

<u>COUNCIL AGENDA</u>	
Date: <u>June 8, 2020</u>	Item: <u>5</u>



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

5.

## COUNCIL REPORT

Date:	May 22, 2020
From:	Erik Wilhelm, Senior Community Planner
Subject:	OCP Amendment and Rezoning – 2195 Gordon Avenue
File:	1010-20-19-112

### 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 22, 2020, 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. 5057, 2020" be read a first time.

### RECOMMENDATION

THAT proposed "Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5068, 2020" be read a first time.

### RECOMMENDATION

THAT proposed "Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5057, 2020" has been considered in conjunction with the District's "Five-Year Financial Plan 2019–2023" and Metro Vancouver's "Integrated Solid Waste and Resource Management Plan".

### RECOMMENDATION

THAT proposed "Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5068, 2020" and "Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5057, 2020" be presented at a public hearing scheduled for July 14, 2020 at 6:00 p.m. in the Municipal Hall Council Chamber, and that statutory notice be given of the scheduled public hearing.

### 1.0 Purpose

To present proposed zoning and Official Community Plan (OCP) amendments for 2195 Gordon Avenue. The proposed zoning and development permit guidelines would allow for a mid-rise multi-family development including non-market rental housing and an adult day services facility on this District-owned site.

## 2.0 Legislation/Bylaw/Policy

### *Local Government Act*

The *Local Government Act* requires that a public hearing be held on the proposed rezoning bylaw and OCP amendment.

### *Zoning Bylaw*

The site is currently zoned Comprehensive Development Zone 5 (CD5). The CD5 zone also encompasses the neighbouring sites to the east. The proposed zoning amendments include rezoning the site to a new Comprehensive Development Zone 61 (CD61) (**Appendix A**) and amending the existing CD5 zone to exclude the site.

## 3.0 Official Community Plan (OCP)

The Official Community Plan (OCP) provides direction to strengthen District centres and corridors by increasing housing diversity, supporting local economic vitality, and meeting environmental objectives by directing sustainable development close to transit, shops, services, employment and amenities. As shown in Figure 1, the subject site is located within the Ambleside Town Centre Local Area Plan (LAP) Boundary. The OCP envisions completion of a local area plan for this area that may create capacity for approximately 1,000 - 1,200 new residential units.



Figure 1 - Ambleside Town Centre Local Area Planning Boundary

Policy 2.1.15 allows consideration of development proposals within the LAP boundary prior to the adoption of a plan by:

- Applying relevant District-wide policies contained in this plan and any existing area specific policies and guidelines; and
- Requiring the proposal's contribution to rental, non-market or

supportive housing, or its ability to advance the public interest or provide other community benefits as determined by Council.

The District has one of the lowest rental vacancy rates in the region and the OCP contains a range of policies that encourage the delivery of rental housing with around 20% of all new development anticipated to be rental (i.e. approximately 1000 net new rental units by 2041). Policy 2.1.17 supports securing new purpose-built market and non-market rental, seniors and supportive housing units in appropriate locations close to transit and amenities. As well, policy 2.1.21 supports use of surplus District-owned lands to increase the availability of more diverse and affordable housing.

With the proposal's significant contribution to non-market rental housing the application is consistent with the OCP to proceed in advance of the Ambleside Local Area Plan and to deliver non-market rental housing on a District-owned site in a location close to transit, shopping and services.

## **4.0 Background**

### **4.1 Previous Decisions**

In 2014, the District of West Vancouver acquired the site at 2195 Gordon Avenue previously occupied by Vancouver Coastal Health. In 2018, Council directed staff to proceed with public consultation on possible options for developing the site with the intent to address housing affordability and balance revenue needs for other District projects.

Following a robust initial public consultation process in 2019 (summarized in **Appendix C**), Council unanimously passed a resolution authorizing staff to proceed with a rezoning application with the following main parameters:

- a three-building configuration similar to the proposed Option A but with two 6 storey buildings, and 8 storeys (with the eighth storey set back) on the southern-most building;
- Floor Area Ratio of approximately 2.8;
- 217 units total comprised of 167 units below-market rental (77%), and 50 units strata condominium (23%);
- rents at an average of 70% of market rent for comparable new units in West Vancouver targeted towards moderate-income people, including workers and families in West Vancouver;
- Adult Day Centre of 3,000 sq. ft. with 1,000 sq. ft. outdoor space on the ground floor of one of the rental buildings (subject to confirmation that the District will not be responsible for any capital and operating costs);
- a variety of unit sizes: studio; one-bedroom; two-bedroom; and three-bedroom (with the precise mix to be determined); and
- approximate revenue objective of \$26,000,000.



The 2019 resolution also directed staff to report back to Council with the following information: updated estimates for property value; information to determine the demand for the non-market rental housing; draft guidelines for allocating the non-market rental housing; and the results of market sounding with the development industry. That information has been provided by Corporate Services staff and is contained in **Appendix D**.

## 5.0 Analysis

### 5.1 Discussion

#### *Site and Context*

The subject site is 1.76 acres in size and is generally flat with a variety of surrounding land uses (Figure 2):

- North: Pauline Johnson Elementary School (Playfield)
- East: Kiwanis Senior Housing (5 and 3 storeys)
- South: West Vancouver Community Centre (Ice Arena)
- West: Single Family Dwellings and St. Stephen's Church

The site is currently zoned Comprehensive Development Zone 5 (CD5) which permits a maximum FAR of 1.5 on the site. This CD5 zoning is shared with the two adjacent seniors housing sites operated by Kiwanis North Shore Housing Society.



Figure 2 – Site and Context (Note that all structures on site have been demolished)

### *Proposal*

The proposed zoning amendments (**Appendix A**) would rezone the site to Comprehensive Development Zone 61 (CD61) and amend the existing Comprehensive Development Zone 5 (CD5) currently applicable to the site. Technically this is a rezoning of the two adjacent Kiwanis-owned sites also. However, there are no changes of substance to the zoning of the two Kiwanis sites as their permitted use, floor area ratio, and other zoning parameters remain unchanged.

The Official Community Plan (OCP) amendment (**Appendix B**) would place the site in a new development permit area with site specific form and character guidelines and remove the site from its current development permit area.

The new CD61 zoning will work in conjunction with the new development permit guidelines to regulate the use, form and character of future development on the site. A subsequent development permit application for the site will be required to be considered by staff and Council to control the form and character of development, prior to any development on the site.

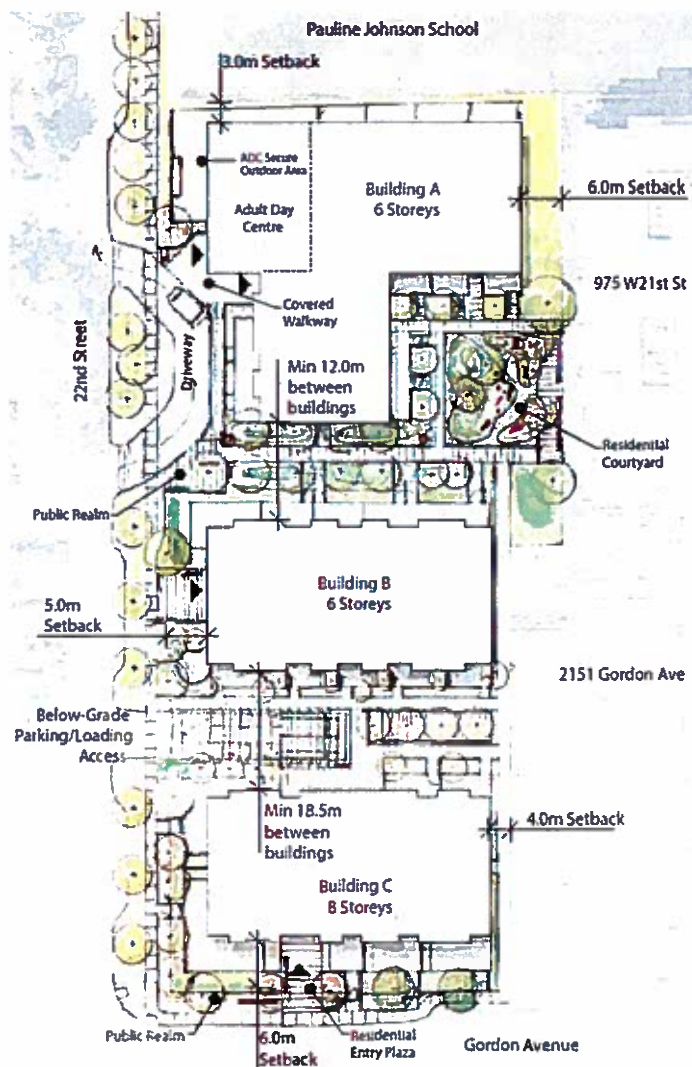
The proposed zoning and OCP amendments would allow for the following on site:

- A maximum floor area ratio (FAR) of 2.8;
- A maximum of three buildings (2 at 6 storeys and 1 at 8 storeys);
- Rental tenure zoning for the northern portion of the site;
- A parkade entrance along 22nd Street; and
- An adult day centre (approximately 3,000 sq. ft. with 1,000 sq. ft. of outdoor space).

The development permit design guidelines include a conceptual site plan (Figure 3) to convey the general intent of the guidelines.

### *Housing Affordability*

The majority of the site, within "Area A" of CD61 (**Appendix A**), limits residential tenure to rental housing only (Buildings A and B, Figure 3). Specific requirements regarding the number of non-market rental units and the affordability of rental rates (currently targeted at 70% of current market rent) will be included and controlled within a long-term lease or sale and purchase agreement and a housing agreement, all of which would need to be considered and approved by Council. The non-market rental requirements will be considered at a later date by Council and would form part of the procurement / "request for proposals" process to select a developer and/or non-profit organization to construct and operate the rental component.



### Figure 3 – Conceptual Site Plan

## Design Guidelines

The initial draft design guidelines were created by the District's consultant HCMA Architecture and were reviewed by staff and the Design Review Committee (DRC). The proposed guidelines included in **Appendix B** have been revised by staff and include the following primary sections:

- **Context and Character** - Design buildings to have their own stand-alone character that relate to one another through a common architectural expression.
- **Building Siting and Design** - Buildings to be located generally as illustrated in Figure 3 with a consistent street wall, uppermost storeys setback to reduce building massing and ample setbacks between buildings.
- **Building Materials** - Quality materials that are appropriate to the building face orientation for sun, wind, noise and view.



- Adult Day Centre – Provide a separate prominent entrance with a drop off/pick-up area along with separate and secure outdoor amenity area.
- Rooftops - Rooftop patios and amenity areas are encouraged.
- Sustainable Building Design - All buildings must meet or exceed requirements of the Sustainable Buildings Policy.
- Landscape Design - Provide well-designed outdoor spaces that are livable, accessible and functional. Native, adaptive and drought tolerant plants should be used.
- Circulation and Parking - Parking access should be consolidated within a single shared ramp to underground parking to reduce potential impacts to both vehicle and pedestrian traffic. Areas for loading and garbage and recycling storage must be appropriately screened.

