COUNCIL REPORT

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

RECOMMENDED THAT:

1. Community consultation on Official Community Plan Amendment, Rezoning and Development Permit Application No. 12-053 for 370 and 380 Mathers Avenue take the form of Design Review Committee consideration and a public meeting in April 2013 with direct notification of the public meeting provided to the properties shown on the map attached as Appendix E to the staff report dated March 7, 2013 from the Senior Community Planner and the Manager of Community Planning, and a notice of the public meeting be posted on the District website; and

2. Following the community consultation on the development proposal for the land at 370 and 380 Mathers Avenue, staff report back to Council on the results of consultation, and provide a complete review of the development proposal and recommended next steps.

Purpose

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

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

1.0 Background

1.1 Prior Resolutions – none.

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

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

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

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

2.0 Policy

2.1 Official Community Plan

Housing

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

The policy reads as follows:

"Policy H3 recognizes that opportunities occur in limited site-specific situations where a housing need may be addressed in a manner that is consistent with the Principles of the OCP. This Plan specifies that applications for such site specific zoning or OCP amendments within a single family area should apply in limited circumstances and be subject to Council's Public Involvement Policy and defined criteria.

- Sites proposed for rezoning will also be subject to a preliminary review in a report to Council to assess how they meet the criteria, to determine their suitability for further consideration, and to provide an opportunity for initial public comment."
Sites considered for rezoning should present unique opportunities and conditions for alternate zoning. Examples of such unique sites include the 2100 Block of Gordon Avenue (approved 2003), the School Board Offices site on 21st Street, the Fisheries and Oceans site on the north side of Marine Drive and the Wetmore Motors Site (now known as the Pacific Arbour Retirement Community). Two larger areas where rezoning of multiple properties may be considered are the Evelyn Drive area and Clyde Avenue east of Taylor Way. Any other sites to be considered should meet similar conditions or criteria, namely:

- development would have minimal impact on established areas in terms of access, traffic, parking, and obstruction of views; and
- the site would provide a degree of physical separation (e.g. a road, green belt, alternate use, or change in natural grade) from the surrounding neighbourhood.

- Appropriate housing types on such sites may include smaller townhouse units, low-rise multiple family housing, supportive housing, rental housing, or housing that meets adaptable design guidelines.

- Housing intended for people with special accessibility needs, including certain forms of seniors’ housing, should be located on relatively flat sites, close to transit, services and amenities.

- The required Community Plan amendment will include a designation to require a development permit review to ensure that siting, design and building forms contribute to desired neighbourhood character.”

Community Dialogue

While not official District policy, the final report and recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group (September 2008) provides further direction for the review of this development application; specifically, the proposed housing types and unit sizes, and how these could address community objectives for greater housing diversity in established neighbourhoods.

Heritage

The proposed development site includes the Elliott House at 380 Mathers Avenue. This building is identified in the “West Vancouver Survey of Significant Architecture: 1945-1975” as a ‘primary’ heritage resource. This property was nominated to the West Vancouver Community Heritage Register in May 2008, but has not been added. Applicable heritage policies in the OCP are as follows:

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1 This is the District's inventory of significant mid-century modern buildings.
• Policy HE1  Encourage the preservation, retention and maintenance of buildings, sites and landscapes listed in the municipal heritage inventories

• Policy HE 2  Where retention is not possible or is not desired, cooperate with owners in documenting heritage features of buildings and sites for the Municipal archives.

2.2 Bylaw

The site consists of two properties:

• 380 Mathers Avenue makes up the northwest frontage of the site and it is zoned RS3 (Single Family Residential Zone 3).

• 370 Mathers Avenue is the majority of the site and is zoned PA2 - Public Assembly Zone 2 (Places of Worship).

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

3.0 Balanced Scorecard

<table>
<thead>
<tr>
<th>STRATEGIC INITIATIVES</th>
<th>2013 MILESTONE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.3.1 Implement the recommendations of the Community Dialogue on Neighbourhood Character and Housing Working Group.</td>
<td>See footnote2 below.</td>
</tr>
</tbody>
</table>

4.0 Analysis

4.1 Discussion

The Proposal

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

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

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

- 44 parking spaces.

