

Regular Council for Workshop**Monday, April 14, 2025****3:00 p.m.****Council Chamber, Second Floor & Zoom****New Westminster City Hall, 511 Royal Avenue**

We recognize and respect that New Westminster is on the unceded and unsundered land of the Halkomelem speaking peoples. We acknowledge that colonialism has made invisible their histories and connections to the land. As a City, we are learning and building relationships with the people whose lands we are on.

Pages**1. CALL TO ORDER****2. AGENDA ADDITIONS & DELETIONS****Recommendation**

THAT the Agenda for the April 14, 2025 Regular Council for Workshop meeting be approved.

3. MINUTES**4****Recommendation**

THAT the Minutes of the Regular Council for Workshop meeting held on March 17, 2025 be adopted as circulated.

4. PRESENTATIONS & REPORTS**4.1 Update on Massey Theatre Renovation: Construction Schedule & Transitional Funding****a. Presentation****23****b. Report****28**

To provide Council with an update and recommendations on the Massey Theatre Renovation project, including a recommended schedule, and direction to enter into discussions for transitional funding to sustain Massey Theatre Society through construction.

Recommendation

THAT the report titled “Update on Massey Theatre Renovation: Construction Schedule & Transitional Funding” dated April 17, 2025, be received for information.

4.2 Crises Response Pilot Project – Independent Evaluation

a. Presentation 36

b. Report 50

The purpose of this report is to inform Council and the community regarding the independent evaluation of the Crises Response Pilot Project.

Recommendation

That the report titled “Crises Response Pilot Project – Independent Evaluations” from the Chief Administrative Officer dated April 14, 2025, be received for information.

5. REPORT FOR COUNCIL DISCUSSION AND ACTION

5.1 Proposed Advocacy to Extend Provincial Timeline for the use of New Westminster's Interim Density Bonus Policy 59

This report provides Council with an approach for advocating to the Province for the ability to continue to use the City's current Interim Density Bonus Policy for in stream applications to cover a financing growth gap that will be created by enactment of the Province's new Density Benefit Zoning.

Recommendation

THAT a letter be sent by the Mayor's Office, on behalf of Council to the provincial Minister of Housing and Municipal Affairs, requesting that the new Density Benefit Regulations be enacted no earlier than December 30, 2025 and that the City be permitted to continue to apply the City's current Interim Density Bonus Policy to any development applications in stream on the date of enactment, for a further two years following enactment, to enable collection of funds for infrastructure and amenities required to serve community growth.

6. ADJOURNMENT

Recommendation

THAT the meeting adjourn.

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Regular Council for Workshop

Monday, March 17, 2025

3:00 p.m.

**Council Chamber, Second Floor & Zoom
New Westminster City Hall, 511 Royal Avenue**

Present: Mayor Patrick Johnstone
Councillor Ruby Campbell
Councillor Daniel Fontaine
Councillor Tasha Henderson
Councillor Jaimie McEvoy
Councillor Paul Minhas
Councillor Nadine Nakagawa

Corporate Officer – Hanieh Berg

1. CALL TO ORDER & LAND ACKNOWLEDGEMENT

The Chair called the meeting to order at 3:00 p.m. and recognized with respect that New Westminster is on the unceded and unsundered land of the Halkomelem speaking peoples. It was acknowledged that colonialism has made invisible their histories and connections to the land. It was recognized that, as a City, we are learning and building relationships with the people whose lands we are on.

2. AGENDA ADDITIONS & DELETIONS

MOVED and SECONDED

THAT the Agenda of the Regular Council for Workshop meeting held on March 17, 2025 be approved as circulated with the order of the agenda being varied to consider Item 4.4 first.

CARRIED

3. MINUTES

MOVED and SECONDED

THAT the Minutes of the Regular Council for Workshop meeting held on March 3, 2025 be adopted as circulated.

CARRIED

4. PRESENTATIONS & REPORTS

4.4 Liquid Waste Management Plan Presentation for Members of GVS & DD

With the aid of a PowerPoint presentation, Peter Navratil, General Manager, Liquid Waste Services, Metro Vancouver, provided background information regarding the Liquid Waste Management Plan and highlighted the following information:

- Metro Vancouver is collaborating with municipalities to reduce demand on the system through various means including (i) reduction in dry weather flows, (ii) diversion of organic loads, and (iii) repairs to cross-connections and leaky pipes to reduce wet weather flows;
- a number of upgrades and expansions at the North Shore, Northwest Langley, Annacis Island, and Iona Island Waste Water Treatment Plants are forthcoming;
- wet weather pricing was introduced in 2024 and is a user-pay approach, whereby member municipalities pay fees that reflect the sewer capacity used during wet weather; and
- sewer separation is the City's best value in that it removes the most rainwater from the system to reduce the volume of the combined sewer overflows to the Fraser River.

In response to questions from Council, Kwaku Agyare-Manu, Deputy Director, Engineering Services, advised that the City is focused on reducing system demands through measures such as green infrastructure and repairs to leaky sewers, while continuing with sewer separation programs; it is anticipated that these efforts will address the root cause of the system's deficiencies, i.e., excess rainwater in the sanitary system, and introduce capacity to accommodate growth.

Discussion took place and Council commented on the following:

- the cost overruns of the North Shore Wastewater Treatment Plant in comparison to similar projects completed by neighbouring regional districts;
- the need for better consideration of a project's impacts to residents and businesses, including improved communication and thoughtful placement of project materials; and
- the need to prioritize the 20 Strategies of the Interim Draft Liquid Waste Management Plans.

MOVED and SECONDED

1. *THAT the updated Interim Draft Liquid Waste Management Plan, adopted at the November 29, 2024, GVS&DD Board meeting, be received for information.*
2. *THAT the final Liquid Waste Management Plan be approved for submission to the Ministry of Environment and Parks, following adoption by the GVS&DD Board.*

The question on the motion was not called as the following amendment was introduced:

MOVED and SECONDED

THAT Part 2 be deleted and replaced with the following: "THAT the request to approve the Liquid Waste Management Plan be referred to the Regular Council meeting of

Monday, October 6, 2025 or until such a time that Metro Vancouver has provided the public with a truly independent, thorough and adequate response to massive and unexplained cost overruns at the North Shore Wastewater Treatment Plant.”

CARRIED

Opposed :Mayor Johnstone
Cllr. Nakagawa

The question on the main motion, as amended, was then called and it was **CARRIED**.

4.1 Lower Twelfth Street Study Area

12 pieces of correspondence were distributed on table (attached to and forming part of these Minutes as Schedule 1).

With the aid of a PowerPoint presentation, Kirsten Robinson, Supervisor, Development Planning, provided the following information:

- since January 2024, the Lower Twelfth Street area has been under study to establish an Evaluation Framework for catalyst development applications;
- the area had been designated in the Official Community Plan (OCP) as an area for further study that would focus on “ultra-light” industrial uses with supporting residential;
- proposed land uses include productive and creative uses such as automotive sale and repair, furniture making, printing and reproduction, fashion, brewery, and food and beverage production to name a few;
- the Urban Design Analysis includes a massing study for how the area may develop in future and it suggests that the area could be a candidate for significant population growth; this would enable realizing the OCP vision, however, it is more growth than anticipated by the Transit Oriented Development Area; and
- the proposed neighborhood massing approach would provide building height transitions on the approach to Downtown, i.e., the highest buildings would be closer to Downtown transitioning down to the lower density edges of the study area.

Discussion took place on the four areas staff are seeking feedback on and it was noted that additional work is required to consider such changes in the broader context of the City’s urban planning. In particular, it was noted that as the City grows, new and improved infrastructure and services are required to support new residents and business that result from development; for instance, the City anticipates the need for a fire hall, library, recreation centre, electric substation and so forth.

MOVED and SECONDED

THAT the Parks and Recreation Master Plan, the updated Employment Strategy and exploration of potential institutional uses be completed, and staff report back to Council on the implications of this work to the Lower Twelfth Street Plan, prior to completing the Evaluation Framework necessary to begin processing the catalyst project applications, as recommended by the City's Senior Management Team.

The question on the motion was not called as in response to questions from Council, Jackie Teed, Director, Planning and Development, advised that, should Council opt to only consider Part 1 of staff's recommendation, it would be valuable to broaden the scope of direction to staff to reflect Council's feedback, including capturing works as part of the City's Financing Growth Strategy. Also, staff advised that there are no land use designations in the Lower Twelfth Street area and as such, any rezoning application would require an OCP amendment.

As a result, the following amendment was introduced:

MOVED and SECONDED

THAT the motion be amended by adding "the Retail Strategy and any other work included as part of the Financing Growth Strategy" after "Employment Strategy."

CARRIED

The question on the motion, as amended, was not called as discussion ensued on massing and density in the Lower Twelfth Street area and in particular how it relates to affordability and occupancy rates.

