

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

7.  
7.

## COUNCIL REPORT

Date:	August 20, 2019
From:	Lisa Berg, Senior Community Planner
Subject:	Tantalus Gardens Development Proposal
File:	1010-20-19-001

### RECOMMENDATION

THAT opportunities for consultation on the proposed Official Community Plan amendment, with persons, organizations, and authorities, as outlined in the reports from the Senior Community Planner dated May 7, 2019 and August 20, 2019, be endorsed as sufficient consultation for purposes of section 475 of the *Local Government Act*.

### RECOMMENDATION

THAT proposed "Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5011, 2019" be read a first time.

### RECOMMENDATION

THAT proposed "Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019" be read a first time.

### RECOMMENDATION

THAT proposed "Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5011, 2019" and proposed "Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019" be presented at a public hearing on October 7, 2019 at 6:00 p.m. in the Municipal Hall Council Chamber, and that notice be given of the scheduled public hearing.

### RECOMMENDATION

THAT proposed "Development Permit No. 19-001" be presented at a public meeting scheduled for October 7, 2019 at 6:00 p.m. in the Municipal Hall Council Chamber, to be held concurrently with the public hearing scheduled for October 7, 2019 at 6:00 p.m. in the Municipal Hall Council Chamber, and that notice be given of the scheduled public meeting.

### 1.0 Purpose

This report is to re-introduce the application to rezone 6404 Wellington Avenue and 6403 & 6407 Nelson Avenue (**Appendix A**). Council received a staff report dated May 7, 2019 and a memorandum dated May 22, 2019 at its May 27, 2019 meeting that outlined the proposal.

The proposal is for a low-density 14-unit single family and duplex residential development. Presented as part of the development are:

- bylaws serving to amend the Official Community Plan and Zoning Bylaw; and
- a development permit to regulate the form and character of the proposal.

For a detailed description please refer to the staff report dated May 7, 2019 (**Appendix H**).

## 2.0 Legislation/Bylaw/Policy

### *Provincial Legislation*

The *Local Government Act* requires a public hearing on the proposed bylaws.

### *Zoning Bylaw*

The site is zoned PA2 – Public Assembly (Places of Worship) and RS4 – Single Family Residential Zone 4. A rezoning is required. The proposed Comprehensive Development Zone (CD59 – Tantalus Gardens) is a site-specific zone. It will regulate the land use based on the development proposal (**Appendix F**).

## 3.0 Official Community Plan

### Guiding Policies

OCP Policies 2.1.4 and 2.1.6 guide the redevelopment of the site. The objective of Policy 2.1.4 is to increase missing middle housing options by creating ground-oriented developments on appropriate sites along the Marine Drive Transit Corridor. The objective of Policy 2.1.6 is to prioritize community use and/or housing objectives when considering development proposals involving institutional, public assembly or community use sites.

An incidental OCP amendment is required to place the site within a development permit area (**Appendix E**). See **Appendix G** for the proposed development permit.

## 4.0 Background

### 4.1 Previous Decisions

Council, at its May 27, 2019, regular meeting, passed the following resolution:

#### *THAT*

- 1) *Consideration of the proposed Tantalus Gardens development be deferred until at least the end of the Horseshoe Bay Local Area Plan visioning process; and*
- 2) *The Horseshoe Bay Local Area Plan boundaries be reviewed and confirmed through the local area planning process, including the consideration of extending the boundaries to include the Tantalus Gardens site.*

### 4.2 History – Not applicable.

## 5.0 Analysis

### 5.1 Discussion

At its meeting on March 11, 2019, Council directed staff to commence work on the Horseshoe Bay Local Area Plan (LAP) process through a four-phase planning process, which is anticipated to conclude in the second quarter of 2020. Council considered the proposal at its meeting on May 27, 2019 and deferred the consideration of the application until at least after the first visioning phase of the LAP.

Phase 1 of the planning process for the LAP is now complete. Staff reported to Council on the findings of the visioning process at the July 22, 2019 Council meeting. Council received the Phase 1 "vision" findings for information and directed staff to proceed with Phase 2 of the LAP process. During the visioning process, the LAP boundary was expanded and the site is now within the study area. However, given that the proposal was received prior to the initiation of the LAP and it complies with the housing objectives of the OCP, staff are comfortable with the proposal proceeding.

The District received over 2,700 pieces of public input during Phase 1 of the LAP. While there were no specific requests for input on the Tantalus Gardens proposal (or any other site as this was an area-wide visioning exercise), a total of 39 pieces of written pieces of public input were submitted with direct reference to either the development proposal or the site in question. Responses included identifying "the Church" (i.e. the former St. Monica's) as a favourite place to visit or as the "heart" of Horseshoe Bay, and some individuals shared their future vision for the property. **Appendix B** includes the verbatim transcript of the written comments submitted.

#### *Policy*

Planning for and providing a variety of housing options contribute to healthy, complete communities. An objective of the Official Community Plan is to expand the missing middle (e.g. triplex, townhouse and mixed-use) options within an estimated 300 to 350 new units along the Marine Drive Transit Corridor.

The two primary OCP policies that guide the consideration of the proposal are:

- Policy 2.1.4: Increase the "missing middle" housing options with ground-oriented multi-family on appropriate sites along the Marine Drive Transit Corridor; and
- Policy 2.1.6: Prioritize community use and/or housing objectives when considering redevelopment proposals of institutional, public assembly or community use sites District-wide that provide an existing community or public use function (such as places of worship).

The proposal complies with the OCP and aligns with housing goals, as it will provide a ground-oriented housing form (single-family dwellings and duplexes) transitioning to the adjacent single-family neighbourhood.

#### *Applicant's Community Outreach Campaign*

Following the May 27, 2019 Council meeting, the applicant undertook a community outreach campaign that spanned 50 days. The campaign involved the applicant canvassing the neighbourhood and discussing the proposal with residents within a 900-metre radius of the site and businesses within the village. Over 550 residents and business representatives responded. Collectively, the applicant reported 85% support from residents (472 letters in support), 7% indifferent (37), and 8% opposed (46) along with 95% support from local businesses (35 letters in support and 2 opposed), as shown in **Appendix C**.

To address the expanded study area, the applicant provided a breakdown on the level of support and opposition for the proposal within the LAP and within 400 metres of the site. The applicant reported that the level of support is similar to the broader community, with 82% in favour of the proposal. **Appendix D** provides a summary of this information.

The applicant reported that those who support the proposal believe it will bring a needed alternative housing form to the community and it will appeal to downsizers. Supportive comments also indicated the previous use of the site as public assembly was underutilized. Those who are opposed the project feel the area is already too dense, would like to see the site made into green space or another public-owned use, or would prefer a single family dwelling development.

#### *Summary*

The OCP contains multiple policies to enable a more diverse range of housing types to allow people to find the right type of housing to meet their needs. A key OCP action to address housing needs includes the expansion of the "missing middle" housing options in locations close to transit, shops and amenities.

Located on the Marine Drive Transit Corridor, the site benefits from being within close proximity to "neighbourhood hubs" that offer community recreation and meeting spaces. This includes Gleneagles Ch'axáy Elementary, Tantalus Park, the Gleneagles Community Centre, the Gleneagles Golf Course & Clubhouse and is within a short walk to the village of Horseshoe Bay, which offers a variety of amenities, shops and services.

The OCP supports the proposed housing mix with smaller, single family and duplex housing forms. The proposed two-storey built form would blend in with the surrounding neighbourhood and offers a variety of smaller unit sizes compared to typical single-family development.

Staff support the proposed development as it fits within the surrounding neighbourhood and provides an alternative to a traditional single family dwelling, with relative affordability in a convenient location with alternative transportation options, such as cycling and walking to nearby amenities and services.

## 5.2 Public Engagement and Outreach

### *Public Information Meetings*

Community consultation regarding the proposal has included two information meetings held on October 24, 2018 and April 16, 2019. The applicant will be required to advertise and conduct a third information meeting prior to the public hearing.

### *Signage*

The applicant will be required to install a development information sign prior to the public hearing.

### *Public Hearing and Notification*

A public hearing is required on the proposed bylaws. The recommendation herein projects a public hearing in Council Chamber on October 7, 2019. Notice of the public hearing and consideration of the development permit will be in accordance with statutory requirements and District procedures.

### *Website*

In alignment with current practise, information about the proposal is on the District website.

## 5.3 Conditions Precedent to Adoption

The following are required prior to adoption of the bylaws and approval of the development permit:

- completion of appropriate servicing modelling with the details of any servicing works to be included within a Works and Services Agreement (if required); and
- Ministry of Transportation and Infrastructure approval on the proposed rezoning bylaw.

## 6.0 Options

### 6.1 Recommended Option

Council give first reading to the proposed bylaws and set a date for a public hearing and concurrent public meeting.

### 6.2 Considered Options

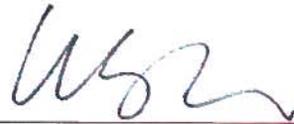
- a) give first reading to the proposed bylaws and set an alternative date (to be specified) for a public hearing and concurrent public meeting; or
- b) defer consideration of the proposal pending the receipt of additional information (to be specified) to assist in the consideration of the application; or

c) reject the proposal.

## 7.0 Conclusion

Staff assessment of this rezoning application has concluded that the proposal is appropriate and supportable. Staff recommends that Council hold a public hearing and concurrent public meeting on the application, together with the development package including the proposed amending bylaws and development permit.

