

## **REPORT** *Development Services*

To:	Land Use and Planning Committee	Date:	3/11/2019
From:	rom: Emilie K Adin, MCIP Director of Development Services	File:	PAR01311
	1	Item #:	9/2019

Subject:909 - 915 Twelfth Street: Rezoning and Development Permit for a<br/>Residential Mid Rise Building - Preliminary Application Review

#### **RECOMMENDATION**

**THAT** the Land Use and Planning Committee endorse the recommendations summarized in the Feedback section (Section 9) of this report and instruct staff to include that and other feedback from LUPC in the pre-application letter to the applicant.

#### EXECUTIVE SUMMARY

The proponent has applied for a pre-application review for a 38 unit, six storey market condo building. The proposed development would provide eight three-bedroom units (21%), six of which are ground oriented townhouses, and 18 two-bedroom units (47%). The development has been proposed to be developed to BC Energy Step Code Level Four.

Should this pre-application inquiry proceed to a formal application, the proponent would then need to submit Rezoning and Development Permit (DP) applications in order to facilitate the proposed development. There are two recommendations which are being brought forward to the Land Use and Planning Committee in Section 9 of this report, for preliminary feedback and discussion related to:

- provision of below/non-market housing;
- provision of an energy efficient building;
- proposed increase in building height from four to six storeys; and
- building massing and transition to low density residential neighbourhood.

Committee and staff feedback will be formally provided to the applicant in a letter.

#### 1. PURPOSE

The purpose of this report is to seek preliminary feedback from the Land Use and Planning Committee in regards to this pre-application review.

#### 2. POLICY AND REGULATIONS

#### 2.1 Official Community Plan (OCP)

The subject property is designated (RM) Residential - Multiple Unit Buildings, which is described, in part, as follows:

**Purpose**: To provide a mix of small to moderate sized multiple unit residential buildings.

**Principal Forms and Uses**: Townhouses, rowhouses, stacked townhouses and low rises. 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.

Maximum Density: Medium density multiple unit residential.

The proposed six storey building is consistent with the Official Community Plan (OCP) land use designation and no OCP amendment would be required.

#### 2.2 Development Permit Area

The subject site is located within the 2.1 Upper Twelfth Street Development Permit Area and a Development Permit is required before any development or alteration to the lands or exterior of buildings on the lands. A Development Permit is required for the proposed development which would be reviewed concurrently with the rezoning application. This Development Permit Area is designated in order guide the transition of a portion of a commercial corridor to a residential corridor by facilitating new multi-unit residential development, with ground oriented housing units that activate the public realm.

#### 2.3 Zoning Bylaw

The subject properties are currently zoned Community Commercial Districts (Medium Rise) (C-2A) which would permit a commercial or mixed-use four storey building with retail at grade and commercial or residential above. The proposal would not be consistent with current zoning and as such a rezoning is required.

#### 2.5 Family-Friendly Housing Bylaw and Design Guidelines

As per the City's Family-Friendly Housing Policy, the development would be required to provide a minimum of 30% two and three bedroom units, of which at least 10% of the overall number of units would need to contain three or more bedrooms. The application provides 18 two-bedroom units (47%) and eight three-bedroom units (21%) and is consistent with the current policy.

#### 2.6 Non-Market Inclusionary Housing and Rental Replacement Policies

On December 10, 2018 Council endorsed a draft Inclusionary Housing Policy as the basis for consultation with the public and stakeholders. This policy intends to increase the supply of new affordable rental housing to meet New Westminster's rental housing needs for low and very low income households. The draft Inclusionary Housing Policy provides three options for market condo development applicants, with the amount of inclusionary housing provided ranging from 7.5% to 10% based on the level of affordability provided and the involvement of outside funding sources such as BC Housing or CMHC.

Council has directed that the draft policy be used as an interim guide for negotiation with new applications and those early in the application process.

#### 2.7 Community Energy and Emissions Plan

As part of the City's ongoing efforts to reduce its impact on climate change, the City developed a Community Energy and Emissions Plan (CEEP). The CEEP outlines strategies to help conserve energy and reduce GHG emissions in the areas of transportation, buildings and solid waste. The plan outlines actions and policies that help to diversify our energy supply, create energy efficient buildings and build a community that maximizes the use of sustainable transportation modes and minimizes waste. The proposed BC Energy Step Code level four standards would be consistent with this policy.

#### 2.8 BC Energy Step Code Requirements

On February 25, 2019 Building Bylaw Amendment Bylaw No. 8084, 2019 was adopted which implemented the City's BC Energy Step Code framework. This framework would require that all Part 3 buildings (generally three storey apartment / mixed use buildings and larger) applying for a building permit after on or after January 1, 2020 be constructed to BC Energy Step Code Level Three. Provision of buildings to Level Four and Net Zero would be considered a community amenity.

#### 3. BACKGROUND

#### 3.1 Site Characteristics and Context

The subject sites include three existing lots and a portion of a City owned lane which are located at the south east corner of Twelfth and London Streets. The sites are located at the edge of the Moody Park neighbourhood and adjacent to the West End neighbourhood (across Twelfth Street). The site is relatively flat with approximately one metre in grade change from the north to south edge of the site. The subject site is relatively shallow with a depth (from Twelfth Street to east property line) of 30.5 metres (100 feet) and extends for half a block from the London Street to a mid-block lane.

To the north, south and east of the subject site, along Twelfth Street, are one to three storey commercial and mixed use buildings. To the east of the subject site are lots which are improved with single dethatched dwellings in the Moody Park neighbourhood.

#### 3.2 **Proximity to Transit**

The property is not within walking distance of a SkyTrain Station or a Frequent Transit Network. Twelfth Street is designated as a future Frequent Transit Network.

Transit Service:	<b>Project Distance</b>
SkyTrain Station	560 metres / 1,835 ft.
(Columbia Station)	
Frequent Transit Network	585 metres / 1,920 ft.
(Sixth Street)	

#### 4. PROJECT DESCRIPTION

#### 4.1 **Project Description**

The applicant has proposed the development of a six story wood-frame residential building with 38 market condo units and a total overall density of 2.74 FSR and 140.74 units per acre. The proposal includes six two level, three-bedroom townhouse units which front onto Twelfth St and which range in size from 101.3 to 104.1 square metres (1,090 and 1,120 sq. ft.). The proposed architectural plans are attached as Appendix A.

The applicant has proposed to building to this building to meet BC Energy Step Code Level Four or to be a Net Zero building. The applicant's letter of intent is <u>attached</u> as Appendix B.

The proposed development includes a total of eight three-bedroom units (21%) and 18 twobedroom units (47%) and is consistent with the Family Friendly Housing Policy. Of the eight three bedroom units three quarters are two-level ground oriented townhouses which front Twelfth Street. These units range in size from 101.26 to 104.05 square metres (1,090 to 1,120 sq. ft.).

The applicant has proposed vehicular access to the site from the rear lane at the south side of the property. The application has provided 54 parking spaces within an underground parking structure. The spaces have not yet been allocated to residential or visitor spaces. The application based on Zoning Bylaw requirements would need to provide 52 residential spaces and eight visitor spaces for a total of 60 spaces overall. There is currently a deficit of six spaces.