As a result, the following motion was introduced:

MOVED and SECONDED

THAT the following be added as Part 2 to the main motion: "THAT the preliminary Massing Principles and Massing Concept in Attachment 1 of the March 17, 2025 report titled "Lower Twelfth Street Area Study Update", including building heights ranging from 6 to 15 storeys at the northern portions of the study area, and heights up to 40 storeys at the southern end of the study area, not be used to guide planning for the Lower Twelfth Street area and the catalyst applications, recognizing these would exceed the legislated densities within Transit-Oriented Development Areas, but potentially reduce the proposed heights and densities being proposed by all the catalyst projects."

CARRIED

The question on the main motion, as amended, which now reads:

- "1. THAT the Parks and Recreation Master Plan, the updated Employment Strategy, the Retail Strategy and any other work included as part of the Financing Growth Strategy and exploration of potential institutional uses be completed, and staff report back to Council on the implications of this work to the Lower Twelfth Street Plan, prior to completing the Evaluation Framework necessary to begin processing the catalyst project applications, as recommended by the City's Senior Management Team; and*

2. *THAT the preliminary Massing Principles and Massing Concept in Attachment 1 of the March 17, 2025 report titled “Lower Twelfth Street Area Study Update”, including building heights ranging from 6 to 15 storeys at the northern portions of the study area, and heights up to 40 storeys at the southern end of the study area, not be used to guide planning for the Lower Twelfth Street area and the catalyst applications, recognizing these would exceed the legislated densities within Transit-Oriented Development Areas, but potentially reduce the proposed heights and densities being proposed by all the catalyst projects.*

was then called and it was **CARRIED**.

The meeting recessed at 5:20 p.m.

The meeting reconvened at 5:25 p.m. with all members of Council present.

4.2 Response to Council Motion: "Re-establishing Vancouver Canucks Outdoor Community Gatherings"

With the aid of a PowerPoint presentation, Jennifer Miller, Acting Deputy Director, Community Services and Jen Arbo, Supervisor, Community Partnerships, provided background information and spoke to potential logistics of 2025 Stanley Cup playoff games and their anticipated economic impact to the local economy. Staff commented on their consultation with the Arts, Culture and Economic Development Advisory, which includes representation from various local stakeholders as well as consultation with the New Westminster Police Department and the City's Transportation Division.

MOVED and SECONDED

1. *THAT staff be directed to incorporate the costs of potential Stanley Cup viewing events in the City's 2026 budget process;*
2. *THAT every effort be made to seek out corporate sponsorships to offset any potential financial impacts to local taxpayers; and*
3. *THAT staff provide Council with a breakdown of the anticipated \$15,000 policing costs per event as provided in the staff report titled “Response to Council Motion: “Re-establishing Vancouver Canucks Outdoor Community Gatherings” dated March 17, 2025 from the Director, Community Services.*

The question on the motion was not called as discussion took place regarding existing community events the City has historically supported and feedback from the various community stakeholders. Also, discussion ensued on sponsorship and in particular the challenges in securing such funding given the current economic climate as well as the need for a corporate sponsorship policy.

As a result of the discussion, the following amendment was introduced:

MOVED and SECONDED

THAT Part 2 of the motion be amended by deleting “corporate sponsorship” and replacing it with “third party sponsorships, in alignment with a forthcoming Third Party Sponsorship Policy.”

CARRIED

The question on the main motion, as amended, was not called as staff was directed to provide a per event cost analysis, including potential third party sponsorship opportunities, when reporting back.

The question on the main motion, as amended, which now reads:

- “1. THAT staff be directed to incorporate the costs of potential Stanley Cup viewing events in the City’s 2026 budget process;*
- 2. THAT every effort be made to seek out third party sponsorships, in alignment with a forthcoming Third Party Sponsorship Policy, to offset any potential financial impacts to local taxpayers; and*
- 3. THAT staff provide Council with a breakdown of the anticipated \$15,000 policing costs per event as provided in the staff report titled “Response to Council Motion: “Re-establishing Vancouver Canucks Outdoor Community Gatherings” dated March 17, 2025 from the Director, Community Services.”*

was then called and it was **CARRIED** with Mayor Johnstone, Cllrs. Campbell and Nakagawa opposed.

4.3 Vision Zero Update

With the aid of a PowerPoint presentation, Mike Anderson, Manager, Transportation and Lacey Hirtle, Transportation Engineer, provided background information regarding Vision Zero, and spoke to phases of forming a Vision Zero Task Force.

MOVED and SECONDED

- 1. THAT the Terms of Reference for the Vision Zero Task Force, included as Attachment #2 to the staff report titled “Vision Zero Task Force” dated March 17, 2025 from the Director, Engineering Services, be endorsed; and*
- 2. THAT staff from Road Safety BC and staff from the BC Injury Research and Prevention Unit be included for membership in the Task Force.*

CARRIED

4.4 Liquid Waste Management Plan Presentation for Members of GVS & DD

Please see Page 2 for action on this matter.

5. ADJOURNMENT

MOVED and SECONDED

THAT the meeting adjourn (6:26 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the Council Workshop meeting of the Council of the City of New Westminster held on March 17, 2025.

Councillor Tasha Henderson
CHAIR

Hanieh Berg
CORPORATE OFFICER

From: Laura Wiet
Sent: Sunday, March 16, 2025 8:23 PM
To: Mayor and Councillors; Ruby Campbell
Subject: [EXTERNAL] Lower 12th redevelopment

CAUTION: This email originated from outside of the City of New Westminster's network. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi there, I am writing to express my concern with the potential development at the bottom of 12th street. I live on the corner of 11th st and third Avenue. I am all for development but this is a nice little neighbourhood that already has a lot of residential homes and low rises. I am fine with a six story building, but any higher would add a lot of people to this Area and I already understand that Columbia Square, Plaza is going to be redeveloped, which is awesome.

Thanks

Laura



From: V. Anastassiou S.22(1)Personal and Confidential
Sent: Sunday, March 16, 2025 8:31 PM
To: Mayor and Councillors
Subject: [EXTERNAL] Lower Twelfth Street Area Study densification recommendation

CAUTION: This email originated from outside of the City of New Westminster's network. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear City Council,

I have become aware that tomorrow's Regular Council for Workshop meeting agenda includes a recommendation to consider the Lower Twelfth Street Area Study to guide planning. I am deeply concerned about recommendations to consider high-rise and super-high-rise buildings, and urge Council to instead limit building heights in the area to low-mid rise.

My husband and I recently bought a house in Brow of the Hill with the intent to see it through the Heritage Revitalization process and not only build a house we hope to happily grow old in, but also contribute to the character of the neighbourhood. I am concerned that super-high-density housing as proposed by the study will create an inhospitable concrete jungle in what is currently a cozy, friendly area.

My neighbours and I enjoy sunlight in the garden and seeing the trees on Poplar Island. A wall of skyscrapers built by the lowest bidders would be a terrible substitute. The increase in pressure on street parking and traffic in already-narrow streets is another unfortunate consequence to consider, especially between Stewardson and Twelfth.

Please seriously reconsider the proposed recommendation.

Yours truly,
Vasiliki Anastassiou

From: girish kaushal S.22(1)Personal and Confidential
Sent: Sunday, March 16, 2025 8:51 PM
To: Mayor and Councillors; Ruby Campbell
Subject: [EXTERNAL] House Owner 11th street

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Hi,

I am the owner of the above referenced house . I understand that the city is wanting to develop some towers down on 12th St. and they also want to rezone this whole area. I am opposed to any building which is greater than 6 stories .

Thanks ,
Girish

Sent from my iPad

From: Naim Gov S.22(1)Personal and Confidential
Sent: Sunday, March 16, 2025 8:54 PM
To: Mayor and Councillors; Ruby Campbell
Subject: [EXTERNAL] 12th street high rise objection

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Dear Councillor,

I was born and live in new Westminster. There's already many high rises that have already been built. A low rise would be a better alternative, and keeping the housing a heritage type of area. There's already enough high rises that block the beautiful area, more high rises are not needed. Please take my thoughts into consideration, thank you.

Sincerely,
Naim Can

From: Kenan Gov S.22(1)Personal and Confidential
Sent: Sunday, March 16, 2025 9:08 PM
To: Ruby Campbell; Mayor and Councillors
Subject: [EXTERNAL] 12th street anti high rise

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Dear councillor,

Hope you are doing well, I am owner of S.22(1)P# 11th st, and S.22(1)P# 11th st. And also units S.22(1)Personal and Confidential 3rd avenue. I have been living for a very long time in new Westminster, about 25 years, and this is the first city of BC. Please keep this area as a heritage, low rise max 4 floors, this will keep the area more appealing to the residents that have live here. Our kids future should be in mind that they will grow up here and keeping this area the same will be great. There's already quite a few high rises, I strongly believe making more is not necessary, this city is already great the way it is. I hope you take my thoughts into consideration, thank you and goodnight. Note: For example, Shanghai, Rome, London, Paris, and many more countries have kept their cities as a historic city by keeping it low rise for their citizens, you can do the same.

