sewell’s Marina development application.
- To present the Official Community Plan policy context within which the proposal may be considered.
- To report on the outcome of recent public consultation.
- To recommend next steps.

2.0 Legislation/Bylaw/Policy

This section cites relevant existing legislation, bylaws, and policy. Related discussion and analysis can be found in Section 4.0.

Federal Legislation

- Species at Risk Act (SC 2002 c. 29)
- Fisheries Act (RSC 1985 c. F-14)
- Navigation Protection Act (RSC 1985 c. N-22)

Provincial Legislation

- Local Government Act (RSBC 1996 c. 323)
- Community Charter (SBC 2003 c. 26)
- Environmental Management Act (SBC 2003 c. 53) and the Contaminated Sites Regulation
- Land Act (RSBC 1996 c. 245)
District Bylaws

- Official Community Plan (Bylaw No. 4360, 2004) (OCP)
- Zoning Bylaw (Bylaw No. 4662, 2010)

District Policy

- Community Dialogue on Neighbourhood Character and Housing (2008)

3.0 Background

3.1 Previous Decisions

At the September 14, 2015 Council meeting Council passed the following:

THAT the report dated August 28, 2015 regarding fall public consultation for the proposed redevelopment of Sewell's Marina be received for information.

At the July 20, 2015 Council meeting Council passed the following motion:

THAT the report dated June 25, 2015 regarding the proposed redevelopment of Sewell's Marina be received for information.

At the June 1, 2009 Council meeting Council passed the following motion:

THAT the District led proposed public consultation process for redevelopment of 6695 Nelson Avenue in Horseshoe Bay described in the May 20, 2009 report entitled, “Revised Public Consultation Process for Proposed OCP Amendment for the redevelopment of the upland portion Sewell’s Marina (6695 Nelson Avenue) in Horseshoe Bay” be approved.

3.2 History

2009 Application

Sewell’s Marina has been a fixture of Horseshoe Bay since 1931 and has evolved with multiple generations of the Sewell family. In 2009 the Sewell family recognized that change was again required to ensure the marina would remain viable over the long term. They convened an ad hoc group of local residents and business leaders to meet with architect Paul Merrick to create a vision for the marina and upland property.

In May 2009 a concept for the site was presented to Council, and District staff was directed to consult with the public. In October 2009 a District-led workshop was held at the Glenegles Community Centre, with over 115 people attending and 74 'workbooks' completed.

In March 2010 a draft consultation report was produced for review by the applicant and the District. However, at about this time the foreshore head lease negotiations between the District and the Province stalled. The uncertainty around future commercial tenure impacted all marinas and yacht clubs in West Vancouver, and Sewell’s Marina had to postpone anticipated capital improvements.
Current Application

The head lease was finalized and stable commercial tenure restored in the summer of 2014, at which time the Sewell family began discussions with Westbank, culminating in a partnership agreement in December 2014.

During the period between 2010 and 2014 the Sewell family continued community discussions via meetings with individuals, small ‘coffee klatch’ groups, and marina patrons. In addition, the Sewell family periodically provided informal updates to councillors and staff. Paul Merrick continued fine tuning the concept – altering building footprints, massing, and design – in response to input from the local community.

Over the past six months Westbank, Merrick Architecture, and the Sewell’s have met with the original ‘visioning’ group on two occasions; immediate neighbours were also invited to an information meeting where the current proposal was reviewed in detail. The local Horseshoe Bay community has remained, as in 2009, very engaged throughout the process and has helped to inform the proposal. A development application was submitted in late May 2015.

4.0 Analysis

4.1 Discussion

Physical Context

Sewell’s Marina is located in the northwest corner of Horseshoe Bay village. To the northwest the site backs onto the base of the very steep, wooded terrain of Telegraph Hill. The waterfront is situated to the northeast and the ferry terminal and Horseshoe Bay Village to the east and southeast. A residential neighbourhood, including detached homes and BC Housing’s Libby Lodge, is located to the south and southwest.
Community Context

Horseshoe Bay is a unique community within West Vancouver. It has a strong identity, a pride of place, passionate local personalities, businesses, and residents, a beautiful landscape, and a long history. It is both a destination in and of itself and a crossroads en route to destinations around Howe Sound and the Georgia Straight.

Population and employment information is not available for Horseshoe Bay Village specifically, but Statistics Canada groups it into a census tract that stretches from the municipal boundary in the north and to just past Eagle Harbour in the southeast. Key 2011 statistics are as follows:

<table>
<thead>
<tr>
<th>Dwelling Type</th>
<th>Population: 3645</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census Tract 133.01</td>
<td></td>
</tr>
<tr>
<td>Total – All Dwellings</td>
<td>1,430</td>
</tr>
<tr>
<td>Single-detached house</td>
<td>1,100</td>
</tr>
<tr>
<td>Duplex or suite in house</td>
<td>285</td>
</tr>
<tr>
<td>Townhouse</td>
<td>0</td>
</tr>
<tr>
<td>Apartment, less than 5 storeys</td>
<td>10</td>
</tr>
<tr>
<td>Apartment, five or more storeys</td>
<td>40</td>
</tr>
<tr>
<td>Average household size</td>
<td>2.55</td>
</tr>
</tbody>
</table>

- 87% of residents own their dwelling (WV average: 79%) and 13% of residents rent their dwelling (WV average: 21%).
- 27% of occupied dwellings were built before 1960, and 67% were built before 1980.

Historically, the economic viability of Horseshoe Bay Village has been associated with tourism and the presence of the BC Ferries terminal. In recent years, BC Ferries has been reviewing their operations and are even considering ceasing of service to Nanaimo from this terminal. Pending final decision from the Province, BC Ferries plans to undertake a facilities master planning process for its lands, after which major capital improvements may be considered to improve capacity for Nanaimo-bound travellers. In the alternative, elimination of this route would likely have a devastating effect on local merchants. Any population increase associated with the proposed redevelopment of Sewell’s Marina can be regarded as a means of reducing dependency on BC Ferries as a village anchor and strengthening the customer base for local merchants.

Horseshoe Bay is the terminus for two Blue Bus transit routes:
- the #250 local-stopping bus that travels between Horseshoe Bay and downtown Vancouver via Marine Drive; and
- the #257 express bus that travels between Horseshoe Bay and downtown Vancouver via the Upper Levels Highway and 15th Street.
The Proposal

Sewell’s Marina has partnered with Vancouver-based developer Westbank Projects Corp. and Merrick Architecture to propose a comprehensive redevelopment of the subject property that would retain the long-established marina while adding a predominantly residential development. Appendices A and B provide a context map and project data sheet. The drawing booklet can be found at Appendix H.

The proposed development comprises:

- 171 residential units in 6 buildings, with 4 levels of underground parking, representing a Floor Area Ratio of approximately 2.5;
- preliminary building heights between 1 and 11 storeys, with taller buildings located toward the adjacent Telegraph Hill;
- 473 off-street parking stalls, 229 of which are for the marina and commercial uses and 244 of which are allocated to the residential component;
- many different unit floor plans including one bedroom, two bedroom, and three bedroom, some with den or family room;
- a proposed seaside village character, with small squares and a variety of circulation options for vehicles and pedestrians; and
- continuation of the public waterfront path onto the site and improved edge transition between the site, Nelson Avenue, the government wharf, and Horseshoe Bay Park.

Analysis – Consistency with the OCP

The OCP designates the subject lands as being within the Marina Commercial Sites Development Permit Area BF-C9, the objectives of which are to retain existing marinas and yacht clubs and encourage improvement or redevelopment compatible with their waterfront and residential settings.