### 4.2 **Project Statistics**

	<b>Permitted/Required</b>	Proposed
	Under C-2A Zoning	•
Existing Site Area (gross)	-	1,261 sq. m.
		(13,091 sq. ft.)
Site Frontage	-	39.38 metres
(Twelfth Street)		(129.21 feet)
Avg. Lot Depth		30.50 metres
(London Street)		(100 feet)
Floor Space Ratio	-	2.74 FSR
Units Per Acre (UPA)	90 UPA	140.74 UPA
Building Height	12.19 metres (40 feet)	18.29 metres (60 feet)
	4 storeys	6 storeys
Residential Units	Family Friendly Housing	
	Requirements (strata)-	1 BDR: 12 (31.6 %)
	minimum 30% two and	2 BDR: 18 (47.4%)
	three bedroom units, of	3 BDR: 8 (21%)
	which 10% three	
	bedrooms or more	Total: 38 Units
Parking		
Residential	52 spaces	-
<b>Residential Visitor</b>	8 spaces	-
Total	60 spaces	54 spaces

Bicycle Parking	<ul><li>48 long term spaces</li><li>6 short term spaces</li></ul>	<ul><li>47 long term spaces</li><li>0 short term spaces</li></ul>
Loading	-	None provided

#### 6. **DISCUSSION**

#### 6.1 Affordable Housing

On December 10, 2019 Council endorsed the draft Inclusionary Housing Policy as the basis for consultation and directed staff to use it to guide review of new applications. This policy would apply to buildings in the upper Twelfth Street area which are requesting increases from four to six storeys. Under this policy, this proposal with 38 units would be expected to provide either:

- a) three (7.5%) non- market units; or
- b) four (10%) below market rental units.

The City is in the process of developing a list of pre-qualified non-profit housing societies and foundations with an interest in partnering on affordable housing projects in the City. Once this list is complete and upon the receipt of a formal application on this site, staff would initiate the process of determining with Council if there is a suitable pre-qualified operator for the site.

It may be possible that the relatively small number of units may not be operationally feasible for many operators. In such a case it may be reasonable to apply the cash-in-lieu provision in the draft Inclusionary Housing Policy which would, instead of development of the below market or non-market rental units, require a contribution of \$200,000 per unit to the Affordable Housing Reserve from the developer.

Does the LUPC support staff working with the applicant to develop a proposal which would include the amount of below/non-market housing as expected through the draft Inclusionary Housing Policy?

#### 6.2 Proposed Increase in Building Height

The subject site is designated (RM) Residential - Multiple Unit Buildings which states that buildings should be four storey multiple unit residential buildings except that a five or six storey low rise building would be considered only in circumstances where:

• the Development Permit Area guidelines can be met;

The applicant has proposed to develop the new building to BC Energy Step Code Level Four standards. This level is the most energy efficient level in the BC Energy Step Code. Buildings constructed to BC Energy Step Code Level Four would consume at least 50% less energy than buildings built to BC Building Code base requirements.

This building would be one of the first BC Energy Step Code level four multiple units residential buildings in New Westminster, along with two other similar proposals along upper Twelfth Street (837 - 841 Twelfth Street; and 811 - 819 Twelfth Street, 1124 Edinburgh Street). The applicant has requested that the City consider the increased energy performance of the building at Step Code Level Four as a compelling case for an increase in the building size from four to six storeys.

On February 25, 2019 Building Bylaw Amendment Bylaw No. 8084, 2019 was adopted which implemented the City's BC Energy Step Code framework. This framework would require that all multiple unit residential buildings such as this one, applying for a building permit after on or after January 1, 2020 to be constructed to BC Energy Step Code Level Three. As it is anticipated that this proposed development would be submitting for building permit after January 1, 2020 it would therefore be required to build to a minimum of BC Energy Step Code Level Three per the City's new regulations.

Given the above recent bylaw changes, the proposed increase for this project would be from a Step 3 building to a Step 4 building. Estimates of improvements in energy performance of a step code level four building over a step code level three building would be in the order of 20% to 25%.

The proposed increase in building energy performance would help the City meet the GHG reduction targets in the Community Energy and Emissions Plan and would provide for lower heating and cooling costs for residents of the building. However, given the City's recent implementation of the BC Energy Step Code, a step code level four building may not be enough to be considered a compelling case to increase building height from four to six storeys. However, the combination of a step code level four building with the provision of non-market or below market units may be considered compelling case.

Does the LUPC consider the includes of below/non-market housing and a BC Energy Step Code Level Four building a reasonable for the consideration of a five or six storey low rise building?

Does the LUPC support staff working with the applicant to develop a proposal which would include the requisite below/non-market housing and building developed to Step Code Level Four as a compelling case for an increase in building height above four storeys?

#### 6.3 Development Permit Area Requirements for Five and Six Storey Buildings

The Development Permit Area Design Guidelines for the Upper Twelfth Street Area require, where a building is proposing to go above four storeys, that the building:

- Provide two storey, three bedroom, family friendly, ground oriented units at the base of the building. *The applicant has provided two storey, three bedroom, family friendly, ground oriented units at the base of the building. However there is an opportunity for additional units fronting London Street;*
- Exceed the requirements of the family friendly housing policy. *The application has exceeded the requirement of the family friendly housing policy with the provision of eight three-bedroom units (21%);*
- Change materials and colour above the third storey to lessen the visual impact of the height of the building. *The application has changed colour above the third storey on some facades. Further information and consideration would need to be provided in regard to all sides of the building and the materials used*;
- Demonstrate the building will not significantly overshadow adjacent residential and public open spaces. *Information would need to be provided to adequately evaluate shadow impacts from the proposed development*; and
- Provide publicly accessible open space (pocket park, plaza, courtyard, etc.), when appropriate. *Further consideration would need to be given in regard to publically accessible open space*.

The applicant has provided a brief summary of how the proposal addresses the design guidelines in their letter of intent <u>attached</u> in Appendix B. Further review of the proposed development would be required with a formal application.

#### 6.4 Building Massing and Transition

A key consideration in the design guidelines is the appropriate massing and transition of building to the surrounding lower density neighbourhood. This is key in the consideration of buildings proposed to be over four storeys, particularly when located on relatively shallow lots and where not separated from the surrounding neighbourhood by a lane, such as this site.

Shadow and streetscape studies have not been provided at this early stage. Given the constraints of this site, staff anticipates that the proposed height may need to be reduced to four or five storeys to achieve the appropriate transition of massing to neighbouring buildings. However, additional two storey massing may be achievable along London Street which could also include additional ground oriented townhouse units.

Does the LUPC support staff working with the applicant to review additional submission materials and revisions to the proposal to determine a building height and massing which achieves a more sensitive transition to the surrounding lower density neighbourhood?

#### 6.5 Parking

As previously noted, there is currently a deficit of six spaces within the proposed development. Should a reduction in parking be requested in a formal application, a transportation impact study would be required including a review of parking demand and transportation demand measures.

The applicant has provided 47 long term bicycle parking spaces which is one short of the 48 spaces required. The applicant has not indicated the provision of any short term bicycle parking spaces. Six spaces would be required to be provided in a location accessible by visitor to the building such as near the main entrance to the building. A formal application would be required to meet these requirements.

Does the LUPC support further exploration of a proposed parking reduction through provision of a transportation impact study?

