Corporation of the City of
NEW WESTMINSTER

Attachment 3

Rezoning Application for Detached Accessory Building: 228 Seventh Street - Preliminary Report (September 19, 2022)

Corporation of the City of
NEW WESTMINSTER

REPORT
Climate Action, Planning and Development

To:	Mayor Cote and Members of Council	**Date**:	September 26, 2022
From:	Emilie K. Adin, MCIP Director, Climate Action, Planning and Development	**File**:	REZ00229
		Item #:	2022-628
Subject:	**Rezoning Application for Detached Accessory Building: 228 Seventh Street – Preliminary Report**		

RECOMMENDATION

THAT Council direct staff to proceed with processing the proposed rezoning at 228 Seventh Street, as outlined in the "Consultation and Review Process" section of this report.

PURPOSE

To seek Council's approval to proceed with processing the proposed rezoning at 228 Seventh Street, to regularize the site's existing principal use and enable a new client intake and administrative building for Westminster House Society.

EXECUTIVE SUMMARY

Westminster House Society currently operates a provincially and municipally licensed residential recovery house at 228 Seventh Street. The program provides support and housing for women and girls recovering from substance use and chronic homelessness. A rezoning application has been received for this property, which would regularize the site's principal use, and permit construction of a detached accessory building. The detached accessory building would contain support spaces, including office and administrative areas, laundry, washroom facilities and food storage. An expansion of the number of clients served by the recovery house is not proposed; rather, the building would improve and expedite clients' access to services and better accommodate staff needs.

The project is being funded through Reaching Home, a community-based program aimed at preventing and reducing homelessness, and is subject to a limited funding window. In consideration of these limitations, the application is being processed under an expedited timeline.

OPTIONS

The following options are available for Council's consideration:

1. That Council direct staff to proceed with processing the proposed rezoning at 228 Seventh Street, as outlined in the "Consultation and Review Process" section of this report;

2. That Council provide staff with alternative direction.

Staff recommend Option 1.

ATTACHMENTS

Attachment 1 – Staff Memo
Attachment 2 – Background Information
Attachment 3 – Applicant's Project Summary and Drawings

APPROVALS

This report was prepared by:
Wendee Lang, Development Planner

This report was reviewed by:
Mike Watson, A/Supervisor of Development Planning
Jackie Teed, Senior Manager of Climate Action, Planning and Development

This report was approved by:
Emilie Adin, Director of Climate Action, Planning and Development
Lisa Spitale, Chief Administrative Officer

Corporation of the City of
NEW WESTMINSTER

Attachment 1

Staff Memo

Corporation of the City of
NEW WESTMINSTER

MEMO
Climate Action, Planning and Development

To:	Emilie K. Adin, MCIP Director, Climate Action, Planning and Development	**Date**:	September 26, 2022
From:	Jackie Teed, Senior Manager, Climate Action, Planning and Development	**File**:	REZ00229

Subject: **Rezoning Application for Detached Accessory Building: 228 Seventh Street – Preliminary Report**

RECOMMENDATION

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

THAT Council direct staff to proceed with processing the proposed rezoning at 228 Seventh Street, as outlined in the "Consultation and Review Process" section of this report.

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administrative areas, laundry, washroom facilities and food storage. An expansion of the number of clients served by the recovery house is not proposed; rather, the building would improve and expedite clients' access to services and better accommodate staff needs.

The project is being funded through Reaching Home, a community-based program aimed at preventing and reducing homelessness, and is subject to a limited funding window. In consideration of these limitations, the application is being processed under an expedited timeline.

BACKGROUND

Policy and Regulations

The Official Community Plan (OCP) designation for the subject property is Residential – Ground Oriented Infill Housing (RGO). The proposed use is consistent with this designation. The property is zoned Single Detached Residential Districts (RS-1) zone, which does not permit the existing primary use of the site as a recovery house.

The *Local Government Act* and the Zoning Bylaw have provisions to allow non-conforming uses in certain situations. However, as the detached accessory building would increase the area of the non-conforming use, it is not permitted under the site's existing zoning. Rezoning to a Comprehensive Development (CD) District is required to regularize the existing primary use of the site, and to allow the supporting uses proposed by this project (office, administrative, client intake). A summary of these and other related City policies and regulations is included in Attachment 2.

Existing Site Use

Westminster House Society currently operates a residential recovery program at the subject site, which provides support and housing to nine women and girls recovering from substance use and chronic homelessness. The program is a provincially licensed community care facility, and holds an active municipal business licence, first issued in 2010.

Addressing Community Needs

This existing program helps address community needs related to the overdose epidemic and to homelessness, both of which have been amplified by the COVID-19 pandemic. For instance, local service providers now estimate that the number of those who are unsheltered is likely three to four times the pre-pandemic number.