The OCP provides broad objectives and policies relating to housing, built form, etc., and identifies marina sites generally as opportunities for redevelopment. However, the OCP does not provide future land use designations for Horseshoe Bay that would specifically guide the consideration of redevelopment proposals.

Relevant OCP policies are described in Appendix C, along with an assessment of the project’s response to these policy directives. The applicant has also addressed OCP policy in their drawing booklet, attached as Appendix H. In summary, the application is considered in alignment with broad OCP policies.
Ongoing Review

The application is undergoing a comprehensive review, including but not limited to:

- Applicant team – Currently working to produce Development Permit-level drawings for review by District staff and the Design Review Committee, and to provide additional detail on various aspects of the proposal (e.g. scope of foreshore work, details of the proposed ocean loop thermal system, and various supporting studies and reports).

- Planning

  Staff has been working to place the application in a policy context for Council, to examine public feedback and survey responses, and to coordinate the District’s review of the application. Professional appraisers have been retained to begin to determine the ‘lift’ in land value resulting from rezoning, which is a fundamental step toward negotiation of a community amenity package. In addition, Planning staff is ensuring that the application sensibly coordinates with work underway to develop Horseshoe Bay Streetscape Standards.

  As this application moves forward staff will be drafting an amendment to the OCP that would provide a more detailed policy framework for development of the subject lands, including but not limited to:

  - what redevelopment is considered compatible with the site’s waterfront and residential setting;
  - the continuation of the marina use;
  - a publicly accessible waterfront;
  - appropriate housing mix (variety, size, and tenure of units);
  - some modest amount of mixed uses (small-scale commercial and marina-related uses); and
  - built form, character, and improvements to parks and open space.

- Engineering

  The extent of engineering servicing upgrades and replacements will need to be determined through the development application process.

  - Transportation

    Staff has reviewed and provided comments on a draft Traffic Impact Assessment; revisions are pending. Analysis is required to understand the impact of the proposed development from a broader traffic circulation perspective. For example, converting Bay Street from one- to two-way travel should be explored.
o Servicing (Utilities)

Staff is working with the applicant team to determine the servicing implications for the site and area, which are not yet fully known.

Horseshoe Bay Village has historically been comprised of a cluster of small scale commercial (BC Ferries notwithstanding) and low density residential housing forms (the notable exception being Libby Lodge) with little to no population growth. Given this history, much of the supporting infrastructure is old and at the end of its useful life. The existing reservoir capacity is constrained to accommodate additional water demand, and the water distribution network cannot provide for the pressures and flows required for fire protection associated with a higher density, multi-family development. Metro Vancouver advises that there is no remaining capacity in the regional Gleneagles Sanitary Pump Station and force main system to allow for growth.

- Environmental Protection & Foreshore – Staff has asked that the applicant team provide information about the scope of work proposed for the foreshore, and that an engineer review what flood construction level (FCL) is appropriate for the site.

- Parks Department – Provided guidance on how the interface between the development site, the foot of Nelson Avenue, the government dock, Horseshoe Bay Park, and the waterfront path should be treated and improved, and will provide more detailed review once Development Permit-level drawings are available.

- Fire Department – Advised that there are no concerns apart from designing the various plaza levels to support the weight of fire trucks, and that there is a clear and intuitive system of annunciator panels to ensure first responders have readily understandable location information upon arrival on site.

Design Review Committee

The Design Review Committee reviewed the application on September 17, 2015 and passed the following resolution:

*THAT the Design Review Committee recommends SUPPORT of the Sewell's Marina Residential/Commercial Redevelopment of Marina Lands; SUBJECT TO further design development review with attention to the comments of the September 17, 2015 meeting.*

Meeting comments referenced above are attached as Appendix D.
4.2 Sustainability

- Environmental – An ocean loop thermal system is proposed that should provide dramatically higher performance than a conventional development. Due to building code updates all new construction today performs very well in respect of energy efficiency, building envelope integrity, etc.

- Social – A continuation of the waterfront path and a series of public spaces are proposed and provide opportunities for casual social interaction in the community.

- Economic – Continuation of the waterfront path and high quality public spaces should enhance Horseshoe Bay's attractiveness to visitors. Additional residents in Horseshoe Bay would be serviced by local (neighbourhood) businesses.

4.3 Public Engagement and Outreach

The Sewell family began conversations with community members, neighbours, and marina patrons in 2009 to develop a future vision for Sewell's Marina, and have continued this dialogue in the years since.

Following the receipt of a development application in mid-2015, staff organized community consultation events to gather input on how the 2009 vision and objectives were translated into the development proposal now under consideration.

2015 Consultation

Information on the consultation events held in September 2015, including dates, times, venues, notification methods, and details of what was heard, is attached as Appendix E.

In summary, most respondents:
- live in or frequently visit the area;
- were aware of the Sewell's proposal before the open houses;
- liked the 2009 vision (78%);
- supported the proposal (58% support, 25% generally supportive but had some concerns, 83% combined); and
- felt the submitted proposal was consistent with the 2009 vision (75%).
2009 Consultation

The Sewell family formally presented their redevelopment concept to the community in 2009, and the results of the District-led consultation are attached as Appendix G. Respondents were asked in workbooks to:

- note how Horseshoe Bay had changed in recent years for the better and for the worse;
- rank images to describe the current character of Horseshoe Bay;
- describe in their own words the three most critical challenges facing Horseshoe Bay in the future; and
- comment on the development proposal.

Respondents indicated that Horseshoe Bay’s future was challenged with respect to:

- achieving economic development, growth, and development that would enhance Horseshoe Bay as a year round community;
- the need for more diverse housing options and smaller units that can be more affordable; and
- how to maintain and enhance the character of the community while modernizing it.

With respect to the development proposal, respondents generally viewed it favourably. Common sentiments included:

- new residents would help to support and enhance the commercial center of the Village and the vitality of the community;
- concern about traffic, parking, and affordability;
- hopefulness that the development can serve the community, support area businesses, and provide alternative housing options that are smaller than currently available and more affordable.

4.4 Other Communication, Consultation, and Research

The application has been circulated to the Engineering, Parks, Fire, and Permits & Inspections departments, as well as District staff with expertise in foreshore works and the provincial head lease so that the proposal may receive a comprehensive level of review.

ACDI – The application was referred to the Development and Inclusion Subcommittee of the North Shore Advisory Committee on Disability Issues (ACDI). The recommendations of the ACDI are attached as Appendix F.

Libby Lodge – Due to the mobility challenges of some residents, the applicant team met with the residents of BC Housing’s Libby Lodge in the common area of their building. This meeting was used to explain the proposal and answer any questions. The applicant team has committed to further meetings as may be required.
5.0 Options

5.1 Recommended Option

At the time of consideration of this report, Council may:

a) move the recommendation;

5.2 Considered Options

b) move the recommendation and ask for additional information (to be specified) to aid in the future consideration of the application; or

c) defer further consideration pending receipt of additional information (to be specified); or

d) reject the application.

6.0 Conclusion

- The project is a well conceived attempt at providing additional residents, housing choice, and economic benefit to Horseshoe Bay. It has the potential to be a ‘game changer’ from a number of perspectives and may assist in reducing the Village’s dependency on BC Ferries for economic activity.

- The proposal successfully addresses a large number of District objectives and policies, and is consistent with what was heard during the 2009 public consultation.

- The September 2015 consultation was successful.

- Pending resolution of items highlighted in this report, the development application should be presented to the Design Review Committee for detailed review and staff should proceed to draft the required bylaws and permits for eventual consideration by Council.

