

## **REPORT**

### *Development Services*

**To:** Mayor Côté and Members of Council      **Date:** 2/19/2018

**From:** Jackie Teed      **File:** HER00510  
Acting Director of Development  
Services

**Item #:** 54/2018

**Subject: 514 Carnarvon Street (Holy Trinity): Affordable Housing Update**

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#### **RECOMMENDATION**

***THAT** Council direct staff to process the proposed application as outlined in the report to the LUPC on January 29, 2018.*

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#### **EXECUTIVE SUMMARY**

Official Community Plan (OCP) amendment, Heritage Revitalization Agreement (HRA) and Special Development Permit applications have been received for Holy Trinity Cathedral located at 514 Carnarvon Street. The project is being proposed in support of: 1) restoring the exterior and seismically upgrading the cathedral; 2) renovating the interior; 3) constructing a new Parish Hall and publicly accessible plaza; and 4) funding future Parish operations and maintenance.

The applicants are proposing to construct a 30 storey, 245 unit residential tower which includes 173 market condominium units, 30 secured market rental housing units, and 42 secured non-market rental housing units, with an overall 6.20 Floor Space Ratio (FSR) (0.17 FSR for existing church, 0.2 FSR for new church space within tower and 5.83 FSR for residential). The proposal would also include ground-level Parish-related uses within the new residential tower and five levels of underground parking as well as an elevator which would provide secured public pedestrian access between the plaza on Carnarvon Street and Clarkson Street, and a connection to the Columbia Street SkyTrain station.

## 1. BACKGROUND

**September 15, 2014** – Council initially considered an application for an Official Community Plan Amendment and Heritage Revitalization Agreement to retain and restore the Holy Trinity Cathedral, create some additional space and other renovations for use by the Parish, and provide ongoing maintenance. The application followed the City working with the Parish to explore other options for supporting their proposed scope of work, as the proposed 28 storey market condominium tower exceeded what was supported by City policies.

Council directed that staff work with the applicant to revise the proposed project such that it would better conform with City heritage and land use policies, by addressing the following points:

*a) inform the applicant that once the following changes have been incorporated into the proposal, it will be returned to Council for further consideration:*

- *No units below 350 sq. ft. in size;*
- *Off-street Parking to be provided on site in accordance with the minimums in the Downtown Parking Study taking into account the use of appropriate incentives;*
- *Off-street Loading to be provided;*
- *Sufficient Long-term and Short-term bicycle parking to be provided;*
- *Indoor Amenity Space to be provided at a ratio of 20 sq. ft. per unit;*
- *Storage lockers to be provided, at a minimum, for all units which are below 500 sq. ft. in size; and*
- *Any other items that may arise through further review of this proposal.*

*b) Work with the applicant to reduce the scale of the tower to better fit with the heritage and neighbourhood context*

**March 6, 2017 and October 16, 2017** – On March 6, 2017, the Land Use and Planning Committee (LUPC) provided initial feedback on a revised project concept for a 26 storey, 252 unit residential tower in order to facilitate the restoration and future maintenance of the Holy Trinity Cathedral, and renovation/additions for the Parish. The LUPC provided feedback that a high-rise residential development with an affordable housing component could be considered on the site. The LUPC reconfirmed this feedback on subsequent review on October 16, 2017.

Following the October 16, 2017 LUPC meeting, the applicant had further discussions with BC Housing and was able to come back with a revised project concept in keeping with the concept presented at the March 6, 2017 LUPC meeting through the inclusion of both non-market and market rental residential units.

Links to March 6, 2017 LUPC Meeting Agenda and Minutes (please see Item 5)

- [https://www.newwestcity.ca/council\\_minutes/0306\\_17/Public\\_Meeting\\_LandUseandPlanningCommittee\\_LUPC-4.2017.pdf](https://www.newwestcity.ca/council_minutes/0306_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-4.2017.pdf)
- [https://www.newwestcity.ca/database/files/library/CNW\\_DOCS\\_1004857\\_v1\\_LUPC\\_2017\\_MAR\\_6\\_Minutes.pdf](https://www.newwestcity.ca/database/files/library/CNW_DOCS_1004857_v1_LUPC_2017_MAR_6_Minutes.pdf)

Links to October 16, 2017 LUPC Meeting Agenda and Minutes (please see Item 6)

- [https://www.newwestcity.ca/council\\_minutes/1016\\_17/Public\\_Meeting\\_LandUseandPlanningCommittee\\_LUPC-12.2017.pdf](https://www.newwestcity.ca/council_minutes/1016_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-12.2017.pdf)
- [https://www.newwestcity.ca/database/files/library/LUPC\\_2017\\_Oct\\_16\\_Minutes.pdf](https://www.newwestcity.ca/database/files/library/LUPC_2017_Oct_16_Minutes.pdf)

## 2. COMMENTS & ANALYSIS

At its meeting held on January 29, 2018, the Land Use and Planning Committee (LUPC) considered the staff report attached as **Appendix “A”** and adopted the above recommendation and provided the following comments:

- *The proposal for the 30 storey tower adjacent to the Holy Trinity Cathedral (HTC) is reasonable, and contributes to the City’s goals regarding affordable housing;*
- *Ensuring that the Cathedral Plaza is utilized to its full potential is important, as it would be considered a City amenity;*
- *Revitalizing the HTC would be the most substantial heritage update in New Westminster for a long period of time;*
- *Ensuring that development and program plans for the HTC are sustainable would be a crucial component for the success of the project; and,*
- *Limited financial resources for HTC indicates that the project needs to be sustainable in both short and long term plans.*

*With regards to the next steps for the project, Mr. Basi reported that the project would require additional public consultation and staff review before consideration of a Public Hearing.*

### ***MOVED and SECONDED***

*THAT the Land Use and Planning Committee recommend that Council direct staff to move forward with processing the Official Community Plan Amendment (OCP00010), Heritage Revitalization Agreement (HRA00510) and Special Development Permit (SDP00198) for 514 Carnarvon Street (Holy Trinity Cathedral) as outlined within this report.*

***CARRIED.***

*All members of the Committee present voted in favour of the motion.*

### 3. OPTIONS

The Land Use and Planning Committee presents the following options for Council consideration:

- 1) That Council direct staff to process the proposed application as outlined in the report to the LUPC on January 29, 2018.
- 2) That Council provide alternative direction.

The Land Use and Planning Committee recommends Option 1.

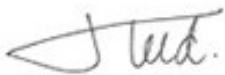
### ATTACHMENTS

Appendix A: January 29 2018 LUPC Report with Attachments

This report has been prepared by:  
Rupinder Basi, Senior Planning

This report was reviewed by:  
John Stark, Acting Manager of Planning

Approved for Presentation to Council



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Jackie Teed  
Acting Director of Development  
Services



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Lisa Spitale  
Chief Administrative Officer



## **Appendix "A"**

*January 29, 2018 LUPC Report and  
Attachments*



## REPORT

### *Development Services*

**To:** Land Use and Planning Committee      **Date:** 1/29/2018

**From:** Jackie Teed  
Acting Director of Development  
Services      **File:** HER00510

**Item #:** 79/2017

**Subject:** 514 Carnarvon Street (Holy Trinity): Affordable Housing Update

### **RECOMMENDATION**

***THAT** the Land Use and Planning Committee recommend that Council direct staff to move forward with processing the Official Community Plan Amendment (OCP00010), Heritage Revitalization Agreement (HRA00510) and Special Development Permit (SDP00198) for 514 Carnarvon Street (Holy Trinity Cathedral) as outlined within this report.*

### **1. EXECUTIVE SUMMARY**

A Heritage Revitalization Agreement application and an Official Community Plan amendment application have been received for Holy Trinity Cathedral located at 514 Carnarvon Street. The project is being proposed in support of: 1) restoring the exterior and seismically upgrading the cathedral; 2) renovating the interior; 3) constructing a new Parish hall and publicly accessible plaza; and 4) funding future Parish operations and maintenance. On March 6, 2017, the Land Use and Planning Committee (LUPC) provided feedback that a high-rise residential development with an affordable housing component could be considered.

On October 16, 2017, the LUPC provided feedback on a subsequent proposal which did not include an affordable housing component and recommended that the applicant continue working with staff to explore opportunities for including an affordable housing component within the development as presented at the March 6, 2017 LUPC meeting.

In response to the direction received on October 16, 2017, the applicant has been working closely with City staff and BC Housing to explore opportunities for including both a secured non-market and market rental housing component within the project. This component has now been included in an updated project submission which will be discussed within this report. The revised proposal is to construct a 30 storey, 245 unit residential tower which includes 173 market condominium units, 30 secured market rental housing units, and 42 secured non-market rental housing units, with an overall 6.20 Floor Space Ratio (FSR) (0.17 FSR for existing church, 0.2 FSR for new church space within tower, and 5.83 FSR for residential). The proposal continues to have ground-level Parish-related uses and five levels of underground parking as well as a publicly accessible plaza and an elevator which would provide secured public pedestrian access between Carnarvon and Clarkson Streets, and a connection to the Columbia Street SkyTrain station.

Staff recognizes that the restoration of the cathedral exterior and seismic upgrading would require significant work, and that the applicant has made efforts to limit interior work. Staff also recognizes the strong urban and architectural design of the tower and plaza. With the inclusion of both secured market rental and secured non-market rental housing units within the development, staff now considers the balance of heritage benefits and other benefits to be more balanced with the benefits that would be conferred to the applicant through the density proposed within this project which is estimated to be in the range of \$3.3 million dollars as outlined in the October 16, 2017 LUPC Report.

## **2. PURPOSE**

The application would allow development of a residential tower adjacent to the Holy Trinity Cathedral to fund a new Parish Hall, parking and limited interior renovation of the cathedral in exchange for restoration of the exterior and Heritage Designation of the cathedral. The residential tower would include market condominium units as well as secured market and non-market rental housing units. The purpose of this report is to request that the Land Use and Planning Committee recommend that Council direct staff to process these applications as outlined in this report.

## **3. POLICY AND REGULATIONS**

**3.1 Official Community Plan (OCP):** 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.

- 3.2 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 fit with this zone.

- 3.3 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.

- 3.4 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.

- 3.5 Standards and Guidelines for the Conservation of Historic Places in Canada:** A preliminary review of the revised Heritage Conservation Plan for the proposed conservation of the exterior and interior of the cathedral identifies that it meets the heritage principles outlined in the “Standards & Guidelines”.

The proposed residential tower does not meet the “Standards & Guidelines”, as detailed in Section 6.5 of the October 16, 2017 LUPC report (link provided earlier within report). However, the applicant has attempted to address the proximity of the

tower to the cathedral through a series of design interventions which will be discussed with the Community Heritage Commission and the New Westminster Design Panel for input. These measures will be taken into consideration as well as the provision of a secured market rental and non-market rental housing component within the project, which achieves other City objectives towards housing as well as the provision of publically-accessible, privately owned plaza space, community space within the residential tower, and outdoor elevator which will improve accessibility for pedestrians getting to and from the Columbia SkyTrain station.

#### **4. BACKGROUND**

- 4.1 March 6, 2017 LUPC Meeting:** On March 6, 2017, the LUPC provided feedback that a tower development proposal which included an affordable housing component would be considered, as follows:

*THAT staff work with the applicant to pursue Option Three (Residential – High Rise Apartment with Affordable Housing) for 514 Carnarvon Street.*

*CARRIED.*

*All members of the Committee present voted in favour of the motion.*

This was one of three options presented by staff for development which would meet City heritage, land use and housing policy/priorities to different degrees, including: 1) Low Rise Apartment; 2) Medium Rise Apartment; 3) High Rise Apartment with Affordable Housing managed by a non-profit organization.