- The design concept of the units is two-storeys plus a basement, attached two-car garages with private driveway areas.

- Four different unit styles and floor areas are proposed consisting of: 10 detached units ranging from 196 to 198 square metres (2,106 to 2,126 square feet)\(^3\) each; one detached unit fronting Mathers Avenue ("Elliott Residence" replacement) at 230 square metres (2,475 square feet)\(^3\); and eight attached units with a floor area of 170 square metres (1,834 square feet)\(^3\) each.

- One detached unit fronting onto Mathers Avenue with an "S" shaped driveway to preserve mature trees and complement the single family neighbourhood character of the street.

- Addressing the challenge of site planning for a long, narrow site by incorporating the curved entrance driveway and breaking up the land uses between detached units on the north two-thirds of the site and attached units on the southern third of the site, with a mid-site landscape feature.

- The intent of the preliminary landscape design is to maintain the treed character of the site and to provide privacy for the abutting homes from this new development that incorporates storm water management as a design feature at the south end of the site.

- A traffic study has been submitted by the applicant, which concludes that the proposed 19-unit residential development will have a nominal traffic impact on weekdays, and significantly less traffic on Sundays than the existing uses on the site.

- Emergency vehicle and pedestrian access to Lawson Avenue.

- Preliminary storm water management and tree retention plans offer interesting green features that are high-level at this stage and will require further refinement and details as the application proceeds.

See Appendix D for the complete Project Profile.

\(^3\) Floor areas presented exclude basements and garages.
The Site

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

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

A vacant single family dwelling occupies 380 Mathers Avenue. This house is known as the "Elliott House," which is identified in the West Vancouver Survey of Significant Architecture: 1945 – 1975" as a ‘primary’ heritage resource. Although nominated to West Vancouver’s Heritage Register, it has not been added.

Neighbourhood Context & Character

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

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

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

<table>
<thead>
<tr>
<th></th>
<th>Residence on Mathers 307/309 Mathers Avenue (subject site)</th>
<th>Esker Lane Strata 1253-1275 3rd Avenue (south of site)</th>
<th>Mathers Mews 382-396 Mathers Avenue (west of site)</th>
<th>RS3 Zoning (surrounding single family neighbourhood zoning)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site Area (square metres)</td>
<td>6,825.6</td>
<td>6,288</td>
<td>8,822</td>
<td>1,115 (minimum)</td>
</tr>
<tr>
<td>Number of Units</td>
<td>19</td>
<td>12</td>
<td>8</td>
<td>1 single family dwelling per lot</td>
</tr>
<tr>
<td>FAR</td>
<td>0.41</td>
<td>0.425</td>
<td>Approximately 0.35</td>
<td>0.35 max</td>
</tr>
</tbody>
</table>

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

**Staff Review**

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

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

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

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

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

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

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

Access, Traffic and Parking

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

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

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

Separation

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

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

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

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

Heritage

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

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

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

Community Amenity Contribution

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

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

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

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

4.3 Consultation/Communication Process

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

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

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

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

(as recommended by staff)

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

(or, alternatively)

