



## **REGULAR MEETING OF THE LAND USE AND PLANNING COMMITTEE**

Notice is hereby given of the following Land Use and Planning Committee:  
March 5, 2018 at 11:00 a.m.  
Committee Room 2, City Hall

### **AGENDA**

#### **ADDITIONS / DELETIONS TO THE AGENDA**

*MOTION to amend/approve the Land Use and Planning Committee agenda.*

#### **ADOPTION OF MINUTES**

1. No Items.

#### **PRESENTATIONS**

2. No Items

#### **UNFINISHED BUSINESS**

3. No Items

#### **REPORTS FOR ACTION**

4. 118 Royal Avenue: Rezoning Application - ACTBiPed Recommendation

#### **CONSENT AGENDA**

5. No Items

#### **DIRECTOR'S / MANAGER'S REPORT (Oral Report)**

6. No Items

#### **NEW BUSINESS**

7. No Items

**CORRESPONDENCE**

**8. No Items**

**ADJOURNMENT**



**REPORT**  
***Advisory Committee for Transit, Bicycles, and Pedestrians***  
***(ACTBiPed)***

**To:** Land Use and Planning Committee      **Date:** 3/5/2018  
**From:** ACTBiPed Committee      **File:** 13.2500.01-2016  
**Item #:** 13/2018

**Subject: 118 Royal Avenue: Rezoning Application - ACTBiPed Recommendation**

**RECOMMENDATION**

That the Advisory Committee for Transit, Bicycles and Pedestrians (ACTBiPed) Committee recommends:

**THAT** the Rezoning and Development Permit application proposal for the property at 118 Royal Avenue be required to accommodate a low-slope cycling and pedestrian connection from Royal Avenue to Cunningham Street.

**PURPOSE**

The purpose of this report is to present to the Land Use and Planning Committee for their consideration, on behalf of members of the ACTBiPed Committee, the above recommendation that was passed at the November 22, 2017 meeting of the ACTBiPed Committee.

**BACKGROUND****Rezoning and Development Permit Application**

The applicant is proposing to construct a four unit rowhouse development on the subject site (118 Royal Avenue) as part of a Rezoning and Development Permit application, which are presently being processed by the Development Services Department (Planning Division). These two applications have been presented to the Land Use and Planning Committee, Advisory Committee for Transit, Bicycles and Pedestrians (ACTBiPed), New Westminster Design Panel and to Council (preliminary report).

To date, the following meetings have taken place:

<p><b>Land Use and Planning Committee – Preliminary Report</b>  Link to report:  <a href="https://www.newwestcity.ca/council_minutes/0911_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-10.2017.pdf">https://www.newwestcity.ca/council_minutes/0911_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-10.2017.pdf</a>  Link to minutes:  <a href="https://www.newwestcity.ca/database/files/library/LUPC_2017_Sept_11_Minutes.pdf">https://www.newwestcity.ca/database/files/library/LUPC_2017_Sept_11_Minutes.pdf</a></p>	<p><b>September 11, 2017</b></p>
<p><b>Advisory Committee for Transit, Bicycles and Pedestrians (ACTBiPed) – Committee Report</b>  Link to minutes:  <a href="https://www.newwestcity.ca/database/files/library/ACTBiPed_Minutes_September_30_2017_Meeting.pdf">https://www.newwestcity.ca/database/files/library/ACTBiPed_Minutes_September_30_2017_Meeting.pdf</a></p>	<p><b>September 20, 2017</b></p>
<p><b>Land Use and Planning Committee – Preliminary Report</b>  Link to report:  <a href="https://www.newwestcity.ca/council_minutes/1016_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-12.2017.pdf">https://www.newwestcity.ca/council_minutes/1016_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-12.2017.pdf</a>  Link to Minutes:  <a href="https://www.newwestcity.ca/database/files/library/LUPC_2017_Oct_16_Minutes.pdf">https://www.newwestcity.ca/database/files/library/LUPC_2017_Oct_16_Minutes.pdf</a></p>	<p><b>October 16, 2017</b></p>
<p><b>LUPC recommendation to Council – Council Report</b>  Link to report:  <a href="https://www.newwestcity.ca/council_minutes/1106_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-13.2017.pdf">https://www.newwestcity.ca/council_minutes/1106_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-13.2017.pdf</a>  Link to minutes:  <a href="https://www.newwestcity.ca/database/files/library/LUPC_2017_Nov_6_Minutes.pdf">https://www.newwestcity.ca/database/files/library/LUPC_2017_Nov_6_Minutes.pdf</a></p>	<p><b>November 6, 2017</b></p>
<p>Advisory Committee for Transit, Bicycles and Pedestrians (ACTBiPed) – Committee Resolution  Link to minutes:</p>	<p><b>November 22, 2017</b></p>