The March 6, 2017 LUPC report can be accessed at the following weblink below (please refer to Item 5):

[https://www.newwestcity.ca/council\\_minutes/0306\\_17/Public\\_Meeting\\_LandUseandPlanningCommittee\\_LUPC-4.2017.pdf](https://www.newwestcity.ca/council_minutes/0306_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-4.2017.pdf)

A copy of the March 6, 2017 LUPC meeting minutes is also available at the link below:

[https://www.newwestcity.ca/database/files/library/CNW\\_DOCS\\_1004857\\_v1\\_LUPC\\_2017\\_MAR\\_6\\_Minutes.pdf](https://www.newwestcity.ca/database/files/library/CNW_DOCS_1004857_v1_LUPC_2017_MAR_6_Minutes.pdf)

- 4.2 October 16, 2017 LUPC Meeting:** On October 16, 2017, the applicant brought forward a revised proposal which did not include a non-market rental housing component within the project. The proposal entailed the following:

- 30 storey residential tower (previously 26 storeys in March 2017);
- 242 residential units (previously 252 units in March 2017);
- 62 market rental (previously 44 units identified as affordable units in March 2017);
- 180 market condominium units (previously 208 units in March 2017);
- 662.5 sq.m. (7,131.6 sq.ft.) average residential floorplate (previously 699.6 sq.m. (7,530 sq.ft.) in March 2017);
- 6.15 FSR with 5.78 residential FSR (previously 5.5 FSR with 5.2 residential in March 2017)

At the time, the applicant indicated that the inclusion of a non-market component would not be feasible. This proposal was brought forward to the LUPC for consideration and direction was provided that the applicant continue to work with City staff to examine all opportunities for including a non-market housing component, as follows:

*MOVED and SECONDED*

*THAT the Land Use and Planning Committee require that staff continue to work with the applicant to revise the proposal to include affordable housing as outlined in Section 6.3 of the October 16, 2017 report prior to proceeding with next steps.*

*CARRIED.*

*All members of the Committee present voted in favour of the motion.*

A copy of the October 16, 2017 LUPC report and project submission can be accessed at the following weblink below (please refer to Item 6):

[https://www.newwestcity.ca/council\\_minutes/1016\\_17/Public\\_Meeting\\_LandUseandPlanningCommittee\\_LUPC-12.2017.pdf](https://www.newwestcity.ca/council_minutes/1016_17/Public_Meeting_LandUseandPlanningCommittee_LUPC-12.2017.pdf)

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## **5. CURRENT PROJECT DESCRIPTION**

- 5.1 Current Proposal:** Following the October 16, 2017 LUPC meeting, the applicant has been working closely with City staff and BC Housing to examine opportunities for including a non-market rental component within the project design. Upon further exploration, the application now includes both a secured market rental and

non-market rental component within the project. The following is a summary of the revised application submission:

- 30 storey residential tower (similar to October 2017 proposal);
- 245 residential units (previously 242 units in October 2017);
- 30 secured market rental units (previously 62 secured market rental units in October 2017);
- 42 secured non-market rental units geared towards seniors (previously no non-market rental units in October 2017);
- 171 market condominium units (previously 180 units in October 2017);
- 668 (7,189 sq.ft.) average residential floorplate (previously 663 sq.m. (7,132 sq.ft.) average residential floorplate in October 2017);
- 6.2 FSR with 5.83 residential FSR (previously 6.15 FSR with 5.78 residential FSR in October 2017).

The current proposal continues to:

- Include five level, 210 space parkade (300 required). Applicant is proposing to apply some available incentives (e.g. car share, subsidized transit passes, shared use of visitor parking for church) and has submitted a Transportation Study that would be reviewed by the City's Engineering Department in consideration of the proposed reduction.
- Provide indoor and outdoor amenity space on the roof for the residential component, plus some outdoor amenity space at ground level, including a dog relief station. Evaluation of amenity space would take into consideration the size of proposed units, with the provision of required amenity space being particularly necessary if smaller units are proposed.
- Provide ground level Parish space (e.g. outdoor amenity area, offices, multi-purpose halls) for use in providing services to the community.
- Offer a publicly accessible plaza and an elevator which would provide secured public pedestrian access between Carnarvon and Clarkson Streets, and connection to the Columbia Street SkyTrain station.
- Require an OCP Land Use Designation amendment from "Residential – Mid Rise Apartment" to "Residential – Tower Apartment" Heritage Revitalization Agreement.
- Require a Special Development Permit which would be processed concurrently with the HRA and OCP applications.

Excerpts from the latest project drawing submission have been included as **Appendix "A"** and the applicant's complete LUPC Submission has been included as **Appendix "D"**.

**5.2 Project Statistics:** The following preliminary statistics are provided comparing:

- A. existing entitlements (P-1 zoning);
- B. development potential if the site was rezoned consistent with current OCP designation (i.e. RM-6);
- C. development potential if the site was eligible for rezoning to a tower density bonus zone (would require OCP amendment);
- D. applicant's previous March 2017 proposal;
- E. applicant's October 2017 proposal; and,
- F. applicant's current proposal (shaded in grey).

**Existing Site Statistics**

Lot Frontage: 70.49 m (231.79 sq.ft.)

Lot Depth: 40.23 m (131.99 ft.)

Lot Area: 3,107 sq.m. (33,428 sq.ft.)

Existing Gross Floor Area (Institutional): 1,528 sq.m. (16,450 sq.ft.)

Existing Site Coverage: 32.48%

	A.	B.	C.	D.	E.	F
	Existing (P-1)	Bonus Density – Mid Rise (consistent with OCP)	Bonus Density – Com. Mixed Use (require OCP amendment)	March Proposal (prev.)	October Proposal (prev.)	Current Proposal
Floor Space Ratio	Res: 0.0 Inst: 0.5 Total: 0.5	Res: 3.0 Inst: n/a Total: 3.0	Res: 5.2 Inst: n/a Total: 5.2	Res: 5.2 Inst: 0.3 Total: 5.5	Res: 5.78 Inst: 0.37 Total: 6.15	Res: 5.83 Inst: 0.37 Total: 6.2
Building Height	30 ft. (9.14m)	100 ft. (30.48 m)	240 ft. (73.15 m)	249 ft. (75.9 m)	288 ft. (87.8 m)	288 ft. (87.8 m)
Number of Storeys	up to 2	up to 10	up to 24	26	30	30
Site Cov. at Grade	40%	up to 60%	n/a	31.7 %	33.6%	33.6%
Site Cov. at 40 feet	n/a	up to 40%	n/a	22 %	23%	23%



- 5.3 Proposed Development Program:** As outlined in the October 16, 2017 LUPC report, the applicant has indicated that the proposed development is intended to support a development program that includes restoration of the cathedral exterior, limited renovation of the cathedral interior, seismic upgrading of the cathedral, provision of a new Parish Hall and outdoor public plaza with elevator, and provision of an ongoing Parish operations and maintenance budget. The preliminary budget provided by the applicant indicates that a significant sum would be required to restore the exterior and seismically upgrade the cathedral. A similar amount is proposed to be applied to the new Parish Hall and outdoor public plaza. A considerable sum would also be applied to the interior renovation.
- 5.4 Proposed Rental Units:** The current proposal includes the provision of both secured market and non-market rental housing units. The non-market rental units would be geared towards seniors. As outlined by the applicant, the non-market units will be offered at BC Housing's Housing Income Levels (HILS) rates and would be operated by a non-profit housing organization. There would be 30 secured market rental units and 42 secured non-market rental units. Both the secured market and non-market rental portions of the projects would be secured through a Housing Agreement that would be registered on title prior as a condition of the proposed OCP Amendment and Heritage Revitalization Agreement bylaws. The applicant has provided a soft commitment letter from BC Housing in regards to the 42 affordable (non-market) rental units which has been included as part of the applicant's drawing submission. A firm commitment letter would need to be provided by BC Housing prior to final consideration of the OCP Amendment and Heritage Revitalization Agreement bylaws in addition to the applicant entering into a Housing Agreement with the City. A copy of the applicant's letter outlining the Affordable Housing to be included as part of the project has been attached (see **Appendix "B"**) as well as Soft Commitment Letter from BC Housing (see **Appendix "C"**).
- 5.5 Urban Design:** The application continues to provide strong urban design in regards to the design of the plaza and pedestrian connection through the site from Carnarvon Street to Clarkson Street/ Columbia SkyTrain station. For the October 2017 Proposal, the applicant has indicated that they have taken LUPC comments into consideration in regards to providing further streetscape improvements and a connection from Columbia to Carnarvon Streets via Church Street. This pedestrian connection would continue to include a publically-accessible, privately owned plaza space that can be programmed for events as well as an outdoor elevator to improve accessibility to the plaza and to Clarkson Street. Public access would be secured through a covenant. Through the development review process, staff would continue to work with the applicant in regards to refining this design as well as reviewing the proposed streetscape improvements, with input from the New Westminster Design Panel.

**5.6 Architectural Design:** The application continues to provide strong architectural design. Similar to the October 2017 proposal, the current design still retains a slender tower and increased glazing at the lower levels of the residential tower in order to provide greater visibility to the cathedral. Through the development review process, staff would continue to work with the applicant in regards to further ensuring this design is respectful of the cathedral, and the adjacent building located at 520 Carnarvon Street (1899 heritage building with active HRA application) with input from the New Westminster Design Panel.

**5.7 Community Use:** The applicant proposes to provide several amenities to the community through the proposed redevelopment, which include the following:

- Privately-owned publicly accessible community plaza, used for night markets, artisan markets, outdoor weddings and other informal gatherings.
- A connecting pathway between Carnarvon and Clarkson Streets for public use.
- An outdoor elevator to improve accessibility to the plaza and walkway from Clarkson Street.
- A parish hall that will be used for community outreach, public events and will be available to rent by the general public.
- The restored heritage cathedral will continue to be used as a place of worship for the community.

## 6. ANALYSIS

**6.1 Balance of Benefits:** Evaluation of the applications requires consideration towards ensuring a balance of benefits in terms of achieving City priorities (heritage protection, affordable housing, urban design, enhancing the public realm) while addressing the needs of the Parish. Considerations for examining these benefits have been discussed in detail as part of the October 16, 2017 LUPC report (link provided earlier in report).

With the inclusion of both secured market and non-market rental housing within the project, staff considers that there is a reasonable balance of benefits with the current proposal and that it should proceed to the public consultation stage. The following table outlines the residential density of the proposed development (additional 0.17 density for existing church and 0.20 for new parish-related space at lower levels of tower not included in table below) taking into consideration the balanced and consistent approach outlined in the October 16, 2017 LUPC Report:

3.0 FSR	Base for considering OCP Amendment and Heritage Revitalization Agreement – Strata Market Condominium
0.91 FSR	Secured non-market rental housing – 2,841.7 sq.m. (30,588.20 sq.ft.) – equivalent to 42 units
0.91 FSR	Bonus for providing secured non-market rental housing units (equivalent to 1:1 ratio of strata market condominium to non-market rental residential floor space)
0.67 FSR	Secured market rental housing – 22,282 sq.ft. – equivalent to 30 units
0.34 FSR	Bonus for providing secured market rental housing units (equivalent to a 1:2 ratio of strata market condominium to secured market rental residential floor space)
<b>5.83 FSR</b>	<b>Total Residential Density</b>

When factoring in the existing cathedral building to be restored and new institutional floor space, this amounts to a total project density of 6.20 FSR.

