

## Advisory Planning Commission

Tuesday, December 7, 2021, 6:00 p.m.

Meeting held electronically and open to public attendance

Council Chamber, City Hall

We recognize and respect that New Westminster is on the unceded and unsurrendered 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.

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	Pages
1. <b><u>CALL TO ORDER AND LAND ACKNOWLEDGEMENT</u></b>	
The Chair will open the meeting and provide a land acknowledgement.	
2. <b><u>CHANGES TO THE AGENDA</u></b>	
Addition or deletion of items.	
3. <b><u>ADOPTION OF MINUTES FROM PREVIOUS MEETINGS</u></b>	
3.1. September 21, 2021	3
4. <b><u>REPORTS AND PRESENTATIONS</u></b>	
4.1. <b>Official Community Plan Amendment and Heritage Revitalization Agreement: 514 Carnarvon Street</b>	9
The purpose of this report is to provide information to the Advisory Planning Commission on proposal and to request that the APC provide a motion of support or non-support for these applications. The heritage-related and urban design aspects of this proposal have been reviewed by the Community Heritage Commission and New Westminster Design Panel respectively.	
<b>Recommendation</b>	
THAT the Advisory Planning Committee provide a motion of support or non-support for the proposed Official Community Plan Amendment and Heritage Revitalization Agreement applications.	
a. <b>Correspondence</b>	72
4.2. <b>Heritage Revitalization Agreement Policy Refresh Principles</b>	76

The purpose of this report is to obtain the Commission's feedback on the housing choice principles proposed for the HRA Refresh policy project.

**Recommendation**

*This report does not include a staff recommendation and instead seeks feedback from the Commission.*

**5. NEW BUSINESS**

Items added to the agenda at the beginning of the meeting.

**6. UPCOMING MEETINGS**

Remaining scheduled meetings for the year, which take place at 6:00 p.m. unless otherwise noted:

To be determined.

**7. END OF MEETING**

## **ADVISORY PLANNING COMMISSION**

**Tuesday, September 21, 2021**

**Meeting held electronically and open to public attendance in Council Chambers**

### **MINUTES**

#### **VOTING MEMBERS PRESENT:**

Ken Bourdeau - Chair, Community Member\*  
Margaret Fairweather - Community Member\*  
Andrew Feltham - Community Member \*  
Tasha Henderson - Community Member\*  
Christa MacArthur - Community Member\*  
Angel Manguerra - Community Member\*

#### **REGRETS:**

Anthea Darychuk - Community Member  
Kseniia Latek - Community Member  
Christopher Lumsden - Community Member

#### **GUESTS:**

David Roppel - QuadReal\*  
Mark Thompson - Musson Cattell Mackey Partnership\*  
Sophie Perndl - Pooni Group\*

#### **STAFF:**

Emilie Adin - Director of Development Services\*  
Jacque Killawee - City Clerk  
Mike Watson - Senior Planner\*  
Carilyn Cook - Committee Clerk

\*Denotes electronic attendance

The meeting was called to order at 6:00 p.m.

#### **1.0 ADDITIONS TO AGENDA**

There were no additions.

## **2.0 ADOPTION OF MINUTES**

### **2.1 Adoption of the Minutes of Tuesday, March 16, 2021**

#### **MOVED and SECONDED**

*THAT the minutes of the March 16, 2021 Advisory Planning Commission meeting be adopted as circulated.*

**CARRIED.**

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

## **3.0 INFORMATION PRESENTATIONS**

### **3.1 97 Braid Street – Sapperton Green Master Planned Community – Project Introduction Official Community Plan Amendment**

Mike Watson, Senior Planner, summarized the September 21, 2021 report with respect to 97 Braid Street: Sapperton Green regarding a revised master plan concept in support of rezoning and Official Community Plan Amendment applications for the development.

David Roppel of QuadReal, Sophie Perndl of Pooni Group, and Mark Thompson of Musson Cattell Mackey Partnership provided a PowerPoint presentation on the development which included but was not limited to:

- Site context
- The Official Community Plan process
- Transit context and transit-oriented design of the space
- Affordable and market rental housing
- Community facilities and open space
- Employment and retail development
- Public realm interface including primary and secondary connectors
- Precinct guidelines
- Phasing, parcelization, and land use
- Density and height

In response to questions from the Commission, Ms. Perndl and Messrs. Watson, Roppel, and Thompson provided the following information:

- Universal access was a primary consideration in many of the design details and the maximum grade on the pathways will be 5%. In some areas, the bike path will be located off of the street at some points to facilitate retail shops in the area;
- A transportation study is underway and will include parking requirements and a robust transportation demand management plan and will continue to be

addressed through ongoing work with the Ministry of Transportation and TransLink;

- The number of child care spaces that will be available at the City-owned child care centre, which will be operated by a non-profit organization, is currently being reassessed. There will, however, be opportunities for privately owned and operated child care in the area as well;
- Privately run child care spaces would meet the Provincial criteria for space per child, City standards for parking, and any other required regulations;
- With respect to the development's site names, including Sapperton Green, First Nations groups will be consulted during the naming process;
- The most significant change seen in the project over the years is the addition of affordable housing which added extra height to buildings;
- Throughout the development of the project, office and retail employment space was an important aspect for the City to retain as it is beneficial to the neighbourhood plan and to have employment opportunities onsite;
- A bus hub called "Transit Way" will remain on site and, while use of the station has been declining over the last five years, it is believed that the influx of people and better connectivity in the neighbourhood will encourage an increase of public transit use in the area;
- When the development design was first started, affordable housing was not a consideration; however, it is now a necessity that was challenging to incorporate it into an already developed amenity package and without greatly modifying the master plan;
- The rental space, including six percent designated as affordable housing, will see approximately 300 homes built over 255,000 square feet in three spaces of the development. The objective is to make the community reflect all of the housing types in New Westminster;
- Details such as who will build the affordable housing units, which will be operated by a non-profit organization, and who will receive the land are yet to be worked out between QuadReal, the City, and BC Housing;
- The wildfire interface guidelines will be developed in the coming months;
- The school district has been involved in the development of the project and are working to ensure they have the space to accommodate the influx of students that will come with the development;
- With respect to parking for the mixed use housing and retail space, it is hoped that there will be designated spots for taxi and ride share, drop offs, and less than 2 hour parking spots. These goals are actively being worked on with the City;
- There will be on-site retail parking and a parking component will also be provided for office spaces, with possibly different uses for the spots during the different times of day;
- Greenway amenities will be done along with construction of the buildings in Phases Two and Three of the development; however, there is a commitment to provide interim connectors to keep people moving through the site;

- Providing the affordable housing units in three buildings as opposed to spreading them throughout the site will make them easier for the non-profit organization to operate;
- The affordable housing units will be indistinguishable from the other units and have access to all amenities; however, the rent will be lower; and,
- Building density close to transit is a fundamental urban design detail and changes over time as we modify building designs, including for sustainable energy.

Members of the Commission provided the following comments:

- Greenway amenities are needed now, so they should be done sooner rather than later;
- It will be exciting to have the recreation and child care centres;
- Concern was expressed that there may not be enough child care spaces available to meet the need of residents and employees; and,
- Six percent of affordable housing does not seem to be enough.

### **3.2 Crisis Response Bylaw Amendments & Housing Projects in Downtown Queensborough**

Emilie Adin, Director of Development Services, summarized the Council report dated September 13, 2021 and provided a PowerPoint presentation regarding crisis response bylaw amendments which outlined:

- Background and context
- Existing opportunity to be responsive: 350-366 Fenton Street
- New opportunity to be responsive: 68 Sixth Street
- Next steps

In response to questions from the Commission, Ms. Adin provided the following information:

- Consultation will take place with the City's COVID-19 At-Risk and Vulnerable Populations and Seniors and Persons Living with Disabilities Task Forces and non-profit organizations in the fall. Discussions will continue with neighbours and key stakeholders in the specific sites mentioned;
- As senior levels of government deem responses to the housing and overdose crises as temporary, staff have opted to not put time limits on these responses such as what would be in place with Temporary Use Permits where approval would only be received for three years or less at a time;

- Senior levels of government need to know that their investment in things such as modular housing will assist them in achieving their goals and are wise investments;
- Currently, there is no consideration of separating purely temporary land uses from urgent land uses;
- A zoning bylaw sets out what uses are permitted and not permitted and they all transition over time. Many municipalities have a section of their zoning bylaw outlining uses permitted in any zone; however, New Westminster currently adds items to zones individually which takes a long time;
- Many discussions have taken place with the Provincial Government regarding changes that could be made to facilitate quick responses to crisis situations; and,
- While it would take years to have the Emergency Program Act updated, this is something that the City can address with the Provincial Government; and,
- If staff are going to Council with a rezoning or Official Community Plan amendment report, the Development Permit Application is often included, although staff do have delegated authority over them.

Members of the Commission provided the following comments:

- It is exciting to be moving forward with these positive proactive changes which will enable the City to address issues, such as those that we have experienced in the last year, more quickly;
- It is concerning that the four conditions are not land use conditions, they are ownership and funding conditions and zoning is for land use; and,
- Suggestions for additions to the Emergency Program Act include the addition of pandemic to the list of emergencies and allowance for mayors and councils to acquire or use any land considered necessary to respond to or alleviate the effects of an emergency.

#### **4.0 LAND USE APPLICATIONS**

There were no items.

#### **5.0 NEW BUSINESS**

There were no items.

#### **6.0 REPORTS AND INFORMATION**

There were no items.

**7.0 CORRESPONDENCE**

There were no items.

**8.0 NEXT MEETING**

October 19, 2021, Location to be confirmed

**9.0 ADJOURNMENT**

**ON MOTION**, the meeting adjourned at 8:04 p.m.

Certified Correct,

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**Ken Bourdeau**  
**Chair**

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**Carilyn Cook**  
**Committee Clerk**



# REPORT

## *Climate Action, Planning and Development*

<b>To:</b>	Advisory Planning Committee	<b>Date:</b>	December 7, 2021
<b>From:</b>	Rupinder Basi, Development Planning Supervisor	<b>File:</b>	OCP000010 HER00510
	Britney Dack, Senior Heritage Planner		
		<b>Item #:</b>	2021-613
<b>Subject:</b>	<b>Official Community Plan Amendment and Heritage Revitalization Agreement: 514 Carnarvon Street</b>		

### **RECOMMENDATION**

THAT the Advisory Planning Committee provide a motion of support or non-support for the proposed Official Community Plan Amendment and Heritage Revitalization Agreement applications.

### **EXECUTIVE SUMMARY**

This report provides information to the Advisory Planning Committee in regards to an Official Community Plan (OCP) amendment, a Heritage Revitalization Agreement (HRA) and a Special Development Permit (SDP) application that has been received for the Holy Trinity Cathedral site located at 514 Carnarvon Street.

The application would allow development of a 30 storey, 6.3 FSR tower with 271 market condo units, 14 secured market rental units (285 total), and institutional-use space for the Parish at the tower base.

In exchange, the development would include the following public amenities: (1) seismic and energy upgrades, and restoration of the exterior of the cathedral (to be retained on site), and its long term protection through Heritage Designation; (2) provision of a privately owned/publicly accessible plaza; and (3) creation of a fully accessible public pedestrian connection, with privately owned/publicly accessible elevator, between Carnarvon Street, and Clarkson Street, providing connection to the Columbia Street

SkyTrain station. The applicant is also proposing to include both First Nation interpretive signage/Public Art and programming space as per the consultation with the Kwantlen First Nation. Additionally, the project would support the Holy Trinity Parish by restoring the cathedral's interior (which would not be protected through Designation) and providing for other space needs and funding for their operations, including important community services and cathedral maintenance.

Community engagement on this project has been on-going since March 3, 2018

## **1.0 PURPOSE**

The purpose of this report is to provide information to the Advisory Planning Commission on proposal and to request that the APC provide a motion of support or non-support for these applications. The heritage-related and urban design aspects of this proposal have been reviewed by the Community Heritage Commission and New Westminster Design Panel respectively.

## **2.0 PROPOSAL**

### **2.1 Overview**

The applications would allow development of a residential tower with a new Parish Hall adjacent to the Holy Trinity Cathedral, and underground parking. In exchange, the applicant would conduct a seismic and energy upgrade, and exterior restoration of the high value heritage cathedral, which would be put under long-term legal protection through Heritage Designation Bylaw. The interior of the cathedral would also be renovated, but would not be protected by Designation.

The development would include a public plaza and pedestrian access between Carnarvon and Clarkson Streets and the Columbia Street SkyTrain station, with an elevator providing an accessible connection from the plaza to Clarkson Street. Both the plaza and pedestrian connection would be privately owned/publicly accessible spaces. Public access to these areas would be secured through legal agreements on title.

The key features of the current proposal include:

- 30 storey tower;
- 6.67 FSR (including cathedral and new tower);
- 285 residential units in the tower including:
  - 271 market condominium units;
  - 14 secured market rental units;
  - 0 secured non-market rental units;
- 202 proposed vehicle parking spaces (378 required) in a five storey underground parkade;
- 365 long-term bicycle parking spaces (357 spaces required);

- A number of TDM incentives would be considered as part of the development (e.g. car share, subsidized transit passes, shared use of visitor parking for church);
- Indoor/outdoor rooftop amenity space for residents, plus outdoor amenity space and dog relief area at ground level;
- Ground level Parish space (e.g. offices, multi-purpose hall), that would be used for community outreach, public events and available to rent by the general public;
- Publicly accessible plaza (e.g. for public markets, outdoor weddings, and informal daily use or gatherings);
- Elevator providing public pedestrian access between Carnarvon and Clarkson Streets;
- Improvements to both the Carnarvon Street and Clarkson Street road frontages;
- First Nations public art, interpretive historical signage, or other agreed-upon initiatives in partnership with the Kwantlen First Nation.

The project is being considered by the City as the density and height provided would be in support of:

- 1) restoring the exterior of the cathedral;
- 2) substantially upgrading the seismic elements of the cathedral;
- 3) renovating the interior of the cathedral;
- 4) constructing a new Parish Hall space for community service spaces and Parish operations;
- 5) establishing a new publicly accessible plaza;
- 6) provision of First Nations public art and programming space;
- 7) improving and securing public access (with accessibility) from Carnarvon Street to Church Street, Clarkson Street, and the Columbia Skytrain Station including a public elevator; and
- 8) funding future Parish operations and maintenance of the cathedral.

The proposed architectural and landscape drawings are included in the applicant submission package attached as **Appendix “A”**.

**2.2 Project Statistics**

Below is a summary of the project in statistics:

	Existing/Permitted/Required	Proposed
Existing Site Area (gross)	1,528 sq.m. (16,450 sq.ft.)	
Site Frontage	70.49 m. (231.79 sq.ft.)	
Lot Depth	40.23 m. (131.99 ft.)	
Floor Space Ratio	0.492 (Existing)	Residential: 6.3 Institutional: 0.37 Total: 6.67
Site Coverage at grade	32.48% (Existing)	34%

Site Coverage at 40 ft.	n/a	34%
Building Height	9.14 m. (30 ft.)	96.01 m. (315 ft.)
Number of Storeys	Up to 2	30
Residential Units	N/A	285
Unit Mix and Family-Friendly Housing	<p>Family Friendly Housing Requirements (Rental)</p> <p>2 &amp; 3 BDR: 2 units - 29% (min. 25%)                      3 BDR: 2 units – 29% (min. 5%)</p> <p>Family Friendly Housing Requirements (Strata Market)</p> <p>2 &amp; 3 BDR: 124 units – 45% (min. 30%)                      3 BDR: 28 units – 10% (min. 10%)</p>	<p><u>Secured Market Rental</u></p> <p>STUDIO: 4 units                      1 BDR: 6 units                      2 BDR: 2 units                      3 BDR: 2 units                      Total: 14 Units</p> <p><u>Strata Market</u></p> <p>STUDIO: 48 units                      1 BDR: 99 units                      2 BDR: 96 units                      3 BDR: 28 units                      Total: 271 Units</p>
Parking (TDM strategies outlined in Section 5.3 of this report)	<p>Residential (Strata) – 315 resident spaces and 27 visitor spaces</p> <p>Residential (Market Rental) – 14 resident spaces and 2 visitor spaces</p> <p>Church – 25 spaces</p> <p>Disabled Access Parking – 9 spaces</p> <p>Total Required = 378</p>	<p>Total Provided = 202 spaces</p> <ul style="list-style-type: none"> <li>- Residential = 155</li> <li>- Res. Visitor = 21</li> <li>- Church = 17</li> <li>- Res. Visitor and Church Shared = 8</li> <li>- Applicant proposing shared parking between church and residential visitor (8 spaces)</li> <li>- Applicant proposing 8 disabled access parking spaces</li> <li>- Project also qualifies for a 5% reduction given its proximity to the Columbia SkyTrain station.</li> </ul>
Loading	1 space	1 space
Bicycle Parking	Long Term = 357 Short Term = 12	Long Term = 365 Short Term = 12
EV Parking	100% of all residential spaces to contain energized Level 2 Outlet	100% of all residential spaces to contain energized Level 2 Outlet

**2.3 Restoration of Heritage Cathedral**

The cathedral is a high value heritage site in New Westminster and has symbolic importance in the downtown. Though it is listed on the City’s Heritage Register, it is not protected and could be demolished. As part of the Heritage Revitalization Agreement (HRA) application for this site, the cathedral would be Designated, which provides the building with long-term legal protection.

Additionally, the project would restore the existing historic structure and envelope materials of the cathedral, while undertaking a rehabilitation that will upgrade its structure and services to increase its functionality. A substantial seismic, energy, and safety update is proposed for the building as part of the project. Plumbing would be added, and electrical and other mechanical systems brought up to a contemporary standard. Overall, this is a substantial conservation project which meets a very high level of heritage practice. It may be the most extensive restoration project undertaken in the city to date.

The heritage value of the cathedral lies in its location on the site, its continued use as a place of worship, the view of the cathedral from Columbia Street, and its defining architectural features and materials. All of these heritage value elements are preserved through this application. Restoration interventions are proposed to preserve character-defining elements of the cathedral and restore elements that have been altered over the years.

**3.0 POLICY AND REGULATIONS**

**3.1 Official Community Plan**

Land Use Designation

The existing OCP designation for this site is Residential – Mid Rise Apartment which permits buildings up to 12 storeys including mid-rise apartments, low rise apartments, townhouses, stacked townhouses, row houses, community amenities (such as churches, child care, community space) and small-scale retail and service uses (such as restaurants or stores).

The subject site is within the Albert Crescent Precinct of the Downtown Plan. The intent of this Precinct is to encourage the development of more ground-oriented housing and housing suitable for families, to preserve the existing market rental housing stock, and to respect, enhance and celebrate the recognized heritage resources such as Irving House and the four historic churches in the area, which includes the Cathedral.

Given that the applicant is proposing a high-rise on the site, the proposal is not consistent with the current OCP Land Use Designation. The City is considering a

change in Land Use Designation as the proposal supports the City’s heritage and housing policy goals.

Development Permit Area

The subject property is located within the Downtown Development Permit Area. The intent of this DPA designation is to “ensure that new development supports a vibrant, pleasant, and people oriented downtown.” The guidelines for Downtown are based upon the following objectives for development:

- Reflect the context of New Westminster and unique characteristics such as history, views and topography.
- Support the protection and revitalization of heritage buildings and the neighbourhood’s heritage character.
- Provide safe and pleasant streets and public spaces where pedestrians feel comfortable and welcome.
- Create a positive, people oriented connection between new buildings and the street, between public and private spaces.
- Protect important public views, and ensure light and air penetration to the street.
- Guide the development of new buildings which conserve energy, materials and water.
- Maximize opportunities for rooftop features which generate energy, minimize runoff and create multipurpose green spaces.
- Promote sustainable modes of transport (e.g., walking, cycling, transit).

**3.2 Downtown Building and Public Realm Design Guidelines and Master Plan**

The Downtown Building and Public Realm Design Guidelines and Master Plan provides guidance in achieving a high quality, cohesive Downtown that honours the historical and cultural context of New Westminster. This document serves as a toolkit to inform public realm improvements both on and off-site within the Downtown area.

The subject site is located on the eastern edge of the Albert Crescent Precinct in the Downtown Building and Public Realm Design Guidelines. This area is described as follows within the guidelines:

*The Albert Crescent Precinct will maintain its residential character, with some mixed-use land uses at its western edge close to Sixth Street. Future improvements will aim to enhance the human scale of development, enhancing the pedestrian experience and respecting recognized heritage resources. This Precinct will continue to provide easy access to a range of amenities and services. It will be served by two neighbourhood parks which incorporate active play spaces, and will be connected to Queens Park and Westminster Pier Park through enhanced pedestrian connections.*

**3.3 Zoning Bylaw**

The existing zoning for the subject property is Public and Institutional District (P-1). The intent of this zone is to allow institutional uses at a low density (FSR of 0.6). The proposed mixed use development does not comply with this zone. A Heritage Revitalization Agreement is being considered to support this mixed used development, in exchange for the conservation and seismic upgrade of Holy Trinity Cathedral.

**3.4 Heritage Revitalization Agreement**

A Heritage Revitalization Agreement (HRA) is a negotiated agreement between the City and a property owner for the purposes of heritage conservation. In exchange for long-term legal protection through a Heritage Designation Bylaw (see below) and exterior restoration, certain zoning relaxations including an increase in height and density or reductions in parking, are considered appropriate incentives that offer property owners a financially viable means for conservation. An HRA is not precedent setting, as each one is unique to a specific site. The *Policy for the Use of HRAs* lays out the process for HRAs and the relaxations which may be considered.

**3.5 Secured Market Rental Housing Policy**

The project would provide secured market rental housing and support the City’s objective of increasing the supply of rental housing and ensuring security of tenure over time. The applicant will be required to enter into a Housing Agreement with the City as a condition of the OCP Amendment and HRA applications.

**3.6 Family-Friendly Housing Policy**

The proposed building would need to provide for family-friendly housing units in accordance with the Family-Friendly Housing Bylaw for both the secured market rental and market condominium portions of the project. As currently proposed, the project would meet the requirements of the City’s Family-Friendly Housing Bylaw for the market condominium and secured market rental units. As such, a minimum of 30% of the proposed market strata units would be two and three bedroom with at least 10% of the total number of units being three-bedroom. For the secured market rental units, a minimum of 25% of the units would be two and three bedroom units with at least 5% of the total number of units being three bedrooms or more.

**3.7 Downtown Transportation Plan**

The Downtown Transportation Plan (DTP) identifies Carnarvon Street as a Collector, “Complete Street” and an Enhanced Pedestrian Route. As per the DTP, a “Complete Street” is one that contains pedestrian amenities, cycling lane, wider sidewalks with

barriers to accessibility removed, increase street tree canopy as opportunities arise and transit priority measures and transit stop amenities. The DTP also identifies pedestrian and cycling improvements along Carnarvon Street including separated cycling lane along the south side of the street, and a mid-block pedestrian connection at the subject site to improve pedestrian connectivity to the Columbia SkyTrain station.

Clarkson Street is designated as a Narrow Street in the City’s Master Transportation Plan (MTP). Vehicular access into the site would be required from this street and the proposed development would provide for a pedestrian connection between Carnarvon Street to Clarkson Street to improve accessibility through the site and to Columbia SkyTrain station.

The development would be required to address these noted improvements as part of the on-site and off-site design requirements for the project.

