



CITY OF VANCOUVER

POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: March 6, 2006
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VanRIMS No.: 11-3600-03
Meeting Date: March 21, 2006

TO: Vancouver City Council

FROM: The Manager of Mountain View Cemetery, in consultation with the
Director of Current Planning

SUBJECT: CD-1 Rezoning - 5455 Fraser Street - Mountain View Cemetery

RECOMMENDATION

- A. THAT the Director of Current Planning be instructed to make application to rezone Mountain View Cemetery at 5455 Fraser Street (see Figure 1) from RS-1 to CD-1 to permit cemetery uses and development, and that the application be referred to a Public Hearing together with:
- (i) plans received September 15, 2005;
 - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
 - (iii) the recommendation of the Director of Current Planning to approve, subject to conditions contained in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at the Public Hearing.

- B. THAT, subject to approval of the rezoning following a Public Hearing, Subdivision By-law No. 5208 be amended to remove the cemetery CD-1 site from the RS-1 Subdivision Sectional Maps attached to the Schedule.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of A and B.

COUNCIL POLICY

On March 7, 2000, Council adopted the Mountain View Master Plan which calls for Mountain View Cemetery to be renovated and reopened for service to the public on a self-sustaining basis.

On July 8, 2004, Council approved amendments to the Master Plan and approved the Development and Financial Plan for the cemetery which would see it redeveloped in phases over several decades, with the City's initial investment to be recovered from the sale of services, the operating deficit eliminated, and future phases of the redevelopment to be paid for from accumulated surpluses.

PURPOSE

This report recommends that a comprehensive development (CD-1) district be established for Mountain View Cemetery and that the Director of Current Planning be instructed to make application to rezone the site and that the application be referred to a Public Hearing.

BACKGROUND

Mountain View Cemetery was established by the City in 1886. By 1986, it had grown to 106 acres between 31st and 43rd Avenues west of Fraser Street, containing the remains of more than 145,000 people in over 92,000 graves and other spaces.

The Vancouver Crematorium, located on a privately owned lot within Mountain View Cemetery was built in 1911 and is a 'B' on the Vancouver Heritage Register.

By 1986, Mountain View Cemetery had run out of space for full body burial, the preferred form of interment until then, and Council closed the cemetery to the further sale of space. Since then, only those who had bought space prior to 1986 have been interred at Mountain View.

In 1995, Council considered whether or not to sell Mountain View Cemetery. Council decided not to sell Mountain View and instructed staff to develop a Master Plan for reopening Mountain View Cemetery with a focus on interment of cremated remains.

On June 18, 1998, Council received a report from the General Manager of Community Services summarizing the work of the master plan team that was documented in a report entitled "*A Vision for Mountain View Cemetery.*"

On March 7, 2000, Council adopted the Mountain View Master Plan (on file with the City Clerk). The Master Plan divided the cemetery into 12 'neighbourhoods' which would be developed in phases. It suggested that at least 100,000 more interments, primarily cremated remains, could be accommodated in Mountain View. It included a conceptual and landscaping plan as well as financial and operational plans. It concluded that reopening Mountain View was financially viable and the cemetery would be self-sustaining.

On July 31, 2003, Council approved amendments to the Mountain View Cemetery By-law as required to update the fee schedule and prepare the cemetery for recommencing the sale of space according to the proposed financial plan.