Author: Andrew Browne, Senior Community Planner

Concurrence: Chris Bishop, Manager of Development Planning

Concurrence: Jim Bailey, Director of Planning & Development Services
Appendices:
A - Context map
B - Project data sheet
C - Policy context
D - Design Review Committee comments
E - Consultation summary (2015)
F - ACDI recommendations
G - Public Consultation for Sewell's Marina Development Proposal, Public Comment Tabulation and Summary, October 19, 2009, prepared by Phillips Farevaag Smallenburg for the District of West Vancouver
H - Drawing booklet

Further information: [http://westvancouver.ca/sewells](http://westvancouver.ca/sewells)
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## Proposed Development Application No. 15-037 (Sewell's Marina)

### Summary statistics – subject to change

<table>
<thead>
<tr>
<th>Description</th>
<th>Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site Area</td>
<td>9315 sq m (100,270 sq ft)</td>
</tr>
<tr>
<td>Gross Floor Area</td>
<td>25,611 sq m (275,676 sq ft)</td>
</tr>
<tr>
<td>Commercial</td>
<td>1,429 sq m (15,385 sq ft)</td>
</tr>
<tr>
<td>Residential</td>
<td>24,182 sq m (260,291 sq ft)</td>
</tr>
<tr>
<td>Exclusions (lobby, amenity, etc.)</td>
<td>2,401 sq m (25,845 sq ft)</td>
</tr>
<tr>
<td>Net Floor Area (for FAR)</td>
<td>23,210 sq m (249,831 sq ft)</td>
</tr>
<tr>
<td>Floor Area Ratio (FAR)</td>
<td>2.492</td>
</tr>
<tr>
<td>Number of dwellings</td>
<td>171 units</td>
</tr>
<tr>
<td>1 bedroom</td>
<td>28 units</td>
</tr>
<tr>
<td>1 bedroom plus den or family room</td>
<td>54 units</td>
</tr>
<tr>
<td>2 bedroom</td>
<td>26 units</td>
</tr>
<tr>
<td>2 bedroom plus den or family room</td>
<td>50 units</td>
</tr>
<tr>
<td>3 bedroom</td>
<td>10 units</td>
</tr>
<tr>
<td>3 bedroom plus den or family room</td>
<td>3 units</td>
</tr>
<tr>
<td>Building Heights – min and max</td>
<td>1 to 11 storeys</td>
</tr>
<tr>
<td>Parking</td>
<td>473 stalls</td>
</tr>
<tr>
<td>Marina &amp; Commercial</td>
<td>229 stalls</td>
</tr>
<tr>
<td>Residential</td>
<td>244 stalls</td>
</tr>
</tbody>
</table>

*Note: Both the number of dwellings and the number of parking stalls proposed are particularly subject to change as refinements are made to floor plans.*
## OBJECTIVES AND POLICY

<table>
<thead>
<tr>
<th>LOCAL ECONOMY</th>
<th>ANALYSIS</th>
</tr>
</thead>
</table>
| **Policy LE 1 - Plan for a hierarchy of commercial areas that serve a variety of roles in the community.**  
  - Promote Ambleside, Horseshoe Bay and Dundarave as visitor destinations.  
  - Promote Dundarave, Caulfeild and Horseshoe Bay as neighbourhood service centres. | Continuation of the waterfront path and high quality public spaces should enhance Horseshoe Bay's attractiveness to visitors. Additional residents in Horseshoe Bay would be serviced by local (neighbourhood) businesses. |
| **Policy LE 3 - Encourage mixed commercial and residential redevelopment projects in commercial centres where consistent with ongoing commercial activity.** | While the subject property is not within the Horseshoe Bay Village Development Permit Area, and therefore is not strictly within the commercial centre, it is nearby and can provide complementary small-scale commercial and marina-related uses while providing new residents to support the viability of the existing commercial centre. |
| **Policy LE 5 - Recognize the local and regional importance of marine and resort commercial areas.**  
  - Conserve existing marine commercial areas for the shelter and maintenance of small marine craft, recognizing that in certain circumstances there is a need for these uses to be compatible with adjacent recreational uses such as swimming beaches.  
  - Provide for limited ancillary and secondary marine related commercial uses at marinas.  
  - Recognize the need for improved pedestrian connections for ferry passengers to support local businesses in Horseshoe Bay.  
  - Upgrade and maintain or expand the amount of public berthing space in Horseshoe Bay. | Marina operations are continuing on site and the ground-level commercial areas are proposed to be constructed to an industrial standard (e.g. 3-hour fire separations) as required for water taxi, boat engine servicing, etc.  
No changes to BC Ferry access are proposed as part of this development application.  
No expansion to marina slips or public berthing spaces are proposed as part of this application. |

## HOUSING

### Objectives

- **Sense of Community: Foster community connectedness and strengthen a sense of belonging, identity, activity and interaction.**

  Merrick Architecture has designed a project that is architecturally sensitive to the context of West Vancouver generally and Horseshoe Bay in particular. It includes a series of public spaces, each with different functions, and an active waterfront that continues the District's waterfront path onto the site westward from Horseshoe Bay Village.
<table>
<thead>
<tr>
<th>OBJECTIVES AND POLICY</th>
<th>ANALYSIS</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Harmony/Character: Develop in harmony with the landscape, surrounding uses and desired neighbourhood character; preserve and enhance the character of residential neighbourhoods; where required, provide sensitive transitions in form and density between existing and new development.</td>
<td>Sewell's Marina, Westbank Projects, and Merrick Architecture have submitted a proposed vision for Sewell's Marina that is very well researched, well detailed, and appears to be compatible with the attitude, spirit, and established character of Horseshoe Bay.</td>
</tr>
<tr>
<td>- Choice: Encourage a variety of housing types, forms, tenures, sizes and densities that meet diverse needs.</td>
<td>The application proposes additional housing supply with a variety of unit types and sizes. At this time only ownership units are proposed, but staff have asked the applicant to explore rental housing options.</td>
</tr>
<tr>
<td>- Compact Communities: Consistent with other objectives, concentrate development in commercial and neighbourhood centres to contribute to their vitality, encourage walking and cycling, support transit use, offer convenient access to services and amenities, make more efficient use of infrastructure and resources, and preserve green space.</td>
<td>While the site is not strictly within the boundaries of the Horseshoe Bay Village Development Permit Area, it is nearby and benefits from similar proximity to amenities and services.</td>
</tr>
<tr>
<td>- Accessibility/Adaptability: Support accessible and adaptable housing to meet the needs of people with physical disabilities or other special needs.</td>
<td>The ACDI has provided recommendations for accessibility to the applicant team and Planning staff will review the extent to which the recommendations were implemented by the applicant team after Development Permit-level drawings are received.</td>
</tr>
<tr>
<td>- Affordability: Support non-market housing to meet the needs of people with lower incomes; provide a wider range of housing options to increase relative affordability of market housing.</td>
<td>No affordable or non-market housing is proposed, but District staff are asking that the applicant team investigate the viability of rental housing as part of the development.</td>
</tr>
</tbody>
</table>

