

## **ADVISORY PLANNING COMMISSION**

**Tuesday, March 20, 2018 at 6:30 p.m.  
Council Chambers**

### **MINUTES**

#### **VOTING MEMBERS PRESENT:**

Andrew Hull	- Chair, Community Member
Rebecca Bateman	- Community Member
Darlene Carty	- Community Member
Laura Cornish	- Community Member (Left at 9:15)
Margaret Fairweather	- Community Member
Andrew Feltham	- Community Member
Christa MacArthur	- Vice-Chair, Community Member
Melinda Michael	- Community Member

#### **VOTING MEMBERS REGRETS:**

Tobi May	- Community Member
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#### **GUESTS:**

Miren Amaya Del Castillo	- Architect
Eric Ching	- Urban Design Group Architects
Riaan de Beer	- Anthem Properties
Nancy Dheilly	- Designer
Paul Fenske	- Ekistics
Maria Marcu	- Project Designer
Ray Murphy	- Property Owner
Shelley Murphy	- Property Owner

#### **STAFF:**

Christine Edward	- Transportation Analyst
Hardev Gill	- Planning Technician
Dilys Huang	- Planning Analyst
Lynn Roxburgh	- Senior Policy Planner
Mike Watson	- Planner
Heather Corbett	- Committee Clerk

The meeting was called to order at 6:30 p.m.

## **1.0 ADDITIONS TO AGENDA**

**1.1 There were no additions.**

## **2.0 ADOPTION OF MINUTES**

**2.1 There were no items.**

## **3.0 INFORMATION PRESENTATIONS**

**3.1 There were no items.**

## **4.0 REZONING**

### **4.1 520 Carnarvon Street**

Mike Watson, Planner, summarized the report dated March 20, 2018, regarding a Heritage Revitalization Agreement (HRA) application to permit the owners of a heritage home at 520 Carnarvon Street to build an extension to the rear of the existing home, a secondary suite to the basement and to continue to operate a hair studio out of a portion of the ground floor of the building. In exchange, the heritage home would be restored and would receive long term legal protection through a heritage designation.

Mr. Watson reviewed the key considerations of the project, including the property location, future developments proposed in the area, proposed changes to the building, and the proposed variances and relaxations to the zoning bylaw.

In response to questions from the Commission, Mr. Watson provided the following information:

- Any adjacent development proposals would be required to modify the designs of their buildings in order to accommodate the stability of the lot of this heritage house;
- The lot to the West of the heritage house has an existing one-storey commercial building and there is not a lot of future development potential due to the size of lot; and,
- The proposed heritage designation would not curtail the ability to move the heritage house to another site at a later date, however the HRA would need to be rescinded for this site.

The Chair called three times for comments from the public and no one came forward.

The Commission thanked the Applicants for the information, and noted no significant concerns or issues with the development.

**MOVED and SECONDED**

*THAT the Advisory Planning Commission support the application.*

**CARRIED.**

All members of the Commission present voted in favour of the motion.

**4.2 41 and 175 Duncan Street**

Hardev Gill, Planning Technician, summarized the report dated March 20, 2018, regarding an Official Community Plan Amendment and Rezoning to allow a 170 unit townhouse development and daycare centre at 41 and 175 Duncan Street.

Mr. Gill reviewed the following information:

- The proposed OCP and Zoning Bylaw amendments, explaining that one part of the site (175 Duncan Street), which is currently designated for mixed-employment use, would be re-designated to residential;
- That the subject properties would be rezoned to a revised version of a CD-42 Zone and P-10 parks district zone, to permit a 170-unit townhouse development and day care site;
- The planned greenspace on the site, the new dyke including public trail, and the public pathways to be built;
- That public consultation that had taken place with the Queensborough Resident's Association;
- The City policies that the project would support (ground-oriented housing, family-friendly policy, childcare strategy and floodplain requirements); and,
- That a transport study had been completed at the site, which is currently under review by the Engineering Department / Transportation Division.