**4.0 BACKGROUND**

**4.1 Site Characteristics and Context**

The subject property is located within the Albert Crescent Precinct of the Downtown neighbourhood, in an area consisting of a mix of multi-family residential, single-family residential, commercial, and institutional uses (see Figure 1 below). The site is bordered to the north by Carnarvon Street and to the south by Clarkson Street and is within half a block of both Sixth Street and Columbia Street. There is a publicly used private passageway through the property from Carnarvon to Clarkson Street, providing pedestrian access to the Columbia Street SkyTrain station.

There are currently two buildings on site: Saint George’s Hall (1,016 sq. m./10,934 sq. ft.; western building) and the Holy Trinity Cathedral (512 sq. m./5,516 sq. ft.; eastern building). At the Carnarvon Street frontage, the cathedral building is lower than the street level and is very close to the front property line. The Hall is at grade on Carnarvon Street. The property slopes, creating a substantial grade difference between Carnarvon Street (higher) and Clarkson Street (lower).

Currently the Floor Space Ratio (FSR) for the site is 0.492, which is less than the Zoning Bylaw entitlement for the site.





Figure 1: Site Context Map, property highlighted in bold blue lines

**4.2 Proximity to Transit Service**

The site is 76 metres (250 feet) away from Sixth Street which is part of the Frequent Transit Network Route and is also identified as a ‘Great Street’ in the Master and Downtown Transportation Plans. The site is 185 metres (607 feet) south of the future Agnes Greenway on Carnarvon Street with future links to BC Parkway and Central Valley Greenway. The site is less than one block (less than 25 metres / 82 feet) from the Columbia SkyTrain Station, and is within the SkyTrain precinct boundary, as identified in the Downtown Community Plan.

<b>Transit Service:</b>	<b>Project Distance</b>
<b>SkyTrain Station (Frequent Transit Network)</b>	25 metres (82 feet)
<b>Bus Stop (Sixth St / Columbia St) (Frequent Transit Network)</b>	102 metres (335 feet)

**5.0 ANALYSIS**

**5.1 Tower Height, Scale and Massing**

Downtown Deign Guidelines

The tower has been sited and designed in accordance with the Downtown Building and Public Realm Design Guidelines and Master Plan when it comes to providing adequate separation from adjacent towers. 38 metres (125 ft.) separation would be maintained where guidelines outline minimum 27 m. (88.5 ft.). The tower floorplate is approximately 750 sq. m. (8,073 sq.ft.), which is in keeping with design guidelines for tower developments. These approaches allow for greater view corridor preservation, privacy and light penetration.

### Relationship to Heritage Cathedral

Given the height of 30 storeys, the proposed building is not considered to be consistent with City heritage policy and best practice, which seeks to ensure heritage sites are not overwhelmed by adjacent buildings. Staff considers that, from a heritage evaluation perspective, any building over six storeys constructed adjacent to the cathedral would have an impact on the heritage character of the site.

However, the cathedral is not legally protected and could be at risk of demolition without the needed upgrades. The height of the proposed tower would provide the funds for greatly required seismic and mechanical updates to the cathedral. This work is necessary both for use today and to ensure its continued use into the future. Additionally, the applicants indicate that the proposed rental units in the tower would provide income for ongoing maintenance of the cathedral, which would also ensure its future. As such, staff deem the height of the tower is appropriate in exchange for the long-term retention, restoration, and protection of the cathedral, regardless of the potential impact of the tower height to the site's overall heritage character.

Staff have been working with the applicants to mitigate the impact of the tower on the cathedral, while maintaining adequate open space on site, and given other site design constraints. The cantilevered step-backs at the base of the tower are designed to be reflective of the heritage buildings on each side, and were created with the goal of providing distance between the heritage buildings and the tower, which works to address the tower massing.

### View and Sun/Shade Analysis Shadowing

The applicant has provided both a View Analysis and Shadow Analysis as part of their drawing submission (see Appendix "A"). The View Analysis shows how the views of surrounding buildings and public spaces would be impacted as a result of the proposed tower. This coupled with smaller tower floor plate is intended to help mitigate impacts to surrounding views.

The applicant has also provided a Shade Analysis and this analysis shows that shading from the proposed tower would happen over Carnarvon Street, moving from west to east during the summer solstice as well as spring and fall equinox. There would be shadowing impacts to the proposed public plaza area which would be greatest during

the later afternoon hours. However, the plaza would be south facing with morning sunlight and partial views towards the river. Having a taller, more slender tower will result in lesser shadowing impacts compared to a tower with a larger floorplate and bulkier massing.

**5.2 Public Realm and Street Frontage Activation**

The current proposal provides high quality public realm improvements. Proposed are:

- 1. improvements to both the Carnarvon Street and Clarkson Street road frontages;
- 2. a privately-owned, publically accessible plaza, south facing with good views towards the water; and
- 3. an accessible public connection between Carnarvon Street and Clarkson Street, via stairs and a privately owned/publicly accessible elevator.

Streetscape improvements and public realm design will be finalized through the further detailed design review. Public access to the walkways, plaza, stairs and elevator will be secured through legal agreements. The applicant has been working with the Engineering and Parks and Recreation Departments regarding these proposed improvements.

**5.3 Transportation Study**

The proposal includes 47% less parking than required (202 of required 378 spaces), and a comprehensive Transportation Demand Management (TDM) strategy. This reduction exceeds the maximum 30% reduction allowed in the Zoning Bylaw. A Parking and Transportation Demand Management (TDM) Study has been prepared by a qualified transportation professional for the current proposal. The study provides analysis of parking space demand for similar uses (market rental, market strata) in similar location contexts (proximity to SkyTrain and the frequent transit network) from 29 sites in Metro Vancouver. Findings of the analysis indicates projected parking space demand relative to proposed parking space supply as follows:

<b>Land Use</b>	<b>Proposed Parking Space Supply (spaces/dwelling unit)</b>	<b>Projected Parking Space Demand (spaces/dwelling unit)</b>
Market Rental	0.43	0.49
Market Strata	0.58	0.69
Residential Visitor	0.07	0.05

Given the proposed parking space supply will be slightly lower than projected parking space demand for market rental and market strata uses, a comprehensive TDM strategy is proposed and includes the following:

- One car share vehicle and space;
- Car share memberships for 60 units ;
- Transit pass subsidy providing 100 preloaded Compass Cards;

- Public bike share station with electrical service to accommodate future e-bike charging;
- A bicycle maintenance room supplied with maintenance tools and accessible to all site users;
- End of trip facility for the Parish;
- Transportation marketing services;
- Wayfinding signage to help direct pedestrians; and
- Provision of an accessible connection from Carnarvon Street to Clarkson Street

Staff considers the site to be an appropriate location for a car light development given the site's proximity to transit. Further, given the findings of the Parking and TDM Study regarding projected parking space demand relative to proposed parking space supply, combined with the proposed TDM program, Staff conclude that the proposed vehicle parking space variances are sufficiently addressed.

## **6.0 DISCUSSION**

### **6.1 Proposed OCP Amendment**

The proposed development is not consistent with the site's existing land use designation (Residential – Mid Rise Apartment) in the OCP. As such, an amendment would be required for the project to proceed. The proposed amendment would change the land use designation to "Residential – Tower Apartment". This designation is intended for residential towers on sites which also include community amenities such as churches or community space; both of which are provided through the proposed development.

The site also lies within one of two SkyTrain Precincts as identified in the Downtown Community Plan. These precincts are intended to accommodate high density mixed use development, recognizing SkyTrain's significant role in reducing the need for a private automobiles and helping advance several of Downtown's sustainability objectives.

Given that additional height and density can be considered through a Heritage Revitalization Agreement (HRA), as well as the context, location, and community amenities provided, it could be warranted to consider an application for a high-rise tower on this site.

*Does the Commission support consideration of a tower aligned with the "Residential – Tower Apartment" land use designation at this location?*

### **6.2 Balance of Benefits**

The significant restoration of a high value heritage asset, and the accessible public plaza, elevator and walkway proposal, are good amenities for the community. The proposal supports Council priorities, such as: creating a car-light community by locating

residential near transit; constructing a quality people-centred public realm; supporting housing choice (rental, ownership, family-friendly housing); and reconciliation, by exploring the inclusion of First Nations public art, interpretive historical signage or other initiatives in partnership with the Kwantlen First Nation. Part of Council's consideration of this project is determining if there is a balance of community benefits as compared to the benefits that would be conferred to the applicant through the proposed development.

*Does the Commission feel sufficient community amenities are provided to consider an Official Community Plan amendment for this project?*

## **7.0 PUBLIC AND COMMITTEE CONSULTATION**

### **7.1 Public Consultation**

In 2018, the applicant undertook consultation with the community and stakeholders, which included an open house held in March 2018 as well as meetings with First Nations, adjacent strata buildings, the New Westminster Downtown Residents' Association, and the New Westminster Business Improvement Association. The applicant has provided a summary of their consultation to date which can be found [here](#).

The applicants also hosted an applicant-led Open House on November 30, 2021 at the existing Parish Hall (514 Carnarvon Street) as well as a Virtual Open House on December 1, 2021 (held via Zoom). The applicant will be providing a summary of these consultations as part of their presentation to the APC.

The applicants have also created a project webpage for their project which can be viewed [here](#). This webpage includes a survey questionnaire that can be filled out by those looking to provide feedback on their website.

A written summary of the feedback received from the applicant's open houses and survey questionnaire responses se consultations will be included as part of the public consultation summary that will be provided to Council when these applications are brought forward for formal consideration.

The City has also created a dedicated webpage on BE HEARD NEW WEST for the project which can be found [here](#). The webpage also includes a commenting form and all responses received will be summarized and provided to Council when these applications are brought forward for formal consideration.

### **7.2 Community Heritage Commission Review**

The project was reviewed and supported by the Community Heritage Commission on April 4, 2018 ([agenda / minutes](#)). The project was also reviewed and supported by the New Westminster Design Panel on May 22, 2018 (Agenda [Pt.1](#) and [Pt.2 / Minutes](#)).

## **8.0 PROCESS**

**8.1 Application Review Process**

The application is progressing through the City’s development process. The following steps have been completed to date:

- 1. Preliminary Report to Land Use and Planning Committee (LUPC) (March 6, 2017, October 16, 2017 and January 29, 2018);
- 2. Preliminary Report to Council from LUPC to Council (February 19, 2018);
- 3. Presentation to the Community Heritage Commission (April 4, 2018);
- 4. Applicant presentation to the Downtown Residents’ Association (March 3, 2018);
- 5. Applicant presentation to the New Westminster Business Improvement Association (March 6, 2018);
- 6. Developer-led Open House #1 (March 14, 2018);
- 7. OCP Consultation (Section 475 and 476) Report to Council (May 7, 2018);
- 8. Presentation to the New Westminster Design Panel (May 22, 2018);
- 9. Follow-up Report to Land Use and Planning Committee (LUPC) (August 30, 2021);
- 10. Developer-led Open House #2 (November 30, 2021);
- 11. Developer-led Open House #3 (Virtual) (December 1, 2021);
- 12. Presentation to Advisory Planning Commission (**WE ARE HERE**);

Next Steps:

- 13. Report to Council for Consideration of First and Second Reading of OCP Amendment and Heritage Bylaws;
- 14. Public Hearing and Council consideration of Third Reading of OCP Amendment and Heritage Bylaws ;
- 15. Completion of Adoption Requirements;
- 16. Council Consideration of Final Adoption of OCP Amendment and Heritage Bylaws.

**9.0 LAND USE QUESTIONS FOR APC**

The Advisory Planning Commission is being asked to review the Official Community Plan amendment application for this project, and provide feedback related to the following:

- 1. Does the Commission support consideration of a tower aligned with the “Residential – Tower Apartment” land use designation at this location?
- 2. Does the Commission feel sufficient community amenities are provided to consider an Official Community Plan amendment for this project?

**10.0 OPTIONS**

The Commission is also being asked to provide a recommendation to Council on this application. The following options are offered for the Commission's consideration:

- 1) That the Advisory Planning Commission recommend that Council support the Official Community Plan Amendment application at 514 Carnarvon St;
- 2) That the Advisory Planning Commission recommend that Council does not support the Official Community Plan Amendment; or
- 3) That the Advisory Planning Commission provide an alternative recommendation, stemming from elements identified in their discussion.

### **ATTACHMENTS**

Appendix A: Applicant Drawing Submission

This report was prepared and reviewed by:

Rupinder Basi, Development Planning Supervisor  
Britney Dack, Senior Heritage Planner

*Appendix A:*  
*Applicant Drawing Submission*





FRANCL  
ARCHITECTURE

CONWEST  
GROUP OF COMPANIES



514 Carnarvon St

The Holy Trinity  
Anglican  
Cathedral  
Renewal

APC

514 Carnarvon St

10/18/21

# Project Team



<i>Client</i>	<b>Holy Trinity Anglican Cathedral</b>  514 Carnarvon St New Westminster, BC V3L 1C4	<i>Landscape Architect</i>	<b>Durante Kreuk Landscape architects</b> 102 - 1637 West 5th Avenue Vancouver, BC V6J 1N5 T: 604-684-4611	<i>Electrical</i>	<b>Nemetz Electrical</b>  2009 West 4th Avenue Vancouver, BC V6J 1N3 T: 604-736-6562	<i>Housing Consultant</i>	<b>Terra Housing Consultants</b>  2750 Rupert St, Vancouver, BC V5M 3T7 T: 604-736-8416	
<i>Development Partner</i>	<b>Conwest Developments Ltd.</b>  401-1930 Pandora St Vancouver, BC V5L 0C7 T: 604-293-3477	<i>Structural</i>	<b>Glotman-Simpson</b>  1661 West 5th Avenue, Vancouver, BC V6J 1N5 T: 604-734-8822	<i>Mechanical</i>	<b>MCW Group</b>  Suite 1400, 1111 West Georgia Street Vancouver, BC V6E 4M3 T: 604-687-1821			514 Carnarvon St
<i>Architect</i>	<b>Francl Architecture</b>  970 Homer St, Vancouver, BC V6B 2W7 T: 604-688-3252	<i>Traffic Consultant</i>	<b>Bunt &amp; Associates</b>  Suite 1550, 1050 West Pender St, Vancouver, BC V8W 1G2 T: 604-685-6427	<i>Code Fire Protection</i>	<b>CFT Engineering</b>  #800 - 1901 Rosser Avenue Burnaby, BC V5C 6R6 T: 604-684-2384			
<i>Heritage Consultant</i>	<b>Donald Luxton and Associates Inc.</b>  1030-470 Granville Street Vancouver, BC V6C 1V5 T: 778-899-7943	<i>Civil</i>	<b>CORE Group</b>  320- 8988 Fraserton Court, Burnaby, BC V5J 5H8 T: 604-299-0605	<i>Envelope</i>	<b>Morrison Hershifield</b>  4321 Still Creek Dr #310, Burnaby, BC V5C 6S7 T: 604-454-0402			Project Team

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514 Carnarvon St

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# Conwest Cover Letter

CONWEST



Delivered By Email

October 18, 2021

Mr. Rupinder Basl, MCIP, RPP, Supervisor of Development Planning  
Development Services, Planning  
City of New Westminster  
511 Royal Avenue, New Westminster, BC, V3L 1H9

Dear Rupinder,

**RE: 514 Carnarvon Street (Holy Trinity Cathedral): Advisory Planning Commission Submission**

In partnership with the Holy Trinity Cathedral of New Westminster and The HTC Housing Society, we are pleased to submit the attached Advisory Planning Commission package related to the Heritage Revitalization (HRA) and OCP amendment application.

This project, which includes the HTC Church Revitalization and Tower development, will provide a significant benefit to the neighbourhood and the City of New Westminster and delivers on a number of community objectives, including:

- Heritage revitalization of the 1859 Holy Trinity Cathedral, including seismic upgrade;
- New Parish Hall that will continue to serve community groups and organizations in various ways;
- 14 market rental housing units, which will be owned and managed by the Holy Trinity Cathedral;
- A variety of initiatives toward reconciliation and inclusion of Indigenous communities, which include but are not limited to, preservation of hənq̓amiñəm language, inclusion of First Nation public artwork, space for programming to support Indigenous communities;
- A publicly accessible plaza to provide a community gathering space;
- Accessible public pathway to provide access across the site from Carnarvon Street and Clarkson Street; and
- Car light community and a variety of TDM initiatives.

Conwest and the Holy Trinity Cathedral have been working together for many years and have enjoyed the support of the Community Heritage Commission, CNW Design Panel and Land Use Planning Committee.

We look forward to the opportunity to present this exciting addition in Downtown New Westminster to The Advisory Planning Commission for review and consideration.

Sincerely,

  
Joe Carrera, AACI, P.App  
VP Development

  
The Ven. Richard Leggett, Ph.D.  
Vicar Holy Trinity Cathedral and  
Archdeacon of Westminster

Cc: Jackie Teed, Manager of Planning  
Emilie Adin, Director of Development Services  
Ben Taddei, COO, Conwest

CONWEST  
GROUP OF COMPANIES

514 Carnarvon St

Conwest Cover  
Letter

03

# Reconciliation, Inclusion, and Engagement



October 4, 2021

Mr. Rupinder Basi, Supervisor, Development Planning  
 Development Services, Planning  
 City of New Westminster  
 511 Royal Avenue, New Westminster, BC  
 V3L 1H9

Dear Mr. Basi,

**Re: Proposed Official Community Plan Amendment for Holy Trinity Cathedral at 514 Carnarvon St.**

I am writing to confirm that I met with the Conwest Development Team on September 8<sup>th</sup>, 2021, and September 17<sup>th</sup>, 2021, and had the opportunity to further discuss the proposed development at 514 Carnarvon Street in New Westminster. Kwantlen Lands Department recognizes the significance and importance of this project to the City of New Westminster.

Conwest Developments and Kwantlen Lands, Resources and Stewardship (KLRS) remain committed to working together on a mutually beneficial basis. Conwest recognizes the importance of cultural recognition and placemaking for the Kwantlen First Nation as it relates to this project. It is understood that this could be achieved through initiatives that support hənq̓əmiḥən̓ language preservation and the incorporation of public art. These initiatives may include, but are not limited to:

- Use of language through interpretive signage, signage in hənq̓əmiḥən̓, and/or additional language opportunities;
- Incorporation of Kwantlen First Nation public artwork (see Public Art Incorporation Drawing attached);
- Spaces for programming to support the Kwantlen First Nation.

We look forward to working with the Conwest Development Team, Holy Trinity Cathedral, and the City of New Westminster on these cultural recognition initiatives. KLRS trusts that this letter provides the support necessary to move this project forward.

Sincerely,

*Ashley Doyle*

Ashley Doyle  
 Lands Manager | Kwantlen Lands, Resources and Stewardship

Cc: Joe Carreira, VP Development, Conwest Developments  
 Tumia Knott, Councillor, Kwantlen First Nation  
 Josie Iaci, Referrals Coordinator, KLRS

Enclosure: Public Art Potential Locations



514 Carnarvon St



KPU Langley Indigenous Artwork  
 – Brandon Gabriel



"The Rivers that Connect Us"  
 – Phyllis Atkins,  
 Drew Atkins, and Aaron Jordan



"We Are All Connected to This Land"  
 – Phyllis Atkins

Reconciliation,  
 Inclusion, and  
 Engagement

# Reconciliation, Inclusion, and Engagement



23 September 2021

Mr Rupinder Basi  
Development Services, Planning  
City of New Westminster  
511 Royal Avenue  
New Westminster BC V3L 1H9

Dear Mr Basi,

## Re Redevelopment Application and Reconciliation

During the recent Land Use and Planning Committee meeting, members of the Committee pondered how the redevelopment proposal for Holy Trinity Anglican Cathedral could contribute to our shared commitment to reconciliation with the Indigenous People on whose lands we serve and worship. I thought that it would be helpful to provide a fuller response than was possible during the meeting.

On 6 August 1993 Archbishop Michael Peers, the Primate (presiding bishop) of the Anglican Church of Canada, at a gathering of the leaders of Indigenous Anglican communities, issued a formal apology for the role of the Anglican Church of Canada in the residential schools. His apology was the beginning of our Church's commitment to reconciliation.

- As a national Church we paid our full share of the residential schools' settlement fund and, when the Federal Government returned some of those funds to the Church, these funds were recommitted to on-going programs and initiatives towards reconciliation.
- We established a framework for and have taken concrete steps towards the creation of a self-determining Indigenous church within the Anglican Church of Canada.
- In collaboration with Indigenous leaders we have created a national resource to aid congregations and dioceses (our regional judicatories) to grow as allies in reconciliation ([www.anglican.ca/tr](http://www.anglican.ca/tr)).

The Diocese of New Westminster, the regional judicatory of the Anglican Church of Canada, in the Lower Mainland and Fraser Valley, has also committed its resources to facilitate reconciliation between settler and Indigenous communities in this region of the Province.

- Our Mission Priorities emphasize reconciliation and respect for diversity ([www.vancouver.anglican.ca/anglican-church/the-diocese-of-new-westminster](http://www.vancouver.anglican.ca/anglican-church/the-diocese-of-new-westminster)).
- We have a dedicated staff member charged with facilitating Indigenous Justice ([www.vancouver.anglican.ca/diocesan-ministries/indigenous-justice](http://www.vancouver.anglican.ca/diocesan-ministries/indigenous-justice)).

- In addition to the resources of our national church, our Diocese has also created program resources to assist congregations to grow into more reconciling communities.

Holy Trinity Cathedral is deeply aware that its own history is entwined with the history of colonialization in Canada and in British Columbia. Even as Anglican worship began in September of 1859 in New Westminster, the government was displacing Indigenous communities from their ancestral lands along the Fraser River.

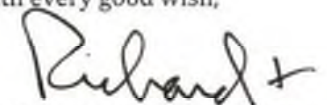
As a Christian community in the Anglican tradition, we believe that we must embody our commitment to reconciliation in the buildings we raise and the places we shape just as we believe God's love for the world is embodied in human form in Jesus Christ. We believe that space for reconciliation between settler and Indigenous communities could include:

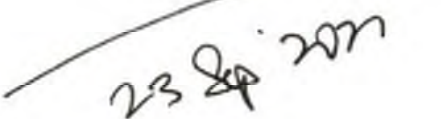
- signage in hənq̓əmiñəḥ;
- Indigenous art either in free-standing forms or incorporated in the building's design features;
- interpretive signage regarding the historical context;
- programming to support the City and Indigenous communities in reconciliation, and
- other mutually sustainable initiatives.

As part of the application process, at least sixteen Indigenous communities have been notified at various stages. The Kwikwetlem First Nation participated in the archaeological report process. Conwest, our development partner, has been in conversation with the Kwantlen First Nation and these conversations are on-going. We have reached out to the Qayqayt First Nation, but no conversations have been held to date.

Reconciliation between settler and Indigenous communities is and will continue to be a lengthy process as we restore right relationships and address systemic wrongs. We hope that the redevelopment of the Cathedral properties will be one step towards the right relationship that we all desire.