The design guidelines include the following images (Figures 4 and 5) to convey the general intent of the guidelines but do not represent final building designs.



Figure 4: Artistic Rendering Looking South - Potential Illustrative Examples



Figure 5: Artistic Rendering Looking North - Potential Illustrative Examples

### *Design Review Committee (DRC)*

The DRC reviewed the proposed design guidelines on January 22, 2020. The DRC supported the guidelines subject to further review of the following items by staff:

- consider a cover for the exposed open ramp into the underground parking to mitigate acoustic and visual impact;
- allow developers room to experiment with the footprint and height in the flexibility of the guidelines;
- encourage the use of common areas as opposed to the private spaces on the ground level; and
- take the opportunity to show leadership in promoting sustainability and livability.

HCMA Architecture revised the guidelines to improve and clarify directions in response to DRC comments. Given previous public consultation and Council direction, flexibility in building height is not recommended.

### *Parking and Transportation*

District staff commissioned a Transportation Impact Assessment (TIA) to review transportation and parking implications for the proposed development. Utilizing the findings of the TIA in conjunction with recent climate emergency zoning bylaw changes, parking requirements have been incorporated into the proposed CD61 zoning as follows:

- **Adult Day Centre** - A minimum of 1 parking space for every employee on shift at any one time to a maximum of 6.
- **Residential** (Area A – Rental) – A minimum of 0.9 parking spaces for each dwelling.
- **Residential** (Area B – Strata) - A minimum of 1 parking space for each dwelling, or 1 parking space for every 84 square metres of gross floor area, whichever is less.

The strata residential parking rates above reflect recent zoning bylaw changes within the Residential Multiple zones adopted to recognize the climate emergency and reduce reliance on cars. The rental rates reflect the findings of the TIA commissioned for the site. Section 140 of the Zoning Bylaw regulates all other aspects of parking (e.g. electric vehicle, bicycle parking etc.) which was also amended as part of the recent climate emergency parking changes.

Although a final site and building design has not been completed, the TIA contemplates the site being developed with approximately 217 residential units and an adult day centre. Figure 6 identifies the forecasted vehicle trips per hour from the site.



Figure 6 - Peak Hour Volumes (Automobile Trips)			
	In	Out	Total
AM Peak	37	75	112 <sup>1</sup>
PM Peak	73	57	130

Staff have reviewed the TIA and are satisfied with the findings. Once a developer is selected for the site an updated TIA would be required to be submitted with a development permit application to reflect the specific number of units proposed. The updated TIA may necessitate localized improvements to improve traffic flow in the area. Of note, the current TIA recommends that the District continue to review traffic movements at 21st Street and Gordon Avenue.

## 5.2 Sustainability

As supported by the OCP, density should be located close to amenities, transit and other supportive shops and services. The location of the site will allow less reliance on vehicles, support transit use and encourage non-vehicle trips within a convenient and flat area.

The design guidelines applicable to the site requires all development to comply with the District's Sustainable Buildings Policy. Therefore, all new buildings should comply with the Low-carbon Energy System pathway and should achieve the step higher than that required by the BC Energy Step Code required by the updated Building Bylaw No. 4400, 2004. The buildings will also be required to include electric vehicle charging capabilities in compliance with the Building Bylaw and provide at least 1.5 secure bicycle parking spaces per unit.

## 6.0 Implementing the Project

### 6.1 Public Engagement and Outreach

#### *February to April 2019 - Initial Public Consultation*

A robust initial public consultation process to explore options for the site took place from February to April 2019. Three public meetings were held with written and online feedback garnered from the public, along with 18 stakeholder and resident meetings, 13 pop-up information sessions, over 330 survey responses, and staff met or spoke with over 750 people in total (summary in **Appendix C**).

<sup>1</sup> For example, the morning peak hour volumes are equivalent to an average of approximately 1 vehicle movement every 30 seconds.

*November 2019 - Pre-Application Public Information Meeting*

Prior to submitting the rezoning and OCP application, the District held a Pre-Application Public Information Meeting on November 21, 2019.

*February 2020 – Public Information Meeting*

Subsequent to submitting the rezoning and OCP amendment application, the District held a Public Information Meeting on Tuesday, February 18, 2020, to provide information on the District's application.

*Proposed Development Information Meeting*

Staff have considered the implications of the Covid-19 pandemic, and developed an enhanced three-pronged public consultation approach (should the proposal advance):

1. Engagement by phone and email;
2. Engagement by online comment form; and
3. Proposed Development Information Meeting.

Rather than only holding a single one-day meeting, District staff will make themselves available by phone and email to provide information on a one-on-one basis to replicate the experience at a typical Development Information Meeting. Staff will also provide an online comment form available for ten working days.

All materials, including information boards and comment forms will be available on the project website for 2195 Gordon Avenue, <https://www.westvancouverite.ca/gordon>. The on-line, phone and email consultation will take place over a period of 10 working days. During this time, Staff will be available to:

- respond to phone calls and to arrange for appointment times for phone calls;
- respond to emails; and
- mail out materials, including the meeting information boards and comment forms, as requested.

The comment form will be available on-line during this period and respondents will be able to complete the survey on-line or return it to staff.

While a meeting is required to be held, due to Covid-19, it is strongly encouraged that the public contact staff primarily by phone or email, or complete the on-line comment form, wherever possible. Staff will be available to provide information and answer any questions the public may have. In compliance with Development Procedures Bylaw No. 4940, 2017, should the proposal advance, a Proposed Development Information Meeting is tentatively scheduled for June 24, 2020 and will take place at the West Vancouver Ice Arena at 786 22nd Street. The Ice Arena was determined to be an appropriate venue to comply with Covid-19 restrictions because the space is large and open.

Staff will be in attendance to provide information and respond to questions. The event and set-up will comply with all Orders by the Provincial Health Officer, including physical distancing requirements with no more than 50 persons in attendance at any one time. The meeting on June 24, 2020 will be held between 4-7pm. In order to manage compliance with the Orders of the Provincial Health Officer, attendees must RVSP in advance for one of three time slots: 4-5pm, 5-6pm or 6-7pm.

#### *Signage*

Two development information signs have been installed on the property (one on 22nd Street and one on Gordon Avenue). Should the proposal advance, the signs will be updated with particulars about the required public hearing.

#### *Public Hearing Notification*

In compliance with the Development Procedures Bylaw No. 4940, 2017, the proposed rezoning and OCP amendments are subject to a public hearing. Notice of the public hearing will be given in accordance with District procedures.

#### *Website*

In alignment with current practise, a description of the proposal has been placed on the District website ([www.westvancouverite.ca/gordon](http://www.westvancouverite.ca/gordon)). Should the proposal advance, applicable dates to inform the public will be updated on the District website.

### 6.2 Condition Precedent to Adoption

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.

Section 477 of the *Local Government Act* also requires that after first reading of an OCP amendment, Council must consider the amendment 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, development contributions will be reconciled with the District's financial plan. The proposed OCP amendment has been considered and is consistent with the District's financial plan and the Regional Waste Management Plan.

## **7.0 Financial Implications**

### **7.1 Development Cost Charges (DCCs)**

At the building permit stage, a prospective developer would be required to provide applicable DCCs as per the "Development Cost Charge Bylaw No. 3801, 1993.

### **7.2 Infrastructure Upgrades**

The Land Development Department confirmed that development of the site will require a number of infrastructure upgrades. Upgraded water and sanitary mains are required in the immediate area surrounding the site and roadway improvements will be needed. Roadway improvements include provision/replacement of street paving, potential parking pockets, curb and gutter, boulevard and street trees and sidewalks adjacent to the site. The design and construction of all infrastructure will be delivered by the developer for the site once selected.

## **8.0 Options**

### **8.1 Recommended Option**

It is recommended that Council give first reading to the proposed zoning and OCP amendment bylaws and set a date for a public hearing.

### **8.2 Considered Options**

Council may:

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



## 9.0 Conclusion

Staff assessment of this application has concluded that the proposal is appropriate and supportable. The application is set to deliver a diverse mix of housing including strata and non-market rental units along with an adult day centre.

The proposed rezoning and OCP amendments meets the general intent of the OCP to allow more residents to live in centres and corridors in locations that are close to shops, services, transit and amenities. Future redevelopment of the site will provide a positive contribution to the local area adjacent to the community centre.

Staff recommends that the proposed bylaws be given first reading and a date for a public hearing be scheduled.

Author:



Erik Wilhelm, Senior Community Planner

Concurrence



Michelle McGuire, Manager of Current Planning and Urban Design

### Appendices:

- A. Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5068, 2020
- B. Official Community Plan No. 4985, 2018, Amendment Bylaw No. 5057, 2020
- C. Summary of District of West Vancouver's Initial Public Consultation
- D. Information from staff in Corporate Services division in response to 2019 Council Resolution

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District of West Vancouver

## APPENDIX A

### **Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5068, 2020 (22nd Street and Gordon Avenue)**

Effective Date:

# **Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5068, 2020**

## **Table of Contents**

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	Schedule C - Amendment to Zoning Bylaw No. 4662, 2010, Schedule A, Section 852, Schedule 2, Zoning Map 10	



## District of West Vancouver

**Zoning Bylaw No. 4662, 2010,  
Amendment Bylaw No. 5068, 2020**

A bylaw to rezone the site at 22nd Street and Gordon Avenue from CD5 to CD61

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, 4861, 4873, 4866, 4895, 4839, 4898, 4927, 4944, 4905, 4974, 4967, 4982, 4962, 4928, 4992, 5001, 5021, 5024, 5009, 4938, 5044, 5055 and 5051.

WHEREAS the Council of The Corporation of the District of West Vancouver deems it expedient to provide for an amendment of the Zoning Bylaw pertaining to 22nd Street and Gordon 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 Zoning Bylaw No. 4662, 2010, Amendment Bylaw No. 5068, 2020.

**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 Zoning Bylaw Amendments**

- 3.1 Zoning Bylaw No. 4662, 2010, Schedule A, Section 110 (Definitions) is hereby amended by adding the following definition in alphabetic sequence:

<b><i>Adult day services facility</i></b>	means a facility that assists seniors and adults with disabilities by providing supportive group programs, personal assistance, health care and therapeutic services and recreational activities in the community.	
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- 3.2 Zoning Bylaw No. 4662, 2010, Schedule A, Section 110 (Definitions) is hereby amended by adding the following definition in alphabetic sequence:

<b><i>Porte cochère</i></b>	means a roofed structure extending from the entrance of a building up to or over an adjacent driveway and sheltering those getting in or out of vehicles.	
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- 3.3 Zoning Bylaw No. 4662, 2010, Schedule A, Section 110 (Definitions) is hereby amended by adding the following definition in alphabetic sequence:

<b><i>Residential rental tenure</i></b>	means occupied by one or more tenants pursuant to a tenancy agreement, and not occupied by an owner of the dwelling unit.	
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- 3.4 Zoning Bylaw No. 4662, 2010, Schedule A, Section 600 (Comprehensive Development Zones) is hereby amended by adding Section 661 as the CD61 Comprehensive Development Zone 61 (22nd Street and Gordon Avenue), as set out in Schedule A to this bylaw.
- 3.5 CD5 (Comprehensive Development Zone 5 - 959 21st Street) is deleted in its entirety and replaced by the revised CD5 (Comprehensive Development Zone 5 - 959 21st Street), as set out in Schedule B to this bylaw.
- 3.6 The Lands shown shaded on the map in Schedule C to this bylaw are rezoned from CD5 (Comprehensive Development Zone 5 - 959 21st Street) to CD61 - Comprehensive Development Zone 61 (22nd Street and Gordon Avenue).