In response to questions from the Commission, Mr. Gill provided the following information:

- The adjacent property to the East would remain an industrial designated site;
- The developer has submitted an acoustic report which would be reviewed at the development permit stage, at which time it would be determined if special materials would be needed to address sound issues;
- The transportation impact study is under review by the Transportation department;

Paul Fenske, Ekistics Architecture Inc. (on behalf of Anthem Properties) provided a presentation summarizing the following details of the development:

- The site plan and neighbourhood context, including the incorporation of the public realm, greenspaces and pathways along the river;
- The current and proposed Queensborough OCP land use and zoning designation; and,
- Site photos of adjacent properties, renderings of the proposed buildings and the future views of the riverfront from the project.

In response to questions from the Commission, Mr. Fenske provided the following information:

- One train per week travels the track on Duncan Street in the daytime, at the speed of approximately 10km an hour;
- Previously, there was a driveway access planned into the property from Duncan Street, however the railway company asked for vehicle access across the railway to be removed due to safety concerns;
- No pedestrian access over the Duncan Street property line is proposed due to safety concerns raised by the railway;
- The nearest pedestrian crossing would be at Duncan and Furness Streets, at the Southeast corner of the site;
- The site had previously been contaminated with over 100 years of shipyard activity, however extensive site remediation has been completed on the site;
- Cleaning up the foreshore will be the responsibility of the Port, and dredging will be required to remove the contamination;
- The contaminated soil on the site itself will be dealt with using capping methodology;
- The nearest bus stop is 300 metres to the West of the site on Duncan Street, however the projected population would likely encourage an increase in transit in the area;
- The site will be raised and entirely fenced at the Duncan Street frontage because of the rail line; and,
- The availability of space for an overpass from the site to Duncan Street is limited.

The Chair called three times for comments from the public and no one came forward.

The Commission thanked the Applicants for the information and noted the following comments:

- This is a well thought out and nice-looking development that has dealt with difficult site constraints appropriately;

- Appreciation was shown for the variation in housing forms and sizes and that the south edge of the development proposes to face the public realm;
- The parklets and play structures on the site are suitable and will provide for the family friendly nature of the development;
- As there is documented need for daycare in Queensborough, the proposed centre will likely have no concerns in reaching maximum capacity;
- Further consideration could be given to the parking allotment for the daycare and how parents will maneuver within the site at drop off and pick up;
- Traffic and increased congestion on Furness Street may become a future concern of residents, as there will only be one entry and exit for the development;
- This community would benefit from the opportunity to be connected with the rest of the area in Queensborough and have walking and cycling access from multiple entrances, especially given a retail area would be built nearby;
- The rail fence makes the site feel like a gated community which may encourage suburban commuting patterns;
- Railway safety tends to grow organically within neighbourhoods and one train per week, which operates at a slow pace, does not seem to warrant the restrictions to the site;
- Consider making it easy for the future strata to allow for a future roadway and railway crossing onto Duncan Street;
- Appreciation was shown for the extension of the waterfront greenway and for the clean up to the waterfront that will be necessary; and,
- It appears that the developer has accommodated the concerns of all parties involved, e.g. the Port and Southern Railway.

**MOVED and SECONDED**

*THAT the Advisory Planning Commission support the proposed OCP amendment and rezoning application.*

**CARRIED.**

All members of the Commission present voted in favour of the motion.

**MOVED and SECONDED**

*Whereas the Southwest corner of the site is fenced off currently to pedestrian users, and this creates a barrier to users wanting to access transit and amenities across the street as well as general connectivity to the rest of the community;*

*THAT the Advisory Planning Commission request the City explore opportunities to create connectivity to the proposed development site at 41 and 175 Duncan Street*

**CARRIED.**

All members of the Commission present voted in favour of the motion.

### 4.3 1084 and 1130 Tanaka Court

Hardev Gill, Planning Technician, summarized the report dated March 20, 2018, regarding a rezoning application for 1084 and 1130 Tanaka Court and an unzoned portion of an existing road right of way, from Heavy Industrial Districts (M-2) to a Comprehensive Development District (CD-82). in order to allow the development of a three storey commercial building which would include retail uses on the ground level, a public assembly use (Banquet Hall) on the second level, an office use on the third level and an attached above grade four storey parkade structure.