Sincerely,

Kenan Gov

Cell: S.22(1)Personal and Confidential

From: Jane Pidgorna S.22(1)Personal and Confidential
Sent: Sunday, March 16, 2025 9:50 PM
To: Mayor and Councillors; Ruby Campbell
Cc: Anna Pidgorna; Alexander Pidgorny
Subject: [EXTERNAL] Lower 12th St rezoning

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Dear mayor and councillors of New Westminster,

As long-time residents of Brow of the Hill, we want to voice our strong objections to High Rise development on Lower 12th St and Rezoning of Louellen St and 11th St. We think building height on 12th Street should be limited to 6 stories maximum! Furthermore, we think this area would be better used to build much needed public amenities, such as a new community centre and swimming pool, and more schools.

The third point in the meeting agenda's "Recommendations" states that the proposed building heights would "exceed the legislated densities within Transit-Oriented Development Areas." According to Statistics Canada and a recent [article in the Vancouver Sun](#), New Westminster is already the second densest city in Canada, after Vancouver. Why are we bending over backwards to exceed already aggressive legislative requirements? Shouldn't other parts of Metro Vancouver do their fair share of densification? How will this additional high rise development serve our city?

The article also speaks of all the problems our city is experiencing due to rapid population growth and the strain this is putting on our public services and amenities. The newly built swimming pool and community centre, which replaced Canada Games pool, is already overcrowded and predominantly serves the wealthier Queen's Park neighbourhood. It is too far to walk to for many New Westminster neighbourhoods, including Brow of the Hill, where our family resides. Our neighbourhood is in desperate need of public amenities. The downtown core is also severely short of schools. With the enormous multi-tower development already slated for Columbia Square, we will be even more underserved here. How is the city planning to address these issues?

Respectfully,

Jane Pidgorna, Anna Pidgorna and Alexander Pidgorny,
Residents of [REDACTED] Third Ave, New Westminster

From: alona gov S.22(1)Personal and Confidential
Sent: Sunday, March 16, 2025 10:12 PM
To: Mayor and Councillors
Cc: Ruby Campbell
Subject: [EXTERNAL] No more high rise

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Dear Sir,
We have been in New West for 23 years since we moved here from another place and it's really amazingly beautiful. The sad part is high rises everywhere now and it's really disturbing. We do not need high rises anymore because no more bright, sunshine, blocking views and scary for high rises for earthquakes. Please keep our New West a low rise and healthy environment.
Thank you for your support and concern.
Regards,
Alona

From: warren Yang S.22(1)Personal and Confidential
Sent: Monday, March 17, 2025 12:29 AM
To: Mayor and Councillors
Cc: Ruby Campbell
Subject: [EXTERNAL] Re: Proposed High Rise Development on Lower 12th st & Rezoning of Louellen st & 11th st

CAUTION: This email originated from outside of the City of New Westminster's network. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Sir or Madam:

This is Warren Yang, I am the owner of a house at S.22(1)P eleventh st.

1. Regarding the high-rise apartments: building high-rise apartments on the low east side of 12th street will block the sunlight from all the houses on the north side of the apartment complex. These houses are S.22(1)P at eleventh st, S.22(1)P at 3rd ave. The owners of these houses will never see the beautiful evening sunsets or enjoy the sunshine. The woods, the river, the bridges, the lights will be gone forever. The house will lose the most important function of relaxing, enjoying and enjoying nature. Therefore, it is opposed to the construction of high-rise buildings, limited building height 6 stories maximum.

2 Rezoning of Louellen st & 11th st: My house is in this area. I am in favor of rezoning this area. It would allow for a more efficient use of the land area.

Thank you very much

Best regards
Warren.

From: claudette lacasse S.22(1)Personal and Confidential
Sent: Monday, March 17, 2025 10:47 AM
To: Mayor and Councillors; Ruby Campbell
Subject: [EXTERNAL] Re: Proposed high Rise Development lower 12th st

CAUTION: This email originated from outside of the City of New Westminster's network. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good Morning,

I am writing you this morning as I have just received notification of your Proposed High Rise Development on Lower 12th st & the rezoning of Louellen St & 11th St. I agree that some form of development is required in this area (12th st) but the lower 12th st should not be built up with massive towers. Building heights should be limited to a 4-6 story maximum. This is a high density and busy area as is. The planning of the massive development at Columbia Square with so many towers is already over what this city can manage. New Westminster is already one of the highest density city's in the whole of Canada and we cannot handle anymore. Traffic within the city and being a thorough fare from one bridge to another is a complete nightmare and is a bottleneck which begins around 3 pm now. Your plan to rezone Louellen St & 11th st again will make this area a nightmare for traffic, Parking already is non existent. My visitors have to park over a block away to be able to find parking which will be made only worse if you proceed with this proposal.

Enough with the towers....Think about what you are doing to this city. This is no longer the city I grew up in and we are continuing to destroy what was a beautiful city that we enjoyed to live in.

STOP THE BUILDING OF TOWERS!!!! STOP REZONING RESIDENTIAL AREAS.

Claudette Lacasse
S.22(1)Personal 3rd ave.

From: lisa VoHansen S.22(1)Personal and Confidential
Sent: Monday, March 17, 2025 12:12 PM
To: Mayor and Councillors; Ruby Campbell
Subject: [EXTERNAL] Highrise development on lower 12th and Louellen

CAUTION: This email originated from outside of the City of New Westminster's network. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello,

I cannot attend today's meeting but am aware of the development proposal in my area.

As a home owner on Louellen St for over a decade, I am hoping that the city respectfully listens to the neighborhood's concerns on the height of this project.

Unfortunately this area has been ignored for the decade that we have lived here as any suggestions or concerns that we have brought up has generally been swept aside for whatever the city wants to do anyway, but I am hopeful that this time will be different.

Please understand that we have invested heavily in our home and in New West and am concerned that the height that is being considered will negatively affect the view and skyline of this area.

We will already have to live in close proximity to the construction that will inevitably cause a disturbance where we live. The least the city can do is listen to our wishes in this matter.

I know that some neighbors are attending today's meeting so please give them the space and time to voice our collective concerns and take it under strong consideration. That's all we ask.

Thank you kindly,

Lisa Vo
[REDACTED] Louellen St
New Westminster

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From: KATRINA ERDOS S.22(1) Personal and Confidential
Sent: Monday, March 17, 2025 12:28 PM
To: Mayor and Councillors
Subject: [EXTERNAL] Proposed high rise development on lower 12th St and rezoning of Louellen St

CAUTION: This email originated from outside of the City of New Westminster's network. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello everyone,

I am writing today to express concern about the meeting this afternoon, focussed on the proposed changes to NW legislation that appears to have the goal of facilitating high-rise development in the lower 12th St. and Louellen Street area.

The documentation I've seen reveals that this is already quite a detailed plan.

For example, consultants have been engaged to look in great detail at the market elements of the proposed plan. However, local residence have not been consulted whatsoever.

My request is that prior to council considering whether to approve this proposed plan that a robust and comprehensive process of reaching out to the local community occurs, in particular people who live in the area that is to be affected: 12th St., Louellen St., 11th St., Cornwall St., Augusta St., 4th Avenue, 3rd Avenue, etc.

Residents in all of these locations do you need to be consulted as they're going to be the most impacted.

In conclusion, my concern is that if any changes are approved this afternoon in the council meeting, that the process will just continue to steamroll ahead without any consultation of affected parties.

I have been a homeowner in the neighbourhood since 1997 and request that my voice be heard.

Thank you.

Katrina Erdos

From: James Donald S.22(1)Personal and Confidential
Sent: Monday, March 17, 2025 2:57 PM
To: Mayor and Councillors
Subject: [EXTERNAL] 12th St future building peoposal

CAUTION: This email originated from outside of the City of New Westminster's network. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Please do not build over six stories along 12th Street from Queens avenue and up the hill it will destroy from the hills view and make all the money that we've spent on our homes a waste. My family has lived in New Westminster over 100 years we have been in the same place for over two generations now this would devastate my mom who is elderly and lives there at the moment it would hurt me also I think it's the wrong thing to ever do 40 stories would be absolutely destructive.

Sincerely
James a Donald
Jeanne Donald
11th Street New Westminster BC
S.22(1)Personal and Confidential

PS please don't let this go through

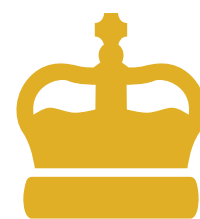


Massey Theatre Renovation

Update on Massey Theatre Renovation: Construction Schedule & Transitional Funding Update

Council Workshop

April 14, 2025



NEW WESTMINSTER

Background:

On March 17, 2025 in a closed session, Council supported the following resolutions:

1. THAT the extended schedule for Phase 3 of the Massey Theatre Renovation, as described in the staff report titled “Massey Theatre Renovation: Construction Schedule & Transitional Funding Update” dated March 17, 2025, be implemented, on the understanding that this introduces additional cost risk, potentially resulting in additions to the project cost of up to approximately \$2.3M;
2. THAT staff enter into discussions with the Massey Theatre Society, with the support of an objective third party as directed by Council on December 2, 2024 in the staff report titled “Massey Theatre Renovation – HVAC Upgrades and Public Realm Improvements”, to arrive at a recommended amount for transitional funding to sustain the Massey Theatre Society through construction, in an amount still to be determined.

