City of Richmond

Report to Committee

to Planning – August 19, 2003

To:	Planning Committee	**Date:**	August 12, 2003
From:	Terry Crowe Manager, Policy Planning	**File:**	~~0155-00~~ 0155-20-NWES1
Re:	**OFFICIAL COMMUNITY PLAN DESIGNATION AMENDMENT BYLAW NO. 6863, 2003 FOR QUEENSBOROUGH, NEW WESTMINSTER**		

Staff Recommendation

That Richmond City Council advise New Westminster City Council that Richmond has no concerns with the proposed Queensborough Official Community Plan Designation Amendment Bylaw 6863, 2003, as presented.

Terry Crowe
Manager, Policy Planning

Att. 1

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

On July 14th, 2003, New Westminster City Council directed staff to include the City of Richmond in the consultation process for proposed Queensborough Official Community Plan Amendment Bylaw 6863, 2003. The relevant New Westminster staff reports and bylaws are presented as **Attachment 1.**

The purpose of this report is to advise Richmond Council regarding of a proposed amendment to the Queensborough's Official Community Plan to permit a low density compact form of housing development.

Findings Of Fact

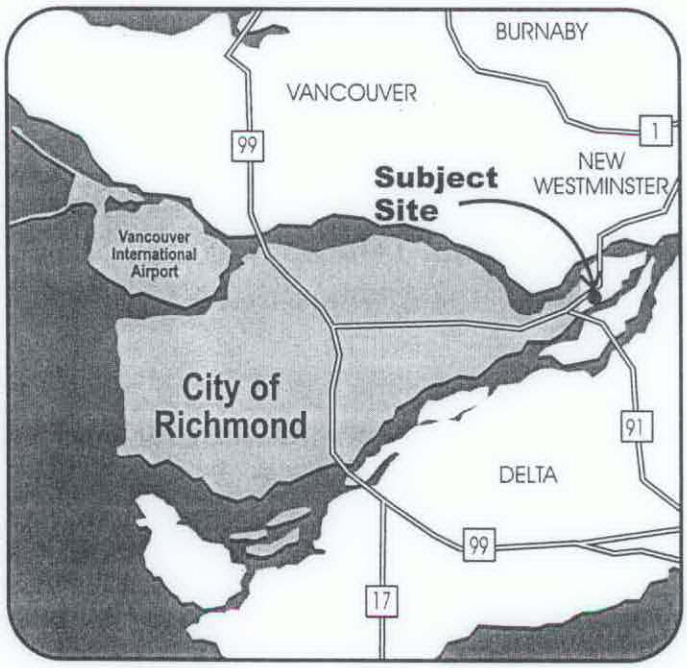
Local Government Act

Under the Local Government Act, prior to adoption of an Official Community Plan, local government is required to provide one or more opportunities deemed appropriate for consultation with persons, organizations and authorities that the local government considers will be affected by the plan. In addition, Council is required to consider whether to consult with a number of specific groups, including the Council of any municipality that is adjacent to the area covered by the plan.

Background

- **Official Community Plan Designation Amendment Bylaw No. 6809, 2003**

At the beginning of 2003, the City of New Westminster received an application to rezone the property at 204, 224, and 226 Dawe Street in order to permit a 20 unit single detached housing development. This proposal required an amendment to the Queensborough Community Plan (Amendment Bylaw 6809, 2003), and was referred to the City of Richmond for comment.



On April 28th, 2003, Richmond Council endorsed a recommendation:
"That Richmond City Council advise New Westminster Council that Richmond has no concerns with the proposed Queensborough Official Community Plan Designation Amendment Bylaw 6809, 2003, as presented."

New Westminster Council subsequently adopted the amendment to the Queensborough Community Plan.

A copy of the New Westminster referral report to Richmond is on file at the City Clerks Department.

Present

- **Official Community Plan Designation Amendment Bylaw No. 6863, 2003**

The City of New Westminster is now reconsidering the rezoning application for the property at 204, 224, and 226 Dawe Street that would require an amendment to the Queensborough Community Plan.