## 7. INTERDEPARTMENTAL LIAISON

This proposal is being reviewed by a staff-led project team consisting of staff from Development Services (Planning and Building), Engineering, Electrical, Parks and Recreation Departments.

## 8. REVIEW PROCESS

Below is an overall outline of the anticipated development review process for this project. The bold text outlines where the applicant currently is at within the process.

- 1. Preliminary Report to Land Use and Planning Committee (LUPC);**
2. LUPC referral of applications to Council;
3. Circulation of the application to all City Departments for review;
4. Presentation of application to the Community Heritage Commission;
5. Public consultation, including presentation to the Downtown Residents' Association and the hosting of an applicant-led Open House;
6. Presentation of application to the New Westminster Design Panel;
7. Section 475 and 476 Report to Council for OCP consultation with external stakeholders;
8. Presentation of OCP Amendment and HRA Application to the Advisory Planning Commission;
9. Report to LUPC in regards to process update and proposed OCP Amendment and HRA and Heritage Designation Bylaws;
10. Report to Council for Housing Agreement Principles;

11. Formal consideration of First and Second Readings of OCP Amendment, Heritage Revitalization Agreement, and Heritage Designation Bylaw by Council;
12. Formal consideration of Third Reading of OCP Amendment, HRA and Heritage Designation Bylaws by Council;
13. Council consideration of First, Second, and Third Readings for Housing Agreement Bylaws (market and non-market rental units); and
14. Final Consideration of OCP Amendment, HRA and Heritage Designation Bylaws by Council and Final Consideration of Housing Agreement Bylaws.

## **9. OPTIONS**

The following options are offered for consideration by the Land Use and Planning Committee:

1. That the Land Use and Planning Committee recommend that Council direct staff to move forward with processing the Official Community Plan Amendment (OCP00010), Heritage Revitalization Agreement (HRA00510) and Special Development Permit (SDP00198) for 514 Carnarvon Street (Holy Trinity Cathedral) as outlined within Section 8 of this report.
2. That the Land Use and Planning Committee provide staff with alternative direction.

Staff recommends Option 1.

## **ATTACHMENTS**

Appendix A: Updated Project Drawings (Excerpt)  
Appendix B: Letter from Applicant Regarding Affordable Rental Units  
Appendix C: Soft Commitment Letter from BC Housing  
Appendix D: Revised Drawing Submission (Full Package)

This report has been prepared by:  
Rupinder Basi, Senior Planner

This report was reviewed by:  
John Stark, Acting Manager of Planning

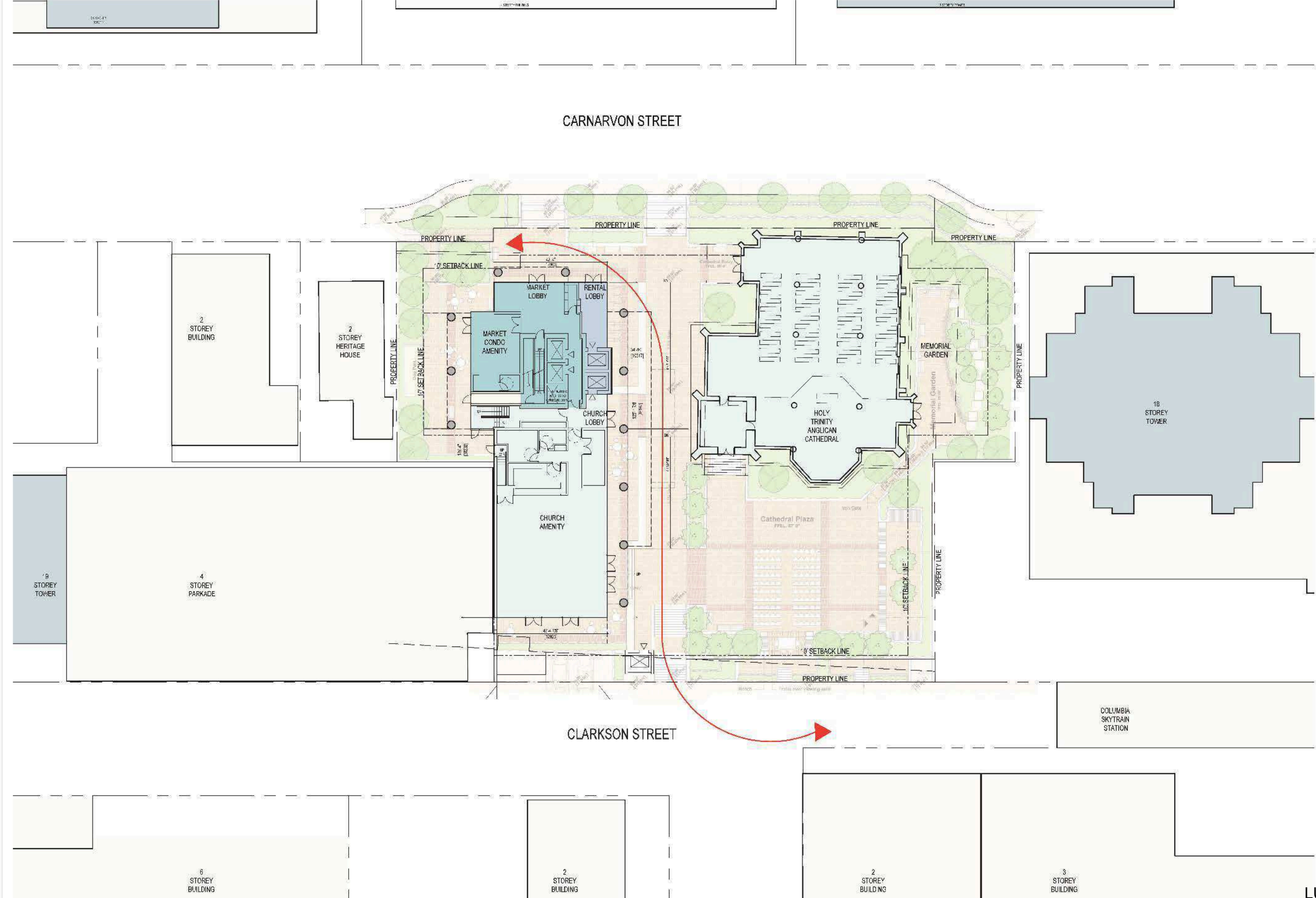


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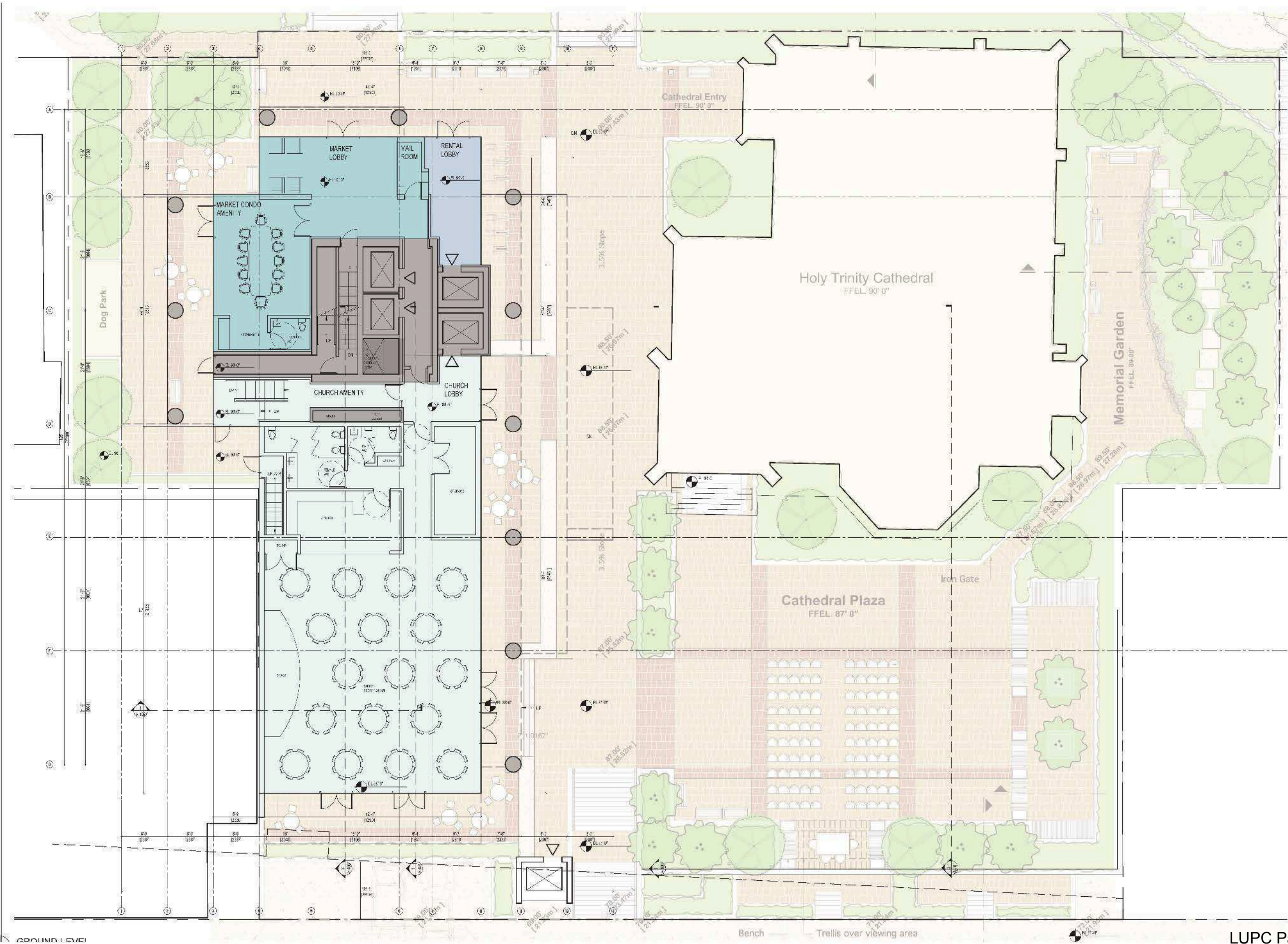
Jackie Teed  
Acting Director of Development  
Services