With every good wish,

  
The Venerable Richard Geoffrey Leggett, Ph.D.  
Vicar of Holy Trinity Cathedral and  
Archdeacon of Westminster



Leggett to Basi re Reconciliation 2021 09 23

Example:



təməsewtx<sup>™</sup> Aquatic &  
Community Centre

Page 2 of 2

New Westminster Aquatic Centre  
named "Sea Otter" in hənq̓əmiñəḥ

514 Carnarvon St

Reconciliation,  
Inclusion, and  
Engagement

# BC Housing Letter and AOA



Home Office  
1701 - 4555 Kingsway  
Burnaby, BC V5H 4V8

Tel 604-439-4109  
Fax 604-433-5915

DELIVERED BY E-MAIL: [housingsociety@holytrinitycathedral.ca](mailto:housingsociety@holytrinitycathedral.ca)

June 4<sup>th</sup>, 2021

Carla Jones,  
HTC Housing Society  
514 Carnarvon St  
New Westminister, BC V3L 1C4

Dear Carla Jones,

**RE: RFP 1070-2021/28 Building BC: Community Housing Fund  
514 Carnarvon St, New Westminister**

We have reviewed your submission for the above Request for Proposals and regret to advise that your submission was not selected to proceed.

Due to the overwhelming number of proposals received from all regions in the province for the 3,600 affordable housing units in this call, we are unable to proceed with all projects at this time.

Should you wish to have a debrief meeting, one can be provided to review your submission by emailing [buildingbc@bchousing.org](mailto:buildingbc@bchousing.org). Feedback from this debrief may assist you in submitting proposals for future BC Housing calls.

The Community Housing Fund is a \$1.9 billion investment by the Province of BC to build more than 14,000 affordable rental homes for low- and moderate-income families and individuals by 2029. Thus far, roughly 8,600 homes have been allocated under this funding program.

We wish to thank you for your submission and invite you to respond to future BC Housing opportunities.

Yours truly,

Michael Lachocki  
Manager Procurement, Construction

Cc: James Forsyth



## ARCHEOLOGICAL OVERVIEW ASSESSMENT (AOA)



Kwkwetlem First Nation  
Lands and Resources Department

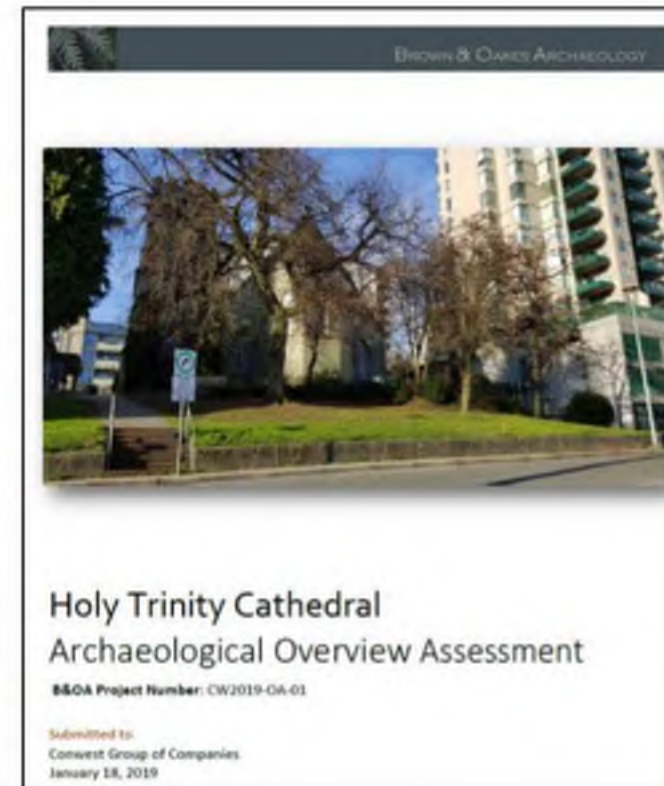
2-65 Colony Farm Road  
Coquitlam, B.C. V3C 5A3  
604-540-8688

k'w'ik'wə'xəm



Prepared by Brown & Oakes Archeology

Report dated January 18, 2019



514 Carnarvon St

### RECOMMENDATIONS

1. Additional field based archaeological impact assessment is not recommended.
2. Given that low archaeological potential does not equate with no potential, a project-specific Archaeological Chance Find Procedure (CFP) should be produced and implemented for project and construction managers prior to construction implementation. A CFP outlines the potential that undocumented protected archaeological materials may be present and procedural steps required if materials are suspected.
3. Site visits by the archaeological team during early phase ground-disturbance to confirm assumptions and conditions outlined in this report.

BC Housing  
Letter and AOA

Letter of Support re: Integrated Development Program

December 12, 2018



**TransLink**  
400 - 287 Nelson's Court  
New Westminster, BC V3L 0E7  
Canada  
Tel 778.375.7500  
www.translink.ca  
South Coast British Columbia  
Transportation Authority



December 12, 2018

Rupinder Basi  
City of New Westminster  
511 Royal Avenue  
New Westminster, BC V3L 1H9

514 Carnarvon St

Dear Mr. Basi:

**Re: Proposed 30 Storey Residential High-rise Development by The Holy Trinity Parish of New Westminster B.C. and Conwest Ventures Ltd. (together "the Applicant") at 514 Carnarvon Street, New Westminster, B.C., and as per City of New Westminster applications: OCP00010, HER00510 and SDP00198 (the "OCP Amendment").**

The Applicant has been participating in TransLink's Adjacent and Integrated Development ("AID") program. TransLink has reviewed Applicant's schematic plans and specifications for the proposed 30 storey residential high-rise residential development at 514 Carnarvon Street which includes the proposed pedestrian plaza, elevator and pedestrian access between Carnarvon and Clarkson Streets. We are satisfied with the Applicant's schematic design, have issued our Preliminary Design Acceptance to the Applicant, and we have no further comments that may affect the OCP Amendment.

Although we are only partway through our process of issuing written consent to the Applicant (which is a requirement under the existing AID agreement between TransLink and the Applicant before they can begin building construction), TransLink would not object if the City of New Westminster (the "City") approved the OCP Amendment as proposed.

We also ask that the City not release the Special Development Permit until such time as TransLink has issued its written AID consent to commence construction and advised the City accordingly.

Yours truly,  
**SOUTH COAST BRISH COLUMBIA TRANSPORTATION AUTHORITY**

Per:   
Glen Bury  
Development Manager, Real Estate Programs & Partnerships

Cc: Joe Carreira, Conwest Ventures Ltd.

Translink



# City of New Westminster - Strategic Plan

The City of New Westminster's Council has developed their 2019-2022 Strategic Plan to outline Council's vision and direction for seven key priority areas.

## VISION:

A vibrant, compassionate, sustainable city that includes everyone.

## PRIORITY AREAS:

- Affordable Housing
- Culture and Economic Development
- Environment and Climate
- Facilities, Infrastructure, and Public Realm
- Reconciliation, Inclusion, and Engagement
- Sustainable Transportation
- Organizational Effectiveness

## OFFICIAL COMMUNITY PLAN:

- The development proposal also delivers on The Community Vision principles in the City of New Westminster Official Community Plan including:
  - Community and Individual well being
  - Culture
  - Economy and Employment
  - Energy, Emission and Climate Change
  - Heritage
  - Housing
  - Public Realm and Urban Design



Affordable Housing



Culture and Economic Development



Environment and Climate



Facilities, Infrastructure, and Public Realm



Reconciliation, Inclusion, and Engagement



Sustainable Transportation

# Holy Trinity Cathedral Development Vision

## PRIORITY AREAS:

### Housing

- The project will deliver residential units across the Housing Continuum and create a variety of housing options.
- 14 secured market rental housing units will be created along with market ownership units.
- The parish hall, ground level plaza, and rooftop amenities will provide opportunities for social connectivity and livability.

### Culture and Economic Development

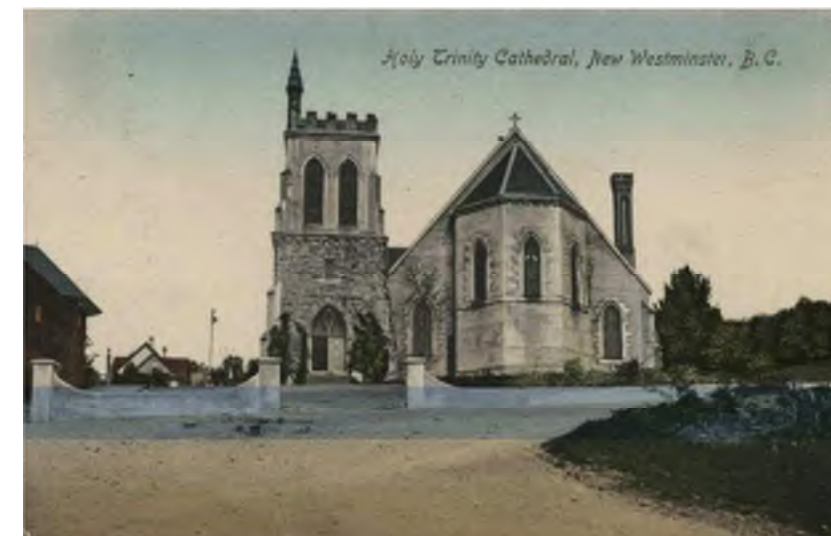
- The project will deliver a revitalized cathedral and create a new parish hall to deliver continued community services.
- This revitalization will include:
  - Space for community functions including programming, events and recreation;
  - A sense of belonging and community for disadvantaged populations; and
  - Space and programming for recovery and health programs.
  - The fully restored and seismically upgraded cathedral with adjacent plaza will serve as a reminder of historically significant gothic revival architecture and an important community focal and meeting point.

### Environment and Climate

- The proposed tower will be designed to meet BC Energy Step Code, which establishes measurable energy-efficiency requirements for new construction.
- The project will utilize best practices for construction, including the use of locally sourced materials.
- Restoration of the Cathedral minimizes use of new materials, including the developments environmental impact.
- The proximity to transit, car share program, public bike share station, bike maintenance room and end of trip facility will all serve to encourage walking, cycling and transit use.
- Electric car outlets will also encourage the use of low GHB mobility options.

### Facilities, Infrastructure, and Public Realm

- The project will provide a safe, accessible public walkway between Carnarvon and Clarkson Street improving access and safety to the Downtown shopping district and the Columbia Skytrain Station.
- Access will include a public elevator in accordance with universal design principles to accommodate the sloping site.
- A publicly accessible plaza will also provide a community gathering space with a variety of programming and socializing options.



# Holy Trinity Cathedral Development Vision

## Reconciliation, Inclusion, and Engagement

- The revitalization of the cathedral, and development of the tower will include a variety of initiatives toward reconciliation, including:
  - Project notification to over sixteen Indigenous communities active in the area;
  - Preservation of language through interpretive signage, signage in hən̓q̓əmiñə́m, and language opportunities;
  - Provide opportunity for incorporation of First Nation public artwork;
  - Physical indoor and outdoor spaces for programming to support Indigenous communities in cultural preservation;
  - Archaeological Overview Assessment with Kwikwetlem First Nation.

## Sustainable Transportation

- The HTC redevelopment in Downtown New Westminster is in close proximity to a transit station which will allow residents to live, work and play all within walking distance.
  - The proximity to transit, car share program, public bike share station, bike maintenance room and end of trip facility will all serve to encourage walking, cycling and transit use.
  - Electric car outlets will also encourage the use of low carbon mobility options.

## Organizational Effectiveness

The Project Team has and will continue to work with City of New Westminster Staff to develop a mutually beneficial project to the community.

## Heritage Revitalization Agreements, Zoning and Amendments

- The Downtown Density Bonus Program provides context for appropriate development scale to be achieved under a Heritage Revitalization Agreement.
- In order to deliver on the project and community objectives, an OCP amendment will be required from Mid Rise Apartment in keeping with the surrounding designations of Mixed-Use High Density and Residential Tower Apartments.
- The existing P-1 (Public and Institutional Use) Zoning will require amendment based on the community and heritage merit of the project through a Heritage Revitalization Agreement.

## Other Policy and Guidelines

- The Metro Vancouver 2040 (Regional Growth Strategy) encourages growth, particularly for higher density residential, commercial, and mixed-use development in proximity to transit.
- The proposed form of development fits within the downtown urban fabric and complies with the tower separation policy requirements.
- The proposal meets the requirements for Family-Friendly Guidelines, both for market rental and market condo units.



# Holy Trinity - Heritage Rationale

The proposed redevelopment of the Holy Trinity Cathedral site provides long-term protection of community heritage values through an extensive and complex program of rehabilitation of the heritage building within the context of contemporary interventions. This memo outlines the project scope, projected outcomes and conformance to Heritage Standards and Guidelines.

## HERITAGE VALUE

Holy Trinity is a historic parish, established in 1859, one of the first in the Mainland Colony of British Columbia. It is of heritage value for its association with Colonel Richard C. Moody of the Royal Engineers, who chose the location of the church in his original plan for the City. The first incarnation of this building was constructed of wood and burned in 1865, just five years after its completion. Its replacement was built two years later in sandstone, but could not withstand the Great New Westminster Fire of 1898. This current structure, constructed in 1898-99, was built incorporating the original surviving walls of the earlier building.

Holy Trinity Cathedral is a prime example of the work of prolific local architect George W. Grant, who designed many of the buildings in downtown New Westminster, both before and after the Great Fire of 1898. He redesigned and restored buildings that survived, and designed replacement blocks for those that were destroyed, which were much reduced in scale and opulence from the pre-fire buildings. Grant's success at the time was tied not only to his skill in designed but also directly to his expertise in building construction.

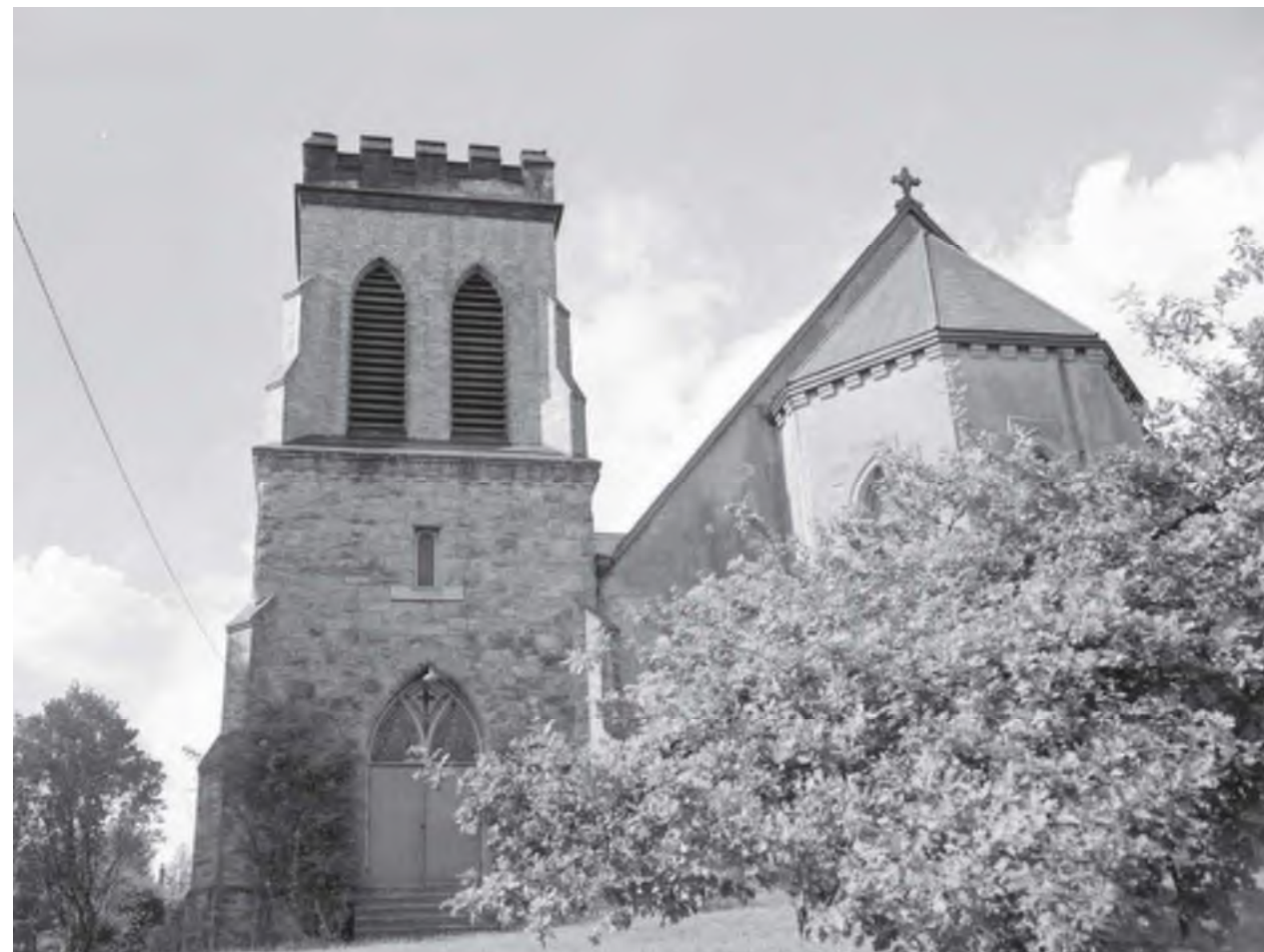
This cathedral is of architectural significance for its Gothic Revival style, popular in ecclesiastical construction of the time, and its majestic tower, which was redesigned in 1910 by architect Frank G. Gardiner. Gardiner had a prolific local architectural career, particularly with partner A.L. Mercer. Holy Trinity Cathedral contains art glass windows by Henry Bloomfeld & Sons, which installed decorative glass in numerous buildings at the time. The interior also boasts woodwork of native tree species.

## HERITAGE STATUS

- Holy Trinity Cathedral is listed on the City of New Westminster Heritage Register.
- A Statement of Significance and a Heritage Conservation Plan have been prepared.
- Holy Trinity Cathedral is not yet legally protected or designated.

## PROJECT FUNDAMENTALS

- The aging Parish Hall will be replaced, providing enhanced space for church and community functions and events.
- There will be an increase in the parking available for the Parish's use during services.
- Funds will be generated to seismically upgrade and restore the heritage church structure.
- An ongoing source of funds will be created for the upkeep of the heritage church.
- An ongoing source of funds will be created to allow operation of the Parish Hall and community areas for the public good.
- A more suitable exterior gathering place and surroundings will be created for Parish and community use.
- Continued public access through the site to be maintained and improved.



Holy Trinity Cathedral, 1949 [BC Archives I-28023]

514 Carnarvon St

Holy Trinity -  
Heritage  
Rationale

# Holy Trinity Cathedral - Heritage Rationale

There are many ways in which this project benefits the Parish as well as the citizens of New Westminster:

## Long-Term Conservation and Public Safety

The retention and upgrading of this historic church supports the City's goals of both heritage conservation and sustainability. The maintenance of landmark churches is also important for symbolic and traditional reasons, linking the past to the present and providing visual and symbolic anchors to the community as it develops. Historic churches are typically maintained by the congregation at little or no cost to overnment, a community benefit that adds to cultural diversity and social programming capacity.

The funds generated through this project will allow Life Safety and BC Building Code upgrading of the historic structure. This will include careful and sensitive seismic upgrading of the unreinforced masonry structure, a very costly procedure that could not otherwise be undertaken. This will not only assist in the long-term conservation of the historic fabric, it will also enable safe occupancy and continued public use of the building.

The level of restoration of HTC will be of the highest order, with particular attention paid to the exterior as well as interior features. The restoration will enable the continuing historic religious use of HTC as a character-defning element.

## Enhanced Functionality

The improvements to the site will ensure long-term viability of both the historic building as well as the use of the church. These improvements include the physical rehabilitation of the historic church building as well as improved community space incorporated into the new structure.

## Provision of Public Amenities

A public plaza will be provided in front of HTC as community public space, and church / community space will be included in the new structure.



Plan of New Westminster, 1860. Detail below showing the already-constructed first Holy Trinity Church.

## Legal Protection of the Heritage Site

In many ways, this church site is the very core of historic New Westminster and the original Mainland Colony. As part of this agreement, long-term legal protection will be provided for this very historic site.

## Institutional Preservation

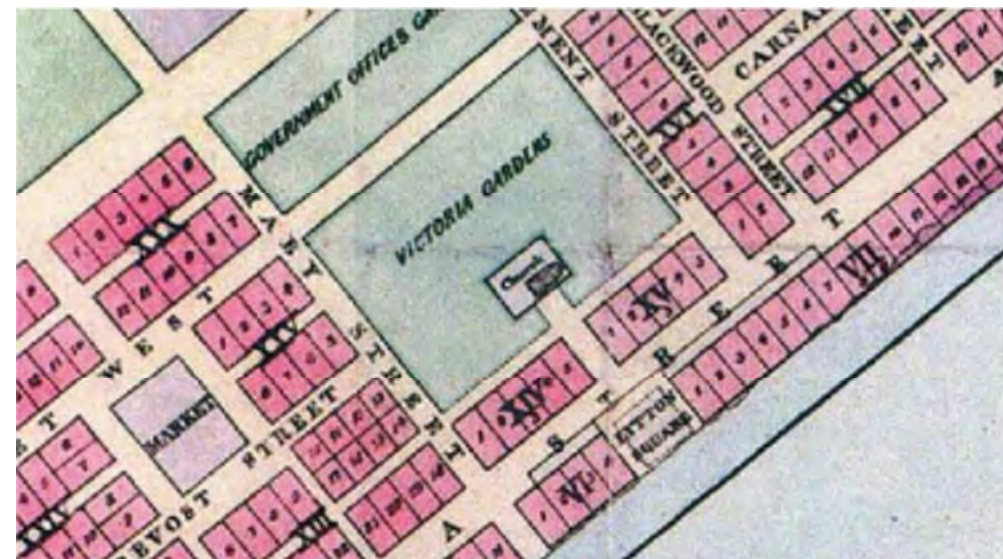
Institutions of faith are critical to the social fabric of the community. HTC, as a long-time anchor to the downtown, has been a trans-formative force that meets the social and faith-based needs of local residents and groups. The location in the downtown core is critical in serving the growing population, those who travel in on the weekend and those who work in businesses downtown.

In addition to its faith-based services, the critical role played by HTC includes:

- Providing space for community functions including programming, events and recreation for seniors and youth programs;
- Hosting arts and cultural events;
- Offering care, a sense of belonging and community counsel for disadvantaged populations; and
- Providing space and programming for recovery and health programs.

Faith-based institutions play a significant role in the development of a holistic community, and HTC is well aligned with current City of New Westminster and senior government policies and strategies in many key areas.