Author:



Lisa Berg, Senior Community Planner

Concurrence



Michelle McGuire, Manager of  
Current Planning and Urban Design

### Appendices:

- A. Context Map
- B. LAP Transcripts (related to Tantalus Gardens)
- C. Applicant's Community Consultation Summary
- D. Applicant's Community Consultation within Expanded LAP Study Area
- E. Official Community Plan Bylaw No. 4968, 2018, Amendment Bylaw No. 5011, 2019
- F. Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019
- G. Development Permit No. 19-001 (*note: Schedule 'A' previously distributed in hard-copy at the May 27, 2019 Council meeting*)
- H. Tantalus Gardens Development Proposal – Council Report dated May 7, 2019



**This page intentionally left blank**



**This page intentionally left blank**





## **APPENDIX B – LAP TRANSCRIPTS** *(related to Tantalus Gardens)*

The following provides a verbatim transcript of 39 written comments submitted through Horseshoe Bay Local Area Plan Phase 1 (“Vision”) engagement events that reference the development proposal and/or site in question.

12 references in response to the question “What is your favorite place to visit?”

- “The Church! Neighbourhood hub, concerts, kids groups, fantastic asset”
- “The Church community gathering”
- “This should remain P.A. for the community”
- “This site must be part of the LAP (former St. Monica's Church)”
- “NB for social gatherings”
- “Public assembly - please keep”
- “Christmas carols, pot lucks, music events, church”
- “Community events - H-Bay history and historical significance with the church”
- “Important gateway point to draw locals + visitors alike to HSB + Whytecliffe”
- “Gathering / meet up area of friends + neighbours”
- “Social P.A. hub for upper Nelson + Gleneagles”
- “Gathering space - shared place”

Four references in response to the question “Where is the heart of Horseshoe Bay?”

- “Community P.A. + Social wellness”
- “Sense of community space”
- “Meeting place to talk to neighbours”
- “St. Monica's as a HUB for the area”

Two references in response to the question “What is your Horseshoe Bay neighbourhood boundary?”

- “Must include St. Monica's Public Assembly Space”
- “Looking at the broader “boundary” the St. M site is the HUB - Keep Public Assembly”

Six references in response to the question “What is your vision for 2041?”

- “Development of the St. Monica's site, with under-ground parking is a great idea :)”
- “Increasing density of the area will add vitality to Horseshoe Bay townhouses @ Tantalus”
- “The old St. Monica's Church site should be part of the LAP and remain Public Assembly”
- “Local history the church St. Monica's long history as a community hub.”
- “renovating the church for community”
- “Heritage of St. Monica's, keep public assembly space.”

## APPENDIX B – LAP TRANSCRIPTS (related to Tantalus Gardens)

One reference in response to the question “What types of buildings should we begin to explore?”

- “Keep heritage cottages, church!”

One reference in response to the question “What kinds of locations for housing and shops should we begin to consider?”

- “A multi-use, multi-functional neighbourhood hub at the gateway to HSB – St Monica’s church should be revitalized”

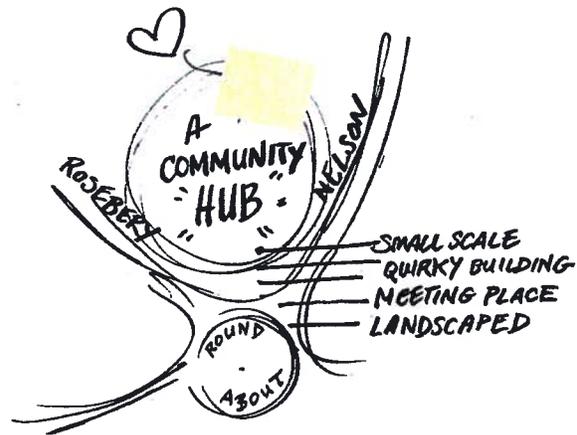
Three references in response to the question “What kinds of shops and services should we be planning for in 2041?”

- “Church”
- “Space for kids/youth to meet? St. Monica’s”
- “Farmers market at St. Monicas”

One reference in response to the question “What is the one element that would make Horseshoe Bay even better in 2041?”

- “Pub/café at St. Monica’s”

Two requests for illustrations regarding this site, the second of which received a comment stating “too far from village, and too close to residential”.



Six references in response to the question “Is there anything else you want to share about your vision for the future of Horseshoe Bay?”

- “Sensible development - No to Tantalus Gardens!!”
- “The church site (top of hill) should be kept P.A. + be part of the LAP”
- “Renovate the Church and return it to community use”
- “Please consider Kevin’s ideas about “community + place”. He’s a visionary and capable of making HB a culture magnet. Future thinking not \$ driven.”

## **APPENDIX B – LAP TRANSCRIPTS** ***(related to Tantalus Gardens)***

- “I am a firm believer in keeping public/community spaces mixed with appropriate densification. I would like to see St. Monica's retained as a public assembly space.”
- “Please don't rezone the St. Monica's Site. This space is needed badly for public community gathering while densifying HSBay.”

**This page intentionally left blank**



**This page intentionally left blank**



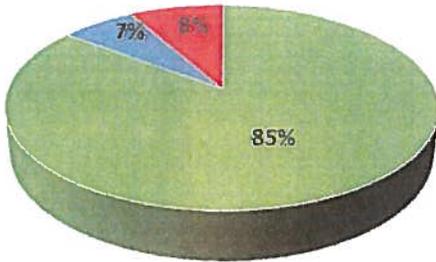
# Tantalus Gardens - "Walk the Streets" - Community Consultation Summary



## Tantalus Gardens - Community Consultation Area

- The "Walk the Streets" - Community Consultation Initiative is an area of a 900m radius around Tantalus Gardens. It extends from the beaches of Horseshoe Bay to the fairways of the Gleneagles golf course. It includes:
  - Horseshoe Bay
  - Gleneagles
  - Whytecliff
  - Marine Drive Corridor

## Tantalus Gardens - Community Response

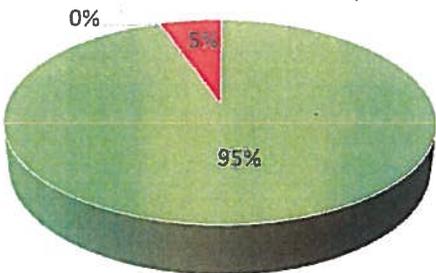


■ Support ■ Indifferent ■ Oppose

## Tantalus Gardens - Community Response

- 822 doors were knocked on in the local community
- 555 residents and business representatives have responded
- 472 respondents have expressed support - including online local support
- 37 respondents have expressed indifference
- 46 respondents have expressed opposition

## Tantalus Gardens - Business Response

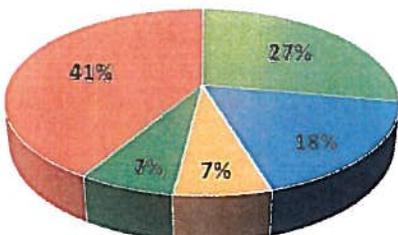


■ Support ■ Indifferent ■ Oppose

## Tantalus Gardens - Local Business Response

- 39 businesses are located in the local community
- 37 business representatives have responded
- 35 respondents have expressed support
- 0 respondents have expressed indifference
- 2 respondents have expressed opposition

## Years Lived or Worked in the Community



■ 5 Years ■ 6-10 Years ■ 11-15 Years ■ 16-20 Years ■ 20+ Years

## Years Lived or Worked in the Community

- The response received from the local community is an appropriate representation of the entire community. Over 40% of the supporters have lived in the community for over 20 years. Of those having lived in the community for over 20 years, 54% (85 respondents) have lived in the community for over 30 years.

**This page intentionally left blank**

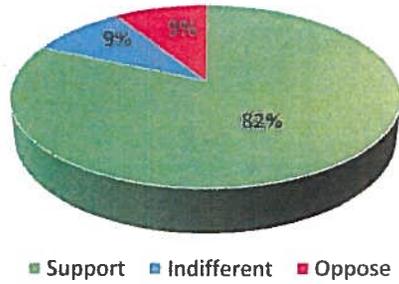


**This page intentionally left blank**



# Tantalus Gardens - "Walk the Streets" - Community Consultation Summary

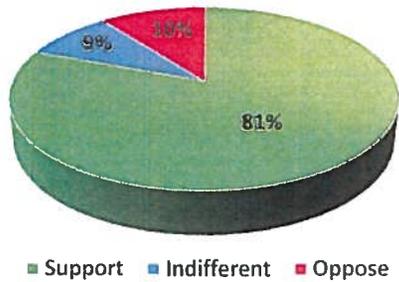
TG - Community Response - LAP Boundary



Tantalus Gardens - Community Response within LAP Boundary

- 216 respondents expressed support
- 25 respondents expressed indifference
- 24 respondents expressed opposition

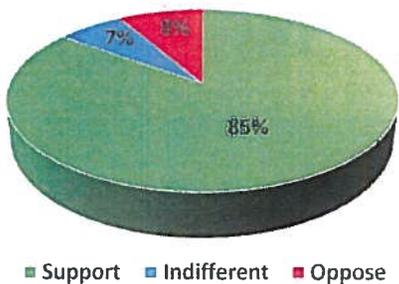
TG - Community Response - 450M Radius



Tantalus Gardens - Community Response within 450M Radius

- 317 respondents expressed support
- 35 respondents expressed indifference
- 41 respondents expressed opposition

TG - Community Response - 900M Radius



Tantalus Gardens - Community Response within 900M Radius

- 472 respondents expressed support
- 37 respondents expressed indifference
- 46 respondents expressed opposition



**This page intentionally left blank**



**This page intentionally left blank**







District of West Vancouver

**Official Community Plan Bylaw No. 4985, 2018,  
Amendment Bylaw No. 5011, 2019**  
(Tantalus Gardens)

Effective Date:

**Official Community Plan Bylaw No. 4958, 2018,  
Amendment Bylaw No. 5011, 2019**

**Table of Contents**

---

Part 1	Citation .....	1
Part 2	Severability .....	1
Part 3	Amends Area-Specific Policies & Guidelines .....	1
Part 4	Adds Development Permit Guidelines for Tantalus Gardens .....	2
	Schedule A – Development Permit Area Designation BF-B15 .....	4
	Schedule B – Built Form Guidelines BF-B15 .....	5

District of West Vancouver

## **Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5011, 2019**

A bylaw to amend the Official Community Plan to allow for housing development to address the missing middle within a development permit area.

