

REPORT

Climate Action, Planning and Development

To: Mayor Cote and Members of Council **Date:** May 9, 2022

From: Emilie K. Adin, Director, Climate Action,
Planning and Development **File:** OCP00031
REZ00198

Item #: 2022-323

Subject: **Official Community Plan Amendment, Rezoning, Development Variance Permit, and Development Permit: 1135 Salter Street – Preliminary Report**

RECOMMENDATION

THAT Council instruct staff to process the proposed Official Community Plan Amendment, Zoning Bylaw Amendment, Development Variance Permit, and Development Permit applications for 1135 Salter Street as outlined in the “Consultation and Application Review Process” section of this report.

THAT Council, with regard to the proposed OCP amendment for 1135 Salter Street:

- 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 School District 40; and
 - b. the following First Nations:
 - i) Cowichan Tribes;
 - ii) Halalt First Nation;
 - iii) Katzie First Nation;
 - iv) Kwantlen First Nation;
 - 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) Semiahmoo First Nation;
 - xii) Sto:lo Nation;

- xiii) Stz’uminus First Nation;
 - xiv) Tsawwassen First Nation; and
 - xv) Tseil-Waututh Nation.
- c. Ministry of Transportation and Infrastructure.
- 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 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 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. Councils of immediately adjacent municipalities.
- as none are considered to be affected by this application.

PURPOSE

To seek Council support for proceeding with processing a proposal for a townhouse development in Queensborough.

EXECUTIVE SUMMARY

An application has been received for the development of 45 ground-oriented townhouse units at 1135 Salter Street in Queensborough. The proposal is for an Official Community Plan Amendment, Rezoning, Development Variance Permit, and Development Permit, which would:

- Redesignate the site from (RL) Residential – Low Density to (RM) Residential – Multiple Unit Buildings;
- Integrate the site into the Ewen Avenue Multi-Family Development Permit Area #1 map;
- Rezone the site from Queensborough Neighbourhood Residential Dwelling Districts (RQ-1) to Queensborough Townhouse Districts (RT-3 or RT-3A);
- Facilitate the development of 32 tandem parking spaces (35% of total).

The application includes the provision of approximately 956.25 sq. m. (10,290.29 sq. ft.) (10.2% of gross site area) of public park dedication and 2,585.64 sq. m. (27,831.59 sq. ft.) (2.8% of gross site area) of road dedication. The overall project proposes an overall density of 0.75 floor space ratio (FSR).

BACKGROUND

Preliminary Application Review

This application proceeded through a two-stage pre-application review (PAR). Staff presented the PAR for a 44 unit townhouse development to the Land Use and Planning Committee (LUPC) in June 2019. The current formal application is being referred directly to Council as it is generally consistent with the feedback provided by the LUPC during the PAR process.

The June 12, 2019 LUPC report and meeting minutes can be accessed on the City's website via the following links:

- [Report](#) (starting on p. 57)
- [Meeting Minutes](#)

Policy and Regulations

The site is designated (RL) Residential – Low Density in the Queensborough Community Plan (QCP). This land use designation envisions low density residential uses that do not allow for townhouses, and as such, the site would need to be redesignated to (RM) Residential – Multiple Unit Buildings.

As the subject property is not currently located in a development permit area, an amendment to the QCP map would be required to include the site as part of the Ewen Avenue Multi-Family Development Permit Area #1 to regulate the form and character of the proposed townhouse development. The proposed development would also have to comply with the Natural Hazards Development Permit Area #1 guidelines.

The subject site is currently zoned Queensborough Residential Dwelling Districts (RQ-1), which does not permit the development of townhouse units. The applicant is proposing to rezone the site from RQ-1 to a Queensborough Townhouse District.