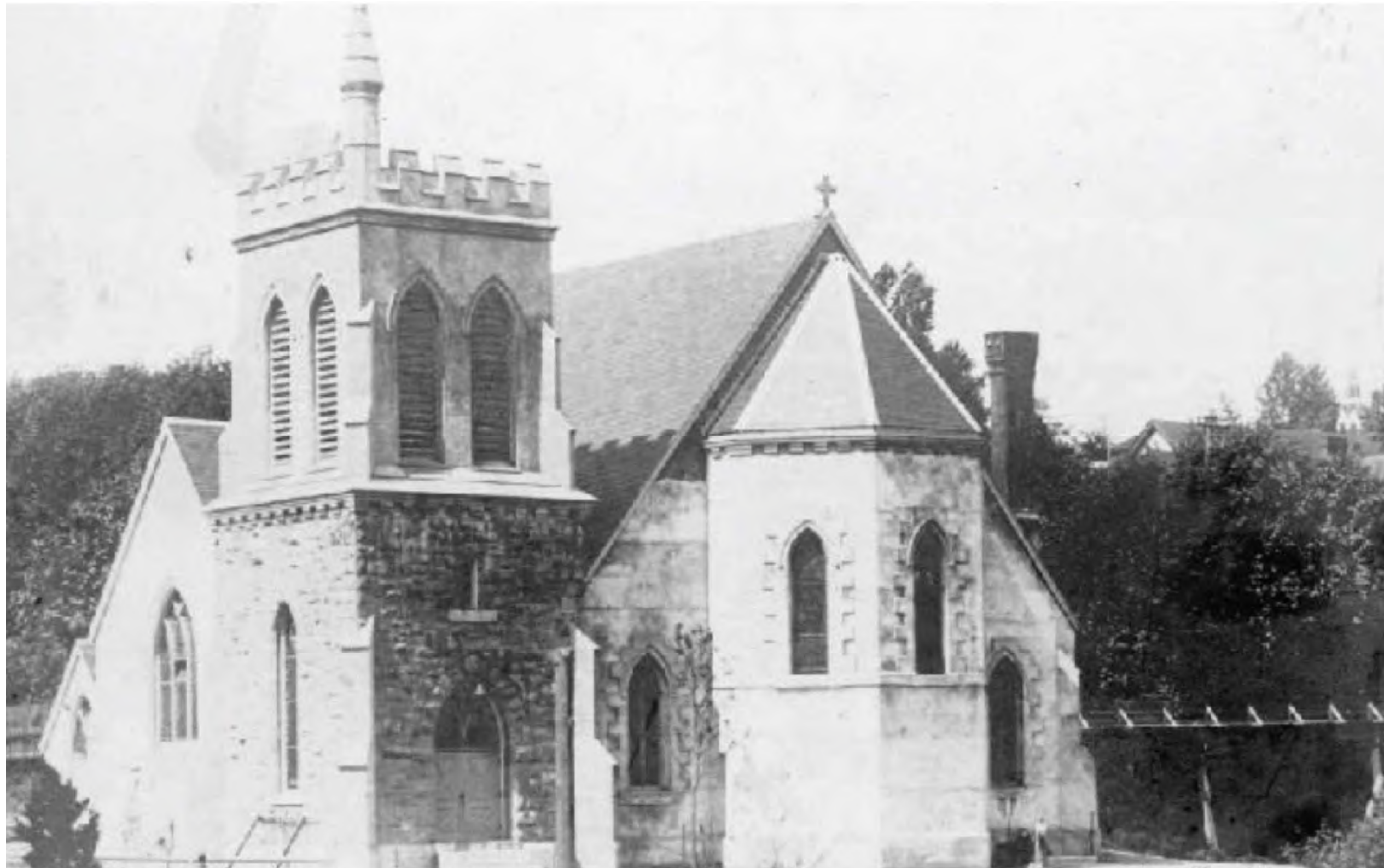
The Parish is challenged by its current outdated facilities, aging infrastructure and high costs of rehabilitation. This project will allow the historic HTC Parish to remain in its current location, and provide improved and expanded facilities for community use and outreach.



Close up plan of New Westminster, 1860.

\* Excerpts taken from Heritage Conservation Plan

# Holy Trinity Cathedral - Heritage Rationale



514 Carnarvon St

Holy Trinity  
Cathedral -  
Heritage  
Rationale

HTC view from Clarkson Street, 1900 [NWMA IHP0327]

\* Excerpts taken from Heritage Conservation Plan

# Holy Trinity Cathedral - Heritage Rationale

## Sustainability

The redevelopment of the HTC site also supports sustainability in the following ways:

- Economic Sustainability
- Environmental Sustainability
- Social Sustainability
- Cultural Sustainability
- Spiritual Sustainability

The development of complete communities supports the Social Pillar of sustainability. In addition, the geographic proximity of programs and services for downtown residents promotes a compact, sustainable infrastructure through access to alternate forms of transportation. Given projections of continuing increase in the population in New Westminster, the presence of this historic institution offers an anchor of stability as well as a community resource of great public benefit.

## Reconciliation with Indigenous People

The redevelopment of the Cathedral will include significant steps toward reconciliation. As part of the application process, at least sixteen Indigenous communities have been notified at various stages. The following context is proposed for this development as an acknowledgement of the need for ongoing reconciliation measures:

- signage in hənq̓əmiñəm;
- Indigenous art either in free-standing forms or incorporated in the building's design features;
- interpretive signage regarding the historical context;
- programming to support the City and Indigenous communities in reconciliation, and
- other mutually sustainable initiatives.

## **CONFORMANCE TO HERITAGE STANDARDS AND GUIDELINES - HOLY TRINITY CATHEDRAL**

A comprehensive Conservation Plan has been prepared for Holy Trinity Cathedral. The Cathedral is a listed building on the New Westminster municipal Heritage Register, and is a significant historical resource in the City of New Westminster. The Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada is the source used to assess the appropriate level of conservation and intervention. Under the Guidelines, the work proposed for the Holy Trinity Cathedral includes aspects of preservation, rehabilitation and restoration. All proposed interventions to the site have been assessed using the Standards and Guidelines, and are in compliance.

## Contemporary Interventions

The primary intent of the project is a Rehabilitation intervention to the site, including related new construction.

**Rehabilitation:** the action or process of making possible a continuing or compatible contemporary use of a historic place or an individual component, through repair, alterations, and/or additions, while protecting its heritage value.

In addition to the general Standards for all Conservation projects, there are three additional Standards for Rehabilitation projects:



# Holy Trinity Cathedral - Heritage Rationale

## ADDITIONAL STANDARDS RELATING TO REHABILITATION

Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.

Conserve the heritage value and character-defining elements when creating any new additions to a historic place and any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

Create any new additions or related new construction so that the essential form and integrity of a historic place will not be impaired if the new work is removed in the future.

In a rehabilitation project, additions or new construction may be needed to assure the continued use of an historic place. Standard 11 indicates that when this is the case, such additions or new construction must not obscure, radically change or have a negative impact on character-defining materials, forms, uses or spatial configurations. The proposed related new construction involves the construction of a tower on the Cathedral site. In order to ensure that the project conforms to Standard 11, the following considerations have been taken into account:

**Physical and Visual Compatibility:** Standard 10 requires using materials, assemblies and construction methods that are well suited to the existing materials when planning interventions to historic fabric. Visual compatibility is based on the harmonious use of proportions, materiality and detailing in the contemporary interventions, respecting the historic fabric but not attempting to mimic its appearance.

**Subordination:** Standard 11 also requires an addition to be subordinate to the historic place. This is best understood to mean that the addition must not detract from the historic place or impair its heritage value. Subordination is not a question of size; a small, ill-conceived addition could adversely affect an historic place more than a large, well-designed addition.

**Distinguishability:** Standard 12 requires that additions or new construction be visually compatible with, yet distinguishable from, the historic place. To accomplish this, an appropriate balance must be struck between mere imitation of the existing form and pointed contrast, thus complementing the historic place in a manner that respects its heritage value. The proposed new construction is clearly contemporary and does not mimic the historic fabric of the Cathedral.

The Standards and Guidelines have been very carefully considered in the design of the proposed interventions, as noted in the stepping back of the tower massing, the use of contemporary materials and the open nature of the plaza design.

514 Carnarvon St



Clarkson View



Carnarvon View

\* Excerpts taken from Heritage Conservation Plan

Holy Trinity  
Cathedral -  
Heritage  
Rationale



# Cathedral Restoration And Seismic Works

## CATHEDRAL RESTORATION AND SEISMIC WORKS

The primary intent of the Holy Trinity Cathedral's conservation strategy is to preserve the existing historic structure, while undertaking the rehabilitation that will upgrade its structure and services to increase its functionality. As part of the scope of work, character-defining elements will be preserved, while missing or deteriorated elements will be restored.

The major proposed interventions of the overall project are to:

- Preserve the original character-defining elements of the church,
- Restore character-defining elements that have been altered over the years,
- Seismically upgrade the structure as required, and
- Rehabilitate the windows and doors, as required.

### Scope of Rehabilitation:

The intent of the heritage rehabilitation is to preserve the character-defining elements and restore missing or deteriorated elements, while also improving the safety and functionality of the building. Scope of the works for rehabilitation of the cathedral includes:

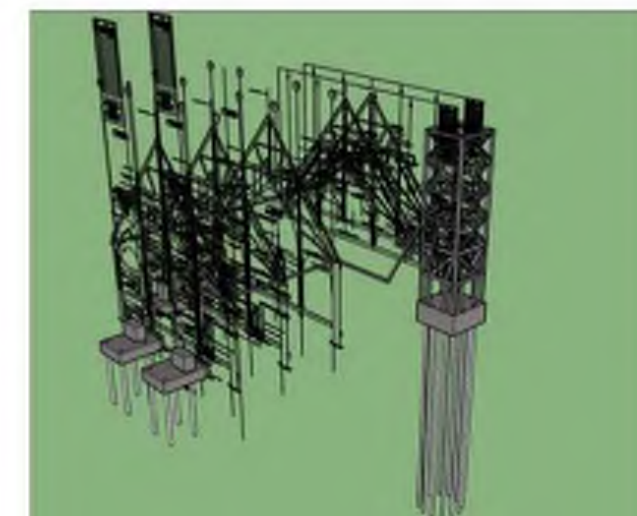
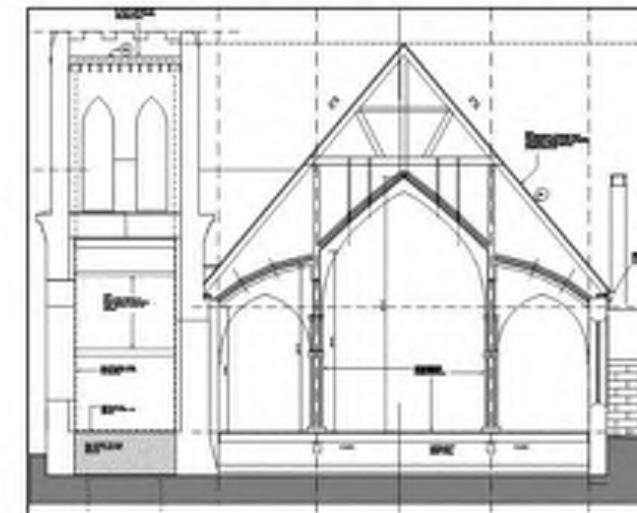
- Refinishing floors, millwork, wood doors and columns.
- Repointing the bell tower.
- Refurbish cement parging, plaster and paint.
- Replace roof, gutters and downspouts.
- Rehabilitate stained glass windows.
- Add washroom facility to the cathedral.
- Install sprinkler fire protection and alarm system.
- Upgrade HVAC, including tempered air.
- Upgrade lighting and rewire electrical.

### Scope of Structural Work:

The cathedral has been structurally assessed and a voluntary seismic upgrade work has been proposed to ensure life safety, longevity and stability of the building under earthquake loading. The approach for the voluntary seismic upgrade is to minimise invasive works in the interior of the cathedral by strengthening the building from the outside and concealing majority of the work within the ceiling space.

Scope of the works for seismic upgrade of the cathedral includes:

- Designing and installing a steel framed structure in the cathedral ceiling including a new roof diaphragm.
- Replacing existing brick buttresses with steel plate structure and associated micro pile foundations.
- Designing and installing a steel framed truss structure in the bell tower with associated micro foundation system.
- Connecting new steel structure to existing structure to ensure it works together as one system.



# Public Realm Design Guidelines and Master Plan

## DOWNTOWN BUILDING AND PUBLIC REALM DESIGN GUIDELINES AND MASTER PLAN

### 4.2 Livable Density:

- The proposed high density development, required to support the cathedral heritage revitalization, fits very well into the urban massing context with a generous minimum 38.0m /125 foot tower separation. The tower precinct for comparison requires only 27.0m / 90 feet.
- Residences start 31' above street level, providing excellent privacy, security and daylight/sunlight.
- The first 2 storeys contain residential lobbies, residential amenities and church functions, ensuring active use and visual transparency to support good pedestrian safety.
- The tower was carefully sculpted to minimize its footprint and massing at the lower floors for maximum openness surrounding the cathedral and, at the top of the tower for visual interest of the City skyline.

### 4.3 Street Relationship:

- As the cathedral heritage revitalization is key to the success of this project, generous landscaped areas have been created to the east and west of the new residential structure, to highlight the cathedral itself and to keep maximum respectful distance from the heritage residence to the west.
- Residential lobbies with ample glazing face Carnarvon Street and are accessed from a friendly and gently accessible sloped entry court.
- The lower 2 floors have a minimum amount of solid walls maximizing the transparency of the building.

### 4.4 Comfortable and Animated Public Realm:

- A significantly improved mid-block connection between Carnarvon and Clarkson Street is proposed. Wide stairs at both ends and an accessible ramp at Carnarvon Street will provide clear sight lines to a safer, more inviting way of accessing the Columbia skytrain station. Universal access from Clarkson Street is provided with a glass enclosed passenger elevator.
- A new generous privately owned publicly accessible space (POPS) multi-use plaza is proposed on the sunny south side of the cathedral offering good views to downtown and the river. It is intended for use by the public, by the residential community on site and the parish/ community functions. The residential lobby and church amenity spaces will overlook the new plaza, providing overlook and pedestrian safety.

### 4.5 Manage Parking, Loading and Blank Sidewalls:

- The new building with main entrance and address on Carnarvon Street is generously glazed and bright without blank wall faces at grade.
- To minimize the amount of blank walls on the lower Clarkson Street and to activate the street, residential / amenity space has been integrated with glazing. Screening at the parkade levels will allow for overlook onto Clarkson Street, with the design intent of improving pedestrian safety through “eyes on the street”.
- Access to the underground parkade on Clarkson Street is perpendicular to the street minimizing the required width. All proposed loading is located underground.

### 4.6 Character:

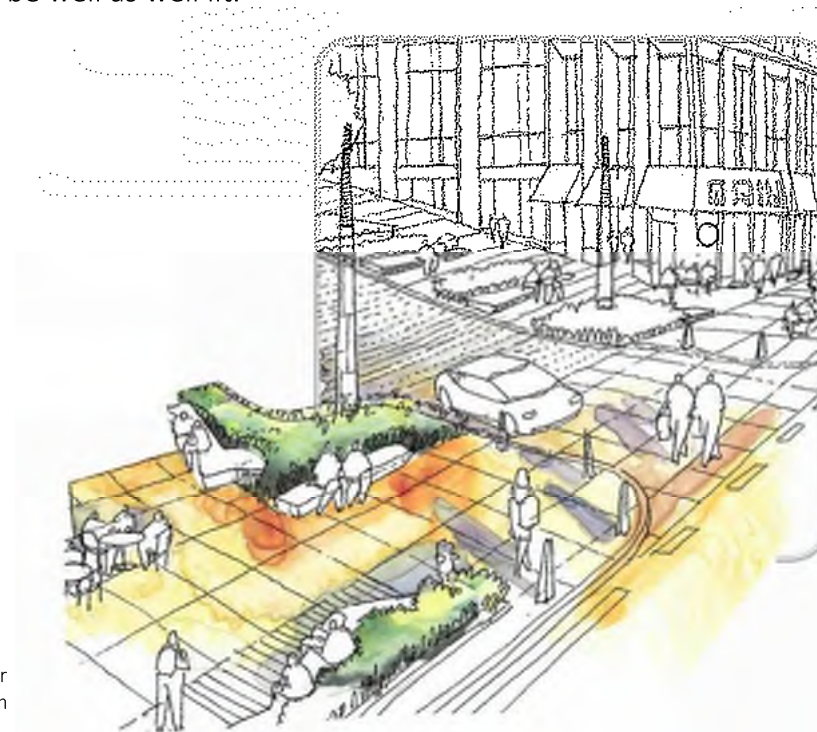
- This heritage revitalization application prioritizes the preservation and restoration of the historic cathedral itself. The new structure has been conceived to respect the commonly accepted Canadian National Heritage principles: compatibility, subordination and distinguishability. Specifically, the new tower responds to the HTC by its stepping form (interpretation of the church buttresses) in section and in plan and will have a complementary materials palette consistent with the Albert Crescent Precinct’s guidelines (refer also to section on ‘Architectural Response’).

### 4.7 Contextual Response:

- The context influencing this application consists of: heritage cathedral on site, heritage residence to the immediate west of the property, 2 storey drop in topography from Carnarvon to Clarkson Street, irregular property geometry, adjacency to Columbia Skytrain Station and medium to high density residential use.
- We believe this proposal responds to the various complex factors above and significantly contributes to improve a less than ideal current urban situation. The project will make the neighborhood safer and restore some of the significance the Holy Trinity Cathedral originally enjoyed in the centre of the City of New Westminster.

### 4.8 Safety:

- Safety has been on the forefront of our thinking and manifests itself through the provision of “eyes” on the street – lobbies facing Carnarvon Street, residential amenity spaces facing Clarkson Street – church amenity spaces facing the breezeway and plaza.
- Opaque surfaces are minimized, walkways and paths will be generous and wide with clear lines of sight and will be well as well lit.



Cover image from New Westminster downtown building and public realm guidelines and masterplan

# Urban Context

Located at the intersection of Church and Clarkson Streets and adjacent to Columbia Skytrain station in the center of the City, the strategic location of Holy Trinity Cathedral can't be overestimated. In the first plan of New Westminster of 1860, the Cathedral was surrounded by the spacious Victoria Gardens, an open area of approximately 2 modern City blocks in size. More open space up the hill, the Government Offices Gardens, created contiguous open space all the way from City Hall to Holy Trinity Cathedral.

Recreating breathing room around the Cathedral and creating a new public plaza will be important factors in open space improvements. CPTED safety considerations will be followed, leading to a more inviting, open and safe connection through the Holy Trinity parish property to reconnect Church Street with Carnarvon Street.

Movement through the site will once again be safe and inviting a public passageway from Carnarvon Street to Clarkson Street. Facing on Clarkson street is a new residential amenity workshop, animating the street front and making the street safer for all. Also on Clarkson Street are the new stairs and the new passenger elevator providing universal access up to the new plaza, connecting the plaza to the Skytrain Station along Carnarvon Street. The grades will be reworked to provide an inviting residential lobby with 'eyes on the Clarkson street' and generous width ramped access for both the Cathedral and the new building.

We believe, the provision of residential density on other properties in the vicinity including this property, as well as the new generous public plaza, will be great catalysts to revive safe passage north-south through the neighbourhood. The plaza itself creates a flexible outdoor space for a multitude of possible uses, both for public and parish enjoyment. Overlooking and spilling out onto the plaza, the new church amenity space will provide for enhanced safety to the public.



# Architectural Design Rational

## HISTORIC SIGNIFICANCE

The Holy Trinity Cathedral and parish date back to the very beginning of New Westminster, when the City was designated capital of British Columbia in 1859. The Cathedral remains today at the very heart and center of New Westminster and has served as a central place of worship throughout the City's entire history. The current status of the property and urban surroundings do not live up to their historic significance. Intervention and upgrades are required to remediate the current shortfalls on buildings and urban environment to once again create what should rightfully be a beautiful public place of belief and reflection at the center of the first capital of British Columbia.

## HERITAGE

The Cathedral, though not the original church first built in 1860 which succumbed to fire after only 5 years, dates back to 1867, with some later additions due to the second big fire of 1898. The general massing, shape and fenestration of the Cathedral remains in its original configuration and there are a significant number of important heritage elements worthy of preservation and rehabilitation. As the original church remains largely unchanged, there is great potential for respectful seismic and heritage upgrades to ensure longevity and to bring this important jewel, a witness of the City's entire history, back to a polished sparkle. The Architectural language will be contemporary, distinguishable from, compatible with and subordinate to the Cathedral.

A detailed heritage conservation plan has been prepared by Donald Luxton and Associates Inc. and forms integral part of this heritage revitalization initiative.



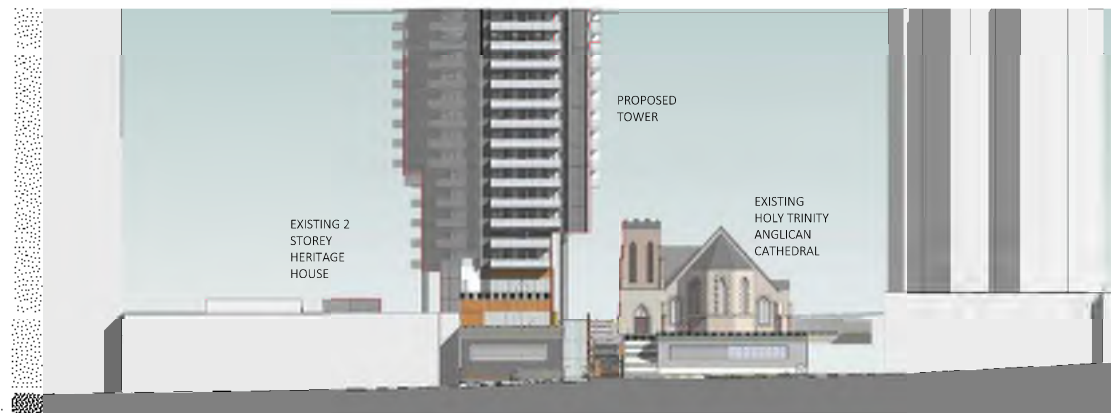
# Architectural Design Rational

## ICONIC TOWER REFERENCE

REPORT DEVELOPMENT SERVICES DEPARTMENT FROM CITY OF NEW WESTMINSTER

The eight proposed iconic building principles are as follows - Iconic building should:

1. Exhibit significant and recognizable architectural creativity and excellence while contributing to the strength and beauty of the city's skyline.
2. Contribute to a strong urban design concept in relation to the surrounding buildings, streetscape and open space context.
3. Have a form that is slender, sleek and clean in its overall configuration. Groups of iconic buildings should relate to each other such that they read as a unified cluster rather than simply as individually-designed structures.
4. Have a modern character, providing an urban design contrast which would enhance the heritage character of the overall city.
5. Use high-quality architectural materials such as large surfaces of glass, white-toned walls of metal and stone or high-quality painted concrete.
6. Consider roof forms that add to the iconic quality of a building and/or grouping of buildings. At the street-level, sweeping steel and glass canopies should provide both weather protection for outdoor uses and an iconic base element to the building.
7. Sit within a ground plane that is designed to complement and enhance the tower design. For example, the use of water and fountains is encouraged at the base of buildings, as well as generous tree planting and well-designed paving, walkways and places to site and be entertained.
8. Locate functions on the ground floor that animate the public experience of the site with outdoor retailing, restaurant patios, and displays.



## ARCHITECTURAL RESPONSE

The overall massing concept envisions the new structure to be read in conjunction with and complementary to the historic structure. The cathedral, over the past decades, has suffered from the removal of open space around it and decreased visibility due to taller buildings in the vicinity. Our proposal intends for the new tower to be read as a modern reincarnation of the cathedral's bell tower itself, such that the heritage structure and the new tower together will be recognized as the Holy Trinity Cathedral buildings.

The proposed development responds to previous LUPC comments and to the iconic tower guidelines with a more elegantly sculpted and slender tower form fronting Carnarvon Street, lifting the full size floor plate one storey higher than the original submission to provide additional separation between the tower and the church. The Architectural approach for this heritage revitalization proposal takes its cues from the Cathedral itself. The proposed new building, for the first few storeys, pulls as far away from the Cathedral as possible, to pay respect and create a comfortable exterior space between old and new. The colonnade, supporting the building cantilever above, reflects on and mirrors the Cathedral's column and buttress rhythm.