WHEREAS the Council of The Corporation of the District of West Vancouver deems it expedient to provide for an amendment to the Official Community Plan to allow for the appropriate redevelopment of lands at 6404 Wellington Avenue and 6403 & 6407 Nelson Avenue;

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

### **Part 1 Citation**

- 1.1 This bylaw may be cited as Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5011, 2019.

### **Part 2 Severability**

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

### **Part 3 Amends Area-Specific Policies & Guidelines**

- 3.1 Schedule ii of Official Community Plan Bylaw No. 4965, 2018 is amended as follows:
  - 3.1.1 By amending the key map of Residential Area Designations by adding "Tantalus Gardens Development Permit Area" to the map

legend, and identifying the location of the Development Permit Area on the map.

- 3.1.2 By adding “Policy BF-B15” as follows:

“Promote the siting and design of low density housing in the Horseshoe Bay area that integrates within the existing neighbourhood and meets a high quality of building and landscape design to create an attractive, residential streetscape.”

- 3.1.3 By adding “Policy BF-B15.1” as follows:

“The lots as shown on map BF-B15 that are bounded by Wellington Avenue, Rosebery Avenue and Nelson Avenue may be considered for rezoning to enable development of ground-oriented infill housing types that may include single family dwellings and duplexes and/or combinations thereof to address the missing middle.”

- 3.1.4 By adding “Tantalus Gardens Development Permit Area Designation BF-B15” as illustrated by the map in **Schedule A** attached to this bylaw.

## **Part 4 Adds Development Permit Guidelines for Tantalus Gardens**

- 4.1 Schedule ii to Official Community Plan Bylaw 4985, 2018 is further amended as follows:

- 4.1.1 By adding “Guidelines BF-B15” for low density housing within the Horseshoe Bay area, as described in **Schedule B** as attached to this bylaw.

## **Part 5 Table of Contents**

- 5.1 Schedule ii to Official Community Plan Bylaw 4985, 2018 is further amended by including “BF-B15 Tantalus Gardens” in sequential order in the table of contents for Area-Specific Policies & Guidelines.”

## **Schedules**

Schedule A – Development Permit Area Designation BF-B15

Schedule B – Built Form Guidelines BF-B15

READ A FIRST TIME (MAJORITY VOTE OF ALL COUNCIL MEMBERS) on

PUBLICATION OF NOTICE OF PUBLIC HEARING on

PUBLIC HEARING HELD on

READ A SECOND TIME (MAJORITY VOTE OF ALL COUNCIL MEMBERS) on

READ A THIRD TIME (MAJORITY VOTE OF ALL COUNCIL MEMBERS) on

ADOPTED (MAJORITY VOTE OF ALL COUNCIL MEMBERS) by the Council on

---

Mayor

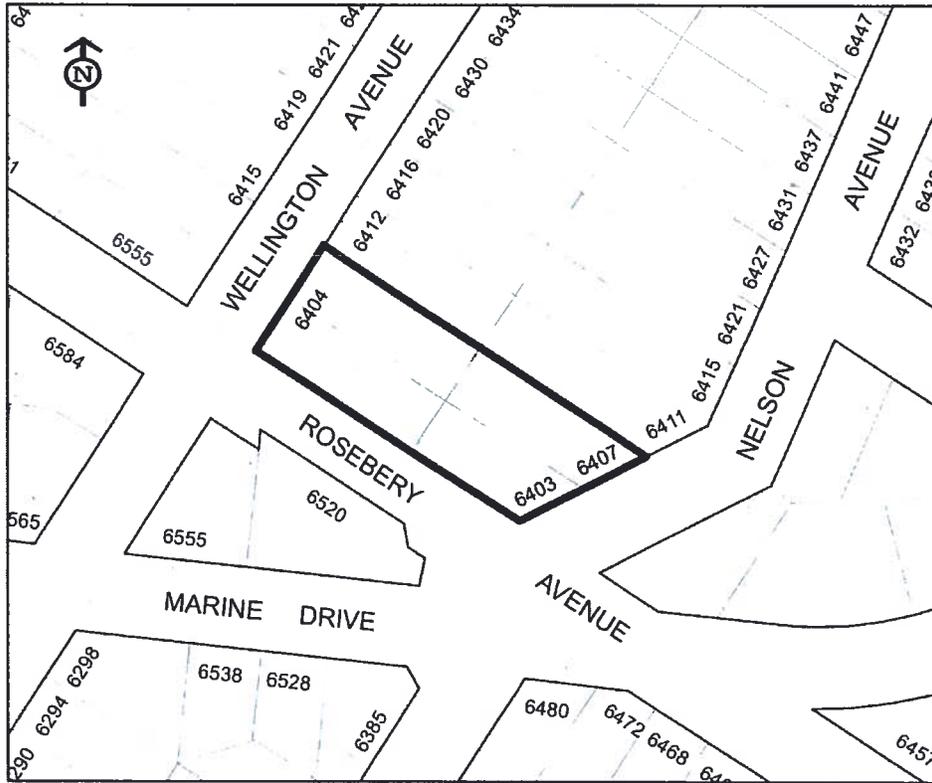
---

Corporate Officer

## Schedule A – Development Permit Area Designation BF-B15

Amendment to Official Community Plan Bylaw No. 4985, 2018, Schedule A, Schedule ii, Area-Specific Policies & Guidelines.

The area shown shaded on the map below is designated as the Development Permit Area BF-B15.



<b>Category:</b>	Local Government Act s. 488(1)(e), (h), (i), and (j)
<b>Conditions:</b>	The Development Permit Area designation is warranted to provide for the compatibility infill housing units to address the missing middle within an established neighbourhood.
<b>Objectives:</b>	<ul style="list-style-type: none"> <li>To integrate intensive residential development with existing site features, and the built form and character of the surrounding area;</li> <li>To promote a high standard of design, construction and landscaping; and</li> <li>To promote energy and water conservation and the reduction of greenhouse gas emissions.</li> </ul>
<b>Guidelines Schedule:</b>	Guidelines BF-B15 shall apply.
<b>Exemption:</b> Development may be exempt from the requirement for a Development Permit if the proposal:	<ol style="list-style-type: none"> <li>is for the construction or renovation of or small addition to a dwelling unit; or</li> <li>is for a renovation or small addition that is considered to have no material change to the external appearance of the premises, meets all the requirements of the Zoning Bylaw, and conforms to Guidelines BF-B13.</li> </ol>

## **Schedule B – Built Form Guidelines BF-B15**

### **I. CONTEXT AND CHARACTER**

- a. New development should respect the pattern, scale, and height of existing buildings, and the established landscape character of the neighbourhood.

### **II. BUILDING DESIGN**

- a. The massing of the street-oriented units should be configured to reflect a “single-family” residential character.
- b. The massing of the interior-oriented units should be clustered together and reflect a “single-family” residential character.
- c. Buildings and structures should demonstrate variety in terms of form and character, architecture massing and roof forms.
- d. Roof forms should be “buried” into roof slopes with large overhangs to reduce the appearance of height.
- e. Finishing materials should be varied and of natural materials to provide interest and texture.
- f. A ‘building wall’ along the rear property line should be avoided through a combination of design, setbacks, heights measured from grade, and the retention of mature trees and landscaping where possible.
- g. Balconies and decks should be screened and located to provide privacy and minimize overlook onto neighbouring properties.
- h. Design strategies and building details such as natural cross-ventilation, energy efficient fixtures and high performance materials should be used to create buildings that meet or exceed District sustainability targets.
- i. All dwelling units should have access to adequate indoor storage areas, including convenient and secure bicycle storage.

### **III. LANDSCAPE DESIGN**

- a. Each unit should be provided with private outdoor space.
- b. Common private gathering areas should be connected to the neighbourhood and encourage socializing through the installation of landscape features such as gardening boxes, garden furniture or other common outdoor amenities or activities.
- c. Exposed concrete walls or parkade should be faced with natural stone to blend them into the landscape.
- d. The area between a public street and private space should be designed as a transitional area that is visually interesting to

pedestrians while clearly privately owned rather than walled or fenced off from public view.

- e. Plant materials should create a lush natural garden environment with some ornamental character, however should promote sustainability overall through the use of native and drought tolerant plants and the integration of storm water management strategies such as a rain garden.
- f. The landscape design should enhance the neighbourhood, compliment the development and reduce the apparent mass of buildings.
- g. Healthy trees and landscaping should be retained and protected where appropriate. Opportunities for transplanting existing landscaping materials and integrating them into the new design is encouraged.
- h. Special attention should be taken along the north property line to address screening and maximize tree retention between the adjacent properties. Additional screening and landscaping should be supplemented where required to provide additional privacy to adjacent residents.
- i. Glare and light spill of exterior or ground level lighting to surrounding properties should be minimized.

#### **IV. CIRCULATION AND PARKING**

- a. All required parking shall be located within an underground parkade with one central access from the street.
- b. Street-oriented units should have principal pedestrian access from the street.
- c. Interior-oriented units should have principal pedestrian access from a shared connection through the site to the street.
- d. Areas for the storage of garbage and recycling should be located within the underground parkade.