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

Author: Lisa Berg, Senior Community Planner

Concurrence: Geri Boyle, Manager of Community Planning

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

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

<table>
<thead>
<tr>
<th></th>
<th>Summer 2009 (No. 08-014) (Previous Applicant)</th>
<th>December 2010 (No. 08-014) (Revised Proposal, Previous Applicant)</th>
<th>August 2012 (No. 12-053) (Original Proposal)</th>
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</thead>
<tbody>
<tr>
<td><strong>Units</strong></td>
<td>48</td>
<td>33</td>
<td>24</td>
</tr>
<tr>
<td><strong>Average Unit Area</strong></td>
<td>130 m² (1,400 ft²)</td>
<td>167 m² (1,798 ft²)</td>
<td>SFD: 197m² (2,121 ft²)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Duplex: 170m² (1,834 ft²)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>SFD: 197m² (2,121 ft²)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Duplex: 170m² (1,834 ft²)</td>
</tr>
<tr>
<td><strong>Floor Area</strong></td>
<td>6,217 m² (66,920 ft²)</td>
<td>5,512 m² (59,335 ft²)</td>
<td>4,521 sqm (48,646 sqft)</td>
</tr>
<tr>
<td>(excluding garages)</td>
<td></td>
<td></td>
<td>3,560 sqm (38,307 sqft)</td>
</tr>
<tr>
<td><strong>FAR</strong></td>
<td>0.7</td>
<td>0.62</td>
<td>0.51</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>0.41</td>
</tr>
<tr>
<td><strong>Site Coverage</strong></td>
<td>52%</td>
<td>38%</td>
<td>37%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>32%</td>
</tr>
<tr>
<td><strong>No. of Storeys</strong></td>
<td>1 to 2 storeys</td>
<td>3 storeys</td>
<td>2 + basement</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>2 + basement</td>
</tr>
<tr>
<td><strong>Building Height</strong></td>
<td>7.6 m (+25 ft)</td>
<td>11 m (+36 ft)</td>
<td>7.2 m (23.6 ft)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>7.2 m (23.6 ft)</td>
</tr>
<tr>
<td><strong>Parking Ratio</strong></td>
<td>2:1 + 6 visitor</td>
<td>2.7:1 +10 visitor</td>
<td>2:1 + 5 visitor</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>2:1 + 6 visitor</td>
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</tbody>
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## Appendix D

**PROJECT PROFILE**

at February 15, 2013

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

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<tr>
<th>EXISTING ZONES:</th>
<th>RS3</th>
<th>PA2</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Gross Site Area:</td>
<td>1,115 sqm</td>
<td>1,672.5 sqm</td>
</tr>
<tr>
<td>2. Building Area:</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>3. FAR</td>
<td>0.35</td>
<td>n/a</td>
</tr>
<tr>
<td>4. Yards:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Front Yard (north, Mathers Avenue)</td>
<td>9.1m</td>
<td>9.1m</td>
</tr>
<tr>
<td>Rear Yard (south)</td>
<td>9.1m</td>
<td>9.1m</td>
</tr>
<tr>
<td>Side Yard (east &amp; west)</td>
<td>1.52m</td>
<td>10% or 6m</td>
</tr>
<tr>
<td>Combined Side Yard</td>
<td>20% or 4.9 to 12.1m</td>
<td>25% or 12.1 to 30.4m</td>
</tr>
<tr>
<td>5. Building Height:</td>
<td>7.62m</td>
<td>13.7m</td>
</tr>
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<td></td>
</tr>
<tr>
<td>6. No. of Storeys:</td>
<td>2 +bsmt</td>
<td>2</td>
</tr>
<tr>
<td>7. Highest Building Face</td>
<td>6.7m</td>
<td>n/a</td>
</tr>
<tr>
<td>8. Site Coverage</td>
<td>30%</td>
<td>40%</td>
</tr>
<tr>
<td>9. Parking:</td>
<td>1/ dwelling</td>
<td>1/ 4m of pews; or 1/ 9.5sqm of assembly, plus 1.25/ classroom &amp; 1/ dwelling</td>
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*Source: Information provided by applicant*
Appendix E

370/380 Mathers Avenue
Direct Notification for Community Consultation Meeting on the Hugo Ray Townhomes Redevelopment Proposal

Document # 605584v1
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THE RESIDENCES ON MATHERS
REZONING & DEVELOPMENT PERMIT FOR
370 & 380 MATHERS AVENUE, WEST VANCOUVER

APPENDIX F
January 31, 2013

PRELIMINARY OCP AMENDMENT and REZONING APPLICATION: NORTH SHORE UNITARIAN CHURCH (NSUC) - REZONING RATIONALE

1. BACKGROUND

The NSUC Community

The North Shore Unitarian Church (NSUC) is a religious community of over 350 people based in West Vancouver that has served the North Shore for 45 years. It moved to its present location at 370 Mathers Avenue in 1984, when it purchased the church property from the Alliance Church, which had built the main church building in 1970. In 2002, NSUC constructed a $650,000 education building at the back of the property.

Problems with the Building:

With NSUC's capital funds going toward the new education building, NSUC has never been able to modernize, upgrade or make necessary improvements to the 42-year old main building — the original heating, plumbing and electrical systems are still in place, the sanctuary is too small for the enlarged congregation, the kitchen and washrooms are woefully inadequate, and the structure has not been seismically upgraded. Of greatest concern, the building has never been made adequately accessible to the disabled, and lacks such essentials as an elevator to connect floors, and washrooms that are wheelchair accessible.