See Attachment 2 of this report.	
New Westminster Design Panel – Design Review Link to report: <a href="https://www.newwestcity.ca/database/files/library/NWDP_January_23_2018_Agenda_(4).pdf">https://www.newwestcity.ca/database/files/library/NWDP_January_23_2018_Agenda_(4).pdf</a> Link to minutes: See Attachment 3 of this report.	<b>January 23, 2018</b>

**Multi-Use Pathway**

The Master Transportation Plan (MTP) identifies Downtown as an area for a future study of a long-term bicycle network. The Transportation Division has embarked on a Downtown Transportation Plan (DTP) to address safety and livability in the community which includes a bicycle network plan and design guidelines for Downtown.

As part of a committee summer ride between Downtown and Uptown, the DTP review, the Advisory Committee for Transit, Bicycles and Pedestrians (ACTBiPed) identified a desired route that would allow cyclists to ride between Downtown and Uptown which was considered to be an appropriate ascent between the two neighbourhoods. This route identified a desired link to connect Agnes Street and Royal Avenue/Third Street intersection in the proximity of Qayqayt Elementary School.

The City previously tried to negotiate the creation of a multi-use pathway in this location with the School District at time of developing Qayqayt Elementary School; however, were unable to finalize an agreement. There were issues regarding ramp accessibility (i.e. slope gradient) as well as loss of some playfield area. A ramp from Royal Avenue to Cunningham Street would need to be approximately 13%, which is considered to be inaccessible as per BC Building Code. Given the identified preference to have a multi-use pathway at this location, it was noted that should the properties to the east of the playfield be consolidated and redeveloped, the multi-use pathway could be explored again at that time.

As part of this rezoning application, staff explored the option to require a 3.0 m (10 ft) multi-use pathway along the west property line from Cunningham Street to Royal Avenue. However, given that only one parcel is being considered for redevelopment at this time, requiring dedication for the pathway would significantly impact the development potential of this site.

## **DISCUSSION**

### **Consultation and Feedback from ACTBiPed**

*September 20, 2017 ACTBiPed*

At the September 20, 2017 ACTBiPed Committee meeting, a report was received for information that provided information about the subject rezoning and development applications (see **Attachment 1**: Report to ACTBiPed – Multi-use Pathway and 118 Royal Avenue Rezoning). The report discussed this and potential implications for achieving a multi-use path to connect Agnes Street to the existing pathway parallel Royal Avenue, and informed members on how they could take part in the development process.

*November 22, 2017 ACTBiPed*

During the November 22, 2017 meeting of the ACTBiPed, a Committee member raised their concerns again about the 118 Royal Avenue, and how it would be an ideal location to connect the proposed Agnes Street Greenway to the path alongside Royal Avenue to the Third Street signal. Royal Avenue was noted as being an intimidating environment for pedestrians and cyclists with its high traffic volumes. The member noted that the area around the School would be the ideal location to create a gently sloped path (see **Attachment 2**: Draft section from ACTBiPed November 22, 2017 minutes).