District of West Vancouver

**Zoning Bylaw No. 4662, 2010,  
Amendment Bylaw No. 5012, 2019**  
(Tantalus Gardens)

Effective Date:

# Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019

## Table of Contents

---

Part 1	Citation .....	1
Part 2	Severability.....	1
Part 3	Adds the CD59 Zone & Rezones the Site .....	1
Part 4	Amends the PA2 Zone .....	2
Part 5	Amends the Table of Contents .....	2
Part 6	Amends Zoning Maps .....	2
	Schedule A – CD59 – Comprehensive Development Zone 59 (Tantalus Gardens).....	4
	Schedule B – Amendment to Zoning Maps .....	6

District of West Vancouver

## **Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019**

A bylaw to rezone certain property at 6404 Wellington and 6403 & 6407 Nelson Avenue for a housing development to address the missing middle.

Previous amendments: Amendment bylaws 4672, 4677, 4678, 4679, 4689, 4701, 4680, 4710, 4697, 4716, 4712, 4737, 4726, 4736, 4757, 4752, 4767, 4787, 4788, 4784, 4772, 4791, 4805, 4809, 4828, 4854, 4873, 4866, 4895, 4839, 4898, 4927, 4944, 4905, 4974, 4967, 4982, 4962, 4928, 4992, and 5001.

WHEREAS the Council of The Corporation of the District of West Vancouver deems it expedient to provide for an amendment to the Zoning Bylaw;

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

### **Part 1 Citation**

- 1.1 This bylaw may be cited as Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019.

### **Part 2 Severability**

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

### **Part 3 Adds the CD59 Zone & Rezones the Site**

- 3.1 Zoning Bylaw No. 4662, 2010, Schedule A, Section 600 (Comprehensive Development or site specific zones) is hereby amended by adding Section 659 as the CD59 – Comprehensive Development Zone 59 (Tantalus Gardens), as set out in **Schedule A** attached to this bylaw.
- 3.2 The Lands shown shaded on the map attached as **Schedule B** to this bylaw are rezoned from PA2 – Public Assembly Zone 2 (Places of

Worship) and RS4 – Single Family Dwelling Zone 4 to CD59 – Comprehensive Development Zone 59 (Tantalus Gardens), as set out in **Schedule A** attached to this bylaw.

## **Part 4 Amends the PA2 Zone**

- 4.1 Zoning Bylaw No. 4662, 2010, Schedule A, Section 561, PA2 – Public Assembly Zone 2 (Places of Worship) is amended by deleting section 561.01(k) in its entirety and renumbering the remaining section accordingly.

## **Part 5 Amends the Table of Contents**

- 5.1 Zoning Bylaw No. 4662, 2010, Schedule A, Section 100 Table of Contents is amended accordingly.

## **Part 6 Amends Zoning Maps**

- 6.1 Zoning Bylaw No. 4662, 2010, Schedule A, Section 852, Schedule 2 Zoning Maps is hereby amended by changing the zoning of the Lands as shown shaded on the map in Schedule B attached to this bylaw,

FROM: PA2 – Public Assembly Zone 2 (Places of Worship) and RS4 – Single Family Dwelling Zone 4

TO: CD59 – Comprehensive Development Zone 59 (Tantalus Gardens)

## **Schedules**

Schedule A – CD59 – Comprehensive Development Zone 59 (Tantalus Gardens)  
Schedule B – Amendment to Zoning Maps

READ A FIRST TIME on

PUBLICATION OF NOTICE OF PUBLIC HEARING on

PUBLIC HEARING HELD on

READ A SECOND TIME on

READ A THIRD TIME on

APPROVED by the Minister of Transportation and Infrastructure on

ADOPTED by the Council on

---

Mayor

---

Corporate Officer

**Schedule A**  
**CD59 – Comprehensive Development Zone 59**  
**(Tantalus Gardens)**

**659 CD59 (Tantalus Gardens)**

AMENDING  
BYLAW

**SECTION REGULATION**

**659.01 Permitted Uses**

- (1) accessory uses and buildings
- (2) child care
- (3) duplexes
- (4) home based businesses
- (5) single family dwellings

**659.02 Floor Area Ratio**

- (1) Maximum: 0.65 FAR
- (2) The following areas are excluded from the calculation of FAR:
  - (i) basements, storage and locker rooms, and garbage and recycling rooms;
  - (ii) covered outdoor common amenity areas;
  - (iii) covered patios, porches and decks; and
  - (iv) underground parkade.

**659.03 Setbacks**

Minimum:

- (1) Minimum for all buildings and structures:
  - (i) North: 3.0 m
  - (ii) South: 1.3 m
  - (iii) East: 4.8 m
  - (iv) West: 4.5 m
- (2) For clarity, no setbacks shall apply for the underground parkade.

**659.04 Building Height**

- (1) Maximum: 7.62 metres

**659.05 Number of Storeys**

- (1) Maximum: 2 + basement

**659.06 Site Coverage**

- (1) Maximum: 35%

**659.07 Off-Street Parking**

- (1) 21 parking spaces shall be provided within the underground parkade.





**District of West Vancouver***Proposed***Development Permit No. 19-001****CURRENT OWNER:** QUMA PROPERTIES INC.**THIS DEVELOPMENT PERMIT APPLIES TO:****CIVIC ADDRESS:** 6404 WELLINGTON AVENUE**LEGAL DESCRIPTION:** 014-047-390  
LOT 18 BLOCK 41 DISTRICT LOT 430 PLAN 2103  
(the 'LANDS')**CIVIC ADDRESS:** 6404 WELLINGTON AVENUE**LEGAL DESCRIPTION:** 014-047-420  
LOT 19 BLOCK 41 DISTRICT LOT 430 PLAN 2103  
(the 'LANDS')**CIVIC ADDRESS:** 6403 NELSON AVENUE**LEGAL DESCRIPTION:** 014-047-446  
LOT 20 BLOCK 41 DISTRICT LOT 430 PLAN 2103  
(the 'LANDS')**CIVIC ADDRESS:** 6407 NELSON AVENUE**LEGAL DESCRIPTION:** 014-047-489  
LOT 21 BLOCK 41 DISTRICT LOT 430 PLAN 2103  
(the 'LANDS')

---

**1.0 This Development Permit:**

- (a) imposes requirements and conditions for the development of the Lands, which are designated by the Official Community Plan as the Tantalus Gardens Development Permit Area to promote the compatibility of infill housing units to address the missing middle within an established neighbourhood subject to Guidelines BF-B15 specified in the Official Community Plan; and
- (b) is issued subject to the Owner's compliance with all of the Bylaws of the District applicable to the Lands, except as varied or supplemented by this Permit.

**2.0 The following requirements and conditions shall apply to the Lands:**

- 2.1 Building, structures, on-site parking, driveways and site development shall take place in general accordance with the attached **Schedule A**.
- 2.2 Sprinklers must be installed in all areas as required under the Fire Protection and Emergency Response Bylaw No. 4366, 2004.

- 
- 2.3 No wood burning fireplaces shall be installed, constructed or otherwise permitted on the Lands or in any building on the lands.
  - 2.4 On-site landscaping shall be installed at the cost of the Owner in general accordance with the attached **Schedule A**.
  - 2.5 Sustainability measures and commitments shall take place in general accordance with the attached **Schedule A**.
  - 2.6 All balconies decks and patios are to remain fully open and unenclosed and the weather wall must remain intact.
  - 2.7 Where provided for on **Schedule A**, balconies, decks and patios may be provided with external glass weather protection devices, but in any case the weather wall must remain intact.
- 3.0 Prior to commencing site work or Building Permit issuance, whichever occurs first, the Owner must:**
- 3.1 Provide and implement a plan for traffic management during construction to the satisfaction of the District's Manager of Land Development.
  - 3.2 Install tree, vegetation and/or hedge protection measures as required to the satisfaction of the District's Environmental Protection Officer.
  - 3.3 Submit a "Sediment and Erosion Plan" to the District's Environmental Protection Officer for approval, which the Owner shall comply with and be responsible for maintaining, repairing and implementing the sediment control measures.
- 4.0 Prior to Building Permit issuance:**
- 4.1 Provide engineering civil drawings detailing works, including but not limited to:
    - (a) storm water management measures;
    - (b) site service connections;
    - (c) new boulevard plan along the frontage of the site including curbs, sidewalk and grading plan; and
    - (d) repaving along the frontage of the Lands,which must be submitted for acceptance, and security provided for the due and property completion of the engineering works, all to the satisfaction of the District's Manager of Land Development.
- 5.0 Security for Landscaping**
- 5.1 Prior to building permit issuance, security for the due and proper completion of the landscaping set forth in section 2.4 of this Development Permit (the "Landscaping Works") shall be provided in the amount of \$20,000 (the "Landscape Deposit") to the District in the form of cash or unconditional, irrevocable auto-renewing letter of credit issued by a Canadian chartered bank or credit union.
  - 5.2 Release of the Landscape Deposit:
    - (a) Following installation of the Landscaping Works and upon receipt of a certified letter or report by a Landscape Architect in good standing

with the British Columbia Society of Landscape Architects to the District stating that:

- a. the Landscaping Works have been installed substantially in accordance with Schedule A; and
- b. any variations that may have been undertaken to the Landscaping Works are clearly identified, including but not limited to:
  - i. any adjustments to retaining walls,
  - ii. changes to the mixture or sizes of any plant materials or trees,
  - iii. completion of any off-site or boulevard works,
  - iv. any areas that received alternative treatment,
  - v. any paving changes, or
  - vi. any other additional or omitted plantings or alterations,

together with a clear rationale and explanation thereof and stating

- c. that a final review with the landscape contractor or consultant of record has been completed, including provision of the date when this final review was completed on,
- d. whether there are any outstanding Landscape Works which are outstanding or which need attention, and
- e. notwithstanding outstanding works in 5.2(a)(d) above, that the Landscaping Works are complete,

then District will release 75% of the initial value of the Landscape Deposit. The remaining 25% of the initial value of the Landscape Deposit shall be retained by the District as a warranty deposit (the "Warranty Deposit") to ensure successful installation of the Landscaping Works.