## Part 4 Amends Table of Contents

- 4.1 Zoning Bylaw No. 4662, 2010, Schedule A, Section 100 Table of Contents is amended by inserting "661 CD61 Comprehensive Development Zone 61 (22nd Street and Gordon Avenue) 600 – 179" in numeric sequence.

## Part 5 Amends Zoning Maps

- 5.1 Zoning Bylaw No. 4662, 2010, Schedule A, Section 852, Schedule 2, Zoning Map 10, is hereby amended by changing the zoning of the shaded lands as shown on Schedule C:

From: CD5 (Comprehensive Development Zone 5 - 959 21st Street)

To: CD61 (Comprehensive Development Zone 61 – 22nd Street and Gordon Avenue)

## Schedules

Schedule A: CD61 - Comprehensive Development Zone 61 (22nd Street and Gordon Avenue)

Schedule B: Revised Comprehensive Development Zone 5 (959 21st Street) (CD5)

Schedule C: Amendment to Zoning Bylaw No. 4662, 2010, Schedule A, Section 852, Schedule 2, Zoning Map 10

READ A FIRST TIME on

PUBLIC HEARING HELD on

READ A SECOND TIME on

READ A THIRD TIME on

ADOPTED by the Council on

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Mayor

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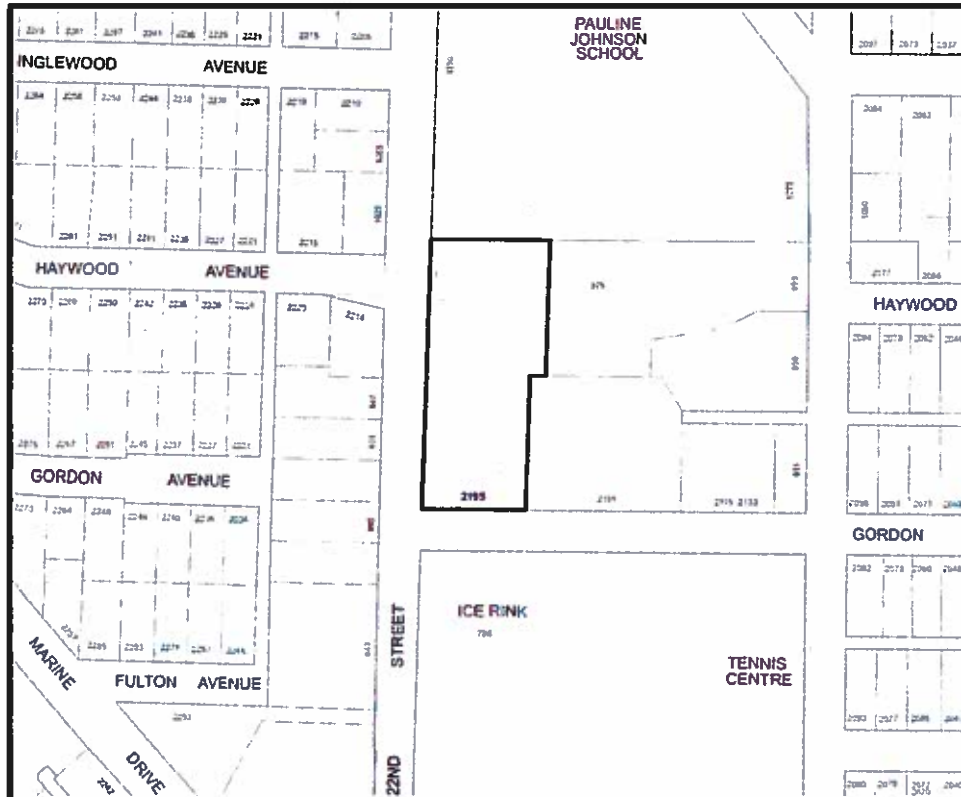
Corporate Officer

## Schedule A – CD61 - Comprehensive Development Zone 61 (22nd Street and Gordon Avenue)

### 661 CD61 (22nd Street and Gordon Avenue)

#### 661.01 Map

Lands zoned CD61 are shaded on the map below:



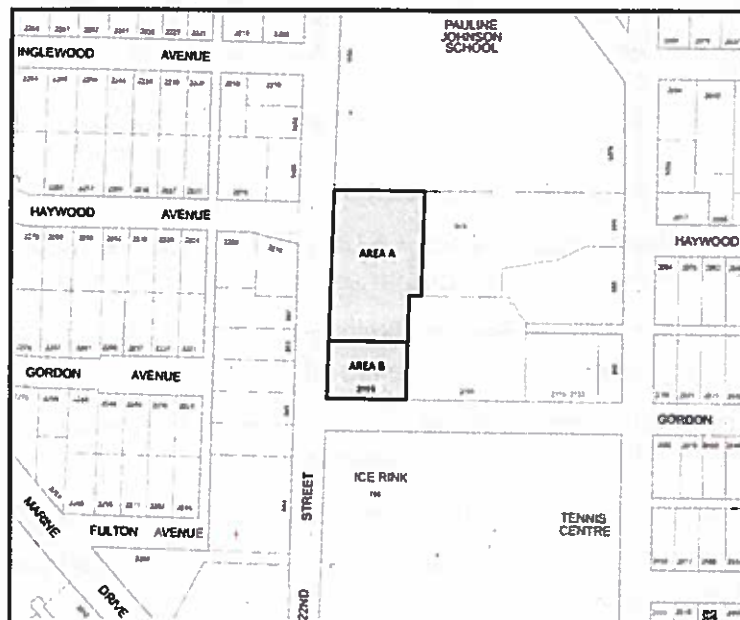
#### 661.02 Permitted Uses

- i. Accessory buildings and uses
- ii. Adult day services facility
- iii. Apartment buildings
- iv. Home based business
- v. Supportive housing use



**661.03 Conditions of Use**

- (1) Residential tenure is limited to residential rental tenure within Area A seen below:



- (2) Supportive housing use is prohibited in Area A seen above.
- (3) The site is limited to a maximum of three (3) apartment buildings.
- (4) The adult day services facility is limited to the first storey and to be located within the northernmost building within Area A.
- (5) Only one porte cochère is permitted and it is limited to the northernmost building and must provide access for both residential and adult day services facility users.
- (6) The adult day services facility must include an outdoor amenity area that functions separately from other residential outdoor areas.

**661.04 Floor Area Ratio (FAR)**

- (1) Total: maximum permitted FAR is 2.8.
- (2) For the purposes of calculating FAR, the site is 7,115 square metres
- (3) The total floor area within Area B shall not exceed 7,200 square metres.
- (4) Notwithstanding Section 120.21 (2) (c), enclosed balconies shall be included in the FAR calculation.

- (5) An entrance lobby for an adult day services facility is excluded from the FAR calculation.

#### **661.05 Setbacks**

- (1) The following minimum setbacks shall apply:
- |                                 |            |
|---------------------------------|------------|
| North Lot Line:                 | 3.0 metres |
| South Lot Line (Gordon Avenue): | 6.0 metres |
| East Lot Line:                  | 4.0 metres |
| West Lot Line (22nd Street):    | 5.0 metres |
- (2) Notwithstanding Section 661.05 (1), the East Lot Line setback for the northernmost building must be at least 6 metres.
- (3) Notwithstanding Section 661.05 (1), the West Lot Line (22nd Street) setback shall not exceed 12 metres.
- (4) For clarity, setbacks are measured from the nearest dimension of the building face to the property line.
- (5) A porte cochère shall be excluded from setback calculations.
- (6) Roof eaves and canopies may project into the setbacks identified in Section 661.05 (1).
- (7) Except the East Lot Line, unenclosed balconies may project, to a maximum of 1.5 metres, into the setbacks identified in Section 661.05 (1).

#### **661.06 Building Height**

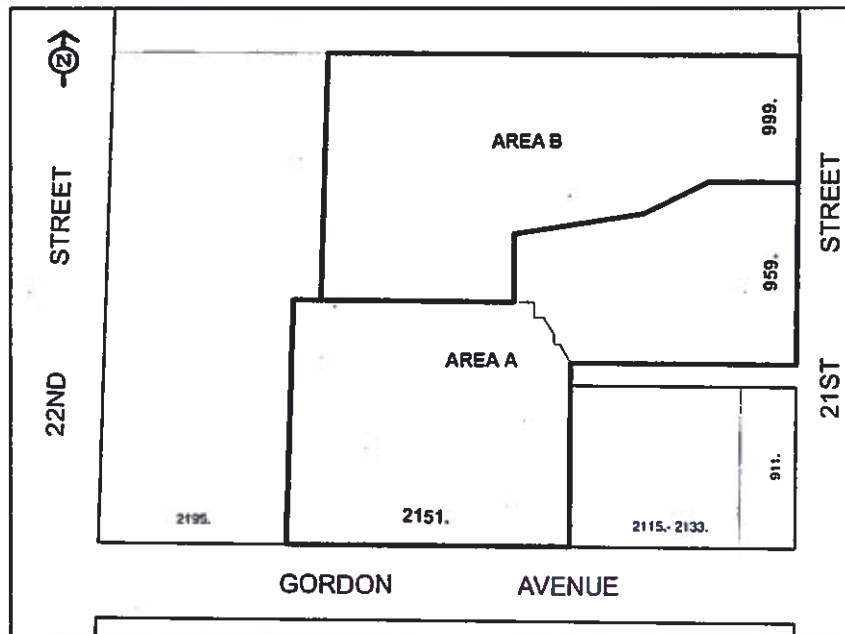
- (1) Apartment building height in Area B is limited to a maximum height of 28.5 metres.
- (2) All other apartment buildings are limited to a maximum height of 18.9 metres.
- (3) Notwithstanding Section 120.19 (2) (a), the height measurement shall not include rooftop deck railings.
- (4) Notwithstanding Section 120.19 (5) (c), the height measurement shall not include elevator and other mechanical equipment or enclosed rooftop stairway landings.

#### **661.07 Maximum Number of Storeys**

- (1) Apartment building in Area B: maximum 8 storeys
- (2) All other apartment buildings: maximum 6 storeys

**661.08 Off-Street Parking**

- 1) Adult day services facility
  - a. A minimum of 1 parking space for every employee on shift at any one time to a maximum of 6.
- 2) Supportive housing use
  - a. A minimum of the lesser of:
    - i. 1 parking space for each unit, or
    - ii. 1 parking space for every 84 square metres of gross floor area.
- 3) Residential within Area A
  - a. A minimum of 0.9 parking spaces for each dwelling.
- 4) Residential within Area B
  - a. A minimum of the lesser of:
    - i. 1 parking space for each dwelling, or
    - ii. 1 parking space for every 84 square metres of gross floor area.