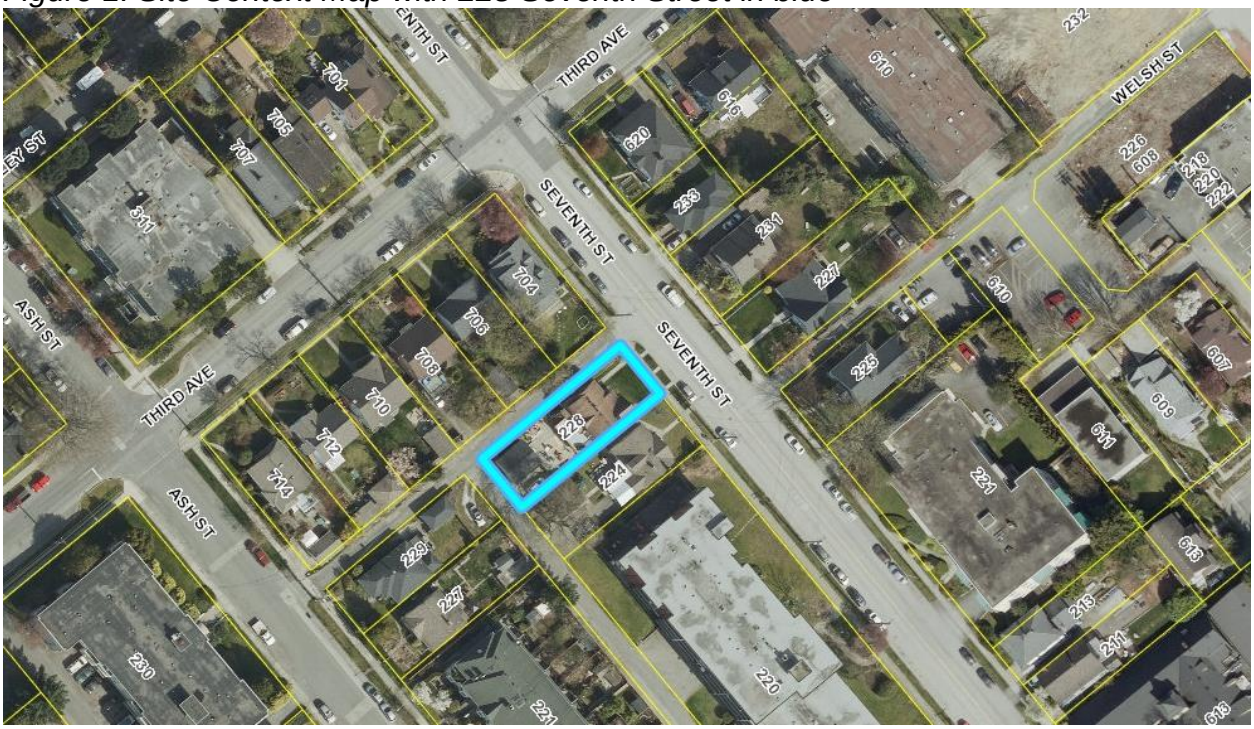
In 2016, the Province declared a Public Health Emergency in response to the rise in illicit drug overdoses and deaths. For instance in New Westminster there were 42 recorded deaths in 2021, compared to 16 in 2016. It is recognized that there is a need for a continuum of health supports to address the overdose epidemic, including

treatment and recovery services, and affordable, stable and secure housing for those in recovery. In Metro Vancouver, 70% of unsheltered people who were counted had self-reported an addiction, which is a leading contributing factor to homelessness.

Site Characteristics and Context

The subject site is located in the Uptown neighbourhood in an area composed primarily of single-detached dwellings and low-rise apartment buildings. The property is located on the west side of Seventh Street, near the intersection of Seventh Street at Third Avenue, and is occupied by a single detached dwelling built in 1941. The site is located close to the Sixth Street and Eighth Street Frequent Transit Network routes. Additional site context information is provided in Attachment 2.

Figure 1: Site Context Map with 228 Seventh Street in blue



PROJECT DESCRIPTION

The proposed project consists of a two-storey detached accessory building, which would be sited at the rear of the property, at the intersection of two lanes. This building would support the existing recovery centre by providing lobby and office space, food storage, and laundry and washroom facilities on the ground floor, and additional office, administrative space, and a non-commercial staff kitchen on the upper floor. Drawings indicate a Floor Space Ratio (FSR) of 0.26 and a total proposed floor area of 127.2 sq. m. (1,369.2 sq. ft.). The overall FSR for the site would be 0.72, or 0.46 FSR for the existing residential building, and 0.26 FSR for the new support building. The applicant's design rationale and drawings are included in Attachment 3.

Primary pedestrian access would be provided via the principal building, from Seventh Street, and secondary access from the lane. Vehicle access would be from the rear lane, with two parking spaces accommodated in a carport. An improved solid waste storage facility is proposed along the flanking lane. A project statistics table is included in Attachment 2.

Figure 2: Proposed Project Rendering (view from rear lane)

Concurrent Building Permit Application

The applicant's funding requires that demolition of the existing detached garage, excavation, and foundation for the new structure be complete by the end of 2022. Given that a detached accessory building is permitted under the site's existing zoning, the applicant has applied for a Building Permit to construct a smaller building than proposed here (Phase 1) to use this funding.

Were the rezoning to be adopted by Council, this Phase 1 building would be modified to support the project proposed by this application (Phase 2). Should the rezoning not receive support, the Phase 1 building would be required to be used in a manner consistent with the site's existing zoning.

DISCUSSION

Overall Evaluation

The proposed project would support the implementation of two key OCP policies:

1. Foster a community that proactively addresses health issues and facilitates healthy environments; and,
2. Facilitate the creation and maintenance of housing that offers options for people who are homeless or at risk of homelessness.

The applicant has noted that residents' recovery journey begins with the client intake process, and that the operational layout of the recovery centre is critical to the provision of stable housing and support for recovering residents. The proposal supports the OCP policies identified above, as the project intends to both improve residents' intake experience and advance the centre's operational layout. Further review of the relationship between the existing building and new support building would be undertaken by staff during the application review process.

Building Massing and Transition

To maintain consistency with the laneway and carriage house design guidelines, the building would have a residential expression. The proposed height would comply with laneway house requirements, and the upper floor of the building would be integrated into the roof form, to create a more compact form. The building would be subordinate in height and size to the existing principal building. Though the building would be larger than permitted for a laneway house, Staff considers the overall form to be generally consistent with the neighbourhood's context, and the design to be generally consistent with the guidelines.

Off-Street Parking

The Zoning Bylaw does not specify parking requirements for residential recovery houses. Parking ratios are indicated for the following uses, which bear similarities to the proposed project:

Use	Zoning Bylaw, Minimum Required Off-street Parking Spaces
Business and professional office use (commercial)	1.0 per 50 sq. m. (538.2 sq. ft.)
Private hospital (institutional)	1 per 92.9 sq. m. (1,000.0 sq. ft.)

The amount of office space proposed by the project is approximately 52.0 sq. m. (559.7 sq. ft.). Per the Zoning Bylaw, two parking spaces would be required for a similarly sized commercial office space. The total amount of recovery house floor area proposed by the project is approximately 357.4 sq. m. (3,847.0 sq. ft.) including the existing residential

building and new support building. Per the Zoning Bylaw, four spaces would be required for a similarly sized private hospital. The proposal includes two parking spaces, which falls within this range. This is considered reasonable given the tenants do not have vehicles, so the parking would be used by employees.