Following the discussion, the ACTBiPed Committee made the following resolution:

### **MOVED and SECONDED**

*THAT the ACTBiPed Committee recommend to the Land Use and Planning Committee that the rezoning proposal for the property at 118 Royal Avenue be required to accommodate a low-grade cycling and pedestrian connection from Royal Avenue to Cunningham Street.*

### **CARRIED.**

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

### **Evaluation of Proposed Connection**

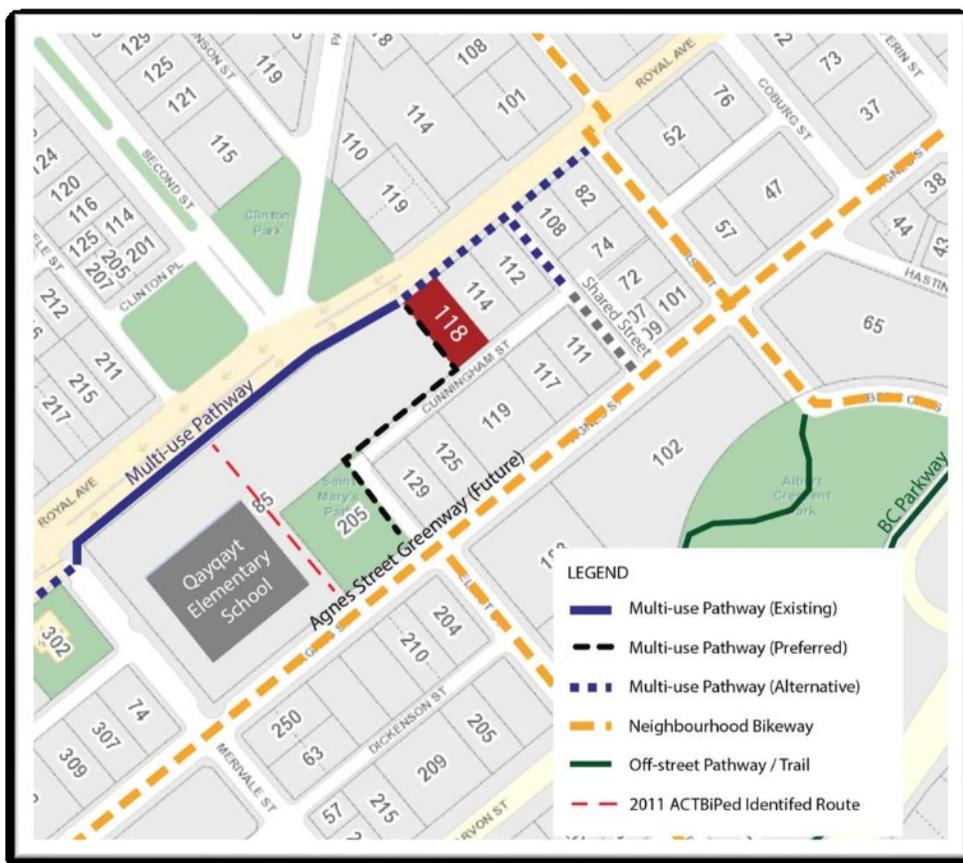
The option to include the proposed connection was identified early in the process and explored by the applicant. It was deemed to not be feasible given 1) the property is developing without consolidation 2) the slope of the site; and 3) due to (1) and (2) providing

the proposed connection would result in the project having only 3 instead of 4 units. There would also be impacts to outdoor space for the units, which are meant to be family-friendly. The importance of a connection between Royal Avenue and the Downtown neighbourhood in this general area is recognized and an alternative option is being explored. The goal is to eventually have the multi-use pathway extend along Royal Avenue to connect to Windsor Street which would function as a shared street for vehicle, pedestrian, and bicycle use providing the necessary connection between Downtown and Uptown. Windsor Street would be the connection to Agnes Street which is recognized as the future “Agnes Street Greenway” and current “Best Routes” path to access Qayqayt Elementary School. The alignment of this connection would be further explored through the development review process as well as the upcoming Downtown Transportation Plan work. Figure 1, as noted below, illustrates the proposed multi-use pathway and bikeway connections.