The proposed community plan amendment would amend the following definition of RL - Low Density:

"If the density in the Residential Low Density (RL) Area of the proposed development were to be greater than 10 units per acre (0.4 hectare), and/or multiple family accommodation were planned, an Official Community Plan Amendment as well as a Rezoning Bylaw would be required."

an replace it with:

"The Residential Low Density (RL) Area will contain low density residential uses including single detached houses on compact, small and standard lots, houses with a secondary suite, duplexes, churches, schools, and may contain small scale local commercial uses such as home based businesses and corner stores."

The revised amendment would bring it more in line with the City Official Community Plan definition, and would allow Council to consider applications for Detached Townhouse (Compact Lot) developments without further Queensborough Official Community Plan amendments and rezoning bylaws. In addition, the amendment also permits secondary suites, duplexes, churches, schools and small scale commercial uses.

Analysis

City staff have reviewed this proposal, and note the proposed amendment is consistent with the original intent of low density housing and related uses in this area as designated in the Queensbrough Official Community, and further streamlines New Westminster's development review process to permit compact form of housing.

Financial Impact

None.

Conclusion

Staff advise that Richmond has no concerns with the proposed Queensborough Official Community Plan Designation Amendment Bylaw 6863, 2003, as presented.

Kari Huhtala
Senior Planner
(4188)

KEH:cas

ATTACHMENT 1

CORPORATION OF THE CITY OF NEW WESTMINSTER

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PHOTOCOPIED & DISTRIBUTED
DATE: 01/24/03
fm

To: Manager, Policy Planning for appropriate action
cc: GM-UD for information

File: B/L 6863

July 18, 2003

Mayor and Council
City of Richmond
6911 No. 3 Road
Richmond, B.C.
V6Y 2C1

ACTING RK

0155-20:NWES

Dear Mayor and Council:

Re: Official Community Plan Designation Amendment Bylaw No. 6863, 2003 for Queensborough, New Westminster

The purpose of this letter is to provide information on the proposed Official Community Plan Amendment for Queensborough, New Westminster. Under the Local Government Act, prior to adoption of an Official Community Plan, a local government is required to provide one or more opportunities deemed appropriate for consultation with persons, organizations and authorities that the local government considers will be affected by the plan. In addition, Council is required to consider whether to consult with a number of specific groups, including the Council of any municipality that is adjacent to the area covered by the Plan.

On July 14, 2003, New Westminster City Council directed staff to include the City of Richmond in the consultation process for the draft Official Community Plan Amendment. Accordingly, a copy of the draft Bylaw and staff report to council on the amendment are enclosed for your review and comment.

New Westminster City Council gave Official Community Plan Designation Amendment Bylaw 6863, 2003 first and second reading on July 14, 2003. A Public Hearing on the bylaw is scheduled for **Monday, September 8, 2003**. The City respectfully requests that you forward any formal Council position on the proposed OCP amendment bylaw to the undersigned. Should you wish your comments to be available to Council prior to the Public Hearing then they would need to be received in our office prior to **12 noon on Tuesday, September 2, 2003.**

If you have any questions or comments about the draft *Plan*, please feel free to contact Jim Hurst, Senior Planning Analyst at (604) 527-4588.

Yours truly,

Tanalee Hesse,
Acting Director of Legislative and Information Services

Encl. (1)

cc. Mary Pynenburg, Director of Planning
Jim Hurst, Senior Planning Analyst

CITY OF RICHMOND
DATE
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City Clerk's Office, 511 Royal Avenue, New Westminster, B. C. V3L 1H9 Phone: (604) 527-4523 Fax (604) 527-4594

CORPORATION OF THE CITY OF NEW WESTMINSTER

BYLAW NO. 6863, 2003

A Bylaw to Amend Official Community Plan Designation Bylaw No. 6266, 1995

WHEREAS the Local Government Act empowers a local government to adopt an Official Community Plan;

AND WHEREAS the City of New Westminster has adopted Official Community Plan Designation Bylaw No. 6266, 1995;

AND WHEREAS the Local Government empowers Council to amend an Official Community Plan by bylaw;

NOW THEREFORE THE CITY COUNCIL of the Corporation of the City of New Westminster in open meeting assembled ENACTS AS FOLLOWS:

1. This Bylaw may be cited for all purposes as "Official Community Plan Designation Amendment Bylaw No. 6863, 2003".

2. Official Community Plan Designation Bylaw No. 6266, 1995 is hereby amended as follows:

In the Queensborough Community Plan on page 81, delete the following paragraph:

> "If the density in the Residential Low Density (RL) Area of the proposed development were to be greater than 10 units per acre (0.4 hectare), and/or multiple family accommodation were planned, an Official Community Plan Amendment as well as a Rezoning Bylaw would be required."

and replace it with:

> "The Residential Low Density (RL) Area will contain low density residential uses including single detached houses on compact, small and standard lots, houses with a secondary suite, duplexes, churches, schools, and may contain small scale local commercial uses such as home based businesses and corner stores."

