

Rezoning and Development Variance Permit Applications for 1160 Victoria Drive

RECOMMENDATIONS:

That Committee of Council recommend to Council:

1. *That the zoning of 1160 Victoria Drive be amended from RS3 (Residential Single Dwelling 3) to P3 (Parks and Natural Area) for a 1.04-acre portion and RS2 (Residential Single Dwelling 2) for the remaining 3.23-acres.*
2. *That prior to adoption of the amending bylaw the following conditions be met to the satisfaction of the Director of Development Services:*
 - a. *Approval of a watercourse development permit that provides for realignment and connection of the onsite watercourse to Watkins Creek and enhancement of the watercourse protection area;*
 - b. *Installation of tree protection as required by the Tree Bylaw.*
 - c. *Subdivision to the satisfaction of the Approving Officer including dedication of a new road, lane and, a 2.5m wide pedestrian access route between the new road and Victoria Drive and dedication of the watercourse protection area to the City of Port Coquitlam;*
 - d. *Submission of plans, fees and securities and agreements for offsite works and services that includes stormwater drainage works associated with the watercourse realignment, a crosswalk with pedestrian flashing beacons across Victoria Drive at Holtby Street, crosswalks along Lynwood Avenue and Wedgewood Street, and a raised crosswalk with lighting across Lynwood Avenue at Plymouth Crescent accessing Chelsea Park.*
 - e. *Registration of a legal agreement to ensure installation of a 6ft tall privacy fence, planting a row of trees, and restricting rear yard second floor balconies for lots adjacent to the east property boundary, and limiting windows along the east interior side yard of lot 16 to either having high sills or frosted glass.*
3. *That Development Variance Permit DVP00096 lot depth variance request for lots 3-8 and 23-26 be supported and the rear yard setback variance request lots 3-8 and 11-16 be denied and that notification is given in accordance with s.499 of the Local Government Act.*

REPORT SUMMARY

This report provides for Committee consideration of an application to rezone a 4.3-acres (187,320 ft²) site to facilitate a 27-lot subdivision consisting of 26 residential lots and a large 1.04-acre lot to be dedicated to the City as natural park for watercourse protection. The applicant has also requested consideration of a development variance permit to vary lot depth and rear yard building setbacks for a number of the proposed lots. In Staff's opinion, the proposed zoning and subdivision design meet the policies of the Official Community Plan and will provide an opportunity for new housing in the community as well as a substantial land dedication for the purposes of watercourse and riparian area protection. Staff recommend a number of bylaw conditions to ensure appropriate design, transportation improvements and completion of the watercourse realignment and enhancement. In



Report To: Committee of Council
Department: Development Services
Approved by: B. Irvine
Meeting Date: April 23, 2024

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regards to the development variance permit, staff recommend Committee support the lot depth variance and deny the rear yard setback variance.

BACKGROUND

Proposal: The applicant, HY Engineering Ltd., has submitted a rezoning application to rezone 1160 Victoria Drive, a large 4.3-acres (187,320 ft²) site, from RS3 (Residential Single Dwelling 3) to RS2 (Residential Single Dwelling 2) and P3 (Parks and Natural Areas) to facilitate development of a 26 residential lot subdivision. The proposal also includes modification and enhancement of a watercourse and dedication of approximately 25% of the land area to the City for ongoing watercourse and riparian area protection.

History: The proposal was first brought to the City for preliminary discussion pertaining to the watercourse in 2017, and the rezoning application was formally submitted in March 2019. The review process for this development has been extensive due to watercourse complexities, meeting subdivision layout requirements, as well as revisions and additional work to assess opportunities to address neighbourhood concerns.

Site Context: The site is located between Victoria Drive and Lynnwood Avenue west of Wedgewood Street. The site is developed with an older house, accessory building and pool which have been vacant for a number of years. Through the application review process, a Class B watercourse was identified which is fed by a storm sewer outfall located south of Victoria Drive in an unopened portion of road adjacent to the west property line. There are a large number of trees on the site and the current landscaping is in a naturalized state. The site slopes downward approximately 7m from Victoria Drive to Lynnwood Avenue with some steeper areas along portions of the unopened road.