#### 6.6 Loading, Garbage and Recycling

The application has not identified any space on site to accommodate loading for the proposed building. Although the Zoning Bylaw does not require loading spaces for residential units at this time, loading for the proposed building would not be permitted on street and given the needs of residents when moving in and moving out, on site loading facilities should be provided.

A garbage and recycling room has been provided adjacent to the lane at the south side of the property. The applicant would be required to demonstrate this room is of adequate size to serve the proposed development. The applicant would also be required to demonstrate that waste pickup activities would not interfere with the operation of the lane (i.e. the provision of a staging area on pick-up day so that bins are not located within the lane).

Does the LUPC support the requirement for the provision of a loading and zone and garbage staging area as part of a formal development application?

#### 7. CONSULTATION

Should the proponent proceed with formal development applications for the site, they would 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 Moody Park Residents' Association. Review by the New Westminster Design Panel and Advisory Planning Commission would also be required.

## 8. REVIEW PROCESS

Feedback from the LUPC will be incorporated into a formal Pre-Application Review Letter which would be provided to the applicant. The Pre-Application Review Letter would also outline the application requirements from other City departments.

### 9. FEEDBACK FROM LAND USE AND PLANNING COMMITTEE (LUPC)

Staff is 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 to develop a proposal which would include the amount of below/non-market housing as expected through the draft Inclusionary Housing Policy;
- 2) THAT the LUPC support staff working with the applicant to develop a proposal which would include the requisite below/non-market housing and building developed to Step Code Level Four as a compelling case for an increase in building height above four storeys;
- 3) THAT the LUPC support staff working with the applicant to review additional submission materials and revisions to the proposal to determine a building height and massing which achieves a more sensitive transition to the surrounding lower density neighbourhood;
- 4) THAT the LUPC support further exploration of a proposed parking reduction through provision of a transportation impact study; and
- 5) THAT the LUPC support the requirement for the provision of a loading and zone and garbage staging area as part of a formal development application.

## **10. INTERDEPARTMENTAL LIAISON**

The City has now initiated a project-based team approach for reviewing development applications. Should the proponent submit a formal Development Permit application, a staffled project team would then be assigned for reviewing this project consisting of staff from the Building, Planning (Development Services), Engineering, and Parks and Recreation Departments. The following options are offered for consideration of the LUPC:

- 1. That the Land Use and Planning Committee endorse the recommendations summarized in the Feedback section (Section 9) of this report and instruct staff to include that and other feedback from LUPC in the pre-application letter to the applicant.
- 2. That the Land Use and Planning Committee provide staff with alternative feedback.

Staff recommends Option 1.

#### **ATTACHMENTS**

Appendix A: Architectural Plans Appendix B: Applicant Letter of Intent

This report was prepared by: Mike Watson, Planner

This report has been reviewed by: Jackie Teed, Manager of Planning

E. yx

Emilie K Adin, MCIP Director of Development Services

# LONDON RESIDENCE 909, 911 & 915 12TH STREET, NEW WESTMINSTER, BC

CIVIC ADDRESS:	909, 911 8	8 915- 12TH STREET, NEW WESTMINSTER	LEGAL DESCRIPTION:
APPLICATION DESCR		EDROOM EDROOM	LOT 20 OF LOT 3 SUBURBAN BLOCK 12 PLAN 2620. LOT 1 & 2, NEW WEST DISTRICT, PLAN NWP9798 SUBURBAN BLOCK 12, GROUP 1.
-		EXISTING	PROPOSED
ZONING:		C2A	SITE SPECIFIC
OFFICIAL COMMUNIT	Y PLAN:	UPPER TWELFTH STREET PERMIT AREA MULTI-FAMILY & COMMERCIAL	
-		REQUIRED	PROPOSED
GROSS FLOOR AREA	:	3X 13,091 SF = 39,273 (3,648 SM)	35,858 SF (3,331 SM)
DENSITY:		90 UNITS PER ACRE (0.4 PER HECTARE) = 90 X 0.3 = 27	36
LOT COVERAGE		N/A	59% LOT AREA 7,741 SF (719 SM)
HEIGHT		40 F (12.19 M)	60 F (18.29 M)
SETBACKS FROM	SIDE LOT LINE	N/A	4.00 F (1.22 M) ON STREET SIDE NO SETBACK ON NEIGHBOR SIDE
	FRONT LOT LINE	N/A	9.84 F (3 M)
	REAR LOT LINE	5.2 F (1.6 M)	29.53 F (7.5 M)
VEHICLE PARKING		1.2 PER 1-BEDROOM: 1.2X12=14.4 1.4 PER 2-BEDROOM: 1.4X18=25.2 1.5 PER 3-BEDROOM: 1.5X8=12 0.2 PER VISITOR: 0.2X38=7.6	
		TOTAL: 59	54
BICYCLE PARKING		1.25 PEB UNIT: 1.25X38=47	47

UNIT AREA				
LEVEL	TYPE	GROSS AREA	TOTAL	
LEVEL 1	RESIDENTIAL AREA	4150		
	INDOOR AMENITY	789	6273	
	COMMON & CORRIDOR	1334		
LEVEL 2	RESIDENTIAL AREA	6950	7702	
	COMMON & CORRIDOR	752		
LEVEL 3	RESIDENTIAL AREA	6625	7411	
	COMMON & CORRIDOR	786	/ / / /	
LEVEL 4	RESIDENTIAL AREA	4200	4924	
	COMMON & CORRIDOR	724		
LEVEL 5	RESIDENTIAL AREA	4037	4774	
	COMMON & CORRIDOR	737		
LEVEL 6	RESIDENTIAL AREA	4037	4774	
	COMMON & CORRIDOR	737	4//4	
	TOTAL		35858	