Appendix A  
*Updated Project Drawings*  
*(Excerpt)*

PROJECT SITE PLAN

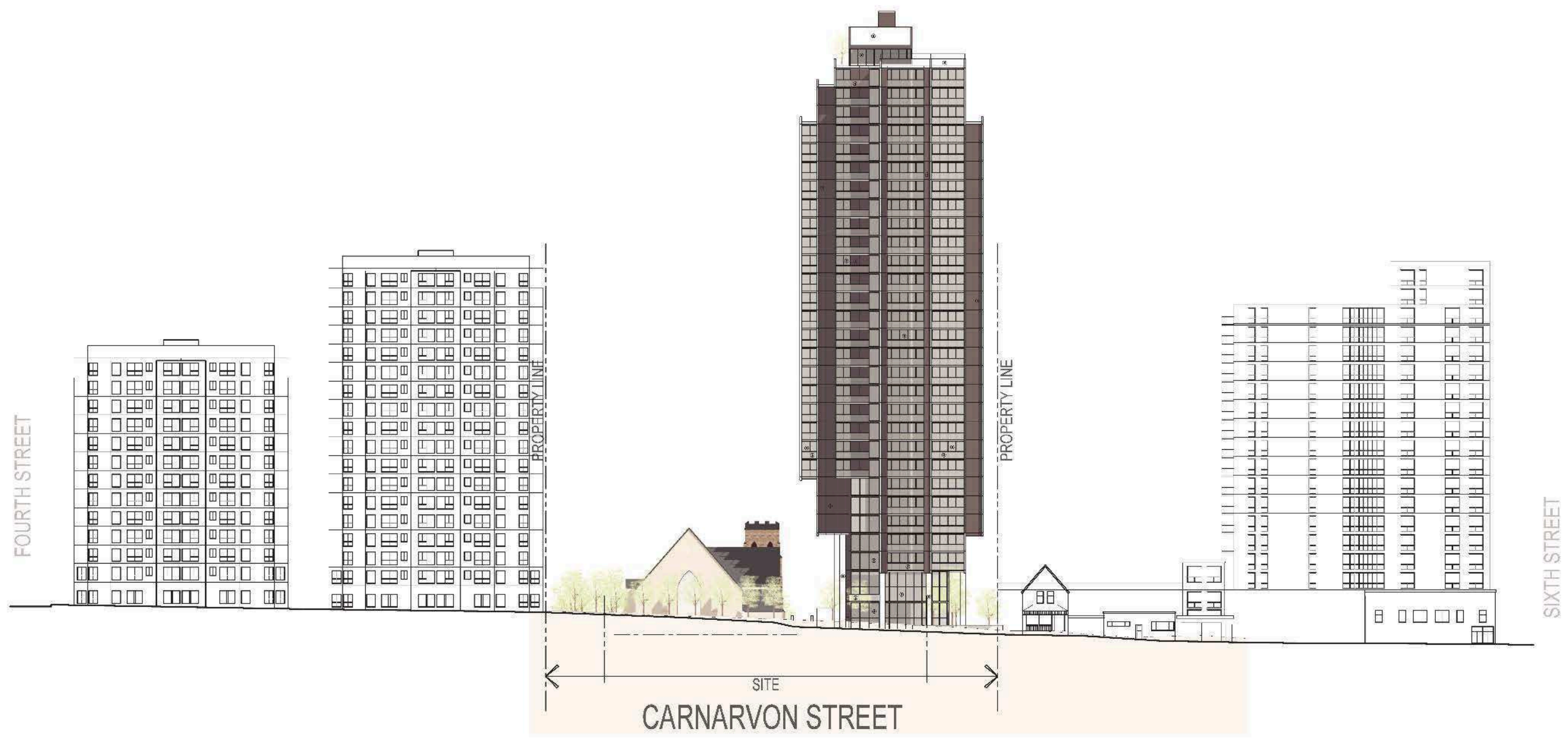








CARNAVON STREET ELEVATION



CLARKSON STREET ELEVATION







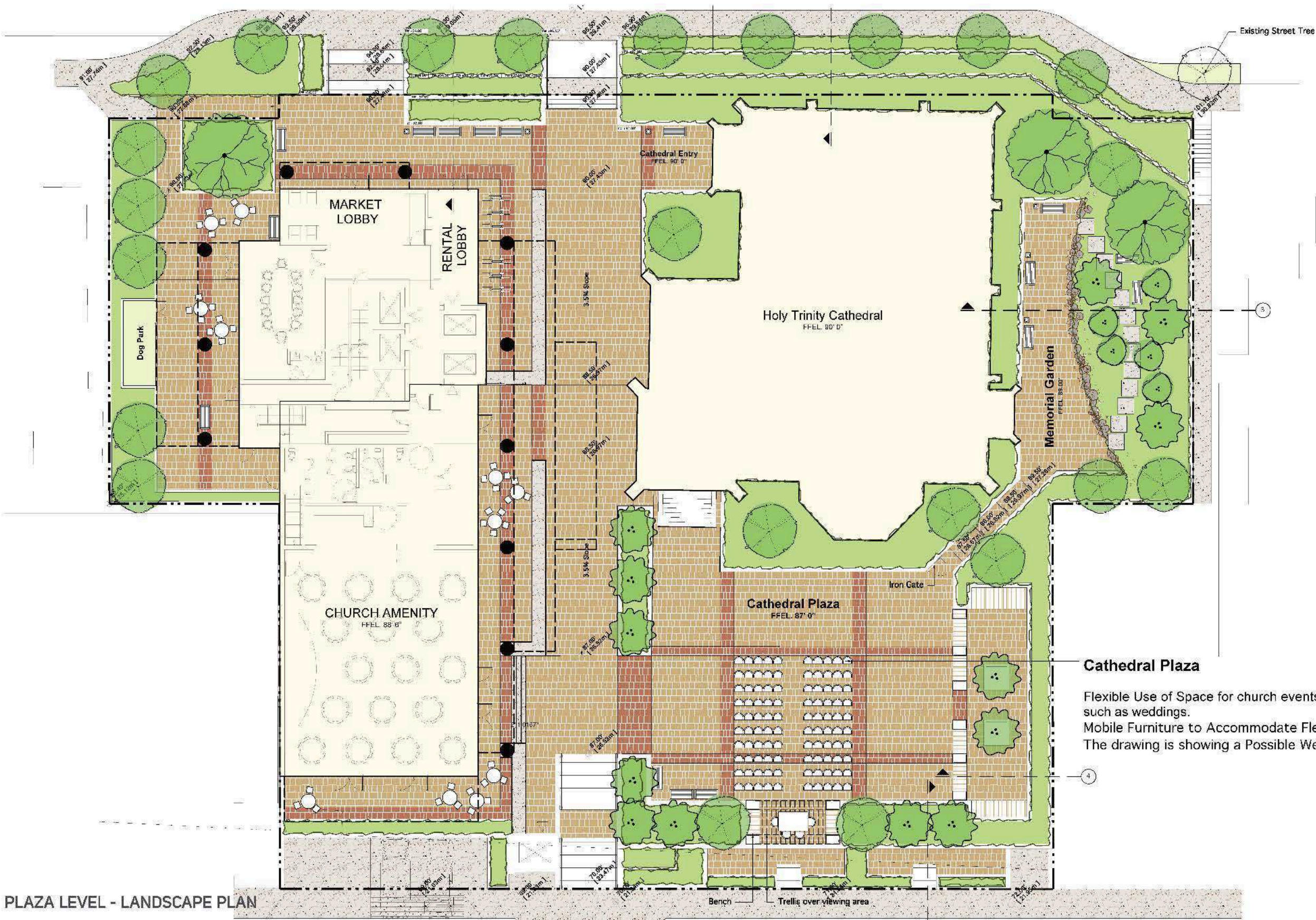
PERSPECTIVE FROM CLARKSON + CHURCH





PERSPECTIVE FROM CARNARVON



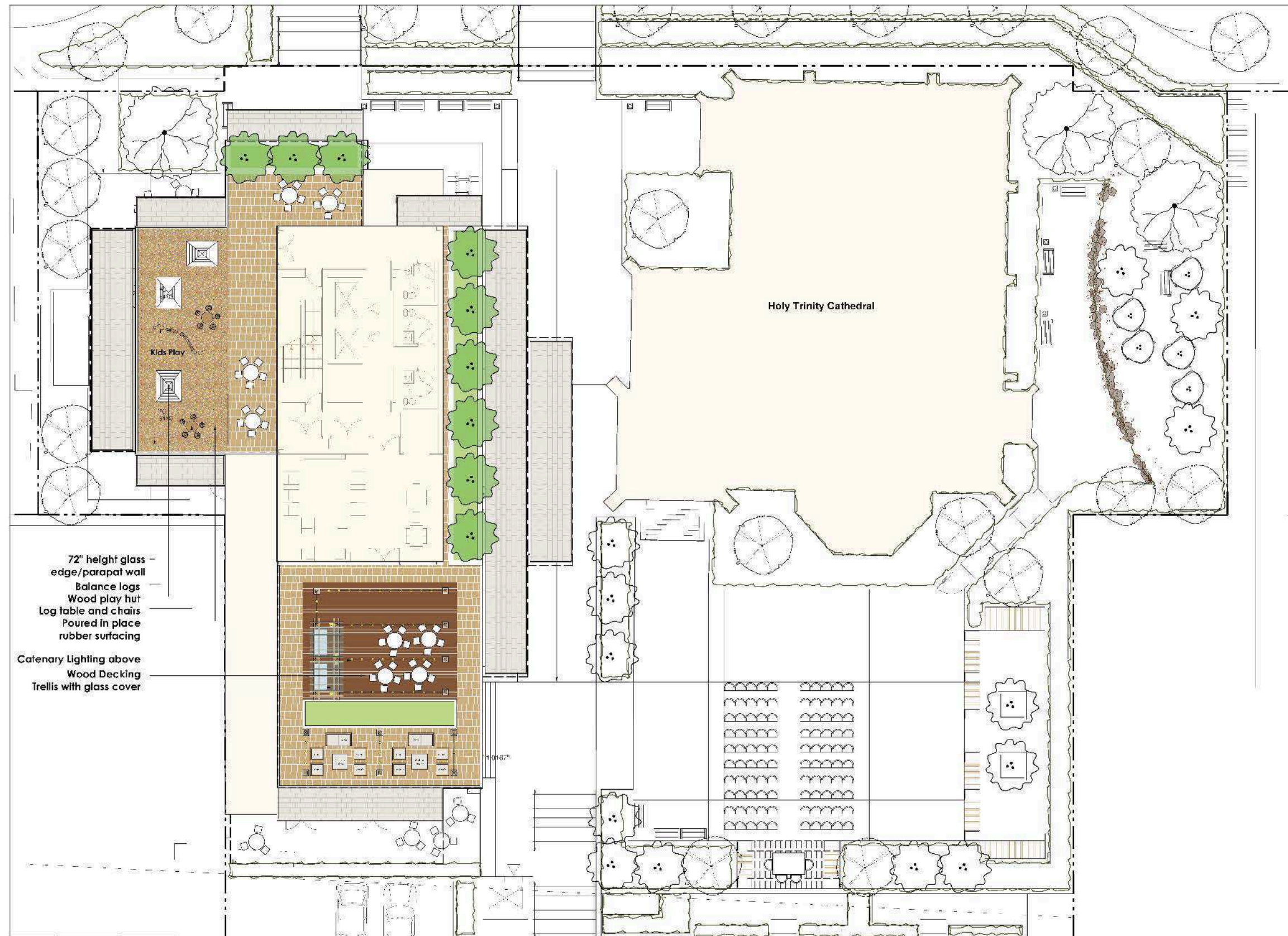


**Cathedral Plaza**

Flexible Use of Space for church events and ceremonies such as weddings.  
Mobile Furniture to Accommodate Flexible .  
The drawing is showing a Possible Wedding Lay Out.

PLAZA LEVEL - LANDSCAPE PLAN





ROOFTOP GARDEN AMENITY SPACE

## Appendix B

### *Letter from Applicant regarding Affordable Rental Units*

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

December 7, 2017

Dear Rupinder;

**Re: 514 Carnarvon Street (Holy Trinity Cathedral): Heritage Revitalization Agreement – Affordable Rental Housing**

Further to the resolution of the October 16, 2017 LUPC (Land Use Planning Committee), the Holy Trinity Cathedral and Conwest have worked with staff and BC Housing and are pleased to introduce 42 affordable rental units and 30 secured market rental units to our proposal for the development at 514 Carnarvon Street, New Westminster.