### **Impact to Review Timeline**

The subject application has completed a significant amount of the development application review process with the next step being review by the Advisory Planning Commission and consideration by Council. Should the applicant be required to include the proposed connection the application would need to re-start the review process with the revised proposal.

Figure 1: Multi-Use Pathway and Bikeway Connections



## OPTIONS

There are three options for the Land Use and Planning Committee’s consideration; they are:

1. That as part of the Rezoning and Development Permit application proposal, the property at 118 Royal Avenue be required to accommodate a low-slope cycling and pedestrian connection from Royal Avenue to Cunningham Street.
2. To proceed with processing the Rezoning and Development Permit applications with providing an extension of the existing multi-use pathway along Royal Avenue at the front of the subject site to eventually have the multi-use pathway connect to Windsor Street and link to the “Agnes Street Greenway”.
3. That the Land Use and Planning Committee provide staff with alternative direction.

The ACTBiPed Committee recommends Option 1. Staff recommends Option 2.

**ATTACHMENTS**

Attachment 1 - Report to ACTBiPed Multi-use Pathway and 118 Royal Avenue Rezoning

Attachment 2 - Draft Section from ACTBiPed November 22, 2017 Minutes

Attachment 3 - New Westminster Design Panel Minutes of January 23, 2018

This report has been prepared by:  
Stephen Blore, Transportation Planner & ACTBiPed Liaison  
Hardev Gill, Planning Technician



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Stephen Blore  
Transportation Planner  
& ACTBiPed Liaison



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Jackie Teed  
A/Director of Development Services

**Attachment 1**  
**Report to ACTBiPed:**  
**Multi-use Pathway and**  
**118 Royal Avenue Rezoning**



## **EXISTING POLICY/PRACTICE**

The proposal to provide safe and comfortable pedestrian and bicycle facilities is being developed in response to the following Master Transportation policies and actions while supporting the need for family friendly housing:

- Policy 1A – Enhance the pedestrian network
- Policy 1C – Improve pedestrian safety and accessibility
- Policy 2B – Provide safe and comfortable bicycle facilities
- Policy 7C – Manage through traffic

The recommended design for improvements will meet or exceed Transportation Association of Canada (TAC) and National Association of City Transportation Officials (NACTO) guidelines.