NSUC's financial problems with keeping the old building functioning became painfully clear in 2006 with discovery of the need to make approximately $200,000 of repairs to the roof. Fully aware the roof problem might be just the tip of the iceberg, NSUC undertook a review of possible alternative strategies for coping with its financial quandary. Four alternatives were explored:

1. Stay in place and have a capital campaign to upgrade and modernize the building, make it accessible, etc.
2. Subsidize and sell the property for single family housing
3. Sell the property to a developer subject to rezoning for multifamily housing
4. Sell the property to another religious organization that could use it for building a much bigger church or other religious structure, taking advantage of our existing PA zoning that will permit a much larger structure

Of these alternatives, NSUC concluded alternative 1 was not feasible, and alternative 2 would not raise enough money to allow NSUC to buy and build elsewhere. It decided to explore alternative 3, selling to a developer for multifamily housing at a price high enough to buy and build a new church elsewhere on the North Shore. This was felt to be preferable to seeking out a religious buyer in need of a large new building.

Desire for More Accessible Location:

In addition to the major inadequacies and problems with the building itself, the site at 370 Mathers Avenue has major drawbacks as the location for NSUC:

- The location is not reachable by public transit. This is a major drawback for the NSUC congregation, with its strong environmental ethic and its commitment to being open and welcoming to people from any economic background and income level.
- The location, deep within a residential area, hides the church and makes it difficult for the greater community to know about and take advantage of the church’s services and activities.

Development Agreement with Darwin:

With NSUC's decision in 2007 to follow the strategy of selling the property to a developer subject to rezoning for multifamily housing, the church contracted with Hynes Developments, a local developer, and Hynes submitted a rezoning application to the District. Due to financial and other difficulties encountered by Hynes in pursuing its application, the contract with Hynes was terminated in early 2011. Thereafter NSUC entered into a wholly new development agreement with Darwin Properties, with Darwin undertaking to design an entirely new development plan, and submit an entirely new rezoning application. That is the current application.

2. PROPOSAL CONCEPT

The proposal, known as the "The Residences on Mathers", calls for 19 homes, including 11 detached houses and 8 duplexes. The proposed form and density are not unprecedented in the area. The proposed density is slightly less than the density of the Esker Woods development adjacent to the south.

The proposal is intended to broaden housing choices in West Vancouver by supplying smaller homes which would appeal to empty-nesters, small families and retirees. Currently, there is a shortage of such housing in the District, and the subject site is well-situated to accommodating a number of well-designed, compact homes.

The impacts of the proposed development on the adjacent community have been minimized by:

- retaining and enhancing vegetation around the perimeter of the property, providing visual screening and;
- setting back the homes to minimize overhang and obtrusiveness;
- limiting the heights of the homes to two stories — often lower than neighbouring structures;
- ample on-site visitor parking, and;
- eliminating the one-way circulation system, thus obviating the need for an egress on to Lawson Avenue.

This will eliminate through traffic on Lawson previously generated by the site.

Traffic impacts will be demonstrably reduced when compared to the current church and day care operations.

Essentially, the proposal will be compact and unobtrusive in its neighbourhood setting — not visible from Mathers Avenue, and will have less traffic and parking impact on the street system than currently exists.

3. DISTRICT OF WEST VANCOUVER OFFICIAL COMMUNITY PLAN

The District of West Vancouver Official Community Plan (OCP) goals and objectives are generally supportive of multi-family development in order to accommodate a variety of lifestyles and housing needs. The Housing Objectives section states: "Choice: Encourage a variety of housing types, tenures, sizes and densities that meet diverse needs." (OCP, Housing, pg. 49).
The OCP acknowledges the growing need for smaller homes to accommodate the changing lifestyle of residents, including downsizers:

*Demand for Smaller Homes and Multi-Family Housing.* Changing lifestyles (activities outside the home, travel, dual working couples, older singles) and an aging population are creating increased demand for smaller homes that are more affordable, more energy-efficient and that require less maintenance than detached single-family houses on large lots. Young adults also seek a range of non-single family options, including apartments and suites.* (OCP, Housing, pg. 45).