**Policies**

<p>| Policy H 5 - Encourage mixed commercial and residential developments in the Ambleside, Dundarave and Horseshoe Bay commercial centres, and consider mixed uses in local commercial areas. | While the subject property is not within the Horseshoe Bay Village Development Permit Area, and therefore is not strictly within the commercial centre, it is nearby and can provide complementary small-scale commercial and marina-related uses while providing new residents to support the viability of the existing commercial centre. |
| Policy H 9 - Support the provision of rental housing. | District staff has asked the applicant team to investigate the viability of providing rental housing as part of this development. |
| Policy H 12 - Encourage more energy efficient buildings that help to reduce community greenhouse gas emissions. | An ocean loop thermal system is proposed that should provide dramatically higher performance than a conventional building. Due to building code updates all new construction today performs very well in respect of energy efficiency, building envelope integrity, etc. |</p>
<table>
<thead>
<tr>
<th>BUILT FORM</th>
<th>ANALYSIS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objectives</strong></td>
<td></td>
</tr>
<tr>
<td>• Promote a healthy community by maintaining and enhancing the quality of the natural and built environments.</td>
<td>The Horseshoe Bay Park waterfront path is proposed to be continued onto the site, and the architect has designed a series of open spaces on site each with different functions.</td>
</tr>
<tr>
<td>• Support the development of a more complete community that addresses the needs of all residents and maintains and improves the quality of life – a community where residents can live, work, and play.</td>
<td>The application proposes additional housing supply with a variety of unit types and sizes, sensitive small-scale commercial, and expanded public space.</td>
</tr>
<tr>
<td>• Promote a vibrant and diverse local economy by encouraging attractive and functional commercial areas.</td>
<td>The application proposes small-scale commercial spaces in prominent locations around new public space. Detailed design review will occur after Development Permit-level drawings are received.</td>
</tr>
<tr>
<td>• Encourage mixed use commercial and residential projects.</td>
<td>Application is consistent with policy.</td>
</tr>
<tr>
<td>• Provide for a diversity of housing types in keeping with existing neighbourhood qualities to accommodate a balanced and diverse population.</td>
<td>The application proposes additional housing supply with a variety of unit types and sizes.</td>
</tr>
<tr>
<td>• Preserve and enhance the character of individual neighbourhoods and streetscapes.</td>
<td>Detailed design review will occur after Development Permit-level drawings are received.</td>
</tr>
<tr>
<td>• Encourage the preservation of heritage listed buildings, structures and landscapes.</td>
<td>N/A</td>
</tr>
<tr>
<td>• Encourage construction and landscaping designs that promote safety, security and accessibility.</td>
<td>Detailed design review will occur after Development Permit-level drawings are received.</td>
</tr>
<tr>
<td>• Provide opportunities for social interaction within neighbourhoods.</td>
<td>A continuation of the waterfront path and a series of public spaces are proposed.</td>
</tr>
<tr>
<td>• Encourage neighbourhood involvement in the identification of key physical characteristics of existing neighbourhoods and in the review of new development.</td>
<td>The applicant team has consulted extensively with the Horseshoe Bay community since 2009.</td>
</tr>
<tr>
<td>OBJECTIVES AND POLICY</td>
<td>ANALYSIS</td>
</tr>
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<td>-----------------------</td>
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</tr>
<tr>
<td>Policy</td>
<td></td>
</tr>
<tr>
<td>- Policy BF-A 1 - Promote superior environmental design in new development.</td>
<td>An ocean loop thermal system is proposed that should provide dramatically higher performance than a conventional building. Due to building code updates all new construction today performs very well in respect of energy efficiency, building envelope integrity, etc.</td>
</tr>
<tr>
<td>- Policy BF-A 5 - Promote development that fosters social interaction and involvement.</td>
<td>A continuation of the waterfront path and a series of public spaces are proposed.</td>
</tr>
<tr>
<td>- Policy BF-B 2 - Preserve and enhance the valued qualities of existing neighbourhoods.</td>
<td>Merrick Architecture have successfully read the 'sense of place' and have proposed a development that respects context and transition to the neighbourhood, improves connections to and from the Village, and provides benefits such as additional housing choice and a continuation of the waterfront path. Detailed design review will occur after Development Permit-level drawings are received.</td>
</tr>
<tr>
<td>- Policy BF-C 1 - Use streetscape improvements and building design to promote commercial areas as resident and visitor destinations.</td>
<td>A high quality of landscape treatment is proposed on site and District staff would recommend that a community amenity contribution may be available to potentially fund some streetscape improvements within Horseshoe Bay Village.</td>
</tr>
<tr>
<td>- Policy BF-C 2 - Support the commercial centres by encouraging residential uses.</td>
<td>Application is consistent with policy.</td>
</tr>
<tr>
<td>- Policy BF-C 6 - Promote a casual, seaside village character in the Horseshoe Bay Neighbourhood Centre.</td>
<td>Application is consistent with policy.</td>
</tr>
<tr>
<td>- Policy BF-C 9 - Retain existing marinas and yacht clubs and encourage their improvement or redevelopment compatible with their waterfront and residential settings.</td>
<td>The marina operation is to continue on site and the applicant team have submitted a proposed vision for Sewell's Marina that is very well researched, well detailed, and appears compatible with the attitude, spirit, and established character of Horseshoe Bay. Detailed design review will occur after Development Permit-level drawings are received.</td>
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</tbody>
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<table>
<thead>
<tr>
<th>NATURAL ENVIRONMENT</th>
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<tbody>
<tr>
<td>Policy NE 2 - Minimize environmental and visual impacts of new development through design, construction and site restoration requirements.</td>
</tr>
<tr>
<td>- Policy NE 3 - Maintain, protect and enhance the shoreline and foreshore and, where feasible, provide for public access.</td>
</tr>
<tr>
<td>OBJECTIVES AND POLICY</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>• Policy NE 6 - Recognize and manage environmentally sensitive areas.</td>
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<tr>
<td><strong>PARKS AND OPEN SPACE</strong></td>
</tr>
<tr>
<td>• Policy P 7 - Protect the shoreline and significant environmental and cultural features.</td>
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<tr>
<td>• Policy P 8 - Promote public access throughout the community.</td>
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<tr>
<td><strong>ARTS, CULTURE AND LIBRARY</strong></td>
</tr>
<tr>
<td>• Policy A 4 - Encourage the provision of public art.</td>
</tr>
<tr>
<td><strong>MUNICIPAL UTILITIES</strong></td>
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<tr>
<td>• Policy U 1 - Promote energy consciousness.</td>
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<td>• Policy U 3 - Require new developments to pay appropriate servicing costs.</td>
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<td>• Policy U 6 - Design storm water management and long-term flood control measures to carry out best environmental practices.</td>
</tr>
<tr>
<td>• Policy U 7 - Consider neighbourhood character as well as functionality and safety in servicing.</td>
</tr>
<tr>
<td>• Policy U 9 - Ensure that development practices and approvals are in accordance with Provincial objectives and Contaminated Sites legislation to avoid public health issues or safety hazards.</td>
</tr>
<tr>
<td><strong>GOVERNANCE</strong></td>
</tr>
<tr>
<td>• Policy G 2 - Encourage citizen participation and input in the planning and implementation of Municipal programs and approvals.</td>
</tr>
</tbody>
</table>
The following is excerpted from the approved minutes of the Design Review Committee's meeting on September 17, 2015. More information can be found [here](#).

**Committee Comments:**

Members' comments on the application included:

- Incredibly elegant beautiful presentation and commend the whole team for that. A complete believer when see the watercolor renderings but when I see the computer generated drawings start to worry about the scale, needs work to finesse and find how dense the site wants to be. Default to mid rise cities that tend to have 6 to 8 storeys, not convinced by the higher pieces, completely convinced by layout and public realm, landscape exquisite, massaging the architecture into better supporting the clever and pristine planning moves that have taken place.

- Admire what's been done here, impressed with the backup documents supplied from the community meetings. Stunned at the fact that Horseshoe Bay will support something as dense as this but can't get anyone along Marine Drive corridor to look at anything but a one storey wood frame house. Look forward to seeing this development further.