CONSULTATION AND REVIEW PROCESS

Given the applicant's funding constraints, the application is being processed on an expedited timeline; however, this is generally consistent with the City's development review process. As such, the anticipated review steps for the application are:

1. Preliminary report to Council **(WE ARE HERE)**;
2. Applicant-led consultation, including dissemination through the local Residents Association;
3. City-led public consultation, including the creation of a Be Heard New West webpage and survey;
4. Council consideration of rezoning application and issuance of notice of waiving the Public Hearing;
5. A Public Hearing (if scheduled), followed by Council consideration of First, Second, and Third Reading;
6. Council consideration of adoption of the Bylaw.

Applicant-led consultation for this project would take place no earlier than November 2022. As the form of development is consistent with the OCP and within the City's established land use policy, the application would not be forwarded to the New Westminster Design Panel or the Advisory Planning Commission for review.

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 rezoning at 228 Seventh Street, as outlined in the "Consultation and Review Process" section of this report;

2. That Council provide staff with alternative direction.

Staff recommend Option 1.

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NEW WESTMINSTER

Attachment 2

Background Information

BACKGROUND INFORMATION

Policy and Regulations Summary

Council Strategic Plan

The 2019-2022 Council Strategic Plan, under the strategic area, 'Reconciliation, Inclusion and Engagement,' includes the following key strategic direction:

- Take a lead role in responding to the opioid epidemic, including coordinating actions with community partners; and,
- Explore strategies to reduce homelessness, including developing opportunities for supportive housing.

Official Community Plan

The subject property is designated (RGO) Residential – Ground Oriented Infill Housing, which is described, in part, as follows:

> *Purpose: To allow a mix of ground oriented infill housing forms which are complementary to the existing neighbourhood character. Generally forms with a higher number of units are expected to be located on larger properties. Units can be attached, detached or a combination of the two.*
>
> *Principal Forms and Uses: Single detached dwellings, single detached dwellings on a compact lot, duplexes, triplexes, quadraplexes, cluster houses, townhouses, rowhouses and other equivalent ground oriented housing forms. Lots with single detached dwellings may also include a secondary suite and/or a detached accessory dwelling unit.*
>
> *Complementary Uses: Home based businesses, small scale local commercial uses (e.g. corner stores), small scale institutional uses (e.g. child care, care facilities), utilities, transportation corridors, parks, open space, and community facilities.*

The proposed development is consistent with the RGO land use designation and therefore, no Official Community Plan (OCP) amendment would be required for this proposed development.

Development Permit Area

The subject site is located within the Laneway and Carriage Houses Development Permit Area (DPA 1.1) and, as a laneway house is not proposed, a Development Permit is not required for the proposed development. However, design review of the form and character of the proposed building would be done in light of DPA 1.1 design guidelines,

as a condition of the rezoning process.

Zoning Bylaw

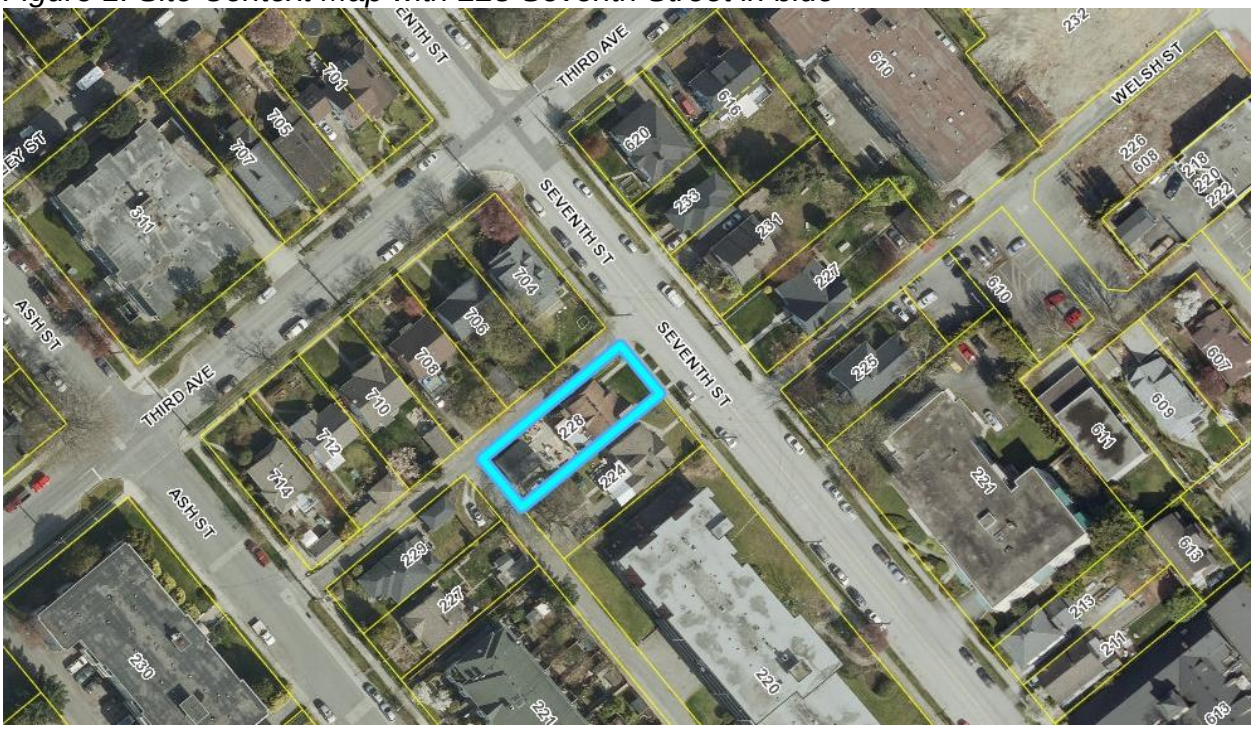
The subject property is currently zoned Single Detached Residential (RS-1), which does not permit a residential recovery house as a primary use. As the proposed project would increase the area of the non-conforming use, it is not permitted under the property's existing zoning. Rezoning to a Comprehensive Development (CD) District is required to regularize the existing primary use, and enable the supporting uses proposed by this project.