Extended Schedule:

Extended Schedule Approach (without 12 month closure) is recommended

Rationale:

- through consultation, MTS has made it clear that a schedule with a 12 month full facility closure creates significant challenges for MTS operations
- ceasing or relocating MTS operations during construction is not an option for MTS
- a phased approach aligns with the Theatre Strategy

Extended Schedule Details:

- construction is extended by 12 months (from completion in the fall of 2026 to completion in the fall of 2027);
- approach includes two (2) - three month full facility closures during the summer months in 2025 and 2026

Extended Schedule:

<u>Benefits</u>	<u>Implications</u>
<p>An extended schedule:</p> <ul style="list-style-type: none">• allows for MTS to offer services throughout the year and during peak event times• provides a benefit to the Community through continued cultural programming,• provides scheduling certainty to MTS so they can plan and schedule events around closures• MTS operational viability is upheld as much as possible	<ul style="list-style-type: none">• cost increases may arise due to extended construction costs, including additional contractor staff and resources, etc..• the total project schedule increases by one year (from fall of 2026 to fall of 2027), along with additional cost risks for prolonged construction work.• it is estimated the cost increase risk could be in the range of an additional \$1.5M to \$2.3M.

Transitional Funding:

An RFP was issued resulting in the selection of Martin Bragg & Associates and this work is underway.

Financial Implications:

Extended Schedule:

- The total project schedule increases by one year (from fall of 2026 to fall of 2027), along with additional cost risks for prolonged construction work.
- It is estimated the cost increase risk is in the order of \$1.5M to \$2.3M.
- **Staff are not seeking additional budget at this time**, rather the cost risk is being flagged to ensure that Council is aware of the potential impact that the recommended extended schedule presents.
- Staff will continue to explore value engineering opportunities and opportunities for grant funding.

Transitional Funding

- Based on a 27 month schedule (with two 3 month facility closures), it is anticipated that MTS will experience a loss of revenue and other impacts through the construction period.
- **Staff are not seeking an increase to the budget at this time**; rather, they are inviting input from Council to inform staff discussions with MTS about transitional funding, in good faith and with the assistance of a qualified and objective third party.

REPORT

Engineering Services & Community Services

To: Mayor Johnstone and Members of
Council

Date: April 14, 2025

From: Lisa Leblanc
Director, Engineering Services

File: 05.1035.10-2025
Doc# 2677765

Blair Fryer
Director, Community Services

Item #: 2025-111

Subject: **Update on Massey Theatre Renovation: Construction Schedule &
Transitional Funding**

RECOMMENDATION

THAT the report titled “Update on Massey Theatre Renovation: Construction Schedule & Transitional Funding” dated April 17, 2025, be received for information.

PURPOSE

To provide Council with an update and recommendations on the Massey Theatre Renovation project, including a recommended schedule, and direction to enter into discussions for transitional funding to sustain Massey Theatre Society through construction.

BACKGROUND

On June 12, 2023 Council approved the recommended scope of work, schedule and estimated costs to complete the “Minimum Viable Option” (MVO) scope for the renovation of the Massey Theatre.

On December 2, 2024 Council directed staff to:

- i. incorporate an upgraded HVAC system, minimum site needs, and recommended site improvements, as described in the staff report titled "Massey Theatre Renovation – HVAC Upgrades and Public Realm Improvements" to the Massey Theatre Renovation project scope,
- ii. consult with the Massey Theatre Society and others who deliver programs in the Massey Complex, and conduct further analysis of the capital project sequencing, to update the project schedule and cost estimate based on at least 2 schedule and facility closure scenarios, and report back to Council prior to February 28, 2025; and
- iii. engage an objective third party with experience in performing arts operations and major capital projects to inform and facilitate the consultation and analysis of schedule and cost estimate scenarios.

On March 17, 2025 in a closed session, Council supported the following resolutions:

1. THAT the extended schedule for Phase 3 of the Massey Theatre Renovation, as described in the staff report titled "Massey Theatre Renovation: Construction Schedule & Transitional Funding Update" dated March 17, 2025, be implemented, on the understanding that this introduces additional cost risk, potentially resulting in additions to the project cost of up to approximately \$2.3M;
2. THAT staff enter into discussions with the Massey Theatre Society, with the support of an objective third party as directed by Council on December 2, 2024 in the staff report titled "Massey Theatre Renovation – HVAC Upgrades and Public Realm Improvements", to arrive at a recommended amount for transitional funding to sustain the Massey Theatre Society through construction, in an amount still to be determined.

Current Budget

The current total project budget is \$34.1M, which includes the Minimum Viable Option scope approved in 2023 of \$20.1M, plus the HVAC upgrade and recommended site improvements approved on December 2, 2014 of \$8.8M and \$5.2M respectively.

Project structure and current status

The project team consists of City staff in key roles, such as project co-sponsors and City project manager. Due to the complex demands of the project, external project management services are provided by Turnbull Construction Project Managers to lead the day-to-day management of the project and the team, reporting to City staff.

Proscenium Architecture and Interiors lead the design of the project. Design services, including all design sub consultant services, are provided under a fixed price RAIC design contract.

Heatherbrae Builders lead the construction of the project. They provide both construction manager (in the preconstruction phase) and general contractor (in the construction phase) services under a CCDC 5B Construction Management contract.

In support of MTS operational considerations, the project has proceeded in a phased manner for both design and construction activities, as directed by Council under the Minimum Viable Option (MVO) scope definition, as described in the staff report “Massey Theatre Renovation – Scope, Schedule and Budget”, dated June 12, 2023. This known scope and schedule has informed the procurement, services, and contracts currently in place with the above noted project team. The project phasing has proceeded with: Phase 1 (Water Entry Room) and Phase 2 (Large Gym Demolition), being designed and constructed while the scope and design for Phase 3 (Balance of Building and exterior site) has been under development. This structure has provided schedule and cost benefits, as the project team looks to mitigate delay impacts introduced by an extended schedule. Equally, phasing design and construction work packages naturally introduces complexity, which the team is managing through its multi-layer risk approach.

Transitional funding to sustain Massey Theatre Society through the construction

Staff have engaged a consultant to assist in understanding the financial impact that MTS has and will continue to experience as a result of the capital project activity. The consultant’s deadline for this work is currently the end of May, 2025.

DISCUSSION

Extended Schedule Approach – without a twelve month closure

Initially direction was given to staff to consult with MTS and conduct analysis on two facility closure scenarios: the first being the ‘base schedule’ which would include a twelve month closure to the facility, and the second being an ‘expanded schedule’ that extends the overall construction schedule by twelve months, enabling MTS to continue operations in some capacity throughout the construction project. Through consultation, MTS has made it clear that the ‘base schedule’ (i.e. a 12 month full facility closure) creates significant challenges for MTS operations. In response to this feedback, and to mitigate the significant risk to MTS as a key project interest holder, the ‘base schedule’ approach is no longer being considered.

The remaining schedule scenario, the ‘extended schedule’ would:

- extend the duration of construction by 12 months (from completion in the fall of 2026 to completion in the fall of 2027);
- include two (2) - three month full facility closures during the summer months in 2025 and 2026 to allow for some complex dedicated construction work, and would allow MTS to continue programming during other times of the year.

A rationale for the 'Extended Schedule' approach, along with benefits, cost implications and risks is outlined below.

Rational for Extended Schedule

When a highly disruptive capital construction project is planned in a facility with ongoing operations occurring simultaneously, generally three options are available to address any disruptions, these are: i) relocate the operations out of the facility during the construction, ii) cease operations during construction, or iii) plan construction around existing operations. In the case of the Massey Theatre, the first two options are not available because:

- displacement is not an option as a similar theatre that can accommodate similar programming with a similar number of seats does not exist in the region,
- theatre seasons and events are typically planned and committed to 12-18 months in advance, making it challenging to plan and pivot event schedules around the construction schedule,
- ceasing operations completely for one year would challenge MTS's financial and operational viability.

In addition, a full closure, while beneficial in terms of capital project schedule and complexity, does not align with the City's Theatre Strategy that states that a "sympathetic design and a phased plan are needed" to upgrade the building structure. It also states "to maintain long term viability of the Massey Theatre Society, the City should develop a renovation phasing strategy that enables Massey Theatre Society to maintain operation during critical performance seasons (p. 10)" as a strategic priority of the Theatre Strategy.