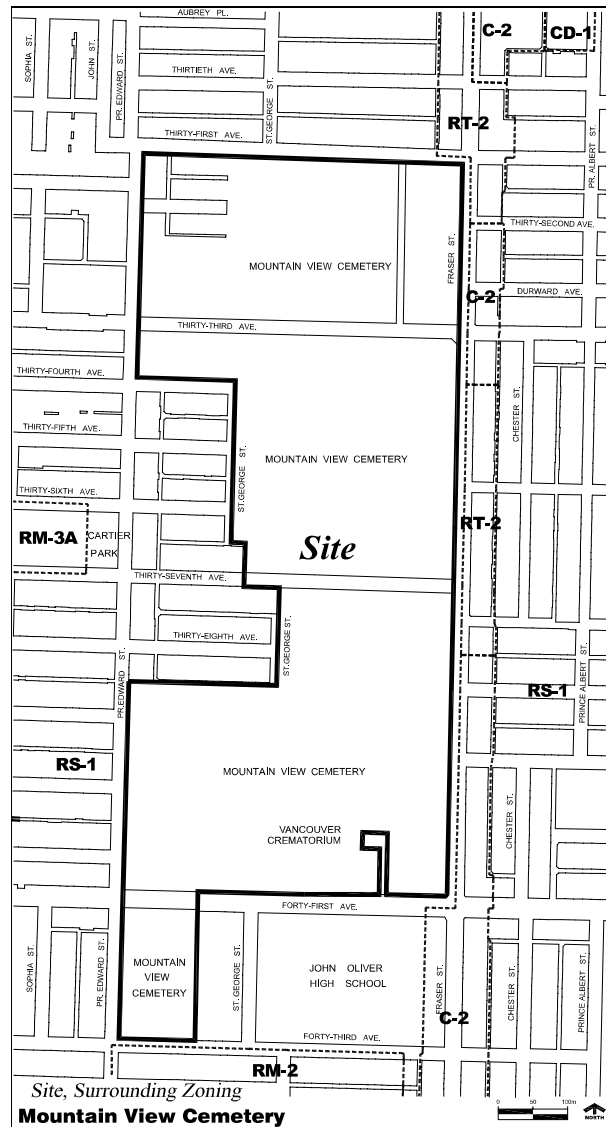
On July 8, 2004, Council approved the Development and Financial Plan for the first phase of the redevelopment of Mountain View Cemetery (on file with the City Clerk). It proposed the development of 6,200 new memorialization spaces (primarily for ashes) in the area of the cemetery shown in Figure 1. It also proposed that three buildings (the Customer Service Centre, a Celebration Centre, and the Operations Centre) be developed as part of the first phase of redevelopment. The 2000 Master Plan was amended to locate the proposed Operations Centre (maintenance, storage and equipment) on the current soil storage area which had previously been proposed for a scattering pond.

On July 8, 2004, Council authorized staff to initiate a rezoning of Mountain View Cemetery to CD-1 to provide the appropriate regulatory framework for the redevelopment.

CURRENT ZONING

Mountain View Cemetery was developed before the Zoning and Development By-law (By-law No. 3575) was adopted by Council in 1956, and "cemetery" is not defined or used in the Zoning and Development By-law. The Mountain View Cemetery site is currently zoned RS-1. It has been managed as a Public Authority Use for the purposes of any development since the Zoning and Development By-law was put in place. Public Authority Use is a general category that covers a wide range of public facilities from fire halls and neighbourhood work yards to utility installations.

Figure 1 - Location of Mountain View Cemetery



PROPOSED CD-1 REZONING OF MOUNTAIN VIEW CEMETERY

With the approval of the amended Mountain View Cemetery Master Plan, Council concluded that a zoning should be put in place that addresses the intent and scope of the Plan. The Master Plan will see new buildings replacing the existing structures and the development of new memorialization options. The redevelopment will be undertaken in phases and likely

over several decades in accordance with the financial plan's objectives to eliminate the operating deficit, recover the initial capital investment and pay for future phases from surplus revenue the cemetery will generate.

It is recommended that a CD-1 By-law be adopted for the cemetery which will provide a framework for its on-going redevelopment. As redevelopment proceeds, the detailed design will be addressed through the development permit process. Separate development permits will be required for each phase of the cemetery's redevelopment, and the public will be consulted as each phase proceeds. Each development application will be reported to City Council for approval of the form of development as required for all CD-1 By-laws before a development permit can be issued. The first phase of the redevelopment is ready to proceed and approval in principle of the Form of Development, generally in accordance with the drawings submitted with DE409733, is recommended as a condition of approval of the proposed CD-1 By-law.

The operation of Mountain View Cemetery is governed by the Mountain View Cemetery By-law No. 8719, and the proposed CD-1 By-law is consistent with the Mountain View Cemetery By-law.

USES

The purpose of Mountain View Cemetery is the interment of human remains and the memorialization of those interred. The cemetery consists primarily of landscaped open space that provides a place for the interment of human remains, and the buildings in the cemetery support this fundamental memorialization purpose.