BC Housing has provided a soft commitment for 42 affordable rental units in the proposed development that will be geared towards seniors (see attached). These units will be offered at the HILs level of rent and will be operated by a non-profit housing agency. In addition to the affordable rental housing, we are proposing an additional 30 units of secured market rental. The below table outlines the density of the proposed development taking into consideration the Balanced and Consistent Approach detailed in the Staff Report dated October 16, 2017:

3.0 FSR	Base for considering OCP Amendment and the Heritage Revitalization Agreement Market Condominium
0.91 FSR	Affordable Rental 30,588.20 sq.ft. approx. 42 units
0.91 FSR	Bonus for providing Affordable Rental Units (equivalent to a 1:1 ratio of strata market condominium to non-market rental residential floor space).
0.67 FSR	Secured Market Rental 22,282 sq.ft approx. 30 units
0.34 FSR	Bonus for providing Secured Market Rental Units (equivalent to a 1:2 ratio of strata market condominium to secured market rental residential floor space).
<b>5.83 FSR</b>	<b>Total Residential Density</b>



We will maintain adherence to the family friendly housing mix policy for both the secured market rental and the market housing. We will work with staff, BC Housing, and the non-profit housing partner towards a suitable housing mix for a seniors' demographic for the affordable housing. This housing mix program will be detailed as the proposed development moves through the City of New Westminster approval process.

We trust the proposed mix of market, rental, and non-market housing is supportable and will be included on the January 8, 2018 agenda for LUPC. We look forward to advancing this project and the associated community benefits through to the public consultation process.

Sincerely,



Joe Carreira, AACI, P.App  
VP Development

CC. Jackie Teed, Acting Director of Development Services, City of New Westminster  
John Stark, Acting Manager of Planning, City of New Westminster  
Armin Amrolia, Executive Director, Development & Asset Strategies, BC Housing  
Reverend Dale Yardy, Holy Trinity Cathedral  
Ben Taddei, COO, Conwest

Att. BC Housing Soft Commitment Letter dated December 1, 2017 (1 page)  
Updated pages for LUPC Storybook Submission dated December 6, 2017 (10 pages)

Appendix C  
*Soft Commitment Letter  
from BC Housing*

December 1<sup>st</sup>, 2017

Reverend Dale Yardy  
Holy Trinity Cathedral  
514 Carnarvon Street  
New Westminster, BC V3L 1C4

**Re: Affordable Housing at 514 Carnarvon St., New Westminster**

Dear Reverend Dale Yardy,

Thank you for your interest in a partnership with BC Housing and we welcome the opportunity to work with you on the Holy Trinity Cathedral Parish redevelopment in Downtown New Westminster. BC Housing has a long history of working with groups such as yours and we see the benefit and support incorporating affordable housing in this significant development which we understand you are working with the Conwest Group. Currently, BC Housing does not have any secured funding to offer but would be amenable to confirm a soft commitment for the purchase of approximately 42 housing units on terms to be negotiated when funding comes available. We are able to confirm we will place this project on our priority list. Further we understand these homes will be secured affordable rental units offered at HILs (Housing Income Limits) rates and geared towards seniors and the units will be operated by a non-profit agency.

BC Housing recognizes the Parish has provided important community services for numerous years in the City and the proposed redevelopment and restoration of the Holy Trinity Cathedral will provide increased community benefit and value through the revitalization of this important Heritage building, new parish hall and a mix of rental and affordable housing. We look forward in working with the Holy Trinity Cathedral on this project to increase the availability of safe and affordable housing for seniors in the City of New Westminster.

Sincerely,

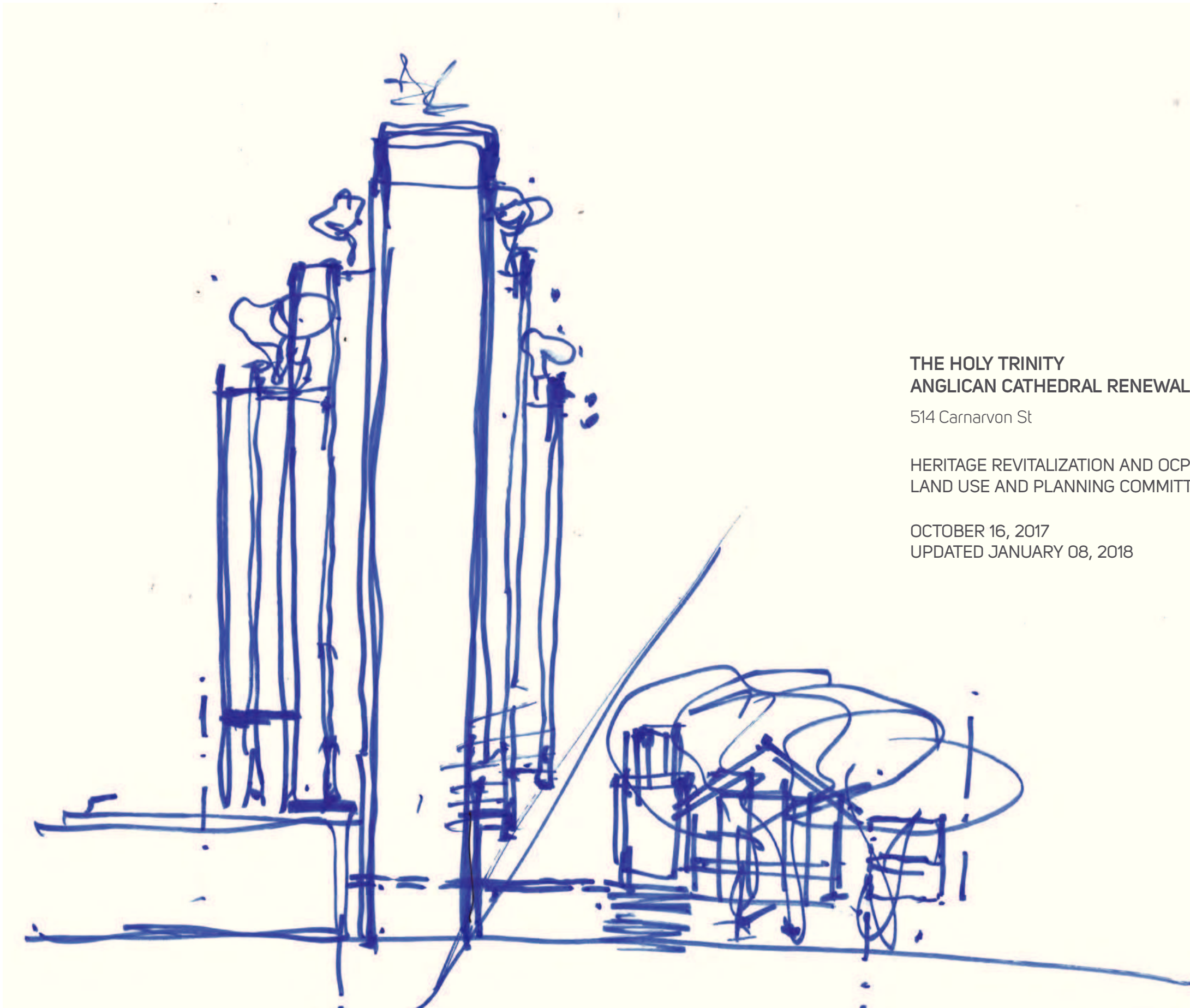


Armin Amrolia  
Executive Director  
Development & Asset Strategies

cc. Joe Carreira, VP Development , Conwest Group

British Columbia Housing Management Commission

Appendix D  
*Revised Drawing Submission  
(Full Package)*



**THE HOLY TRINITY  
ANGLICAN CATHEDRAL RENEWAL**

514 Carnarvon St

HERITAGE REVITALIZATION AND OCP AMENDMENT  
LAND USE AND PLANNING COMMITTEE

OCTOBER 16, 2017  
UPDATED JANUARY 08, 2018



**CLIENT**  
**Holy Trinity Anglican Cathedral**  
514 Carnarvon St  
New Westminster, BC V3L 1C4



**DEVELOPMENT PARTNER**  
**Conwest Developments Inc.**  
250-1311 Kootenay St  
Vancouver, BC V5K 4Y3



**CONSULTANTS**  
**ARCHITECTURE**  
**Francel Architecture**  
1684 West 2nd Avenue  
Vancouver, BC, V6J 1H4  
T 604 688 3252



**HERITAGE**  
**Donald Luxton and Associates Inc.**  
1030-470 Granville Street  
Vancouver V6C 1V5



**CHURCH SIESMIC UPGRADES**  
**Structural Solutions Engineering Inc**  
601-625 Fifth Ave.  
New Westminster, V3M 1X4  
T (604) 544-1082



**LANDSCAPE ARCHITECTURE**  
**Durante Kreuk Landscape architects**  
102 - 1637 West 5th Avenue  
Vancouver, BC, V6J 1N5  
T 604 684 4611



**ENVELOPE**  
**Morrison Hershfield**  
Suite 310, 4321 Still Creek Drive  
Burnaby, BC V5C 6S7  
Tel: 604 454 0402



**STRUCTURAL**  
**Glottman-Simpson**  
1661 West 5th Avenue,  
Vancouver, BC V6J 1N5  
T: 604 734. 8822



**ELECTRICAL**  
**Nemetz Electrical**  
2009 West 4th Avenue  
Vancouver, BC V6J 1N3  
T 604.736.6562



**MECHANICAL**  
**Williams Engineering**  
Suite 280, 1130 West Pender Street  
Vancouver, British Columbia V6E 4A4  
T 604.689.1915



**BUILDING CODE + FIRE PROTECTION**  
**CFT ENGINEERING**  
#800 - 1901 Rosser Avenue  
Burnaby, BC, V5C 6R6  
T 604 684 2384



HOLY TRINITY CATHEDRAL: COMMITMENT TO AFFORDABLE HOUSING



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

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VP Development

- CC. Jackie Teed, Acting Director of Development Services, City of New Westminster  
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- Att. BC Housing Soft Commitment Letter dated December 1, 2017 (1 page)  
Updated pages for LUPC Storybook Submission dated December 6, 2017 (10 pages)



# HOLY TRINITY CATHEDRAL: COMMITMENT TO AFFORDABLE HOUSING



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

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

December 1<sup>st</sup>, 2017

Reverend Dale Yardy  
Holy Trinity Cathedral  
514 Carnarvon Street  
New Westminster, BC V3L 1C4

**Re: Affordable Housing at 514 Carnarvon St., New Westminster**

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BC Housing recognizes the Parish has provided important community services for numerous years in the City and the proposed redevelopment and restoration of the Holy Trinity Cathedral will provide increased community benefit and value through the revitalization of this important Heritage building, new parish hall and a mix of rental and affordable housing. We look forward in working with the Holy Trinity Cathedral on this project to increase the availability of safe and affordable housing for seniors in the City of New Westminster.

Sincerely,

A handwritten signature in black ink, appearing to read "Armin Amrolia".