- (b) After a one-year period following certification that the Landscaping Works have been completed, and upon final certification by a Landscape Architect in good standing with the British Columbia Society of Landscape Architects that the Landscaping Works are successful, the District will release the Warranty Deposit.

### 5.3 Additional Landscape Security

- (a) No occupancy shall be issued nor will any other final approvals be given for any individual building site identified as a "Parcel" on attached **Schedule A**, until:
  - a. all of the Landscaping Works are completed, or
  - b. the Owner provides security in addition to and separate from the Landscape Deposit, and in the amount of 110% of the value of the uncompleted Landscaping Works for that specific Parcel only (the "Additional Security Deposit") for the due and proper completion of the uncompleted or

deficient Landscape Works for that specific Parcel only, as determined and certified by the consultant of record; and

- c. the Additional Security Deposit will be released upon final certification by a Landscape Architect in good standing with the British Columbia Society of Landscape Architects following certification that all of the Landscaping Works on the Parcel have been completed.

**6.0** In the event that the Landscaping Works are not completed as provided for in this Permit, the District may, at its option, enter upon, carry out and complete the Landscaping Works so as to satisfy the terms of the Development Permit, and recover the costs of doing so from the security deposited or recover any costs incurred over and above the amount of the security deposited, including the costs of administration and supervision. This Development Permit lapses if the work authorized herein is not commenced within 24 months of the date this permit is issued.

THE COUNCIL OF WEST VANCOUVER APPROVED THIS PERMIT BY RESOLUTION PASSED ON \_\_\_\_\_.

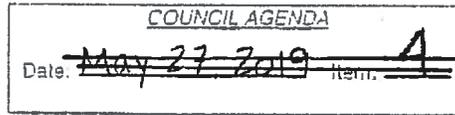
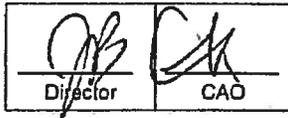
\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER

**FOR THE PURPOSES OF SECTION 6.0, THIS PERMIT IS ISSUED ON \_\_\_\_\_.**  
[ Insert Council report date & Document # ] )

Schedules:

- A. Architectural and Landscape Drawings



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

## COUNCIL REPORT

Attachments for item ~~4~~  
provided under separate cover

Date:	May 7, 2019
From:	Lisa Berg, Senior Community Planner
Subject:	Tantalus Gardens Development Proposal
File:	1010-20-19-001

### RECOMMENDATION

THAT opportunities for consultation on the proposed Official Community Plan amendment, with persons, organizations, and authorities, as outlined in the report from the Senior Community Planner dated May 7, 2019, be endorsed as sufficient consultation for purposes of section 475 of the *Local Government Act*;

### RECOMMENDATION

THAT proposed "Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5011, 2019" be read a first time.

### RECOMMENDATION

THAT proposed "Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019" be read a first time.

### RECOMMENDATION

THAT proposed "Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5011, 2019" and proposed "Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019" be presented at a public hearing on July 15, 2019 at 6:00 p.m. in the Municipal Hall Council Chamber, and that notice be given of the scheduled public hearing.

### RECOMMENDATION

THAT proposed "Development Permit No. 19-001" be presented at a public meeting scheduled for July 15, 2019 at 6:00 p.m. in the Municipal Hall Council Chamber, to be held concurrently with the public hearing scheduled for July 15, 2019 at 6:00 p.m. in the Municipal Hall Council Chamber, and that notice be given of the scheduled public meeting.

### 1.0 Purpose

This report outlines an application to rezone 6404 Wellington Avenue and 6403 & 6407 Nelson Avenue (**Appendix A**) to allow for a 14-unit single family and duplex residential development. Presented as part of the development are:

- bylaws serving to amend the Official Community Plan and Zoning Bylaw; and

- a development permit to regulate the form and character of the proposal.

## 2.0 Executive Summary

QUMA Properties Inc. has applied for a comprehensive redevelopment of its property located at 6404 Wellington Avenue and 6403 & 6407 Nelson Avenue. The proposal involves a rezoning from places of worship and single family residential to implement the housing objectives of the Official Community Plan (OCP).

The application has been assessed in the context of the broad objectives contained within the OCP and policy directions for the development of sites along the Marine Drive Transit Corridor that transition to surrounding single family neighbourhoods. The application has been reviewed by the public at two information meetings and considered by the District's Design Review Committee (DRC).

In summary, staff recommends support of the proposal. The application appropriately responds to area context, will deliver a housing option to address the missing middle, and offers public benefits including an enhanced public realm and a financial contribution that will advance community objectives. Staff recommends that the application be referred to a public hearing and concurrent public meeting on July 15, 2019. Prior to the public hearing, the applicant will be required to host a third public information meeting.

## 3.0 Legislation/Bylaw/Policy

### *Provincial Legislation*

The *Local Government Act* requires that a public hearing be held on the proposed bylaws.

### *Zoning Bylaw*

The site is zoned PA2 – Public Assembly (Places of Worship) and RS4 – Single Family Residential Zone 4. A rezoning is required. The proposed Comprehensive Development Zone (CD59 - Tantalus Gardens) is a site-specific zone that reflects the development proposal and would regulate the land use based on it (Appendix D).

## 4.0 Official Community Plan

### *Guiding Policies*

Redevelopment of the site is guided by OCP Policies 2.1.4 and 2.1.6. The objective of Policy 2.1.4 is to increase missing middle housing options by creating ground-oriented developments on appropriate sites along the Marine Drive Transit Corridor. The objective of Policy 2.1.6 is to prioritize community use and/or housing objectives when considering development proposals involving institutional, public assembly or community use sites.

An incidental OCP amendment is proposed to place the site within a development permit area (Appendix C).

## 5.0 Background

- 5.1 Previous Decisions – Not applicable.
- 5.2 History – Half of the site was the former home to St. Monica's Anglican Church for 62 years. According to the Diocese of New Westminster's website, St. Monica's had been in a precarious financial position for over 30 years, nearly half its operational time. Despite attempting to diversify uses at the site to generate revenue such as daycare, recovery groups, thrift shops, boy scouts and girl guides, yoga classes and allowing other congregations to use the space, it could not financially continue and it closed its doors in October 2013. The site was subsequently listed for sale and the owner acquired the property in July 2018.

## 6.0 Analysis

- 6.1 Discussion

### Site Context

The site is located along the Marine Drive Transit Corridor. It consists of four separate lots that total approximately 2,628 square metres (28,288 square feet) in area. The site creates the southern "bookend" of the Wellington Avenue, Rosebery Avenue and Nelson Avenue block. To the north are single family dwellings and across the street to the east is Tantalus Park. The park is approximately 11,665 square metres (125,561 square feet) in area and has recently had a playground refresh in 2018. The site context is shown in Figure 1.

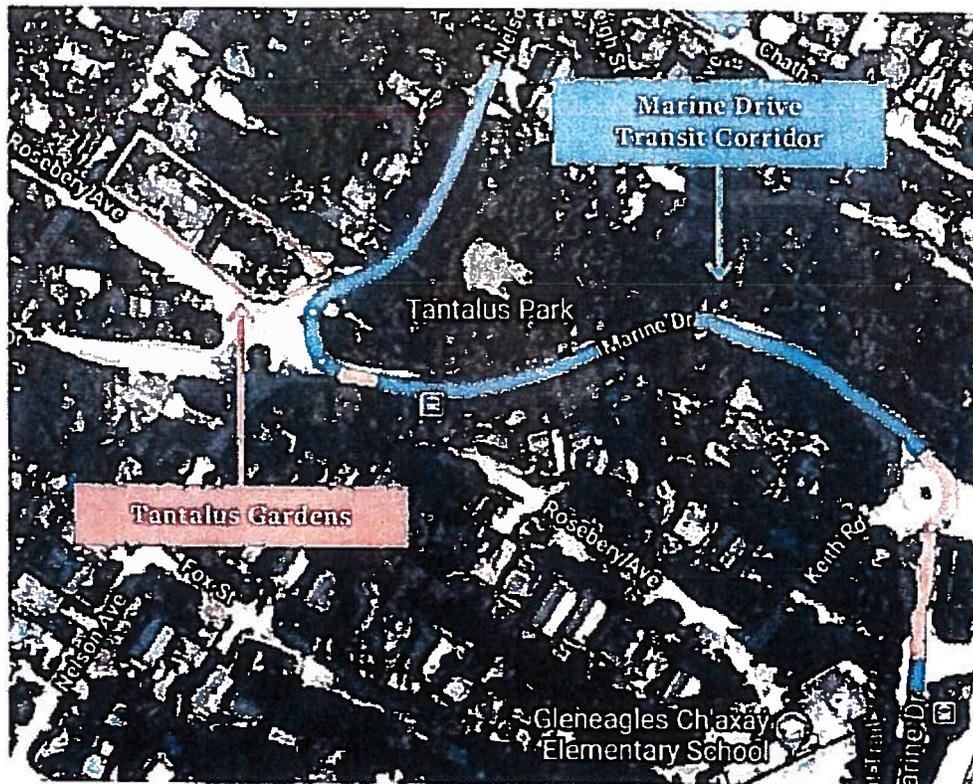


Figure 1: Site Context

The site slopes upward from Nelson Avenue to Wellington Avenue, gaining 11 metres (36 feet) across the north property line and 6 metres (20 feet) across the south property line. Trees within or immediately adjacent to the site include a mixture of deciduous, evergreen and ornamentals. A laurel hedge runs in a north-south direction through roughly the middle of the site.