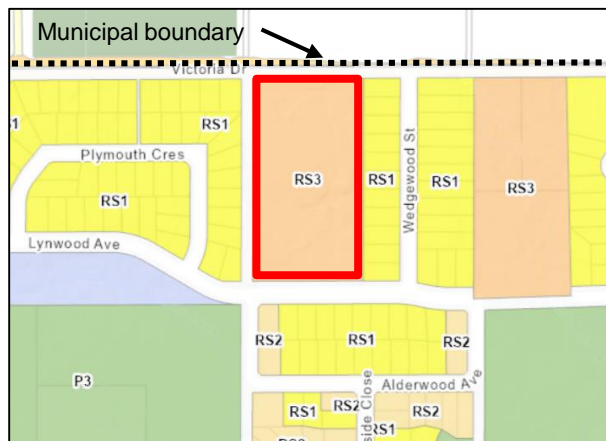


Location map

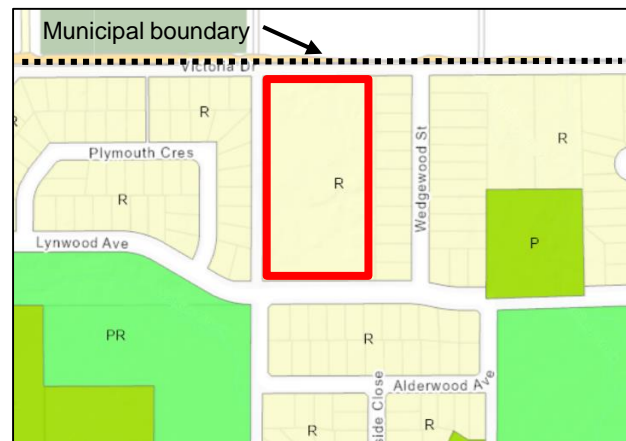
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The site is a historic large property adjacent to areas that were rezoned and subdivided for residential purposes in the 1980s. Surrounding land uses include single residential homes (RS1 and RS2 zones) and duplexes on the Port Coquitlam side of Victoria Drive and a mixture of houses and townhouses on the Coquitlam side. The site is also in proximity to Watkins and Smiling Creeks, Chelsea Park, Victoria Park and Leigh Elementary.

Policy and Regulations: The site is currently zoned RS3, a historic large lot residential zone, (minimum 1-acre lot). The applicant has proposed the RS2 zone for the residential portion of the site and the P3 zone for the watercourse protection area to be dedicated to the City.



Site zoning - current



OCP land use designation

The land use designation in the Official Community Plan (OCP) for the site is R (Residential) which supports consideration of the residential and duplex zones. Housing policies of the Official Community Plan encourage a variety of housing types to accommodate different housing needs for the growing population in Port Coquitlam and encourage consideration of rezoning of property within a Residential land use designation to facilitate subdivision into smaller lots; if the rezoning would result in one or more of the following public benefits:

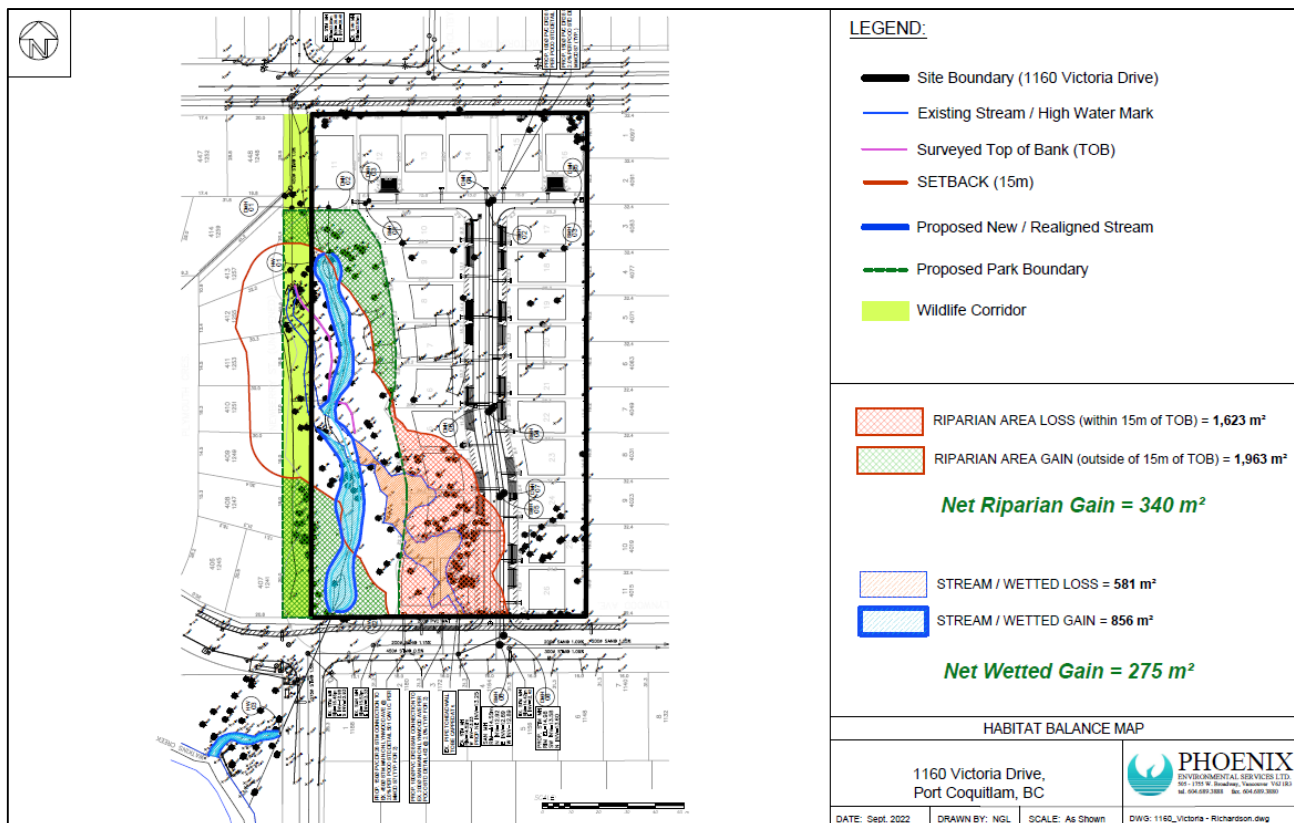
- dedication of lands for roads, parks, watercourse protection, trail connections or similar public purposes;
- installation of off-site infrastructure such as sidewalks, street trees and lighting for the subject property and, where appropriate, extension of this infrastructure to address gaps in service or connections within the immediate area;
- retention of a heritage-listed home or landscape feature; or
- design and construction of buildings and landscaping to achieve a superior quality of design and enhanced fit with the established neighbourhood character.