In response to a question from the Commission, Mr. Gill responded that there is currently no sidewalk along Tanaka Court, however street frontage improvements are part of the development and will be put in.

Eric Ching, Urban Design Group Architects, provided a presentation summarizing the details of the development, including:

- The site location and context within Queensborough;
- The site context within the OCP designation and land uses;
- Vehicle access points and parking provisions;
- Site plan drawings and property uses; and,
- Preliminary renderings of elevations.

In response to questions from the Commission, Mr. Ching provided the following information:

- Banquet halls such as the proposed have become popular in recent years, and in neighbouring municipalities;
- It is predicted that the immediate neighbourhood populations would be the target market for the hall; and,
- The retail space on the ground floor is anticipated to be driven by end of trip use, and the intended possible tenants may be a pet store or a daycare use.

The Chair called three times for comments from the public and no one came forward.

The Commission thanked the Applicants for the information and noted the following comments:

- The proposed banquet hall is an appropriate use of the site, given the area;
- This site will contain a substantial amount of parking and, while it may be required at this time, future requirements could be considered;
- Some form of public art on the side of the parkade could be impactful;

- The proposed design of the building is attractive;
- A sidewalk at the site would be necessary in order to provide connectivity to the site for pedestrian users of the hall, and employees; and,
- That they are in favour of the proposed loading access driveway.

**MOVED and SECONDED**

*THAT the Advisory Planning Commission support the proposed rezoning application.*

**CARRIED.**

All members of the Commission present voted in favour of the motion.

**MOVED and SECONDED**

*THAT the Advisory Planning Commission request the City look into opportunities for connectivity from the pathways along Gifford Street and Boyd Street to this site and to complete the sidewalk on Tanaka Court.*

**CARRIED.**

All members of the Commission present voted in favour of the motion.

**4.4 118 Royal Avenue**

Hardev Gill, Planning Technician, summarized the report dated March 20, 2018, regarding a Rezoning and Development Permit application for a four unit rowhouse development at 118 Royal Avenue.

Mr. Gill reviewed the location and neighbourhood context of the site, and the proposed land use designation and rezoning for the project, as well as the following details:

- The project is not subject to the Family-Friendly Housing Policy, however it is designed as such, with at least three bedrooms in each unit;
- Four parking spots have been provided, as per requirements;
- A one metre dedication along Royal Avenue has been provided to the City to accommodate a multi-use pathway; and,
- City committees are considering a multi-use pathway down the West side of property, however if it moves forward, the land use would be the same, therefore the financial feasibility of the project would be impacted and would reduce the number of units from four to three.

In response to questions from the Commission, Mr. Gill provided the following information:

- Consideration to designing the townhouses with an East-West orientation rather than North-South was explored at an earlier time, as per a motion from LUPC, however as this is planned as a fee simple lot, it necessitates the North-South orientation to access legal road frontage;
- The steep gradient was another factor in the orientation of the houses;
- Whether the mature tree in the rear yard will be retained or replaced has been addressed through a tree permit application, which the applicant could provide further details on;
- The term “dedication” is used in this application (in reference to both multi-use pathways) to indicate that the piece of land would become City property as part of the rezoning;
- The City anticipates that the multi-use pathway along Royal Avenue would be used for walking and cycling;
- The City is engaged in ongoing discussions with the School District about the multi-use pathway;
- There may be opportunity for dedication at a later time, however this would be up to Council to decide at first and second reading; and,
- There has been no relaxation in parking for this application.

Miren Amaya Del Castillo, Architect, and Nancy Dheilly, Designer, provided a presentation on the proposed development, including a survey plan, context photos, existing and proposed streetscapes, the site plan, including front and rear yard setbacks, renderings of the development, and landscape plans.