**Schedule B – Revised Comprehensive Development Zone 5 (959 21st Street) (CD5)****605 - CD5 – (959 21<sup>st</sup> Street)****SECTION REGULATION****605.01 Map****605.02 Permitted Uses****(1) Area A:**

- (a) apartment buildings for the provision of senior citizens' low rental housing under the auspices, supervision and control of a duly incorporated non-profit society
- (b) assisted living and community care facility as part of a senior citizens' housing use
- (c) home based business

**(2) Area B:**

- (a) apartment buildings for the provision of senior citizens' low rental housing under the auspices, supervision and control of a duly incorporated non-profit society
- (b) home based business



- (3) **Areas A & B:**
- (a) accessory uses and structures
  - (b) child care

**605.03 Site Area**

- (1) Multi-level care facility - 6967.7 square metres minimum
- (2) Apartment building - 1858.0 square metres minimum

**605.04 Floor Area Ratio**

- (1) Area A: 1.35 maximum
- (2) Area B: 1.5 maximum

**605.05 Site Coverage**

- (1) Area A: 50% maximum
- (2) Area B: 45% maximum
- (3) Areas A & B: 30% maximum of the unoccupied portion of a site may be devoted to driveways, surface parking, access or exit aisles for apartment building use

**605.06 Yard Requirements**

- (1) 7.6 metres minimum from any street
- (2) 3 metres minimum from any site line not adjoining a street

**605.07 Building Height**

- (1) Area A: Apartment building or multi-use care facility - 10.7 metres maximum
- (2) Area B: Apartment building – 16.2 metres maximum
- (3) Areas A & B: All other buildings – 7.6 metres maximum

**605.08 Number of Storeys**

- (1) Area A: Apartment building or multi-use care facility – 3 storeys maximum
- (2) Area B: Apartment building – 5 storeys maximum
- (3) Areas A & B: All other buildings – 2 storeys maximum

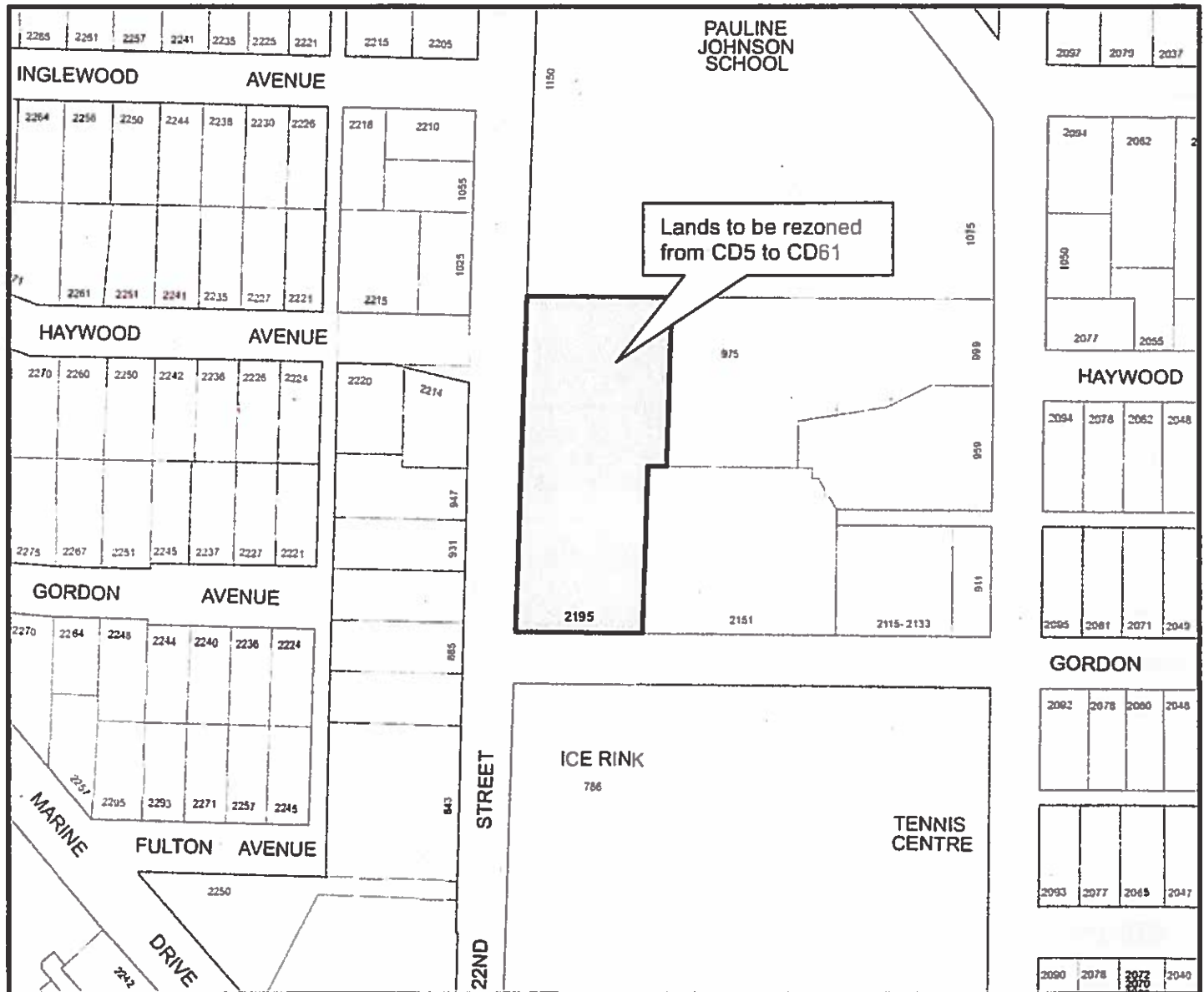
**605.09 Off-Street Parking**

- (1) Apartment building - 1 parking space minimum for every 3 dwellings
- (2) Care facility - 1 parking space for every 4 beds
- (3) Parking spaces for apartment buildings shall be provided within the building or underground

**605.10 Rooftop Equipment Enclosures**

All equipment located on the top of a roof of any building or structure shall be enclosed or screened

**Schedule C – Amendment to Zoning Bylaw No. 4662, 2010, Schedule A,  
Section 852, Schedule 2, Zoning Map 10**



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District of West Vancouver

## APPENDIX B

### **Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5057, 2020**

Effective Date:

**Official Community Plan Bylaw No. 4985, 2018,  
Amendment Bylaw No. 5057, 2020**

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District of West Vancouver

**Official Community Plan Bylaw No. 4985, 2018,  
Amendment Bylaw No. 5057, 2020**

A bylaw to amend the Official Community Plan to introduce a new form and character development permit area applicable to 22nd Street and Gordon Avenue.

WHEREAS the Council of The Corporation of the District of West Vancouver deems it expedient to provide for a new form and character development permit area applicable to 22nd Street and Gordon 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. 5057, 2020.

**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 Amendments**

- 3.1 Official Community Plan Bylaw No. 4985, 2018 is amended as follows:
- 3.1.1 Delete the map on page 2 of Schedule ii (Area-Specific Policies and Guidelines) and insert the map attached as Schedule A;
  - 3.1.2 Delete the map on page 9 of Schedule ii (Area-Specific Policies and Guidelines) and insert the map attached as Schedule B;
  - 3.1.3 Delete the map on page 13 of Schedule ii (Area-Specific Policies and Guidelines) and insert the map attached as Schedule C;
  - 3.1.4 Delete the map on page 14 of Schedule ii (Area-Specific Policies and Guidelines) and insert the map attached as Schedule D; and
  - 3.1.5 After policy BF-B 4 Ambleside Apartment Area and before policy BF-B 7 Kiwanis

Lands within Schedule ii (Area-Specific Policies and Guidelines), insert Schedule E (22nd Street and Gordon Avenue Development Permit Area Guidelines).

- 3.1.6 Amend the table on page 1 of Schedule ii by inserting "BF-B 5 22nd Street and Gordon Avenue" after BF-B 4 Ambleside Apartment Area and before policy BF-B 7 Kiwanis Lands

## Schedules

- Schedule A - Residential Area Designations Map
- Schedule B - Ambleside Apartment Area Map
- Schedule C - Kiwanis Lands Map
- Schedule D - Kiwanis Lands Development Permit Area Map BF-B 7
- Schedule E - 22nd Street and Gordon Avenue Development Permit Area Guidelines

READ A FIRST TIME on

PUBLIC HEARING HELD on

READ A SECOND TIME on

READ A THIRD TIME on

ADOPTED by the Council on

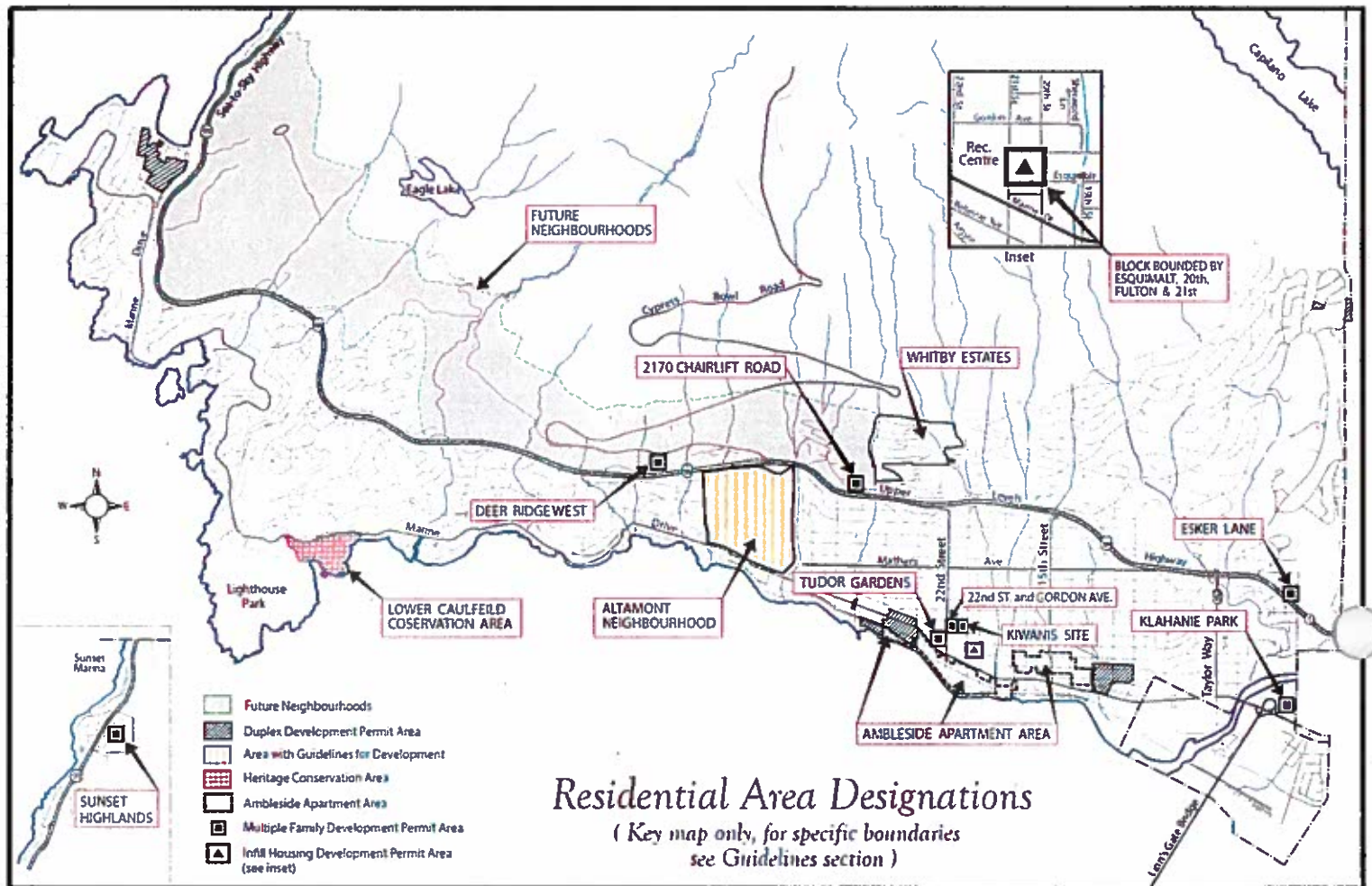
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Mayor