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

Site Characteristics and Context

The subject site is located within the Queensborough neighbourhood approximately 400 m. (1,312 ft.) south-west of the Ewen Avenue and Howes Street intersection. The site is located midway within a neighbourhood block of 14 properties (including 1135 Salter Street) ranging in size and land use. This block of properties is also captured within the Advance Street Plan Area #2 of the QCP (Attachment 1).

The site is subject to flood plain constraints on the amount of floor space at grade and the use of that floor space. No storage or habitable floor space is allowed at grade within the Flood Plain. The underside of the floor system for the habitable space must be clear of 3.53 m. (11.53 ft.) Geodetic Survey of Canada (GSC). A site context map is provided below (Figure 1).



Figure 1. Site context map

PROJECT DESCRIPTION

The proposal consists of a 45 unit ground-oriented townhouse development organized into eight separate buildings along a central drive aisle, with an overall floor space ratio of 0.75 (net after land dedications). Seven of the proposed buildings would orient toward future roadways identified in the Advance Street Plan, while Building 8 would face a proposed public park.

The applicant is proposing a dedication of approximately 956.25 sq.m. (10,290.29 sq.ft.) for parkland, which equates to approximately 10% of the gross site area. This parkspace would be located at the south end of the site along Salter Street. A privately owned common strata amenity area with seating and children’s play structures is proposed between Buildings 3 and 4.

The development proposes a total of 92 parking spaces, consisting of 51 standard spaces allowing vehicles to park side by side in garages, 32 tandem garage spaces (35% of total spaces), and nine surface visitor spaces. A total of 90 long term bicycle storage spaces and six short term bicycle spaces for visitors would also be provided.

Vehicular access would be from two access points – one from a new proposed north-south road dedication along the east property line off of Salter Street and the other, from the future Basran Avenue road dedication at the north end of the site.

A site plan is shown in Figure 2 below, and a summary of the project statistics and select drawings are provided in Attachments 2 and 3.



Figure 2. General site plan

DISCUSSION

Official Community Plan Amendment

The project is not consistent with the (RL) Residential – Low Density in the Queensborough Community Plan (QCP) as detailed in Attachment 1.

However, this proposal meets a number of Council priorities. The project comprises 100% two and three bedroom units, thus delivering a supply of family friendly ground-oriented housing. Townhouses continue to provide further housing choice in the Queensborough neighbourhood and can be more financially accessible when compared to single detached dwellings. The development would also provide a transition from the mid-rise mixed-use development along Ewen Avenue to the surrounding low density uses.

Official Community Plan Amendment Local Government Act Consultation Requirements

Section 475 and 476 of the Local Government Act provides specific requirements for consultation that must occur prior to the consideration of an Official Community Plan (OCP) amendment. The Act requires local government to provide one or more opportunities it considers appropriate for consultation with the organizations and authorities it considers may be affected by the proposed OCP amendment. The process also requires consultation with the School District Board of Education.

In an effort to facilitate early and ongoing consultation, staff recommends initiating this process following this preliminary report as outlined in the “Consultation and Application Review Process” section below. A full list of organizations for Council’s consideration of consultation, with staff recommendations are outlined in Attachment 4.

Development Permit Area Guidelines

The Ewen Avenue Multi-Family Development Permit Area #1 envisions the development of medium-density multi-family housing that defines the streets leading to the neighborhood centre. This proposal generally meets the intent of the Development Permit Area guidelines. However, the proposed project design will be further reviewed by staff through the application review process, with input from the New Westminster Design Panel.

In accordance with guideline EMF.1, staff will continue to work with the applicant to refine the design so that buildings present better to the street, particularly the corner units that face onto the future Basran Avenue. Addressing this would likely require a reduction in the number of units, particularly for Building 4, in order to increase the widths of some of the narrower units. Staff will also work with the applicant to increase useable open space by improving the layout and orientation of residential entries to align with guideline EMF.17.