Benefits

Benefits to an extended schedule approach include:

- it is an approach that is favourable to MTS as it allows for MTS to offer services throughout the year and during peak event times (typically October through June), this in turn provides a benefit to the Community through provision of cultural programming,
- it provides scheduling certainty to MTS so they can plan and schedule events around two three-month closures and the most disruptive renovation work can be scheduled to take place in these periods,
- Construction impacts on MTS operations become more localized and manageable. Construction work is executed in phases while the facility is still occupied which means work areas are contained to zones around the facility, and MTS operations continue in other areas,
- MTS operational viability is upheld as much as possible.

Costs Implications

While the extended schedule is viewed as the only viable schedule approach for MTS, there are additional cost risk implications anticipated as executing a capital project such as this in an occupied and programmed facility introduces additional complexity. This is due to the longer schedule duration, plus greater level of coordination and safety management required, as well as general loss of efficiency associated with executing work in different zones of the facility at different times.

The estimated cost increases may arise due to extended construction costs, including additional contractor staff and resources, as working in an occupied facility may require additional contractor staff and temporary site management resources to manage the increased risks and coordination responsibilities.

The total project schedule increases by one year (from fall of 2026 to fall of 2027), along with additional cost risks for prolonged construction work. It is estimated the cost increase risk could be in the range of an additional \$1.5M to \$2.3M.

Schedule and Cost Escalation Risks – Likeliest to Occur	Estimated Value
Estimated Extended hard costs (construction costs) <i>(based on 12 month extension)</i>	\$625,000
Estimated Extended soft costs (professional fees, insurance premiums)	\$250,000
Cost escalation risk – 6% per year	\$630,000
Subtotal	\$1,505,000
Estimated Additional Risk Contingency <i>(e.g. additional site hoarding, additional staff needs)</i>	\$800,000

It is emphasized that the above cost risks are not “hard” numbers, but an illustration of the additional risks. They should be interpreted within the Class D +/- 25% accuracy range.

In addition, there is an ongoing risk of ‘trade risk pricing’ as it is possible that an extended project timeline may be less appealing to some trades and could result in a charge premium for the work. This is challenging to predict and has not been accounted for in the budget estimate.

Cost certainty, including for those risks outlined above, will be better understood in two key stages (May 2025 and July 2025), following the Phase 3 tender evaluation process.

Transitional Funding – Third Party Consultant

Independent of scheduling discussions, at the December 2 Council Workshop, Council directed staff to engage an objective third party with experience in performing arts operations and major capital projects to support the project. Key elements of this consultant work include engaging with MTS and other facility interest holders in order to understand and quantify the financial and operational impacts of the renovation project

and provide recommendations related to any transitional support needs. The consultant will also complete a detailed report of municipal comparators and funding models for city-owned/NFP operated theatres, art and cultural facilities, and provide recommendations for the renovated Massey Theatre.

An RFP was issued resulting in the selection of Martin Bragg & Associates and this work is underway.

Senior Government Funding

At the December 2 meeting, Council directed staff to look into the relevant opportunities for senior government funding. Staff are currently targeting the funding opportunities with Federation of Canadian Municipalities, Infrastructure Canada and BC Hydro CleanBC Programs.

While the formal application work is underway, staff are also capitalizing on advocacy opportunities with the relevant funding providers to highlight the value of the project, as well as the shared goals of the City, Provincial and Federal Governments.

Overall Aesthetic Upgrade and Design Panel

The scope of the project is to deliver the identified 'Minimum Viable Option' (MVO) to upgrade the building, however, the MVO offers opportunities to improve the overall character of the building through envelope work, such as replacing windows and doors and updating the external cladding colour palette. The project, with design renderings, was presented and supported by New Westminster Design Panel on March 25, 2025.

The project team is working with City of New Westminster Communications division to share project renderings and progress in the coming weeks.

SUSTAINABILITY IMPLICATIONS

Energy Model Report – Update

At the December 2, 2024 meeting of Council, a member of Council asked whether the energy mix of the BC power grid had been considered when calculating the estimated 92% GHG emissions reduction. Staff have looked into this question, and confirm that the energy mix of the BC power grid has been taken into account. The grid connected electricity emissions factor is publicly available through the Province and the calculation methodology includes emissions from purchased power.

In addition, the energy model report has been further developed. It now estimates a 94% reduction in GHG emissions, compared to the previously reported 92%. Additionally, it indicates overall energy savings of 26% compared to previously reported savings of 13%. These improvements in GHG reduction and energy performance are directly attributable

to the building envelope and HVAC system upgrades, and are expected to improve eligibility for the senior government funding opportunities mentioned above.

FINANCIAL IMPLICATIONS

The total project schedule increases by one year (from fall of 2026 to fall of 2027), along with additional cost risks for prolonged construction work. It is estimated the cost increase may be in the magnitude of an additional \$1.5M to \$2.3M. Staff are not seeking additional budget at this time, rather the cost risk is being flagged to ensure that Council is aware of the potential impact that the recommended extended schedule presents.

MVO Budget	\$20.1M	
HVAC Addition (\$3.3M from CARF funding)	\$8.8M	
Public Realm Addition	\$5.2M	
Capital Project Costs		\$34.1M
Expanded Schedule and Cost Escalation Risks		<u>\$1.5M – 2.3M</u>
Total:		\$35.6M – 36.4M

Based on a 27 month schedule (with two 3 month facility closures), it is anticipated that MTS will experience a loss of revenue and other impacts through the construction period. Given the objective that MTS remain operationally viable through the renovation project and be positioned to resume full operations once construction is complete, MTS has expressed a need for financial support to sustain their operation. Staff are not seeking an increase to the budget at this time; rather, they are seeking a mandate from Council to enable them to enter into discussions with MTS, in good faith and with the assistance of a qualified and objective third party, to determine what transitional funding should be considered.

As the project continues, the project team will continue to:

1. explore value engineering opportunities. With the project scope being defined through the Minimum Viable Option (MVO), there are not a large amount of items that can be considered for further value engineering in the MVO scope, however the project team will continue to explore value engineering opportunities for the HVAC and Public Realm improvement work. Cost certainty, including for those risks outlined above, will be better understood following the Phase 3 tender evaluation process (May 2025 and July 2025).
2. explore opportunities for grant funding.

INTERDEPARTMENTAL LIAISON

Staff from multiple departments were consulted for this work including staff from Community Services, Energy and Climate Action and Finance.

OPTIONS

Option 1: THAT the report titled "Update on Massey Theatre Renovation: Construction Schedule & Transitional Funding" dated April 17, 2025, be received for information.

Option 2: THAT Council provide staff with alternate direction.

Staff recommends Option 1.

CONCLUSION

An extended schedule, as described in the report, is recommended by staff, to mitigate the impact of the major renovation on the Massey Theatre Society (MTS) operations. The extended schedule introduces additional cost risk to the project, in the order of \$1.5 to \$2.3M; a budget adjustment is not being requested at this time, but staff are advising Council of this significant implication. In addition, staff are seeking a mandate from Council to enable them to enter into discussions with MTS, in good faith and with the assistance of a qualified and objective third party, to determine what transitional funding should be considered.

ATTACHMENTS

There are no attachments.

APPROVALS

This report was prepared by:

Karen Campbell, Manager, Facilities Capital Projects, Civic Buildings & Properties

This report was reviewed by:

Shehzad Somji, CFO/Director of Finance, Finance

This report was approved by:

Lisa Leblanc, Director of Engineering and Deputy CAO

Blair Fryer, Director of Community Services

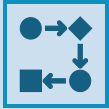
Lisa Spitale, Chief Administrative Officer

Independent Evaluation Data Plan for the *Crises Response Pilot Project*

Anne Tseng

April 2025

Evaluation goals



EG1: Assessing the **design** of the CRPP to effectively meet intended outcomes.



EG2: Measuring **progress and outcomes** over time.



EG3: Identifying **unmet needs, gaps, and constraints** that limit the ability of the CRPP to address the three interrelated crises



EG4: Assessing the extent to which the CRPP is **reaching the intended populations**.



EG5: Examining the CRPP as a means for **effective advocacy and policy development**.

Methodological approach

- Employ a mixed-methods approach
- Quantitative data will provide an overall snapshot of trends and patterns
- Qualitative data will tell the story behind the numbers and highlight community perspectives
- Data sources will come from the city and from data collection instruments developed by the independent evaluator
- Statistical analyses and content analyses



Data collected by the City

Daily reports from the Crises Response Team

- # of interactions, referrals, applications, etc.
- Trends over time and the total number of individuals supported through the Crises Response team
- Potential insights: peak months, gaps in service delivery, gaps and strengths in relationships with provincial and community partners.