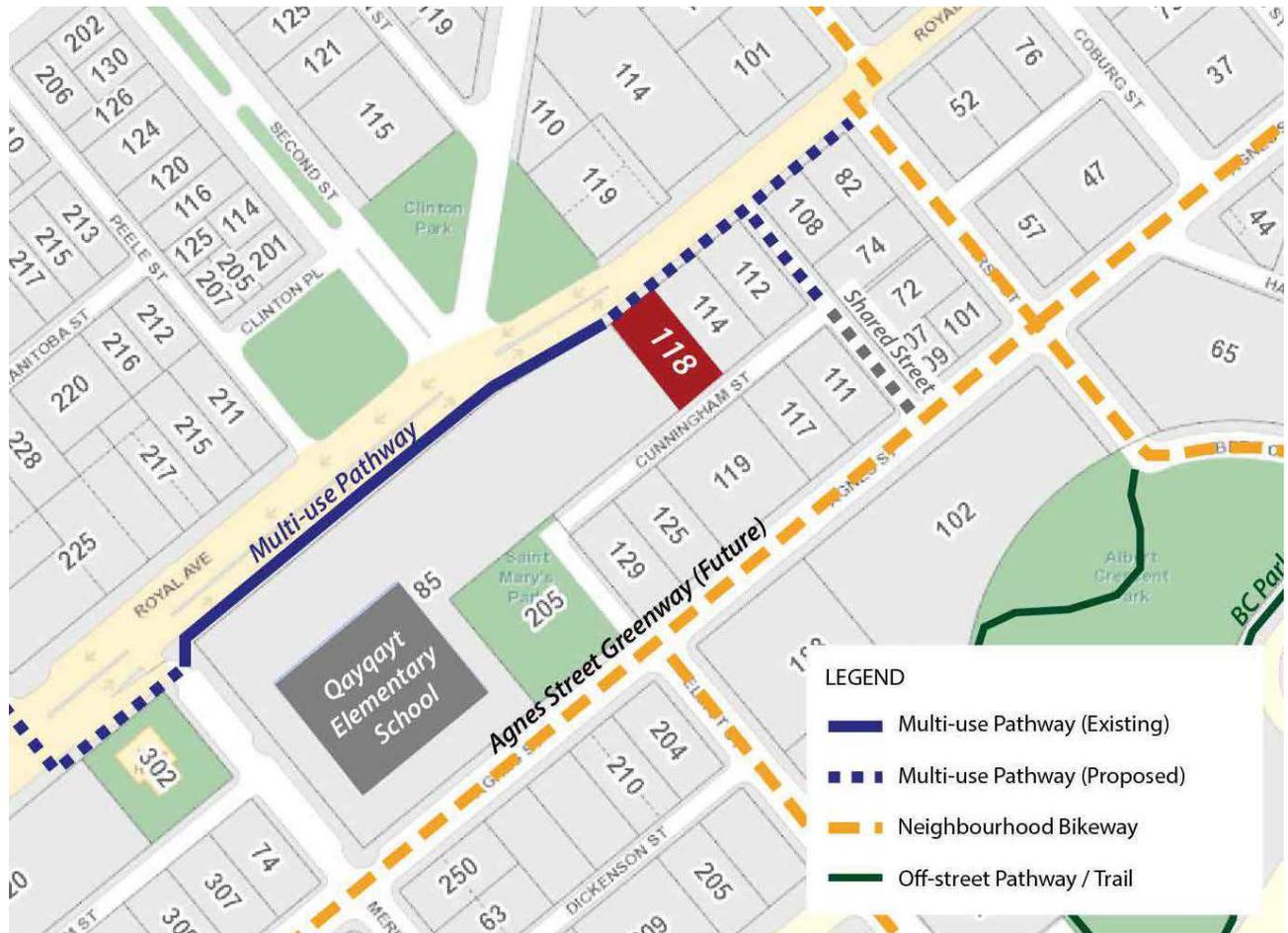
## **DISCUSSION**

Upon receiving a rezoning application in August 2017, Transportation sought to capitalize on the opportunity to implement the desired connection between the Agnes Street Greenway and uptown via the multi-use path along Royal Avenue and the Royal /3<sup>rd</sup> Street intersection. Through Transportation's review of the proposed development a number of challenges were identified with accommodating a multi-use path while maintaining the ability to provide family friendly housing at this location. A compromise was made with Development Services, in which an alternative option was identified that includes the construction of a 3 meter wide multi-use pathway complete with a landscaped boulevard along the Royal Avenue frontage of the site in an effort to connect to Windsor Street. A preferred future connection would be obtained through rezoning of adjacent properties connecting the new multi-use path along the Royal Avenue frontage to Windsor Street, and to the Agnes Street Greenway (see Figure 1).

## **CONCLUSION**

Transportation staff has worked with Development Services to reach a compromise on the provision of a multi-use path connection as part of the rezoning of 118 Royal Avenue. Engineering Services will continue to work with Development Services to ensuring the safety and comfort of all transportation modes along arterials and the major road network, in an effort to promote active transportation users and connectivity within the City, in accordance with the policies outlined in the Master Transportation Plan.