A mid-block connection is proposed between Buildings 5 and 6, connecting the eastern townhouse blocks to the centralized amenity area between Buildings 3 and 4. The design of this mid-block connection will be further detailed and explored as the review process continues to provide for pedestrian circulation and connection within the site and to the surrounding neighborhood block as outlined in EMF.19.

The application satisfies the Natural Hazard Development Permit Area #1 Flood Hazard designation by placing all habitable space above the 3.53 m. (11.53 ft.) flood plain elevation identified for this site and by limiting the attached garages to a maximum area of 42 sq. m. (452.05 sq. ft.) in floor area per unit.

Building Bylaw Requirements

In accordance with Part 9 of the Building Bylaw (as outlined in Attachment 1), staff will continue to work with the applicant to meet the requirement for all buildings and structures, including crawl space and basement floors, are not lower than 1.52 m (5 ft.) above the geodetic datum or 150 mm (6 in.) above the centre of the road abutting the property, whichever elevation is greater.

Proposed Variances

Tandem Parking

Zoning Bylaw Section 140.53 indicates that direct access must be provided to all parking spaces associated within a residential development; however, tandem parking spaces are only able to be accessed from a driving aisle through another parking space. As such, the applicant has applied for a Development Variance Permit for 16 spaces in order to facilitate 32 tandem parking spaces, which would account for 35% of the proposed parking.

Staff considers this variance reasonable. The evaluation of the proposed variance can be found in Attachment 5.

Building Separation

The applicant is proposing external stairs to access electrical rooms on the sides of Buildings 3, 5, and 8. These currently project into a couple of the required building separation distances and the side yard setback. As such, these will be explored as part of a Development Variance Permit during the review process.

CONSULTATION AND APPLICATION REVIEW PROCESS

The anticipated next steps in the application review process, consistent with the Interim Development Review Process endorsed by Council in response to the pandemic, include:

- 1. Internal circulation, review, and applicant revisions (ongoing);
- 2. Preliminary Report to Council **(WE ARE HERE)**;
- 3. 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*;
- 4. Applicant-led consultation;
- 5. Review by the New Westminster Design Panel;
- 6. Review by the Advisory Planning Commission;
- 7. Land Use and Planning Committee referral of proposed Official Community Plan Amendment and Zoning Amendment Bylaws to Council for consideration of First and Second Readings and to request that Council issue notice that it will consider issuance of a Development Variance Permit;
- 8. Council consideration of First and Second Readings of proposed Amendment Bylaws;
- 9. Public Hearing and Council consideration of Third Reading of proposed Amendment Bylaws and issuance of a Development Variance Permit;
- 10. Applicant addresses adoption requirements;
- 11. Council consideration of adoption of proposed Amendment Bylaws;
- 12. Issuance of Development Permit by Director of Climate Action, Planning and Development.

INTERDEPARTMENTAL LIAISON

The City has a team-based approach for reviewing development applications. The project is being reviewed by staff from various departments, including Climate Action, Planning and Development; Engineering Services; Parks and Recreation; and Electrical Operations.

OPTIONS

The following options are offered for consideration of Council:

1. That Council instruct staff to process the proposed Official Community Plan Amendment, Official Community Plan Text Amendment, Development Variance Permit, and Development Permit applications for 1135 Salter Street as outlined in the “Consultation and Application Review Process” section of this report.
2. That Council, with regard to the proposed OCP amendment for 1135 Salter Street:
 - 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 School District 40; and
 - b. the following First Nations:
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- 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. Councils of immediately adjacent municipalities.as none are considered to be affected by this application.
3. That Council provide staff with alternative direction.

Staff recommends Options 1 and 2.

ATTACHMENTS

Attachment 1: Summary of Related City Policies and Regulations

Attachment 2: Project Statistics

Attachment 3: Project Drawings (Select)

Attachment 4: Official Community Plan Amendment Consideration of Public Consultation

Attachment 5: Evaluation of Proposed Development Permit Variance

APPROVALS

This report was prepared by:

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This report was approved by:

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