

Attachment 1
Staff Memo

MEMO

Climate Action, Planning and Development

To: Emilie K. Adin, MCIP
Director, Climate Action, Planning and Development

Date: August 29, 2022

From: Lynn Roxburgh,
Acting Manager, Planning

File: REZ00228
OCP00040
DP000973

Item #: [Report Number]

Subject: **Official Community Plan Amendment and Rezoning Applications for Infill Townhouse: 102/104 Eighth Avenue and 728 First Street – Preliminary Report**

RECOMMENDATION

Staff recommends that the Director forward this memo and the following resolutions to Council for consideration:

THAT Council direct staff to proceed with processing the proposed Official Community Plan (OCP) amendment and rezoning at 102/104 Eighth Avenue and 728 First Street, as outlined in the “Consultation and Review Process” section of this report.

THAT Council, with regard to the proposed OCP amendment:

1. Give consideration to the requirements of Section 475 and 476 as well as other relevant sections of the *Local Government Act*;
2. Direct staff to advise and consult with the following:
 - a. The Board of Education of New Westminister Schools; and
 - b. The following First Nations:
 - i. Cowichan Tribes;
 - ii. Halalt First Nation;
 - iii. Katzie First Nation;
 - iv. Kwantlen First Nation;

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- v. Kwikwetlem First Nation;
 - vi. Lyackson First Nation;
 - vii. Lake Cowichan First Nation;
 - viii. Musqueam Indian Band;
 - ix. Penelakut Tribe;
 - x. Qayqayt First Nation;
 - xi. Seabird Island Band;
 - xii. Semiahmoo First Nation;
 - xiii. Shxw'ōwhámél First Nation;
 - xiv. Soowahlie First Nation;
 - xv. Squamish Nation;
 - xvi. Sto:lo Nation;
 - xvii. Sto:lo Tribal Council;
 - xviii. Stz'uminus First Nation;
 - xix. Tsawwassen First Nation; and
 - xx. Tseil-Waututh Nation.
3. Direct staff to seek input from interested parties in the following manner:
 - a. Send a request for written comments to the parties listed above;
 - b. As part of the notification requirements for a Public Hearing, place a notice on the City Page to advise the public of this application; and
 - c. As part of the notification requirements for a Public Hearing, require the applicant to include notice of the proposed OCP amendment on the site signage required for the subject application.
 4. Not require consultation with:
 - a. Board of the regional district in which the area covered by a plan is located (Metro Vancouver);
 - b. Any greater boards or improvement districts;
 - c. Greater Vancouver Sewerage and Drainage District Board;
 - d. Ministry of Transportation and Infrastructure; and
 - e. Councils of immediately adjacent municipalities;as none are considered to be affected by this application.
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PURPOSE

To seek Council's approval to proceed with processing the proposed Official Community Plan amendment and rezoning at 102/104 Eighth Avenue and 728 First Street.

EXECUTIVE SUMMARY

Official Community Plan (OCP) amendment, rezoning and Development Permit applications have been received for 102/104 Eighth Avenue and 728 First Street. A total of 10 side-by-side, ground-oriented residential units are proposed across two buildings, and plans indicate an overall Floor Space Ratio (FSR) of 1.03. All of the proposed units would be family-friendly, containing three bedrooms, and stratified. The development proposes 11 off-street parking spaces in accordance with Zoning Bylaw requirements. Long-term bicycle storage would be provided for each unit, as per Zoning Bylaw requirements, as well as six short-term spaces.

BACKGROUND

Policy and Regulations

The OCP land use designation for the subject properties is Residential – Detached and Semi-Detached Housing (RD). An OCP amendment to change the designation to Residential – Ground Oriented Infill Housing (RGO) would be required to allow the proposed infill townhouse project and to change the Development Permit Area (DPA) to 1.2 Ground Oriented Housing, to ensure alignment between the design guidelines and proposed land use. Similarly, the proposal is not consistent with the existing Single Detached Residential Districts (RS-1) zoning, and a rezoning would be required to Infill Townhouse and Rowhouse Residential District (RT) or a similar district.

Should Council adopt the proposed amendment and rezoning, the Development Permit would be considered for issuance by the Director of Climate Action, Planning and Development. The proposal exceeds the requirements of the Family Friendly Housing Policy. A summary of relevant City policies and regulations is included in Attachment 2.