Memorialization Options

Memorialization options allowed in the proposed CD-1 By-law include columbaria, crypts, graves, mausolea, memorials and niches, as defined in Mountain View Cemetery By-law No. 8719. They will be developed as landscape elements throughout the cemetery.

Elements such as fences, walls, trees, shrubs, plantings, benches, lawns, walkways, driveways, gates, curbs, lighting, fountains, etc. that will also be developed in the cemetery are standard landscape elements regulated through the development permit and form of development approval process. The memorialization options would be regulated through the development permit and form of development approval process as well.

In the first phase of the redevelopment, columbaria, niches and memorials will be introduced into the Masonic neighbourhood as shown in Appendix C. The new memorialization options will be located along the roadways and paths in this neighbourhood which will be improved with benches and new lighting. The landscaping in the area will be renewed as well.

Buildings

Three new buildings are proposed in the amended Master Plan. All three are included in the first phase of the redevelopment and their locations are shown on the reduced drawings in Appendix C. They include a customer service centre, a celebration hall, and an operations centre. Table 1 sets out the maximum heights and maximum gross floor area the proposed CD-1 By-law would permit for each building. The total maximum gross floor area allowed by the CD-1 would be 1,575 m² (16,953 sq. ft.), for a floor space ratio of 0.0037.

Table 1

Building	Maximum Gross Floor Area	Maximum Height
Customer Service Centre	575 m ² (6,189 sq. ft.)	8.5 m (27.9 ft.)
Celebration Hall	425 m ² (4,575 sq. ft.)	11.0 m (36.1 ft.)
Operations Centre	575 m ² (6,189 sq. ft.)	8.5 m (27.9 ft.)
Total	1,575 m ² (16,953 sq. ft.)	

The Customer Service Centre will replace the existing administration building and provide space for families or clients to discuss memorialization options, to purchase services, for record storage, administration, etc. The Celebration Hall is a new function and will occupy the site currently used for equipment storage. It will be connected to the Customer Service Centre, and will accommodate events such as memorial services, life celebrations, neighbourhood meetings related to the cemetery, funeral industry association meetings, meetings related to the history and heritage of the cemetery, educational seminars, etc. The Operations Centre will be built on the site of the existing work and soil storage yard, and will consolidate the equipment storage function, now located next to the administration building, with the functions currently located in the soil storage yard.

Mausolea are buildings used for the interment of human remains and are a proposed use in Mountain View Cemetery. While the two existing mausolea would be accommodated, no floor space for new mausolea has been allowed, as the amended Master Plan did not specify any locations for new mausolea and none are proposed in the first phase of the development. The CD-1 would have to be amended to increase the maximum allowable floor space to accommodate new mausolea if any are proposed in future phases. This would require the usual rezoning and public hearing process.

Building setbacks will be established through the development permit and form of development process. Only the operations centre is close to an exterior property line, and it has a proposed set back of 4.5 m (14.8 ft) from the lane.

Parking

Parking in the cemetery is provided on the verges of 6.7 km (4.2 miles) of internal roadways. Each phase of the redevelopment will include work to the internal roadways, including curbing and the development of parking bays. The Director of Planning, on advice from the City Engineer, will establish the parking requirement for each phase of the cemetery's redevelopment through the development permit approval process. At each phase of the redevelopment, the applicant for the development permit will have to demonstrate that the parking proposed is adequate based on the rates set out in the Parking By-law.

PROCESS

The proposed CD-1 would establish the regulatory framework for the redevelopment of Mountain View Cemetery, and the amended Master Plan will provide the context for evaluating the detailed design for each phase of the redevelopment presented in the development applications. Over the course of the redevelopment of Mountain View Cemetery, an overall form of development will be created phase by phase. Once the form of development is approved by Council for each phase, development and building permits can be issued for the individual elements included in that phase of the redevelopment.

Community and neighbourhood consultation will be undertaken through the development permit process required for each phase of the development. A number of groups will be consulted as each phase comes forward. These include the immediate neighbours, the relatives of those interred, heritage interests, the funeral industry and the public at large.