- Support from an industry perspective, have nothing but respect for Westbank projects and think their attention to detail will bring this vision to life and will do an outstanding job, seems from beginning a true team collaboration. The retail component end of Bay Street, whole planning of the bay is outdated and think if having a piece of retail that is continuing that retail streetscape and anchoring that end of the street an important commercial element.

- Live in a neighbourhood, and have heard overwhelming support for this project, neighbourhood ecstatic about this project from all age ranges of people wanting to stay in the community. Interesting approach to density that is not formula based. Project climbs with the hill and grows into the mountain; think it is not how big it is it more how it is handled.

- Echo comments on the quality of presentation. The success of upper plaza it will be crucial to pay attention to detail and how ground plane is developed, in order to bring people there the frame must be very interesting. Building at bottom crucial because forms pivotal point coming into site how that is developed is important. Concern with the lighting examples shown as appears to be corporate lighting where choice of fixtures doesn't blend in with rest of sketches. Need lighting that is softer more appropriate.

- Like the use of natural ventilation where possible and very commendable targeting LEED gold and geo exchange right approach unique opportunity and definitely investigate seems to be heading in direction of a how a project should be done and like massing approach.
• Like the project and presentation, nestled in there nicely and feel density seems low and spreading through these complexes low key and feel scale seems small with pedestrian feeling space, almost to the point where main entries may be too small. Happy to hear interest in public realm and territorial spaces well defined, attention to that important to make it successful. Look at how it knits into the village at Nelson Street look at what kind of street that could become with relationship to public pier part of it as will be quite prominent in the village.

• Don’t think the density is a concern, think fun to talk about Italy but we are not Italy, palette of colours here is the key and be sensitive to this place. Interesting to see how you develop this, the ground plane seems to have enough things going on in this early notion, key to deal with the finesse of whole project and it will work its way down to the treatment of light fixture. Great presentation, great discussions look forward to see again.

• Going back to the Italian imagery of houses running up the hill contrasted with west coast architecture, I think this can be our interpretation of what is there, understand the logic presenting this in fact with something going to be great for West Vancouver and west coast anchoring of this project will be how sensitivity we can take the west coast back into this project and not totally depend on the Italian scene but have own unique vocabulary out here to build on. Like to look at more carefully the linkages with the village, such a big anchor to Horseshoe Bay its relationship and how interact is very important, need a study beyond your site but important with the context of the size of the project. No problem with density interesting in getting what is right and I think these images is very indicative of what should be and the scale and character is what like see happening in project. Main concern how levels interact with each other, where the cars are coming in and pedestrian interaction and look at in more detail in next presentation, like to see more gentler finer refinement, if possible reduce where cars come in and interacting with people might be more beneficial.

• Councillor Soprovich spoke to appeal to people to live, variation in unit size and opportunity to live-work. Want be able to meet all of these market needs, such as age in place, full diversity of housing and housing choices, everything from cottage on Nelson up to 2000 sq.ft. units.
Following the receipt of a development application in mid-2015, staff organized community consultation events to gather input on how the 2009 vision and objectives were translated into the development proposal now under consideration.

**Notification**

Public notification of planned consultations events was by way of:
- 1055 mailed notices to both residents and property owners;
- signage on site and in the local area;
- westvancouver.ca;
- Community Calendar;
- posters at District facilities; and

**Events**

Three consultation events were held:

<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
<th>Time</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open House</td>
<td>Sept 21 (Mon)</td>
<td>4 – 7 p.m.</td>
<td>Gleneagles Community Centre – Lobby</td>
</tr>
<tr>
<td>Open House and Public Meeting (presentations and Q&amp;A)</td>
<td>Sept 23 (Wed)</td>
<td>6 – 7 p.m.</td>
<td>Gleneagles Community Centre – Gymnasium</td>
</tr>
<tr>
<td>Open House</td>
<td>Sept 26 (Sat)</td>
<td>12 – 3 p.m.</td>
<td>Boathouse Restaurant, Horseshoe Bay</td>
</tr>
</tbody>
</table>

**Results**

All three events were enthusiastically attended by interested residents and property owners. The open houses allowed people to ask questions of the applicant team and District staff in a comfortable setting, and the public meeting allowed the District to present process and policy information, the applicant team to present their vision, and for the public to ask questions and receive answers.

westvancouverITE received 159 'on-forum' (public) questionnaire responses and 52 'off-forum' (hidden and private due to being unclaimed or unverified by the author). Full questionnaire results, tables, and graphs are provided in subsequent pages of this Appendix. In summary:
- 88% of respondents either live in Horseshoe Bay or consider themselves to be frequent visitors.
- The top three activities respondents indicated they do in Horseshoe Bay are shopping/services, waterfront/recreation, and travel (e.g. BC Ferries).
50% of respondents travel to Horseshoe Bay by private vehicle and 24% of respondents travel to Horseshoe Bay on foot.

56% of respondents live in Horseshoe Bay, Whytecliff, or Gleneagles.

87% of respondents were aware of Sewell's vision for redevelopment of the site before attending an open house.

78% of respondents like the 2009 vision.

58% of respondents support the proposal, and 25% were generally supportive but had some concerns (83% combined).

75% of respondents felt the submitted proposal was consistent with the 2009 vision.

The top three potential positive aspects of the proposal indicated by respondents:
   (1) increased vibrancy in the Horseshoe Bay Village;
   (2) greater resident base to support local businesses; and
   (3) more housing choice.

The top two potential negative aspects of the proposal indicated by respondents are:
   (1) traffic impacts; and
   (3) affordability of the new residential units.

[Note: Respondents could select that they had 'No concerns', and this was the second most frequently chosen response to this question.]

Respondents indicated that if community amenities are contributed as part of this redevelopment, the top three favoured amenities are:
   (1) continuation of the waterfront path;
   (2) streetscape improvements (sidewalks, street trees, benches, lighting, etc.); and
   (3) improvements to the District's waterfront park (e.g. renewed plaza).
How frequently do you visit Horseshoe Bay Village?

- Frequently: 45%
- Occasionally: 43%
- I live here: 12%

When you visit Horseshoe Bay Village, what do you do?

- Shopping / services: 91
- Waterfront / recreation: 81
- Travel (e.g. BC Ferries): 80
- I live here: 64
- Events / festivals: 55
- Visiting friends or family: 42

How do you travel to Horseshoe Bay Village?

- Private vehicle: 128
- On foot: 61
- Public transit: 58
- Bicycle: 28
Appendix E – Consultation summary (2015)

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Where do you live?

<table>
<thead>
<tr>
<th>Location</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Horseshoe Bay</td>
<td>58</td>
</tr>
<tr>
<td>Elsewhere in West Vancouver</td>
<td>40</td>
</tr>
<tr>
<td>Elsewhere in Metro Vancouver, the Lower Mainland, or Sea to Sky</td>
<td>25</td>
</tr>
<tr>
<td>Whytecliff</td>
<td>16</td>
</tr>
<tr>
<td>Gleneagles</td>
<td>14</td>
</tr>
<tr>
<td>Sunshine Coast / Bowen Island / Vancouver Island / or similar</td>
<td>5</td>
</tr>
</tbody>
</table>

Before today, were you already aware of Sewell’s vision and/or proposal to redevelop their site?

- Yes: 87%
- No: 13%

Do you like the vision?

- Yes: 78%
- No: 11%
- Not sure: 11%
Appendix E – Consultation summary (2015)

Do you support this proposal?