Preliminary Application Review

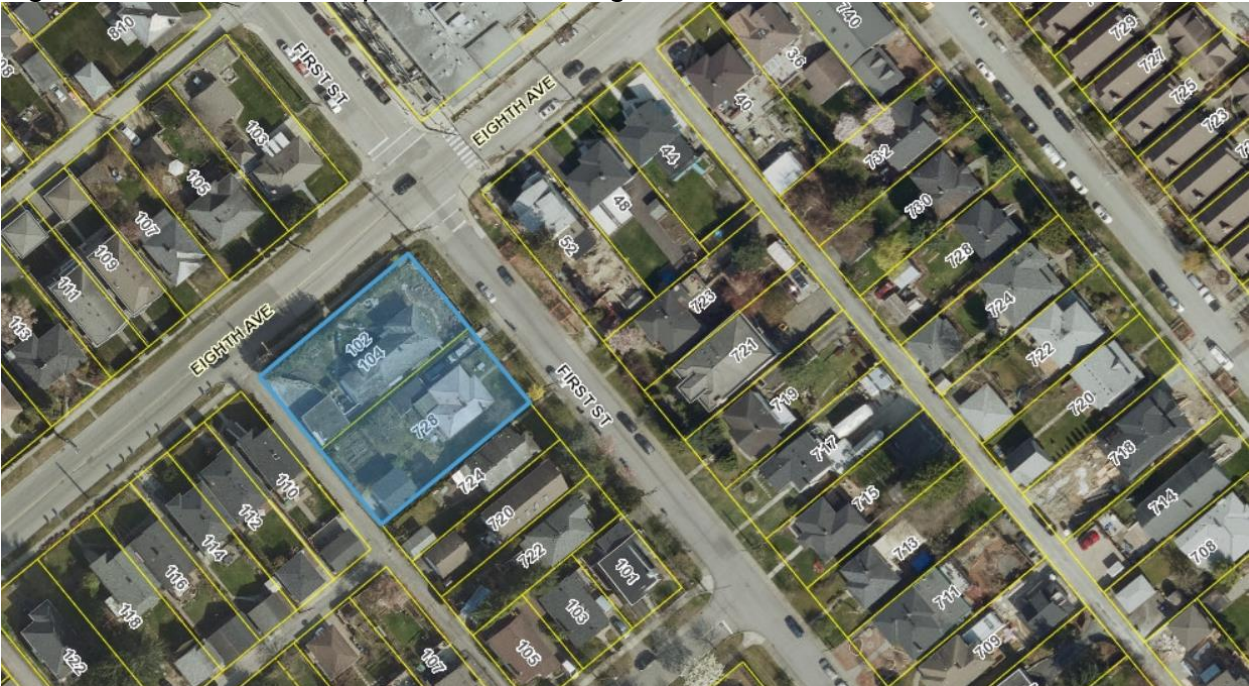
A Preliminary Application Review (PAR) for this project was submitted on January 5, 2021. Staff presented the PAR to the Land Use and Planning Committee (LUPC) on March 29, 2021, and the LUPC advised the applicant that an OCP amendment to re-designate the subject site, to facilitate an infill townhouse proposal, would be considered reasonable. The LUPC further advised the applicant to revise their proposal to address staff comments. As the formal submission does so, re-presentation to the LUPC was not deemed necessary.

The minutes for this meeting are available on the City’s website: https://www.newwestcity.ca/council_minutes/0329_21/LUPC%202021%20Mar%2029%20Agenda%20Package.pdf

Site Characteristics and Context

The subject site is (1,622.8 sq. m. (17,468 sq. ft.), which includes two properties, is located in the Glenbrooke North neighbourhood, in an area composed of single-detached dwellings and one low-rise apartment building. One single detached dwelling is situated on each lot, built in 1947 and 1948. The site is located close to the Seventh Avenue Crosstown Greenway and bus service on Eighth Avenue. Additional site context information is provided in Attachment 2.

Figure 1: Site Context Map with 102/104 Eighth Avenue and 728 First Street in blue



PROJECT DESCRIPTION

The proposed development consists of 10 side-by-side, ground-oriented townhouse units within two buildings oriented along a central pedestrian courtyard. Both buildings would be sited perpendicular to First Street, with Building A parallel to Eighth Avenue. The project is proposed to Step 4 of the BC Energy Step Code, which would exceed the minimum Step 3 requirement. Design rationale and drawings are included in Attachment 4.

Drawings indicate an above grade FSR of 0.87 and a below grade FSR of 0.16, for an overall density of 1.03 FSR. Buildings range from between two to three storeys above grade. The proposed unit sizes would range from approximately 158.5 sq. m. (1,706 sq. ft.) to 170.4 sq. m. (1,834 sq. ft.). All units are proposed to be family-friendly, containing

three bedrooms. Private outdoor space, off-street vehicle and bike parking requirements would be met. A project statistics table is included in Attachment 2.

Figure 2: Proposed project rendering (view from Eighth Avenue)



DISCUSSION

Official Community Plan (OCP) Amendment

While the two lots are currently designated RD, the subject site was considered for RT designation during OCP development. As directed by Council, the ongoing Infill Housing policy work will explore potential changes to the OCP Land Use Designation Map, with the objective of designating more properties RT and RGO. Given the current timeline of the City-led process, the applicant has determined that they wish to proceed in advance by applying for a site-specific OCP amendment.

At the previously described 2021 LUPC meeting, the Committee noted that further feedback and discussion with the community would be advantageous. This directive would be integrated into the applicant-led consultation program, anticipated to begin no earlier than November 2022. Community feedback on this proposal would also inform the ongoing infill housing review.