The site is subject to the objectives and design guidelines of the OCP Watercourse Protection Development Permit Area (DPA). The intent of the watercourse protection DPA is to protect and enhance the natural environment, ecosystems and the biological diversity of watercourses. The

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The applicant has proposed to subdivide and rezone a one-acre portion of the site to P3 (Parks and Natural Area), undertake modifications to the watercourse to connect it to Watkins Creek through a fish passable culvert under Lynnwood Avenue, and dedicate this portion of the site containing the realigned watercourse and associated riparian habitat improvements to the City for long term protection as a natural park area.

The environmental consultant reports confirm the proposed modification would result in a 340m² increase in the riparian area and 275m² increase in wetted area, significant improvements to the function of the watercourse through regrading of the channel and incorporating pools and riffles, boulders and coarse woody debris, and significant riparian planting to improve insect drop, leaf litter and shading over the stream. This work would result in the watercourse being upgraded to a Class A(O) fish bearing watercourse. The habitat balance map below shows the realigned watercourse, loss and gain of riparian area, and the new connection to Watkins Creek.



Habitat balance map

This work will require Provincial and Federal Government consideration and approvals under the British Columbia Water Sustainability Act along with Committee of Council consideration of a watercourse development permit. The applicant submitted an application under the Water Sustainability Act in October 2022 and advises they have received positive preliminary feedback

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from both Federal and Provincial ministries. The applicant has consulted with Hyde Creek Watershed Society representatives on the proposal and has also received positive feedback. Further information and details of the watercourse modification and enhancements would be brought forward to Committee through the watercourse development permit application process if the rezoning proceeds.

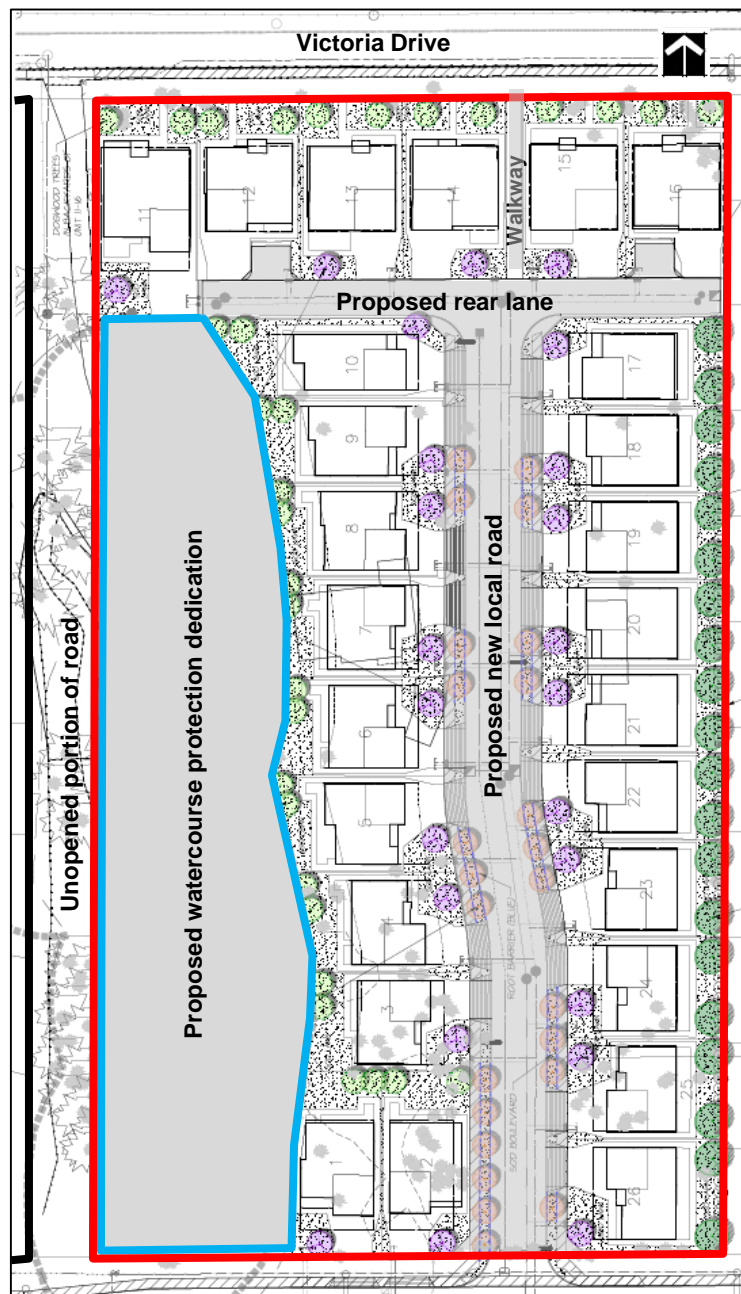
Proposed residential subdivision:

The applicant has proposed rezoning the remaining three acres of the site as RS2 (Residential Single Dwelling 2) to facilitate 26 residential lots as shown on the inset site plan. 6 lots front Victoria Drive, 1 lot fronts Lynwood Avenue and the remaining 19 lots would front either side of a new local road. The RS2 lots would range in size between 375 to 541m² (4,036 to 5,823ft²).

The proposed residential subdivision layout is designed to support the watercourse protection and dedication area, limit impact on neighbouring properties and provide for safe vehicular and pedestrian movements.

Along with the 26 residential lots and the watercourse dedication area, the proposed development would provide a new local road connecting the new homes to Lynwood Avenue, a rear lane to provide rear yard vehicle access to the lots fronting Victoria Drive, and a 2.5m wide public walkway connecting the new road to Victoria Drive.

To help integrate the new residential development into the surrounding neighbourhood where new homes would be directly adjacent to existing rear yards for properties on the west side of Wedgewood Street, the applicant



Site plan

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has proposed the installation of a 6ft tall privacy fence, planting a row of trees, and restricting rear yard second floor balconies for lots adjacent to the east property boundary. The applicant has also proposed limiting windows along the east interior side yard of lot 16 (located at the northeast corner of the site) to either having high sills or frosted glass.

Offsite works and services: The proposed development requires extensive offsite infrastructure upgrades to service and support the residential subdivision, along with drainage works associated with the watercourse modifications. These include:

- New road - dedication and construction of a new road with curb and gutter, sidewalk, street lights, street trees, watermain, sanitary and storm sewers and fire hydrant(s).
- Pedestrian pathway - dedication and construction of a 2.5m wide pedestrian pathway connecting the new road to Victoria Drive.
- Victoria Drive - to be reconstructed ½ road width complete with curb and gutter, sidewalk, street lights and street trees and road drainage.
- Lynwood Avenue – to be reconstructed ½ road width complete with curb and gutter, sidewalk, street lights and street trees.
- Watercourse drainage works – these works include realignment of the watercourse channel and connection of the watercourse through a fish passable culvert under Lynwood Avenue to Watkins Creek, the final scope of work would be determined through detailed design once Provincial and Federal authorities have determined their requirements.

Variance request: The zoning bylaw subdivision regulations for the RS2 zone require lots to have a minimum area of 375m², lot width of 12m, lot frontage of 7.5m and lot depth of 28m. The proposed lots meet or exceed the regulations for lot area, lot width and lot frontage. The applicant has requested consideration of a Development Variance Permit to reduce the required lot depth for 10 of the proposed lots, noting a desire to not encroach into the adjacent watercourse protection area and maintain an efficient subdivision layout.