Data collected by the City

Focus groups with businesses, residents, and individuals with lived and living experience

- Perceptions, beliefs, and experiences of the interrelated crises across various groups
- Open-ended, flexible data collection strategy that supports inductive thematic analyses
- Potential insights: community concerns about the CRPP and barriers to accessing services



Data collected by the City

Biohazard and encampment reports

- Daily data points on locations of biohazard and encampment incidents
- Trends over time and areas with increased incidents
- Potential insights: Identification of areas prone to repeated incidents and common interventions by city staff



Data collected by the City

Point-in-time homelessness counts

- Count of sheltered/unsheltered population and sociodemographic profile of this population
- Data on age, gender, Indigenous identity, ties to City
- Potential insights: Identification of overrepresented populations and gaps in current resources and modes of service delivery



Data collected by the city

Other sources of data available

- # of active collaborations with provincial partners, non-profits, and faith-based organizations
- Ride-alongs with CRT and OST
- Observations from collaboration meetings

Additional data collection instruments

Business survey

- 21-questions distributed to businesses
- Themes: perceptions and knowledge about the interrelated crises, experiences with actual incidents, participation in CRPP programs and services
- Potential insights: Assessing gap between perceptions and actual incidents, identification of how the business community has utilized CRPP programs and services

Additional data collection instruments

Outreach poll

- 4 - 8 questions to gather sociodemographic data on individuals supported by outreach workers in the CRT
- Potential insights: compare population characteristics between outreach poll and point-in-time homelessness counts

Additional data collection instruments

Narrative case studies

- Semi-structured interviews with individuals who have established an ongoing relationship with the CRT
- Questions explore unique individual experiences with the interrelated crises
- Potential insights: Longitudinal view of individual outcomes and progress, recognition of self-definitions of success

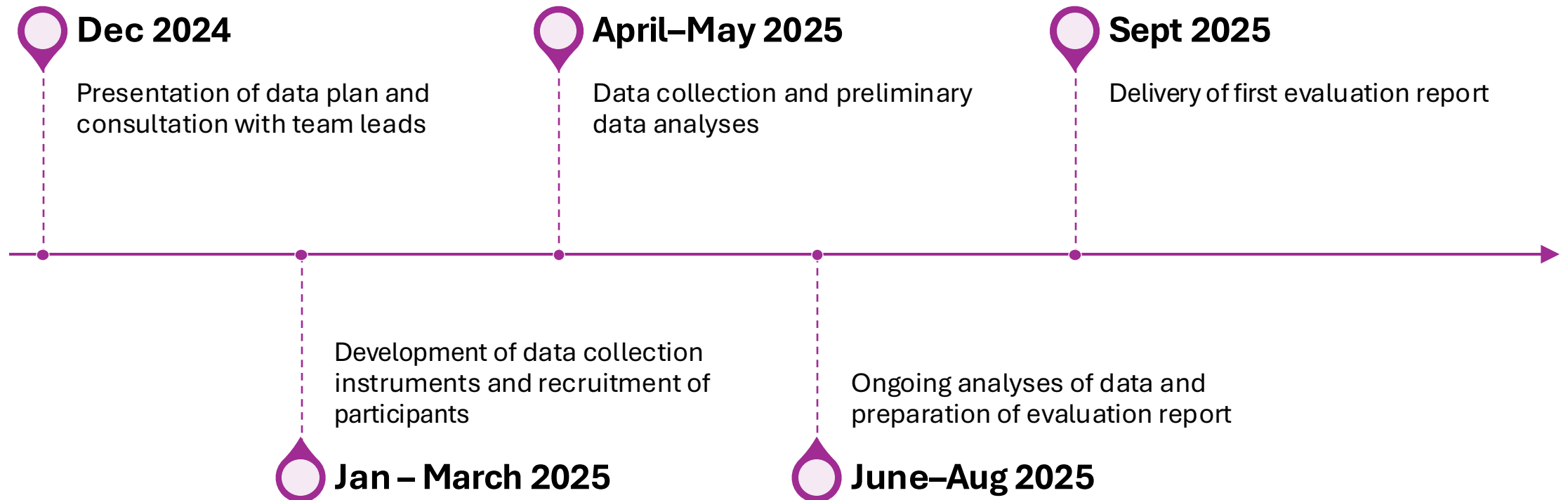
Strengths of evaluation strategy

- Accounts for a diverse range of perspectives
- Incorporates marginalized voices and their lived experiences
- Supports informed-decision making
- Recognizes the interrelated crises as social problems
- Establishes a baseline for future evaluations
- Uncovers intended and unintended outcomes

Limitations and shortcomings

- Time-frame
- Unable to establish causation
- Recruitment of participants and anticipated attrition
- External factors

Anticipated timeline for first evaluation



REPORT

Office of the Chief Administrative Officer

To: Mayor Johnstone and Members of Council
Date: April 14, 2025

From: Lisa Spitale,
Chief Administrative Officer
File: 05.1035.10

Item #: 2025-110

Subject: Crises Response Pilot Project – Independent Evaluation

RECOMMENDATION

That the report titled “Crises Response Pilot Project – Independent Evaluations” from the Chief Administrative Officer dated April 14, 2025, be received for information.

PURPOSE

The purpose of this report is to inform Council and the community regarding the independent evaluation of the Crises Response Pilot Project.

SUMMARY

A component of the Crises Response Pilot Project is to retain an independent evaluator. The purpose of independent evaluation is to: assess the design of the CRPP to effectively meet the intended outcomes; to measure the progress and outcomes over time; to identify unmet needs, gaps and constraints that limit the ability of the CRPP to address the three interrelated crises; to assess the extent to which the CRPP is reaching its intended populations; and to examine the CRPP as a means for effective advocacy and policy development.

Douglas College has been retained to undertake an independent evaluation of the pilot project and report on the findings. Dr. Anne Tseng is leading the evaluation for Douglas College. Dr. Tseng will be attending the April 14th Council Meeting and will be present the methodology to Council.

DISCUSSION

The City has engaged Douglas College to undertake an evaluation of the pilot project and report on the findings. The evaluation is intended to assess the outcomes of the project, inform refinements to the project and assess the transferability of the project to other jurisdictions to assess the three inter-related crises of homelessness, mental health and substance use. Evaluation reports will be produced for August 2025 and at the end of the project at August 2026. The evaluations are to examine the outcomes, inform project refinements and assess the portability of the project to other jurisdictions experiencing similar crises. Relevant information from evaluations during the project will be shared as they are available to help promptly inform refinements to the project as lessons are learned.

Data will be assessed from a variety of sources including from each of the CRPPs three teams, the Crises Response Team (CRT), the Operations Support Team (OST) and the Policy and Advocacy Team. Other sources of data include residents, businesses, City staff, people with lived and living experiences, community partners, the point-in-time homelessness count, facilities and shelter records, intake polls narrative case studies and independent evaluator observational data.

The evaluation will be independent of those directing or working on the project and will be undertaken by Douglas College, an external third party. Using an external and independent party will ensure an objective and unbiased assessment of the project and will allow for a comprehensive analysis without being influenced by internal biases, ultimately helping to improve decision-making and accountability by offering credible insights and recommendations for improvement. The independent third party will guide evaluation metrics, evaluation methodology and perform the analysis.

The goals of the evaluation are:

- to assess the design of the CRPP to effectively meet the intended outcomes;
- to measure the progress and outcomes over time;
- to identify unmet needs, gaps and constraints that limit the ability of the CRPP to address the three interrelated crises;
- to assess the extent to which the CRPP is reaching its intended populations; and
- to examine the CRPP as a means for effective advocacy and policy development.

Research questions to be addressed by the evaluator include:

- Does the progress and work of the CRPP reflect culturally sensitive and trauma-informed approach?
- To what extent does the CRPP develop collaborative relationships to meet its goals related to service delivery, community building and advocacy?
- How does the CRPP respond to and account for concerns expressed by community partners and members?

- Since the implementation of the CRPP what services and supports have been delivered?
- Since the implementation of the CRPP, what work has been carried out by the OST and at what magnitude?
- What are the constraints that limit the ability of the outreach team to deliver services?
- What are the constraints that limit the ability of the operations support team to carry out their work?
- To what extent is the CRPP meeting the needs of individuals experiencing homelessness, mental illness and/or substance use?
- What are the perceptions of community members, including residents and businesses, regarding the CRPP and the project's effectiveness?
- Who is accessing the services provided by the Crises Response Team?
- Since the launch of the CRPP, what facilities or resources have been materialized or are in development?

Data types for the evaluation will be diverse and will be comprised of quantitative measurements, qualitative summaries, surveys and polls, engagement sessions, narrative case studies, interviews and the independent evaluator's observations.

Sources for obtaining the data will be broad to account for all interest holders including from each of the CRPPs three teams, the CRT, the OST and the Policy and Advocacy Team. Other sources of data include residents, businesses, City staff, people with lived and living experiences, community partners, the point-in-time homelessness count, facilities records and shelter records. Attachment A provides a table that outlines the data used in the evaluation.