Official Community Plan Amendment *Local Government Act* Consultation Requirements

Section 475 and 476 of the *Local Government Act* provides requirements for consultation prior to consideration of an OCP amendment. The *Act* requires local governments provide one or more opportunities for consultation with organizations and authorities it considers may be affected by the proposed amendment. In an effort to create early and ongoing consultation, staff would begin this process after preliminary approval. A full list of organizations for Council’s consideration of consultation, with staff recommendations, are outlined in Attachment 3.

Building Massing and Transition

The applicant has proposed a contemporary, flat roof design that reflects the architectural expression of the multi-family building across Eighth Avenue. Building A is proposed at three storeys and steps down towards First Street following the site’s natural topography. Building B would be oriented towards the central courtyard and is proposed at two storeys to transition between the adjacent single detached house and Building A. The end units fronting First Street are intended to activate this frontage. Staff consider the overall form and density to be generally consistent with the DPA 1.3 design guidelines. The proposed design would be further reviewed by staff through the application and review process, with input from the New Westminster Design Panel.

Passive Design Exclusion for FSR

For ground-oriented residential buildings, such as townhouses, thicker insulated wall assemblies are key to achieving energy efficiency. The City’s Passive Design Exclusion policy includes additional FSR for single detached dwellings built to higher performance standards, including an additional 0.03 FSR for Step 4 projects. Although additional FSR for townhouses has not been specifically created under this policy, staff considers it reasonable to apply a similar FSR to this project. The RT zoning district identifies an overall FSR of 1.00 and this project is proposed at 1.03.

See Attachment 2 for more information on the City’s Passive Design Exclusion Policy and the project statistics including FSR calculations.

Off-Street Parking and Vehicular Access

The property is accessed via a 4.88 m. (16 ft.) lane at the rear. A 0.6 m. (1.97 ft.) lane widening dedication is proposed, consistent with City expectations. A total of 10 residential parking spaces, including one accessible space, and one shared visitor/loading stall are proposed along the lane, consistent with Zoning Bylaw requirements.

Trees

The applicant has submitted an arborist report in support of a Tree Permit application. The report indicates that five trees and one protected hedge are present on-site, and three off-site City trees. The project proposes removal of all on-site trees and the hedge. As these trees are in structurally poor condition, the City arborist has indicated preliminary support for this proposal. Replacement trees are proposed in excess of those required. Further review of the project’s tree retention and replacement strategy would be undertaken by staff during the application review process.

Demolition of the Existing Single Detached Houses

As part of the site redevelopment, the existing 1947 and 1948 houses would be demolished. As per the City's policy for buildings 50 years or older, heritage reviews were completed by staff, who noted that the buildings do not contain significant heritage value. Given that the proposal would increase opportunities for family-friendly infill housing, the benefits of the project are considered to outweigh heritage considerations.

CONSULTATION AND REVIEW PROCESS

As per the City's development review process, the anticipated review steps for the applications are:

1. Preliminary report to Council (**WE ARE HERE**);
2. Consultation with outside agencies and organizations impacted by the Official Community Plan amendment as required by Sections 475 and 476 of the *Local Government Act*;
3. Applicant-led public consultation, including dissemination of information through the local Residents Association;
4. Presentation to the New Westminster Design Panel;
5. Review by the Advisory Planning Commission;
6. Council consideration of First and Second Readings of the Bylaws;
7. A Public Hearing, followed by Council's consideration of Third Reading of the Bylaws;
8. Council consideration of adoption of the Bylaws; and,
9. Issuance of the Development Permit by the Director of Climate Action, Planning and Development.

Following the above, Building and Tree Permits would be required.

INTERDEPARTMENTAL LIAISON

The City has a project-based team approach for reviewing development applications, which facilitates interdepartmental review, providing comments to the applicant throughout the development review process.

OPTIONS

The following options are available for Council's consideration:

1. That Council direct staff to proceed with processing the proposed OCP amendment and rezoning at 102/104 Eighth Avenue and 728 First Street, as outlined in the "Consultation and Review Process" section of this report;
2. That Council, with regard to the proposed OCP amendment:
 - 1) Give consideration to the requirements of Section 475 and 476 as well as other relevant sections of the *Local Government Act*;

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- c. Greater Vancouver Sewerage and Drainage District Board;
 - d. Ministry of Transportation and Infrastructure; and
 - e. Councils of immediately adjacent municipalities;
- as none are considered to be affected by this application.

3. That Council provide staff with alternative direction.

Staff recommend Options 1 and 2.

ATTACHMENTS

Attachment 1 – Staff Memo

Attachment 2 – Background Information

Attachment 3 – Official Community Plan Amendment Consideration of Public Consultation

Attachment 4 – Applicant’s Design Rationale and Project Drawings

APPROVALS

This report was prepared by:

Wendee Lang, Development Planner

This report was reviewed by:

Mike Watson, A/Supervisor of Development Planning

Lynn Roxburgh, A/ Manager, Planning

This report was approved by:

Emilie K. Adin, Director of Climate Action, Planning and Development