Site Characteristics and Context

The subject site is located in the Uptown neighbourhood, in an area composed of single-detached dwellings and low-rise apartment buildings. The lot has an approximate area of 497.4 sq. m. (5,354.3 sq. ft.). One single detached house is situated on the lot, built in 1941. This house would remain unchanged through the application.

The majority of properties surrounding the site are designated RGO, with the low-rise apartment buildings to the east and south designated Residential – Multiple Unit Buildings (RM). The site is located approximately one block west of the Sixth Street commercial corridor, and less than 400 m. from Tipperary Park. A site context map and aerial image is provided below:

Figure 1: Site Context Map with 228 Seventh Street in blue



Proximity to Transit Service and Other Sustainable Transportation Options

Seventh Street is classified as a local road, while nearby Sixth Street and Eighth Street serve as part of the Frequent Transit Network (FTN). The sidewalk network surrounding the site is complete, including an accessible curb letdown at the intersection of Seventh Street at the lane. Transit service is proximate, as shown on the table below:

Table 1: Site Proximity to Transit Service

Bus Service	Approx. Frequency	Approx. Distance
#106	15 minutes	210 m. (689 ft.) to Sixth Street at Third Avenue
N19	20 minutes (night bus)	210 m. (689 ft.) to Sixth Street at Third Avenue
#123	15 minutes	222 m. (728.3 ft.) to Eighth Street at Third Avenue

PROJECT STATISTICS

	Permitted / Required Under RS-1 Zone for Detached Accessory Buildings	Proposed
Lot Area	-	497.4 sq. m. (5,354.3 sq. ft.)
Site Frontage	-	13.2 m. (43.3 ft.)
Average Lot Depth	-	37.7 m. (123.6 ft.)
Total Detached Accessory Building FSR[1]	0.136 FSR	0.256 FSR
Total Site-wide FSR	0.60 FSR	0.72 FSR
Total Floor Area	67.7 sq. m. (728.2 sq. ft.)	127.2 sq. m. (1,369.2 sq. ft.)
Building Height	Detached accessory buildings with a dwelling unit: 7 m. (22.97 ft.) Detached accessory buildings without a dwelling unit: 4.57 m. (15 ft.)	6.7 m. (22.0 ft.)
Site Coverage (Site-wide)	45%	38.3%
Site Coverage (Detached Accessory Building Only)	10%	19.4%
Off-Street Parking	Single detached house with no detached accessory dwelling unit or secondary suite: 1.0 parking space	2.0 parking spaces

[1] The RS-1 Zoning District permits a base density of 0.1 Floor Space Ratio (FSR) for detached accessory buildings. Unused density from the principal building may be transferred to the detached accessory building, up to 5% of the site area. The maximum permitted principal building FSR is 0.5. The existing principal building FSR for this property is 0.464. Per the Bylaw, 0.036 FSR can be transferred to the detached accessory building.

Corporation of the City of
NEW WESTMINSTER

Attachment 3

Applicant's Project Summary and Drawings

Massing 3D View

Design Rationale

Project Description

The proposed structure is a two-storey wood-frame building that will help Westminster House Society to enlarge its current intake and administration spaces. The building will be located at the corner of two lanes with primary pedestrian access provided via the principal building on Seventh Street and additional access from the lane via a new gate.

Massing, Form & Character

The proposed laneway house has been designed in accordance with a majority of the requirements set out in the design guidelines for new laneway & carriage houses in the City of New Westminster. The highest portion of the building is concentrated towards the centre of the lot and the flanking lane in order to minimize the impact of shade and overlook on neighbouring properties. The upper floor facing the adjacent property is integrated into the roof geometry to create a compact building form. The structure steps back at the lane intersection to satisfy the 15' corner visibility requirement.

In order to maintain the existing courtyard (frequently used by clients for various activities), the upper floor spans above two parking stalls and creates a covered outdoor space adjacent to the courtyard.

The building will have good natural cross ventilation via proposed windows and skylights. Windows located on the facade facing the adjacent property will have increased sill heights (min 1.75 m) to mitigate privacy concerns.

Landscape Design & Sustainability

The current garbage & recycling storage for the property is neither well organized nor aesthetically pleasing. It will be replaced by a new garbage enclosure along the north lane and will accommodate all garbage bins and a front-end container. Low maintenance and evergreen plants have been proposed at the corner of the site to create a green pedestrian interface. Pedestrian level lighting along the lane will increase safety and visibility.

Materials

The material selection respects the existing context of the neighbourhood. Stucco, to match the principal building, will be used predominantly on the building exteriors. Vinyl windows will introduce a warm accent to the colour scheme.

Project Data

Civic Address	228 SEVENTH ST, NEW WESTMINSTER, BC
Postal Code	V3M 3K3
PID	012-634-671
Legal Description	LOT 7, NEW WEST DISTRICT, PLAN NWP2315 SUBURBAN BLOCK 5, GROUP 1.
Existing Zoning	RS-1
Proposed Zoning	CD
Lot Area	497.4 SQM (5,354.3 SQFT)
Dimensions	13.21 m x 37.66 m
Storeys	2
FSR Calculation	TOTAL PERMITTED DENSITY = BASE DENSITY + TRANSFER OF THE UNUSED DENSITY FROM THE MAIN HOUSE BASE DENSITY: 0.1 FSR * 5,354.3 SF LOT AREA = 535.4 SF UNUSED DENSITY FROM THE MAIN HOUSE: 0.5 FSR (MAX. PERMITTED) – 0.464 FSR (DENSITY OF THE MAIN HOUSE) = 0.036 FSR * 5,354.3 SF LOT AREA = 192.8 SF
Permitted Floor Area	728.2SF (67.7 m^2)
Proposed Floor Area	1369.2 SF (127.2 m^2)
Proposed FSR	0.720
Ground Floor Area (Principal house)	1010.6 SF (93.9 m^2)
Permitted Site Coverage	35% (1,874 SF)
Proposed Site Coverage	38.3% (2,049 SF)
Building Height (Laneway house)	Permitted & Proposed - 7m (272'5") (refer to section)
Building Height (Principal house, roof ridge)	278' (refer to elevation, elevations are to geodetic datum)
Side Yard Setback	1.22 m (Permitted & Proposed)
Rear Yard Setback	1.48 m (Permitted & Proposed)
Separation From the Principal House	4.88 m (Required) 4.76m (Proposed)
Parking	Required & Proposed - 2 parking stalls
Parking Stall Size	8.53'x17.39'

