

REPORT

Climate Action, Planning and Development

To: Advisory Planning Commission **Date:** February 21, 2023

From: Wendee Lang, Development Planner **File:** OCP00040
REZ00228

Item #: 2023-92

Subject: **Official Community Plan Amendment and Rezoning: 102/104 Eighth Avenue and 728 First Street**

RECOMMENDATION

THAT the Advisory Planning Commission provide a motion of support or non-support for the proposed Official Community Plan Amendment and Rezoning applications.

EXECUTIVE SUMMARY

This report provides information to the Advisory Planning Commission in regards to an Official Community Plan (OCP) amendment, Rezoning and Development Permit applications that have been received for 102/104 Eighth Avenue and 728 First Street.

The application would allow development of 10 ground-oriented infill townhouse units across two buildings, with an overall Floor Space Ratio (FSR) of 1.03. All units would be family-friendly, three bedroom, stratified townhouses. The project is proposed to meet Step 4 of the BC Energy Step Code, which would exceed the City's minimum requirement for townhouse developments.

The project proposes 11 off-street parking spaces in accordance with Zoning Bylaw requirements. Long-term bicycle storage would be provided for each unit, as well as six short-term spaces.

Community engagement on this project has been ongoing since October 17, 2022.

1.0 PURPOSE

The purpose of this report is to provide information to the Advisory Planning Commission on the proposal, and to request that the Commission provide a motion of support or non-support for this application. The urban design aspects of this proposal have been reviewed by the New Westminster Design Panel.

2.0 PROPOSAL

2.1 Overview

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. An additional 0.03 FSR would be made available to the project to accommodate thicker insulated wall assemblies and other building performance measures required of Step 4 buildings. This extra density is reflected in the applicant's proposal.

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 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. The proposal meets all private outdoor space and off-street vehicle and bike parking requirements.

The applicant's land use rationale is attached as Appendix A and architectural and landscape drawings are included Appendix B.

2.1 Project Statistics

Below is a summary of the project statistics:

	Permitted / Required Under Infill Townhouse (RT) Zoning	Proposed
Lot Area (net)	-	1,595.9 sq. m. (17,178.1 sq. ft.)
Site Frontage	-	40.2 m. (131.9 ft.)
Average Lot Depth	-	40.4 m. (132.4 ft.)
Floor Space Ratio	1.03 FSR ¹	1.03 FSR
Total FSR Excluding Basement	0.85 FSR	0.87 FSR
Building Height	10.67 m. (35 ft.)	Building A: 10.5 m. (34.4 ft.) Building B: 10.5 m. (34.4 ft.)
Residential Units	-	10

	Permitted / Required Under Infill Townhouse (RT) Zoning	Proposed
Residential Unit Mix	Family Friendly Housing Requirements (Strata Market): 2 and 3 bedroom: Minimum 30% 3 bedroom: Minimum 10%	3 bedroom+: 10 units (100%)
Off-Street Parking Resident Visitor Total Bicycle Parking Long Term Short Term	10 spaces 1 space 11 spaces 10 spaces Not required	10 spaces (1 accessible) 1 space 11 spaces 13 spaces 6 spaces
EV Parking	100% of all residential spaces to contain energized Level 2 outlet	100% of all residential spaces to contain energized Level 2 outlet

¹ Includes additional 0.03 FSR to accommodate Step 4 building performance requirements. Distribution of additional density above/below ground is not specified by the Bylaw.

3.0 POLICY AND REGULATIONS

3.1 Official Community Plan

Land Use Designation

The subject properties are designated “(RD) Residential – Detached and Semi-Detached Housing”, which is described, in part, as follows:

Purpose: To allow low density ground oriented residential uses including gentle infill which increases housing choice and retains existing neighbourhood character.

Principal Forms and Uses: Single detached dwellings and duplexes. Single detached dwellings may also include a secondary suite and/or a detached accessory dwelling unit (e.g. laneway house, carriage house).

The proposed infill townhouse project is not consistent with the Official Community Plan (OCP) land use designation. An amendment to the OCP would be required to change the land use designation to “(RGO) Residential – Ground Oriented Infill Housing.” The principal forms and uses permitted in this land use designation include side-by-side townhouses.