Starting at the 3rd floor, the new structure starts to incrementally and carefully cantilever, the stepping principles directly borrowed from the Cathedral tower and buttress wall motifs. The height of the steps are calibrated to respond to the stepping of the bell tower elements. The stepping principles are also applied to the new building plan, modulating the north-south dimension of the new building as well as in section, modulating the massing on the lower floors as well as near the top of the building, creating an interesting animated roof-scape with outdoor opportunities. The stepping principle minimizes the overall size of any single facade element, assisting the integration of the new structure into the neighborhood context.

The east and west facing facade elements will be bright in colour and solid in character and the north and south facade and fenestration elements will be in a warmer and darker tones. This approach takes its inspiration from the strong north-south directionality of the cathedral and has the advantage of presenting the neighboring buildings to the east and west with bright friendly facades. Balcony projections on the south faces will convey the residential use of the building and serve to mitigate heat gain. The facade elements of the new church amenity space will provide for openness and visual connection (glazing elements with patterning in warmer dark tones) and complement with the cathedral's warm tone colour palette.

# L1/L2 Heritage Design Response

The proposed design response of the new construction in relation to the existing Cathedral was to make the form, material and detailing of the new elements compatible with the character of the existing Cathedral. The first 4 storeys of the tower are respectfully inset to maximize the available open space to create a generous pedestrian connection through the entire site. The tower columns create a strong rhythm and cadence to break the length of the open space and subtly evoke memories of the first growth trees that once stood in this location.

The façade of the first storeys itself has been conceived as a layered composition of elements to create texture and depth, complementing the cathedral's richness of building materials.

- The first layer consists of glass and copper colored finish spandrel panels in a curtainwall systems with strong verticality and relatively narrow mullion spacing.

- The second layer adds deep vertical exterior bronze coloured mullion caps, again emphasizing strong verticality to reflect the historic vernacular of sacral buildings.

- The third layer consists of bronze coloured dual layer metal screens to add richness to select areas of the parish hall, particularly focused around the parish hall entry. The screen pattern can be read from different directions as a variety of shapes, trefoil indeed, also Gothic pointed arch and even a Salish Eye

- The fourth layer consists of bronze coloured portals for the main and secondary parish entrances featuring a wood door.

These 4 layers seamlessly work together in providing a contemporary, understated and elegant background, which allows the cathedral itself to remain as the focal point for the observer.

514 Carnarvon St



1. Metal Panel  
Copper Colour

2. Rendered  
Concrete

3. Bronze Coloured Mullion  
Caps and Portals

4. Bronze dual layer  
screens

5. Wood Door

L1/L2 Heritage  
Design Response

# L1/L2 Heritage Design Response



514 Carnarvon St

L1/L2 Heritage  
Design Response

# Traffic Report



INFORMATIONAL - INDICATIVE & NON-BINDING

August 23, 2021

Conwest (514 Carnarvon) LP  
#401 – 1930 Pandora Street  
Vancouver, BC  
V5L 0C7

Attention: Peter French

Dear Peter,

Re: Carshare arrangements at HTC Redevelopment located at 514 Carnarvon Street New Westminster

This letter confirms that Modo sees the location of the proposed development at 514 Carnarvon Street in New Westminster as having good potential for carsharing. Under the following arrangements, Modo would be willing to enter into an agreement with Conwest (514 Carnarvon) LP (the "Developer") to provide carsharing services:

1. The Developer will provide, at no cost to Modo, one (1) designated parking stall at 514 Carnarvon Street, equipped with a Level 2 electric vehicle charging station and accessible to all Modo members on a 24/7/365 basis;
2. Modo will review the final parking drawings and visit the development site to ensure that the stall to be designated for Modo comply with Modo Construction Standards For Shared Vehicle Parking Space (enclosed);
3. Assuming occupancy of the proposed development in 2026, the Developer will provide Modo with a total financial contribution of \$32,000.00 plus GST (the "Project Fee") to be used by Modo toward the ownership costs of one (1) new shared vehicle with electric motorization to be located in the parking stall designated for carsharing at the proposed development;
4. Modo will provide the Developer with a multi-user membership in Modo with a public value equal to the amount of the Project Fee, valid for the lifetime of the proposed development and allowing at any time a set number (equal to the Project Fee divided by \$500, rounded down to the closest whole number) of occupants of the proposed development to simultaneously benefit from Modo membership privileges and lowest usage rates without the need to themselves pay a \$500 membership fee; and
5. Modo will provide a promotional incentive worth \$100 of driving credits to each resident of the development joining Modo for the first time.

Modo will commit to delivering the shared vehicle upon occupancy.

Regarding the multi-user membership, only individuals living or working within the proposed development would be able to benefit from Modo membership privileges under the umbrella of the multi-user membership and become "Partner Users".

Modo is interested in working with Conwest (514 Carnarvon) LP and be part of the proposed development at 514 Carnarvon Street in New Westminster whose occupants and nearby residents may no longer need to own a car of their own for their personal and business needs.

Sylvain Cebire  
Director of Business Development

Enclosure: as mentioned above.

CONWEST  
GROUP OF COMPANIES

514 Carnarvon St

Traffic Report

Refer to Bunt & Associates Report dated Sept. 1, 2021

200-470 Granville Street	Vancouver, BC V6C 1V5	604.685.1393	info@modo.coop
2031 Store Street	Victoria, BC V8T 5L9	250.995.0265	www.modo.coop



# Public Transit And Proposed TDM Initiatives



- Car share initiative
- Bike maintenance room
- 100% EV Charging\*\*



- End of Trip facility
- Public bike share station
- Wayfinding signage



- Accessible connection from Carnarvon St. to Clarkson St.
- Transit pass subsidy program offered to residents



The location is within 100 meters of Columbia Station and 500 meters to New Westminster Station.

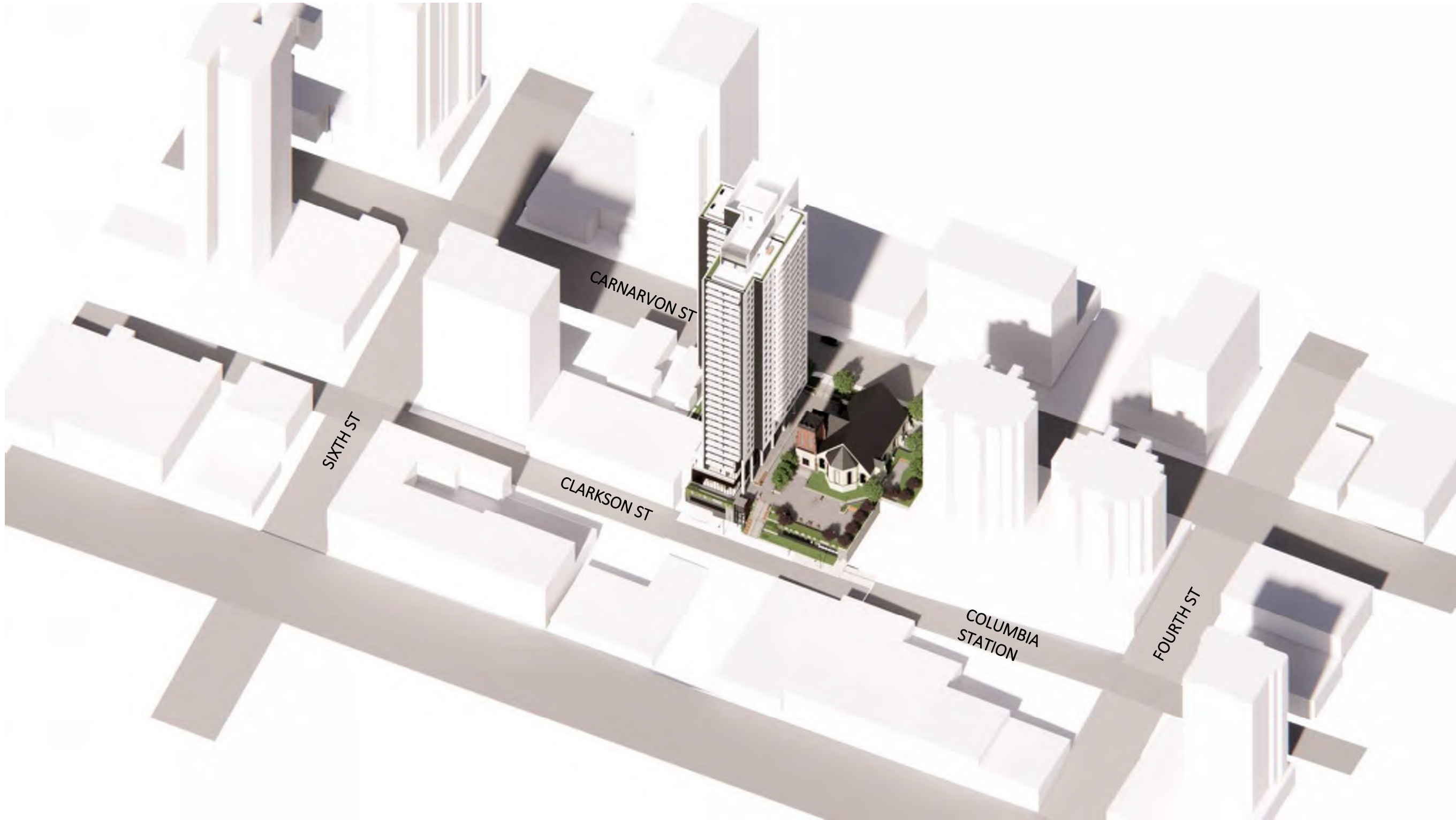


Highly accessible by walking and according to "walkscore.com", achieves 96 out of 100.

514 Carnarvon St

**\*\*City of New Westminster Zoning Bylaw, Section 140:**  
For new buildings that contain at least one dwelling unit, all residential parking spaces and spaces for car share vehicles, shall feature an Energized Level 2 outlet or higher to the parking space. Energized Level 2 outlets will not be required for visitor parking spaces.

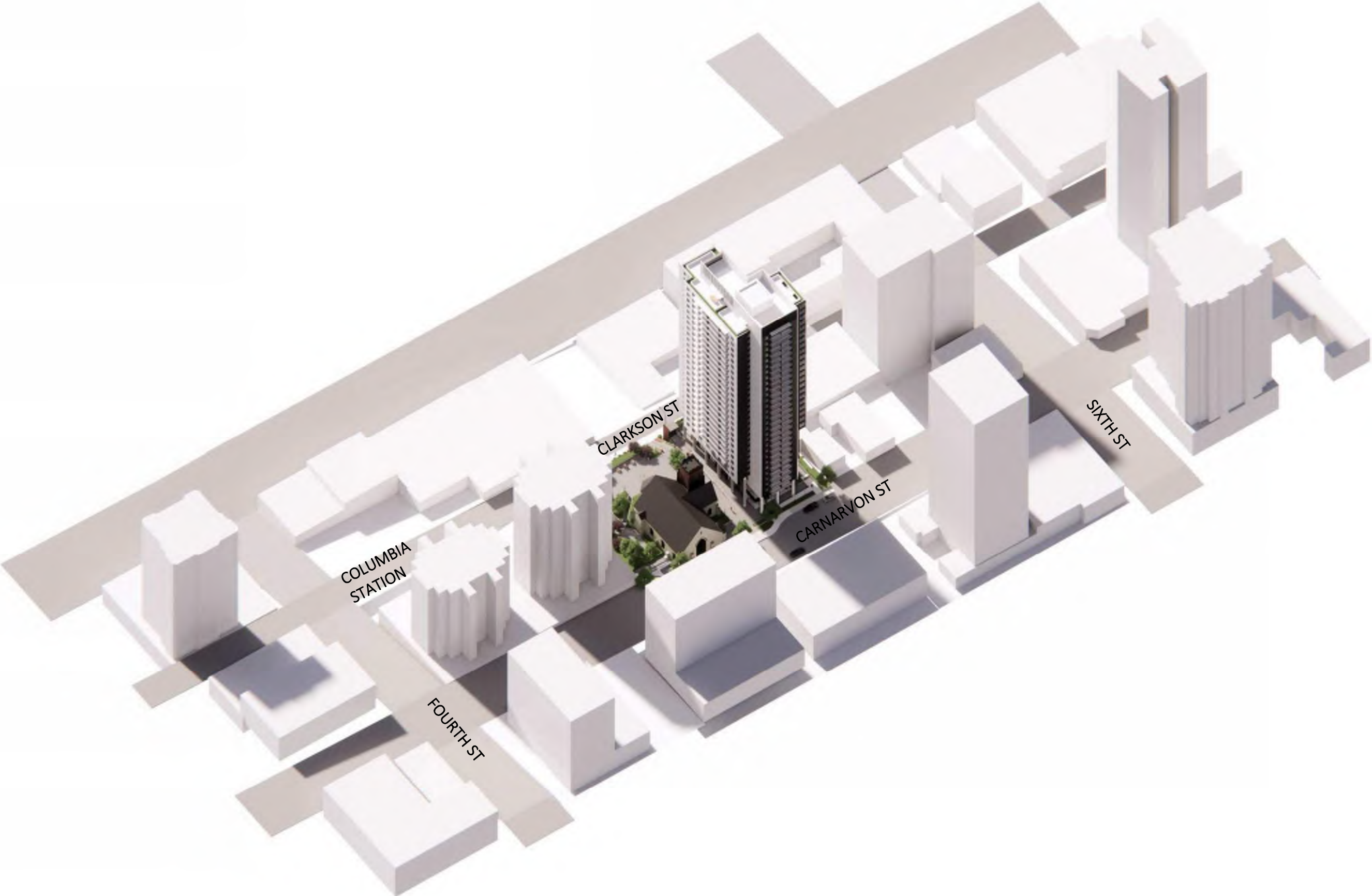
# Aerial View



514 Carnarvon St

Aerial View

Aerial View



514 Carnarvon St

Aerial View





514 Carnarvon St

Rendering

Night View from Plaza











# FSR Areas and Exclusions

514 Carnarvon St

FSR Areas and  
Exclusions

PROJECT DATA SUMMARY			
CIVIC ADDRESS	514 CARNARVON ST		
LEGAL ADDRESS	PARCEL 1, VICTORIA GARDENS REFERENCE PLAN 74708		
EXISTING ZONING	P1- PUBLIC AND INSTITUTIONAL DISTRICTS (LOWRISE)		
SITE AREA	m2	SF	
(INCL.CHURCH SITE)	3,105.6	33,428	
(EXCL.CHURCH SITE)	2,133.1	22,960	
TOWER LOT COVERAGE @ GRADE	17.36%	(INCL.CHURCH SITE)	
TOWER LOT COVERAGE @ 40'	22.99%		
GROSS AREA PROPOSED	m2	SF	
	21,285.0	229,117.3	
NET AREA (FSR AREA)	m2	SF	
Proposed	19,543.0	210,365.4	
FSR	Proposed 6.3		
BUILDING HEIGHT (m)	Proposed	Storeys	
	90m	30	
TOTAL UNITS	285	100%	
Residential Units	171	60%	
Adaptable Single Units	37	12.98%	40.00%
Adaptable Family Units	77	27.02%	
PARKING COUNT	Proposed	Required	
Residential	Market Rental	151	314
	Secured Market Rental	10	10
	Visitor	13	30
	Residential total	174	354
Church	17	25	
Car Share	1	8	
Total	200	379	
% Parking Reduction	47%		
LOADING	Proposed	Required	
Type A	1	1	
BICYCLE COUNT	Proposed	Required	
	358	357	
BICYCLE COUNT AT GRADE	3		

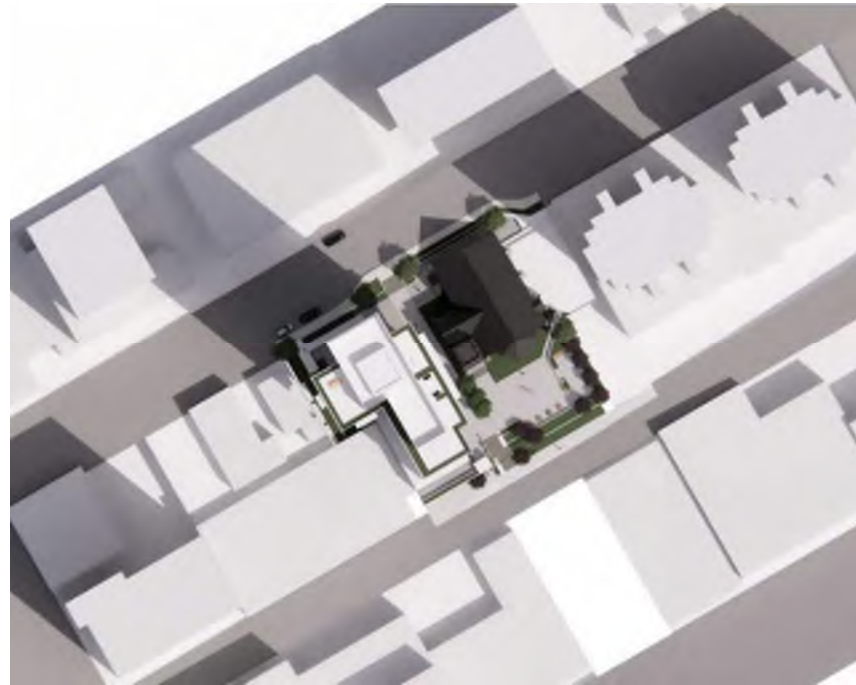
BUILDING AREAS (m2)								
FLOOR	GROSS FLOOR AREA	EXCLUSIONS			MECH & SERVICE	TOTAL EXCLUSION AREA	NET FSR AREA	
		ADAPTABLE UNITS EXCLUSIONS	RESIDENTIAL AMENITY EXCLUSION	CHURCH AMENITY EXCLUSION				
		1BR UNITS	FAMILY UNITS					
Mech. Roof	88	0.0	0.0	0	0	88	0	
Level 30	356	0.0	0.0	289	0	4	293	
Level 29	753	0.0	11.2	0	0	4	15	
Level 28	753	1.9	8.4	0	0	4	14	
Level 27	753	1.9	8.4	0	0	4	14	
Level 26	753	1.9	8.4	0	0	4	14	
Level 25	753	1.9	8.4	0	0	4	14	
Level 24	753	1.9	8.4	0	0	4	14	
Level 23	753	1.9	8.4	0	0	4	14	
Level 22	753	1.9	8.4	0	0	4	14	
Level 21	753	1.9	8.4	0	0	4	14	
Level 20	753	1.9	8.4	0	0	4	14	
Level 19	753	1.9	8.4	0	0	4	14	
Level 18	753	1.9	8.4	0	0	4	14	
Level 17	753	1.9	8.4	0	0	4	14	
Level 16	753	1.9	8.4	0	0	4	14	
Level 15	753	1.9	8.4	0	0	4	14	
Level 14	753	1.9	8.4	0	0	4	14	
Level 13	753	1.9	8.4	0	0	4	14	
Level 12	753	1.9	8.4	0	0	4	14	
Level 11	753	1.9	8.4	0	0	4	14	
Level 10	753	1.9	8.4	0	0	4	14	
Level 9	753	1.9	8.4	0	0	4	14	
Level 8	753	1.9	8.4	0	0	4	14	
Level 7	714	3.7	5.6	0	0	4	13	
Level 6	714	3.7	5.6	0	0	4	13	
Level 5	714	3.7	5.6	0	0	4	13	
Level 4	547	9.3	5.6	0	0	61	76	
Level 3	547	9.3	5.6	0	0	61	76	
Level 2	500	0.0	0.0	138	279	2	419	
Level 1	539	0.0	0.0	119	317	0	436	
P1	0	0.0	0.0	0	0	0	0	
P2	0	0.0	0.0	0	0	0	0	
P3	0	0.0	0.0	0	0	0	0	
P4	0	0.0	0.0	0	0	0	0	
P5	0	0.0	0.0	0	0	0	0	
TOTAL (m2)	21,285	68.5	215.6	546	596	316	1,742	
TOTAL (sf)	229,117	737.1	2,321	5877.3	6,416	3,402	18,752	
TOTAL	GROSS	ADAPTABLE UNITS EXCLUSIONS		RESIDENTIAL AMENITY EXCLUSION	CHURCH AMENITY EXCLUSION	MECHANICAL	TOTAL	NET

Adaptable Units Exclusion: 1.85 sm per 1 Bed Unit, 2.80 sm per family unit (2-3 bedroom)