Project Summary Letter

Westminster House Society (WHS) project description is a new admission and triage laneway house. The outcome is an improved admission and triage process to support individuals who come into treatment by providing them with an improved intake process.

WHS aims to achieve an improved client experience by advancing the operation layout that significantly influences the outcomes of the client process. The operation process provides a service that aims to support addicted individuals to become individuals who are recovering and have stable housing. The processes involved are an intense schedule of events throughout the treatment programs beginning with the admission process. The interim goals are to meet human needs that involve feelings of kindness and respect and to develop belonging by creating interpersonal relationships and trust. The trust starts with the admissions process.

The goal is to replace the existing garage with a new admissions office to triage the vulnerable population and expedite their access to services. The building will have a private counselling office for delicate conversations with the population served. It will include adequate food storage on the same site as the meal program and dining hall (currently, the food is typically stored in other buildings). The project will include access to a bathroom and running water for the support intakes and the staff working in the space, addressing the need to provide adequate working conditions for WHS staff responsible for supporting clients' recovery.

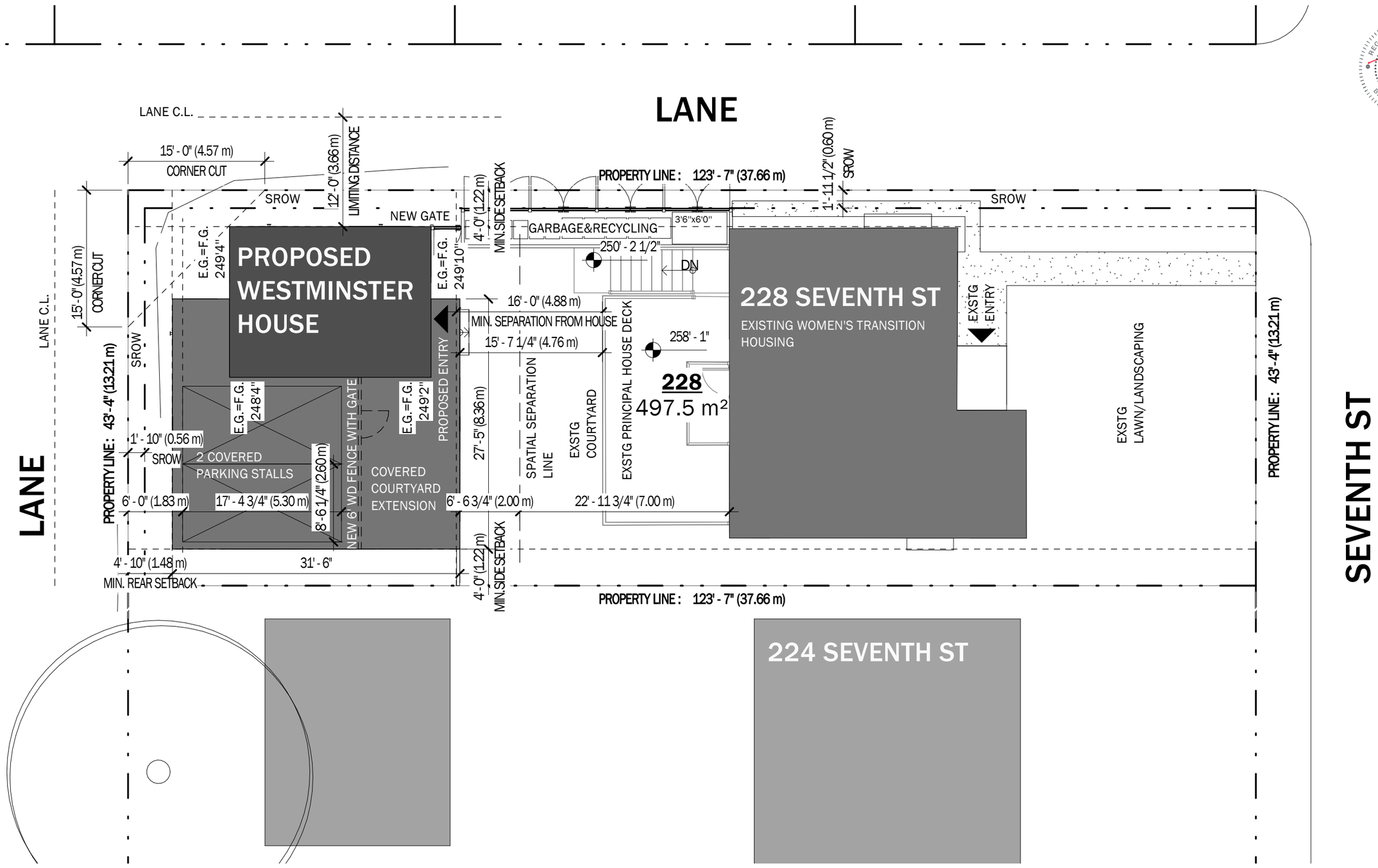
Over the past 12 years, WHS capacity and the program have grown by 488%. As a result, WHS Society has outgrown the office and does not have enough space to accommodate workers. Due to space constraints, the intake and triage process for vulnerable individuals needs improvements to expedite their access to services. Part of this process is currently being conducted in a covered area outside. In addition, the delicate intake process does not have a dedicated space for the admissions conversation necessary to understand the urgent needs of the individual; conversations may not be comfortable talking about without privacy.

