

<i>COUNCIL AGENDA/INFORMATION</i>		
📁 Closed	Date: _____	Item # _____
📁 Reg. Council	Date: _____	Item # _____
📁 Supplemental	Date: _____	Item # _____

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Director	CAO

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

COUNCIL REPORT

Date: November 13, 2012 File: 1010-20-12-069

From: Andrew Browne, Senior Community Planner; Geri Boyle, Manager, Community Planning; Bob Sokol, Director, Planning, Lands & Permits

Subject: **Official Community Plan Amendment, Rezoning, and Development Permit Application for the 1300 Block south of Marine Drive**

RECOMMENDED THAT:

1. Community consultation be initiated for the application from Grosvenor with a public open house and public meeting, both as described in the report dated November 13, 2012;
2. The application be referred to the Design Review Committee for urban design and architectural feedback; and,
3. Staff report back to Council with the results of community consultation and the Design Review Committee meeting.

Purpose

To introduce to Council a proposal for the redevelopment of the 1300 Block south of Marine Drive and to recommend that community consultation begin on the project.

Executive Summary

The District has received an application from Grosvenor for a project to redevelop the south side of the 1300 Block of Marine Drive. Redevelopment of this block has been a District goal for many years due to its prominence as a gateway site to Ambleside; its proximity to the waterfront, 14th Street festival space, the pier, and the Ferry Building; and the negative impact of the vacant gas station site for the last several years.

This proposal represents an exciting opportunity for the community to engage in a discussion of the future of this important site and its potential to help achieve the community's goal of a revitalized Town Centre.

The Ambleside Town Centre Strategy adopted by Council in 2008 recognizes this block as a special site and as suitable for consideration for higher densities and buildings over four storeys, if the development results in:

- a community amenity contribution that offsets the increased density and could include community space, additional public parking and rental housing; and,
- a superior building and site design, including increased open spaces or public square, walkways, and enhanced view corridors.

This report introduces the proposal to Council and the community and recommends that community consultation begin on the project. This is only a first step in Council consideration of this project. Before the project can proceed, it will require several Council approvals including an Official Community Plan Amendment, a rezoning and a development permit. These Council approvals will require significant public engagement and consultation, including a formal public hearing.

1.0 Background

1.1 Prior Resolutions

July 2008 – Council adopted the *Ambleside Town Centre Strategy* and amended the Official Community Plan to give it effect. The *Strategy* followed a significant period of public consultation and was based on the recommendations of a Working Group of West Vancouver residents and property owners.

February 6, 2012 – Council published Notices of Disposition, pursuant to section 26 of the *Community Charter* with respect to the proposed disposition of District owned land and improvements on the 1300 Block of Marine Drive. This commenced a period to allow for public comment on the proposed sale of these lands.

March 5, 2012 – Council received for consideration the report dated February 29, 2012 entitled “Summary of Public Correspondence regarding Proposed Agreements for Purchase and Sale for 1300 Block of Marine Drive”.

March 6, 2012 – Council authorized entering into the proposed Purchase and Sale Agreements with Grosvenor Capital Corporation for the District-owned lands on the 1300 Block of Marine Drive.

2.0 Policy

2.1 Official Community Plan (OCP)

Further review and consideration of the Ambleside Town Centre was identified as a priority in the 2004 OCP. Over the next several years the District and the community worked towards determining a new vision of Ambleside as the heart of West Vancouver, and after much discussion and consideration the *Ambleside Town Centre Strategy* was created. Council amended the OCP in July 2008 to give effect to many of the actions, policies, and guidelines set out in the *Strategy*. Amongst other items, the OCP directs the District to reinforce the role of

Ambleside as West Vancouver’s Town Centre (Policy LE2) and integrate strategies for the Town Centre, Arts and Culture, Ambleside Park, and the Argyle Waterfront (Policy LE2.1).

The District is implementing the *Strategy* through an integrated approach to Ambleside revitalization as illustrated in Appendix A (known as ‘the Ambleside puzzle’).

Amendments were also made to the OCP with respect to Built Form and Neighbourhood Character policies for Ambleside; of particular importance is Policy BF-C4 (see Appendix B). This policy provides for the 1300 block south of Marine Drive, as well as two other blocks in Ambleside, to be suitable for consideration for higher densities and buildings over four storeys if the development results in:

- a community amenity contribution that offsets the increased density and could include community space, additional public parking and rental housing; and,
- a superior building and site design, including increased open spaces or public square, walkways, and enhanced view corridors.