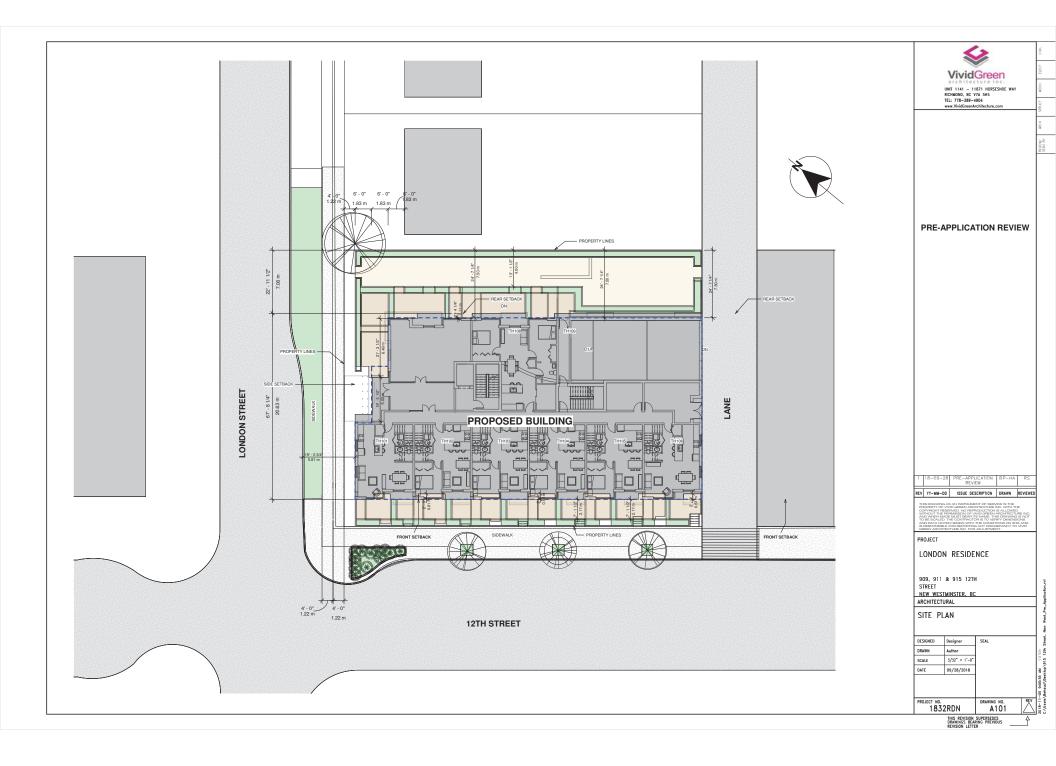


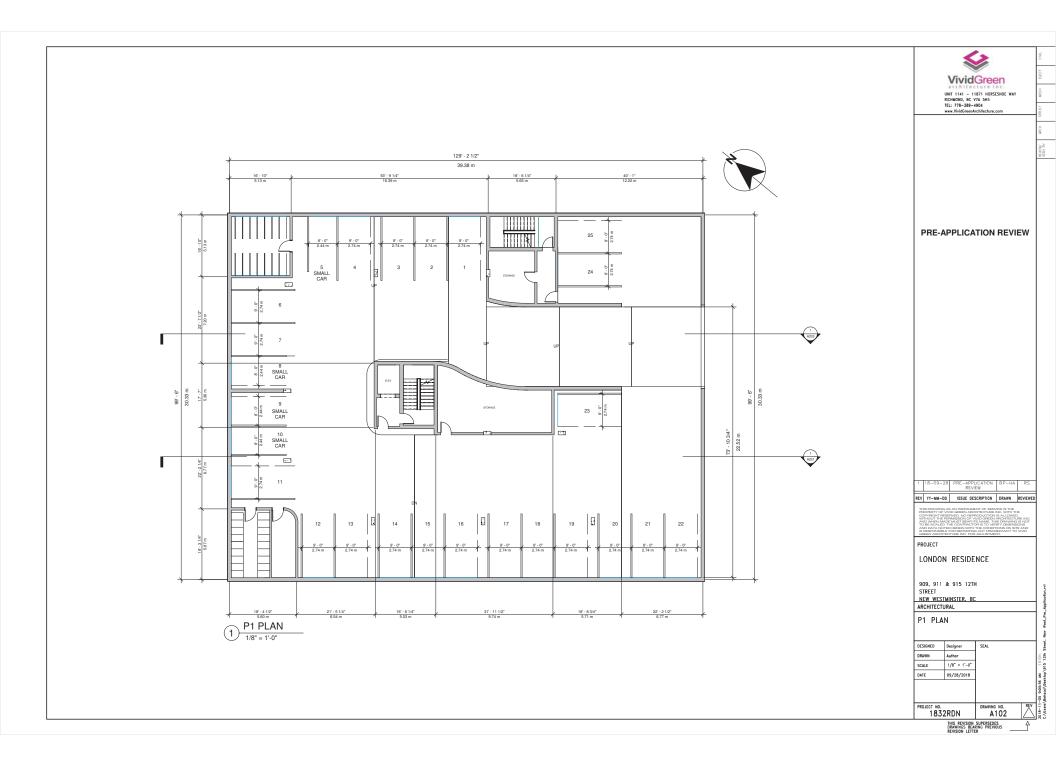


UNIT TYPE AND COUNT						
Unit Type	1BED	1BED + DEN	2 BED	2 BED + DEN	3 BED	3BED TH
Sq.Ft. LEVEL	500-570		775-808	800-930	1032-1107	1090-1120
LEVEL 1				1		6
LEVEL 2				3	1	
LEVEL 3	3		2	3	1	
LEVEL 4	2	1	2	1		
LEVEL 5	3		2	1		
LEVEL 6	3		2	1		
38 UNITS	11	1	8	10	2	6