	Lot area	Lot width	Lot frontage	Lot depth	Lot depth variance
Lot 1	375m ²	13.6m	13.6m	28.3	-
Lot 2	375m ²	13.4m	14.6m	28.3	-
Lot 3	375m ²	15.3m	15.3m	25.4m	2.6m
Lot 4	375m ²	15.37m	15.6m	24.7m	3.3m
Lot 5	375m ²	14.84m	15.1m	26.5m	1.5m
Lot 6	375m ²	15.1m	15.1m	26.5m	1.5m
Lot 7	375m ²	15.3m	15.3m	25.1m	2.9m
Lot 8	375m ²	14.4m	14.4m	27.3m	0.7m
Lot 9	375m ²	13.1m	13.1m	29.9m	-
Lot 10	408m ²	12.27m	13.5m	34.9m	-
Lot 11	541m ²	15.8m	15.8m	34m	-
Lot 12	441m ²	15.8m	15.8m	28m	-
Lot 13	441m ²	15.8m	15.8m	28m	-
Lot 14	441m ²	15.8m	15.8m	28m	-

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Lot 15	441m ²	15.8m	15.8m	28m	-
Lot 16	438m ²	15.8m	15.8m	28m	-
Lot 17	383m ²	13.9m	10.9m	28.3m	-
Lot 18	375m ²	13.3m	13.3m	28.3m	-
Lot 19	375m ²	13.3m	13.3m	28.3m	-
Lot 20	375m ²	13.3m	13.3m	28.3m	-
Lot 21	375m ²	13.3m	13.3m	28.3m	-
Lot 22	375m ²	13.4m	13.5m	28.3m	-
Lot 23	383m ²	14.9m	14.9m	27.1m	0.9m
Lot 24	375m ²	15.5m	15.5m	24.5m	3.5m
Lot 25	375m ²	15.5m	15.5m	24.2m	3.8m
Lot 26	425m ²	17.7m	19.1m	24.2m	3.8m

The applicant has also requested a rear yard setback variance for proposed lots 3-8 and 11-16 to reduce the rear yard setback from 7.5m to 6m, with the intent to enable slightly larger building footprints on those lots.

Neighbourhood Consultation: This application has generated significant interest from the residents in the surrounding area; the applicant has hosted two formal consultation processes, as well as engaged in ongoing dialogue with neighbours throughout the application review process.

The first formal consultation was conducted via mailout between February 17th and March 14th 2021 during the COVID19 outbreak. The input received by the applicant included concerns about site access (e.g. through-road versus dead-end, access to Victoria or Lynwood), traffic and safety, secondary suites and parking, hydrology and drainage, displacement of wildlife and species at risk, land use and privacy, tree removal and replacement, construction management and erosion and sediment control. The applicant provided a summary of the 2021 consultation (attachment 2) that includes information to staff responding to the neighbourhood input and attaches all written input received by the applicant.

The second consultation was conducted in an open house format on June 8, 2023 at Hyde Creek Community Centre and 52 residents signed in as attendants. The input received by the applicant was similar to input received in 2021. The applicant provided a summary of the 2023 consultation (attachment 3) that includes information to staff responding to the neighbourhood input, the open house sign-in sheet and all written input received by the applicant.

In addition to the consultation undertaken by the applicant, staff also received direct input from neighbours; the input included that provided to the applicant, but also included concerns about negative impact to property value, greenhouse gas emissions, impacts to children playing in the street, provision of park space, requests for signalized intersections, stop signs and crosswalks in the area, impact to neighbourhood satisfaction, sense of community and mental health, desire for larger lots, concern about wildlife fencing, and slope stability of the watercourse ravine. Staff heard from residents on Lynwood Ave and Wedgwood Street concerned about the impacts of a Lynwood

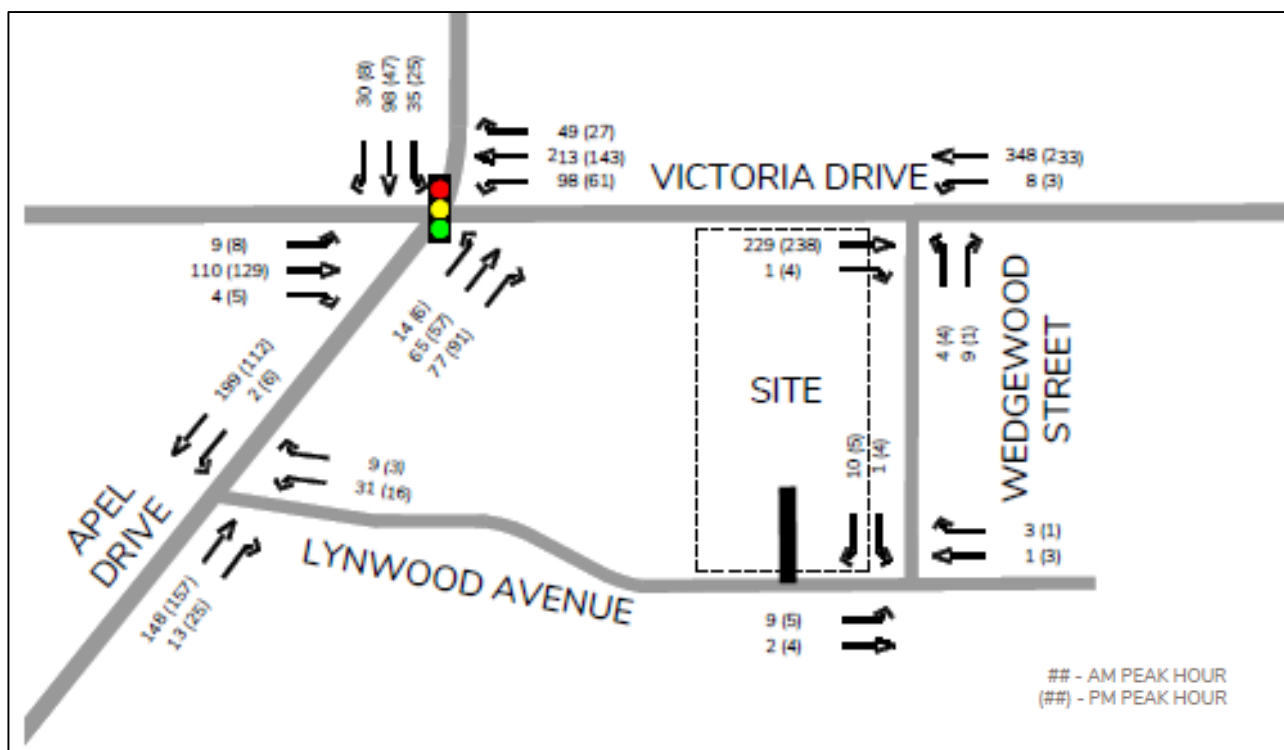
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Avenue access point, as well as from residents along Victoria Drive concerned about the safety of a design that would provide access to the subdivision from Victoria Drive.