Development Permit Area

The subject site is located within the Laneway and Carriage House Development Permit Area (DPA 1.1), which aligns with the current land use designation, but is not consistent with the proposed land use. The OCP would also be amended to change the DPA to

1.2 Ground Oriented Housing. The intent of this DPA is to integrate ground-oriented infill housing into the city's established single detached neighbourhoods.

Per DPA 1.2, the project would be evaluated against the DPA 1.3 Infill Townhouse and Rowhouses guidelines. This DPA encourages small scale infill projects that are complementary to the existing single detached dwelling context through appropriate building form, scale, and location.

The DPA 1.3 guidelines can be accessed via:

[https://www.newwestcity.ca/database/files/library/OCP_DPA_1.3 Townhouses and Rowhouses \(Consolidated June 2020\).pdf](https://www.newwestcity.ca/database/files/library/OCP_DPA_1.3_Townhouses_and_Rowhouses_(Consolidated_June_2020).pdf)

3.2 Zoning Bylaw

The subject properties are currently zoned Single Detached Residential (RS-1). The properties would be rezoned to a Comprehensive Development (CD) District and consolidated to support the proposed development. This zone would be based on the Infill Townhouse and Rowhouse Residential Districts (RT) zone.

3.3 Family-Friendly Housing Policy

Per the City's Family-Friendly Housing Policy, the development would be required to provide a minimum of 30% two and three bedroom units, of which at least 10% would need to contain three or more bedrooms. All of the proposed units (100%) would have three bedrooms, exceeding the minimum requirements.

4.0 BACKGROUND

4.1 Site Characteristics and Context

The subject site, 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. The lots have an approximate combined area of 1,622.8 sq. m. (17,468 sq. ft.) and a cross slope of 6.9% from the north corner up to the south corner. One single detached dwelling is situated on each lot, built in 1947 and 1948.

The majority of properties surrounding the site are designated RD, with the low-rise apartment building to the north designated "(RM) Residential – Multiple Unit Buildings." The site is located approximately one block west of Royal Square Mall and Terry Hughes Park, and less than 400 m. from Herbert Spencer Elementary School, Glenbrook Middle School, and Queen's Park. A site context map and aerial image is provided below:

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



4.2 Proximity to Transit Service

Eighth Avenue is classified as a collector road and First Street as a local road, while nearby Seventh Avenue serves as part of the Crosstown Greenway. The sidewalk network surrounding the site is complete, including an accessible curb letdown at the intersection. Transit service is proximate, as shown on the table below.

Table 1: Site Proximity to Transit Service

Bus Service	Approx. Frequency	Approx. Distance
#128	20 minutes	95 m. (311.7 ft.) to Eighth Ave. and Second St.
#105	30 minutes	206 m. (675.9 ft.) to Eighth Ave. and Colborne St.
#155	30 minutes	437 m. (1,433.7 ft.) to Sixth Ave. and First St.

5.0 DISCUSSION

5.1 Official Community Plan (OCP) Amendment

While the two lots are currently designated RD, the subject site was considered for “(RT) Residential – Infill Townhouse” 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 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.

As part of the PAR application for this project, Staff presented a similar proposal to the Land Use Planning Committee (LUPC) on March 29, 2021. At this meeting, LUPC advised the applicant that an OCP amendment to support an infill townhouse proposal would be considered reasonable. LUPC also noted that further feedback and discussion with the community would be advantageous, and could also inform the ongoing infill housing review. The applicant's community consultation activities and feedback are described in Section 6.0 and Appendix G.

OCP 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. Following direction from Council, staff submitted a request for written comments to local First Nations and the Board of Education of New Westminster Schools. Local First Nations and the Board of Education were subsequently advised of this meeting.

5.2 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. Several design interventions have been proposed in consideration of the single detached context:

- Building A steps down along Eighth Avenue, following the natural topography of the site, with the uppermost storey set back to reduce the building's perceived height;
- The rear setback exceeds minimum requirements, to increase the distance between Building A and the single detached house across the lane on Eighth Avenue;
- Building B is proposed at two storeys, to create a gradual transition in height between the single detached house on First Street and Building A; and,
- Building A and Building B include end units fronting First Street, to further develop a pedestrian scale and activate the streetscape.

Staff considers the overall density and form to be generally consistent with the neighbourhood context and the design to be generally consistent with the DPA guidelines.