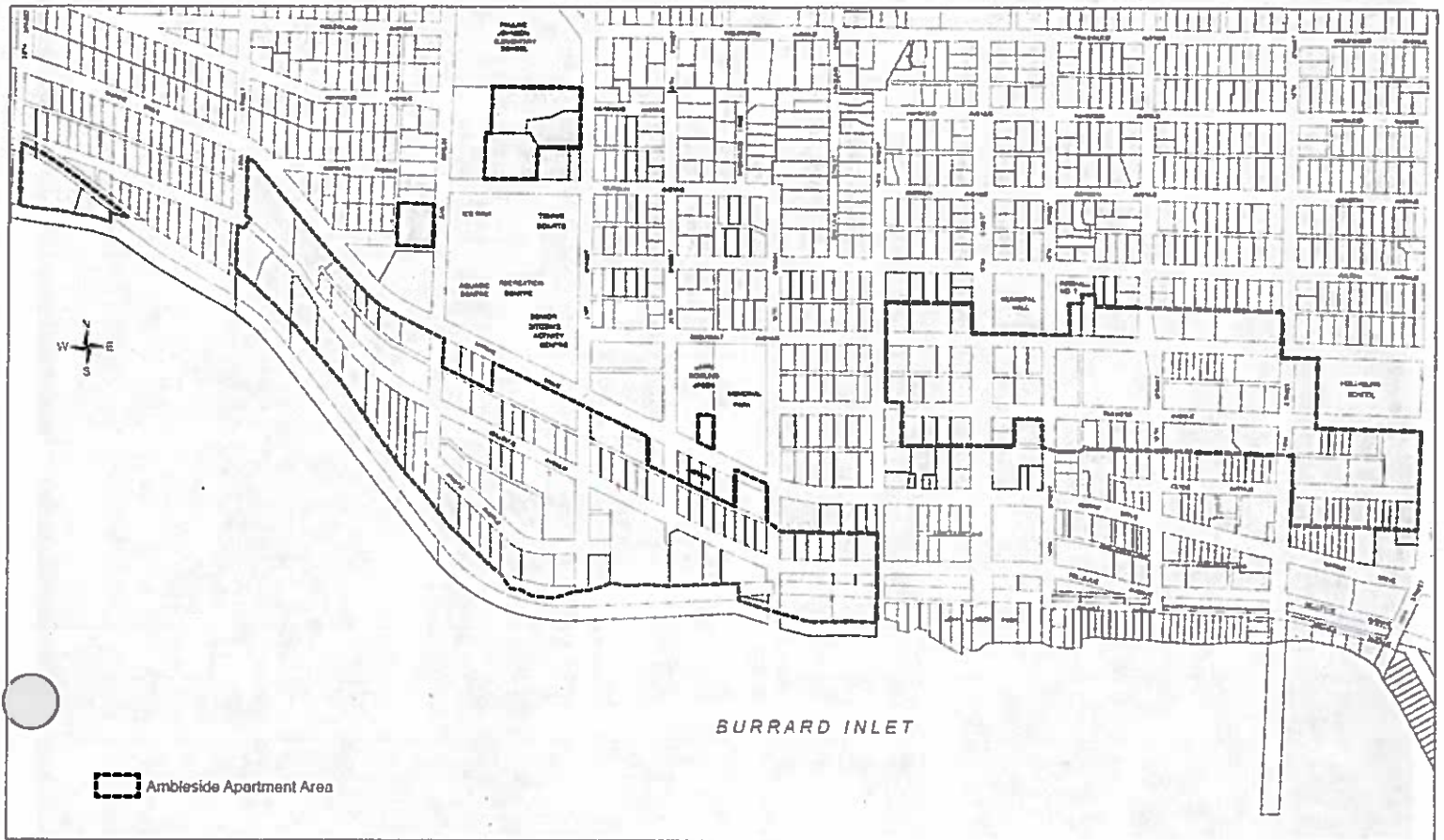
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Corporate Officer

## Schedule A – Residential Area Designations Map



**Schedule B – Ambleside Apartment Area Map**



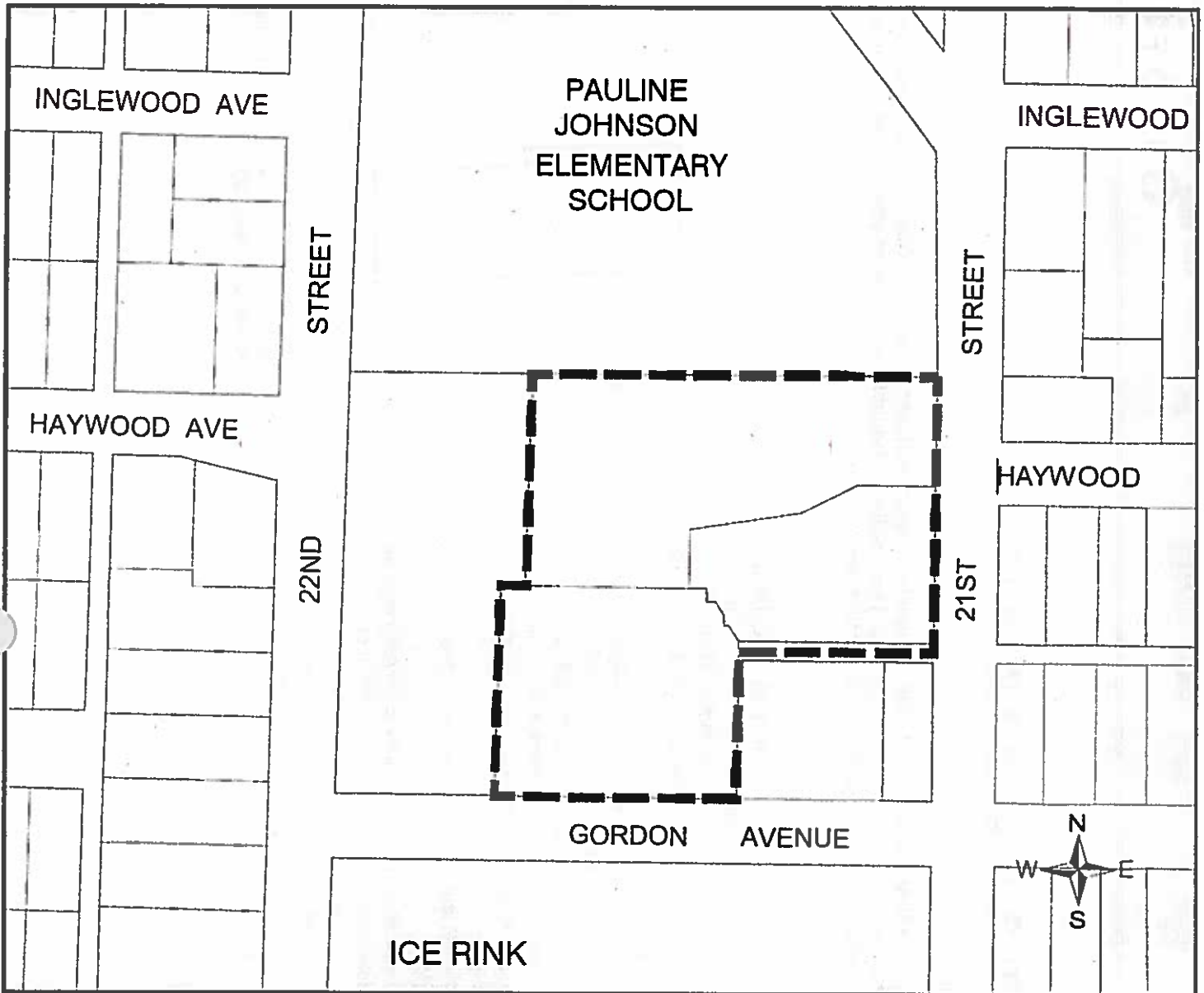


### Schedule C – Kiwanis Lands Map





**Schedule D – Kiwanis Lands Development Permit Area Map BF-B 7**



# GUIDELINES

## GUIDELINES BF-B5

### 22ND STREET AND GORDON AVENUE

#### Policy BF-B5

Promote the siting and design of multiple family development, and an adult day centre, that reflects quality building design, materials and landscaping. The buildings should have their own stand-alone character and relate to one another through a common architectural expression.

- The lands shown in the area map on Policy BF-B5 are zoned to enable the development of three multiple family buildings (Buildings A, B and C), and allow for an adult day centre to be incorporated into Building A.
- The three buildings shall accommodate a maximum combined Floor Area Ratio (FAR) of 2.8.
- The buildings shall be located generally as illustrated in Figure 1: Conceptual Site Plan.
- Buildings A and B, shall be a maximum of 6 storeys in height.
- Building C shall be a maximum of 8 storeys in height.
- The specific form and character of development will be determined by Council in the context of the guidelines and objectives, outlined in Policy BF-B5, for the 22nd Street and Gordon Avenue development, in Council's consideration of the Development Permits.