The applicant engaged in written and verbal dialogue with neighbours to address noted concerns and undertook assessments/reassessments and revisions to the proposal to mitigate noted impacts where possible. This includes amendments to the subdivision layout, house design, landscaping, watercourse improvements, and further assessment of site servicing. A transportation assessment was also conducted to assess concerns pertaining to traffic impacts, access and parking by neighbours.

Transportation Impact Assessment: The transportation impact assessment report, prepared by Watt Consulting Group, includes an assessment of existing traffic activity, patterns and volume, and assessment of vehicle trips that will be generated by the proposed development, a review of site access and availability of on-street parking adjacent to the site (attachment 4).

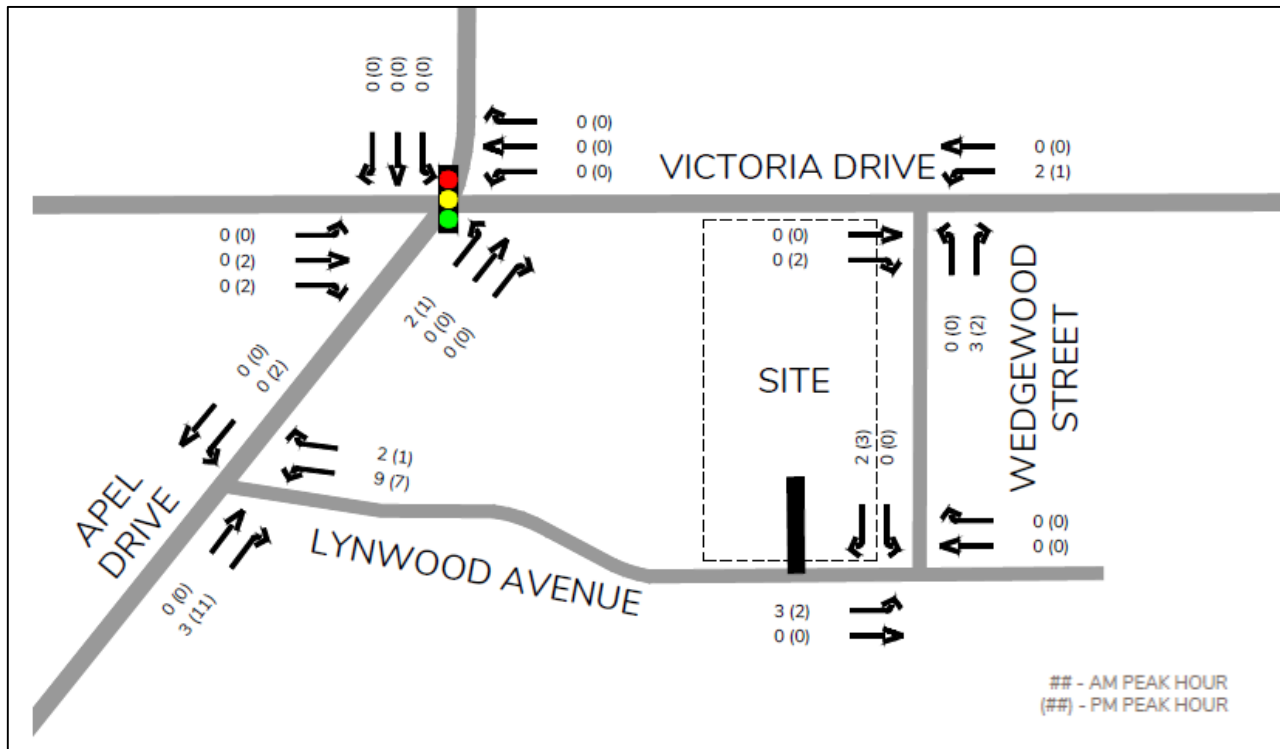
The report provides current peak hour traffic counts and turning movements collected on a weekday (Wednesday September 27, 2023 between the hours of 8 to 9am and 4 to 5pm) for the Victoria/Wedgewood, Lynwood/Wedgewood, Victoria/Apel and Lynwood/Apel intersections. These counts indicate all intersections function at a high level as shown on the image below.