The specific details of these policies may require refinement to the proposed project in order for the proposed development to proceed, and early and ongoing community consultation will allow the District to more readily understand the priorities of residents for amenities and public space.

2.2 Bylaw

Present zoning of the block varies by parcel and includes C2, CR2, and PU1. The C2 zone allows a variety of commercial, office, and retail uses, and residential uses above the first storey. CR2 zoning allows full- and self-service gas stations, and the PU1 zone allows for public institutional uses such as municipal buildings and police and fire stations.

3.0 Balanced Scorecard

STRATEGIC INITIATIVES	2012 MILESTONE
1.3.2 – Initiate Public Safety Building Development – Police Station Relocation – City Hall Block	- Proceed with and complete rezoning of 1300 Block - Complete sale of 1300 Block lands
1.4.5 – Advance major development applications consistent with the District vision	- Implement and process 1300 block Marine Drive
1.4.2 – Implement the Ambleside Town Centre Strategy	- Begin implementation of the Ambleside Streetscape Plan

4.0 Analysis

4.1 Discussion

Site Context and Features

The site is positioned prominently at the eastern gateway to Ambleside (see Appendix C). The full block site, after the closure of Ambleside lane as per the Purchase and Sale Agreement (PSA), is 7945.5 m² (85,525 sq ft; 1.96 ac) and is located south of Marine Drive between 13th and 14th Streets, extending south to Bellevue Avenue. The block currently contains the West Vancouver Police Department, a municipally-owned parking lot and laneway, a number of small commercial buildings fronting Marine Drive, and a former gas station site (now vacant).

Topographically, the site generally slopes from north to south, with the highest point being approximately 5 metres above sea level at 13th Street & Marine Drive, and the lowest point being 3 meters above sea level along Bellevue Avenue. This amounts to a grade difference of approximately two-thirds of a storey from the north side of the site to the south side of the site.

Adjacent land uses are:

North – a variety of one- and two-storey commercial storefronts, including restaurants, retail, and small offices, as well as a vacant gas station lot;

East – Ambleside Park's tennis courts and fields;

South – CN railway with Hollyburn Sailing Club, Argyle Ave, boat launch, and Ambleside waterfront park beyond; and,

West – three-storey mixed commercial/residential building.

The Proposal

A mixed-use, commercial/residential development is proposed by the applicant, consisting of two buildings joined by an underground parkade, all of which will be constructed in two phases. Commercial space is proposed at grade, with residential units in storeys above. At grade, the gross building area is 4817 m² (51,849 sq ft), over 80% of which is dedicated to commercial space. Above the ground floor, only residential units are proposed. The western and eastern buildings are proposed for eight- and seven-storeys respectively, with an overall Floor Area Ratio (FAR) of 2.99 over the site (representing a gross floor area of 265k sq ft).

Key aspects of the proposed development include:

- Approximately 4000 m² (43,000 sq ft) of commercial space on the ground floor, which has been conceptually divided by the architect into 23 individual storefronts (the ultimate configuration will depend on the space needs of the business lessees);

- 88 residential units, of which 30 units are 1500 sq ft or less, 29 units are between 1500 and 2500 sq ft in size, and 29 units are 2500 sq ft or larger;
- 314 underground parking stalls on 2 ½ levels, including 179 stalls for building residents, 11 residential visitor stalls, and 124 stalls for commercial use; and,
- Attention to the function and character of public space surrounding and within the site, including a transformation of 14th Street into a festival street (as envisioned by the Ambleside Streetscape Standards and the Town Center Strategy), the provision of a covered mid-block pedestrian galleria, high-quality sidewalk improvements surrounding the site, and opportunities for public art.

Base Zoning and Massing Study

An analysis of the development that would be possible “within the same four storey height and FAR of 1.75 that could be approved on sites elsewhere in Ambleside” is included in the application as per Policy BF-C4 of the OCP.

The base case scenario concludes that a mixed-use building with approximately 14,500 m² (156,000 sq ft) of gross floor area would be possible within a four storey and 1.75 FAR envelope. This building would be four storeys facing Marine Drive, 13th and 14th Streets, and at the corners of Bellevue Avenue, and three storeys in the centre of the block facing Bellevue Avenue. This would result in a building form extending generally to the minimum required setback lines for the full extent of the site perimeter, with public space limited essentially to whatever can be found in the existing road right of way.