22nd Street and Gordon Avenue Development  
Permit Area Designation Map BF-B5

<b>Category</b>	Local Government Act s. 488 (1)(f)(h)(i)(j)
<b>Conditions</b>	The development permit area designation is warranted to ensure that development for multiple family housing, and an adult day centre, is compatible with surrounding uses.
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• to promote the siting and design of the buildings and landscaping in accordance with the 22nd Street and Gordon Avenue guidelines</li> <li>• to ensure quality building design, materials and landscaping</li> <li>• to ensure that the massing, scale, orientation, character and articulation of the buildings is responsive to the neighbourhood context</li> <li>• to create a pedestrian-friendly streetscape</li> <li>• to ensure that the buildings have their own stand-alone character and relate to one another through a common architectural expression</li> <li>• to promote an inviting public realm</li> <li>• to promote energy conservation, water conservation and the reduction of greenhouse gases</li> </ul>
<b>Exemption</b>	<p>Development may be exempted from the requirement for a Development Permit if the proposal:</p> <ol style="list-style-type: none"> <li>does not involve the construction of any new buildings or structures;</li> <li>is for a renovation that is considered to have no material change to the external appearance of the premises, meets all requirements of the Zoning Bylaw and conforms to the Policy BF-B5; or</li> <li>is for a renovation that is considered to be minor in nature, meets all requirements of the Zoning Bylaw, has been reviewed and recommended for support by the Design Review Committee, or an equivalent body appointed by Council, and conforms to the Policy BF-B5.</li> </ol>

## I. CONTEXT AND CHARACTER

- Design should be responsive to the neighbourhood context.
- Design buildings to have their own stand-alone character and relate to one another through a common architectural expression.
- Situate buildings to maximize north-south unit orientations and to allow for light penetration through the site.
- Provide well-designed outdoor spaces that are livable, accessible and functional.
- Promote an inviting public realm including public-private space that is responsive to the civic uses south across Gordon Avenue.
- Encourage the provision of integrated public art to enhance the pedestrian experience.

## II. BUILDING DESIGN

- Buildings A, B and C should be sited as generally illustrated in Figure 1: Conceptual Site Plan.
- Despite the above, alternative building configurations and siting may be considered if a superior urban design is demonstrated resulting in a better development overall.
- Buildings A and B shall not exceed a maximum height of 6 storeys.
- Building C shall not exceed a maximum height of 8 storeys.
- All buildings shall form a consistent street wall to articulate clearly expressed building bases.
- As shown in Figure 2, the uppermost 1-2 storeys of Buildings A, B and C shall be setback a minimum of 2.0 metres from the building face to reduce the visual effect of the building and to articulate facades.

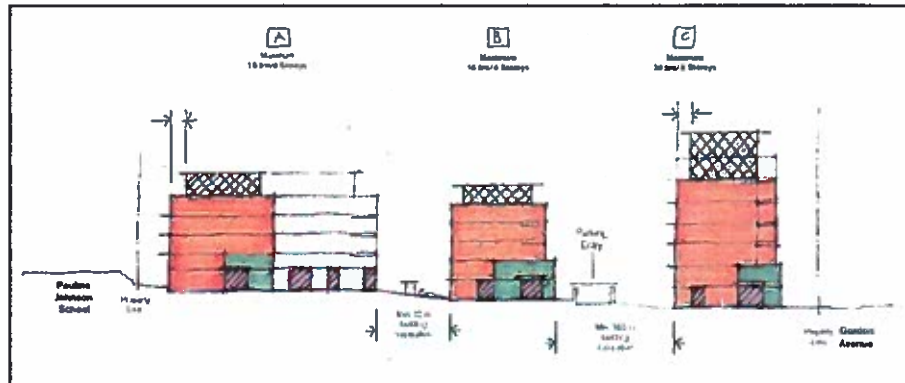


Figure 2: Conceptual Sketch of Street Wall and Building Massing Along 22nd Street

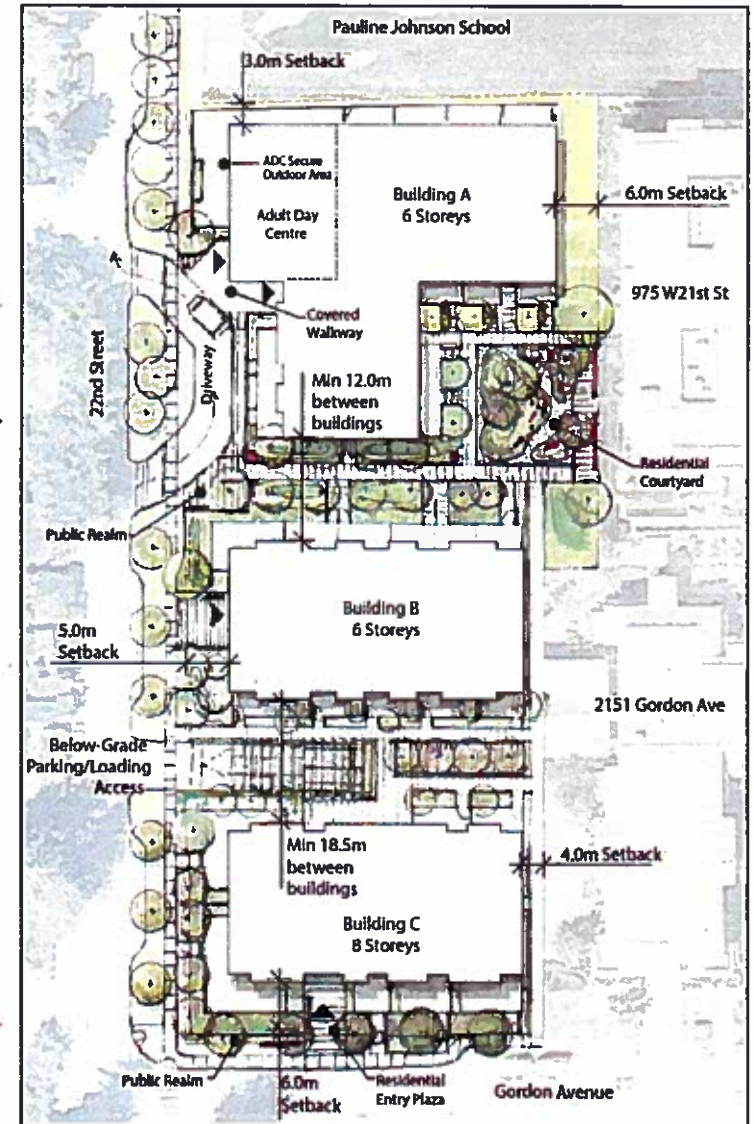


Figure 1: Conceptual Site Plan



- g. Minimum building separations have been outlined as reflected in Figure 1 and Figure 2.
- h. To provide improved privacy between units and the adjacent development to the east balconies shall not be located along the east elevation of all buildings, with the exception of balconies that wrap the corner of the buildings. The length of the balconies that wrap the buildings shall not extend beyond 2.0 metres along the east elevations. Windows should be minimized along the east elevation of all buildings.
- i. The scale of the buildings should be visually broken using architectural design elements and blank walls shall be avoided. Architectural design elements may include finer-grain architectural detailing, fenestration, balconies and changes in materiality (see examples within Figures 4 through 7).
- j. Individual functional elements should be expressed to create identity, rhythm and variety to help reduce visual scale.
- k. Building massing should be articulated through projections and recesses into the building envelope.
- l. Rooftop outdoor amenity areas are encouraged on all buildings. The height of the elevator machinery atop the buildings shall be minimized.
- m. Lobby entrances shall be clearly identifiable and accessible from the public realm with Crime Prevention Through Environmental Design (CPTED) principles taken into account.

### III. BUILDING MATERIALS

- a. Quality materials shall be selected that are appropriate to the building face orientation for sun, wind, noise, view.
- b. Natural colours are preferred and should be derived from the materials used for the primary surfaces of the buildings.
- c. Accent and/or secondary finish material colours should complement the primary materials.
- d. Where appropriate the use of wood as a feature material is encouraged.
- e. Materials shall include but are not limited to:
  - Natural Stone
  - Cementitious siding or panels

- n. Ground-oriented individual residential unit entrances shall be provided for all units at grade.
- o. Individual entrances shall be distinguished in plan and elevation and may include elements such as projecting bays, vertical framing, individual roofs, visible addressing and entry canopies, as shown in the examples in Figure 3.
- p. Entrances should be clearly identifiable through the use of low walls, steps, special paving, and special planting, as shown in the examples in Figure 3.
- q. A pathway shall connect the unit entries to a common sidewalk or walkways. Entry doors should be aligned with the pathway.



**Figure 3: Examples of Separation of public and private space and Pedestrian Friendly Ground-Oriented Unit Entries**

- Brick or cast-stone masonry
  - Terracotta panelling
  - Exposed architectural-finish concrete
  - Wood, particularly in protected locations
- f. Materials shall not include:
- Vinyl siding
  - Stucco
  - Exterior Insulated Finishing System
  - Mirrored or heavily tinted glass



Figure 4: Artistic Rendering Looking North - Illustrative example of a potential form of development



Figure 5: Artistic Rendering Looking North - Illustrative example of a potential form of development



Figure 6: Artistic Rendering Looking South - Illustrative example of a potential form of development



Figure 7: Artistic Rendering Looking South - Illustrative example of a potential form of development



#### IV. WEST COAST CONTEMPORARY EXPRESSION

Buildings should be grounded in West Coast Contemporary expression, as shown in Figure 8.

a. Contemporary expressions include:

- Simple structures in wood, concrete or steel
- Clear glazing, especially in connection with outdoor spaces
- Concrete or stone walls, stairs, and platforms
- Wood, metal, brick, cast stone and cementitious wall panels
- Wood or metal doors and railings
- Metal or fiberglass windows
- Latticed wood or metal screens



Figure 8. Examples of West Coast Contemporary Architecture

## **V. ADULT DAY CENTRE**

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- a. An adult day centre shall have its own separate entrance, with clear wayfinding, and be located within close proximity to a pick-up and drop off area.
- b. The entry to the adult day centre should be architecturally articulated by means of detailing, canopies, materiality or colour.
- c. An adult day centre should have a pick-up and drop off area, generally as shown in Figure 1.
- d. An adult day centre should have canopies and awnings incorporated into the building design to provide weather protection and a covered walk extended to the curb line of the pick up and drop off area nearest to the lobby.
- e. An adult day centre shall have a secured outdoor area incorporated adjacent to the adult day centre and generally as reflected in Figure 1.

## **VI. ROOFTOPS**

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- a. Rooftop outdoor amenity areas are encouraged to be provided on all buildings.
- b. Rooftop mechanical rooms, units and equipment, elevator penthouses and other rooftop devices should be integrated into the building massing and should be grouped and screened with materials and finishes compatible with the building.

## **VII. SUSTAINABLE BUILDING DESIGN**

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- a. All buildings must meet or exceed requirements of the Sustainable Buildings Policy, or its equivalent.
- b. Parking shall be compliant with electric vehicle charging requirements as outlined under the Sustainable Buildings Policy, or other applicable policy.
- c. Sustainable design initiatives should be considered and may include:
  - Balcony areas and overhangs that offer effective shading, especially along the south and west elevations.
  - Solid and punched walls providing increased thermal value.
  - Selected areas of glazed walls and/or triple-pane glazing.
  - Exterior sun-shading devices.