5.3 Off-Street Parking, Vehicular Access and Solid Waste Management

The site is accessed via a 4.88 m. (16 ft.) rear lane. A 0.6 m. (1.97 ft.) lane widening dedication is proposed, per City requirements. 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. Provision of on-site bike parking infrastructure and the project's location, proximate to the Crosstown Greenway and local amenities, are intended to encourage sustainable modes of transportation.

A centralized solid waste facility (enclosure) would be provided at the rear of the site. The applicant has proposed use of a private waste hauler, and the proposed solid waste management plan has been reviewed by the City's Engineering Department.

5.4 Open Space and Trees

Based on the arborist report, which has been reviewed by the City arborist, the development proposes the removal of all five on-site trees and one on-site hedge along Eighth Avenue. One hedge at the interior lot line would be retained. As the on-site trees are in structurally poor condition, the City arborist has indicated support for this proposal. The Eighth Avenue hedge is also less ecologically valuable than new tree plantings. The retained hedge would increase privacy between the development and the adjacent property. A total of 12 replacement trees are required, however 23 tree plantings are proposed.

5.6 Site Servicing and Off-Site Improvements

The proposal has been reviewed by the City's Engineering Services Department regarding required site servicing and off-site improvements. The attached Engineering Servicing Memo (Appendix F) outlines the improvements that would be required to facilitate the proposed development. Such improvements would be provided in accordance with City standards, as determined by the Director of Engineering.

6.0 PUBLIC AND COMMITTEE CONSULTATION

6.1 Applicant-led Public Consultation

Applicant-led public consultation included an online survey, virtual open house, and project website, and residents within 100 metres (328 feet) of the project were notified of opportunities to submit feedback. A total of eight community members attended the open house and 71 survey responses were received. Appendix F includes a description of the consultation process and all received feedback.

Survey feedback indicated that 90% of respondents support the project. Feedback was focused on:

- Support for three-bedroom, family-friendly units in Glenbrooke North;
- Support for increased density in the neighbourhood;
- Support for the proposed scale of development; and
- Mixed feedback regarding the architectural expression of the project.

Given that feedback was largely positive, the applicant has made only minor revisions to their proposal. These include:

- Provision of an additional tree along the interior property line, and revisions to proposed tree locations to enhance privacy between properties;
- Integration of additional planting between the carport and Eighth Avenue, to screen parking from view of the street; and,

- Integration of traditional materials (i.e., wood) into public facing fencing and carport structures, to reflect material found in the neighbourhood.

Staff note that the DPA guidelines do not dictate a specific architectural expression, and that the form and character of the project is generally consistent the guidelines.

6.3 OCP Amendment *Local Government Act* Consultation

Feedback received to date through consultation with Local First Nations and the Board of Education is summarized below. This feedback has been provided to the applicant for consideration, along with Squamish Nation's Chance Finds Procedures Policy, per their recommendation.

Squamish Nation recommended that the project consider implementation of climate resilient standards, and that building design anticipate future climate impacts, such as increased temperatures, wind, and rainfall. The Nation also recommended that buildings be designed to net zero carbon emissions and the highest sustainability standards.

The applicant clarified that the following measures are proposed in response to these comments.

Topic of Feedback	Applicant Response
Implementation of climate resilient standards	<ul style="list-style-type: none"> • Green infrastructure, such as permeable pavers, in accordance with the City's Integrated Stormwater Management Plan • Passive cooling strategies, including operable windows and open floor plans for cross-ventilation; roof overhangs for shading; and, shade tree plantings • Generous landscaping and tree planting strategy intended to enhance on-site water retention and mitigate urban heat island effects
Building design that anticipates future climate impacts	<ul style="list-style-type: none"> • Undergrounding of adjacent electrical and telecommunication utilities • Heat pump and fan coil systems are currently being explored for mechanical heating and cooling • Planting native and drought resistant plants where appropriate
Building design for net zero carbon emissions	<ul style="list-style-type: none"> • Recycled content, embodied carbon impact, and Global Warming Potential rating of materials will be among the criteria used for product selection • Where products are equivalent, in the opinion of the architect, locally manufactured products will be chosen over imported products • Flat roof design is well-suited for future solar panel retrofits • Electric vehicle charging infrastructure proposed, per Zoning Bylaw requirements
Building design to highest sustainability standards	<ul style="list-style-type: none"> • Project proposed to meet Step 4 of the BC Energy Step Code, in excess of the City's requirements

Musqueam Indian Band recommended that the property owner engage an archaeological consultant to advise as to whether or not the project warranted archaeological work. Kwantlen First Nation recommended that archaeological monitoring take place during ground disturbance works.