In response to questions from the Commission, Ms. Del Castillo and Ms. Dheilly provided the following information:

- In the arborist’s view, the tree at the rear of the property is not healthy and, as it sits on top of a retaining wall, it is best to replace the tree;
- Larger trees than the proposed Japonicas could be discussed with the landscape architect;
- A concrete wall and extra glazing would be installed on Royal Avenue for sound attenuation purposes, as well as appropriate mechanical systems within the building, so the need to open windows along Royal would be minimal;
- The plumbing in the basement is intended to be used as a bar in the recroom, not as kitchen plumbing, as there will be a covenant placed on the land title against the installation of basement suites in all four units;

- The reasoning behind the North-South orientation of the units was based upon the following factors:
  - Parking for the units and how the grade change affects access;
  - The desire for fee simple units – if they are strata units and re-oriented, extra parking for visitors would be required; and,
  - Desire to orient the front of the building towards Royal Avenue to provide streetscape and privacy to the neighbours to the East.

The Chair called for any speakers from the public.

**April Hurmuses**, Resident, was in support of the proposal because she was of the opinion that four-plex developments with fee simple structures are needed in the City. She expressed concerns, however, about the cars which line up along Cunningham Street at drop off and pick up time for the school, as this may no longer be an option for parents during construction. She recommended that a plan be communicated with the school parents about school access during this time. Additionally, she mentioned that the use of opaque glass on the decks of the units may be appropriate in order to give more privacy to rear neighbours.

**Tom Fulton**, Resident and member of HUB Cycling Group, stressed HUB's vision for cycling in New Westminster and how this site affects their vision for an appropriate uptown/downtown cycling route. He detailed that the safest crossing of Royal Avenue exists at Third Street, and a clear route to access that crossing from the Agnes Greenway is limited. The North-South multi-use path that has been proposed would provide the best route from Agnes. He suggested that an alternative to taking property away from the development may be for the School District to provide a strip of land along their field that could provide a greenway from Royal to Agnes. He also discussed that the City's alternative to have a North-South route at Windsor Street poses a problem due to slope and it would propose that children ride along Royal Avenue. He stressed that the North-South multi-use pathway would provide an important opportunity to designate a safe route for cycling that would connect downtown and uptown.

**Jenny Lynnea**, Resident appealed to the APC for consideration of the downtown/uptown cycling route, which would be used by cycling commuters, high school students and wheelchair users. She emphasized that this would be an excellent opportunity for the City to take initiative and resolve the cycling route.

**Robert Wong**, Resident, promotes cycling in the City due to its benefits to health and the environment. He asked the City to take advantage of the opportunity to construct a multi-use pathway along the Western edge of the proposed site because of its unique position as a slight incline for a North-South route, which the City is missing. He emphasized that there is currently no central route for cyclists to get from downtown to uptown that is cycling amenable. He added that neighbouring

municipalities are adding cycling routes and hopes that the City does not miss this opportunity to further promote cycling in the City for both residents and visitors.

**Carlyn Craig**, Resident, understands that the suggested North-South bike path would only allow for three units and also heard concerns expressed about helper suites going in to the basement levels of these units. She suggested that if one row house had to be given up for the bike path, there could perhaps be an accommodation made to allow for helper suites in the three remaining units to allow more space for families.

The Chair called a further three times for any more comments from the public.

In response to a question from the Commission, Christine Edward, Transportation Analyst clarified that if the proposed bike path were a North-South dedication, the grade would be at 13%, however the City believes that the Royal Avenue to Windsor Street would be more feasible as the slope on Windsor Street is 10% and it would avoid the North-South bike path taking over three metres of the subject lot.

