

REPORT

Climate Action, Planning and Development

To: Land Use and Planning Committee **Date:** January 31, 2022

From: Emilie K. Adin, MCIP
Director, Climate Action, Planning and
Development **File:** REZ00205

Item #: 2022-61

Subject: **Preliminary Report: Rezoning and Development Permit 1321 Cariboo Street**

RECOMMENDATION

THAT the Land Use and Planning Committee recommend staff process the Rezoning and Development Permit Applications as per the recommendations summarized in this report.

THAT the Land Use and Planning Committee recommend staff work with the applicant in addressing the outstanding items noted in the discussion section of this report prior to the application proceeding to public consultation.

EXECUTIVE SUMMARY

The City has received an application for Rezoning and Development Permit to allow for the construction of a 15 unit secured market rental building, with a floor area ratio of 1.59, on a vacant site at 1321 Cariboo Street. Staff are generally supportive of the application, and are working with the applicant to address issues related to parking, density, massing, livability, and design guideline consistency, prior to the application going to public consultation, including:

- Building stepping and façade articulation;
- Street-level activation and connection;
- Provision of outdoor space;
- Proposed parking variance; and
- Site access.

1. PURPOSE

The purpose of this report is to request that the LUPC recommend staff proceed with processing the applications and work with the applicant in addressing the outstanding items noted in the discussion section of this report prior to the application proceeding to public consultation.

2. POLICY AND REGULATIONS

The application is consistent with the Official Community Plan (OCP) land use designation for the subject property, which is (RM) Residential Multiple Unit Buildings and allows for a mix of small to moderate sized multi-unit residential buildings. Only in circumstances where the Development Permit Area guidelines can be met, a compelling case can be made, and appropriate amenities are provided will a five or six storey low rise building be considered.

The subject site is located within the Multiple Unit Residential Development Permit Area (DPA). The intent of this DPA designation is to “integrate multi-unit housing forms into the city’s single detached dwelling and ground oriented housing neighbourhoods.”

The subject site is zoned RM-2 Apartment Low Rise. A rezoning would be required as the proposal exceeds the maximum density of the zone and required setbacks of the bonus density regulations.

A summary of relevant City policies and regulations is included as Attachment 1.

3. BACKGROUND

3.1 Site Characteristics

The subject site is located at the corner of Fourteenth Street and Cariboo Street in the Brow of the Hill neighbourhood. The site is currently vacant as the previous building was damaged by a fire. Both streets are steeply graded. Stewardson Way is located one block south of the development site and Riverside Park is located one block west. The subject site is surrounded by several other low-rise apartment buildings, as well as some single family homes to the southwest. A more recently developed 4-6 storey, 1.96 FSR building is located at the corner of Fifth Street and Thirteenth Street. This building transitions from six storeys at the southwest corner of the site down to four storeys along Thirteenth Street. The property to the south of 1321 Cariboo is 1.2 FSR with an overall height of three storeys. The two developments located directly adjacent to the development site are 1314 Fifth Avenue (east) and 1320 Fifth Avenue (north) built in 1959 and 1963. The buildings have an FSR of 1.51 and 1.37.



3.2 Proximity to Transit

The property is within walking distance to three bus routes with service to 22nd Street, Edmonds, and New Westminster SkyTrain Stations:

Transit Route:	Project Distance	Bus Routes
Sixth Avenue	Approximately 250 m	#101 and #155, frequency 20 min (peak) to 60 min
Twelfth Street	Approximately 330 m	#112, Frequency 11-14 min (peak) to 30 min

4. ANALYSIS

4.1 Project Proposal

The applicant has submitted a Rezoning and Development Permit application in order to rezone and develop 15 secured market rental units in a five storey building, with three ground-oriented units, one having access onto Fourteenth Street (please see Attachment 3). The entrance of the building would be off of Cariboo Street. Ten surface

vehicle parking spaces (resident and visitor), including one accessible space and one car share space with a vehicle, and 22 long term and three short term bicycle parking spaces would be provided. Two vehicular accesses to the site are proposed.

Please refer to Attachment 2 for a complete project statistics table.

5. DISCUSSION

5.1 Overall Evaluation

This development would provide the important benefit of additional secured market rental units (including ground-oriented units) for the community, as well as streetscape improvements in the Brow of the Hill neighbourhood. Staff have been working with the applicant to refine the originally submitted proposal, and would continue to work with them to resolve the remaining issues, relating to overall building massing and transition, livability and outdoor space, and site access, as detailed below.