The OCP also outlines the need to accommodate smaller homes in order to address housing turnover:

*Housing for Young Families.* Meeting the housing needs of younger families has become increasingly difficult to achieve, given the high cost of land in West Vancouver. The limited availability of smaller lots and suites also impacts housing affordability. In addition, the degree to which older residents can move to other homes affects the turnover of homes to younger families.* (OCP, Housing, pg. 45).

The OCP also discusses the importance of housing diversity in association with built form and neighbourhood character. *Built Form Objectives* section specifies this need:

*“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.”* (OCP, Built Form, pg 56).

The 2007 Community Dialogue on Neighbourhood Character and Housing echoes this policy direction. It recognizes the need for new housing types to accommodate a larger variety of lifestyles (OCP, Housing, 48).

In addition to supporting housing diversity and smaller footprints, the OCP also includes specific precedent-setting policies in the vicinity of the subject site. The site is located directly adjacent to the Elver Lane multi-family development which is allowed for under a Development Permit Area BF-B 8. The proposed development would provide similar discrete density, while providing alternate housing options for residents.

4. DESIGN, CHARACTER AND FEATURES

Site Plan

The surrounding neighbourhood context has been respected by:

- Retaining and enhancing peripheral landscaping and fencing to screen neighbouring properties.
- Limiting the height of the proposed houses to less than that allowable in the adjacent single family zone. Low profile roofs further mitigate any visual impact of height and mass.
- Fronting the new detached house at the northwest corner, on the site of the current Elliott House, directly on to Mathers to fit into the neighbourhood.
- Providing visitor parking at either end of the site, tucked into landscape and paved with permeable paving. Similarly, permeable paved driveways are sized to accommodate vehicles in addition to those in double garages to help ensure that visitors do not need to park on neighbourhood streets.
- Preserving the significant copse of trees at the north end of the site by incorporating an “S” curve at the entrance. This not only helps preserve specimen trees, but ensures that there is limited visibility into the site from the surrounding neighbourhood.

Architectural Treatment

The form and character of the proposal have been carefully crafted to fit within, and enhance, the neighbourhood by:

- Utilizing wood and stone as a common theme in all of the buildings. Otherwise, wall surfaces in each building are painted with a colour selected from a carefully chosen palette of earth tones so that no neighbouring buildings are the same colour.
- Expressing the architecture with low profile hip roofs and wide eaves, a form found throughout West Vancouver which relates to some of the most successful multi-family housing in West Vancouver.

![Meadfield, West Vancouver, Caulfield](image)

- This form also relates to the adjacent residence (Thomson Residence) at the northeast corner of the site, thereby enhancing the sense of neighbourhood fit.
- Incorporating glazed garage doors throughout the development to provide a sense of light and scale without the utilitarian feel of typical garage doors.
- Maximizing glazing in the main living areas to provide the strong connection between indoor and outdoor space that is the hallmark of West Coast contemporary architecture.

The Elliott House (see Appendix A)

While the Elliott House is of architectural interest, its design and construction have resulted in a number of intrinsic flaws which have seriously compromised its current condition, and its potential for retention in the project.

These design flaws include: no overhangs; face-sealed envelope; single glazing and jalousie windows; and a style of glazing (small clerestory lights set into routed grooves) that could not be replaced with modern sealed units. The original house has been significantly modified over the years. Its windows have been closed in, because there was too much north-facing single
5. COMMUNITY ENGAGEMENT

In addition to a number of meetings with individual neighbours, and the strata councils of Esker Mews and Mathers Mews, two neighbourhood events have been held to date.

Event Details:

Workshop:

Date: Wednesday, May 30, 2012
Time: 5:30 PM – 7:30 PM
Location: North Shore Unitarian Church (370 Mathers Avenue, West Vancouver)
Notification: Flyers were distributed by hand to residents living in the area
Attendees: 15

Community Meeting:

Date: Thursday, July 12, 2012
Time: 5:30 PM – 7:30 PM
Location: North Shore Unitarian Church (370 Mathers Avenue, West Vancouver)
Notification: Flyers were distributed by hand to residents living in the area
Attendees: 10

Feedback

Attendees of the two events raised the following issues:

- Too dense for the character of the neighbourhood and the size of the site; and,
- Potential for increased traffic.