The Commission thanked the Applicants for the information and the public for their participation and noted the following comments:

- The proposal appears to be an interesting model for fitting affordable density on a single lot that could be replicated elsewhere in the City;
- The units are family friendly and present a much needed type of housing which is appropriate for the neighbourhood;
- The fee simple rowhouses are a reasonable proposal and outweigh the East-West layout;
- The proposed orientation will make nice backyard spaces for the future owners, which would not be possible with the East-West orientation;
- The North-South orientation does pose a noise issue, so triple glazing would be highly recommended;
- Due to noise on Royal Avenue, windows in the units would likely remain shut, which could be problematic for the two centre units as some of the bedrooms do not face South;
- Despite the registered covenant, the plumbing and layout of the basement may encourage suites to be developed;
- The City could consider removing the plumbing from the basement, or allowing the basements to be legal suites and relaxing the parking requirements;
- If suites were allowed in the basement, proper fire separations would need to be installed;
- Larger trees would reduce the rear neighbours' visibility of the proposal;

- While sympathetic to the North-South cycling route at the West edge of the property, it is outside the Commission’s purview to resolve the issue;
- It seems an undue hardship on the owners of the proposed development to be impacted financially in order to resolve a City cycling path;
- The Commission encouraged the City to work with the School District for resolution of the bike path;
- An uptown to downtown bike route that accommodates all concerns would be worthwhile addressing before rezoning in the area is finalized;
- Parking on Cunningham Street by school parents should be addressed between the City and the School District; and,
- The covenant registered on title is the only way to regulate the creation of secondary suites, and the Commission should leave it to the City to enforce the covenant.

**MOVED and SECONDED**

*THAT the Advisory Planning Commission support the proposed rezoning and development permit applications.*

**CARRIED.**

All members of the Commission present voted in favour of the motion.

**5.0 NEW BUSINESS**

**5.1 There were no items.**

**6.0 REPORTS AND INFORMATION**

**6.1 Places of Worship**

Lynn Roxburgh, Senior Policy Planner and Dilys Huang, Planning Analyst, gave a presentation on a proposed Zoning Bylaw Amendment to add small scale religious assembly as a permitted use in certain zoning districts. Their presentation covered the following sections:

- Background to the changes and responses by the City so far;
- Policy and Regulations, including details on where places of worship are permitted;
- Proposed amendments, which would permit small scale place of worship use on upper levels of buildings in certain commercial zoning districts;
- Principles that support the zoning amendments; and,
- The next steps of the process.

In response to questions from the Commission, Ms. Roxburgh and Ms. Huang provided the following information:

- Small scale place of worship would be permitted in buildings with residential use, but would not be permitted on the same storey as any residential use;
- This type of zoning would be unique to New Westminster as it has not been observed in other municipalities;
- There are a small number of properties that would be eligible for this activity, therefore there would be a low level of risk that the City would become a centre for this type of activity;
- The Economic Development department is comfortable with this small scale use and that other potential tenants would still have equal access to occupy the rental spaces;
- As the Bylaw would be enforced via reviews of a business license, places of worship would be encouraged to get business licenses, although they are not legally required to do so;
- Only buildings which are set aside for religious purposes are exempt of taxes; and,
- City staff do not expect this zoning amendment to increase the number of tax exemptions.

Upon discussion, the Commission made the following comment:

- Given the application for a temporary use permit seen by the APC last fall, this zoning amendment seems to be a needed response to demands for space in the City.

## **7.0 CORRESPONDENCE**

### **7.1 Correspondence regarding 520 Carnarvon Street**

### **7.2 Correspondence regarding 41 and 175 Duncan Street**

### **7.3 Correspondence regarding 118 Royal Avenue**

#### **MOVED and SECONDED**

*THAT the Advisory Planning Commission receive the correspondence included in the March 20, 2018 agenda package, and on-table.*

**CARRIED**

All members of the Commission present voted in favour of the motion.

**8.0 NEXT MEETING**

The next Advisory Planning Commission meeting is scheduled for Tuesday, March 27, 2018 in Council Chamber, City Hall.

**9.0 ADJOURNMENT**

**ON MOTION**, the meeting adjourned at 9:48 p.m.

Certified Correct,

ORIGINAL SIGNED

**Andrew Hull**  
Chair

ORIGINAL SIGNED

**Heather Corbett**  
Committee Clerk