INTERDEPARTMENTAL LIAISON

The CRPP is a high priority Council initiative which involves several departments working on the three inter-departmental teams. The independent evaluation will inform the CRPP, and thus the work plans of several City departments.

ATTACHMENTS

Attachment A: Data to evaluate the Crises Response Pilot Project

APPROVALS

This report was prepared by:
Brad Davie, Deputy Fire Chief

This report was reviewed by:
John Stark, Manager, Social Planning

Lisa Leblanc, Director, Engineering and Deputy CAO
Jackie Teed, Director, Planning and Development

This report was approved by:
Lisa Spitale, Chief Administrative Officer

Attachment A

Table 1: Data to Evaluate the CRPP

Table 1. Data to evaluate the CRPP

Data currently available	Description	Key variables	Evaluation goal
Daily reports CRT/Nicole	Quantitative and qualitative summary of outreach efforts, including referral to services. Ongoing data collection.	# of calls # of referrals # of applications (specify which)	Measuring progress and outcomes over time.
Crises Response Team/Integrated Services Encampment Report	Quantitative data on encampment structures and unsheltered individuals attended to by City staff. Ongoing data collection.	# of encampments # of situations involving unsheltered individuals	Measuring progress and outcomes over time.
Focus groups with businesses	Qualitative data on understandings of homelessness, pilot project, collaboration with City, community concerns, etc...(ask for questions/ protocols)	Changes in perceptions and knowledge related to pilot project, interrelated crises, role of the City.	Assessing the design of the pilot project to effectively meet intended outcomes.
Focus groups with residents	Qualitative data with residents (questions /protocols)	Changes in perceptions and knowledge related to pilot project and interrelated crises, role of the City	Assessing the design of the pilot project to effectively meet intended outcomes.
Focus groups with individuals with lived/living experience	Qualitative data on experiences with interrelated crises, service access, barriers	Changes in perceptions and knowledge related to pilot project services	Assessing the extent to which the pilot project is reaching the intended populations. Identifying unmet needs, gaps, and constraints that

			limit the ability of the pilot project to address the three inter-related crises.
Database of community partners	Comprehensive list of faith-based and non-profit organizations currently partnered with pilot project, and their roles.	Change in # of participating partners. New roles and services identified through partnerships.	Assessing the design of the pilot project to effectively meet intended outcomes. Examining the pilot project as a means for effective policy development and advocacy.
Point-in-Time Homeless Counts	Quantitative snapshot data: sheltered and unsheltered populations, age groups, ties to New Westminster.	Changes in daytime unsheltered population, overall homelessness count.	Assessing the extent to which the pilot project is reaching the intended populations.
Observational data	Field notes from Dr. Tseng's observations at the working group sessions. Ongoing.	Collaboration and engagement between City and community partners. City response and reaction to suggestions and concerns.	Assessing the design of the pilot project to effectively meet intended outcomes.
Facilities and shelters	Compiling information on facilities and shelters that are built or underway as a direct/indirect result of advocacy activities.	# beds # supportive housing units # of complex care units # centers and supporting facilities	Measuring progress and outcomes over time. Examining the pilot project as a means for effective policy development and advocacy.
MATRIX Risk Management Consulting Report	Report on staff health, safety, and security.	Responses from staff members regarding risk and safety.	Establish a baseline to identify areas for improving safety and reducing risk, especially among

			those involved in the Operations Support Team.
Additional data to collect	Description	Key variables and measurements	Evaluation goals
Narrative case studies	<p>The goal of these case studies is to follow the progress of three to five individuals with lived/living experience who have been supported by the pilot project, while identifying points at which service delivery is compromised due to lack of resources or factors beyond the City's control. Case studies that reveal a success story will be helpful for pinpointing the effective components of the pilot project.</p> <p>Longitudinal, one to two follow-ups after initial interview.</p>	Perceptions, beliefs, and experiences related to distrust in government, barriers to services, discrimination, isolation, community involvement.	<p>Identifying unmet needs, gaps, and constraints that limit the ability of the pilot project to address the three inter-related crises</p> <p>Assessing the extent to which the pilot project is reaching the intended populations.</p>
Intake polls	Intake polls of no more than five questions can be conducted to construct a profile of the population accessing services. Questions should gather demographic information and also prior and current usage of the pilot project or partner services. Polling data can also reveal whether the	% racialized minority % Indigenous identity % sheltered/unsheltered % age group % gender % first time accessing	Assessing the extent to which the pilot project is reaching the intended populations.

	<p>population of individuals accessing services is similar to the overall population of individuals experiencing homelessness and related crises.</p> <p>Ongoing.</p>		
Business survey	<p>A survey to businesses in hot spot areas is recommended to supplement insights from the focus groups. The survey should assess concerns related to the crises, knowledge of the pilot project, experiences with the City to address concerns, etc. The survey can also serve as an invitation to participate in future focus groups.</p>	<p>Perceptions of risk and actual encounters</p> <p>Knowledge level of the pilot project.</p> <p>Beliefs about response, interventions, and root causes.</p>	<p>Examining the pilot project as a means for effective policy development and advocacy.</p>
Ethnography/participant observation (Ride-alongs)	<p>If it can be arranged Dr. Tseng can accompany an outreach worker to observe and document the typical process that unfolds when the Crises Response Team is contacted. Demystifying. Data would come from field notes.</p> <p>Two to three observations.</p>	<p>Major steps in the process. (Document what happens when a message is received by the Crises Response Team)</p>	<p>Assessing the design of the pilot project to effectively meet intended outcomes.</p>

REPORT

Planning and Development

To: Mayor Johnstone and Members of Council
Date: April 14, 2025

From: Jackie Teed, Director
Planning and Development
File: File: 2680124

Item #: 2025-106

Subject: **Proposed Advocacy to Extend Provincial Timeline for the use of New Westminister's Interim Density Bonus Policy**

RECOMMENDATION

THAT a letter be sent by the Mayor's Office, on behalf of Council to the provincial Minister of Housing and Municipal Affairs, requesting that the new Density Benefit Regulations be enacted no earlier than December 30, 2025 and that the City be permitted to continue to apply the City's current Interim Density Bonus Policy to any development applications in stream on the date of enactment, for a further two years following enactment, to enable collection of funds for infrastructure and amenities required to serve community growth.

PURPOSE

This report provides Council with an approach for advocating to the Province for the ability to continue to use the City's current Interim Density Bonus Policy for in stream applications to cover a financing growth gap that will be created by enactment of the Province's new Density Benefit Zoning.

SUMMARY

The provincial government has adopted a number of changes to housing legislation which affect the way municipalities collect funds for community amenities. The intent of the legislation is to move towards fixed rate charges for amenities, with the primary financing growth tools being the new Amenity Cost Charge (ACC), and new Density Benefit Zoning ("New Density Benefit Zoning"). The City currently has an Interim Density Bonus Policy ("Current Density Bonus Policy") in use, and has an ACC bylaw under preparation.

The legislation specifies that municipalities wishing to continue to use density-bonus-type frameworks must transition from their previous framework to the New Density Benefit Zone, having first met a number of new requirements, on a date to be specified by the province which would be on or after June 30, 2025.

The legislation is structured in such a way that it leaves a gap in the City's ability to capture financing growth contributions from in-stream applications, once both the ACC bylaw is in place and the New Density Benefit Zone is enacted. The timeline to correct this gap could be very short, the requirements to implement the New Density Benefit Zone are extensive, and the guidelines to complete implementation have just recently been released. The City's resources are currently focused on meeting other provincial legislation requirements and Housing Accelerator Fund commitments and are unable to implement a New Density Benefit Zone within the anticipated timeline.

The City currently has seven high density rezoning applications under review which are anticipated to be in-stream applications, and would be exempt from the ACC bylaw requirements. The City would also no longer be able to use the Current Density Bonus Policy to require the necessary infrastructure/amenity contributions, once the New Density Benefit Zoning regulation is triggered. Together, these applications would contribute an estimated \$60M - \$100M under the current framework (estimated assuming no "in kind" amenities were to be included). Any additional new applications submitted prior to adoption of any ACC bylaw would be in a similar position.

As such, this report recommends that a letter be drafted by the Mayor's office to the provincial Minister of Housing and Municipal Affairs, requesting that:

- The Density Benefit Zoning regulations be enacted no earlier than December 30, 2025, which would provide sufficient time for the City to put a first ACC bylaw in place;
- The City be permitted to continue to use the City's Current Interim Density Bonus Policy for in-stream applications from the date of provincial enactment of the New Density Benefit Zoning regulations, for a further two years following enactment to enable collection of funds for infrastructure and amenities required to serve community growth. Applications not achieving adoption at that date would be cancelled and must reapply.

This approach includes a fixed rate charge consistent with a key tenet of the legislation, and would be consistent with a number of other municipalities facing the same challenges.