Preliminary Assessment of the Project

Overall

Upon preliminary review, the project appears to be consistent with the OCP’s revitalization objectives for the Town Centre.

Redevelopment of the 1300 Block south of Marine Drive has been a District goal for many years due to its prominence as a gateway site to Ambleside; its proximity to the waterfront, the 14th Street festival space, the pier, and the Ferry Building; and the negative impact of the vacant gas station site for the last several years. The proposal represents an exciting opportunity for the community to engage in a discussion of the future of this important site and its potential to help achieve the community’s goal of a revitalized Ambleside.

The proposal itself is based upon a significant public outreach effort by the proponent in spring 2011. Upon preliminary review, the project appears to address a number of issues surrounding the site and takes advantage of the opportunities provided by this unique location. The public has not yet had the occasion to consider, review, and comment on this proposal. As the project has the potential to effect significant change within Ambleside, it is important that residents be engaged and able to offer comment on the proposal.

Access, Traffic, and Parking

Principal vehicle access to the project will be established with Phase 1 of construction, by way of a two-way driveway from Bellevue Ave (near 14th Street) accessing underground parking. With Phase 2, an additional, entry-only driveway is proposed from 13th Street into the underground parking. Both accesses are located to minimize impacts on both traffic flow and public space. Two and one-half levels of underground parking are designed to contain 314 total parking stalls, as well as loading bays and garbage and recycling facilities.

A preliminary traffic study has been submitted and is currently under review.

Built Form

The proposal represents a taller building form for Marine Drive commercial frontage than has generally been the case in the past, however the proposed building form is not inconsistent with existing building heights present throughout Ambleside (e.g. numerous apartment towers) and is consistent with the direction for the site provided by the OCP. At the same time, the proposal does include a regular storefront rhythm and is complementary to the established character and scale of the area at street level.

As the project is to be constructed in two phases, it naturally breaks into two buildings, between which a crucial mid-block pedestrian galleria is provided. The western building, phase 1, is proposed at eight storeys, and the eastern building, phase 2, is proposed at seven storeys. The highest point of the project is generally in the centre of the block, with building form stepping and terracing down toward 13th and 14th Streets. In addition, the building steps back significantly from Marine Drive and Bellevue Avenue above the second floor.

An analysis of view impacts has been provided and will be available to the public.

Community Amenity Contributions

An assessment of the potential 'lift' in land value is required and will be initiated should Council choose to move the application forward for public consultation.

The goal would be to have the applicant's ideas for physical amenities (such as extra underground public parking or space for arts groups) available at the public open house and public meeting so that the community can deliberate on the balance to be struck between physical amenities and cash-in-lieu of amenities, to be utilized on other resident priority projects in the community.

4.2 Sustainability

The applicant has considered social, economic, and environmental sustainability as part of their proposal, and has detailed their multi-faceted approach in the application booklet (Appendix F). A brief summary is provided below:

- Central location:
 - is near to existing commercial and public services, the waterfront, parks, cultural facilities, and opportunities for recreation;
 - encourages active transportation and walking within the town centre, and trips on TransLink's designated Frequent Transit Network for travel across the North Shore and into Vancouver;
 - reinforces the primacy of Ambleside as West Vancouver's Town Centre;
 - provides for additional residents in Ambleside to support local small business development;
- Redevelopment of the block supports wider efforts to revitalize Ambleside;
- Provides opportunity for social interaction by way of investing in quality public spaces and connectivity around and within the site, including public art and a layering of multiple activities to provide for rich public spaces;
- Passive design elements, energy efficient equipment, high quality and durable materials, facade design to limit solar gain, and various initiatives for efficient operation of the project (such as occupancy sensors); and,
- Designed to LEED Gold equivalency.

4.3 Consultation & Communication

The public was engaged in 2011 through a series of Ideas Fairs, held by the applicant, to get input from residents on their vision for the uses, character, connections, and forms of development they envisioned for the block. Building on this community-driven foundation, it is important that the public has an early opportunity to provide feedback now that the vision has been translated into a development proposal.