The applicant previously submitted a proposal with 19 units in a six-storey building, which has been reduced in the current proposal to help address key issues:

- *Building Massing and Transition* – the applicant proposes to build over four storeys on a site that is very constrained due to its limited size, slope and adjacency to existing buildings. This makes façade articulation and stepping back at upper storeys key to transitioning the building into the surrounding context.
- *Parking and Access* – the applicant proposes only surface parking, which greatly limits the ability to provide required parking, even at reduced standards for rental units.
- *Livability and Outdoor Space* – A rooftop amenity area originally proposed has been removed, and there is no other open space currently proposed.

5.2 Density

The subject site is very constrained given its limited size, slope and adjacency to existing buildings. The current proposal of 15 units equates to a density of approximately 75 units per acre (about 1.6 FSR) whereas the RM-2 zone, a common four storey multiple unit residential apartment building district within the City's Zoning Bylaw, allows up to a density of 60 units per acre (about 1.2 FSR). Given this is a secured market rental project, staff considers that the additional density is reasonable, provided that the livability issues related to building this density on the constrained site can be addressed, as detailed in the following sections.

5.3 Five-Storey Height Considerations

The current application is generally consistent with the design guideline considerations for when five- to six-storey buildings may be considered, except in regard to appropriate transition to adjacent uses, and provision of open space, as follows:

- Consideration 1 – There are two-storey three bedroom ground-oriented units. *Two two-level units have been provided along Fourteenth Street (one two-bedroom, one three bedroom).*
- Consideration 2 – Exceed the requirements of the family friendly housing policy. *The current proposal exceeds the family friendly housing requirements by providing 40% two-bedroom units and 20% three bedroom units.*
- Consideration 3 – Materials change above the third storey. *Materiality has been revised above the third storey. Staff will continue to work with the applicant on revisions to the façade and will refer the question of materiality to the New Westminster Design Panel.*
- Consideration 4 – Limited overshadowing of adjacent buildings. *The proposal will provide some limited shadowing to adjacent buildings as it is on the south side of the block.*
- Consideration 5 – Provision of publicly accessible green space. *This has not been addressed with the current proposal, which staff considers to be reasonable as this is a requirement more suited to larger scale projects.*
- Consideration 6 – The design guidelines state that ‘buildings of four to six storeys should be set back at the fourth storey and higher by 3m (9’10”) on all sides’. *The current proposal incorporates a 1.0 m (3.5 ft) step on level four and a 2.8 m (9.2 ft) step on level five form along the Fourteenth Street building face. Staff would continue to work with the applicant to add stepping on all sides that is substantively consistent with the design guidelines.*

Does the LUPC support staff working with the applicant on refining the building massing, including stepping and façade articulation, so that the proposal better responds to the existing sloping conditions of the site and the City’s design guideline expectations for 5-6 storey buildings?

5.3 Site Planning and Livability

As per the City’s design guidelines, street level activation, livability of units, and access to open space are important principles to the design of a project. The applicant has located ground oriented units along Cariboo Street and Fourteenth Street in order to help activate the street. Staff would continue working with the applicant to address connectivity through the design of the outdoor space and unit entries.

Due to the site constraints, site design and ground-level parking, there is a lack of access to open space which decreases the overall livability of the units. Unless the parking is relocated underground, which the applicant has identified would be financially unfeasible, the parking configuration cannot change. In their previously submitted proposal, the applicant included a rooftop amenity, which has been removed. Appropriate outdoor space, either at grade or rooftop, would need to be provided for the application to be consistent with livability expectations.

Does the LUPC support staff working with the applicant to provide better connectivity between the ground-oriented units and the street by the design of the outdoor space and unit entries?

Does the LUPC support staff working with the applicant to provide outdoor space either at the ground level or rooftop?

5.4 Off Street Vehicle and Bicycle Parking

The current proposal exceeds short-term and long-term bicycle parking requirements by providing three additional long-term spaces and three short-term spaces. The proposal would provide ten surface parking spaces, including one accessible parking space and one space dedicated to a car share vehicle. To meet residential and visitor parking space requirements as per the Zoning Bylaw, 13 spaces would be required (total 17 with a reduction of four for the car share). A variance is requested for the remaining three vehicle spaces (one residential parking, two visitor parking), an 18% reduction. A letter from a car share provider is required prior to proceeding to Council for first and second reading, which confirms the provider's commitment to operating a car share vehicle and space at this location. As an alternative, the applicant would need to provide other Transportation Demand Management (TDM) measures to address the parking shortage, to the satisfaction of the Director of Engineering.