Additionally, the space has no running water or bathroom, and the bed bug protocol procedure upon admission happens inside the common area bathroom, which is counterproductive. Furthermore, WHS staff that use the common area in the facility for all personal uses pose a safety concern, especially during pandemics. Finally, the organization lacks the space to store the food in one location that is presently in storage spaces in other areas including expensive commercial spaces. The solution is to integrate the food processes into one area close to the food service area improving access to food storage and the working condition of the staff and volunteers.

Since the proposed structure exceeds the floor area & site coverage allowed in zone RS-1 (and introduces a new accessory use) a Zoning Bylaw Amendment would be required for this development.

Site Plan

3/32" = 1'-0"



Northeast Elevation

1/4” = 1’-0”

Facade:
Red maroon stucco

Facade:
Gray stucco

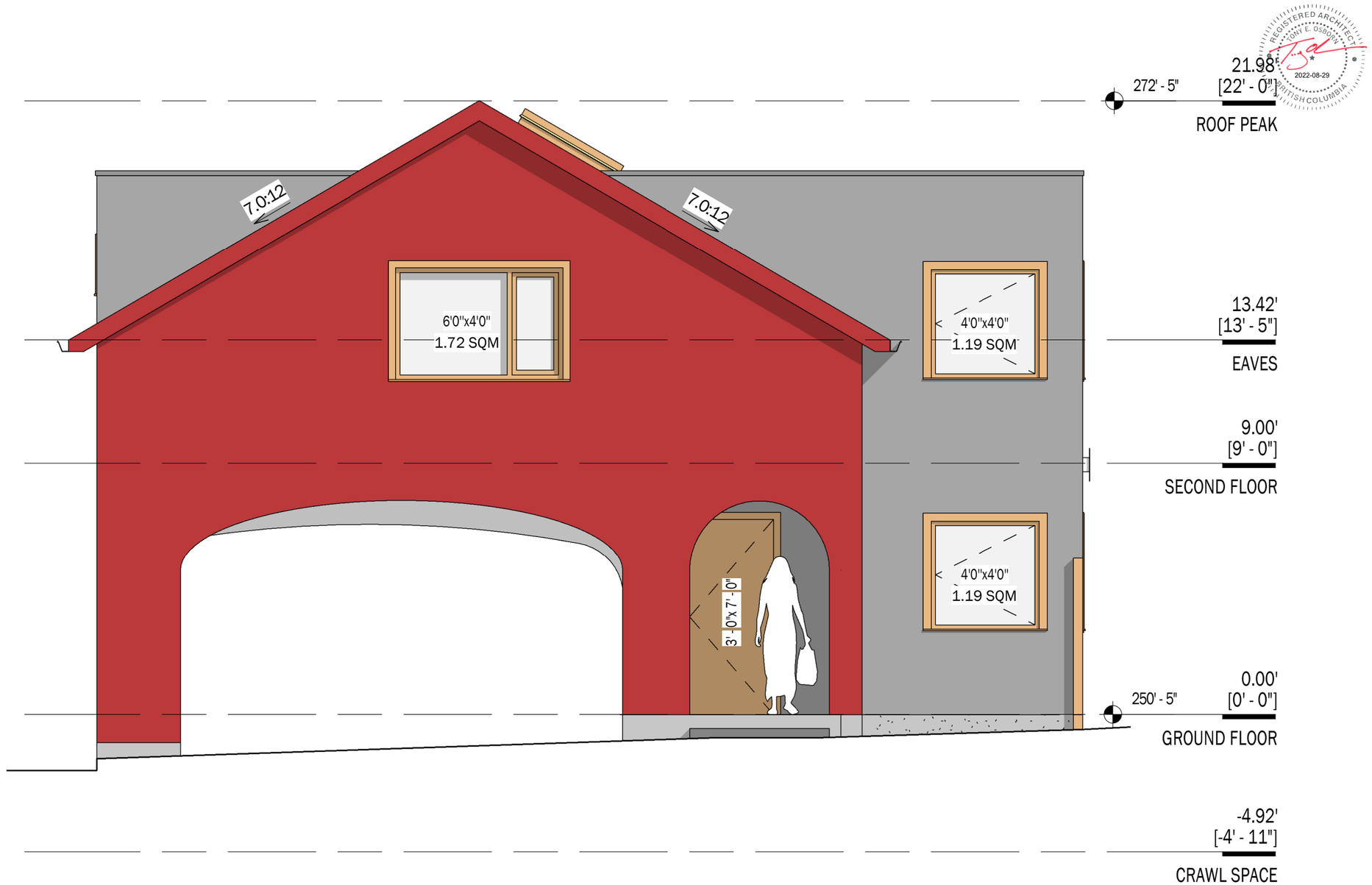
Windows:
Vinyl, warm wood colour

Door:
Steel, colour to match windows

Fascia:
Wooden board, red maroon colour

Soffit:
Perforated soffit panel, gray colour

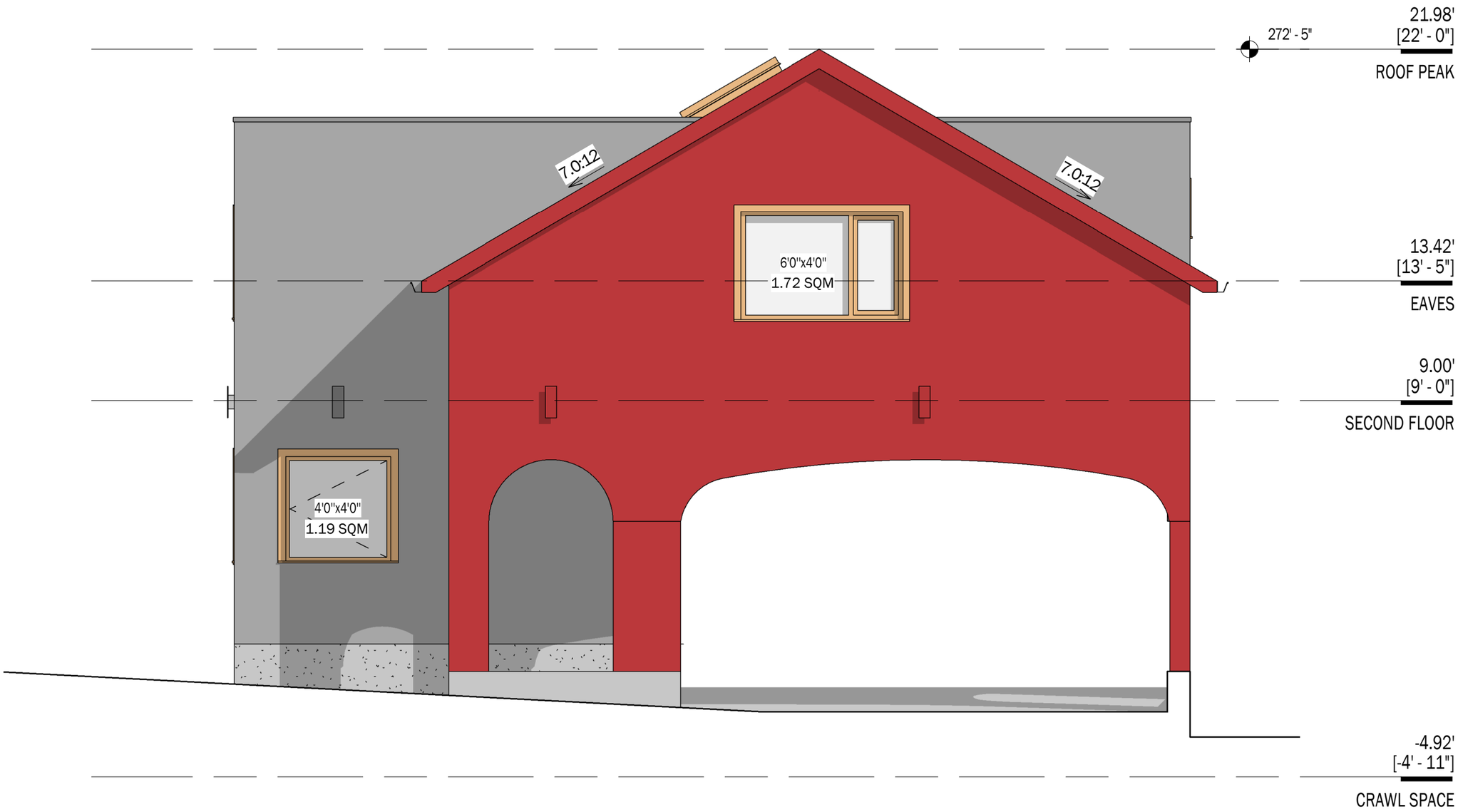
Roof:
Asphalt shingles



LIMITING DISTANCE			2.0 m
EXPOSED BUILDING FACE			42.7 m^2
PROPOSED UPO	**=**	**9.6%**	**4.12 m^2**
ALLOWABLE UPO	=	10%	4.27 m^2

Southwest Elevation

1/4" = 1'-0"



LIMITING DISTANCE			4.0 m
EXPOSED BUILDING FACE			42.7 m^2
PROPOSED UPO	**=**	**6.8%**	**2.91 m^2**
ALLOWABLE UPO	=	28%	11.97 m^2

Southeast Elevation

1/4” = 1’-0”