All trees were assessed by an arborist and identified for retention or removal based on the proposal. Two trees are identified as being greater than 75 cm DBH<sup>1</sup>. One of the trees is shared with an adjacent property to the north. The proposed parkade is designed around it, and other shared trees in proximity, to maximize their retention. The second tree is located in the boulevard on Nelson Avenue and is proposed for removal as it is an ivy covered cedar snag and in poor condition. Three other boulevard trees are proposed for removal in conjunction with a new street landscape plan.

The tree report that details all proposed tree cutting and retention is available on file and online.

### **The Proposal**

The applicant proposes to rezone the site and construct 14 units consisting of two-storey single family dwellings and duplexes. Key features of the proposal are:

- a FAR of 0.65;
- 6 single family dwellings ranging in size from 1,065 square feet to 1,620 square feet (plus basements);
- 8 units in four duplex buildings ranging in size from 1,198 square feet to 1,517 square feet (plus basements);
- 21 parking spaces in an underground parkade (inclusive of visitor parking);
- public realm additions including pedestrian connections, a new sidewalk along all the street frontages, and extensive landscaping;
- common resident outdoor gathering spaces;
- underground resident storage areas; and
- 33% site coverage.

The proposal complies with the Official Community Plan's objective of increasing the "missing middle" housing typology with ground-oriented housing along the Marine Drive Transit Corridor. The proposed Development Permit is attached as **Appendix E** (with the development booklet attached as Schedule A). The site plan is shown in Figure 2.

---

<sup>1</sup> Interim Tree Bylaw No. 4892, 2016 requires a tree cutting permit to remove trees greater than 75 cm DBH (Diameter Breast Height).



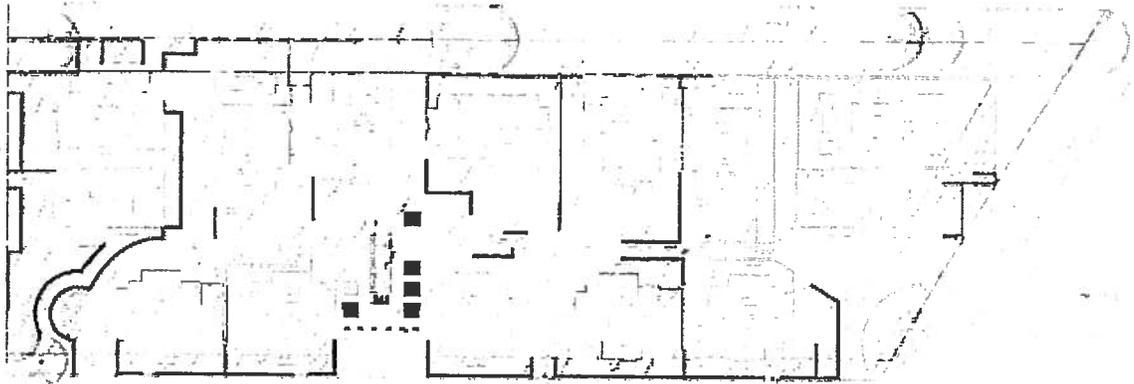


Figure 2: Site Plan

## **Project Evaluation**

### **1. Overall**

The proposal aligns with the objectives of the Official Community Plan (OCP) and will be placed within a Development Permit Area to control the form and character of the development. The proposal will create smaller housing options for the community and contributes public realm improvements including a new sidewalk, landscaped boulevard and public street parking.

The proposed dwellings incorporate West Coast design including varied building forms, roof lines, textures and the integration of salvaged materials from the old church building. Overall, special care and attention to quality and craftsmanship bring a unique character to each home. With such detailing, the proposal will bring a classic West Coast expression. A natural colour palette will be used to ensure that the homes fit within the neighbourhood context.

The houses contain a range of unit sizes, are ground-oriented and will add to the variety of housing options that respond to and fit contextually within the wider Horseshoe Bay area. This housing direction is consistent with the OCP as it prioritizes compatible residential use to address the "missing middle." The project generates less traffic than typical public assembly uses.

### **2. Density, Site Design and Architecture**

The project is designed in specific response to its contextual setting as part of the surrounding residential neighbourhood, being adjacent to the Marine Drive Transit Corridor and within close proximity to nearby shops, restaurants, services, the community centre and clubhouse, a park, and a school. The proposed density, although somewhat higher than surrounding single family houses, is sensitive to the neighbourhood context while delivering alternative housing sizes and styles to meet community objectives.

### *Density*

The project's density is 0.65 FAR (Floor Area Ratio). The proposal is generally similar to densities of single-family (0.35 FAR), duplex (0.50 FAR) and townhouses (0.75 to 1.25 FAR) developments. Comparable housing infill projects in West Vancouver include:

Project	Development Form	FAR
Vinson House (1400 Block Gordon Ave)	Single family dwellings, ground suite, garages	0.59
Hollyburn Mews (2100 Block Esquimalt)	Duplexes and coach houses, garages	0.61
Rush House (1100 Block Jefferson Ave)	Single family dwellings, ground suite, garages	0.67
2100 Block Gordon Ave	Duplexes, triplex, townhouses	0.75

These projects are located within existing single family neighbourhoods and each deliver an alternative housing form rather than a large single family dwelling. Each have strict design controls in place to deal with adjacency, landscaping, parking, and architectural design. In staff's opinion, they have added variety and interest in their respective settings, helped to fill a desired housing typology, and have not created negative impacts to the surrounding neighbourhoods. It is expected the proposal will achieve similar results as it will have applicable design controls, a low-density residential building form, and integrated landscaping with the public realm.

### *Site Design*

To further reduce the appearance of building bulk and to de-emphasize the car, access is through a single vehicle ramp to a fully-underground parkade. Thus, there is no surface parking or resulting garages and no exposed basements or storage areas. Garbage, recycling and utility services are self-contained below grade.

To respond to the adjacent single family dwellings, the houses on the perimeter of the site face the street, while the interior units are clustered together and oriented to the south. This arrangement gives the project a complementary residential development pattern for the neighbourhood while concealing parking underground and increasing green space. The underground parkade has been designed around mature trees along the north property line and at the southwest corner of the site in order to preserve them. Pedestrian desire lines are reflected in the central walkway that connect to the adjacent streets.

### *Architecture*

The dwellings feature steep pitched main roofs with varying secondary shed and gable roofs to pay homage to the original Horseshoe Bay cottages. To reduce the appearance of height, the second floors are "buried" into the roof slopes and feature large overhangs. Varying and alternating unit sizes, shapes and elevations make each home unique. With the extensive use of glazing, corner windows, skylights to maximize natural light and high-quality exterior finishes including natural siding, shakes and stone, the homes will be West Coast. Precedent images of the proposed architectural design are shown in Figure 3.



Figure 3: Architectural design

Unit sizes range from approximately 1,065 to 1,620 square feet (plus basements) and the two and three bedroom layouts provide housing options in the neighbourhood. Main floor ceilings and vaulted upper storeys bring a spacious design to the homes and unfinished basement space provides residents with options for use. Lastly, each home will contain a feature area with reclaimed timber, pews, flooring and stained glass from the old church.

### **3. Landscape Design and Public Realm**

The overall landscape approach is to integrate the proposal within both its immediate natural environment and the surrounding residential community. Both the natural and built environments are integrated through thoughtful design, pedestrian connections and materials. The ground plane design responds to the street while the arrival sequence and the common outdoor amenity areas are integrated with public connections that flow to the adjacent streets, neighbourhood and the recreation network.

The public realm will have a slightly more ornamental character, taking cues from the surrounding community and will be completed with a new public sidewalk, street trees and street parking. While many of the existing trees on site will be impacted by the proposal trees will be retained where possible along the north property line and at the corner of Wellington Avenue and Rosebery Avenue.

Additionally, a magnolia tree located near the centre of the site will be transplanted to the parkette at the corner of Nelson Avenue and Rosebery Avenue. This area will feature a public resting space, including vibrant-coloured swings (Figure 4).

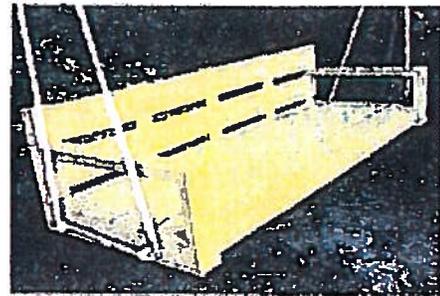


Figure 4: Proposed swings

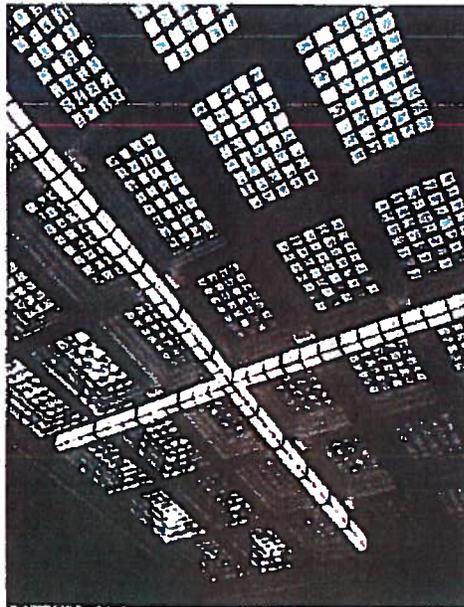


Figure 5: Proposed glass prism paving

Open gathering spaces have been provided for residents that offer connectivity to the neighbourhood. The primary gathering area is designed to encourage interaction with raised gardening boxes and a covered bar-be-que area. Glass prism paving (which brings light in to the underground parkade) and repurposed stained glass panels built into the custom railing on top of the parkade entrance along Rosebery Avenue give the area a unique character (Figure 5).

#### 4. Housing

Planning for and providing a variety of housing options contributes to healthy, complete communities. An objective of the OCP is to expand the missing middle (e.g. triplex, townhouse and mixed-use) options with an estimated 300 to 350 new units along the Marine Drive Transit Corridor.