FORM OF DEVELOPMENT FOR FIRST PHASE OF REDEVELOPMENT

A development permit application (DE409733) has been submitted for the first phase of the cemetery redevelopment. It is proposed that all three buildings contemplated in the amended Master Plan be developed as part of the first phase. The Operations Centre was of particular concern to the neighbours to the west, and the development application includes acoustic reports and design detail that addresses the neighbours concerns. On December 12, 2005, the Manager of Mountain View Cemetery met with 4 of the immediately adjacent neighbours and reviewed the plans for the Operation Centre as set out in the development permit application.

The development permit application has been reviewed by City staff and the Director of Planning advises he is prepared to approve the application if the rezoning is approved following the Public Hearing.

VANCOUVER CREMATORIUM

Vancouver Crematorium occupies a site within Mountain View Cemetery as shown on Figure 1. It is currently zoned RS-1 and is grandfathered as a non-conforming use. "Crematorium" is not defined or used in the City's Zoning and Development By-law. The Vancouver Crematorium is privately owned and operated and it is not proposed to rezone the site as part of the proposed CD-1 for Mountain View Cemetery. The owners do not have any plans to expand or redevelop the site, and have not expressed any interest in a rezoning at this time. For now, it is proposed that the site remain RS-1 and continue to be regulated as a non-conforming use. Should the owners want to expand the facility or redevelop the site, a rezoning will be required as the building is 'frozen' in its current form.

CONCLUSION

The redevelopment of Mountain View Cemetery is ready to commence. It is proposed that a CD-1 by-law be put in place to regulate the implementation of the amended Master Plan for Mountain View Cemetery. Mountain View Cemetery will be redeveloped in phases and the Development Permit for the first phase can be issued once the CD-1 is in place and Council has approved the form of development. The Manager of Mountain View Cemetery therefore recommends that the Director of Current Planning be instructed to make application to rezone the site and that the application be referred to Public Hearing.

* * * * *

Mountain View Cemetery

Draft for public hearing

BY-LAW NO. _____

**A By-law to amend
Zoning and Development By-law No. 3575
by rezoning a certain area to CD-1**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

Zoning District Plan amendment

1. This By-law amends the Zoning District Plan attached as Schedule D to By-law No. 3575, and amends or substitutes the boundaries and districts shown on it, according to the amendments, substitutions, explanatory legends, notations, and references shown on the plan marginally numbered Z-569C attached as Schedule A to this By-law, and incorporates Schedule A into Schedule D to By-law No. 3575.

Uses

- 2.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 (___).
- 2.2 Subject to Council approval of the form of development except for development existing at the date of this By-law, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development permit, the only uses permitted within CD-1 (___) and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
 - (a) Cemetery Use including Columbaria and Mausolea;
 - (b) Hall Use;
 - (c) Customer Service Centre;
 - (d) Operations Centre; and
 - (e) Accessory Use customarily ancillary to any of the uses permitted by this section 2.

Density

- 3. The gross floor area must not exceed:
 - (a) 425 m² for the hall;
 - (b) 575 m² for the customer service centre; or
 - (c) 575 m² the for the operations centre.

Height

- 4. The height must not exceed:
 - (a) 11.0 m for the hall;
 - (b) 8.5 m for the customer service centre; or
 - (c) 8.5 m for the operations centre; or

Parking

- 5. The Director of Planning, on advice from the City Engineer, is to determine parking requirements for each phase of development, and such requirements are to be a condition of the development permit for each phase.

Severability

- 6. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law. **Force and Effect**
- 7. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this _____ day of _____, 2006