## **VIII. LANDSCAPE DESIGN**

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- a. Paving materials for plazas and public spaces must include cast concrete, stone or concrete pavers.
- b. The landscaped areas shall be accessible to wheelchairs and walkers.
- c. Provide well-designed shared outdoor spaces that are substantial, livable, accessible and functional, as generally shown in Figure 9.
- d. Promote an inviting public realm including public-private space that is responsive to the civic uses on the south side of Gordon Avenue.
- e. Encourage the provision of integrated public art to enhance the pedestrian experience.
- f. Native, adaptive and drought tolerant plants should be prominent in planting design.
- g. Appropriately choose tree species to support their function while considering aesthetic qualities including seasonal change.
- h. Siting of outdoor amenity areas should be located near or integrated with indoor amenity areas, seating areas, and areas with high levels of visual overlook and should offer opportunities for intergenerational activities.



- i. Elements such as arbors, trellises, paving materials and texture, low wall elements, bollards and planting are encouraged to create transitions between public, semi-private, and private pedestrian realms (see Figure 3).
- j. Accessible rooftop amenity areas are encouraged. Roofscapes may include a combination of useable areas, green roof and urban agriculture (See Figure 10).
- k. A lighting plan, which incorporates LED lighting and down-lighting to improve wayfinding and safety, shall be included as part of Development Permit review.
- l. Employ best practices for landscape design for the adult day centre including a secure, screened, non climbable perimeter, accessible walkways and social spaces.
- m. The underground parking ramp should be discrete, screened and may include a trellis to provide screening from above.
- n. Pad Mounted Transformers (PMTs) should be provided a landscaped perimeter/buffer and be located away from busy pedestrian areas or preferably located underground.

#### **IX. CIRCULATION/ PARKING**

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- a. Parking access should be consolidated within a single shared ramp to underground parking to reduce potential impacts to both vehicle and pedestrian traffic.
- b. The single underground parking entrance shall be located along 22nd Street.
- c. All required parking, besides temporary loading stalls, must be located underground.
- d. At grade areas for refuse/recycling removal staging areas must be appropriately screened with elements such as trellises, arbours, fences and/or landscaping.
- e. Visitor bicycle parking should be secure, located near main entrances, and should be visible to the public and be sited in well-lit areas.
- f. Ground floor residential units with outdoor access should include residential bicycle parking that is readily accessible, secure and weather protected to encourage daily use.



**Figure 9: Landscaped courtyard with mature trees & defined pathways**



**Figure 10: Rooftop amenity area with greenery and urban agriculture**

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## **Appendix C – Summary of District of West Vancouver’s Initial Public Consultation**

The initial public consultation, carried out from February 7 to April 15, 2019, is summarized below:

- Staff met or spoke with over 750 people through public consultation meetings, smaller group meetings or one on one meetings;
- 3 Initial Public Consultation Meetings held on February 7, 19 and 20 (with over 500 people attending in total) held at the West Vancouver Community Centre, Seniors’ Activity Centre, and West Vancouver Community Centre, respectively;
- One Q&A session on February 20 with approximately 40 people attending;
- 18 stakeholder and resident meetings;
- 13 pop-up information sessions at West Vancouver Memorial Library, West Vancouver Community Centre, Gleneagles Community Centre, Seniors’ Activity Centre and Municipal Hall;
- Over 330 online and hard copy survey responses;
- 3 newsprint advertisements in the North Shore News on January 23, February 8 and 13;
- 2 neighbourhood mail outs to inform the neighbourhood of the Initial Public Consultation consisting of 1,287 letters;
- 3 dedicated consultation meetings for Pauline Johnson Elementary School parents with a total of 536 emails sent twice by e-bulletin to all school parents;
- 3 information boards posted at the property;
- District website and social media campaign to inform of the initial public consultation;
- Dedicated project website ([westvancouverite.ca/gordon](http://westvancouverite.ca/gordon));
- 36 questions sent from community members and responded to by Staff on the Q&A section of the project website; and
- eWest email bulletin (sent April 3): 751 recipients, 499 opened, 76 link clicks to read more about the project.

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The purpose of this summary is to report back to Council on the following information, as required as part of the April 29, 2019, Council Resolution regarding 2195 Gordon Avenue:

- A) Updated estimates for property value (as a long term lease proposition) to reflect current market conditions;
- B) Information to determine the demand for below market rental housing for moderate income people, including workers and families in West Vancouver;
- C) Draft guidelines for allocating below market rental housing to end users; and
- D) Results of market sounding with the development industry to test the viability of the proposed concept.

**A) Updated estimates for property value (as a long term lease proposition)**

**Valuation of the Strata Portion of the Site**

There is uncertainty in the market place at this time for various reasons, including the COVID-19 pandemic, and the pace of strata sales has significantly slowed. Prior to COVID-19, the upper end of the strata market had softened and not begun to recover due to measures that made it more expensive for non-residents to buy units (for example, the foreign buyers tax, speculation and vacancy tax) and more expensive to buy and own high end units (for example, the increase to the property transfer tax and school tax surcharge).

Based on financial analysis done in February 2020, and input from developers during the market sounding, the proceeds from the sale of the strata portion of the proposed development were forecast to be in the range of \$24 million to \$27 million. If the strata parcel is leased, there would be less market interest and the proceeds are likely to be significantly lower. Staff recommend that the District issue a procurement document / request for proposals that asks for both long term lease and sale prices to allow Council to decide on the form of tenure after reviewing the financial implications.

At this point in time, given the lack of comparable land sales and uncertainty in the economy, it is not possible to predict definitively the impact that the COVID-19 pandemic will have on the housing market or land values. Staff recommend that Council approve and complete the rezoning process so the District can be prepared to take the site to the market when Council determines that the conditions are appropriate.

**Valuation of the Rental Portion of the Site**

The District's proposal is to make the land for the residential rental portion of the site available at a nominal price in order to facilitate the below-market rental housing. Accordingly, there is no substantive land value associated with the rental portion of the site, which has always been the approach for the rental component.

**Recommended Approach**

As mentioned above, Staff recommend that Council proceed with the rezoning process so the District is ready to take both the strata and rental portions of the site to the market when Council determines that the conditions are appropriate.

Council is the ultimate decision maker and can decide whether and when to proceed with procurement, the parameters for the procurement, and whether any bids are sufficient to meet

the District's financial and affordable housing objectives. Council would also approve any procurement process / request for proposals, any future housing agreement and the terms of any long term lease agreement or sale and purchase agreement to ensure the delivery of Council's objectives.

**B) Information to determine the demand for below market rental housing for moderate income people, including workers and families in West Vancouver**

As outlined in the report dated April 22, 2019, West Vancouver is facing a number of significant challenges, including:

- unprecedented housing affordability challenges;
- one of the lowest vacancy rates in the region;
- people leaving our community;
- our share of children under the age of 14 has fallen from 30% of the population in 1961 to 14% in 2016; and
- a "missing generation" of younger adults without children between the ages of 25 and 34, accounting for only 2% of the population.

High housing prices, limited housing supply, and demographic challenges affect our community in many ways: reduced population and demographic imbalance; reduced local workforce; more people are commuting to our community every day to work or attend school resulting in increased traffic and greenhouse gas emissions.

To address these challenges, and balance revenue needs for the District, the District is proposing to use the site to create housing, increase rental supply and improve affordability, while generating a reasonable return on the District's initial purchase price for the site of \$16 million back in 2014.

The demand for below market rental housing can be demonstrated by a review of current vacancy rates, affordability and income, which is summarized below:

- the average vacancy rate remains low at 1.2%<sup>1</sup>;
- affordability challenges persist as rental rates continued to rise in West Vancouver last year by an average of 7.7%<sup>2</sup>;
- an estimated 58%<sup>3</sup> of renter households in West Vancouver are, overall, spending 30% or more of household income on housing costs (a conventional measure of housing affordability is the shelter-cost-to-income ratio, as used by CMHC, that most commonly sets the affordability threshold at 30% of before-tax household income);
- 31% of households in West Vancouver have incomes within the targeted household income range of between \$50,000 to \$125,000<sup>4</sup>; and
- the median household income in West Vancouver is \$89,808<sup>5</sup>.

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<sup>1</sup> Canada Mortgage and Housing Corporation, 2020, Rental Market Report Data Tables, Vancouver.

<sup>2</sup> Canada Mortgage and Housing Corporation, 2020, Rental Market Report Data Tables, Vancouver.

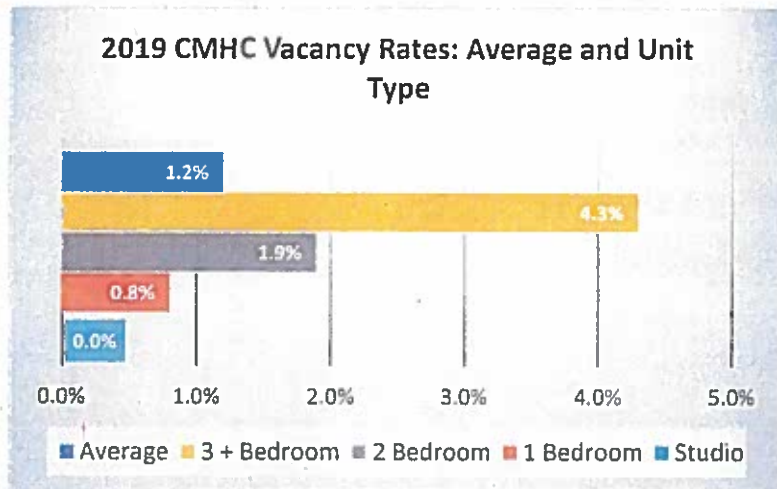
<sup>3</sup> Statistics Canada, 2016, Census Profile, West Vancouver District Municipality, British Columbia.

<sup>4</sup> Statistics Canada, 2016, Census Profile, West Vancouver District Municipality, British Columbia.

<sup>5</sup> Statistics Canada, 2016, Census Profile, West Vancouver District Municipality, British Columbia.

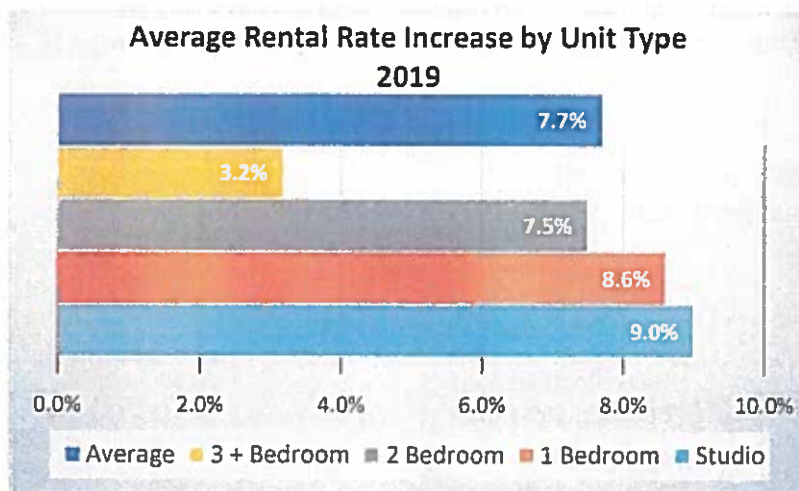
### Vacancy is low, indicating demand exceeds supply

The average vacancy rate in West Vancouver remains low at 1.2%. The vacancy rates vary between unit type with rates as low as 0% for studio units and as high as 4.3% for 3+ bedrooms<sup>6</sup>. A healthy vacancy rate is considered to be between 2% and 3%. The proposed rezoning would allow for a significant increase in rental housing within the District, which has only had 20 purpose built rental units constructed since the 1970s.