The following community amenity ideas were also raised by the attendees:

- Small trails to improve access to existing trails;
- Sidewalk on Mathers Avenue; and,
- Traffic circle at Mathers Avenue and Hadden Drive.

Design Changes

In response to community feedback (see Section 5 below) the following changes were made to the conceptual design:

- More trees were retained, and new landscaping was enhanced to fortify privacy screening;
- The number of units has been reduced from 24 to 19, and, accordingly, the F.S.R. from 0.51 to 0.49;
- The ratio of visitor parking has been increased and stalls have been situated at both ends of the site;
- The additional open space and rain garden feature provide on-site storm water management; and
- The ratio of detached, single-family homes to duplexes has been significantly increased.
APPENDIX A
REFERENCING THE ELLIOT HOUSE

The top drawing to the right shows the principal elevation of the Elliot House, facing Mathers Avenue, as it was originally conceived by Wensley and Rand Architects in 1960. The drawing below shows the same view of the proposed design.

The proposed design refers to the original building in many ways, beginning with its fundamental massing. Exposed concrete used at the base in the lower east quadrant, to anchor the mass in the way the original design used concrete block. The pattern of fenestration, particularly at the lower level, is similar. The overall proportions of glass panels is similar. Glazing goes all the way to ceiling with a similar proportion of transom to full height in each panel. In the proposed design, at the upper level, the amount of glazing is reduced and sill heights raised in recognition of the need for privacy to upper floor bedrooms, noting that the original building bedroom windows on this street-facing elevation were ultimately permanently boarded up with plywood cladding. Floor to ceiling glass in the main living spaces on the west end in both the original and proposed design, produce the ambiguous boundary between indoors and out, a hallmark of west coast modernism.

The original building has no overhangs. In the proposed design, in recognition of current accepted building envelope design principles and construction practice overhangs have been added. While this is different from the original design, at the same time these overhangs help to emphasize "horizontality", an important aspect of the character of the original.

The original design had no covered parking, though a carport was eventually added. The proposed building has a garage, a concrete mass with a glazed panel door, in recognition of current market expectation and to add to the general strategy of producing enough on-site parking to ensure that neither residents or visitors need to park on neighbourhood streets.

Departing somewhat from the original massing, a mass has been added to the east end of the lower level. This mass houses a main floor master bedroom provided for the aging-in-place empty-nester target market. Essentially hidden from view from Mathers by existing trees, this mass also provides the opportunity of a covered roof deck that will enjoy significant city views to the south.
SUSTAINABILITY

Environment
- Tree preservation: we have been able to preserve a cluster of old growth trees at the north of the site by locating the new buildings further south.

Water Efficiency
- Native, Non-invasive and Drought Tolerant Landscaping: When selected with low-irrigation demand as a priority, the irrigation requirements can be greatly reduced.
- Stormwater run-off and Erosion Management will be minimized through best management practices. For example, innovative integrated stormwater management strategies will be considered such as: bio-swales, retention ponds, permeable pavement, etc.

Energy & Atmosphere
- Energy Model: With the aim to increase energy performance. This is calculated through the development of an energy model, which can also be used to inform the design at various decision points.
- Energy Star Appliances
- Low flow plumbing fixtures

Materials & Resources
- Construction Waste Management: As mandated by the District's Sustainable Guidelines, best practices will be implemented on the site to minimize waste generated during construction.
- Recycled: reuse of material from the existing structures
- Regional Materials: Additional focus will be placed on designing for and sourcing materials that contain recycled content or are from local sources.

Indoor Environmental Quality
- Indoor Air Quality (IAQ) and Occupant Comfort: During construction, superior air quality can be achieved through an IAQ Management plan, while product selection can focus on removing harmful chemicals such as VOC's from the indoor environment. Occupant comfort is obtained through designing adequate thermal & lighting controls for occupants and verifying performance upon installation.
- Daylight and Views: A combination of clerestory and view glazing with adequate external shading is being considered with the goal of providing natural lighting without impacting the heating/cooling loads of the space or causing glare issues.
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