

## Attachment #5

### *Background and Context Information*

## **APPENDIX 5: BACKGROUND AND CONTEXT INFORMATION**

### **LAND USE AND DEVELOPMENT POLICIES**

#### **Official Community Plan / Downtown Community Plan**

The existing OCP designation for this site is Residential – Mid Rise Apartment which permits 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 (restaurants). The intent of this designation is to permit buildings up to 12 storeys.

The subject site is in 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.

The proposal is not consistent with the OCP Land Use Designation.

#### **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 is not consistent with this zone, though could be permitted through a rezoning or a Heritage Revitalization Agreement.

#### **Downtown Density Bonus**

The Density Bonus Program (Phase 2) allows zones RM-4, RM-6 and C-4 in the Downtown to request rezoning into a bonus density district in exchange for a Density Bonus charge, provided consistency with the OCP Land Use Designation.

Although the subject site is not zoned to take advantage of the Density Bonus Program, this policy provides context regarding the proposed HRA as it relates to maximum scale of development contemplated by the current OCP Land Use Designation and Zoning Bylaw. The proposed development exceeds the maximum overall density and residential density that is permitted under both the current land use designation and the Density Bonus zones in the Zoning Bylaw.

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

A minimum of 30% of multi-family ownership units must be two- and three-bedroom with at least 10% of the total number of units being three-bedroom. For multi-family rental projects, these percentages are reduced to 25% and 5% respectively.

As currently proposed, the project would meet the requirements of the Family-Friendly Housing Bylaw for the market condominium and secured market rental units. Through the project review process, the unit mix for the non-market rental units would be further determined through discussions with BC Housing and would be confirmed prior to formal consideration of the applications.

### **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, and 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.

### **Heritage Revitalization Agreements**

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 and exterior restoration, alternate zoning provisions are considered.

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. In this proposal, the heritage benefit to the community is restoration, continued historic use and the full legal protection of the heritage building through a Heritage Designation Bylaw. These measures will be taken into consideration as well as the provision of a secured market rental which achieves other City objectives towards housing, as well as the provision of publically-accessible, privately owned plaza space and outdoor elevator which will improve accessibility for pedestrians getting to and from the Columbia SkyTrain station.

## **The Standards and Guidelines for the Conservation of Historic Places in Canada**

Council endorsed *The Standards and Guidelines for the Conservation of Historic Places in Canada* in 2008 as a basis for assessing heritage conservation projects within the city. These are national guidelines for best practice in heritage restoration, rehabilitation, and design. The goal of the Standards and Guidelines is to promote heritage conservation best practice while ensuring respectful and sensitive new construction.

The document strongly encourages developments which include a historic building to be respectful of the existing heritage assets. Respectful development does not necessarily mean that the site should not be developed, rather that the site or new building's design should consider the heritage building, and allow the heritage building to be the focus of the development. The guidelines identify that new building features should not be overwhelming, or detracting from historic features. HRA applications are evaluated against these guidelines

### **Heritage Designation**

A Heritage Designation Bylaw is a form of land use regulation that places long-term legal protection on the land title of a property. 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. All buildings protected by bylaw in New Westminster are also added to the City's Heritage Register and the Canadian Register of Historic Places.