GIVEN FIRST READING by an affirmative vote of a majority of all members of Council this day of 2003.

EXAMINED IN CONJUNCTION WITH

(i) the City's current Capital Expenditure Program (as contained in the "Five Year Financial Plan Bylaw No. 6847, 2003"); and

(ii) the Regional Solid Waste Management Plan and the Regional Liquid Waste Management Plan (both of which were adopted by the Greater Vancouver Regional District after liaison with the City)

To ensure consistency between them this day of 2003.

GIVEN SECOND READING by an affirmative vote of a majority of all members of Council this day of 2003.

PUBLIC HEARING held this day of 2003.

GIVEN THIRD READING by an affirmative vote of a majority of all members of Council this day of 2003.

ADOPTED by an affirmative vote of a majority of all members of Council and the Seal of the Corporation of the City of New Westminster affixed this day of 2003.

_____
MAYOR

_____
CITY CLERK

City of New Westminster

MEMORANDUM

FINANCE DEPARTMENT

To: Mary Pynenburg,
Director of Planning

Date: July 9, 2003

From: Gary Holowatiuk,
Director of Finance

File:

Subject: Bylaw No. 6863, 2003

I have examined Official Community Plan Designation Bylaw No. 6863, 2003 and have determined it to be consistent with the City's current Capital Expenditure Program as contained in the Five Year Financial Plan Bylaw No. 6847, 2003.

Gary Holowatiuk, CA
Director of Finance

CITY OF NEW WESTMINSTER

MEMORANDUM

Engineering Department

To:	S. Scheving Senior Planner PLANNING DEPARTMENT	***Date***:	2003 July 09
From:	P.A. CONNOLLY, P.Eng. Director of Engineer	***File***:	2525-01-01
Subject:	PROPOSED AMENDMENT TO THE OFFICIAL COMMUNITY PLAN		

I have reviewed the proposed revised amendments to the Official Community plan contained in the Official Community Plan Designation Amendment Bylaw No. 6863, 2003 and have found that its goal and recommendations are consistent with the *Regional Solid Waste Management Plan* and the *Regional Liquid Waste Management Plan.*

P.A. CONNOLLY, P.Eng.
Director of Engineering

REPORT

PLANNING DEPARTMENT

To:	Mayor W. Wright and Members of Council in Committee of the Whole	Date:	2003 July 8
From:	Mary Pynenburg, Director of Planning	File:	6571

Subject: Proposed Amendment to the Queensborough Community Plan To Amend the Definition of RL – Residential Low Density – Consideration of Consultation Options for Bylaw No. 6863

RECOMMENDATION

THAT *the consultation process as recommended in this report be approved;*

AND THAT *Official Community Plan Designation Amendment Bylaw No. 6863 , 2003 to amend the definition of RL – Residential Low Density be forwarded for comment to the following:*

(i) the School Board of School District No.40 (New Westminster),

(ii) the Board of the Greater Vancouver Regional District (GVRD),

(iii) the City of Richmond, and

(iv) the Board of the Greater Vancouver Sewerage and Drainage District.

PURPOSE

The purpose of this report is to present to Council consultation options with respect to the proposed amendment to the Queensborough Community Plan to reintroduce for consideration changes to the definition of RL – Residential Low Density. Section 879 of the Local Government Act requires Council consideration of consultation options.

BACKGROUND

The City of New Westminster is considering a rezoning application that would require an amendment to the Queensborough Community Plan. The community plan amendment would amend the definition of RL – Low Density by deleting the reference to the maximum density of 10 units per acre and substituting therefore a reference to compact lots.

The Local Government Act has recently been amended to require Council to consider who should be consulted when an amendment to an Official Community Plan is considered. When there is a specific project proposed that would require amendment to the Plan, Council may, in some circumstances, be required to consider who should be consulted regarding the amendment prior to their initial consideration of the project.