Planning staff, working with the Communications Department, recommends that public consultation proceed as follows:

- Design Review Committee meeting tentatively on December 13, 2012;
- A public open house tentatively on Saturday, January 19, 2013, to be held mid-day at the West Vancouver Community Centre atrium; and,
- A public meeting (with presentation by applicant) tentatively on Wednesday, January 23, 2013 to be held in the evening at the Kay Meek Center's main theatre.

Preparations have begun to reserve these facilities for the dates noted, however dates and facilities are subject to change. In any case, the events will be appropriately publicized through newspaper advertisements, media releases, the community report and community calendar, and direct mailing to those within the proposed notification area (see Appendix D).

Planning staff would then report back to Council on the outcome of these consultation events and provide a more detailed staff review of the proposal. At that time, staff would be seeking direction from Council as to whether and in what form to advance the project toward proposed bylaws and a proposed development permit for consideration by Council and the community. Council may ask that additional public consultation be undertaken prior to the preparation of bylaws, or after revisions have been made, or at any other point.

If Council directs that the application move forward after the initial public consultation, staff will work with the applicant on any required revisions to the project and will prepare the draft OCP amendment bylaw, zoning amendment bylaw, a phased development agreement, and the draft development permit. Depending on the scope of revisions, the project may benefit from another referral to the Design Review Committee to gauge the effectiveness of revisions prior to formalizing them for Council's review. Any additional public consultation directed by Council would take place during this stage.

Following this, the finalized proposal and necessary bylaws, agreements, and permits would proceed for consideration by Council at which point Council may give 1st reading of the bylaws and schedule a public hearing. Public information meeting(s) would be held between 1st reading and the public hearing to ensure that residents have easy access to the most accurate and up-to-date information.

A simplified summary graphic of the process has been provided as Appendix E.

5.0 Options

(as recommended by staff)

A. Direct that the application move forward for community consultation as described in the report dated November 13, 2012;

(or, alternatively)

B. Request additional information (to be specified); or,

C. Reject the application.

Author

Andrew Browne

Date: November 13, 2012

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From: Andrew Browne, Senior Community Planner; Geri Boyle, Manager, Community Planning; Bob Sokol, Director, Planning, Lands & Permits

Subject: **Official Community Plan Amendment, Rezoning, and Development Permit Application for 1300 Block south of Marine Drive**

Appendices:

A – Ambleside ‘Puzzle’

B – Official Community Plan excerpts related to Ambleside

C – Context Plan

D – Extent of Notification

E – Timeline for a Development Application

F – Development Proposal (booklet dated October 17, 2012)



OCP excerpts related to Ambleside

Policy BF-C 2: Support the commercial centres by encouraging residential uses.

- Encourage mixed commercial/residential development within commercial areas while retaining commercial frontage at street level where appropriate.

Policy BF-C 3: Enhance Ambleside Town Centre as West Vancouver's recognized Town Centre.

Policy BF-C4: Consider buildings over four storeys on three special sites along Marine Drive – 1300 block south, 1400 block north, and 1600 block south.

- The size and configuration of these larger sites can provide greater design opportunity, and flexibility to consider proposals with varying height is considered to be in the public interest.
- Notwithstanding building guidelines applicable in Ambleside, buildings on these special sites shall remain at two storeys as provided for in the zoning bylaw and increases in height would be considered as part of a rezoning application for specific site development.
- Any such application shall include an illustration of the development that could occur within the same four storey height and Floor Area Ratio of 1.75 that could be approved on sites elsewhere in Ambleside. A process of preliminary evaluation of the development proposal in comparison to this standard shall occur involving the local residential and business community and advisory committees of Council. Based upon that preliminary assessment, Council will decide whether to proceed with further review and formal consideration of bylaw amendments and development permits.
- Height in excess of four storeys would only be considered if it resulted in a superior building and site design, including increased open spaces or public squares, walkways and enhanced view corridors. A variation in FAR above 1.75 would only be considered in relation to offsetting the cost of providing assets such as community space for an art gallery, civic meeting space, additional public parking and rental housing.
- The site specific public amenity contribution for inclusion in the new zoning would be negotiated as part of the application.