The two primary OCP policies that guide the consideration of the proposal are:

- Policy 2.1.4: Increase the “missing middle” housing options with ground-oriented multi-family on appropriate sites along the Marine Drive Transit Corridor; and
- Policy 2.1.6: Prioritize community use and/or housing objectives when considering redevelopment proposals of institutional, public assembly or community use sites District-wide that provide an existing community or public use function (such as places of worship).

The proposal attempts to address the "missing middle" as the site is appropriately located on a transit line, is within close proximity to "neighbourhood hubs" including Gleneagles Ch'axay Elementary, Tantalus Park, the Gleneagles Community Centre and Horseshoe Bay Village, and offers a variety of unit sizes and styles.

With Unit sizes range from approximately 1,065 to 1,620 square feet, the proposal will deliver smaller units with a variety of floor plans that will appeal to those seeking an alternative to a traditional single family dwelling, with relative affordability.

#### **5. Development Implications**

When considering the proposal, implications associated with development options under current zoning should be acknowledged.

Under existing zoning, the site could be developed with three single family dwellings ranging from 2,050 to 2,650 square feet (plus basement and garage exemptions). A portion of the church site could be left vacant, essentially becoming private yard space for one of the dwellings. Alternatively the site could be developed with two single family dwellings and a 10,250 square foot, 45-foot high church with private residence and associated underground and surface parking. This would be approximately twice the size and height as the existing church building.

#### **6. Existing Community Spaces**

Public assembly and community use space within the surrounding area include the Gleneagles Community Centre and Gleneagles Clubhouse. These publicly-owned facilities are located within a kilometre of the site and offer a range of services, programming, community events and meeting spaces. The public, community groups and organizations are able to book a variety of spaces with competitive rental rates. Not-for-profit organizations (NPOs) are offered subsidized rates and one free room booking per month.

Usage of these public facilities vary. Access to the Seaview Room at the Community Centre can be less available as it is typically programmed whereas other rooms sit generally unused throughout the week and are sporadically booked with meetings, small gatherings or private rentals. At the Gleneagles Golf Course, the main meeting room is typically not rented out for short events or classes (e.g. 1 hour) as it is not efficient to heat the facility for a one-hour program, and often that use can be easily accommodated at the Community Centre.

Concern has been raised by the neighbourhood regarding the loss of the community space that was available at the old church building. As noted, despite the church attempting to supplement its revenue by adding income-producing uses at the site, it continued to experience financial loss for 30 years. The current owner had the venue listed online for public rentals. Over a four month period, it received five enquiries and zero bookings. The space was advertised at \$65 per hour for the entire gymnasium (including the kitchen and lounge area) and \$75 for the sanctuary. Comparable regular rates at the Community Centre are \$72 for the Seaview Room, \$87 for the gymnasium and \$43 for smaller rooms. In the end, the site has been not been used for public assembly on a regular basis for approximately two years.

The area is serviced by available community spaces at nearby publicly-owned facilities that offer competitive rates and discounts for non-profit organizations (e.g. community groups and religious organizations). The Community Centre and Clubhouse operate below capacity and have general availability. It has been demonstrated over time (i.e. when St. Monica's was operating at a loss for many years) that community space was not financially viable to operate at the privately-owned site.

#### **7. Public Information Meetings**

The applicant hosted two public information meetings on the proposal. The first meeting was held on October 24, 2018 as part of Council's Preliminary Development Proposal and Public Consultation Policy. The applicant hosted this initial meeting prior to submitting a formal proposal to obtain initial community feedback. Approximately 130 people attended the meeting.

After the applicant submitted a formal rezoning application to the District, a second public information meeting was held on the detailed plans and additional information was displayed, including visual models of what could be developed under existing zoning and one that incorporated non-revenue generating (i.e. free) public space. Approximately 90 people attended the meeting.

At both of the meetings, it was generally heard that the surrounding neighbourhood is opposed to the proposal and that they remain opposed to any development beyond that of single family dwellings and public assembly use, particularly at 6404 Wellington Avenue. Concerns continue to be focused on the threat to neighbourhood character, privacy for adjacent homes, traffic and loss of the public assembly use.

Although the public generally voiced opposition to the proposal at the meetings, comments of support were received. While local support is limited, broader community support has been indicated. Those that do support the proposal acknowledged that keeping the site for church purposes is not financially viable (for the owner or the community) and that the proposal could fulfil a needed housing form. Summary reports of both meetings that were produced by the applicant are available on file and are posted to the District website.

#### **8. Design Review Committee (DRC)**

The DRC considered the proposal at its March 11, 2019 meeting and recommended the applicant resubmit the proposal in order to clarify site context and provide other details about the project. The applicant responded by providing the requested information and the DRC reconsidered it at its April 11, 2019 meeting. The committee recommended support for the proposal, requesting that the applicant work with staff to resolve minor issues related to landscaping. The applicant revised the proposal in response and staff are satisfied with the adjustments.

#### **9. Transportation**

##### *Arrival Sequence and Access*

Residents and visitors arriving by vehicle would enter the site from Rosebery Avenue and park in the underground parkade and enter up into the units. Other arrival options include navigating through the site via the central pedestrian connections and courtyards to each unit.

##### *Traffic and Parking Study*

A traffic and parking study was commissioned by the applicant and reviewed District staff. The study concluded that the 14-unit project would have insignificant impacts relative to the adjacent road network traffic volumes and the existing permitted uses, and that the proposed parking for residents and visitors are sufficient to meet demand. Further, the proposal would create up to six new public street parking stalls on Rosebery Avenue and Wellington Avenue. These spaces would have parking restrictions (i.e. 3-hour limits with resident exemptions) in keeping with other street parking in the neighbourhood. No street parking is proposed on Nelson Avenue due to proximity of the round-a-bout. District staff are satisfied with the findings of the study.

### *Construction Parking Management*

During construction, effort would be made to minimize traffic impacts to the surrounding neighbourhood. The applicant has indicated that it would explore strategies to reduce disruptions, such as coordinating the delivery of significant construction materials to non-peak traffic hours (where possible), sourcing areas for construction worker parking, maintaining pedestrian access around the site during construction and coordinating with the District for any off-site vehicle staging or deliveries (e.g. temporary lane closures for construction purposes). Further, a Traffic Management Plan (TMP) would be required as part of the building permit and all construction must comply with the District's Noise Bylaw.

### **10. Sustainability and Accessibility**

The proposed development is aligned with Council's Sustainable Building Policy. It is proposed to comply with Step 3 of the BC Energy Step Code and all residential parking spaces, including visitor spaces, will include EV charging. Secure bicycle storage is easily accommodated within private storage lockers in the parkade. The site is within close proximity to transit and would incorporate upcycled elements from the church building, helping to divert waste from the landfill.

The proposal would contribute to other sustainability goals as new residents could become future customers for local businesses and would have easy access to nearby public facilities.

Accessibility is also considered as the larger homes will have lift-installation capability and feature 5-foot turning radii in the entrance and kitchens and with easy maneuverability in the main bathrooms. Flush thresholds onto the front patios are proposed and a main level flex room could be used as a bedroom to increase accessibility if needed by the homeowner.

### **11. Community Amenities**

New developments in the community where rezoning is proposed are expected to deliver community amenities related to the impacts of new development. The value of the amenity is typically proportional to the increased potential of land use under the proposal compared with existing zoning and development rights. District policy defines a broad range of appropriate amenities, including housing affordability and diversity, child care and community facilities and public spaces.

Voluntary Community Amenity Contributions (CACs) are offered in an attempt to address growth related impacts due to rezoning a site. They typically include either the provision of on-site amenities (if appropriate) or a cash contribution that can be put toward other public benefits. CAC offers take into consideration community needs, area deficiencies and the impact of the proposed development on District services.



District staff have reviewed the applicant's proforma, with confirmation by third party consultants, and conclude that there is no applicable CAC based on land lift. This is primarily due to the existing residential development rights when compared with the low density of the proposal and construction methods. Despite this, the applicant has offered a cash CAC of \$100,000. The CAC offered is considered in context of the low density housing proposed and its relative physical impacts to the surrounding neighbourhood. It is concluded that the CAC offered is appropriate and staff recommend that the offer be accepted.

It is proposed that the CAC be used toward:

- local park improvements;
- additional rate subsidization at local public facilities (i.e. Gleneagles Community Centre and/or Gleneagles Clubhouse) if possible; and/or
- advancing District projects and initiatives that advance the community amenity goals of the emerging Horseshoe Bay Local Area Plan.

Payment of the CAC is required prior to adoption of the rezoning bylaw. Approval of specific projects will be brought forward as part of the Capital Plan and budget process at Council's discretion.

## 12. Servicing

The District will analyze the on- and off-site servicing requirements in conjunction with system modelling (at the owners expense) to identify if any upgrades to District infrastructure will be required to service the proposed development. Should upgrades be necessary, the applicant will be required to enter into a Works and Services Agreement with the District prior to the adoption of the rezoning to ensure that it is adequately serviced and does not place burden on existing utility infrastructure.

All servicing costs associated with the development are the responsibility of the developer. Servicing costs are in addition to any CACs and Development Cost Charges (DCCs). DCCs are payable at the time of building permitting.

## 7.0 Implementing the Project

### 7.1 Consideration of Bylaws and the Development Permit

Section 475 of the *Local Government Act* requires that one or more opportunities be provided for appropriate consultation with persons, organizations and authorities Council considers will be affected by an OCP amendment.

The *Local Government Act* requires that after first reading and before a public hearing of an OCP amendment, Council must consider it in conjunction with its financial plan and any applicable waste management plan. The financial plan is both the long term capital plan and operating budget for the District. The proposal would provide growth related contributions and increase property tax revenue. If approved, amenity contributions will be reconciled with the District's financial plan. The proposed OCP amendment has been considered in conjunction with the Regional Waste Management Plan and is consistent with the plan.