EXISTING POLICY/PRACTICE

Staff present a report on consultation options prior to consideration of an amendment to an existing official community plan.

ANALYSIS

Section 879 of the Local Government Act outlines conditions which must be met prior to the adoption of an official community plan. The Act requires local governments to provide one or more opportunities it deems appropriate for consultation with persons, organizations and authorities it considers will be affected by the plan. Under the Local Government Act, the local government must:

a) consider whether the opportunities for consultation with one or more of the Persons, organizations and authorities should be early and ongoing; and

b) specifically consider whether consultation is required with:
   - i) the board of the regional district in which the areas covered by the plan is located, in the case of a municipal official community plan;
   - ii) the board of any regional district that is adjacent to the area covered by the plan;
   - iii) the council of any municipality that is adjacent to the area covered by the plan;
   - iv) First Nations;
   - v) School District boards, greater boards and improvement district boards; and
   - vi) The Provincial and Federal governments and their agencies

Consideration of Consultation

Council is required to consider who could be affected by the plan, and whether consultation with them should be early and ongoing. The local residents' group is the Queensborough Residents' Association. This consultation has already begun with the Queensborough Residents' Association. It is recommended that this consultation be continued.

The Local Government Act also requires that Council specifically consider whether consultation is required with the groups discussed below. Staff have provided recommendations for Council consideration for each of the identified groups:

a) the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;

The Queensborough neighbourhood is located in the Greater Vancouver Regional District (GVRD). It is recommended that the proposed Amendment be circulated to the Greater Vancouver Regional District Board for comment.

b) in the case of a municipal official community plan, the board of any regional district that is adjacent to the area covered by the plan;

All boundaries of the Queensborough neighbourhood are contained within the GVRD. Therefore, consultation with the regional district boards outside of the GVRD is not recommended.

c) the council of any municipality that is adjacent to the area covered by the plan;

The Queensborough neighbourhood is adjacent to the City of Burnaby, the municipality of Delta, and the City of Richmond. The east Richmond residential area is directly adjacent to the Queensborough neighbourhood, while the Annacis and Big Bend industrial areas are across the river from Queensborough. Delta and Burnaby will not be impacted by the amendment. Consultation with the City of Richmond is recommended.

d) First Nations:

Staff have not identified any vacant Crown land in the area. As a result, consultation with First Nations groups with claims in this area is not recommended.

e) School District boards, greater boards and improvement district boards;

Under Section 881 of the Local Government Act, a local government is required to consult with affected school district boards prior to the adoption or amendment of an official community plan. Consultation with the School District board is therefore recommended. The Greater Vancouver Sewerage and Drainage District Board overseas the operation of regional utilities in the area. For this reason, consultation with this board is advisable. Staff are unaware of any other greater boards or improvement district boards with an interest in the study area.

f) the Provincial and Federal governments and their agencies;

The agencies involved in this area are the Provincial Ministry of Transportation and Highways and the Fraser River Estuary Management Program. These agencies would likely have little interest in this amendment, as it does not affect land use near the river or traffic volume on Provincial roadways. Therefore, consultation with the Provincial or Federal Government or their agencies is not recommended.

FINANCIAL IMPACT

The consultation recommended in this report requires staff time and nominal expenses.

OPTIONS

Council has two options:

1. Consider and approve the consultation options proposed in this report;
2. Consider and approve alternative consultation options.

Option One is preferred.

Stephen Scheving, Senior Planner

Approved for Presentation
to Council

Mary Pynenburg,
Director of Planning

Paul Daminato
City Administrator

JH:kb

REPORT

PLANNING DEPARTMENT

To: Mayor W. Wright and Members of Council in Committee of the Whole
Date: 2003 July 8

From: Mary Pynenburg, Director of Planning
File: 6571

Subject: Official Community Plan Designation Amendment Bylaw No. 6863, 2003 - Reintroduction

RECOMMENDATION

THAT Official Community Plan Designation Amendment Bylaw No. 6863, 2003 be referred to Council for consideration of First Reading;

AND THAT the following resolutions be forwarded to Council for consideration:

i) THAT Council concurs that (in accordance with Section 882(3)(a) (i) of the Local Government Act) Official Community Plan Designation Amendment Bylaw No. 6863, 2003 is consistent with the City's current Capital Expenditure Program (as contained in the "Five Year Financial Plan Bylaw No. 6847, 2003"); and

ii) THAT Council concurs that (in accordance with Section 882(3) (a) (ii) of the Local Government Act, Official Community Plan Designation Amendment Bylaw No. 6863 , 2003 is consistent with the Regional Waste Management Plan and the Regional Liquid Waste Management Plan (both of which were adopted by the Greater Vancouver Regional District after liaison with the City).