Figure 1: Subject site, multi-use pathway and bikeway connections



**Attachment 2**  
**Draft Section from ACTBiPed**  
**November 22, 2017 Minutes**

## 5.5 Rezoning of 118 Royal Avenue – Andrew Feltham

Andrew provided a brief recap to members of the rezoning of 118 Royal Avenue. He advised that the property around École Qayqayt Elementary would be an ideal location to connect from the Agnes Street area up to Royal Avenue as, for cyclists, Royal Avenue can be intimidating with very steep approaches that bring you to a high-volume traffic area, which you then have to cross. The area around the School is ideal as we can create a nice, level path with about a 3% grade which will take you up to a nice platform area allowing you to collect your senses, look around, and be safe from traffic.

The following discussion ensued:

- It was noted that as it is a single property being rezoned, a normal-sized pathway is not an option;
- A member suggested that the City have the new property accommodate this and possibly approach the School Board to reach a compromise;
- If the proposed pathway does not get implemented, cyclists will be dealing with a 12% grade.

The following motion was passed:

### **MOVED and SECONDED**

*THAT the ACTBiPed recommend to the Land Use Planning Committee that the rezoning proposal for the property at 118 Royal Avenue be required to accommodate a low-grade cycling and pedestrian connection from Royal Avenue to Cunningham Street.*

**CARRIED.**

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

Stephen invited members to read the November 6<sup>th</sup> Council report which addresses this issue and provides some detail about the rezoning and different alignment options for the multi-use pathway along this corridor. It was noted that there has been interest in rezoning the other two properties already.

## Attachment 3

*New Westminster Design Panel*

*Minutes January 23, 2018*



## **NEW WESTMINSTER DESIGN PANEL**

**Tuesday, January 23, 2018, 3:00p.m.  
Committee Room #2**

### **MINUTES - Extract**

#### **4.0 DESIGN REVIEWS**

#### **4.3 118 Royal Avenue**

**DP000700  
REZ00151**

Mr. Hardev Gill, Planning Technician, summarized the report dated January 23, 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, the land use designation and proposed rezoning for the project, and the considerations that the Design Panel was asked to evaluate.

Ms. Miren Amaya Del Castillo, Architect, and Ms. Nancy Dheilily, Designer, gave a presentation on the proposed development, including the streetscape context, site and unit plans, elevations, materials, floor plans for all floors, landscape plan, and plant schedule.

In response to questions from the Panel, Ms. Amaya Del Castillo and Ms. Dheilily provided the following information:

- Parking would consist of two carports, containing one parking space per unit;
- Off Royal Avenue, there would be two to three steps up to the front doors from grade level;
- The development would not be stratified;
- There would be roof lights visible from Royal Avenue;
- The City will not permit basement-level secondary suites in this development;
- The 1 metre easement shown in the plans is intended to represent the proposed multi-use pathway (MUP) once it is complete;
- Grass will be planted at the front of the property until the MUP is in place;
- A wood fence will likely be built along the existing retaining wall on the West elevation, replacing the chain-link fence;
- A sidewalk will be put in place on the Cunningham Street side, similar to the existing sidewalk at the school property line;
- As the plans indicate, there will be a wall between the two parking bays;

- The roof will be divided into compartments in order to comply with fire separation requirements;
- The stairs at the front and back of the units are needed due to the grade of the property;
- The black boxes on the plans indicate the areas intended for garbage;
- The guard rails on the rear elevation are planned to be glass with metal frames;
- The carports will be covered by a flat wood frame, with a possible sedum-based green roof; and,
- The lower bedroom window will have a fence and guard rail in front of it.

Discussion ensued and the Panel noted the following comments in relation to each of the questions asked in the January 23, 2018 Staff report:

*Question 1: Staff seeks input from the NWDP in regards to the orientation of all four units facing Royal Avenue and the impact this may have from an urban design perspective.*

- Consider upgrading the windows to dampen the noise from Royal Avenue;
- The hedges on neighbouring properties likely provide a great deal of privacy from Royal Avenue – livability could be a concern for the houses being considered in this project; and,
- Pulling the roof down could further delineate the units, as the straight roof line may dominate the view.