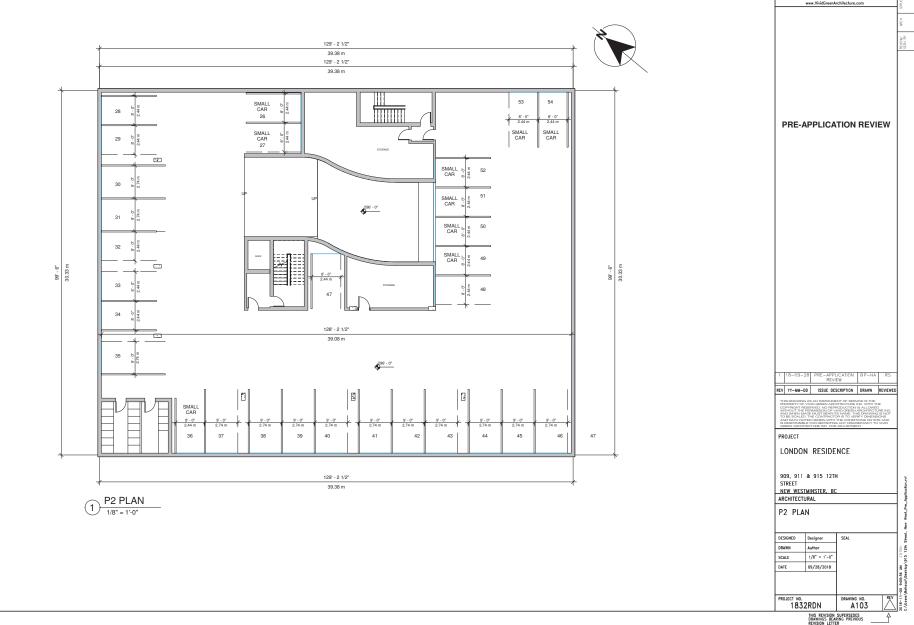


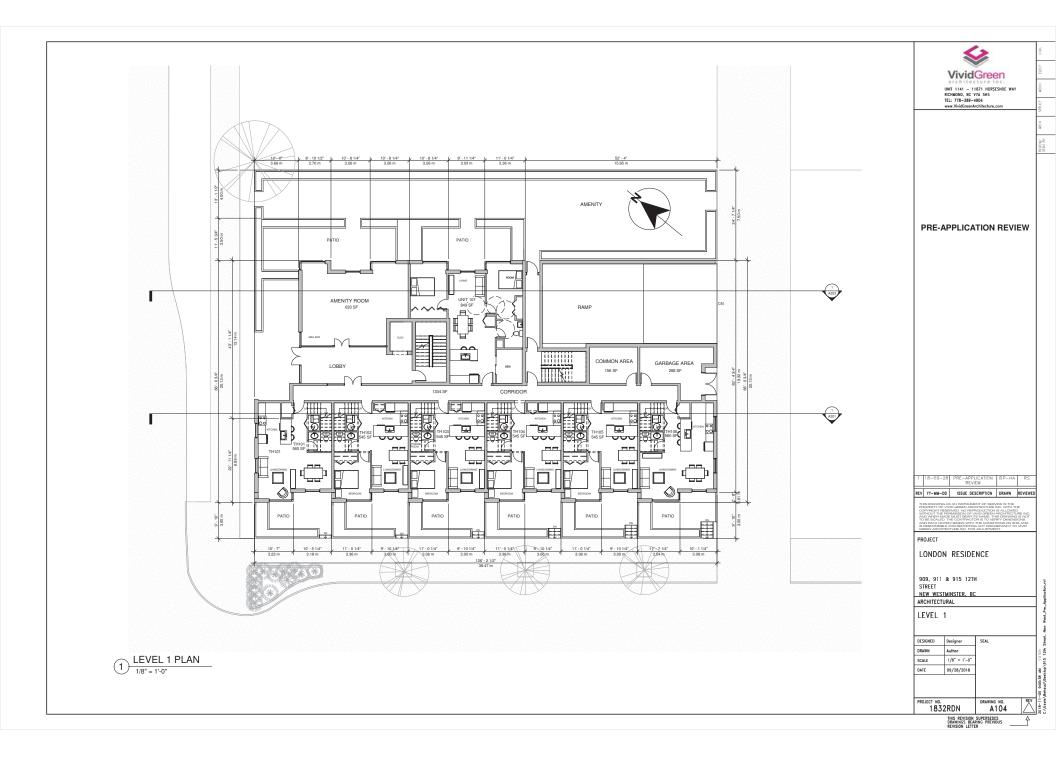
UNIT 1141 - 11871 HORSESHOE WAY RICHUOND, BC V7A 5H5 TEL: 778-358-4904 www.ViridGreenArchitecture.com