Armin Amrolia  
Executive Director  
Development & Asset Strategies

cc. Joe Carreira, VP Development, Conwest Group

British Columbia Housing Management Commission



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HOLY TRINITY CATHEDRAL : 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 Bloomfield & Sons, which installed decorative glass in numerous buildings at the time. The interior also boasts woodwork of native tree species.

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.

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.

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.



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



PROJECT HERITAGE OUTCOMES

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 government, 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-defining 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.

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:

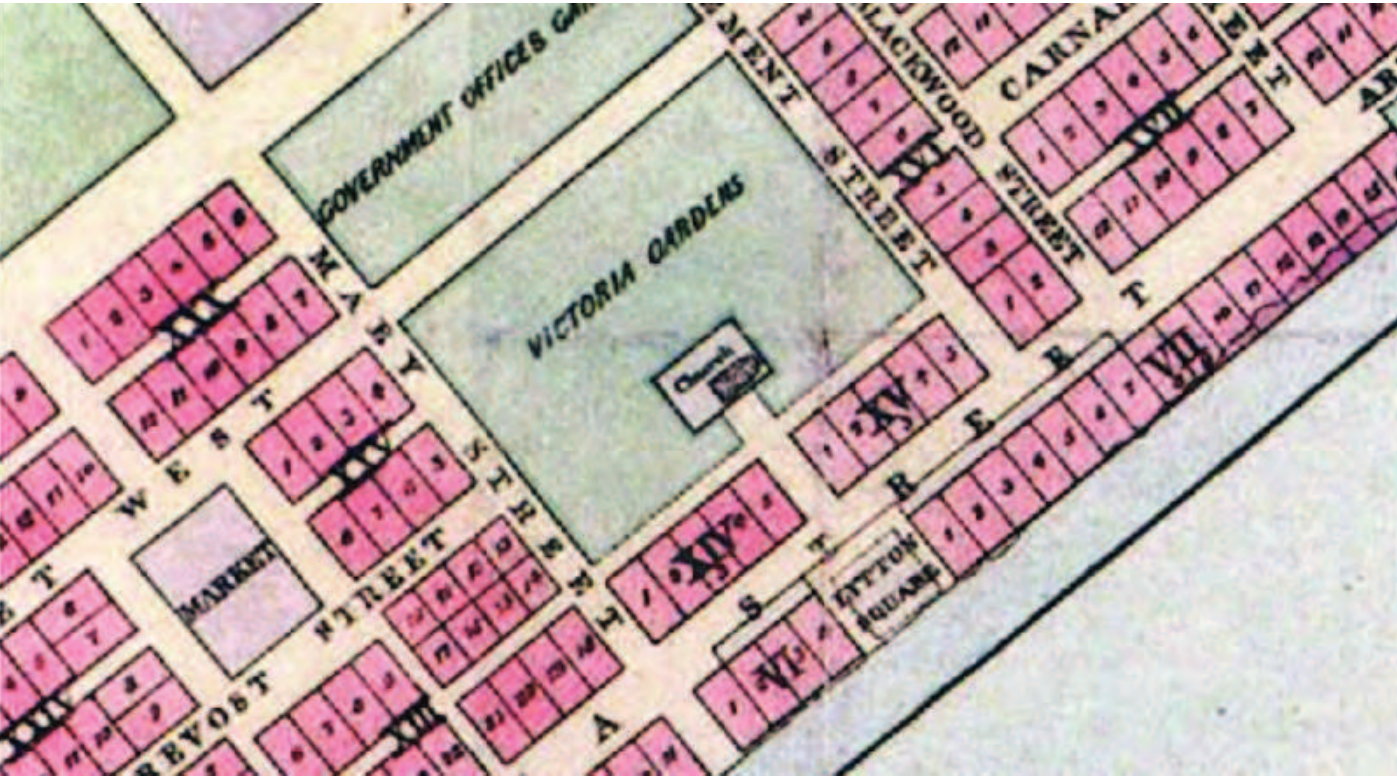
- Providing space for community functions including programming, events and recreation for seniors and youth programs;
- Hosting arts and cultural events;
- Offering care, a sense of belonging and community counsel for disadvantaged populations; and
- Providing space and programming for recovery and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

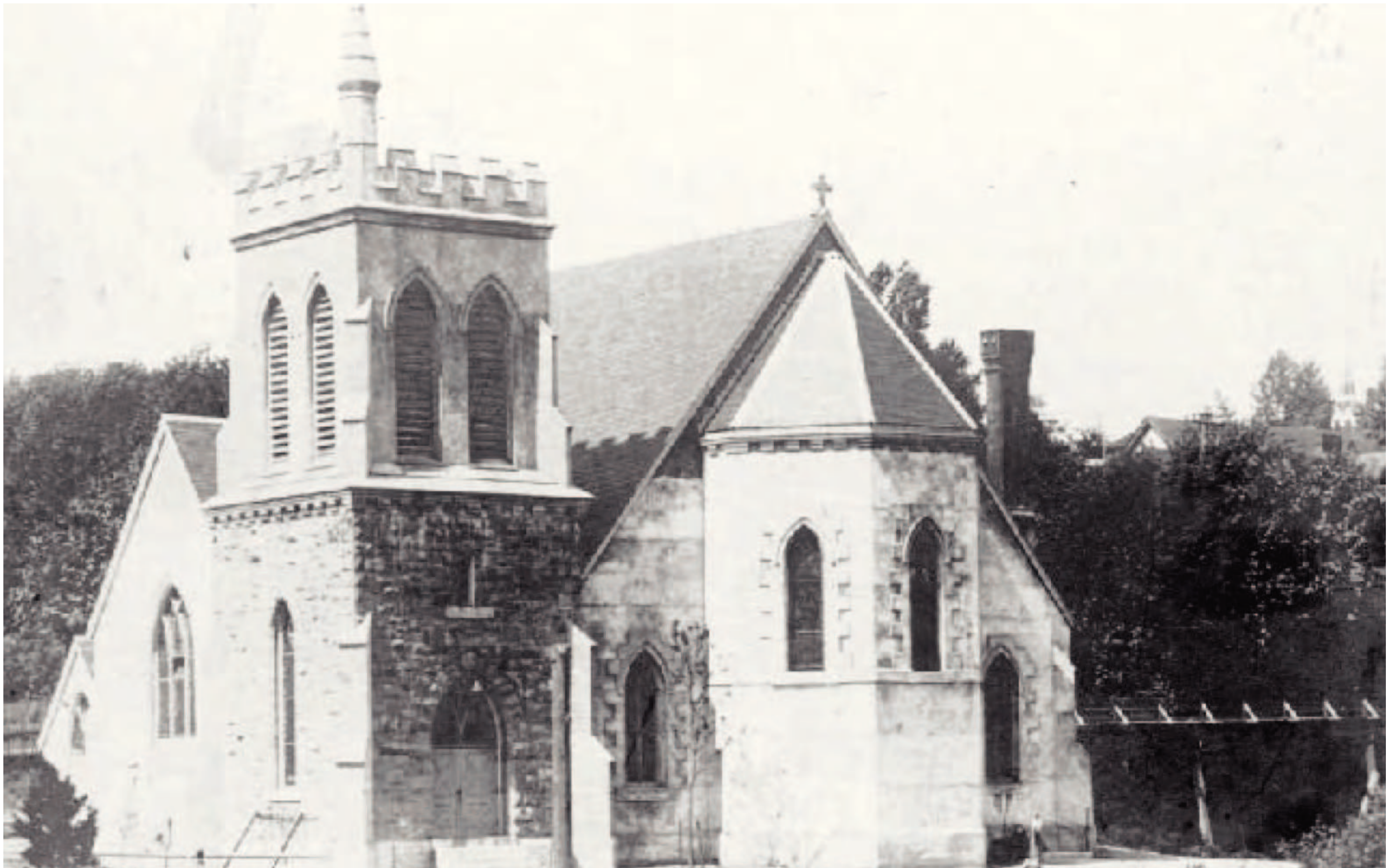


Plan of New Westminster, 1860. Detail below showing the already-constructed first Holy Trinity Church.



Close up plan of New Westminster, 1860.





HTC view from Clarkson Street, 1900 [NWMA IHP0327]



**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.

**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:

**ADDITIONAL STANDARDS RELATING TO REHABILITATION**

- 10 - 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.
- 11. 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.
- 12. 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 11 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 11 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.

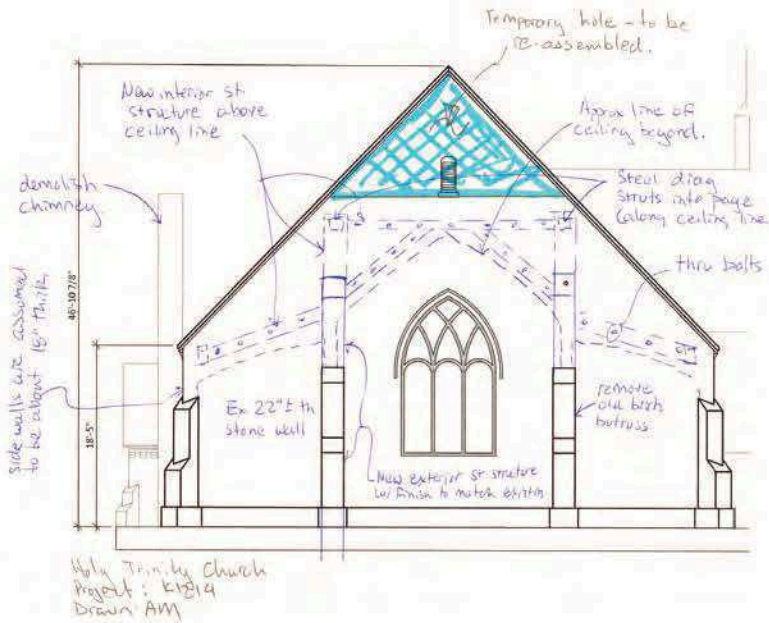
**SEISMIC UPGRADE**

In order to maintain the heritage elements of the Holy Trinity Cathedral a minimally invasive and thoughtful approach to seismic upgrade was formulated.

The team is proposing a seismic upgrade that adds structural elements to the exterior, the attic, and the bell tower rather than furring out or adding concrete to the existing fieldstone walls. All of the elements will be supported by a reinforced foundation.

This approach will yield a life-safety upgrade - a minimum 30% or S3 rating as described by the City of Vancouver.

The benefit to this approach is the preservation of the heritage elements. There will be minimal rebuilding of some exterior elements, but the interior will remain intact with the exception of isolated floor removal and reinstall to accommodate the reinforced foundation.





ARCHITECTURAL DESIGN RATIONALE

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.