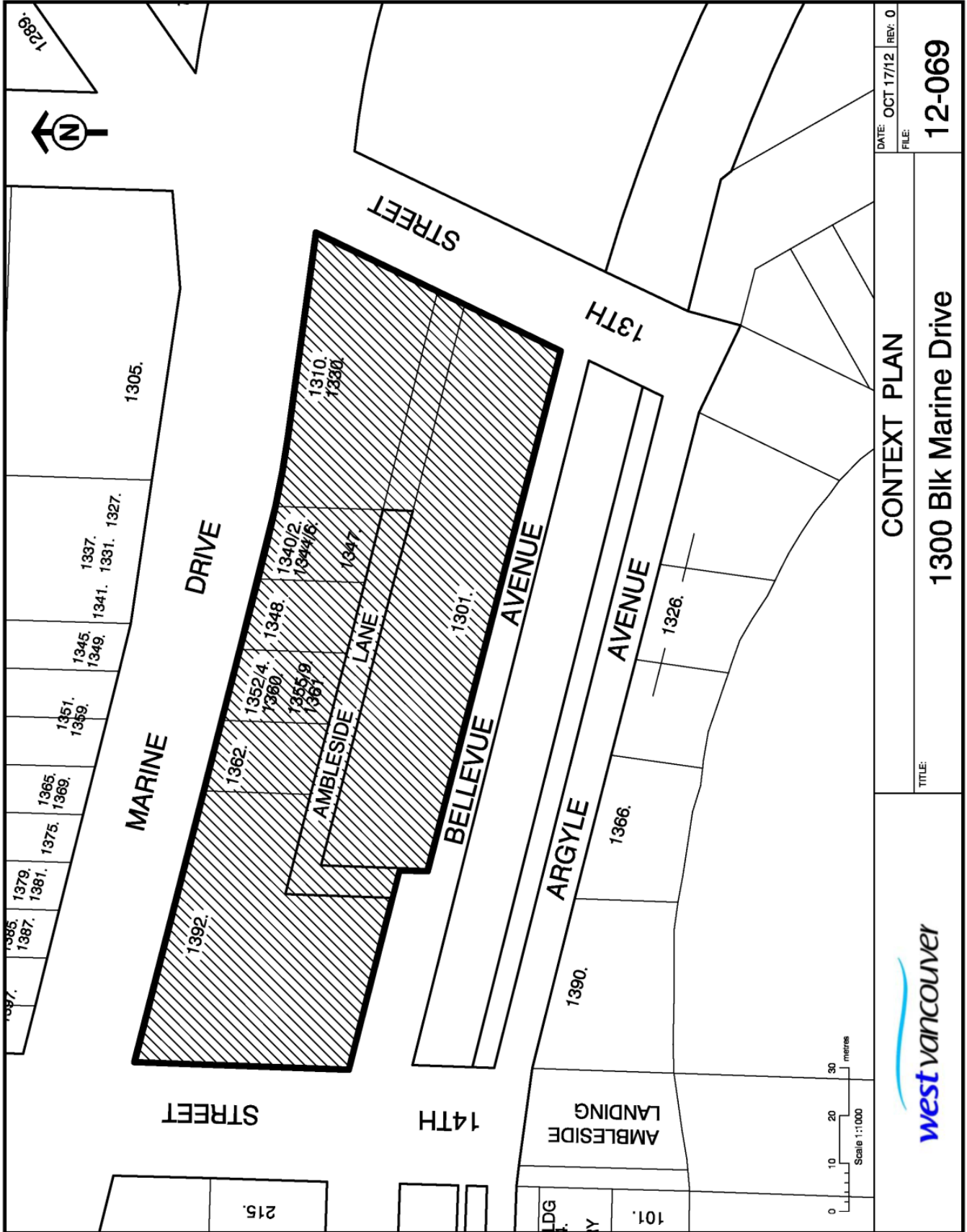
Policy BF-C 4.5: Enhance Ambleside Town Centre's sense of place and uniqueness, including its growing role as a home for civic and cultural activities.