Mayor

City Clerk

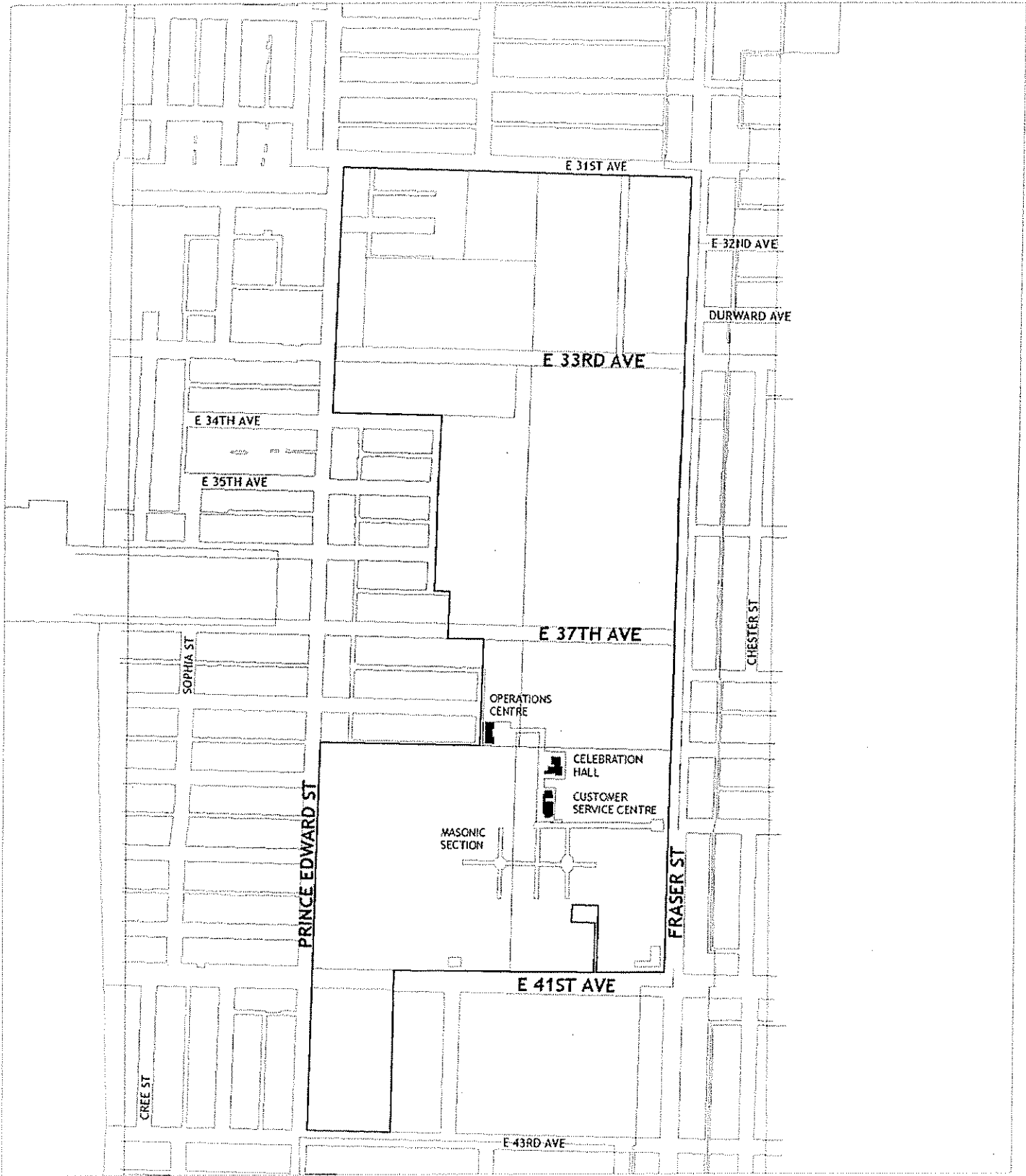
Proposed Conditions of Approval

PROPOSED CONDITIONS OF APPROVAL