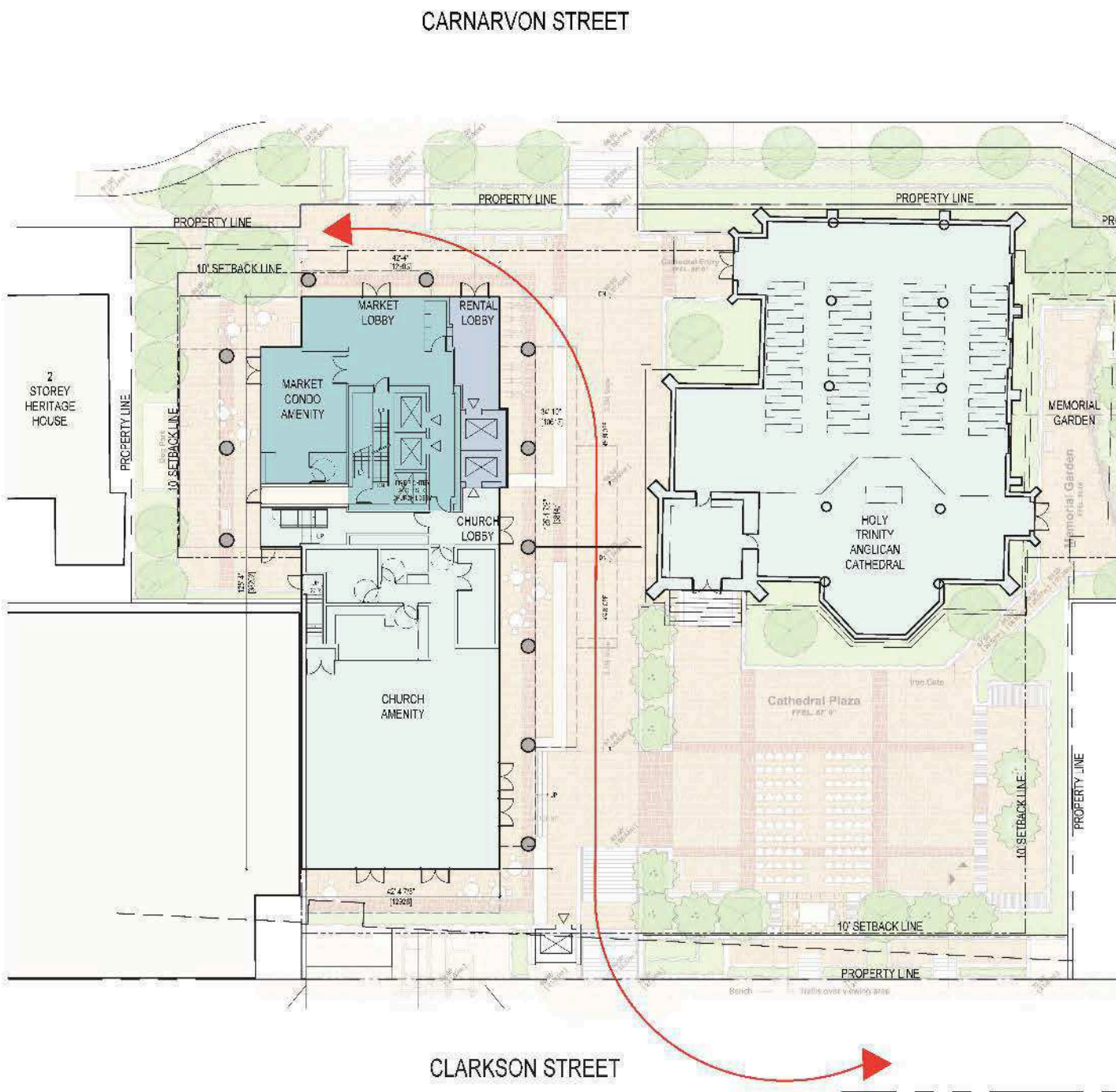
HERITAGE

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.

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 not 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.





ARCHITECTURAL RESPONSE

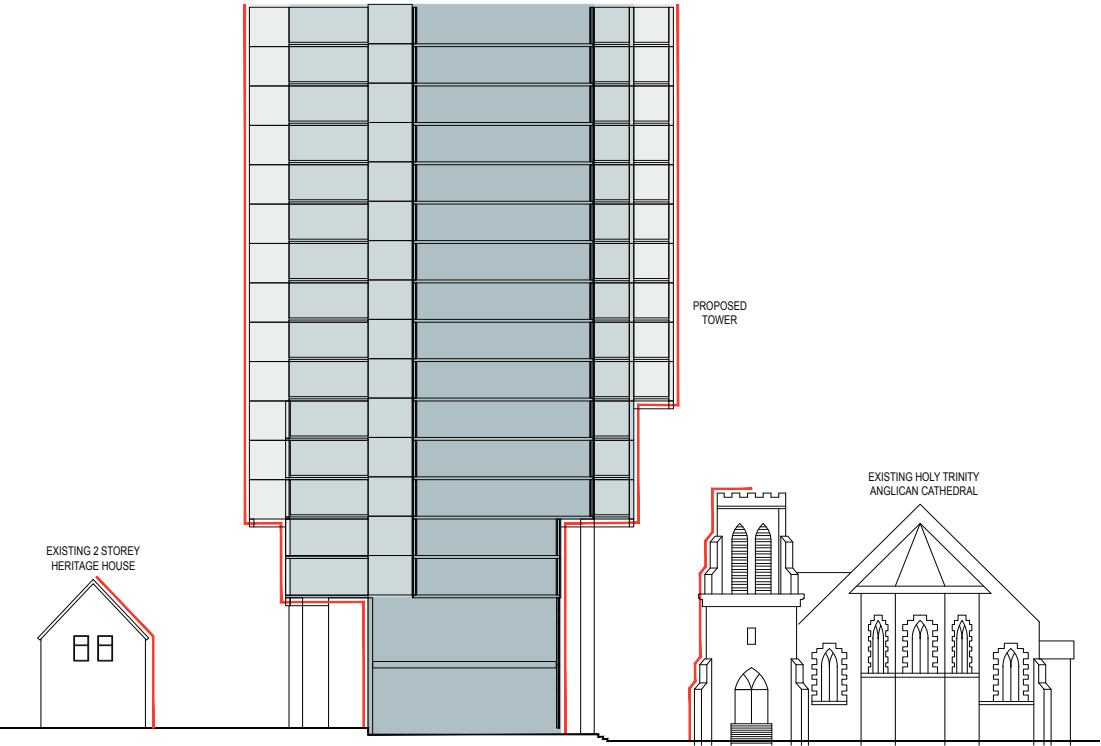
The overall massing concept envisions the new structure to be read in conjunction with and complementary to the historic structure. The cathedral, over the past decades, has suffered from the removal of open space around it and decreased visibility due to taller buildings in the vicinity. Our proposal 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 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 5th 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 (off white, refer also to colour precedent images) and the north and south facade and fenestration elements will be in a warmer and darker tones (colour to be determined, refer to pattern scheme precedent images). 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.

Movement through the site will once again be safe and inviting public passageway from Carnarvon Street to Clarkson Street. Facing on Clarkson street are new residential/ artist use spaces, 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 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 neighborhood. 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.



LAND USE AND PLANNING COMMITTEE COMMENTS

LUPC COMMENT:

The proposal could provide benefits for the streetscape, and could provide connection from Columbia Street to Carnarvon Street via Church Street.

RESPONSE:

Through a formalization of the natural desire line, this development provides a community plaza and public access connecting Carnarvon Street to the Columbia Skytrain Station and to Church Street. The pathway is accessible from Clarkson Street by stairs and an outdoor elevator. The streetscape will be activated by the addition of flex-units along Clarkson Street. These units will be developed with residential or commercial uses. The plaza will provide an opportunity for a variety of programmed uses.

LUPC COMMENT:

The proposal could include clarity regarding the community use aspect of the project.

RESPONSE:

This development provides several amenities to the community. This development will be a:

- Privately owned publicly accessible community plaza, used for night markets, artisan markets, outdoor weddings and other informal gatherings.
- A connecting pathway between Carnarvon Street and Clarkson Street for public use.
- An outdoor elevator to improve accessibility to the plaza and walkway from Clarkson Street.
- A parish hall that will be used for community outreach, public events and will be available to rent by the general public.
- The restored heritage cathedral will continue to be used as a place of worship for the community.

LUCP COMMENT:

It is important that the heritage asset maintain good visibility

SOLUTION:

The tower is taller and more slender with a decreased footprint. The walkway between the tower and the cathedral is wider and well landscaped and inviting for pedestrians. The articulation of the tower compliments the heritage structure and allows the cathedral to shine.



LANDSCAPE DESIGN RATIONALE

The landscape development at Holy Trinity Cathedral responds to the unique requirements of the Church, the rental units and market condominiums. Located adjacent to Columbia Skytrain station, the site lends itself to activities on the new plaza and opportunities for mid block safe pedestrian movement north - south.

The main entrance for the church and tower are from Carnarvon Street with stair and ramp access. A small entry court with seating is provided to reinforce the social interaction before and after service.

A significant plaza space creates a foreground to the cathedral as well as a multi-purpose open space with views to the river. The plaza is located on a mid block linkage and is accessible from Clarkson Street by elevator and stair and from Carnarvon Street by stairs and ramps and invites active uses as well as quiet enjoyment and reflection.

Supporting the plaza is the church amenity room at plaza level and church offices on the second level above. Church offices will overlook the plaza throughout the day, adding a level of security. A memorial garden is located to the east of the church.

Outdoor amenities for the rental and market condo building are located on the ground floor to the west side of the ground floor indoor amenity, and on the upper roof of the tower. A children’s play area and outdoor social space including outdoor kitchen on the top of the tower round out the compliment of the exterior residential amenity space. For wind management, a 2m height glass screen is provided. Trees and lush landscaping are also provided to help crown the tower and provide an interesting addition to the skyline.

LANDSCAPE RESPONSE TO NEW WESTMINSTER DOWNTOWN DESIGN GUIDELINES

The site development is consistent with the objective of the New Westminster Design Guidelines.

- The entry sequence for the residential tower and the Cathedral creates pedestrian rooms through the introduction of benches and seating height walls. These spaces are easily accessible from Carnarvon. Visitors to the Church and residents of the tower are welcome to use the space and build community.
- The accessible route from Carnarvon to Clarkson creates a mid-block connector open to public movement and enjoyment. Along this route are seating opportunities as well as connections to the Church amenity facility and the Cathedral plaza.
- To the south of the Cathedral is a multi-purpose plaza space. Intended as a public amenity this space will also be programmed by the Church to support its various functions and activities. Intended uses of this space include informal gathering along its edges for conversation and appreciation of the Church, views south to the river, kids play on the plaza. Also, the Church intends to program the space for weddings, farmer’s markets/craft sales, outdoor dinners and public entertainment and creating a neighbourhood focus and gathering area.
- To the northeast of the plaza a contemplative memorial garden is proposed as an area to remember loved ones in a quiet garden space separated from the more active areas of the site.





TRAFFIC REPORT SUMMARY

Conwest Group is proposing a residential building along with improved church amenity space at the Holy Trinity Anglican Cathedral (HTC) located on 514 Carnarvon Street in downtown New Westminster. It will entail the retention of the existing church building, along with improved amenity facilities together with new residential building comprising of 242 units including 200 market units and 42 rental units.

The site is situated in the heart of downtown New Westminster, adjacent to the Columbia Skytrain station and numerous commercial and employment activities on Columbia Street. The location is within 100 metres to Columbia Station and 500 metres to New Westminster Station. It is also highly accessible by walking and according to 'walkscore.com' it achieves close to 96 out of 100. These factors will have a strong influence in lowering vehicle and parking demands movements compared to less accessible locations.

One of the key design objectives will be to formalize and enhance the pedestrian pathway between Clarkson Street and Carnarvon Street and which will also benefit from higher activity levels generated by the development. At Clarkson Street, a staircase will be used for the first part (with an adjacent elevator to meet accessibility requirements) and then the pathway will be graded up toward Carnarvon Street. Before entering Carnarvon Street, pedestrians can choose to use the short staircase or the graded pathway that will run in front of the new building. In general, the mixed use nature of the project will make this pathway more publicly accessible for people to use, while it will benefit from the overlooking of the new building (i.e. eyes on the street).