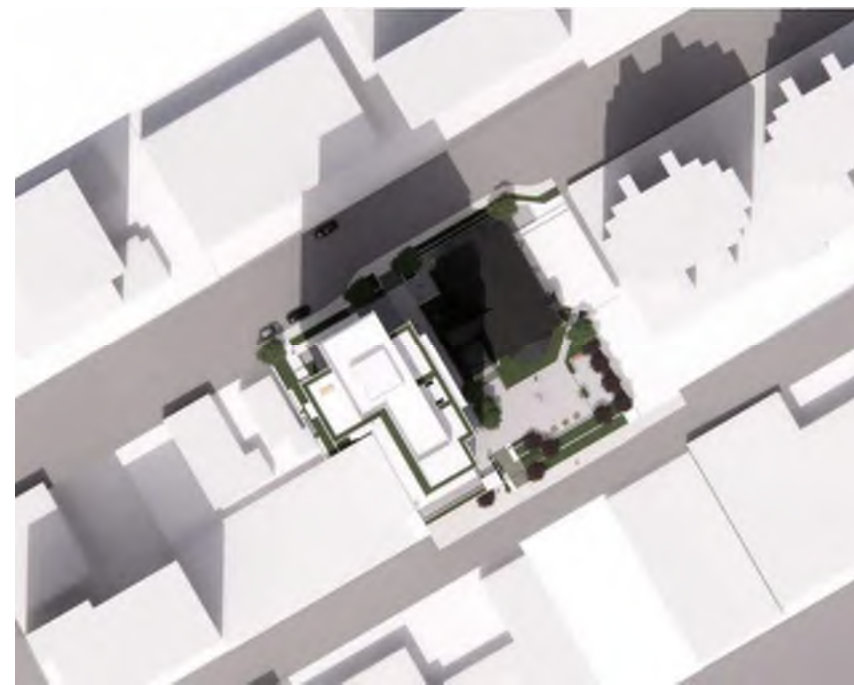


# Shadow Analysis

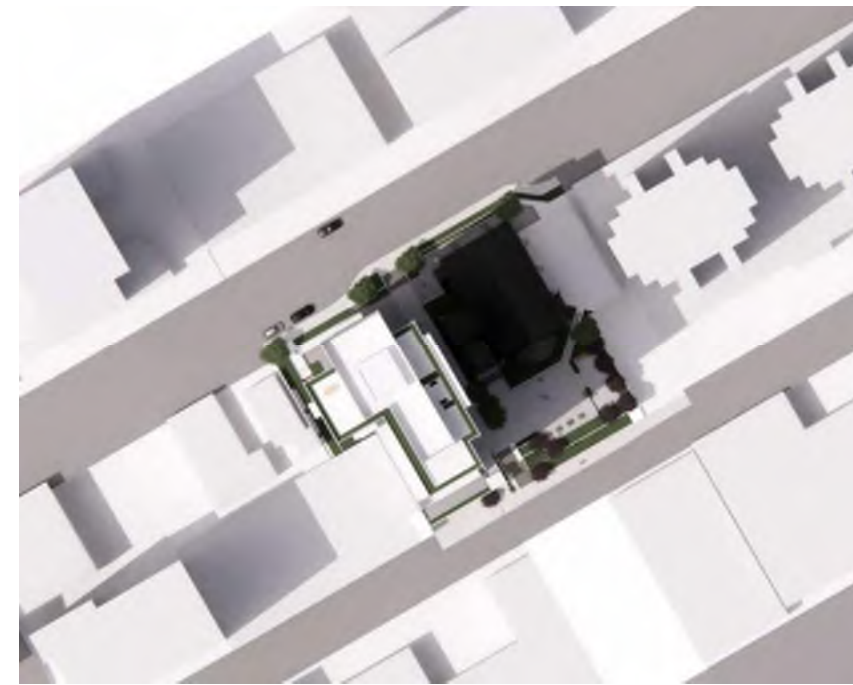
514 Carnarvon St



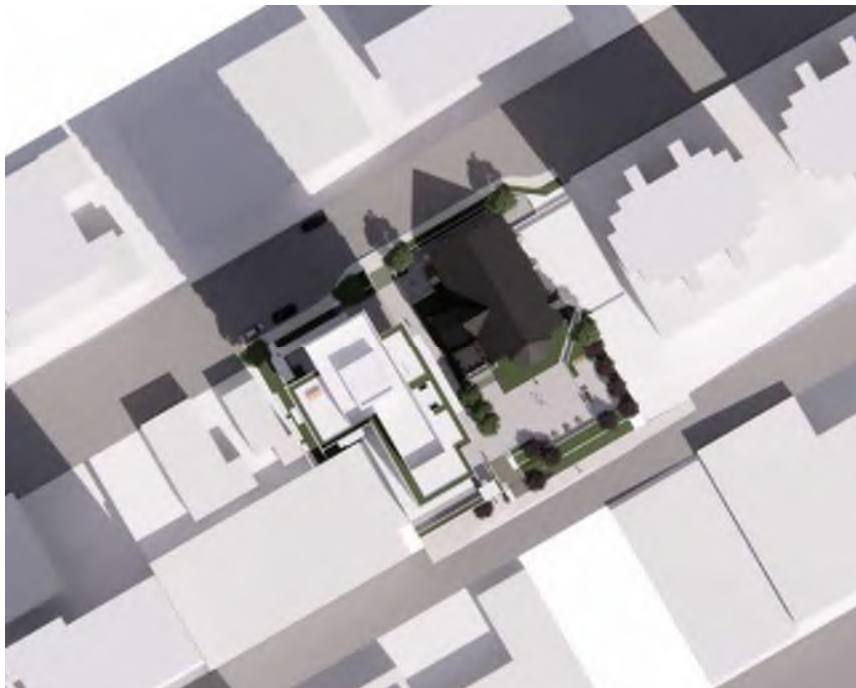
June 21st 10.00 am



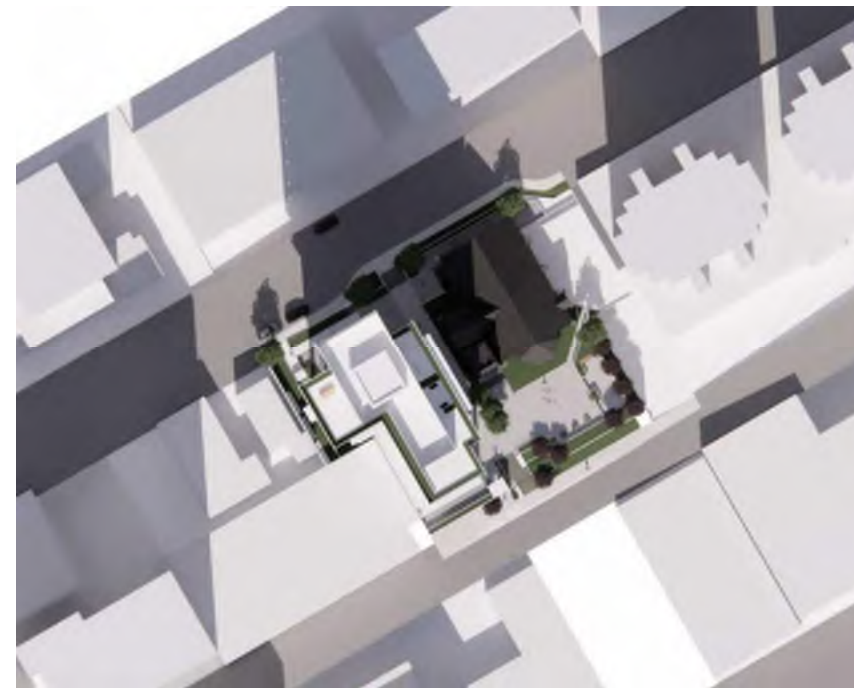
June 21st 12.00 pm



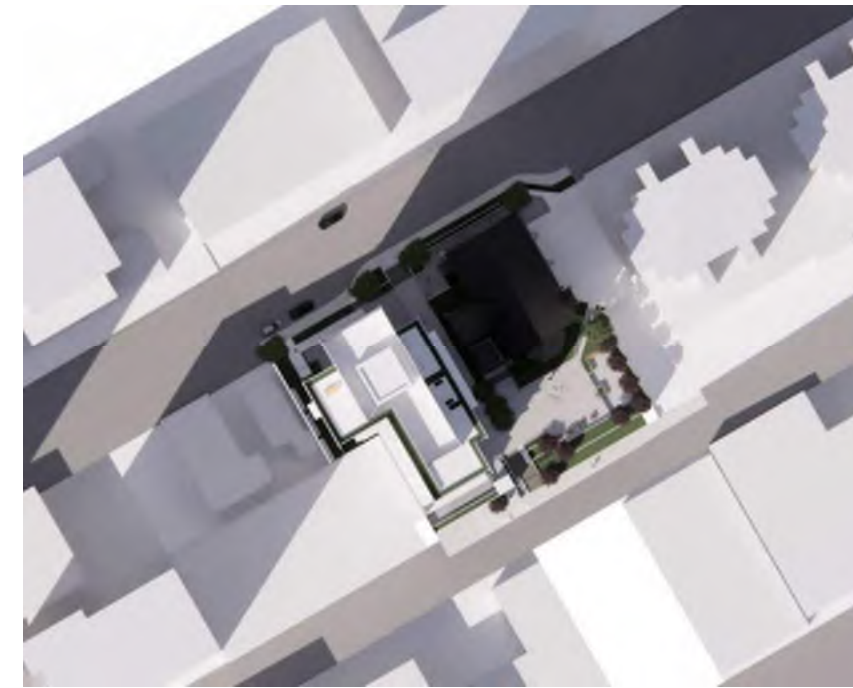
June 21st 2.00 pm



March/September 21st 10.00 am



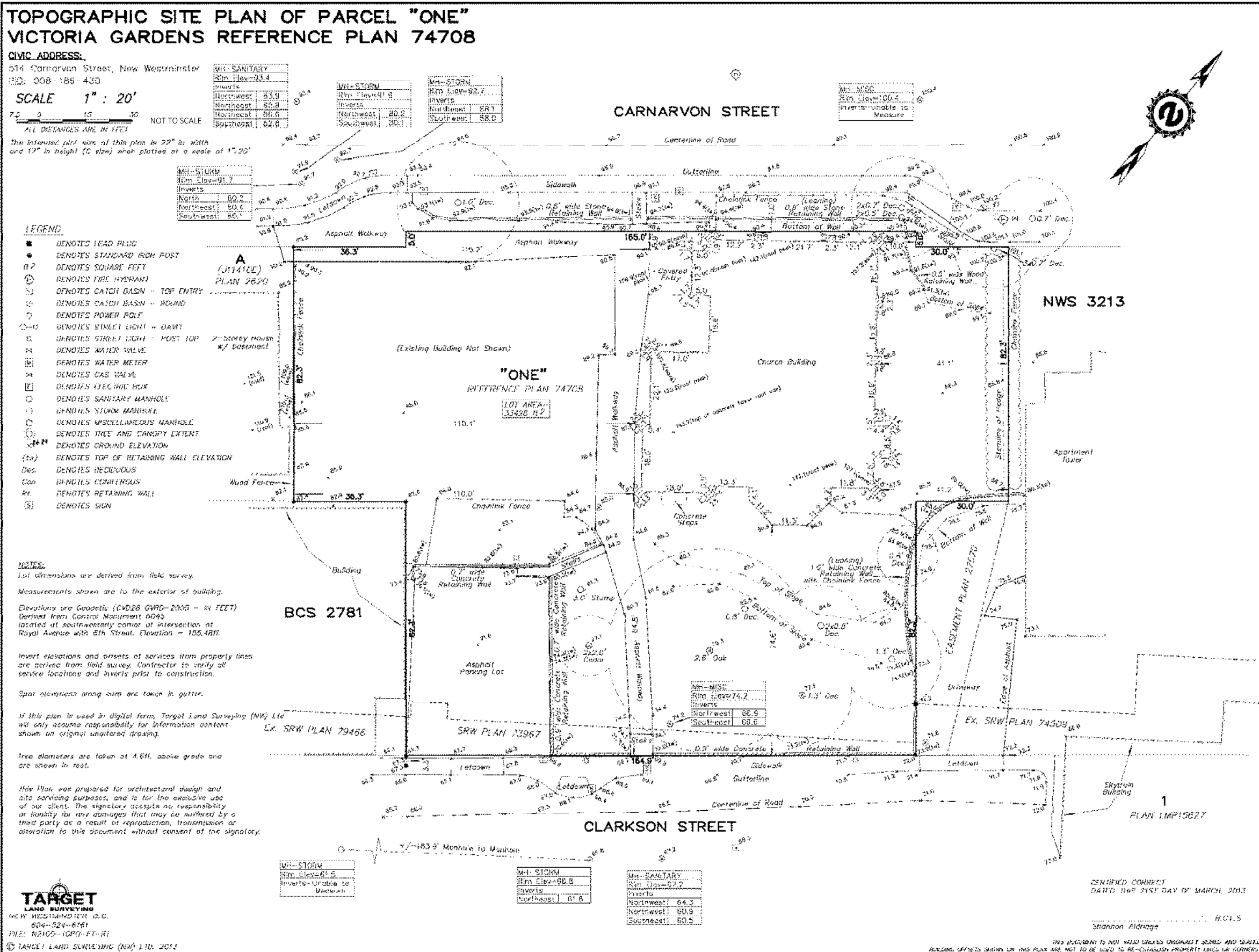
March/September 21st 12.00 pm



March/September 21st 2.00 pm

Shadow Analysis





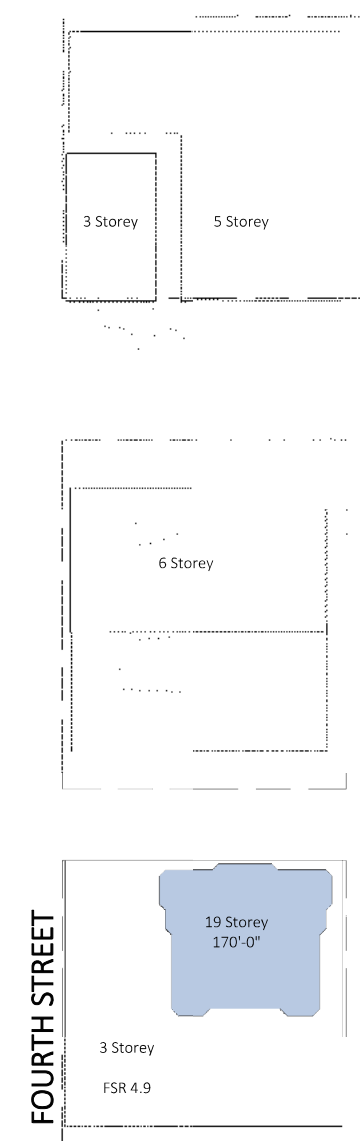
# Project Context and Tower Separation



514 Carnarvon St

Project Context  
and Tower  
Separation

# View Analysis



1 527 Carnarvon St  
1 : 500

View Analysis

# View Analysis

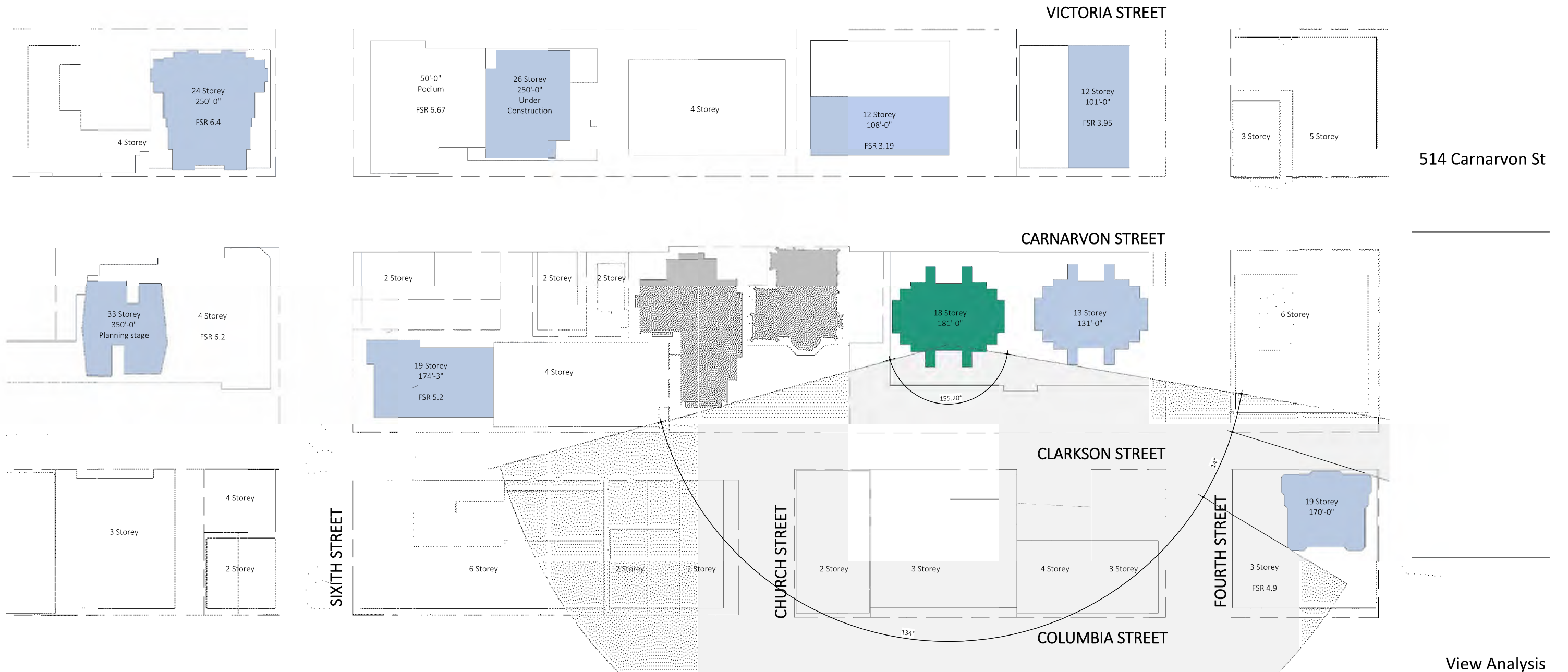


① 425 Carnarvon St  
1 : 500

View Analysis



# View Analysis



1 420 Carnarvon St  
1 : 500

View Analysis

# Pedestrian Route



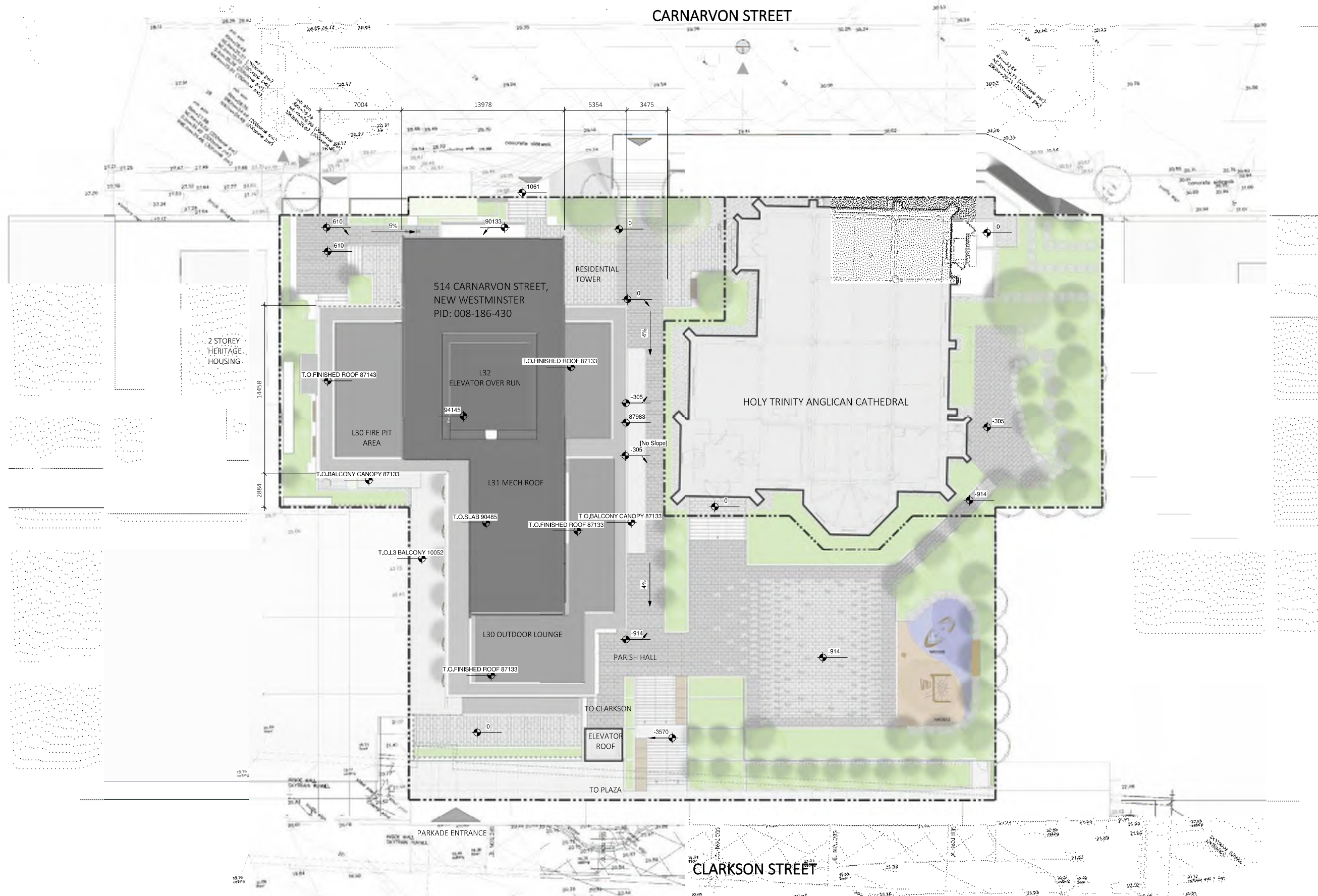
514 Carnarvon St

Pedestrian Route

CARNARVON STREET

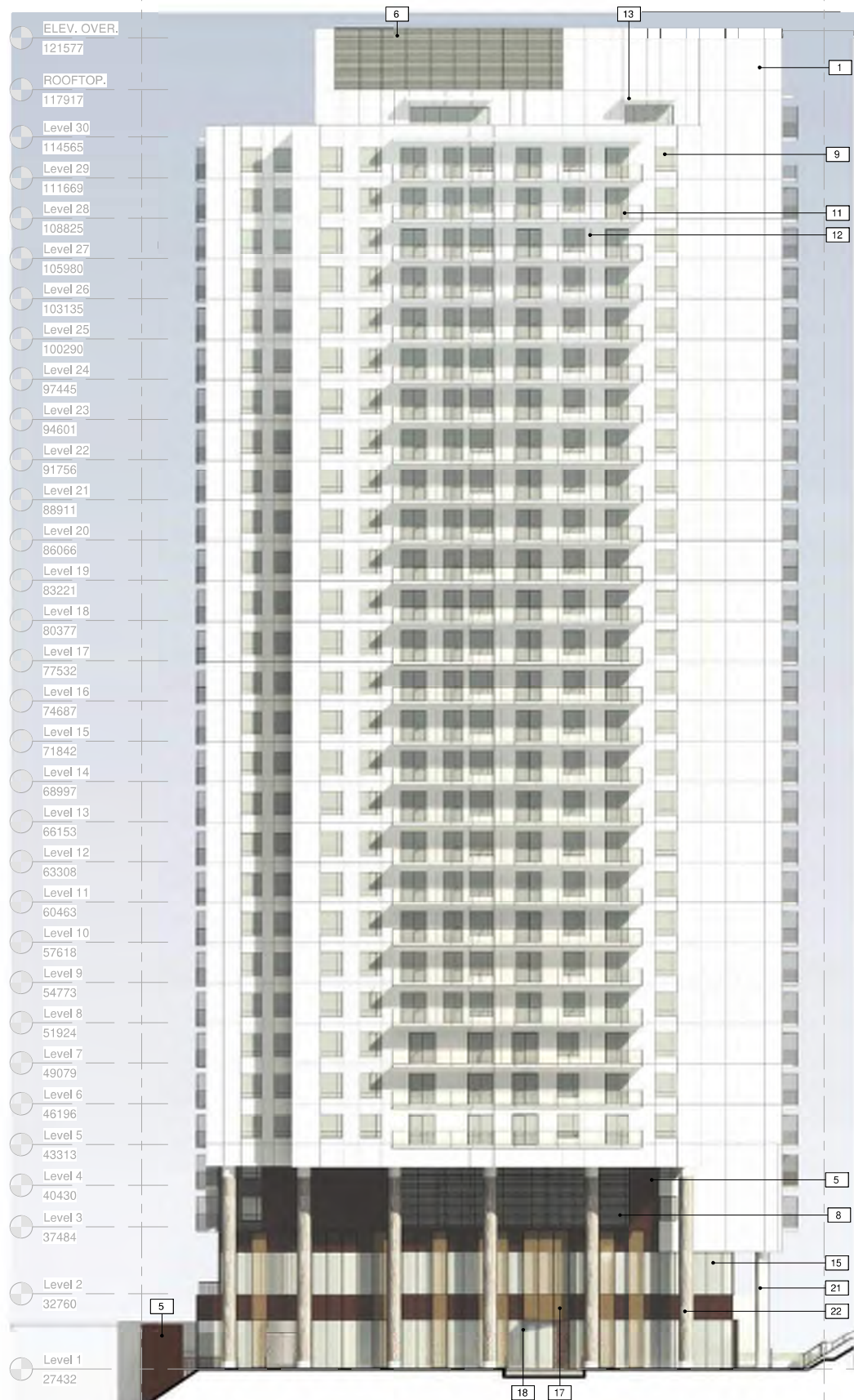
CLARKSON STREET

514 Carnarvon St

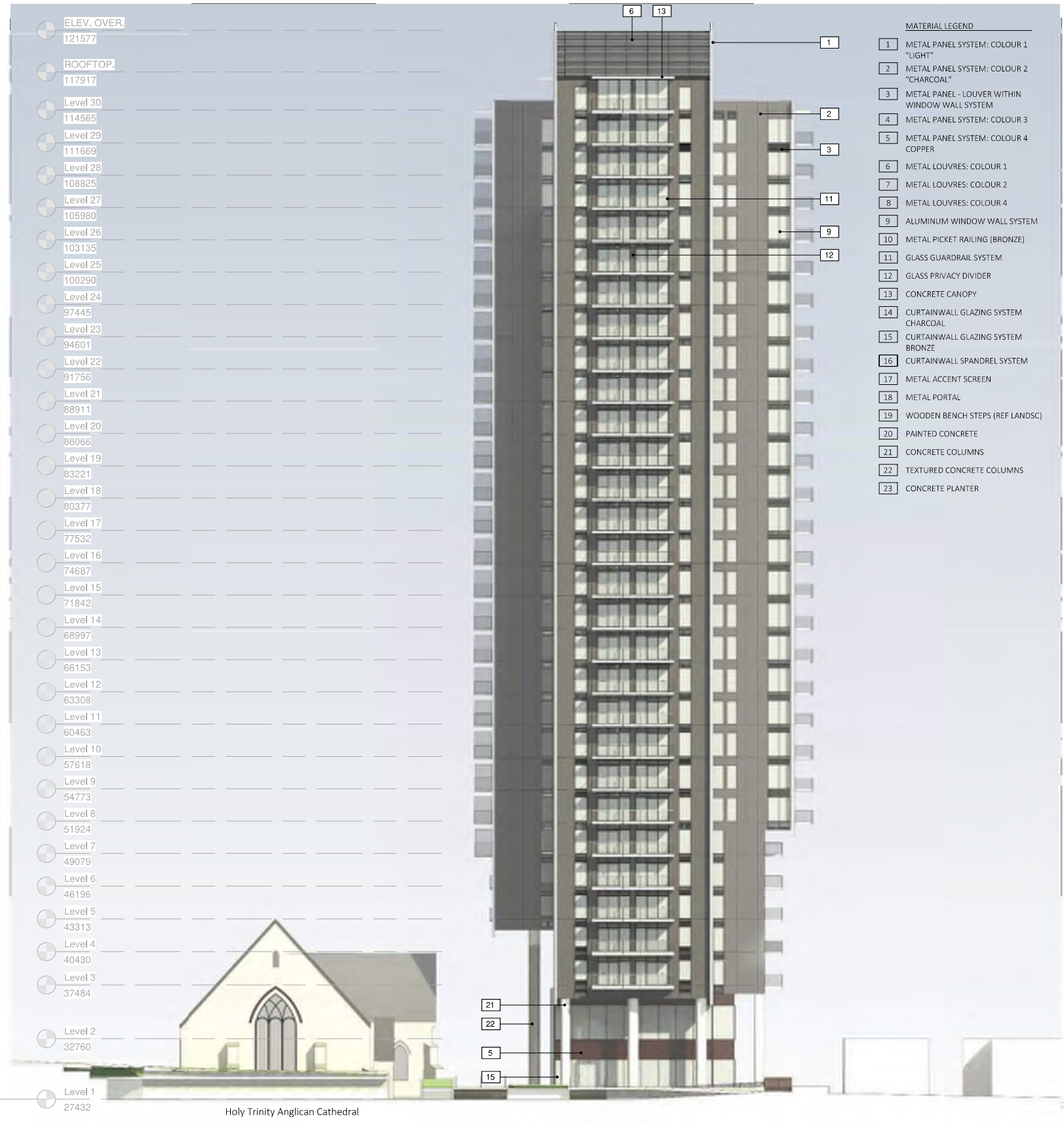


Site Plan

East and North Elevations



1 East Elevation  
1 : 200



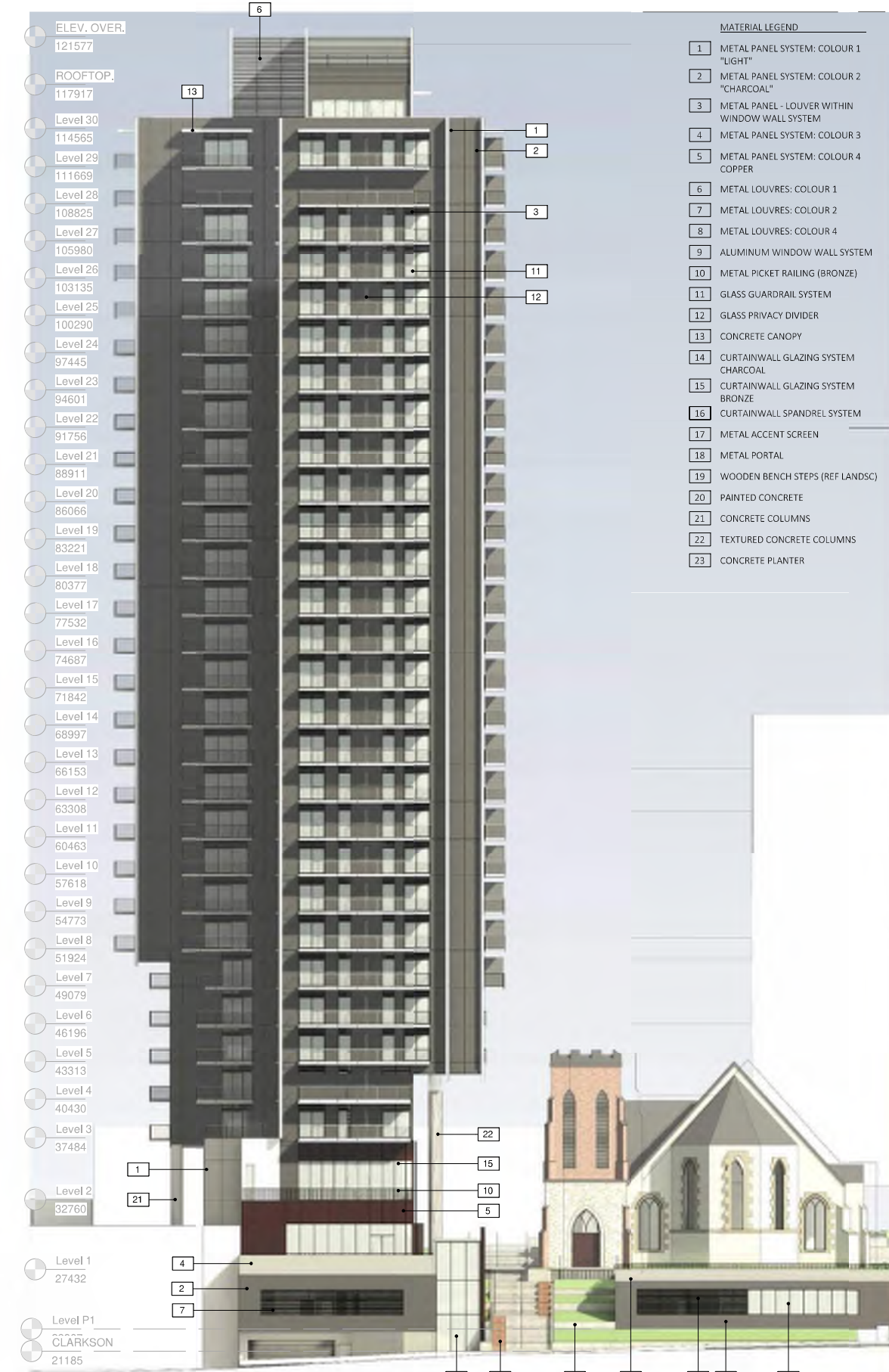
2 North Elevation  
1 : 200

- MATERIAL LEGEND
- 1 METAL PANEL SYSTEM: COLOUR 1 "LIGHT"
  - 2 METAL PANEL SYSTEM: COLOUR 2 "CHARCOAL"
  - 3 METAL PANEL - LOUVER WITHIN WINDOW WALL SYSTEM
  - 4 METAL PANEL SYSTEM: COLOUR 3
  - 5 METAL PANEL SYSTEM: COLOUR 4 COPPER
  - 6 METAL LOUVRES: COLOUR 1
  - 7 METAL LOUVRES: COLOUR 2
  - 8 METAL LOUVRES: COLOUR 4
  - 9 ALUMINUM WINDOW WALL SYSTEM
  - 10 METAL PICKET RAILING (BRONZE)
  - 11 GLASS GUARDRAIL SYSTEM
  - 12 GLASS PRIVACY DIVIDER
  - 13 CONCRETE CANOPY
  - 14 CURTAINWALL GLAZING SYSTEM CHARCOAL
  - 15 CURTAINWALL GLAZING SYSTEM BRONZE
  - 16 CURTAINWALL SPANDREL SYSTEM
  - 17 METAL ACCENT SCREEN
  - 18 METAL PORTAL
  - 19 WOODEN BENCH STEPS (REF LANDSC)
  - 20 PAINTED CONCRETE
  - 21 CONCRETE COLUMNS
  - 22 TEXTURED CONCRETE COLUMNS
  - 23 CONCRETE PLANTER

# West and South Elevations



② West Elevation.  
1 : 200



① South Elevation  
1 : 200

MATERIAL LEGEND

1	METAL PANEL SYSTEM: COLOUR 1 "LIGHT"
2	METAL PANEL SYSTEM: COLOUR 2 "CHARCOAL"
3	METAL PANEL - LOUVER WITHIN WINDOW WALL SYSTEM
4	METAL PANEL SYSTEM: COLOUR 3
5	METAL PANEL SYSTEM: COLOUR 4 COPPER
6	METAL LOUVRES: COLOUR 1
7	METAL LOUVRES: COLOUR 2
8	METAL LOUVRES: COLOUR 4
9	ALUMINUM WINDOW WALL SYSTEM
10	METAL PICKET RAILING (BRONZE)
11	GLASS GUARDRAIL SYSTEM
12	GLASS PRIVACY DIVIDER
13	CONCRETE CANOPY
14	CURTAINWALL GLAZING SYSTEM CHARCOAL
15	CURTAINWALL GLAZING SYSTEM BRONZE
16	CURTAINWALL SPANDREL SYSTEM
17	METAL ACCENT SCREEN
18	METAL PORTAL
19	WOODEN BENCH STEPS (REF LANDSC)
20	PAINTED CONCRETE
21	CONCRETE COLUMNS
22	TEXTURED CONCRETE COLUMNS
23	CONCRETE PLANTER

# Ground Level Overall Landscape Plan

## GENERAL NOTES

1. Refer to the site plan for all walls and for typical and elevations, street landscape notes refer to the site plan and the landscape plan for all such locations and elevations.
2. All plants to be planted in accordance with the B.C. and S.C. standards.
3. All plants to be planted in accordance with the B.C. and S.C. standards.
4. All trees to be planted in accordance with the B.C. and S.C. standards.
5. All plants to be planted in accordance with the B.C. and S.C. standards.
6. All plants to be planted in accordance with the B.C. and S.C. standards.
7. All plants to be planted in accordance with the B.C. and S.C. standards.
8. All plants to be planted in accordance with the B.C. and S.C. standards.
9. All plants to be planted in accordance with the B.C. and S.C. standards.
10. All plants to be planted in accordance with the B.C. and S.C. standards.

### DRAWING LIST

1.1.1	Ground Level Overall Landscape Plan	1/16" = 1'0"
1.1.2	Ground Level Planting Plan	1/8" = 1'0"
1.1.3	Roof Top Landscape Plan	1/8" = 1'0"
1.1.4	Landscape sections	1/4" = 1'0"
1.2.1	Landscape sections	1/4" = 1'0"
1.2.2	Landscape sections	1/4" = 1'0"
1.2.3	Landscape sections	1/4" = 1'0"

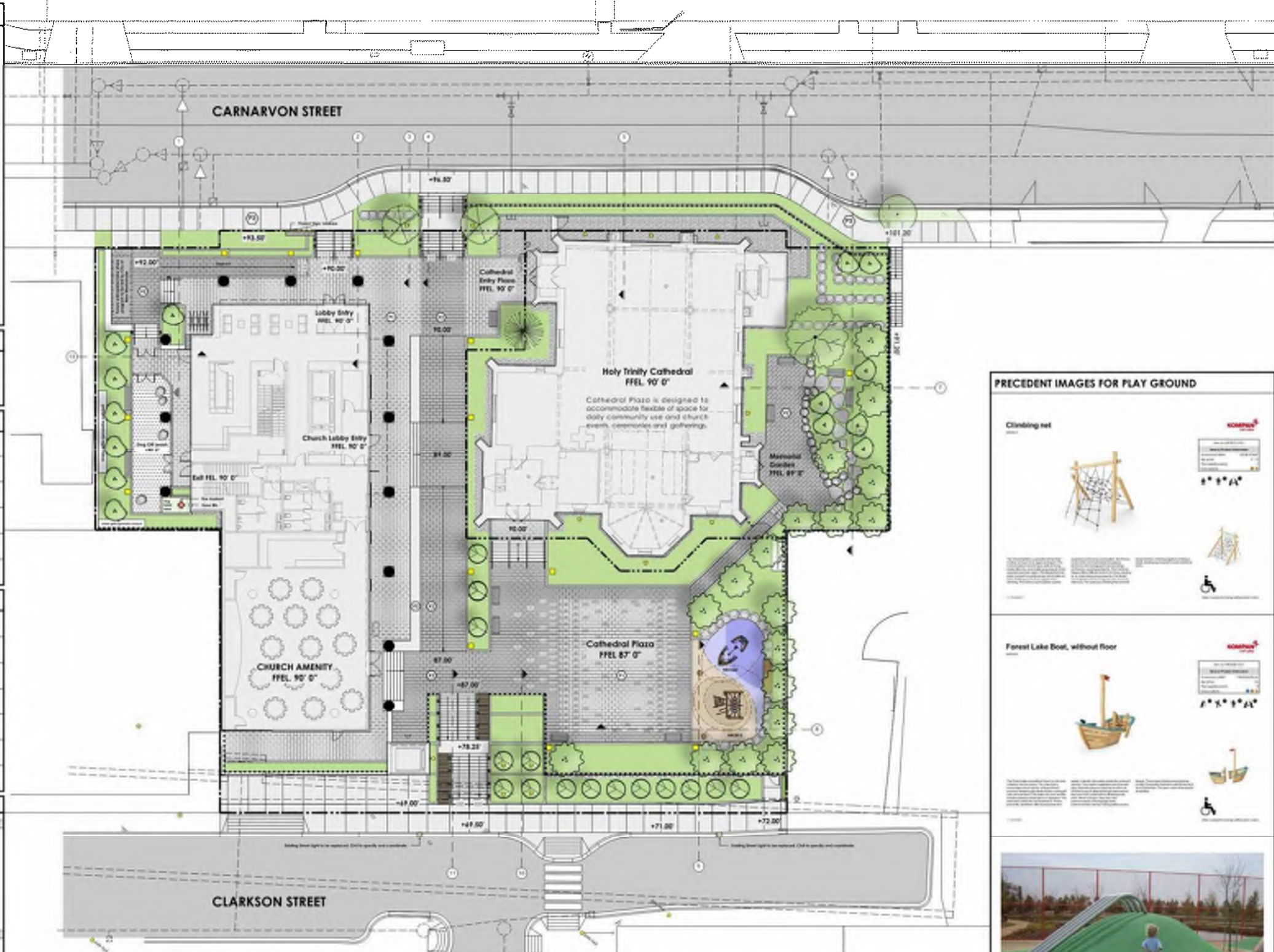
### MATERIALS KEY

P1	Broadway 100mm Pavers, 23.42 x 11.81 x 2.34" Colour: Natural
P2	Broadway 100mm Pavers, 23.42 x 11.81 x 2.34" Colour: Charcoal
P3	CP Concrete (offsite) 150mm thick, low cut as per plan.
P4	Wood decking
P5	Four in Place Rubber Colour: Shades of Blue
P6	Broadway 60mm Pavers 23.42 X 11.81 X 2.34" Colour: Natural

FURNITURE KEY		LIGHTING LEGEND	