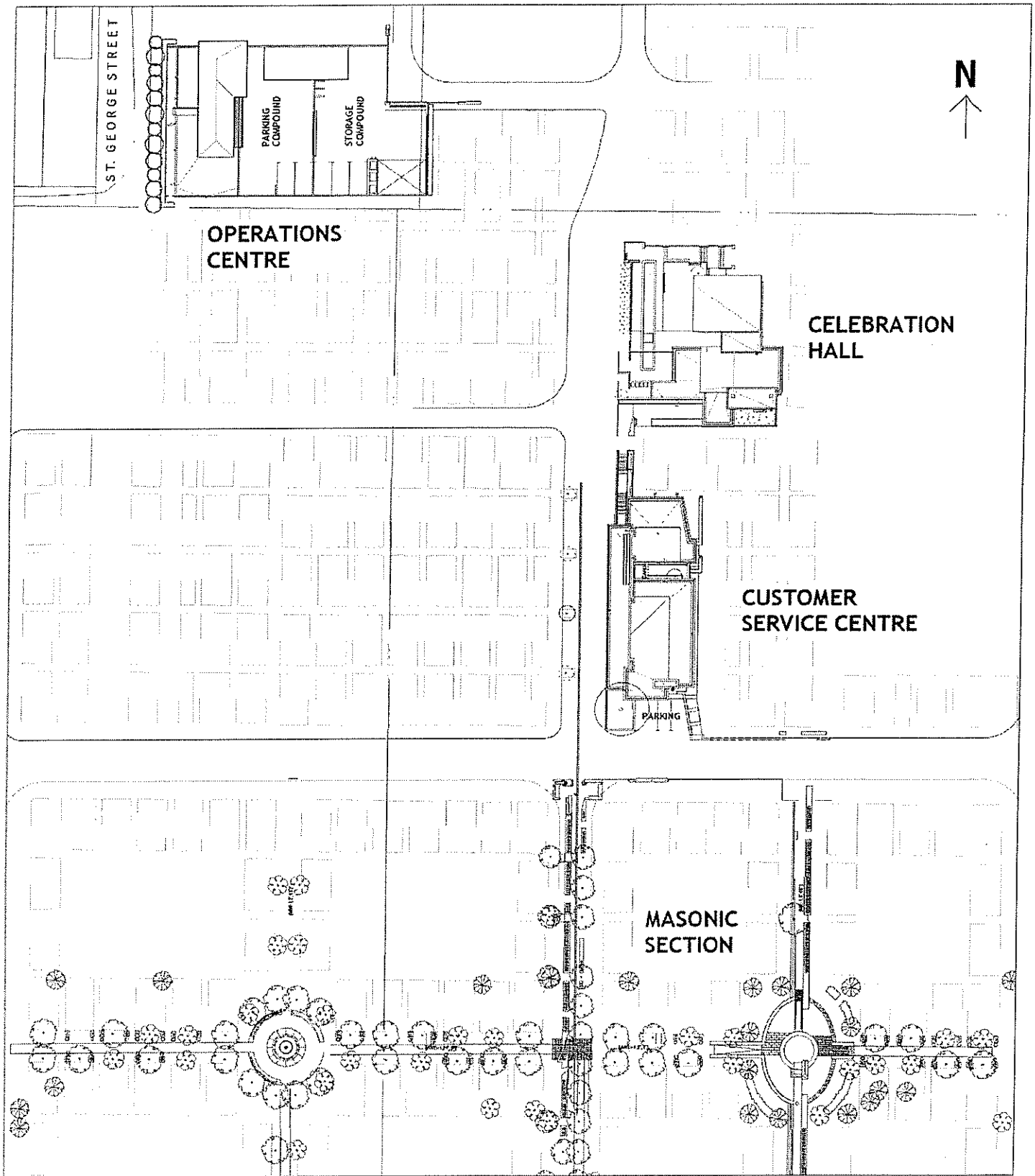
Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