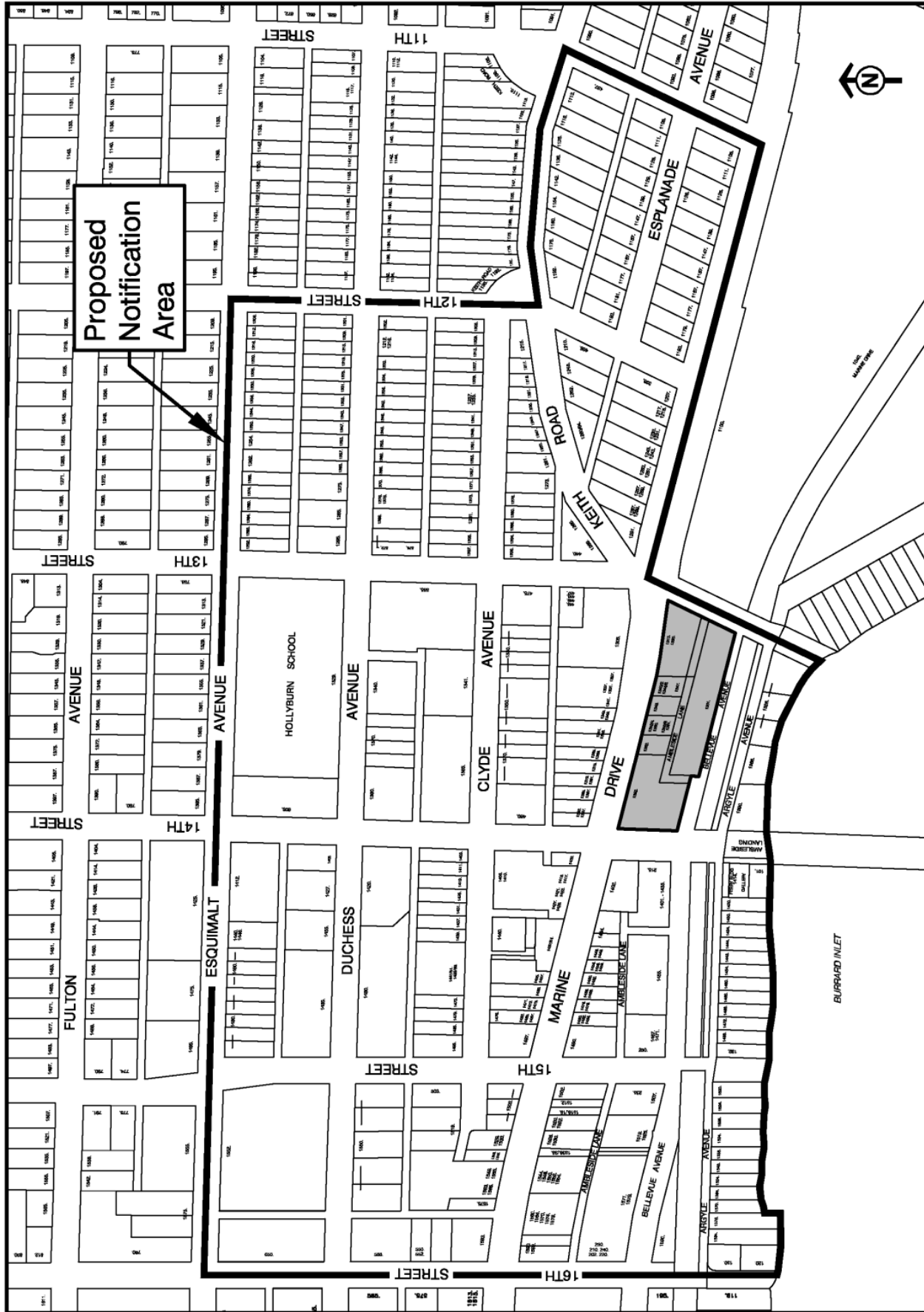
- Provide multiple opportunities for community meeting places and the use of streets and plazas as venues for civic events, including extended open spaces and landscaping on 14th Street and 17th Street below Marine Drive and civic spaces on the larger special development sites identified in Policy BF-C4. Such civic streets would be beautified and provide visual connections to the waterfront recreation and cultural facilities, but remain as normal traffic streets except for occasional community events. Access and use of adjacent private lands would form part of negotiations during rezoning applications.

Policy BF-C 4.6: Strengthen the connections between the waterfront and the Town Centre, with increased cultural and recreational activity and stronger functional links.

- Encourage commercial activities on the north/south streets to increase pedestrian interest and activity, and to draw people both from the waterfront and down to the waterfront

Policy BF-C 4.8: Provide street design improvements and parking facilities that complement and enhance the Ambleside Town Centre.





Proposed Notification Area

DATE: NOV 5/12 REV: 0
FILE:

12-069

Notification Area

1300 Blk Marine Drive

TITLE:



TIMELINE FOR A DEVELOPMENT APPLICATION