Facade:
Red maroon stucco

Facade:
Gray stucco

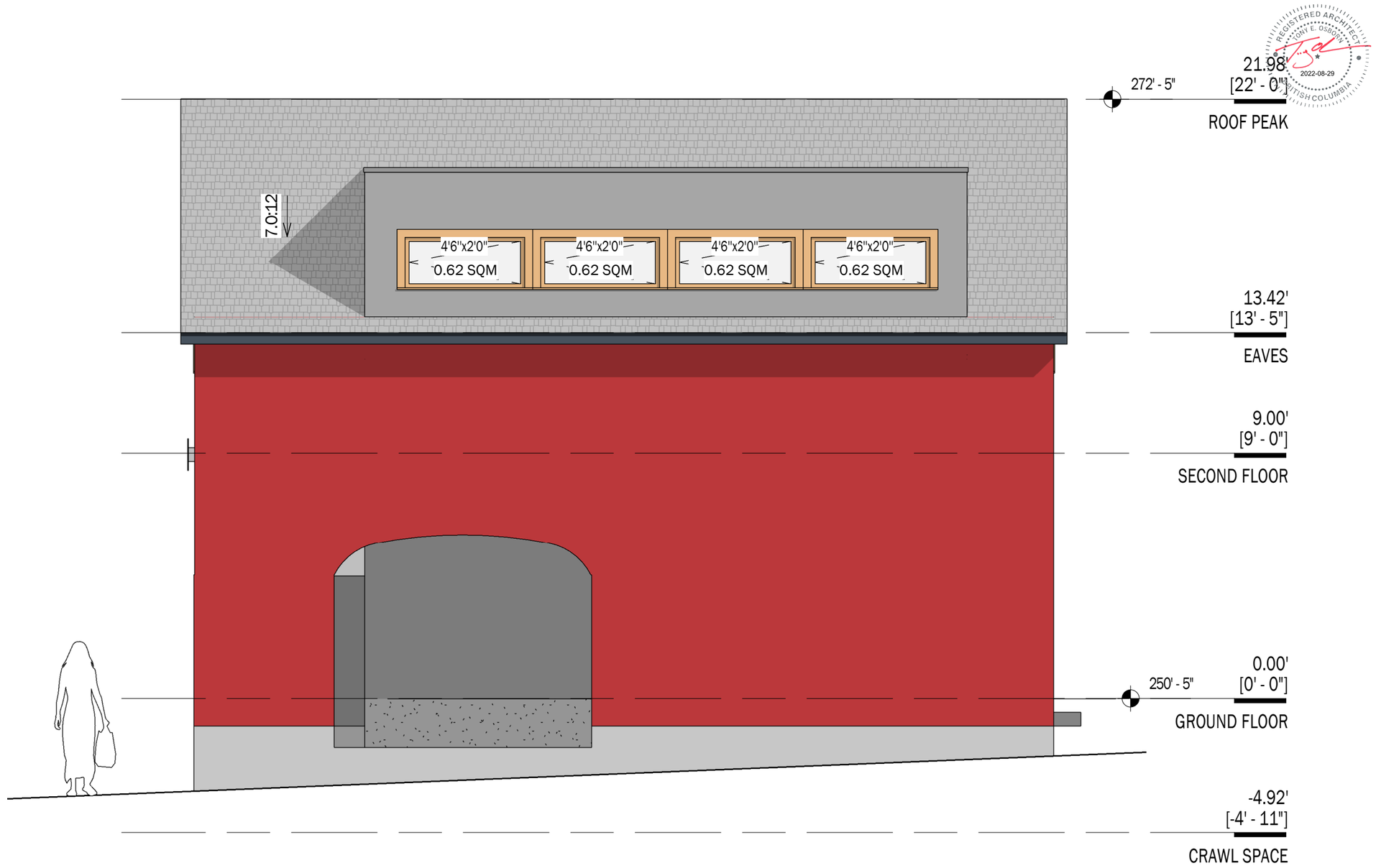
Windows:
Vinyl, warm wood colour

Door:
Steel, colour to match windows

Fascia:
Wooden board, red maroon colour

Soffit:
Perforated soffit panel, gray colour

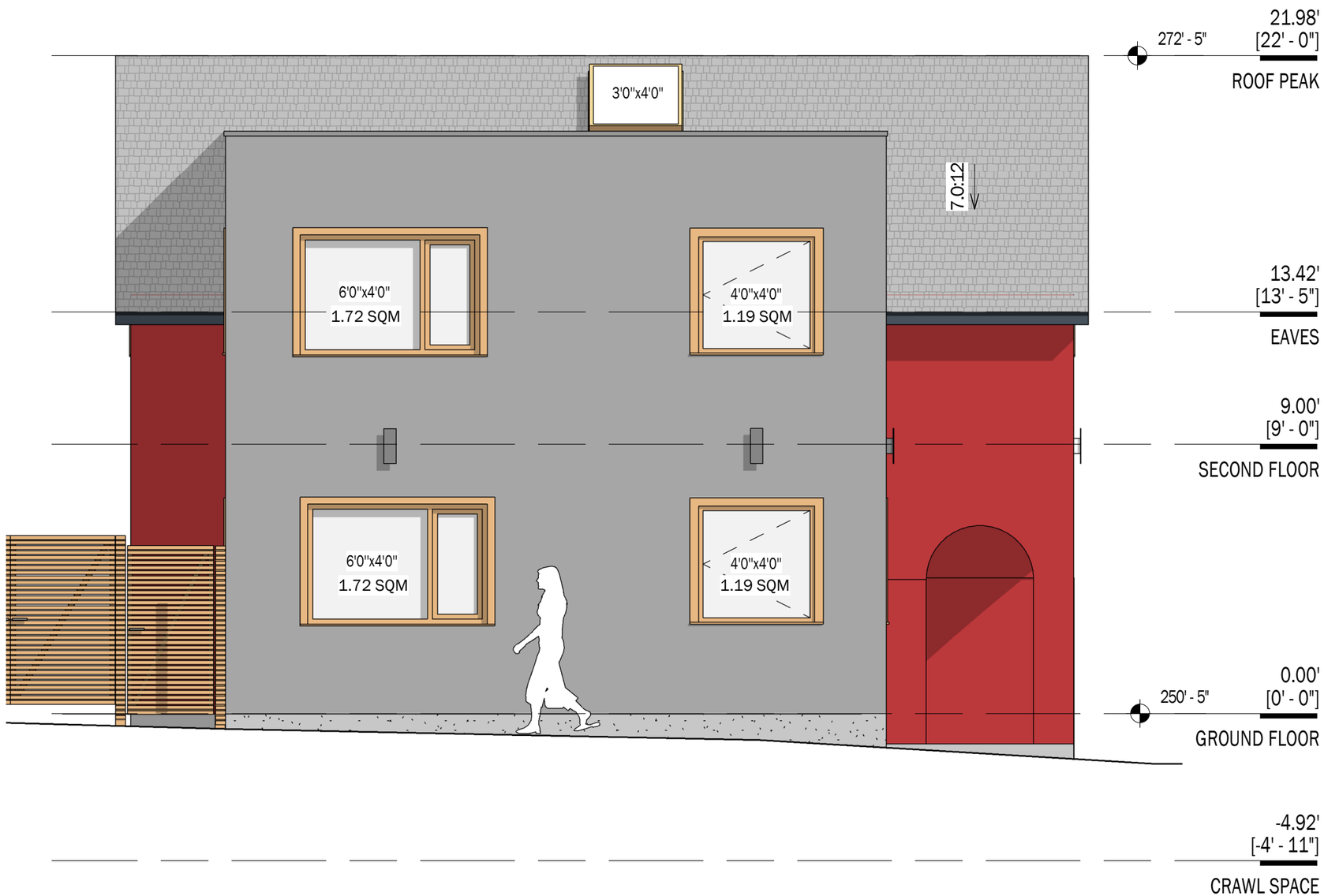
Roof:
Asphalt shingles



LIMITING DISTANCE			1.20 m
EXPOSED BUILDING FACE			42.9 m²
PROPOSED UPO	**=**	**5.6%**	**2.40 m²**
ALLOWABLE UPO	=	7%	3.00 m²

Northwest Elevation

1/4" = 1'-0"



LIMITING DISTANCE			3.6 m
EXPOSED BUILDING FACE			42.7 m^2
PROPOSED UPO	**=**	**13.6%**	**5.8 m^2**
ALLOWABLE UPO	=	24.9%	10.6 m^2