*Question 2: Staff would like to obtain feedback from the NWDP in regards to improving the relationship of the proposed building with the adjacent school site in terms of enhancing the east elevation by providing more building articulation.*

- The elevation addressing the school has sufficient articulation and interest;
- As the carports will be visible from the school, ensure that they are attractive, well-lit, and secure; and,
- Ensure that the fencing on the perimeter wall will be permeable, and indicate the materials on the drawings.

*Question 3: Staff seeks input from the NWDP in regards to how this proposal addresses the streetscape along Royal Avenue and Cunningham Street in regards to providing a safe and attractive development and connectivity between the public and private realm.*

- While the intent of the development would activate the streetscape along Royal, it is likely that the front yard may not be well used due to the busy and loud nature of Royal Avenue;
- In terms of usability of outdoor space, it may be worthwhile to push the building closer to Royal Avenue and increase the back yard space;
- The yard and garden spaces have good functionality and design;
- Concern was expressed about the carports, in terms of CPTED issues, security and how they would engage with Cunningham Street;
- The carports may be more successful if they are fully open or fully closed;
- Consider the use of a permeable surface for the parking pads; and,

- Consider reducing the amount of planting along Cunningham Street in order to open up sight lines for cars.

*Question 4: Staff seeks input from the NWDP in regards to the overall scale and massing of the building.*

- The design of the building is attractive and will blend in well with neighbouring properties;
- The building setback will be sufficient; and,
- There may be an opportunity to lower the grade on the front elevation and bring it down relative to Royal Avenue.

*Question 5: Staff seeks input from the NWDP in regards to the interface with the adjacent school to the east and existing residential developments to the north, west and south.*

- Consider opening up the east unit's living room and bedroom windows to increase the relationship with the neighbouring historic building.

*Question 6: Staff seeks input from the NWDP in regards to the transition between the adjacent school site and subject residential site.*

- Review the space and the large drop between the school's retaining wall and the subject property's fence on the west elevation; and,
- Consider future maintenance on the retaining walls, as this could prove difficult.

*Question 7: Staff seeks input from the NWDP in regards to the selection of building materials and color scheme for the proposed development and how the development corresponds with the Townhouse and Rowhouse Design Guidelines.*

- Appreciation was expressed for the colourful and playful nature of the selected materials; and,
- The materials and colours are appropriate for the area and type of building.

*Question 8: Staff seeks input from the NWDP regarding having the multi-use pathway along Royal Avenue.*

- The Panel did not have concerns with the Multi-Use Pathway along Royal Avenue and agreed that a future connection with Windsor would be a preferred route to get to Agnes Street.

Further general comments were noted by the Design Panel as follows:

- General comments were provided about the drawing package, including:
  - The landscape plans were difficult to read as fonts were substituted and replaced letters;
  - Further information and detail about the proposed appearance of the carports and context within Cunningham Street would be useful;
  - Colour elevations and 3D massing drawings would be appreciated for further context;
  - Please list the materials on the elevation drawings;
- In terms of landscaping, the Panel made the following comments:

- The planned trees will work well and will add to the property;
- The raised vegetable gardens are an excellent addition, however they were not visible on the plans;
- The proposed plant list is very suitable;
- A warning about proposed Viburnum Tinus – it should not be placed somewhere that it will get brushed up against, as it has a putrid smell;
- A suggested plant for the window wells along Royal Avenue could be Sarcococca, as it will spread and be bushy;
- Further efforts to consider accessibility to the house from the parking area would be beneficial, as the future residents will need to transport groceries and garbage back and forth;
- The use of stairs at both the front and back of the units do not allow for very family friendly access, for example when using a stroller;
- Consider the addition of a trellis or other structure to the stairs and retaining walls; and,
- Consider the use of perforated metal panels mounted to the wall for the front light wells.

**MOVED**

*THAT the NWDP support the project but have applicant continue to work through issues with City Staff.*

**NOT SECONDED.**

**MOVED AND SECONDED**

*THAT the project return for review by the New Westminster Design Panel taking into consideration requests for further detail, and the comments provided.*

**CARRIED.**

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