FORM OF DEVELOPMENT

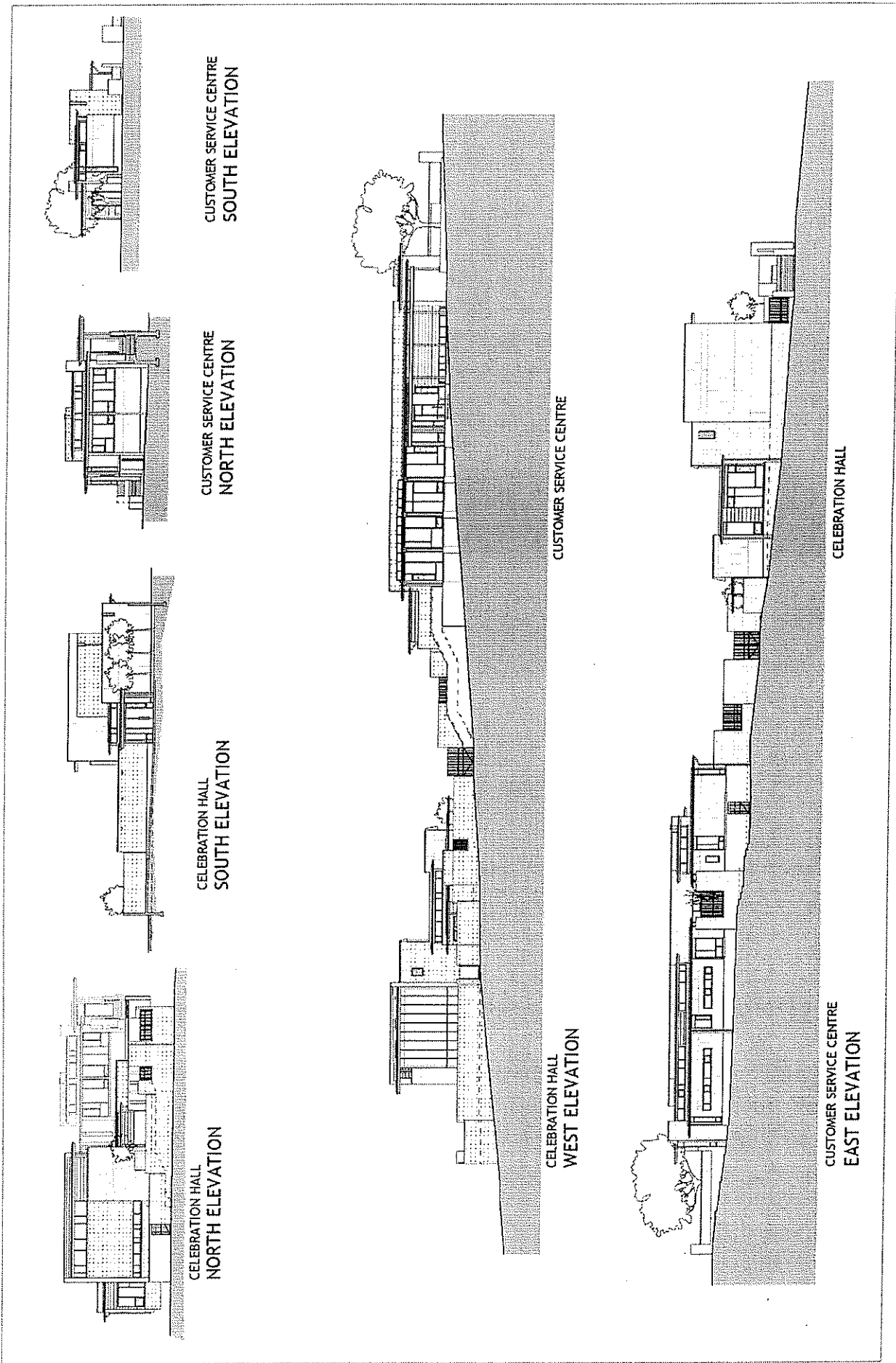
- (a) That the proposed form of development for the first phase of development at Mountain View Cemetery be approved by Council in principle, generally as prepared by Birmingham and Wood Architects and Planners, and stamped "Received, Community Services Group, Development Services, September 15, 2005" (DE409845), provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b), below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning.
- (c) That the Mountain View Master Plan as amended by Council on July 8, 2004, be used to guide the preparation and review of development applications for each phase of future development.



