

# **REPORT**

## ***Climate Action, Planning and Development***

**To:** Mayor Johnstone and Members of Council  
**Date:** September 25, 2023

**From:** Jackie Teed,  
Acting Director of Climate Action, Planning  
and Development  
**File:** REZ00232

**Item #:** 2023-594

**Subject:** Rezoning Application for Duplex: 902 First Street – Comprehensive Report

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### **RECOMMENDATION**

**THAT** the application to rezone 902 First Street be considered and no Public Hearing held, in accordance with the *Local Government Act*.

**THAT** notification be circulated in accordance with the *Local Government Act*.

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### **PURPOSE**

This report provides Council with information on the development proposal for 902 First Street, and requests that the rezoning application be considered, and that no Public Hearing be held following circulation of notice in accordance with the Local Government Act.

### **EXECUTIVE SUMMARY**

A rezoning application has been received to allow construction of a duplex at 902 First Street. Drawings indicate a proposed Floor Space Ratio (FSR) of 0.60 and both of the proposed units would be family-friendly. Secondary suites and/or a laneway house would not be permitted. Two resident off-street parking spaces are proposed at the rear of the site, accessed via Sinclair Avenue. The proposed rezoning of the property from Single Detached Residential Districts (RS-1) to Comprehensive Development District (CD-104) to allow for a duplex is consistent with the subject property's Official Community Plan (OCP) land use designation and with the *Duplex, Triplex, Quadraplex: Interim Development Review Policy*.

City-led public consultation has been undertaken for the project and the applicant has responded to community feedback. Staff recommend that the application to rezone the property be considered, and that a Public Hearing not be held in accordance with the *Local Government Act*.

## **BACKGROUND**

### **Policy and Regulations**

The OCP land use designation for the subject property is Residential – Detached and Semi-Detached Housing (RD), which allows for duplexes. The property is currently zoned single-detached residential (RS-1), which does not allow for duplexes. Therefore, the property requires rezoning to allow for a duplex development. A summary of relevant City policies and regulations is included in Attachment 2.

### **Site Context**

The subject site is located in the Glenbrooke North neighbourhood at the corner of First Street and Sinclair Avenue, in an area composed primarily of single detached dwellings. The property is one block west of Royal Square Mall, four blocks northwest of Glenbrook Middle School and Terry Hughes Park, and is approximately 800 metres (11 minute walk) from Herbert Spencer Elementary School. A site context map and further site context information are included in Attachment 3.

## **PROJECT PROPOSAL**

The proposed development consists of a stratified, side-by-side, ground-oriented duplex, consistent with the form anticipated by the *Duplex, Triplex and Quadraplex: Interim Development Review Policy*. One unit would be oriented towards First Street, and the other towards Sinclair Avenue. The plans indicate an overall density of 0.60 FSR. Unit 1 is proposed to be 191.75 sq. m. (2,064 sq. ft.) and Unit 2 is proposed to be 196.40 sq. m. (2,114 sq. ft.). The units would both be family-friendly, containing three bedrooms located on the upper storey. Each unit would have access to outdoor space in the form of front porches and rear patios. The duplex would be built to Step 3 of the BC Energy Step Code, as required by City bylaw.

The applicant has proposed a total of two off-street parking spaces accommodated in a detached carport, meeting Zoning Bylaw requirements for duplexes. Each parking space would be equipped with electric vehicle (EV) chargers, meeting Zoning Bylaw requirements. Access would be taken from the flanking street, Sinclair Avenue. Secured weather protected bike parking is also proposed, with one space for each unit. Project statistics are included in Attachment 4. Applicant submission materials, including architectural drawings and design rationale, are included in Attachment 5.

## Overall Evaluation

The proposed duplex would help increase opportunities for family-friendly, ground-oriented infill housing, which is a key objective of the Official Community Plan. As the proposed project also satisfies the interim requirements for duplex developments with regard to density, parcel size, design form, parking, and access, staff consider this to be an appropriate pilot project for consideration under the *Duplex, Triplex and Quadraplex: Interim Development Review Policy*.

## Building Design and Massing

The proposed design blends in with the architectural character of the neighbourhood. The applicant has proposed asymmetrical elements on the First Street and Sinclair Avenue elevations, with massing oriented towards the centre of the lot. One unit's entrance is oriented towards First Street, and the other towards Sinclair Avenue. This aids in identifying the individual units and maintaining a unified design that has the same feel as a single-detached dwelling. The asymmetrical roof features, such as the gables above the entryways, give diversity within a unified massing of the building. Staff consider the proposed design to be consistent with the guidelines contained in the *Interim Development Review Policy*.