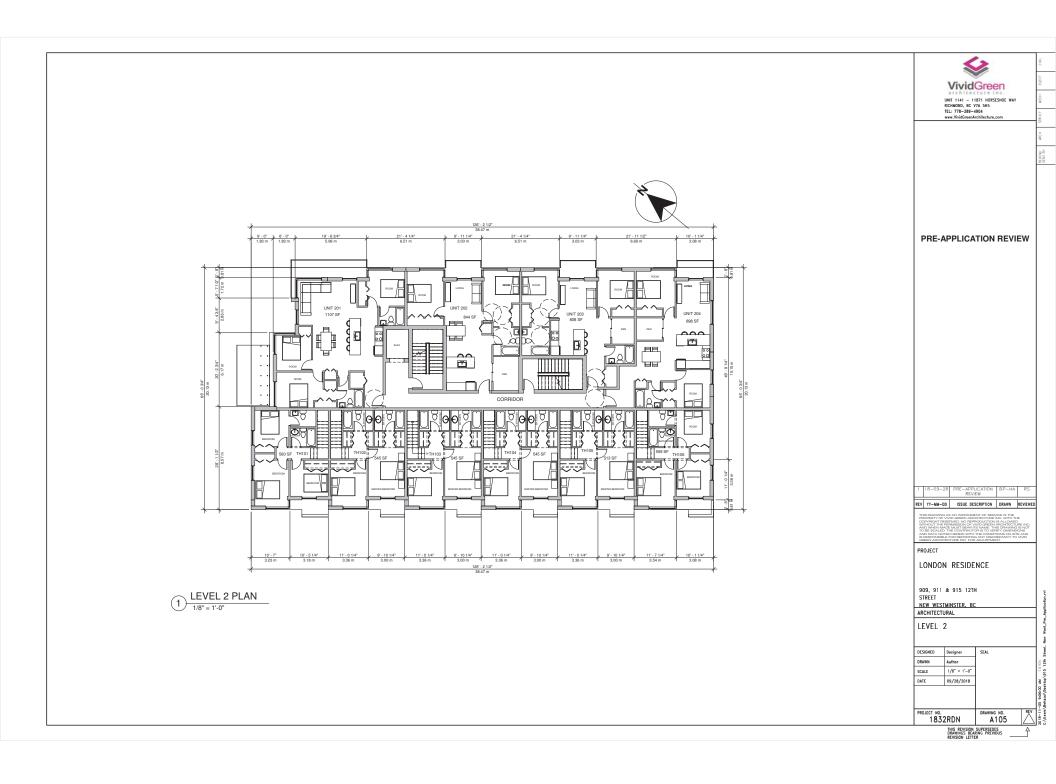


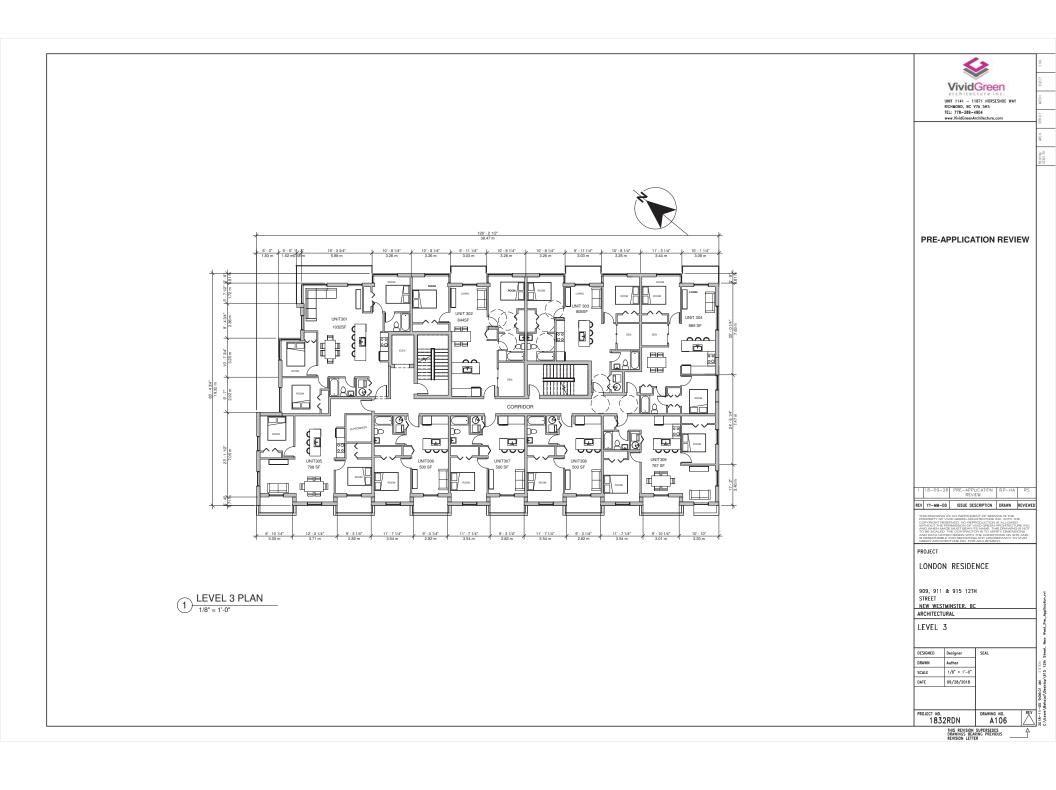


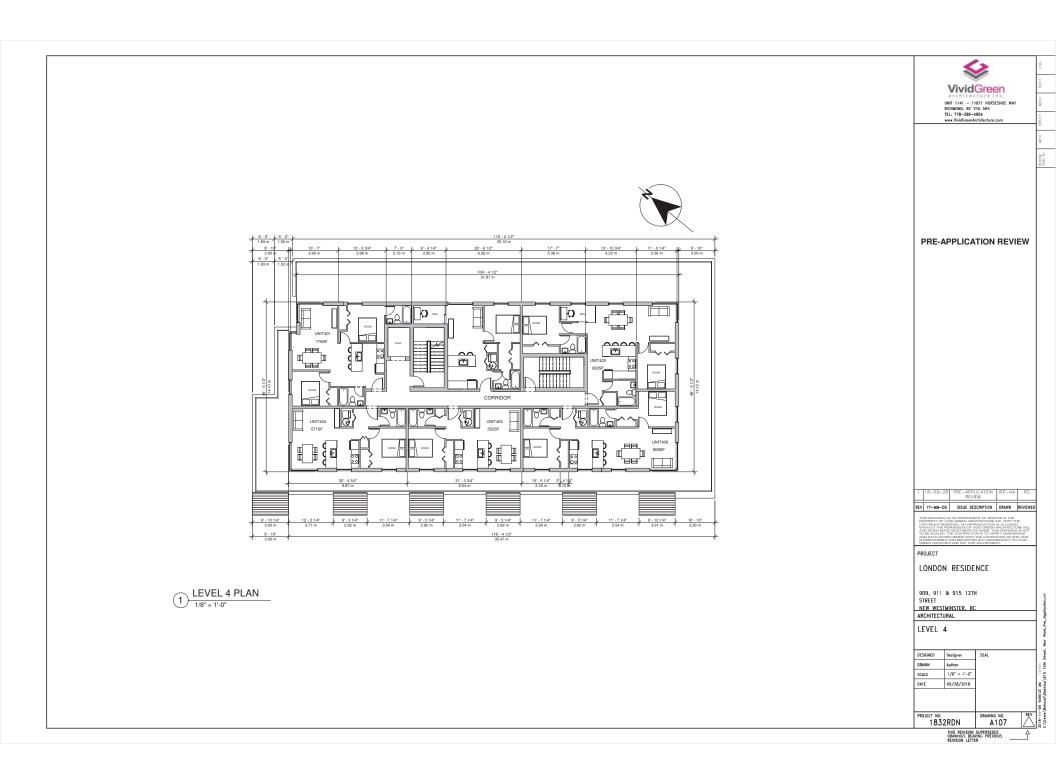
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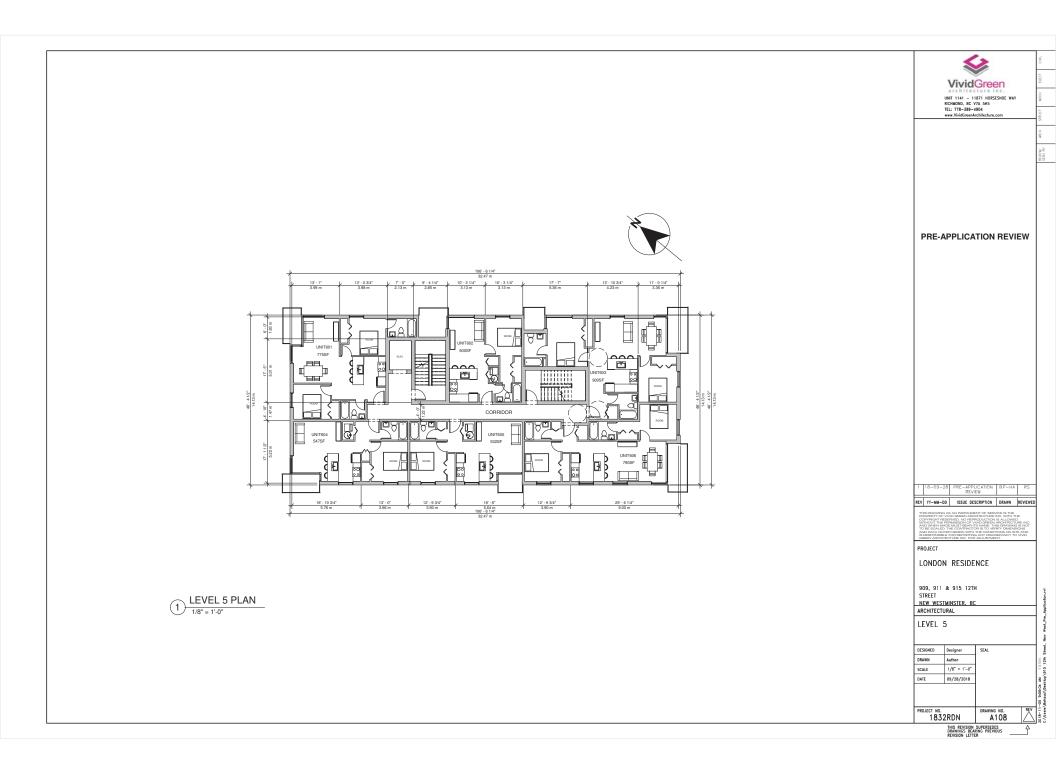