## 7.2 Public Engagement and Outreach

### *Public Information Meetings*

Community consultation regarding the proposal has included two information meetings as described in this report. Should the proposal advance, the applicant will be required to advertise and conduct a third information meeting prior to the public hearing.

### *Signage*

The applicant installed an information sign on the site in advance of hosting public information meetings. Should the proposal advance, the applicant will be required to install a development information sign with particulars about the third public information meeting and public hearing.

### *Public Hearing and Notification*

A public hearing must be held to consider the proposed bylaws. The recommendation herein projects the public hearing to be held in Council chamber on July 15, 2019. Notice of the public hearing and consideration of the development permit will be given in accordance with District procedures.

### *Website*

In alignment with current practise, a description of the proposal, applicable dates and architectural drawings were placed on the District website and is updated.

## 7.3 Conditions Precedent to Adoption

Prior to adoption of the bylaws and approval of the development permit, the following requirements must be met:

- Completion of appropriate servicing modelling with the details of any servicing works to be included within a Works and Services Agreement (if required);
- Payment of the voluntary community amenity contribution; and
- Ministry approval on the proposed rezoning bylaw.

#### 7.4 Other Communication, Consultation and Research

Planning staff has consulted with District staff from various departments including: Engineering, Land Development, Parks and Community Services; and Permits and Inspections. The applicant has worked to address each departments noted comments and is satisfied with the proposal, subject to further detailed review during the building permit phase, should the proposal be approved.

### 8.0 Options

#### 8.1 Recommended Option

Council give first reading to the proposed bylaws and set a date for a public hearing and a concurrent public meeting.

#### 8.2 Considered Options

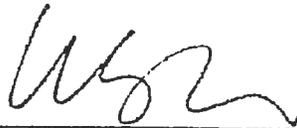
- a) give first reading to the proposed bylaws and set an alternative date (to be specified) for a public hearing and concurrent public meeting; or
- b) defer consideration of the proposal pending the receipt of additional information (to be specified) to assist in the consideration of the application; or
- c) reject the application.

### 9.0 Conclusion

Staff assessment of this rezoning application has concluded that the proposal is appropriate and supportable. The proposal will deliver a desired form of housing in the community that will help to address the "missing middle" as well as contribute to the public realm through new sidewalks, landscaping and pedestrian connections.

Staff recommends that the application be scheduled for a public hearing and concurrent public meeting, together with the development package including the proposed amending bylaws and development permit.

Author:



Lisa Berg, Senior Community Planner

Concurrence

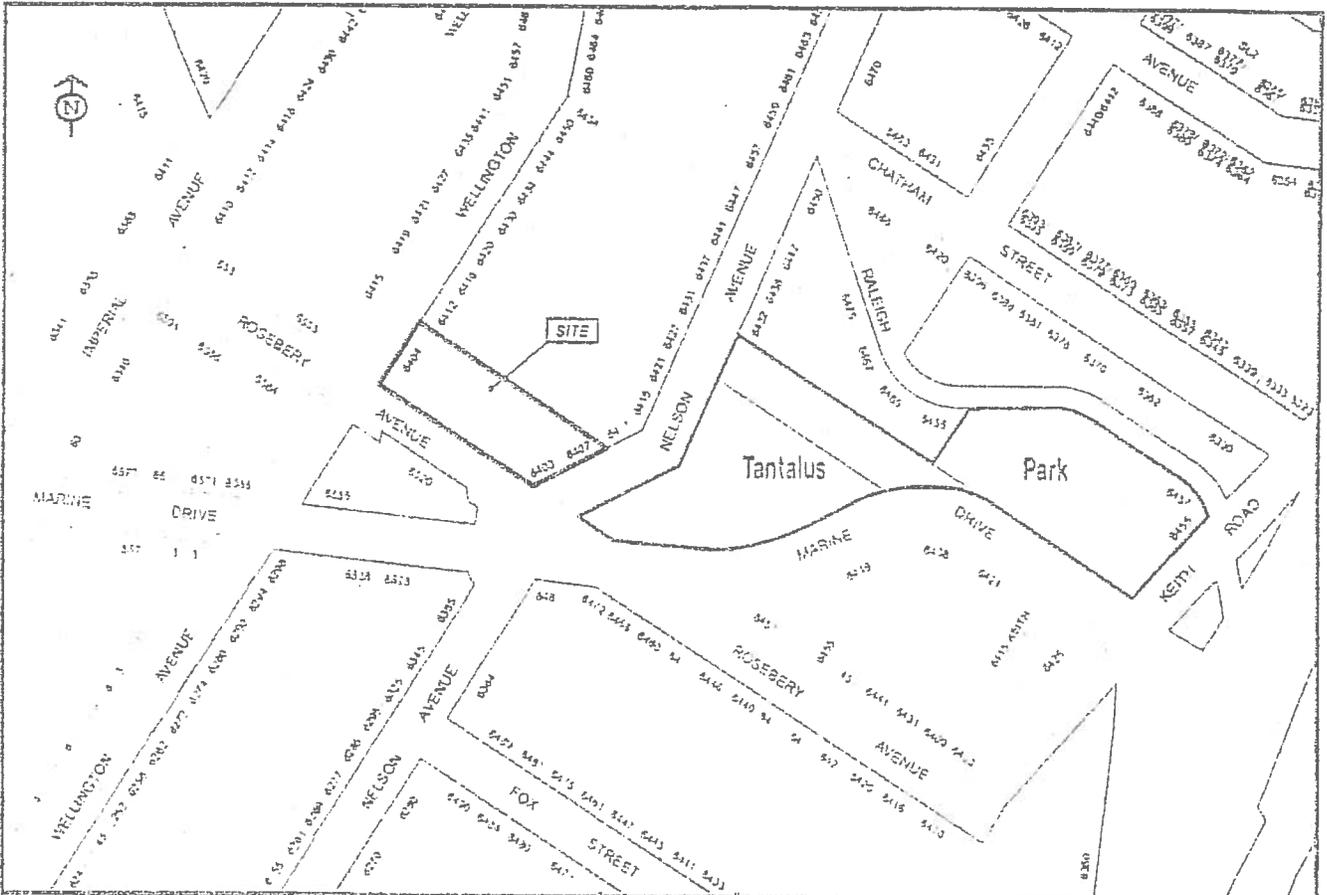


Michelle McGuire, Manager of Current Planning and Urban Design

**Appendices:**

- A. Context Map
- B. Project Profile
- C. Official Community Plan Bylaw No. 4968, 2018, Amendment Bylaw No. 5011, 2019
- D. Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5012, 2019
- E. Development Permit No. 19-001

# APPENDIX A - CONTEXT MAP



west vancouver	CONTEXT PLAN		DATE	REV
	TITLE 6404 Wellington Ave. and 6407 & 6403 Nelson Ave.		Mar.26/19	0
			FILE	19-001

**This page intentionally left blank**



**This page intentionally left blank**



## APPENDIX B – PROJECT PROFILE

<b>Project:</b>	<b>TANTALUS GARDENS</b>
<b>Application:</b>	Development Permit No. 19-001
<b>Applicant/Owner:</b>	QUMA Properties Inc.
<b>Architect:</b>	C. Moorhead Architectura
<b>Landscape Architect:</b>	Forma Design
<b>Site Addresses &amp; Legal:</b>	
Address:	6404 Wellington Avenue (2 lots)
Legal Description:	LOT 18 & 19 BLK 41 DL 430 PLAN 2103
PID:	014-047-390 & 014-047-420
Address:	6403 Nelson Avenue
Legal Description:	LOT 20 BLK 41 DL 430 PLAN 2103
PID:	014-047-446
Address:	6407 Nelson Avenue
Legal Description:	LOT 21 BLK 41 DL 430 PLAN 2103
PID:	014-047-489
<b>OCP Policy:</b>	2.1.4 (missing middle) & 2.1.6 (institutional/public assembly)
<b>Zoning:</b>	RS4 & PA2
<b>Heritage Register</b>	No
<b>Previously Before Council:</b>	Not previously before Council
<b>Summary:</b>	14 single family and duplex dwelling units

	BYLAW PA2	BYLAW RS4	PROPOSED <sup>2</sup>	COMMENTS/NOTES
<b>Site Area</b>	existing	existing	2,628 sq m	4 lot consolidation
<b>Site Coverage</b>	40%	30%	33%	
<b>Floor Area Ratio</b>	n/a	0.35	0.65	
<b>Unit FA &amp; Units</b>				
• SFD FA			1,065 sq ft to 1,620 sq ft	each
○ Units			6	
• Duplex FA			1,198 sq ft to 1,517 sq ft	each
○ Units			8	
<b>Total Units:</b>			14	
<b>Setbacks:</b>				
Front	9.1 m	9.1 m	1.3 m (south)	
Rear	9.1 m	9.1 m	3.0 m (north)	
Side	6 m	1.52 m	4.8 m (east)	
Side	6 m	1.52 m	4.5 m (west)	
Combined Side	25% width	20% width		
<b>Building Height</b>	13.7 m	7.62 m	7.62 m	
<b>Highest Bldg Face</b>		6.7 m		
<b>No. of Storeys</b>	2 + bsmt	2 + bsmt	2 + bsmt	
<b>Parking:</b>				
• Public assembly	1/4.5 m of pews or 1/9.5 sq m + 1.25/class			
• Residential	1	1	1.5/unit	21 total
• Visitor			10%	2 designated for visitor

<sup>2</sup>Net Area (less exempted area)

<sup>2</sup> Source: Information provided by applicant

**This page intentionally left blank**



**This page intentionally left blank**