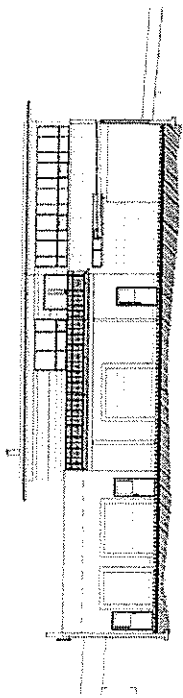
MOUNTAIN VIEW CEMETERY BOUNDARY
WITH PHASE 1 SCOPE OF WORK FOOTPRINT



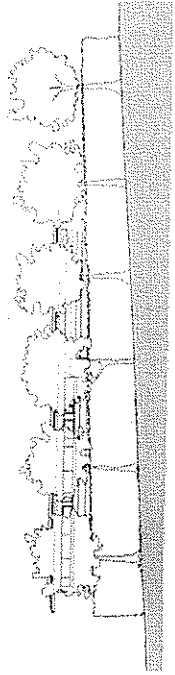
MOUNTAIN VIEW CEMETERY - ROOF PLAN



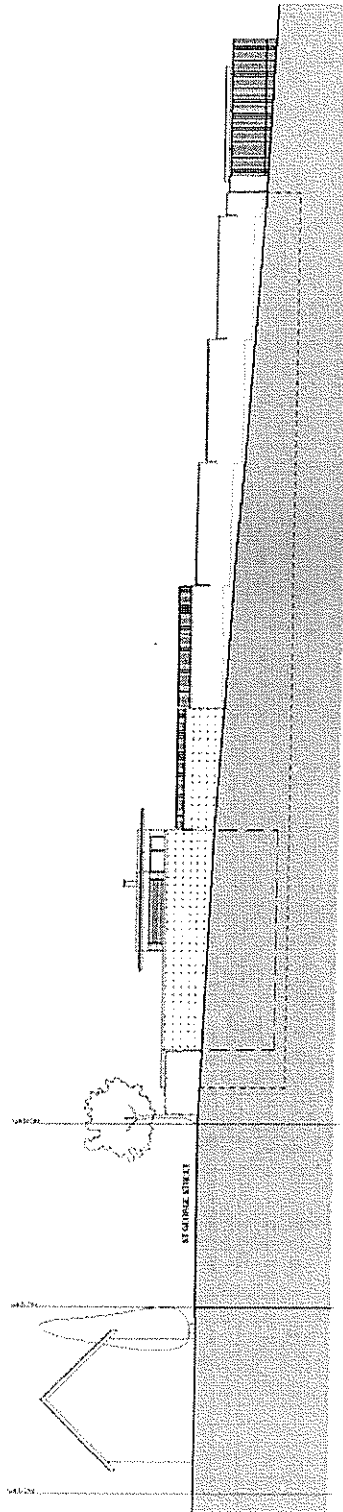
MOUNTAIN VIEW CEMETERY - CUSTOMER SERVICE CENTRE
AND CELEBRATION HALL



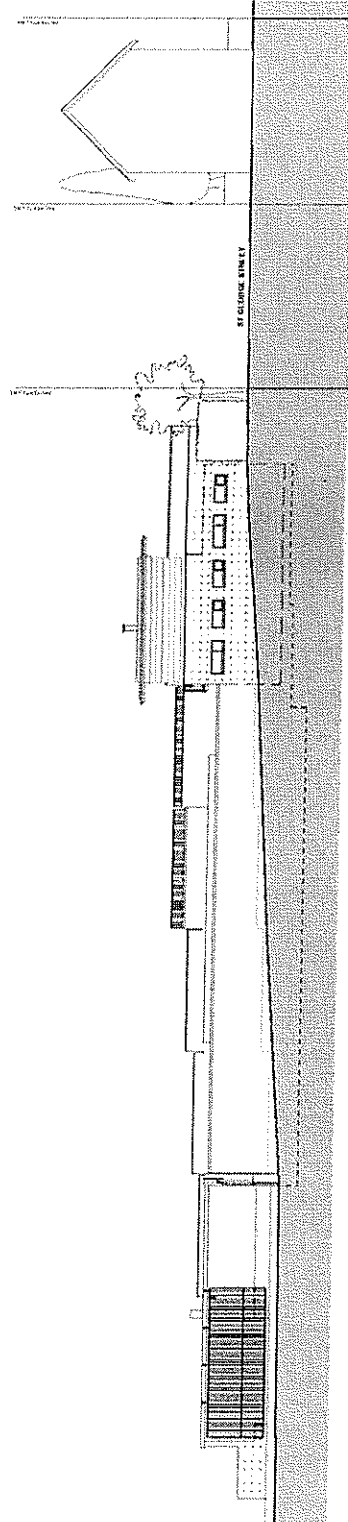
EAST ELEVATION



WEST ELEVATION - FROM ST. GEORGE STREET



SOUTH ELEVATION



NORTH ELEVATION