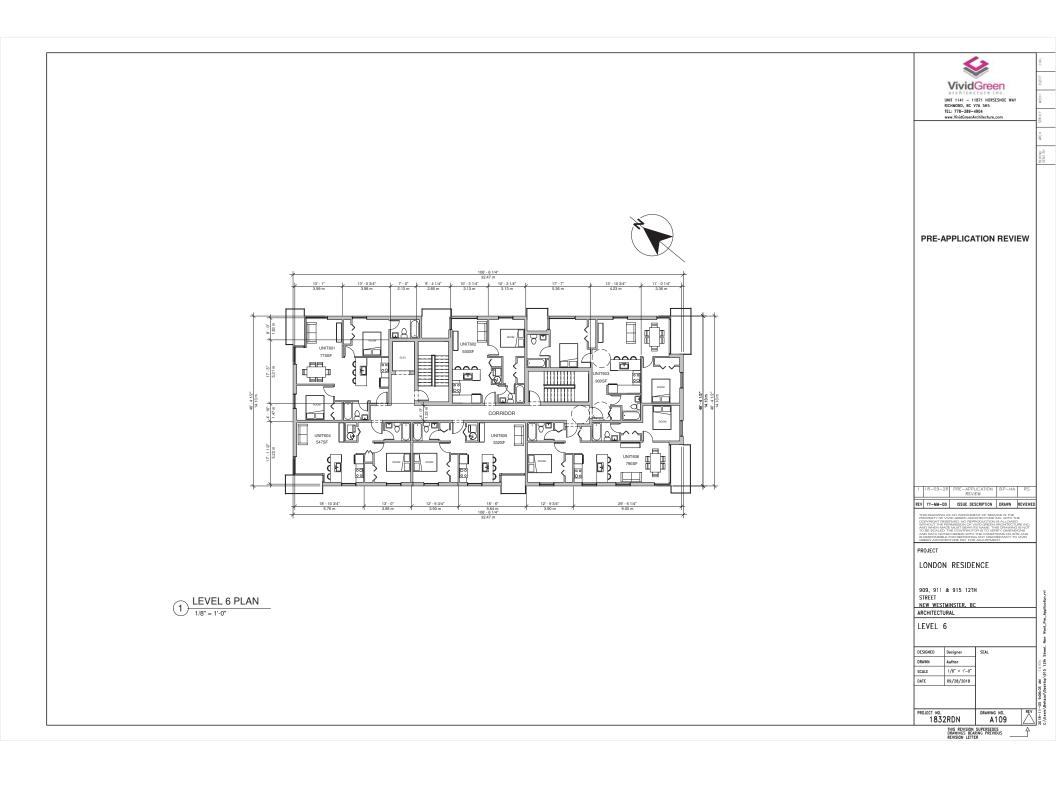


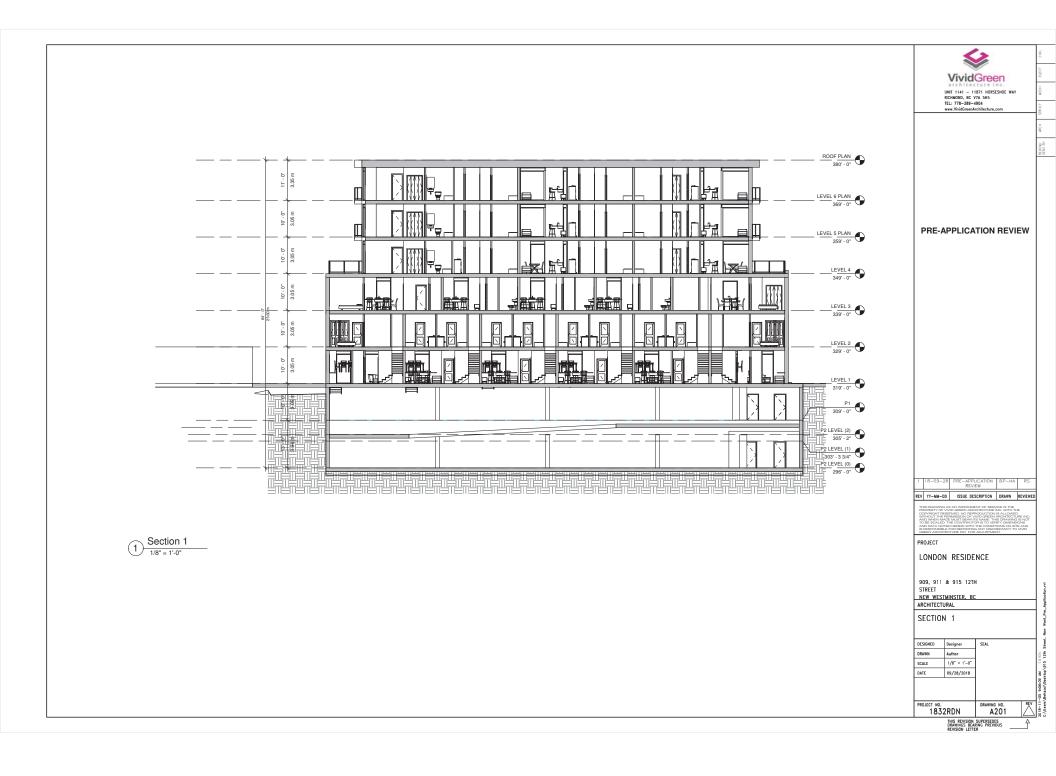


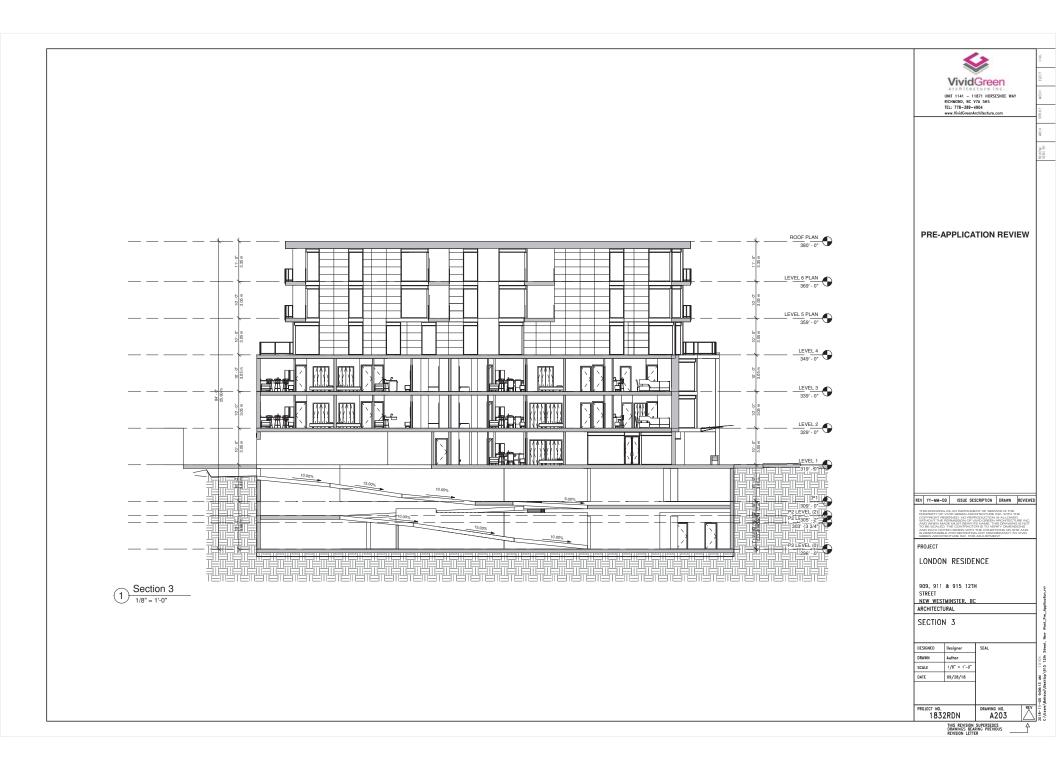


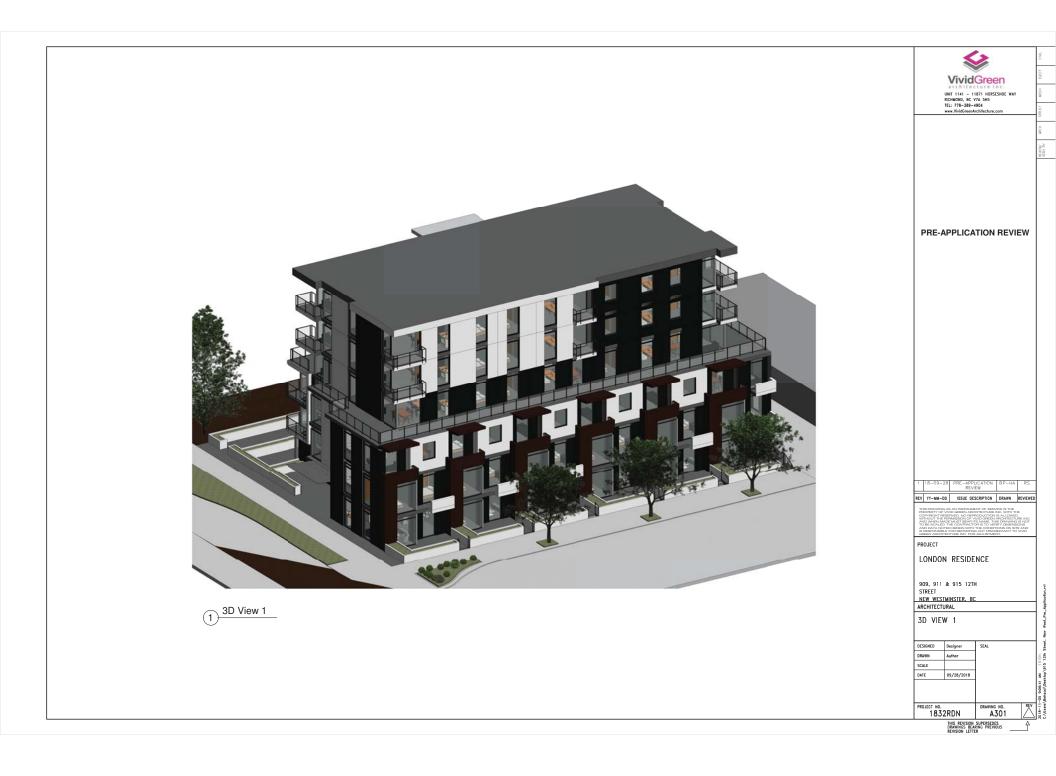






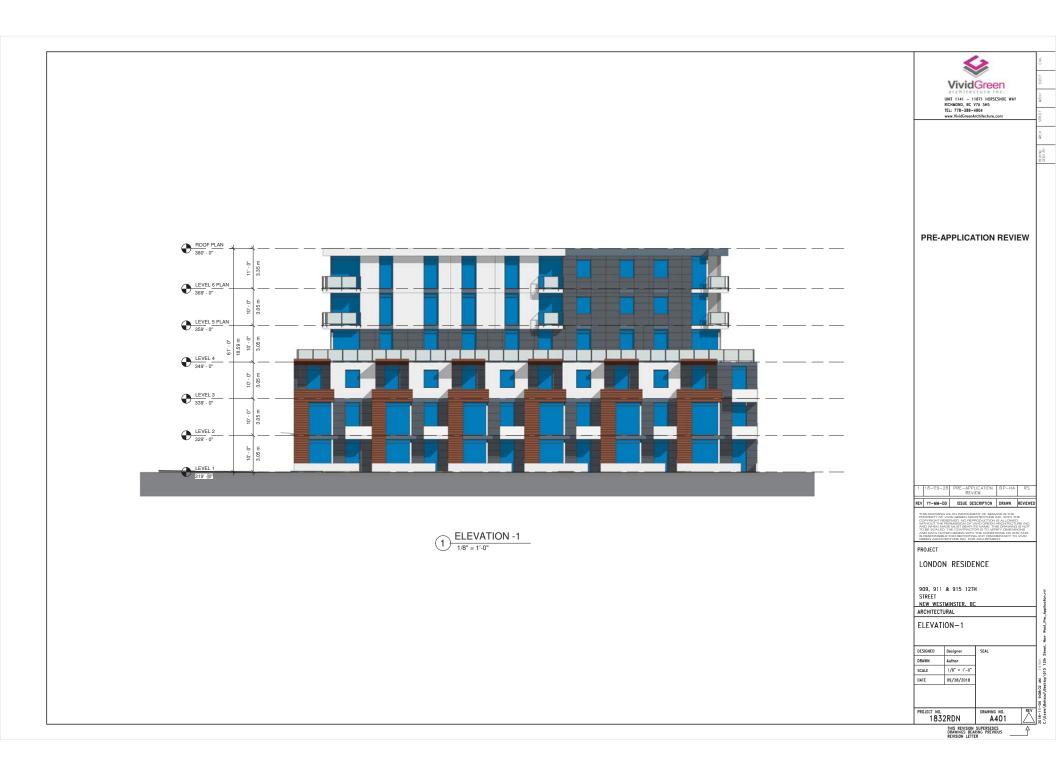




















September 28, 2018

Rosa Salcido Architect AIBC, LEED AP (BD+C)

Mike Watson City of New Westminster 511 Royal Ave New Westminster, BC V3L 1H9

## 909, 911 & 915- 12TH STREET and ADJACENT LANE, NEW WESTMINSTER, BC

The proposed development for properties at 909,911& 915 12<sup>th</sup> Street is a 6 level residential building aiming to fulfill requirements for Net Zero building or Step Code 4.

There are 3 commercial buildings built in 1947 & 1953 and these building are to be demolished. A portion of City owned lane is to be purchased by client to incorporate as part of Development area for this project.

The proposed development site incorporates City lane (right of way) behind lots 909 & 911, this is currently being used to access lot 915 from back, once the 3 lots are consolidated for development this portion of lane is no longer required

We proposed to rezoned from C2A to permit the development of Six story residential building with 36 residential units including 6 townhouses and 30 condos, this is based on the city housing choices for the Upper Twelfth Street plan.

The Housing Choices for Upper Twelfth street plan indicates:

#### SITING

- The design incorporated a street wall that complements scale of adjacent building by step masses above three storey back a 3m from building edge
- Townhouses on ground level will have primary entries that are oriented to the street.

#### CHARACTER

• Building designed to fit harmoniously with the existing context by creating a consistent visual rhythm.

#### MASSING + SETBACK

- The building mass designed to be virtually broken down using recesses and shifts in the massing.