BACKGROUND

Limitations of New Financing Growth Tools

As discussed in a number of previous Council reports, the Provincial Government has adopted wide ranging changes to housing legislation, impacting how the City obtains

development contributions to help fund infrastructure and amenities needed by the new population:

- **Amenity Cost Charges (ACC)** - permit municipalities to charge developments for amenities, with or without rezoning applications, by adopting an ACC Bylaw. “In-stream” applications are exempt from such charges, and are defined as any application that is a precursor to a building permit (e.g. rezoning, development permit) which was received and accepted by the municipality with all fees paid prior to the date of an ACC Bylaw being adopted.
- **New Density Benefit Zoning** – replaces and functions similarly to the City’s Current Density Bonus Policy. On a date yet to be set by the province, which is currently identified in Local Government Act s.797(6) as “a date that is on or after June 30, 2025,” municipalities can no longer use their current density-bonus-type frameworks, in favour of the New Density Benefit Zoning; however, in order to use that tool, municipalities must meet the following provisions: align it with Transit Oriented Development Area regulations; align it with mandatory conditions for affordable and special needs housing; undergo public consultation; complete a financial feasibility analysis and align with other required considerations.
- **Transit Oriented Development Areas** – areas where municipalities generally are required to permit density to certain thresholds. Density up to these thresholds is exempt from the New Density Benefit Zoning, but can be subject to ACC charges, except for “in-stream” applications.

Through the legislation and a number of public releases, the Province has signaled its expectation that municipalities move away from negotiated amenity contributions, and implement the new tools for rezoning applications. It appears that a negotiated approach would still be acceptable for applications requiring an Official Community Plan amendment.

More detail on these tools, and their limitations, are included in Attachment 1.

Issues Arising from Limitations of Financing Growth Tools

Historically, the City has obtained development contributions to help fund amenities through negotiated Voluntary Amenity Contributions (i.e. Community Amenity Contributions); a density bonus zone and, more recently, an Interim Density Bonus Policy. The following issues have been identified in the implementation of the new tools:

- The regulations in the Local Government Act create a financing growth tool gap for “in-stream” development applications once both an ACC bylaw and the New Density Benefits Zoning are enacted, i.e. in-stream applications are exempt from ACC charges, and unless a municipality has New Density Benefits Zoning in place, those contributions cannot otherwise be collected.

- The legislated requirements to put the New Density Benefit Zoning in place are extensive, and the City is unable to undertake these at this time given the focus of staff on implementing the other legislated requirements and the Housing Accelerator Fund projects.
- The timeline to implement the New Density Benefit Zoning regulations, listed in Local Government Act s.797(6) as “a date that is on or after June 30, 2025” is insufficient for implementation, particularly as the Province only released their policy guidelines on March 7, 2025.

City staff has been in discussion with a number of other municipalities, all of whom are similarly struggling with implementing the provincial financing growth regulations, particularly within the timeline and share similar concerns regarding in-stream applications, and some of which are taking a similar advocacy approach as recommended in this report.

DISCUSSION

Financing Growth Gap

The primary issues with the impact the legislative changes have created with regards to financing growth are the timelines and the impact on in-stream applications. Should Council approve an ACC bylaw, and once the new Density Benefits Zoning regulation is triggered, the City would not have a clear tool to ensure in-stream development applications provide their share towards financing growth.

The City currently has seven high density rezoning applications under review which are “in-stream” applications and thus would be exempt from the provisions of an ACC bylaw that could be considered by Council later this year. Although this number is relatively small, the applications are significant high-density projects which would bring considerable new housing units to the City, and therefore should contribute an equally significant contribution to fund the infrastructure and amenities needed to support this growth. Together, these applications would contribute an estimated \$60M - \$100M under the City’s Current Interim Density Bonus Policy (estimated assuming no “in kind” amenities were to be included). Once the New Density Benefit Zoning regulation is triggered, the City would lack a clear tool to require these contributions. Any new applications submitted prior to adoption of any ACC bylaw would be in a similar position.

Recommended Advocacy Approach

The City requires a financing growth tool that applies to applications currently in stream as well as any further applications that are made prior to the adoption of an ACC Bylaw.

As noted above, the province has only recently introduced the guides for the use of the new financing growth tools. Although staff are preparing an ACC Bylaw and anticipate its presentation to Council for consideration this year, permitting the continued use the

Current Density Bonus Policy until the end of the year would be beneficial as it would continue to provide a tool for municipalities to require developments to contribute toward community amenities while ACC Bylaws are developed.

After the province enacts the new Density Benefit regulations and the City adopts an initial ACC Bylaw, there would remain a gap for any applications that are in stream. Staff consider that permitting such in-stream applications to utilize the Current Density Bonus Policy for two years after the enactment of the new provincial regulations would likely be sufficient time for any significant applications to complete.

Given the above, Staff recommend that the City forward a letter to the Minister of Housing and Municipal Affairs advocating that:

- The Density Benefit Zoning regulations be enacted no earlier than December 30, 2025, which would provide sufficient time for the City to put a first ACC bylaw in place;
- The City be permitted to continue to use the City's Current Interim Density Bonus Policy for in-stream applications from the date of provincial enactment of the New Density Benefit Zoning regulations, for a further two years following enactment to enable collection of funds for infrastructure and amenities required to serve community growth. Applications not achieving adoption at that date would be cancelled and must reapply.

This approach includes a fixed rate charge consistent with a key tenet of the legislation. It also would be generally consistent with the advocacy approach of at least some other municipalities. Staff consider that it would be the most efficient and transparent path to completing the in-stream applications, and that a two year extension would likely be sufficient time for in-stream applications to complete. It would ensure that the City is not left with additional funding gaps which had not been contemplated in the provincial legislation.

NEXT STEPS

Should Council adopt the recommendation, the letter would be drafted by the Mayor's office and forwarded to the province for response.

As the intention of the City is to apply the Current Density Bonus Policy to in-stream applications, applicants would be advised that their application would need to be adopted by the final Council meeting in December 2027 or their application would be cancelled with no refund given. Such applications could subsequently reapply with full fees, and would be subject to the City financing growth regulations and policies in place at that time.

FINANCIAL IMPLICATIONS

Staff estimate that the amount of potential financing growth funds in question would be in the order of \$60M - \$100M, which would be used to fund an array of amenities for the community.

OPTIONS

1. *That a letter be sent by the Mayor's Office, on behalf of Council to the provincial Minister of Housing and Municipal Affairs, requesting that the new Density Benefit Regulations be enacted no earlier than December 30, 2025 and that the City be permitted to continue to apply the City's current interim Density Bonus Policy to any development applications in stream on the date of enactment, for a further two years following enactment, to enable collection of funds for infrastructure and amenities required to serve community growth.*
2. *That Council provide staff with alternative direction.*

Staff recommend Option 1.

ATTACHMENTS

Attachment 1: Key Financing Growth Tools Historically Used by the City

APPROVALS

This report was prepared by:
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This report was reviewed by:
Rupinder Basi, Deputy Director, Planning

This report was approved by:
Jackie Teed, Director, Planning and Development
Lisa Spitale, Chief Administrative Officer

Attachment 1

Key Financing Growth Tools Historically Used by the City

Key Financing Growth Tools Historically Used by the City

Historically, the City has generally obtained development contributions to help fund amenities needed by the new population through:

- Negotiated Voluntary Amenity Charges (also called Community Amenity Charges), which are neither authorized, nor restricted through the Local Government Act;
- Density Bonus zoning, which is authorized through the Local Government Act, and has been in place for Downtown properties for a number of years, but which developers have not used in favour of negotiated Voluntary Amenity Charges; and,
- More recently, an Interim Density Bonus Policy that sets a charge per square foot (vs. negotiated).
- Development Cost Charges (DCCs) which are utilized to fund the cost of upgrading or providing infrastructure services

New Financing Growth Tools

- **Amenity Cost Charges (ACC)** - permit cities to charge developments for amenities, with or without rezoning applications, by adopting an ACC Bylaw. ACCs are intended to fund community amenities such as community centres, libraries or public plazas
- **Density Benefit Zoning** – replaces and functions similarly to Density Bonus Zoning. It is a tool whereby local governments can enable higher densities in exchange of providing affordable housing or amenities. The newer tool requires substantially more rigour including:
 - align it with Transit Oriented Development Area regulations;
 - align it with mandatory conditions for affordable and special needs housing;
 - undergo public consultation;
 - complete a financial feasibility analysis. and;
 - align with other required considerations.
 - This must be completed by the date set by the province, which is currently identified in Local Government Act s.797(6) as “a date that is on or after June 30, 2025.”
- **Inclusionary Zoning** – is a new tool which allows local governments to require that a portion of units in a new residential development to be allocated for affordable housing without the need for a rezoning application. In order to use this tool, Local Governments are required to undertake similar requirements to the above noted Density Benefit zoning, including: undertaking consultation and financial feasibility analysis as well as considering the most recent housing needs report
- **Development Cost Charges (DCCs)** – the DCC tool was expanded so that it may apply to additional items such as Fire Halls and Police Stations