### Rents are increasing, worsening affordability

Affordability challenges remain significant and are worsening as rental rates continue to rise in West Vancouver by an average of 7.7%. Current average rental rates range between \$1,412 for a studio unit and \$3,743 for a 3+ bedroom unit<sup>7</sup>.



<sup>6</sup> Canada Mortgage and Housing Corporation, 2020, Rental Market Report Data Tables, Vancouver.

<sup>7</sup> Canada Mortgage and Housing Corporation, 2020, Rental Market Report Data Tables, Vancouver.

### Current market rents are not affordable compared to household incomes

Affordability challenges extend beyond increasing rental rates. In West Vancouver, approximately 25% of all households are renter households and 75% are owner households<sup>8</sup>. It is significant that 58% of renter households in West Vancouver spend greater than 30% of before-tax household income on housing. Applying the conventional measure of shelter-cost-to-income ratio for housing affordability, that most commonly sets the affordability threshold at 30% of before-tax household income, means that 58% of renter households in West Vancouver do not have affordable housing.

#### RENTERS SPENDING GREATER THAN 30% ON HOUSING (SHELTER), WEST VANCOUVER

- Renters Spending Greater Than 30% on Shelter
- Renters Spending Less Than 30% on Shelter

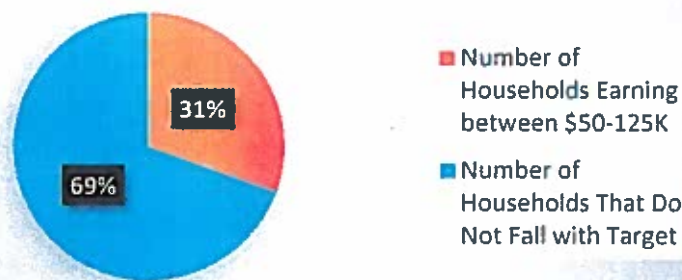


For renter households, shelter costs include, where applicable, rent, the costs of electricity, heat and water.

### Many West Vancouver households fall within the targeted household income range

Approximately 31% of households in West Vancouver earn between \$50,000 to \$125,000, which is the current targeted household income range for the rental component of this project<sup>9</sup>.

#### West Vancouver Households within Current Income Target at 30% of Income to Rent (\$50-\$125K)



<sup>8</sup> Statistics Canada, 2016, Census Profile, West Vancouver District Municipality, British Columbia.

<sup>9</sup> Statistics Canada, 2016, Census Profile, West Vancouver District Municipality, British Columbia.

Below are example occupations, and their corresponding 2019 salaries, that fall within the current targeted household income range. Municipal salaries have been used as this is readily available information, but it should be clarified that this project is for any member of the public, and is not dedicated for municipal staff only.

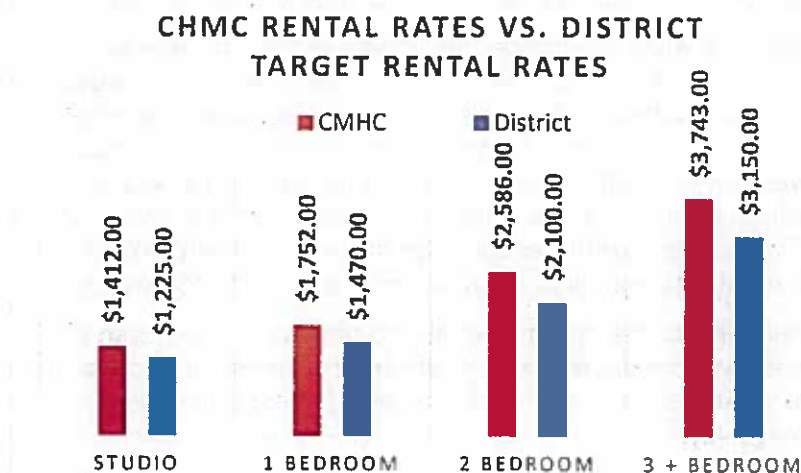
### Salary Table (2019 Rates)

Position in West Vancouver (0 to 5 years experience)	Salary Range
Firefighter	\$69,216 to \$98,880
Police Constable (*2018)	\$70,152 to \$100,224
Police Civilian Clerk II	\$54,108
Transit Bus Operator at full salary	\$63,586
Transit Mechanic at full salary	\$87,457
Library Assistant at full salary	\$49,922
District Middle Management	\$102,065 to \$123,869
District Exempt Administrative	\$68,304 to \$88,725
SD45 Teacher	\$46,898 to \$89,287
SD45 Human Resources	\$57,461 to \$71,826
SD45 Payroll Manager	\$77,661 to \$97,077
SD45 Administrative Assistant	\$46,851 to \$58,564

\*Please note that these are individual incomes and not household incomes.

### The proposed rents are lower than existing rents, indicating demand

The estimated rental rates, at 70% of market, are less than current 2019 rental rates in West Vancouver (see below)<sup>10</sup>.



### Summary

The reasonable rental rates proposed, combined with the low vacancy, rising rental rates, current high renter household costs and income information for District households, demonstrate the demand for below market rental for moderate-income people and the ability to pay.

<sup>10</sup> Canada Mortgage and Housing Corporation, 2020, Rental Market Report Data Tables, Vancouver.



Additionally, this does not take into consideration additional demand for below market rental across the North Shore, and other parts of the region. Attracting new residents to our community is worthwhile to help address West Vancouver's demographic imbalances.

### **C) Draft guidelines for allocating below market rental housing to end users**

The District will neither own nor operate the proposed below market rental housing. The District intends to enter into a long-term lease or sale and purchase agreement with a developer and/or not for profit who will construct and operate the rental housing. The guidelines for allocating the rental housing to end users or "eligibility criteria" will be approved by Council and documented in various documents also approved by Council including: the procurement process document or request for proposals; the long-term lease or sale and purchase agreement; the housing agreement; and legal covenants.

Council has determined that the target market for the below market rental units is moderate-income households, which includes individuals and families living and/or working in West Vancouver, or looking to live and/or work in West Vancouver. This is intended to help address the District's demographic challenges taking into account factors such as: the "missing middle" generation of 25 to 34 year-olds without children who account for only 2% of West Vancouver's population; the declining families and children (West Vancouver's population from 0 to 14 years of age was 30% in 1956 declining to 14% in 2016); and lack of workers living in our community (16% of people aged 25 to 44 compared to 28% in Metro Vancouver).

In order to qualify, renters need to first confirm that they are in the moderate income range. Currently, the District estimates that moderate income is approximately \$50,000 to \$125,000. This range is calculated based on the anticipated rents at 70% of market rent, and assuming 30% of household income is applied towards rent. This range will be confirmed after the successful bidder has been identified for the reasons set out at the bottom of this section below.

Once an applicant has shown that they are within the moderate income range, preference will be given to applicants where at least one member of the household: lives in West Vancouver; is working in West Vancouver; is enrolled in a school in West Vancouver, or where a household shows other considerations demonstrating a real and substantial connection to West Vancouver (such as a person who recently moved out of West Vancouver or has family living in West Vancouver). Eligible tenants also include people who fall outside the scope of the above, but are within the moderate income range. This is important to ensure that there is sufficient flexibility to ensure all units are rented, and that we attract and allow for new members of the community.

There will also be a preference for households that have at least one person per bedroom to maximize the number of people benefiting from the below market rental housing, and to ensure that households with more people have access to larger units. Income testing and asset testing will also be incorporated to confirm eligibility.

After moving in, ongoing eligibility criteria will be applied to ensure that moderate income rental units are available for those households most in need, while also ensuring some security of tenure for existing renters should their circumstances change, and there will also be criteria for when a renter ceases to qualify.

All of the above criteria will be approved by Council, and documented in the various legal documents including: the procurement process / request for approvals; the long-term lease or sale and purchase agreement; the housing agreement; and legal covenants. Council will approve entry into each of the legal documents to ensure Council's and the District's objectives

are met and documented. The eligibility criteria will be administered by the rental operator / non-profit in accordance with Council's approved parameters.

It is not advisable at this stage to set the precise details for each of the above eligibility criteria. This is because: the District has not yet determined what the precise rents will be for the project; the precise rents can only be determined after the District has conducted a procurement process / request for proposals asking bidders to identify the level of rents they can deliver; once a successful bidder has been identified and approved by Council, District staff will then negotiate and confirm the most affordable rents achievable taking into account matters such as: any available grants; low interest financing options available to non-profit operators; the detailed terms of the housing agreement; potential additional requirements that Council may wish to incorporate to improve the project; etc. After considering all of those factors, the confirmed rents will then be used to calculate eligibility criteria such as the precise income testing amounts and asset testing amounts, and the precise range of qualifying incomes for each unit. Attempting to set those details now would be doing so with incomplete information, would likely reduce the number of qualifying bids, and more importantly, could result in reduced affordability to the end user.

#### **D) Results of market sounding with the development industry to test the viability of the proposed concept**

In order to undertake market sounding with the development industry and test the viability of the proposed development concept, Staff worked with Coriolis Consulting Corp. (Coriolis). Coriolis arranged for and led five separate meetings with five development company representatives. The meetings were interview-style format, with identical questions posed, and followed by discussion. All information provided to the developers regarding the proposal was publicly available. A summary of the meetings are as follows:

1. All of the developers expressed interest in developing the entire project.
2. All developers indicated that rezoning the site in advance of marketing the property would be very beneficial for both the District and developers. Some indicated that the design guidelines should offer flexibility for the final design of the buildings.
3. All of the developers, generally supported the "conceptual site plan". This included the proposed location of the strata building at the south portion of the property, the general locations of the rental buildings and the proposed height of the rental buildings at 6-storeys and wood-frame construction. The majority of the developers conveyed comments suggesting that the height of the strata building would, ideally, be more than 8-storeys because of additional costs with concrete construction and the potential to offset those costs with more housing units.
4. For the rental buildings, the developers were supportive of a long-term land lease, but for the proposed strata condominium building, all of the developers strongly preferred sale of the land as opposed to a long term lease. Some of the developers indicated that they would consider a long-term lease for the strata property, but believed the value would be significantly reduced compared with a land sale. Some developers indicated that they may not be interested in a long-term lease for development of the strata property.
5. All of the developers indicated that they would be interested in the below market rental component assuming it was made available on a long term land lease for a nominal

price. However, they all indicated that their interest would depend on details of the below market rental housing component, such as the level of affordability, whether there were any restrictions on rent increases over time, and tenant eligibility.

6. All would likely participate in a public procurement / request for proposals process, and would likely respond for both the rental and strata components.

District staff recently spoke to developers in May, post-Covid-19, and were informed that: admittedly the economic outlook and development environment is more uncertain; however, demand for strong sites such as 2195 Gordon Avenue remains; and it is anticipated there will be significant interest for this project in response to a procurement process.