Watt Consulting Group - current traffic volumes and turning movements

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The report, using Institute of Transportation Engineers (ITE) Trip Generation Manual 11th Edition, estimates the site when developed will generate a total of 19 ingoing/outgoing vehicle trips in the AM peak hour and 25 vehicle trips in the PM peak hour which is anticipated to be distributed throughout the road network as shown on the image below.



Watt Consulting Group – site generated traffic volumes and turning movements

The report concludes the proposed development is not expected to add significant traffic volume to surrounding local streets.

The report further assessed the proposed road access from Lynwood Avenue and confirmed the road will exceed the minimum local road corner clearance from adjacent intersections and sightline standards will be met. In summary the report confirms vehicular site access at Lynwood Avenue is not expected to create any significant traffic issues in the neighborhood.

The City of Port Coquitlam transportation network consists of a hierarchy of road classifications (Local, Collector, and Arterial) with design standards to support the movement of vehicles, bicycles and pedestrians. The City limits new access to and from arterial roads where possible to safely and efficiently move large volumes of traffic.

In staff's review of the road network conditions in the area and in recommending/supporting Lynwood Avenue as the preferred point of intersection for the new road, staff note:

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- Victoria Drive is classified as an arterial road in both Port Coquitlam and Coquitlam's road network;
- Traffic volume is anticipated to increase with the future construction of the Fremont Connector and ongoing development north of Victoria Drive in the City of Coquitlam;
- The existing spacing between intersections on either side of the development site along Victoria Drive is already well below the Transportation Association of Canada (TAC) design guidance of 200m on arterial roads;
- Proposed Victoria Drive road improvements by City of Coquitlam would introduce a dedicated left-turn lane at Wedgewood Street;
- Introduction of an additional access point to Victoria Drive would create further spacing issues, particularly for left-turn access – it could only be accommodated if access to the new subdivision was limited to right-in/right-out only on Victoria Drive. A through road through the subdivision would still be required to provide residents additional access to the road network (left hand turns onto Victoria from Wedgewood Street and from Lynwood Avenue onto Apel Drive).
- Local roads such as Lynwood Avenue and Wedgewood Street are designed to accommodate a significant volume of vehicle trips per day and given existing and anticipated volumes, the road network has more than adequate capacity for the anticipated volume of traffic for the development.

The TIA report also assessed on-street parking capacity adjacent to the site along the south side of Victoria Drive and the north and south side of Lynwood Avenue. Counts were conducted on a weekday (Wednesday September 27, 2023) between 8 to 9am and 4 to 5pm, and on a weekend (Saturday September 30, 2023) between 7 to 8pm and found on-street parking usage to be low along the site frontages with a peak parking utilization of 50% on the north side of Lynwood Avenue. The report noted 21 on-street parking spaces were observed to be available along the site frontages. The new road should also be able to accommodate 17 additional on-street parking spaces. Staff note future road improvements to Victoria Drive may impact availability of curbside parking.

DISCUSSION

The OCP establishes how the community is intended to develop, designates lands for uses in keeping with these policies and provides guidance on the types of land use the City should encourage. The OCP also establishes objectives and guidelines for watercourse protection.

Through their initial site investigation, the applicant identified the existence of an unmapped Class B watercourse and has since proposed significant modification and enhancement to this watercourse to facilitate the proposed development. The proposal includes realigning the watercourse to connect it to Watkins Creek, an increase in riparian and wetted area, and significant improvements to the watercourse function and landscaping with the goal of reclassifying the watercourse from class B non-fish bearing to A(O) fish bearing. Staff believe the proposal aligns with the OCP which

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encourages consideration of watercourse areas in development design, encourages development which supports the riparian function, and the use of innovative and flexible regulations to support compatible development.