Staff consider the current proposal reasonable given it would have a smaller variance than the previously submitted proposal (which had four more units), the proximity of the site to transit and cycling routes, and provisions of additional bicycle parking spaces and car share, or other approved TDM measures.

Does the LUPC support staff working with the applicant to confirm the inclusion of a car share vehicle and space or other Transportation Demand Management measures, in support of the proposed parking variance?

5.5 Site Access

Primary site access to the surface parking is located off of Cariboo Street. The current proposal also includes a separate access for a solid waste storage facility area. Only one site access is permitted, to reduce sidewalk crossings for pedestrian comfort and safety. Staff will work with the applicant to achieve this revision.

Does the LUPC support staff in working with the applicant to reduce the number of site accesses consistent with the City's practice around promoting a better streetscape by reducing the number of driveways?

5.6 Rental Housing

The applicant is proposing market rental housing. All 15 rental units would be secured for 60 years or the life of the building, whichever is longer. As previously noted, these units would be family-friendly with 40% two-bedroom units and 20% three bedroom units.

6. RECOMMENDATIONS

Staff are seeking general feedback from the LUPC on the proposed development. In addition, staff seeks LUPC endorsement of the following recommendations:

1. That the LUPC support staff working with the applicant on refining the building massing, including stepping and façade articulation, so that the proposal better responds to the existing sloping conditions of the site and the City's design guideline expectations for 5-6 storey buildings.
2. That the LUPC support staff working with the applicant to provide better connectivity between the ground-oriented units and the street by the design of the outdoor space and unit entries.
3. That the LUPC support staff working with the applicant to provide outdoor space either at the ground level or rooftop.
4. That the LUPC support staff working with the applicant to confirm the inclusion of a car share vehicle and space or other Transportation Demand Management measures, in support of the proposed parking variance.
5. That the LUPC support staff in working with the applicant to reduce the number of site accesses consistent with the City's practice around promoting a better streetscape by reducing the number of driveways.

7. CONSULTATION

The applicant will be required to undertake public engagement as per the City's process for Rezoning and Development Permit applications including an applicant-led Open House (minimum one meeting) and a presentation to the Board of the Hill Residents Association. Review by the New Westminster Design Panel would also be required.

8. NEXT STEPS

The City has formalized the interim development review process. As per this process, the anticipated review steps for this application are:

1. Internal Circulation, Review and Applicant Revisions;
2. Preliminary Report to LUPC (January 31, 2022) (**we are here**);

3. Applicant Revisions responding to LUPC feedback;
4. Applicant-led public consultation, including dissemination of information through the local Residents Association;
5. Presentation to the New Westminster Design Panel;
6. City-led public consultation, including the creation of a Be Heard New West webpage and survey;
7. Council consideration of First and Second Readings of the project's Bylaws including Housing Agreement and issue notice of waiving Public Hearing (if applicable);
8. A Public Hearing (if Council does not waive) followed by Council's consideration of Third Reading and Adoption of the Rezoning Bylaw and Housing Agreement Bylaw.
9. Applicant Addresses Adoption Requirements;
10. Adoption of Zoning Amendment Bylaw;
11. Consideration of issuance of Development Permit by Director of Development Services.

9. INTERDEPARTMENTAL LIAISON

The City uses a project-based team approach for reviewing development applications which includes staff from Engineering Services, Parks and Recreation, Electrical, Fire, Climate Action, and Planning.

10. OPTIONS

The following options are offered for consideration of the LUPC:

1. That the Land Use and Planning Committee recommend staff process the Rezoning and Development Permit Applications as per the recommendations summarized in this report.
2. That the Land Use and Planning Committee recommend staff work with the applicant in addressing the outstanding items noted in the discussion section of this report prior to the application proceeding to public consultation.
3. That the Land Use and Planning Committee provide staff with alternative feedback.

Staff recommends Option 1 and 2.

ATTACHMENTS

Attachment 1: Policy and Regulations Summary

Attachment 2: Project Statistics

Attachment 3: Architectural Drawings

APPROVALS

This report was prepared by:
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