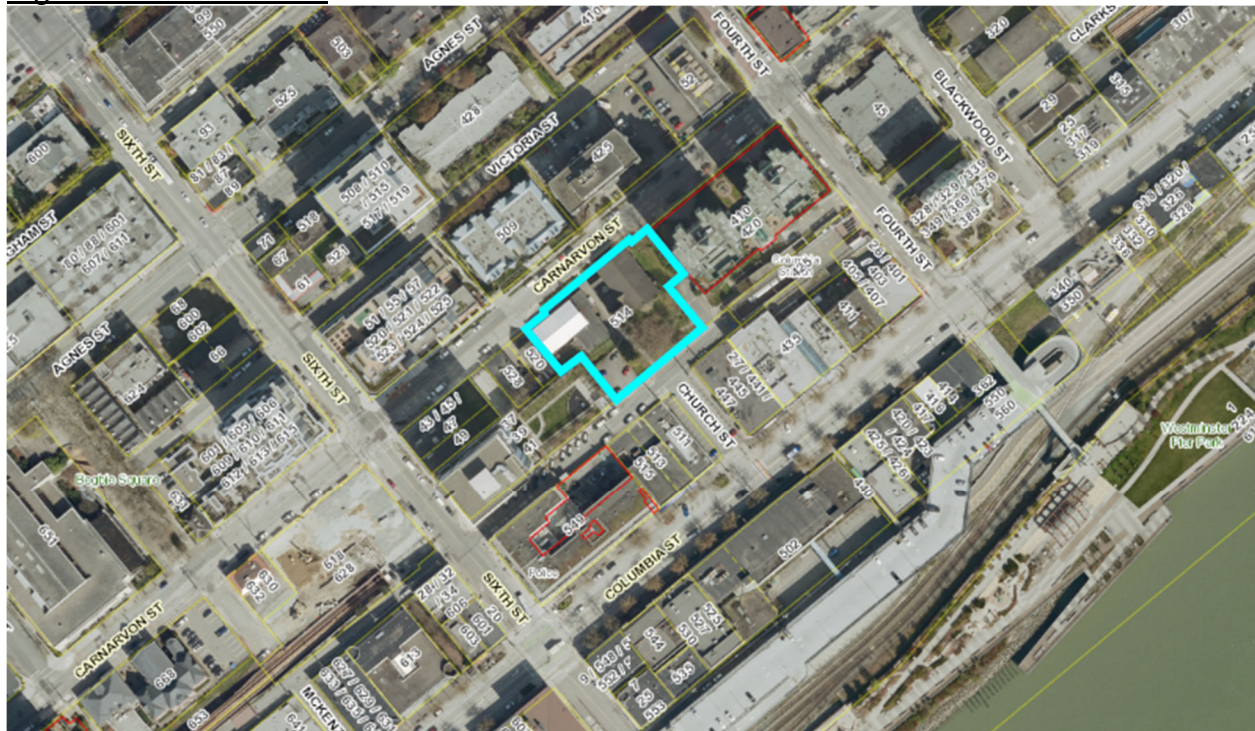
### **SITE CHARACTERISTICS AND CONTEXT**

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 Location



### Proximity to Transit Service and Other Sustainable Transportation Options

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.

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

## **PROJECT STATISTICS**

*Table 1: Summary of Project Statistics*

	<b>Existing/Permitted/Required</b>	<b>Proposed</b>
Existing Site Area (gross)	3,105.6 sq.m. (33,428 sq.ft.)	
Site Frontage	70.49 m. (231.27 ft.)	
Lot Depth	40.23 m. (131.99 ft.)	
Floor Space Ratio (FSR)	0.492 (Existing)	Strata Residential: 5.97 Rental Residential: 0.34 Parish Hall: 0.20 Total: 6.58
Site Coverage at grade	32.84% (Existing)	Church 54.34% Tower: 25.27%
Building Height	9.14 m. (30 ft.)	96 metres (315 ft.)
Number of Storeys	Up to 2	30
Residential Units	-	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: 96 units – 35% (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 (with TDM strategies outlined report body)	<p>Residential (Strata) – 314 resident spaces and 28 visitor spaces</p> <p>Residential (Market Rental) – 14 resident spaces and 2 visitor spaces</p> <p>Church – 25 spaces</p> <p>Total Required = 379</p>	<p>Total Provided =197 spaces</p> <ul style="list-style-type: none"> <li>- Residential = 165</li> <li>- Res. Visitor = 11</li> <li>- Church = 12</li> <li>- Visitor and Church Shared = 8</li> <li>- shared parking between church and residential visitor (8 spaces)</li> </ul>

Loading	1 space	1 space
Bicycle Parking	Long Term = 357 Short Term = 12	Long Term = 358 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