[Symbol]	Wood Bench	[Symbol]	Lamp Standard
[Symbol]	Outdoor lounge furniture	[Symbol]	Scene lighting
[Symbol]	Cedar table and logs	[Symbol]	Up Lighting
[Symbol]	Bike Stalls Advantage Hi-Lo	[Symbol]	Step Lights
STAIRCASE TYPE		[Symbol]	LED Lighting
Type A	R @ 4" T @ 12"	[Symbol]	Existing Street Light to be replaced. Civil to specify and coordinate.
Type B	R @ 7" T @ 11"	[Symbol]	Existing Street Light

### PLANT LIST

Symbol	Plant Name	Quantity	Notes
[Symbol]	Acacia	1	Acacia 100mm
[Symbol]	Albizia	1	Albizia 100mm
[Symbol]	Amelanchier	1	Amelanchier 100mm
[Symbol]	Arbutus	1	Arbutus 100mm
[Symbol]	Banksia	1	Banksia 100mm
[Symbol]	Banksia	1	Banksia 100mm
[Symbol]	Banksia	1	Banksia 100mm
[Symbol]	Banksia	1	Banksia 100mm
[Symbol]	Banksia	1	Banksia 100mm
[Symbol]	Banksia	1	Banksia 100mm



### PRECEDENT IMAGES FOR PLAY GROUND

**Climbing net**

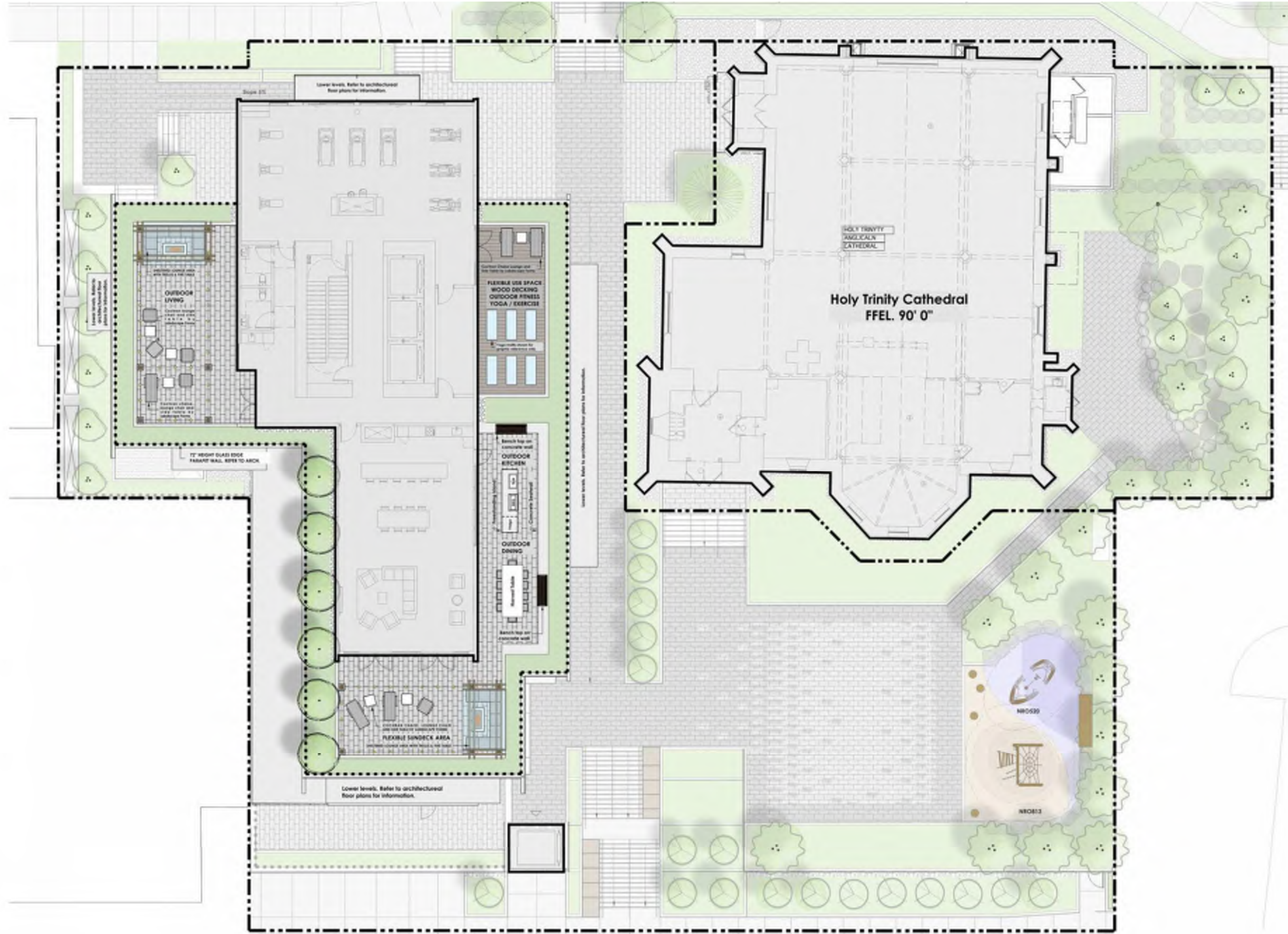
**Forest Lake Boat, without floor**



514 Carnarvon St

Ground Level  
Overall  
Landscape Plan

# Roof Level Overall Landscape Plan



Roof Level  
Overall  
Landscape Plan

**Public Input for  
Official Community Plan Amendment and Heritage Revitalization Agreement:  
514 Carnarvon Street**

**December 7, 2021**

Public Input Submissions			
Name	Date Submitted	Date Received	#
Sarah Polson	November 23, 2021	December 1, 2021	C-1
Pacific Immigrant Resources Society.	December 1, 2021	December 1, 2021	C-2

Correspondence received until 4pm on Wednesday, December 1, 2021 will be distributed with the APC agenda package. Later correspondence will be distributed On-Table at the meeting.



**From:** [External-Dev Feedback](#)  
**To:** [Priya Bal](#)  
**Subject:** FW: [EXTERNAL] 514 Carnarvon St. Project  
**Date:** Wednesday, December 1, 2021 10:28:38 AM

---

**Lisa Wambaa** | Public Engagement Planning Assistant  
 T 604.636.3552 | C 604.240.6394 | E [lwambaa@newwestcity.ca](mailto:lwambaa@newwestcity.ca)

**From:** Personal Information Removed  
**Sent:** Tuesday, November 23, 2021 4:01 PM  
**To:** External-Dev Feedback <devfeedback@newwestcity.ca>  
**Subject:** [EXTERNAL] 514 Carnarvon St. Project

**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.**

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Hi,

I'm writing to express my concerns about the 514 Carnarvon St. project for Holy Trinity Cathedral. I'm a resident in the Quantum building at 39 6th St.

I am not opposed to Holy Trinity's restoration and seismic upgrade work. I think it's an important part of New West's history that should be preserved. However, I am concerned about the 30-story tower project and its impact on the surrounding area.

My concerns are:

1. The impact on the natural light for the low-rise building across the street from the proposed project. There is quite a bit of shadowing already on those building from surrounding towers, and it will be even more so with another tower.
2. Street parking is incredibly limited in this neighbourhood. 200 parking stalls for 285 units will not be enough even for a building that is close to transit. There are notices in our building all the time for people looking for a parking space in the building. I'm sure we are not alone in that regard.
3. This neighbourhood has seen some pretty significant increases in traffic with the most recent tower at Carnarvon & 6th, and there is another tower already in the works at the other corner of Carnarvon & 6th. Depending on the time of day, traffic can be quite backed up with people trying to get onto Royal to the Patullo Bridge. Also before and after school drop offs and pickups at Qayqayt, there is more traffic in the area. This project will add another potential 200 vehicles trying to get access in and out of the neighbourhood.
4. How does this impact Qayqayt Elementary? It is a relatively new school and has already had to add two more mobile units to accommodate the increase of families in the district. How will the city/district adjust for not only the tower going in at 6th & Carnarvon and the other recent towers in the downtown area but this one as well?
5. Currently the distance between our building (Quantum - 39 6th St.) and the tower on the far side of the church still allows for some feeling of privacy on the side of the building facing the church. A tower in between takes that away, and I suspect you will hear a lot of that from residents in our building and the one on the other side of the church.