- Support: 58%
- Some concerns, but generally supportive: 25%
- Not sure: 12%
- Opposed: 5%

Do you think the proposal is consistent with the vision?

- Yes: 76%
- No: 12%
- Not sure: 12%

What are potential positive aspects to this proposal?

- Increased vibrancy in the Horseshoe... 115
- Greater resident base to support local... 110
- More housing choice 104
- Continuation of the waterfront path... 94
- Improved marina facilities and... 68
- Other (write in) 18
What are potential negative aspects?

Traffic impacts: 85
No concerns: 47
Affordability of new residential units: 47
Construction noise: 41
Increased density: 37
Loss of neighbourhood character: 34
Loss of view due to height of new...: 28
Other (write in): 20

If community amenities are contributed as part of this redevelopment, what amenities would you favour for Horseshoe Bay?

Continuation of the waterfront path: 125
Streetscape improvements (sidewalks,...): 95
Improvements to the District’s...: 91
Additional public parking: 75
Potential restoration and public...: 69
Other (write in): 25
Development and Inclusion Subcommittee  
Review of Sewell’s Marina (6695 Nelson Avenue)  

Motion:
ACDI supports the Sewell’s Landing Project in principle with the additional recommendations as attached in the report from ACDI Development and Inclusion Subcommittee submitted September 24, 2015.

Recommendations by ACDI:

<table>
<thead>
<tr>
<th>Specific Recommendation</th>
<th>Reason for Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessible Pedestrian Signals added</td>
<td>Added to the exterior street crossings of the mall to enhance accessibility for people who are blind, partially sighted and deaf/blind</td>
</tr>
<tr>
<td>Consider following DNV Adaptable Design Guidelines Document – 5% of units built to level 3 and 40-50% units built to level 2</td>
<td>To increase units with basic accessibility features and enhanced accessibility features</td>
</tr>
<tr>
<td>Electronic doors at entrance of building—activated by a push button. These doors should also be installed at access to parking garage, laundry, garbage and recycle rooms</td>
<td></td>
</tr>
<tr>
<td>Emergency stairwells should have yellow paint and tactile surfacing on the bull nose edge of the stair</td>
<td>For people with low or no vision having to evacuate in an emergency situation</td>
</tr>
<tr>
<td>Visual alarms (strobe lights) for fire/carbon monoxide should be installed in all common spaces and individual units wired for this feature to be added by the resident if they so require</td>
<td>The deaf and hard of hearing have to be able to be warned of such an emergency in the common areas of the building and in their private units (if required) and need a visual system</td>
</tr>
<tr>
<td>Brick laid patterns/ blocks used in exterior common spaces should be avoided</td>
<td>Cause severe tripping hazard for those with mobility disabilities and people using mobility canes and the blind using a white cane</td>
</tr>
<tr>
<td>Keep public art/large painting and mosaics away from common open spaces</td>
<td>This can cause disorientation to someone with low vision and difficulty navigating spaces</td>
</tr>
<tr>
<td>Residential mailbox heights should be lower for people residing in accessible units</td>
<td>Units that are wheelchair accessible will require the mailboxes to be at a lowered height</td>
</tr>
<tr>
<td><strong>Specific Recommendation</strong></td>
<td><strong>Reason for Recommendations</strong></td>
</tr>
<tr>
<td>-----------------------------</td>
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</tr>
<tr>
<td>Audible announcements in the elevators – there are accessible models available through elevator manufacturers</td>
<td>Blind and partially sighted people cannot access an elevator independently without audible announcements. The announcement also recite what floor the doors are opening on. In a building with many floors this is a fantastic feature. Also good for residents who are senior, or who have development disabilities</td>
</tr>
<tr>
<td>The individual suite doors should have large tactile numbers on them and Braille</td>
<td>Braille is not necessary if the numbers are large scale and bold for low vision and tactile for the blind</td>
</tr>
<tr>
<td>Building signage should be large print and dark colored bold lettering</td>
<td>For people with low vision</td>
</tr>
<tr>
<td>Outside intercom should have a video relay and tactile lettering/numbering or audio announced</td>
<td>The deaf and hard of hearing would need a visual connection to the person they are buzzing. Those who are blind or partially sighted would need resident info in tactile lettering or a audio menu</td>
</tr>
<tr>
<td>Balconies in every unit should be accessible for wheelchair – including turning radius of minimum 5 feet and flat threshold transition</td>
<td>Visitors to any units should be able to access balconies</td>
</tr>
<tr>
<td>To include affordable rental units.</td>
<td>So that the units can meet the financial shelter allowance guidelines for people with disabilities.</td>
</tr>
</tbody>
</table>
Public Consultation for
Sewell’s Marina Development Proposal:
Public Comment Tabulation and Summary
October 19, 2009

Prepared by:
Phillips Farevaag Smallenberg
2327 Yew Street
Vancouver BC, V6K 3H1

Prepared for:
District of West Vancouver
Planning, Lands & Permits
West Vancouver Municipal Hall
750 - 17th Street, V7V 3T3
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III. Conclusions ......................................................................................................... 6

IV. Recommendations ............................................................................................... 6

Appendix I .............................................................................................................. Workbook Tabulations

Appendix II ............................................................................................................ Workbook Template

Appendix III ............................................................................................................ Established Character Summary Compilation
I. INTRODUCTION
On October 1st, 2009, the District of West Vancouver held a public consultation meeting at the Gleneagles Community Centre in West Vancouver regarding preliminary planning concepts for the Sewell’s Marina development proposal. The purpose of the meeting was three-fold: to provide residents and property owners with an opportunity to share their thoughts on the future of Horseshoe Bay, for the development team to share information on initial planning concepts for the Sewell’s Marina property, and for the District to obtain community input on the initial planning concepts for the Sewell’s Marina property.

Over 100 community members attended the meeting and listened to presentations by the District regarding policy background for the project and by the development team regarding the preliminary concept plans for the Sewell’s Marina site. A small group format was used to encourage discussion between participants facilitated through the use of a Workbook for each participant to record their input on a variety of questions. Workbook questions focused on the established character of Horseshoe Bay, future aspirations for Horseshoe Bay and initial comments on the development proposal. Seventy-three Workbooks were filled out and handed in by participants. The results, recorded in Appendix I to this report, will be used by the District of West Vancouver to gauge initial community reactions to the Sewell’s Marina development proposal in relation to the community’s aspirations for their future. It will also assist the development team in refining their plans. [Refer to Appendix II for a reduced version of the Workbook].

II. WORKBOOK RESULTS
The following summary is intended to identify the common and frequent responses to the Workbook questions and the content of the small group discussions.