The site's Residential OCP land use designation and housing policy supports consideration of the proposed RS2 (Residential Single Dwelling 2) and P3 (Parks and Natural Areas) zones. The proposal provides for dedication of roads and watercourse protection, installation of public infrastructure including sidewalks, street lights, street trees, and a public pathway connection between the new road and Victoria Drive. The applicant has also proposed a number of design elements to help integrate the new homes into the established neighbourhood. These elements include installing a 6ft tall privacy fence, planting a row of trees, and restricting rear yard second floor balconies for lots adjacent to the east property boundary and limiting windows along the east interior side yard of the lot located at the northeast corner of the site to either having high sills or frosted glass.

The applicant has also requested consideration of a development variance permit to vary lot depth and rear yard setbacks for a number of specified lots. Staff recommend support of the request for a minor variance to lot depth for lots impacted by preservation of the watercourse protection area; this is not anticipated to have a negative impact and the variance is required in order to allow for the proposed subdivision layout to be accepted by the Approving Officer.

Staff recommend the request to vary the rear yard building setback be denied at this time; staff note the City will be making changes to siting regulations for single residential properties in the coming months in order to respond to Provincial legislation which may impact the requested setback variance. This variance would not impact the subdivision approval process and, if necessary, could be reconsidered at a later date when building designs are being finalized.

Vehicle speed and pedestrian safety were raised by residents through the consultation processes. While staff do not recommend provision of direct access to the proposed subdivision from Victoria Drive for the reasons outlined in this report, the following additional infrastructure improvements are recommended to help address resident concerns. These improvements are consistent with infrastructure improvements identified in the draft Master Transportation Plan and will support improved pedestrian and vehicular movements.

- Crosswalk across Wedgewood Street at Victoria Drive and a crosswalk with pedestrian flashing beacons across Victoria Drive at Holtby Street to improve pedestrian access to parks and schools in the area.

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Approximate locations of Victoria Drive crosswalks with pedestrian flashing beacons

- Crosswalks along Lynwood Avenue at Plymouth Crescent and Wedgewood Street, crosswalk across Lynwood Avenue at Apel Drive, and a raised crosswalk with street lighting across Lynwood Avenue at Plymouth Crescent accessing Chelsea Park to slow traffic and improve crossing safety.



Approximate locations of crosswalks

Staff recommend that Committee of Council forward the rezoning application to Council with a recommendation to support consideration of the rezoning with the following conditions:

1. Prior to adoption of the amending bylaw, the following conditions be met to the satisfaction of the Director of Development Services:
 - a. Approval of a watercourse development permit that provides for realignment and connection of the onsite watercourse to Watkins Creek and enhancement of the watercourse protection area;
 - b. Installation of tree protection as required by the Tree Bylaw;
 - c. Subdivision to the satisfaction of the Approving Officer including dedication of a new road, lane and, a 2.5m wide pedestrian access route between the new road and Victoria Drive and dedication of the watercourse protection area to the City of Port Coquitlam;
 - d. Submission of plans, fees and securities and agreements for offsite works and services that includes stormwater drainage works associated with the watercourse realignment, a crosswalk with pedestrian flashing beacons across Victoria Drive at Holtby Street, crosswalks along Lynwood Avenue and Wedgewood Street, and a

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raised crosswalk with lighting across Lynwood Avenue at Plymouth Crescent accessing Chelsea Park.


- e. Registration of a legal agreement to ensure installation of a 6ft tall privacy fence, planting a row of trees, and restricting rear yard second floor balconies for lots adjacent to the east property boundary and limiting windows along the east interior side yard of the lot 16 to either having high sills or frosted glass.

Staff recommend that Committee of Council forward the development variance permit application to Council with a recommendation to authorize notification in accordance with Section 499 of the *Local Government Act* and support the requested lot depth variance for lots 3-8 and 23-26 and that the request to vary rear yard setbacks for lots 3-8 and 11-16 be denied.

FINANCIAL IMPLICATIONS

It is anticipated that there will be an increase in property tax and utility revenue with the rezoning and construction of the new homes. The watercourse protection area (approximately 1.04 acres of land) would be dedicated to the City and a number of the recommended pedestrian and traffic calming infrastructure improvements are aligned with the draft Master Transportation Plan and would be constructed at the developers cost.

OPTIONS (✓ = Staff Recommendation)

	#	Description
	1	Recommend to Council that the Zoning Bylaw amendment and Development Variance Permit DVP00096 be considered for approval.
	2	Request additional information, amendments to the applications, or changes to recommended conditions prior to forwarding the applications to Council.
	3	Recommend to Council the rezoning and or development variance permit application be refused.

ATTACHMENTS

Attachment 1: Phoenix Environmental environmental assessment and supplemental reports

Attachment 2: 2021 Consultation Summary

Attachment 3: 2023 Consultation Summary

Attachment 4: Transportation Impact Assessment prepared by Watt Consulting Group

Attachment 5: Draft Development Variance Permit DVP00096

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Contributing author(s): Jennifer Little and David Walker