## Trees

As part of this rezoning application, the applicant has submitted a Tree Permit application (TRE01882). The arborist report identifies four on-site trees, four off-site (private) trees on an adjacent lot, and five trees on City property. All off-site trees, including the City trees and neighbour's trees, would be retained and protected during construction. The four on-site trees are proposed for removal. The City Arborist supports these removals; three of these trees are of low quality due to routine topping and cutting, and one is internally decaying at the base due to a fungal infection and should be removed before it fails at the base. Seven replacement trees would be required, with one of the replacements counting as two trees due to its size and growth potential. The City Arborist is satisfied with the replacement locations and species; the replacement trees would be a net-positive for the urban forest.

## Lane Width

The *Interim Development Review Policy* requires that duplex pilot projects be located on properties that have a minimum 4.9 m (16.1 ft.) lane or a corner lot, with some exceptions. The subject site satisfies this requirement, as it is located on a corner lot.

## **PUBLIC CONSULTATION**

### City-led Consultation

City-led consultation included a project website and online survey, published on Be Heard New West. Residents within 100 metres of the project were notified of the online survey. Four survey responses were received, and one question was submitted to staff

via email. Feedback generally indicated that the proposal fits with the neighbourhood. Respondents provided feedback on parking, trees, and the rezoning process. All feedback received through the City-led consultation process is included in Attachment 6.

### **Applicant Response and Revisions**

The applicant has addressed consultation and staff feedback in the following ways:

- Proposed a Dawn Redwood tree which can grow to specimen tree size at maturity, providing long term ecological and shading benefits;
- Proposed columnar beech trees between the carport and Unit 2 to provide privacy and allow light access through the winter months;
- Made carport roofs flat to reduce building bulk;
- Added additional landscaping at the Sinclair Avenue property line to help reduce the visual impact of the parking area;
- Incorporated permeable pavers into the landscape plan;
- Added screening structure for garbage and recycling bins.

The full applicant response to City-led consultation comments is included in Attachment 6.

### **REVIEW PROCESS**

Staff considers that the applicant has reasonably addressed public feedback, and that the application meets the requirements for a Public Hearing not to be held. Given this, the development application review process is as follows:

1. Preliminary Report to Council (May 29, 2023);
2. City-led public consultation, including the creation of a Be Heard New West webpage and survey (July 2023);
3. Comprehensive Report to Council (**WE ARE HERE**);

#### **Anticipated Next Steps:**

4. Issuance of notice that no Public Hearing be held;
5. Council consideration of First, Second, and Third Reading (October 16, 2023);
6. Completion of adoption requirements;
7. Council consideration of adoption of the Zoning Amendment Bylaw.

Staff recommend that Council consider not holding a Public Hearing as the proposal is consistent with the City's principles for determining when a project does not require a Public Hearing, as follows:

- The application is largely consistent with City policy and/or Council Strategic Priorities, and/or exceeds City policy in support of Council Strategic Priorities;
- The application responds to public and staff feedback, even if significant, to the satisfaction of the Director of Climate Action, Planning and Development; and,
- The application is consistent with the OCP, per provincially legislated requirements.

Given the small scale of the proposed development and the fact that the form of development is consistent with the OCP, the application was not forwarded to the New Westminster Design Panel nor the Advisory Planning Commission for review or comment.

### **FINAL ADOPTION REQUIREMENTS**

The following items will need to be addressed to the satisfaction of staff prior to the adoption of the proposed Zoning Amendment Bylaw:

- Payment of landscape securities deposit (\$7,500)

### **FINANCIAL CONSIDERATIONS**

It is expected that there would be limited financial implications for this project. Voluntary Amenity Contributions (VACs) are not collected for duplexes. Development Cost Charges (DCCs) would be calculated and collected consistent with the City's DCC bylaw prior to Building Permit issuance, to assist in funding the cost of upgrading transportation, drainage, water and sanitary infrastructure, as well as parks.

### **INTERDEPARTMENTAL LIAISON**

The City has a project-based team approach for reviewing development applications. A staff-led project team was assigned for reviewing this project consisting 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 provided comments throughout the development review process.

### **OPTIONS**

The following options are available for Council's consideration:

1. That Council consider Zoning Amendment Bylaw (902 First Street) No. 8418, 2023 and no Public Hearing be held, in accordance with the *Local Government Act*.

2. That notification be circulated in accordance with the *Local Government Act*.
3. That Council provide staff with alternative direction.

Staff recommend Options 1 and 2.

### **ATTACHMENTS**

Attachment 1: Zoning Amendment Bylaw No. 8418, 2023  
Attachment 2: Policy and Regulations Summary  
Attachment 3: Site Characteristics and Context  
Attachment 4: Project Statistics Table  
Attachment 5: Applicant Submission Materials  
Attachment 6: City-led Consultation Summary and Applicant Response  
Attachment 7: Engineering Servicing Memo

### **APPROVALS**

This report was prepared by:  
Hanna Jarrett, Development Planner

This report was reviewed by:  
Demian Rueter, Acting Senior Manager of Climate Action, Planning and Development

This report was approved by:  
Jackie Teed, Acting Director of Climate Action, Planning and Development  
Lisa Spitale, Chief Administrative Officer