A) ESTABLISHED CHARACTER
Words that come to mind when thinking about the character of Horseshoe Bay
Participants were asked to discuss the character of Horseshoe Bay that they value and to list up to 10 words that came to mind when they thought about Horseshoe Bay, specifically what makes it unique or special. The responses were organized into general topic categories listed below. A total of 530 responses were received. The top ten responses and their frequency were:

1) Character/Quality (9.43%)
2) Community (8.87%)
3) Waterfront (8.11%)
4) Commercial Development/Services (7.74%)
5) Views (7.74%)
6) Nature/Natural Beauty (6.60%)
7) Small Time/Village Feel (5.85%)
8) Marina (4.72%)
9) Tourism (4.53%)
10) Transportation/Parking (3.77%)

Other, less frequent responses were: Location(3.4%), Residential/Home Life(3.21%), Diversity of Demographics/Economics(2.64%), Cottages(2.26%), Feels Safe(1.8%), Active Lifestyle(1.32%), Development Patterns(1.32%), Walkability(1.13%), Art(0.75%), First Nations(0.75%), Streetscape(0.57%), History(0.38%), Economics(0.38%), Wildlife(0.38%), Nightlife(0.19%), and Regional Perspective(0.19%). The detailed responses to Existing Character, by category, are provided in Appendix III.
Sewell’s Marina Development Proposal
Public Consultation Meeting Results

Public comment on how Horseshoe Bay has changed in recent years for the better
Participants were asked to describe in their own words how the character of Horseshoe Bay has changed in recent years for the better. The high majority of descriptive words generated by the participants could be categorized into the following three topics:
- Growth/Development
- Commercial Development
- Transportation/Parking

Growth/Development
Specific growth and development comments focused on improvements in the community including the new building on Bay Street and the improved corner associated with it, park improvements, addition of the Community Centre, new mixed-use development, and improved ferry buildings. Additionally, some comments spoke to the overall development approach and patterns happening in Horseshoe Bay such as increased density, retaining original buildings amidst new development, more consistency in development, and the reasonable pace of development. Waterfront improvements mentioned were improved access to the beach and the cleaned-up foreshore.

Commercial Development
Commercial Development comments noted more restaurants and more shops were welcomed as improvements including improvements to the commercial/retail streetscape appearance and landscape enhancements.

Transportation/Parking
Transportation/Parking comments spoke to improvements such as bus service to Caulfield and Lions Bay, increased parking due to the ferry terminal, highway rerouting, traffic pattern improvements such as separating terminal traffic from Bay traffic, and improved control of commuter on-street parking.

Other
Only one comment focused on an environmental issue stating that they felt wildlife was starting to return to the area.

Public comment on how Horseshoe Bay has changed in recent years for the worse
Participants were also asked to describe in their own words how the character of Horseshoe Bay has changed in recent years for the worse. The descriptive words generated by the participants could be categorized into the following four topics:
- Growth/Development
- Commercial Development/Appearance/Quality of Public Realm
- Transportation/Parking

Growth/Development
Growth/Development comments focused on the loss of the gas station, expensive and poorly located new residential and the belief that the recent duplex development was not built to an appropriate scale.

Commercial Development/Appearance/Quality of Public Realm
The primary concern regarding commercial development appeared to be that there is not enough diversity of commercial/retail opportunities while there are too many restaurants, too many shops/services geared towards ferry traffic, and too many convenience stores. Additionally, many comments addressed the appearance of the commercial realm including very untidy storefronts and lack of landscape improvements outside of shops, the general worn-down feeling of the Village, and poor maintenance of the park and specific commercial buildings.
Transportation/Parking
Transportation/Parking issues focused on lack of parking, increased traffic and overall busier feel due to the expanded ferry terminal and related highway improvements. Other ferry issues included negative impacts to the community such as noise pollution, increase in transient people, and general encroachment on the community by the ferries and their patrons.

Other
Environmentally focused comments noted that the riparian zone has deteriorated, marine water quality has declined, and the Bluffs were lost. These comments were not themes but rather individual comments noted by a few individuals.

It is important to note that Growth/Development, Commercial Development and Transportation/Parking were key topics identified as ways that Horseshoe Bay has both changed for the better as well as for the worse. Comments indicate that these are important issues facing Horseshoe Bay that have improved to some degree over the years through specific measures such as the ferry terminal renovations and the relocation of the highway but still require more attention to resolve some key issues facing the community such as increased traffic, inadequate parking, and redundant commercial services.

Character images best reflecting Horseshoe Bay’s current character
Participants were asked to select images that they feel best reflect Horseshoe Bay’s current character. Fourteen images of existing scenes in Horseshoe Bay were provided and participants were directed to check all that apply. Out of the fourteen images, the top 6 images were a park scene (55), view across the park to the marina (54), the beach (48), outdoor area at Troll’s restaurant (44), and equal responses for the Lookout (38), and the Boathouse (38). The top six images are provided below:

These results imply that the strongest defining character elements are waterfront and marina elements and amenities along with associated landmark restaurants. Additional comments recorded in this section focus on the cottages on Nelson Avenue with many respondents asking why they were not included in this section.
B. FUTURE VISION
To begin the Future Vision portion of the Workbook, participants were first asked to discuss in small groups their views on the future of Horseshoe Bay including opportunities and issues facing the community.

Views on the three most critical challenges that Horseshoe Bay will face in the future.
Participants were asked to describe in their own words the three most critical challenges that they feel Horseshoe Bay will face in the future. Responses were categorized into the following four topic areas:

- **Growth Management/Economic Development** - Comments in this category focused on the need to manage change in a manner that will enhance Horseshoe Bay as a year round community and destination. Issues such as increased density, affordable housing, and attracting appropriate businesses were all identified as challenges that would need to be addressed in order to achieve growth management and economic development results for the community.
- **Traffic/Parking and Ferry Issues** - Traffic, parking and ferry issues are closely interrelated with emphasis on lack of parking attributed to commuters using the ferry and too much traffic from the ferry terminal.
- **Housing** - Housing comments focused on the need for affordable housing, high cost of housing and rents, as well as the need to create more diverse housing options for various needs, especially to accommodate the aging demographic of Horseshoe Bay.
- **Character** - Sprinkled throughout the responses was concern about how to maintain and enhance the character of Horseshoe Bay while managing and balancing all of the future needs and challenges facing the community. Several comments mentioned that the community needed to be "modernized" while still maintaining the Village character of the community.
Vision for Horseshoe Bay
When asked about their vision for Horseshoe Bay, people identified in their own words the specific services, housing types or amenities that they would like to see in Horseshoe Bay. A common theme was the need for a balanced variety of housing types and services to serve both local residents and visitors while maintaining a strong sense of community, character and charm.

Views on how redevelopment opportunities, including the Sewell's proposal, could help in achieving future aspirations for Horseshoe Bay
In response to the question about how redevelopment opportunities, including the Sewell's proposal, could help in achieving future aspirations for Horseshoe Bay, participants stated that redevelopment of denser new housing could help address some issues facing the community, including housing types that are perhaps more affordable, bringing more people to the community to help stimulate the economy, and encouraging the establishment of more diverse services along the waterfront to support the residential community. Responses also pointed towards a new development helping to give Horseshoe Bay some 'new life', an issue identified quite strongly in responses regarding how Horseshoe Bay has changed for the worse.

Public amenities participants would like to see added to the Horseshoe Bay community
When asked what public amenities participants would like to see in Horseshoe Bay, many comments focused on the need for more commercial services. Actual public amenities that were identified were park improvements, public washroom upgrades, trail connections and enhancements to existing links, improved bike facilities, and waterfront enhancements to the seawall, waterfront esplanade, and beach access.

C. DEVELOPMENT PROPOSAL
Overall, participants seemed to view the proposal favorably listing many positive aspects of the preliminary design concepts. Participants generally responded that the scale of the development is appropriate and fits with the land while minimizing disturbance. Another strong sentiment is that an increase in density, and new residents, would help to support and enhance the commercial center of the Village and the vitality of the community. Some people liked specific characteristics of the conceptual design such as the varying heights of the buildings, the massing as individual structures within open space, underground parking, maintained views and improved connections to the waterfront.

The primary concerns about the development concept focused on increased traffic and parking demands as well as the affordability of the units. Other concerns were potential loss of views, the density and scale of the project and impacts of construction noise.