Staff note that at this time, the City does not have a requirement for archaeological monitoring take place on these types of development projects, but have identified this topic as requiring further study and intend to develop a more robust policy on archeological assessments in partnership with local First Nations and Council.

6.2 New Westminster Design Panel

The application was presented to the New Westminster Design Panel on November 23, 2022 (minutes in Appendix E). As there was no quorum for this meeting, the NWDP was unable to pass a formal motion regarding the project. However, the Panel informally expressed their general support for the project.

In response to comments from the Panel, the applicant made the following revisions to the proposal:

- Buildings A and B were further articulated at the First Street elevation, to better activate the streetscape;
- Stucco was replaced with fibre cement panels where stucco had been proposed without the protection of roof overhangs;
- Unobtrusive lighting was added at the lane and the proposed type of lighting to be surface mounted in carport area was clarified; and,
- Proposed stucco cladding was clarified to be beige, rather than white, in response to concerns regarding maintenance and long-term durability of cladding materials.

A copy of the NWDP report can be accessed via the following link (refer to item 4.1):
<https://pub-newwestcity.escrimemeetings.com/Meeting.aspx?Id=3ce0c21a-134f-4e4e-8e4b-c405f532712d&Agenda=Agenda&lang=English&Item=10&Tab=attachments>

Advisory Planning Commission

Consideration by the Advisory Planning Commission is required for this project as an amendment to the Official Community Plan is proposed. The meeting has been advertised by:

- Postcard mailed to all owners and occupants within 100 m. (328 ft.) of the site. A total of 351 postcards were distributed;
- Letters were sent to the Glenbrooke North Residents' Association, New Westminster School District, and local First Nations; and,
- Information was posted on the Be Heard New West project page and advertised in the New West Record.

The applicant also posted a Development Information Sign on the site more than 14 days prior to this meeting.

7.0 INTERDEPARTMENTAL LIAISON

The City has a project-based team approach for reviewing development applications. A staff-led project team was assigned to review this project and consists of staff from Engineering (Servicing and Transportation), Fire, Electrical, Parks and Recreation, and Climate Action, Planning and Development (Building, Planning, Trees, and Heritage) Departments who have provided comments throughout the development review process.

8.0 PROCESS

8.1 Application Review Process

The application is progressing through the City's development process. The following steps have been completed to date:

1. Preliminary Report to Council (August 29, 2022)
2. Applicant-led Public Open House (November 1, 2022)
3. Presentation to New Westminster Design Panel (November 23, 2022)
4. Presentation to Advisory Planning Commission (**WE ARE HERE**);

Next Steps:

5. Report to Council for Consideration of First and Second Readings of OCP Amendment and Rezoning Bylaws;
6. Public Hearing and Council consideration of Third Reading of OCP Amendment and Rezoning Bylaws;
7. Completion of Adoption Requirements;
8. Council Consideration of Final Adoption of OCP Amendment and Rezoning Bylaws.

9.0 LAND USE QUESTIONS FOR APC

The Advisory Planning Commission is being asked to review the Official Community Plan amendment application for this project, and provide feedback related to the following:

1. Does the Commission support consideration of a 10-unit infill townhouse proposal aligned with the "Residential – Ground Oriented Infill Housing" land use designation at this location?

ATTACHMENTS

Appendix A: Land Use Rationale

Appendix B: Architectural and Landscape Drawings

Appendix C: Draft Official Community Plan Amendment Bylaw No. 8374, 2023

Appendix D: Draft Zoning Amendment Bylaw No. 8375, 2023

Appendix E: Extract of November 23, 2022 New Westminster Design Panel Meeting
Minutes

Appendix F: Engineering Servicing Memo

Appendix G: Applicant-led Public Consultation Summary Report

This report was prepared by:

Wendee Lang, Development Planner

This report was reviewed by:

Demian Rueter, Acting Manager of Planning