- The building designed to be set back from the property line on the ground floor by 3m to provide private space for at-grade townhouses.
- The Building mass designed to be staggered across the side façade to ease the transition to single detached dwelling.
- Development site meet six story from condition by providing 1) two story family friendly, ground oriented townhouses at the base of the building. 2) Exceed the requirements of the family friendly housing policy by providing 30% of the total number of residential units include two bedrooms or more and at least 10% of the total number of residential units to include three or more bedrooms. Also 40% of one storey units are designed to be adaptable units.

#### **VIEWS + SHADOWS**

• The Building Entrances, Townhouses unit glazing and patios and above unit balconies designed to be ensure casual overlook of public spaces and streets.

1141-11871 Horseshoe Way, Richmond, BC V7E 1Z9 Ca • 778 389 4904 • info@vividgreenarchitecture.com • www.vividgreenarchitecture.com



FACADE

Individual units designed to be differentiated with façade articulation, changes in color and material. •

VEHICULAR ACCESS + PARKING

- Parking ramp designed to be positioned perpendicular to lane. •
- Parking ramp designed to be within the building. .
- The proposed density is 90 units per acre site is 13,091 sq. ft. (0.30 acre) = 27 units per acre proposed • number of units is 36 units. Floor space ratio of 2.85. The proposed building height is 18.29 m and will have 2 levels of underground parking access from the existing lane and it will include 54 Parking stalls and 56 bicycle parking.

WASTE MANAGEMENT

The Building designed to provide on-site recycling and waste receptacles with a direct access to lane. •

Please review the documents submitted for the preliminary review and advise if you require additional information from us.

Sincerely,

Rosa Salcido

Architect AIBC, LEED AP (BD+C) Vivid Green Architecture Inc. rsalcido@vividgreenarchitecture.com