Overall, people feel that the preliminary design concepts for the Sewell’s Marina site fit with their future aspirations for Horseshoe Bay. This development proposal may be able to address some key issues facing Horseshoe Bay including stimulating more commercial development to serve community members (as opposed to commercial development that primarily serves visitors or ferry patrons), and providing alternative housing options that are smaller than currently available and more affordable. Participants felt that the development could help make Horseshoe Bay a more vital community and destination. While respondents indicated that the preliminary design proposal does fit with the character of Horseshoe Bay, many acknowledged that the details of the design will ultimately determine if the project does fit in and enhance the Village character.
III. CONCLUSIONS
The Horseshoe Bay community was well represented at the workshop with a wide variety of different ages and interests, from residents to merchants. The developer, Dan Sewell, has also taken other opportunities to present the preliminary concepts for the Marina property to community groups and to the public using the marina facilities over the summer. While people note that their comments are based on sketches and not detailed design drawings, the predominant comments are supportive of the concept and show interest in seeing it evolve.

Many people in Horseshoe Bay are interested in a wider range of local shops, services and amenities so that more daily activities can be undertaken on foot or by bicycle. The addition of new residents, as long as development is seen as compatible with the character of the community and avoids major traffic, view and noise impacts, is seen as a means to increase this mix and therefore worthwhile to consider. The community generally views its character as being a seaside village with a strong orientation to the water and valuing its views of the waterfront. A close relationship to the environment, expressed in both landscape and habitat for birds and animals, is also central to what people value in Horseshoe Bay. The character and thoughtful massing concept presented by the developer’s team were widely thought to be an appropriate direction to pursue and with the potential to be coherent with village character.

IV. RECOMMENDATIONS
Recommendations for next steps address the two topics that were discussed at the public consultation meeting: the overall character and future of the Horseshoe Bay community and the development proposal for the Sewell’s Marina site.

Implications for Neighbourhood Planning in Horseshoe Bay
As noted in the presentation by District staff and in the open house display panels, the Horseshoe Bay community has not had a neighbourhood planning process for many years. The District felt it was appropriate to confirm that the OCP reflected the community’s current aspirations and vision for its future, and, if necessary, to update that vision. Consequently, the consultation on the preliminary redevelopment concept for Sewell’s Marina was to include a community discussion about Horseshoe Bay’s established character and vision for its future.

Land uses and zoning have been quite stable over the past decade with the expansion and redevelopment of the BC Ferries terminal as the major change. Funds from the ferry terminal project contributed to some improvements to the streetscapes in the Village core and minor upgrades to the waterfront open spaces.

With the exception of the expansion and redevelopment of the BC Ferries terminal and the Gallerie on The Bay mixed use development, there has been little if any land use change in Horseshoe Bay. Two recent planning initiatives provide a policy context for redevelopment in Horseshoe Bay: the Official Community Plan (2004) and the recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group (2008). Relevant OCP policies and Community Dialogue findings were presented for information at the consultation meeting, and comments received at the meeting are generally consistent with these directions.

OCP policies support a seaside village character and continued water-oriented uses in Horseshoe Bay and encourage new mixed-use developments in the commercial centre. The OCP also stresses the role of residents, property owners and neighbourhood organizations in reviewing plans for mixed-use development proposals in Horseshoe Bay.
Relevant policies from the OCP to the planning of Horseshoe Bay that remain consistent with current values include:

**Policy BF-C 9:**
Retain existing marinas and yacht clubs and encourage their improvement or redevelopment compatible with their waterfront and residential settings.
- Promote a high quality of building design and landscaping.
- Be sensitive to the waterfront environment.
- Minimize visual, noise and traffic impacts on adjacent residential areas.

**Policy BF-C 6:**
Promote a casual, seaside village character in the Horseshoe Bay Neighbourhood Centre.
- Recognize and enhance the maritime commercial character.
- Promote and enhance the pedestrian scale of development.
- Promote a high quality of building design and landscaping.
- Ensure an attractive and convenient experience for local residents and tourists.

**Policy LE 1:**
Plan for a hierarchy of commercial areas that serve a variety of roles in the community.
- Promote Horseshoe Bay as a visitor destination.
- Promote Horseshoe Bay as a neighbourhood service centre.

**Policy LE 5:**
Recognize the local and regional importance of marine and resort commercial areas.
- Recognize the need for improved pedestrian connections for ferry passengers to support local businesses in Horseshoe Bay.
- Upgrade and maintain or expand the amount of public berthing space in Horseshoe Bay.

**Policy H 5:**
Encourage mixed commercial and residential developments in the Ambleside, Dundarave and Horseshoe Bay commercial centres, and consider mixed uses in local commercial areas.
- Ensure the representation of residents, property owners, and neighbourhood organizations in formulating plans and policies for mixed-use development in these areas.

The Community Dialogue on Neighbourhood Character and Housing Working Group guided a year-long consultation process in 2008 with the residents of West Vancouver on issues related to housing choice and affordability and neighbourhood character. This provided a public forum for identifying and discussing fundamental issues facing the community.

The results of the Community Dialogue provide a useful background on three topics that are critical to the future of Horseshoe Bay: 1) neighbourhood character, 2) housing mix, and 3) enhancing village nodes. The Working Group’s recommendations express the growing interest of West Vancouver residents in emerging issues such as sustainable development practices and buildings, housing affordability, and reducing impacts of development on the environment.
Sewell’s Marina Development Proposal
Public Consultation Meeting Results

Key recommendations of the Working Group with demonstrated relevance to the future of Horseshoe Bay include:

**Building a Sustainable Community**
Use redevelopment as an opportunity to facilitate growth in a more socially and environmentally sustainable direction.

**Exploring New Housing Types**
Plan for new housing types to address the community’s changing needs but in forms that respect the established scale and character of existing neighbourhoods.

**Addressing Housing Affordability**
Increase the supply of a range of relatively more affordable market and non-market housing alternatives.

**Encouraging ‘Green’ Buildings**
Employ sustainable (green) building design and operating systems.

**Creating ‘Village Nodes’**
Examine opportunities for creating or enhancing ‘village nodes’ and neighbourhood service centres.

The interest on the part of many people in the Horseshoe Bay community in seeing new and denser development for residential purposes is a clear emerging trend that is consistent with the findings of the Working Group. Specific reasons supporting this direction include:

- Enhancing viability of local, pedestrian-oriented businesses on a year-round (not seasonal) basis;
- Hopes that a wider range of housing choices will support a diverse social mix;
- Improving affordability for younger households; and
- Enabling older households to ‘downsize’ from a larger single-family house to allow for ‘aging in place.’

The public in attendance at the meeting value many aspects of the community but note that there are upgrades and enhancements that could be made to parks and streetscapes and to traffic and parking management. Residents value the established village character of the community and its livability yet acknowledge that additional residents could enhance the range of amenities and services available to them.

It is recommended that both the relevant policies of the OCP and the directions from the Community Dialogue on Neighbourhood Character and Housing be considered as a policy framework for evaluating the design development for the Sewell’s Marina site. It is noted that the preliminary design concept as presented at the meeting was largely supported by those in attendance.

**Implications for the next steps of the development approvals process**
It is recommended that the applicant be encouraged to proceed to the next level of design and to take into account the comments received at the workshop. In particular, a study of traffic generation and how it might be accommodated should be undertaken concurrently with more design work. Key issues that should be considered in the design development process include: view management and pedestrian movement continuity, especially along the waterfront. Integration of the architectural and landscape character of the development proposal should be sought with the character elements identified as appropriate for Horseshoe Bay: a fine-textured and well articulated scale in keeping with the established streetscapes in the village core, materials and details that are consistent with a maritime setting and history, and site planning that responds to the topography and dominance of the natural setting, especially the immediate backdrop of the forested cliff to the north of the development proposal.