There are a lot of positive things about this project - accommodations for EVs, family units, etc. But the size and scope seem out of proportion for this neighbourhood. I would be much more willing to support a project that included a low rise or smaller tower with a smaller footprint in the neighbourhood.

Thank you for your time.

Best regards,  
Personal Information Removed

November 26, 2021

City of New Westminster,  
511 Royal Avenue, New Westminster, BC  
V3L 1H9

To City of New Westminster Mayor and Council,

**Re: Proposed Official Community Plan Amendment and Heritage Revitalization Agreement for Holy Trinity Cathedral at 514 Carnarvon St.**

I am writing to confirm that I met with the Conwest Development Team on November 5<sup>th</sup>, 2021 and had the opportunity to discuss the Holy Trinity Cathedral revitalization and proposed development at 514 Carnarvon Street in New Westminster. The Pacific Immigrant Resources Society acknowledges the significance and importance of this project to the City of New Westminster.

The Pacific Immigrant Resources Society (PIRS) is a non-profit organization serving immigrant and refugee women and children since 1975. PIRS assists women in breaking through language barriers, accessing information, meeting material needs, and overcoming social isolation through providing programming for newcomer women and their children. The Holy Trinity Cathedral Parish Hall has served as a facility for programming in New Westminster for the past five years. Currently, PIRS uses the Holy Trinity Cathedral Parish Hall on Monday and Wednesday mornings for English classes.

The proposed development allows for Holy Trinity Cathedral's facilities to be improved and expanded through the development of a new Parish Hall to be utilized by the community. PIRS recognizes the benefits of this proposed development to the Downtown New Westminster community.

We look forward to seeing this proposed development move forward. PIRS trusts that this letter provides the support necessary to move this project forward.

Sincerely,

Personal Information  
Removed

Valerie Lai  
Program Coordinator

The Pacific Immigrant Resource Society

Cc: Rupinder Basi, Supervisor, Development Planning, City of New Westminster  
Joe Carreira, VP Development, Conwest Developments



## **REPORT**

### ***Climate Action, Planning and Development***

<b>To:</b>	Advisory Planning Commission	<b>Date:</b>	December 7, 2021
<b>From:</b>	Britney Dack, Senior Heritage Planner	<b>File:</b>	13.2608.20
		<b>Item #:</b>	[Report Number]

**Subject: Heritage Revitalization Agreement Policy Refresh Principles**

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#### **RECOMMENDATION**

*This report does not include a staff recommendation and instead seeks feedback from the Commission.*

---

#### **EXECUTIVE SUMMARY**

This report requests feedback from the Advisory Planning Commission (APC) on principles for the Heritage Revitalization Agreement (HRA) Policy Refresh project, which are currently being developed by staff in consultation with various City committees and focus groups.

The current (2011) policy for the use of HRAs created a strong foundation for the program, though it is in need of updating to reflect today's context. One of the key elements of the policy is that applications balance private benefits (created through development incentives) and public benefits (community amenities such as heritage retention). The HRA Refresh project looks to both update and standardize these relaxations and requirements for small-scale residential development projects, in order to achieve that desired balance more quickly, easily, and transparently.

In support of this project, the APC is being asked to comment on the integration of the Official Community Plan's infill housing goals into the HRA policy, and consider the project's proposed principles related to housing choice. The feedback will form part of the first round of consultation for the project. A second round of consultation would engage the wider community on the draft policy and would be held in the early spring (likely February- March) of 2022, following which the final policy would be considered by Council for endorsement (April-May 2022).

**1.0 PURPOSE**

The purpose of this report is to obtain the Commission’s feedback on the housing choice principles proposed for the HRA Refresh policy project.

**2.0 GUIDING POLICY AND REGULATIONS**

**2.1 Official Community Plan**

Adopted in 2017, the Official Community Plan (OCP) provides a vision, goals, and policies for New Westminster to the year 2041. Together, these elements connect the community’s aspirations with the tools needed to achieve them, including specific actions, development guidelines, and land use designations. The OCP is implemented by the City in various ways, including through policy initiatives, public programs, civic projects, and bylaws. Implementation also occurs privately through avenues such as development.

**“Missing Middle” Residential Land Uses**

Providing more housing choice is a key focus of the OCP. Many of the OCP’s related goals and implementation projects look to encourage more ground oriented housing forms, especially those between single-detached houses and apartment units on the housing spectrum (which together make up the majority of the city’s housing stock). To date, supportive actions have included:

- Allowing **laneway and carriage houses** as an outright development option in all low density neighbourhoods (all properties designated “Detached and Semi-Detached Housing”);
- Creation of interim guidelines for rezonings to **duplexes** (available to properties designated “Detached and Semi-Detached Housing”);
- Providing opportunities for rezoning to **townhouses and rowhouses** in targeted areas (on properties designated for this form or generally for “Ground Oriented Infill Housing”); and
- Creation of interim guidelines for rezonings to allow **duplexes with suites, triplexes, and quadruplexes** (also available to properties designated for “Ground Oriented Infill Housing”).

Before the 2017 OCP, the housing forms above were rare and the policy frameworks did not exist to support their construction. Also, the OCP allows for more integration of these housing forms into established neighbourhoods than previous City policies.

**Properties with Heritage Assets**

The OCP indicates that, through a Heritage Revitalization Agreement (HRA), a property designated for “Detached and Semi-Detached Housing” or “Ground Oriented Infill Housing” permit housing forms listed in higher designations or zoning and design guidelines relaxations as incentives to conserve heritage assets through development.

**2.2 Heritage Revitalization Agreements**

Heritage Revitalization Agreements (HRAs) are negotiated agreements between the City and a property owner which typically exchange long term legal protection through a Heritage Designation Bylaw (see Appendix C) and exterior restoration for consideration of Zoning Bylaw or design guideline relaxations. When Council considers entering into an HRA with a property owner, one of the objectives is to balance the benefits to the property owner with the benefits to the public. Typically, the public benefit is considered to be protection of a heritage building and exterior restoration, if needed. For the past decade these negotiations were guided by the City’s Policy for the Use of HRAs (see more below).

HRAs are an important and successful component of the City’s heritage program. They are the primary method through which Heritage Designation is secured. Along with Vancouver, and Victoria, New Westminster is one of the leaders in the use of this tool in the province.

Many components of the City’s heritage program support the use of HRAs. For example, buildings which have been identified as having heritage merit (through listing on the Inventory or Register) are eligible for an HRA. As another example, demolitions of houses fifty years and older are reviewed by staff and/or the Community Heritage Commission for heritage value and, if warranted, are offered an HRA as incentive to protect and restore the building.

Policy for the Use of HRAs (2011)

The key elements of the City’s current policy are that HRAs should:

- be integrated with other important City policies and priorities (specifically the OCP and strategies related to housing);
- balance development benefits with community benefits;
- have a clear application process;
- include methods for accountability in construction; and
- meet “The Standards and Guidelines for the Conservation of Historic Places in Canada”, which are national best practices for heritage restoration and rehabilitation.

The current policy has established a strong foundation of practice in the past 10-15 years. The intent is for the HRA Refresh to build on, rather than replace, the current policy, and is targeted specifically at small-scale projects (see project “Scope” below).

**3.0 PROJECT SUMMARY**

**3.1 Scope**

The focus of this policy work would be those areas and building forms designated “Detached and Semi-Detached” and “Ground Oriented Infill” in the Official Community

Plan (OCP): houses, suites, laneway houses, duplexes, triplexes, cluster houses, and infill townhouses (with less than six units). These are the project types, across the city, for which there are the greatest City policy gaps. These policy gaps are also the same ones that Phase Two of the Infill Housing program would address in relation to non-heritage development proposals. Therefore, the two policy projects are being developed in a complementary way.

It is proposed that residential developments with six or more units, or those which would see a change in land use (such as commercial or institutional), continue to follow the existing regulations, process, and guidelines set out in the 2011 policy for the use of HRAs. These projects, which are similar to other large-scale rezonings, are already well integrated into existing policies and practices.

### 3.2 Overview

In the past five years, the development landscape in New Westminster has changed. The 2017 OCP set new directions on land use, in 2019 the City declared a Climate Emergency, and the region is generally facing more pressure for housing. Also in that time, the Queen's Park Heritage Conservation Area and incentive program was adopted (see Appendix C for additional information).

Given all this, the HRA Refresh project looks to provide renewed clarity to applicants and the community on both the requirements (heritage protection and restoration) and the benefits (development incentives) of an HRA application in today's context. The stated intents of the project are to:

- refine and update the policy to today's standards, while also maintaining the strong and long-standing policy framework that exists for the use of HRAs;
- build on lessons learned from near 40 small-scale HRAs completed in the past ten years, including identifying successes and patterns from those earlier projects; and
- address the project goals (outlined below).

The project's timeline and community consultation plan is included as Appendix A.

### 3.3 Goals

The policy work proposed includes the following three main goals, which would be have been expanded into program principles, which are the subject of this report:

1. Increase clarity, certainty, and expectations for applicants and the community  
*Increased clarity regarding project parameters such as density, number of units, and ownership model, would ensure the community knows what to expect in their neighbourhood, and applicants know what type of development projects may be supported by the City.*

- 2. Provide equitable incentives and requirements city-wide  
*Incentives offered through the updated HRA policy would provide equitable opportunities throughout the city. To achieve this, the new policy would situate the incentives and protection offered through the Queen’s Park Heritage Conservation Area within the larger, city-wide context of heritage protection policy.*
- 3. Integrate with current City programs, policies, and Council priorities  
*Other relevant City policies, such as increasing housing choice and improving energy efficiency of existing buildings, will shape the HRA policy to ensure alignment with Council priorities.*

**4.0 ANALYSIS**

**4.1 Past Small-scale Residential HRA Applications**

The Refresh is intended to build on lessons learned from the City’s extensive past practice. Over 60 HRAs have been completed in New Westminster to date. 65% of these were for small-scale residential projects. Queen’s Park and Brow of the Hill are the most common neighbourhoods for which those applications are received, with about 25% of those applications in each of the two neighbourhoods. Moody Park/Kelvin, Sapperton, and Glenbrooke North each represented about 10% of the applications. Though HRAs are not legally precedent setting, as each one is unique to a specific site, there are patterns which emerge from analysis of past applications. Through the analysis, five categories of development incentives were identified, as listed below:

- 1. *Density*  
Primarily in the form of an addition to a heritage building, expanded basement or attic space; commonly over several floors.
- 2. *Subdivision*  
Of the small scale HRAs, over 60% included subdivision. This incentive is commonly paired with roughly 20% increased density (usually from 0.5 to 0.65 floor space ratio/FSR).
  - a. *Small lot sizes (3,000-4,000 sq.ft./ 280-370 sq.m.)*  
About half of subdivisions were to small lot sizes.
  - b. *Compact lot sizes (<3,000 sq.ft./ <280 sq.m.)*  
Near 30% of subdivisions were to compact lot sizes.
- 3. *Stratification*  
Without a small lot subdivision; this functions as a detached duplex or triplex. Though rare a decade ago, this is becoming a more common request as it allows creation of new units that are sold while providing more flexibility in the division of



land and its responsibilities than a standard subdivision (e.g. shared spaces with shared maintenance, like driveways).

- 4. *Conversion* (multiple units in a building)  
Single-unit to multi-unit conversion of an existing larger building. Generally this involves duplexing or triplexing. The units could be rental or strata (ownership) or a mix of both.
- 5. *Infill*  
Often rental infill tends to appear like a large or otherwise non-standard laneway or carriage house.

The above development options are not only examples of infill housing types in low density neighbourhoods, but are also an important element of the HRA program as they provide the incentive for legal protection as well as generate the funds needed for exterior heritage restoration work.

**5.0 DISCUSSION**

**5.1 Complementary Goals**

As highlighted above, foundational to the current policy (2011) is the balance of private and public benefits. The goal of the Refresh project is to make the balance of benefits more standardized, in order to:

- 1. provide greater clarity for applicants as well as the public, and
- 2. reduce the level of negotiation on each project, which otherwise draws out project timelines.

Reduced timelines and uncertainty help support small-scale infill projects, like HRAs, which are key to meeting the City’s housing goals around the creation of “missing middle” housing, ground-oriented building forms, and family-friendly units. In this way, the City’s housing goals can work in tandem with the City’s goals to encourage heritage preservation.

*Guiding discussion questions:*  
*Does the committee support the HRA Refresh project; if so why?*  
*Are land use and development items being appropriately integrated into the Refresh?*  
*Are there further elements staff or Council should consider?*

**5.2 Infill as a Community Benefit**

Work to date on the refreshed HRA policy identified some community benefits against which private development benefits (listed in Analysis) would be balanced. The principles are consistent with best practice and have been grouped into four key policy areas, which reflect those of current City policies and priorities in Council’s Strategic Plan: (1) heritage conservation; (2) housing choice; (3) community diversity and

inclusion; and (4) energy reductions and environmental sustainability. A full list of the principles in each benefit category is included in Appendix B.

*Guiding discussion questions:*

*Should infill housing be considered a community benefit; why or why not?*

*How could or should private benefits be balanced if/when considering infill as a community benefit?*

### **5.3 Housing Choice Principles**

As part of the consultation plan for this project (see Appendix A), four City committees have been selected to review the principles which correspond with their committee's mandate. The Advisory Planning Commission (APC) is being asked to consider the housing choice principles (listed below) and provide feedback to staff on their integration into the HRA policy for small-scale applications.

#### Development

- Allow development and change on sites with heritage assets
- Be consistent with the existing OCP land use designation and related heritage incentive

#### Infill

- Focus on "missing middle" ground-oriented infill housing forms (family-friendly sized units preferred)
- Prioritize on-site space for living (e.g. housing, green-space, etc.) rather than for vehicle parking

#### Rental

- Encourage the creation of rental units (such as through suite readiness)
- Do not reduce the number of existing rental units

*Guiding questions:*

*Are the above listed principles sufficiently comprehensive, keeping in mind the small-scale projects they would apply to?*

*Is anything missing? Or is something listed not appropriate to include?*

### **6.0 LAND USE QUESTIONS FOR APC**

The Advisory Planning Commission is being asked to review the integration of the current Official Community Plan's infill housing goals into the HRA policy as well as the proposed housing choice principles for the policy update, and provide feedback to staff which will shape the draft policy update to be developed this winter.

**ATTACHMENTS**

- Appendix A: Project Timeline and Consultation Plan
- Appendix B: List of Proposed Community Benefit Principles
- Appendix C: Additional Information on Policy and Regulations

This report was prepared by: Britney Dack, Senior Heritage Planner  
This report was reviewed by: Rupinder Basi, Supervisor of Development Planning  
This report was approved by: Lynn Roxburgh, Acting Supervisor of Land Use and  
Climate Action

Appendix A  
*Project Timeline and Consultation Plan*

## Project Timeline

Overall, key milestones for the HRA Refresh project will be:

Milestone	Timeframe
Post-implementation Evaluation of the Heritage Conservation Area*	Fall 2021
Research and Principles Development	Fall 2021
Community Consultation <b>(WE ARE HERE)</b> <ul style="list-style-type: none"><li>○ Stakeholders (e.g. previous applicants, Preservation Society)</li><li>○ City committees and task forces</li><li>○ General public (online)</li></ul>	Winter 2021-2022
Policy Framework for Endorsement	Spring 2022

*\*This work is outstanding from a 2019 program (prior to the Covid-19 pandemic) and is partially complete, and would include finalization of the Incentives Program. An understanding of the impact of the Conservation Area and clarity on the incentives available through the Zoning Bylaw in Queen's Park will inform the integration of the Heritage Conservation Area into the city-wide HRA policy.*

### Implementation Program

When the policy is presented to Council for endorsement, staff would also present a proposed Implementation Program. The Program would be launched in the summer of 2022 and includes tasks such as:

- Refining the legal tools and processes
- Developing application procedures
- Internal, interdepartmental coordination of construction requirements
- Creation of public guides and resources, and educational outreach as required
- Updating of related documentation and policies

### **Community Consultation Plan**

#### Round 1: Principles (Nov 2021-Jan 2022)

The first round of consultation is currently underway and is focused on the five development incentives and the four groups of principles listed in Appendix B. The first round of consultation includes two main groups, and take place over the winter 2021-2022. The groups are:

1. Invitational Meetings/ Focus Groups
  - a. Past applicants from Heritage Revitalization Agreement (HRA) projects
  - b. Builders, designers, architects, and heritage professionals who have worked on HRA projects in the city

- c. New Westminster Heritage Preservation Society Directors
  - d. Queen's Park and Brow of the Hill Residents' Association Directors
2. City Committees and Task Forces
- a. Community Heritage Commission
  - b. Advisory Planning Commission
  - c. Reconciliation, Social Inclusion, and Engagement Task Force
  - d. Environment and Climate Advisory Committee

Each of the four City committees will be reviewing their corresponding principles. Other Task Forces would be engaged for feedback should issues for discussion be identified through consultation with other groups.

#### Round 2: Draft Policy (Feb-March 2022)

Following the first round of consultation, staff would report back to Council with a draft framework for the refreshed policy. The draft framework would build on the principles above, responding to the feedback gathered and Council's direction.

The draft would then be presented to the general community to seek feedback through:

- a. an online community survey;
- b. in-person community information session, should Provincial Health Guidelines be achievable; and
- c. virtual, telephone, or small in-person appointments with staff upon request, should an online or public event not be comfortable for the individual.

## Appendix B

### *List of Proposed Community Benefit Principles*

The principles have been grouped into four key policy areas, which reflect those of current City policies and priorities in Council's Strategic Plan: (1) heritage conservation; (2) housing choice; (3) community diversity and inclusion; and (4) energy reductions and environmental sustainability.

## **Heritage Conservation**

### *Recognize and protect*

- Include a site with confirmed heritage value
- Protect the heritage elements with a Heritage Designation Bylaw

### *Conserve*

- Not require major restoration (which incentivizes neglect for the purposes of unlocking development potential)
- Include a Heritage Conservation Plan and long-term Maintenance Plan
- Engage a heritage professional for guidance in both the application review and construction phases of the project

### *Incentivize*

- Consider heritage as a community amenity contribution
- Create sufficient development benefit to incentivize conservation and retention
- Be comparable in time, cost, flexibility, and complexity to other application types

## **Housing Choice**

### *Development*

- Allow development and change on sites with heritage assets
- Be consistent with the existing OCP land use designation and related heritage incentive

### *Infill*

- Focus on “missing middle” ground-oriented infill housing forms (family-friendly sized units preferred)
- Prioritize on-site space for living (e.g. housing, green-space, etc.) rather than for vehicle parking

### *Rental*

- Encourage the creation of rental units (such as through suite readiness)
- Do not reduce the number of existing rental units



## **Community Diversity and Inclusion**

### *Equity and access*

- Consider physical accessibility in both building and site design
- Provide a range of tenure and affordability options to expand the housing continuum
- Have equitable eligibility, benefits, and requirements for similar projects city-wide

### *More diverse stories*

- Support projects with histories that are not already represented in the program
- Broaden the definition of heritage value to include more diverse narratives (across economic, social, and cultural groups)

### *Expanded values*

- Define “heritage” as historic significance, not as an aesthetic
- Consider intangible heritage values or non-building attributes and places (e.g. trees, views, uses etc.)

## **Energy Reductions and Environmental Sustainability**

### *Green space*

- Provide access to at-grade on-site outdoor space for each residential unit
- Achieve appropriate storm water management and permeable surface ratios, with an emphasis on natural rather than engineered systems

### *Tree protection*

- Emphasize tree retention (on-site and in the public realm)
- Process a Tree Permit application concurrently with the HRA review process

### *Green building*

- Apply Step Code for new construction
- Ensure access to “green building” incentive programs (e.g. thick wall density or Energy Save New West)
- Identify energy upgrades for the heritage building in its Conservation Plan

### *Sustainable transportation*

- Provide secured, weather protected bicycle parking for each residential unit
- Support relaxations for on-site vehicle parking spaces where alternative transportation options exist

Appendix C

*Additional Information on Policy and  
Regulations*

## **Heritage Designation Bylaws**

A Heritage Designation Bylaw is a form of land use regulation that places long-term legal protection on the land title of a property. It is the primary tool for restriction of demolition and can deny future development, even if otherwise allowable under the Zoning Bylaw. Any changes to a protected heritage property must first receive approval from City Council (or its delegate) through a Heritage Alteration Permit (HAP). Future development is no longer entitled to the property owner, but may be requested of Council. In New Westminster, properties which are subject to an HRA are required to be protected with a Designation Bylaw.

## **Queen's Park Heritage Conservation Area**

A Heritage Conservation Area is a distinct neighbourhood, characterized by its historic value, which is identified in a City's Official Community Plan (OCP) for heritage conservation purposes. The Queen's Park Heritage Conservation Area was adopted in 2017 and includes single-detached dwelling properties south of Sixth Avenue, north of Royal Avenue, west of Sixth Street and east of Queen's Park.

The Queen's Park Heritage Conservation Area is a lower level of heritage-related protection than individual property Heritage Designation Bylaws. Rather, the Heritage Conservation Area is an area management tool, which includes both heritage protection for the exterior of existing buildings, and design control for new construction. The goal of a Heritage Conservation Area is to allow change, but ensure the change is respectful of existing heritage character. Like Designation Bylaws, Heritage Alteration Permits (HAPs) are used for managing change.

### Development Entitlement (Zoning)

The Heritage Conservation Area provides a layer of regulation in addition to that of the OCP and the Zoning Bylaw, which apply to all properties in the Area. All properties, protected or not, continue to have the same density entitlement as other properties in the same zoning district. If a Heritage Alteration Permit is required for construction activity, that permit governs design of the construction, not the density, number of units, height, setbacks or other elements detailed in the Zoning Bylaw. Heritage Alteration Permits cannot vary zoning (this is only available through a rezoning or a Heritage Revitalization Agreement).

### Incentive Program

During the process of creating the Queen's Park Heritage Conservation Area, neighbourhood property owners raised the issue of potential impacts to the area's property values. At that time, the City engaged an economic consultant who identified possible impacts, and mitigation options. The incentives program framework subsequently endorsed by Council in May 2018 was based on these recommendations and feedback from City committees.

The framework includes items implemented in the short (2018), medium (2018-2021), and long term (2023+).

The five short term incentives were adopted:

- Increased density (0.2 floor space ratio) for the principal building;
- Building Code alternate compliance options for the principal building;
- More achievable laneway and carriage house density;
- Relaxations for laneway and carriage house design; and
- Servicing upgrade relaxations when building a laneway or carriage house.

The seven medium term incentives were adopted:

- Refined evaluation checklist for removal
- Expedited permit process
- Added services for owners
- Support of Development Variance Permits

The two long term incentives (heritage grants and interpretive signage) have been integrated into appropriate departmental work plans for the next five years.