AND THAT Official Community Plan Designation Amendment Bylaw No. 6863, 2003 be forwarded to Council for consideration of second reading.

PURPOSE

The purpose of this report is to seek City Council's consideration of an amendment to the Queensborough Community Plan.

BACKGROUND

The City had received an application to rezone the property at 204, 224 and 226 Dawe Street in order to permit a 20 unit single detached housing development. This project required an amendment to the Queensborough Community Plan, which was subsequently adopted by Council. Council has decided, in order to strengthen the bylaw, to repeal the adopted bylaw and to bring forward a new OCP amendment bylaw, identical to the original. This report brings the new bylaw for the amendment of the Queensborough Community Plan to Council for its consideration.

EXISTING POLICY/PRACTICE

The City Council can not take any action which would be contrary to an Official Community Plan.

ANALYSIS

The Queensborough Community Plan has designated the site of 202, 224 and 226 Dawe Street as RL – Residential – Low Density.

The Plan states:

> *If the density in the (RL) area of the proposed development were to be greater than 10 units per acre (.4 hectare)and/or multiple accommodation were planned, an Official Community Plan amendment as well as a rezoning would be required.*

The proposed project has a density of 13.2 units per acre. In order for Council to consider this application for Dawe Street, the definition of RL- Residential – Low Density would need to be amended in the Queensborough Official Community Plan.

The definition of RL – Residential – Low Density in the City's Official Community Plan states that:

> *This area will contain low density residential uses including single detached houses, houses with a secondary suite, duplexes, detached townhouses, low density multifamily uses, churches, and may contain small scale local commercial uses such as home based businesses and corner stores.*

The definition in the City's OCP shows the refinement in the concept of what belongs to a low density neighbourhood that has taken place over the time required to prepare the two plans. The City and Queensborough Official Community Plans both speak to a walkable city with day to day services such as a church, school and corner store within easy walking distance.

The zoning required to develop Detached Townhouse (Compact Lot) projects was not introduced into the Zoning Bylaw until after the Queensborough Plan had been adopted. The two Detached Townhouse (Compact Lot) developments in the Queensborough neighbourhood have been well received.

The definition of RL in the Queensborough Plan represents the vision that the community is looking for today in the proposed amendments to the RQ-1 and RQ-5 zoning schedules currently being considered by Council as a separate initiative. A density of 10 units per acre equates to a lot size of 4,356 square feet. Under the provisions of the Queensborough Residential Dwelling Districts zones, a lot of 4,356 square feet would allow a house of 2,178 square feet plus a bonus for a front porch. Essentially, a smaller house on a smaller lot. However, this is not what is appearing in the Queensborough neighbourhood. The average lot size that is being developed today is over 6,000 square feet in the RL designated areas.

If the Queensborough Community Plan definition of RL – Residential – Low Density – were amended to be more in line with the City Official Community Plan definition, it would allow Council to consider applications for Detached Townhouse (Compact Lot) developments. The Planning Department considers that the following definition for the appropriate uses in the RL designated areas is consistent with the goals and objectives of the Queensborough Official Community Plan.

> *The RL area will contain low density residential uses, including single detached houses on compact,. small and standard lots, houses with a secondary suite, duplexes, churches, and may contain small scale local commercial uses such as homes based businesses and corner stores.*

In this definition, the reference to low density multi-family has been dropped and the houses proposed in the rezoning application are referred to as compact lots. In order to clarify the use in the Detached Townhouse (RT-2D) zoning schedule and match it to the OCP designation, it would be appropriate to change the name of the zone to Single Detached Dwelling Districts (Compact Lots) (RT-2D). The changes required in the zoning bylaw in order to consider this application are contained in a separate report.

INTERDEPARTMENTAL LIAISON

The City's Development Committee has reviewed the rezoning application.

CONCLUSION

This amendment to the Queensborough Community Plan is consistent with the original intent of low density housing in this area, but the amendment is technically necessary