Vehicle access to the car park (5 levels) will be from Clarkson Street while pedestrian access to the new residential will be from Carnarvon Street. Parking needs for both the church and residential need to be provided in the planned structure, and this combined with the limited footprint available, make providing the full parking requirement challenging.

Parking for the development plan is planned at 210 spaces comprises of: 161 spaces for the market and rental housing and 24 spaces for residential visitors, while the church has confirmed the 25 spaces will be sufficient for its future needs.

The proposed parking number is below the City bylaw requirement of 300 spaces, but a rationale has been provided to support a lower level of parking consistent with the City's guidance and which also recognizes a much lower number of the spaces for the church given the downtown setting and proximity to rapid transit stations. Shared parking opportunities for the site parking are also planned between the church and residential visitor parking components during off-peak hours to further supplement the church's parking demand.

Residential bicycle storage parking is planned for a total of 303 spaces and most of these will be located on the ground level of the car park (without cyclists using ramps). Twelve visitor cycling parking spaces are planned for the church / residential where 6 will be located on Carnarvon Street frontage and 6 on Clarkson Street frontage.

Loading is planned to be shared between the church and residential uses, where the HTC staff have advised current demands are low. Altogether, two (2) car-sized loading spaces would serve the development plan and these would be located on the ground entry level of the car park.

The vehicle operational review has focused on the weekday morning and afternoon peak-hour periods as these have appreciably higher vehicle demands when compared to the Sunday peak period. Additionally, the church's operations are not expected to materially change on a Sunday to warrant any specific consideration for this time period.

Around 53 to 63 two-way vehicle trips could be generated during the weekday AM and PM peak-hour periods, equating to around 1 vehicle trip per minute. It is anticipated the new vehicle demand could be lower taking into consideration synergies with existing church activities.

The development plan will only have a marginal influence on the study network operations and in the busier afternoon period the study intersections were found to operate with acceptable delays and under capacity. In urban areas such as downtown New Westminster some delays and higher vehicle volumes are expected at peak times.

In sum the planned parking for the project is consistent with the accessible location and this will contribute to more sustainable transportation choices such as walking and public transit and less impact on street intersection operations in the local area.



Columbia Skytrain station



Proximity to Columbia Skytrain station



**NEW WESTMINSTER  
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. Residential lobbies 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 / flex space has been integrated with a transparent and attractive building face that also serves to improve 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:

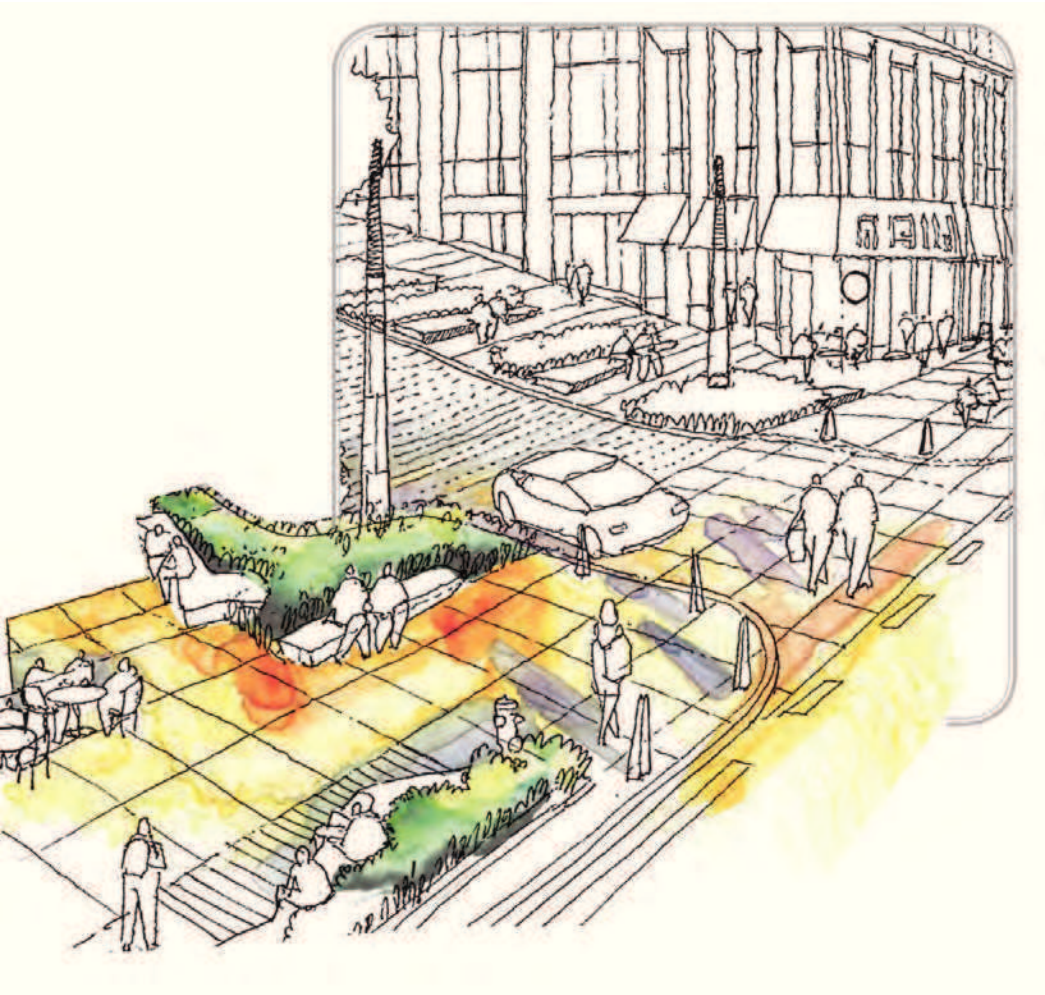
- This heritage revitalization application prioritizes the preservation and restoration of the historic cathedral itself. The new structure has been conceived to respect the commonly accepted Canadian National Heritage principles: compatibility, subordination and distinguishability. Specifically, the 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’).
- The East and West facades of the new tower will be primarily of solid, monolithic precast insulated concrete materials in a light colour, to reference the solidity of the heritage cathedral’s elements.

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 flex spaces facing Clarkson Street – church amenities 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











PROJECT STATISTICS

AREAS AND EXCLUSION CALCULATIONS

STREET ADDRESS  
514 CARNARVON STREET

LEGAL DESCRIPTION  
PARCEL 1, VICTORIA GARDENS REFERENCE PLAN 74708

EXISTING ZONING  
P1- PUBLIC AND INSTITUTIONAL DISTRICTS ( LOW RISE )

SITE AREA  
33,428 SF

PROPOSED SETBACKS  
CARNARVON STREET: 10'-0"  
CLARKSON STREET: 10'  
SIDE YARDS: 10'-0"

SITE COVERAGE @ GRADE: 5728 / 33428 = 17%  
SITE COVERAGE @ 40'-0": 7914 / 33428 = 23%

BUILDING HEIGHT: 30 STOREY - 288' 0" ( measured from residential lobby elevation to top of roof slab of the last habitable storey )

AREA SUMMARY

LEVEL	GROSS AREA	ADAPTABLE UNITS EXCLUSION		RESIDENTIAL AMENITY EXCLUSION	CHURCH AMENITY EXCLUSION	MECHANICAL EXCLUSION
		1 BED UNITS 19.90 sq.ft (1.85 sqm)/1BR unit (Pt 120.82(h) B/L7464,2011)	FAMILY UNITS 30.14 sq.ft (2.80 sqm)/2-3BR unit (Pt 120.82(h) B/L7464,2011)			
	(sq.ft.)			(sq.ft.)	(sq.ft.)	(sq.ft.)
MECHANICAL	1,182	0.0	0.0	2,133.00		1,181.55
30	2,133	0.0	0.0			0
29	6,018	19.9	60.3			5,938
28	6,783	19.9	120.6			6,642
27	6,783	19.9	120.6			6,642
26	7,551	39.8	90.4			7,421
25	7,551	39.8	90.4			7,421
24	7,551	39.8	90.4			7,421
23	7,551	39.8	90.4			7,421
22	7,551	39.8	90.4			7,421
21	7,551	39.8	90.4			7,421
20	7,551	39.8	90.4			7,421
19	7,551	39.8	90.4			7,421
18	7,551	39.8	90.4			7,421
17	7,551	39.8	90.4			7,421
16	7,551	39.8	90.4			7,421
15	7,551	39.8	90.4			7,421
14	7,551	39.8	90.4			7,421
13	7,551	39.8	90.4			7,421
12	7,551	39.8	90.4			7,421
11	7,551	39.8	90.4			7,421
10	7,551	39.8	90.4	972.38	3,257.41	7,421
9	7,551	39.8	90.4			7,421
8	7,551	39.8	90.4			7,421
7	7,167	39.8	90.4			7,037
6	7,167	39.8	90.4			7,037
5	7,167	39.8	90.4			7,037
4	4,769	0.0	30.1			4,739
3	4,769	0.0	30.1			4,739
2	5,061	0.0	0.0	1,276.89		832
1	5,728	0.0	0.0			992
P1	823	0.0	0.0			823
P2	1,376	0.0	0.0			1,376
TOTAL (SF)	210,390	935	2,351	4,382	6,716	1,182
	GROSS AREA	ADAPTABLE UNITS EXCLUSION		RESIDENTIAL AMENITY	CHURCH AMENITY	MECHANICAL
						FSR AREA

FSR: 194823 /33428 sqft 5.83

## Holy Trinity Cathedral

Use	Level	BACH Adpt	BACH	1BR Adpt	1 BR	1 BR + Den Adpt	1 BR + Den	2 BR Adpt	2 BR	2 BR + Den Adpt	2 BR + Den	3 BR Adpt	3 BR	Total Units per Floor
Market Condos	30													
	29					1	3			1		1		6
	28				1	1	1	2		1		1		7
	27				1	1	1	2		1		1		7
	26				3	2	1	2				1		9
	25				3	2	1	2				1		9
	24				3	2	1	2				1		9
	23				3	2	1	2				1		9
	22				3	2	1	2				1		9
	21				3	2	1	2				1		9
	20				3	2	1	2				1		9
	19				3	2	1	2				1		9
	18				3	2	1	2				1		9
	17		2		3	2			2			1		10
	16		2		3	2			2			1		10
	15		2		3	2			2			1		10
	14		2		3	2			2			1		10
13		2		3	2			2			1		10	
12		2		3	2			2			1		10	
11		2		3	2			2			1		10	
Secured market rental	10		3		2	2		2				1		10
	9		3		2	2		2				1		10
	8		3		2	2		2				1		10
Secured affordable rental for seniors	7		3	2	2			2				1		10
	6		3	2	2			2				1		10
	5		3	2	2			2				1		10
	4		2		1		2					1		6
	3		2		1		2					1		6
	2													
	1													
Flex	0						2							2

Minimum Requirements		
<b>40%</b>	Adaptable	Pt 190.21.1 (B/L 7464,2011)
<b>10%</b>	Minimum 3 Bedroom provision	Pt 190.21.2 (B/L 7741,2015)
<b>30%</b>	Minimum Family orientated rooms	Pt 190.21.2 (B/L 7741,2015)
<b>40%</b>	Adaptable	Pt 190.21.1 (B/L 7464,2011)
<b>5%</b>	Minimum 3 Bedroom provision	Pt 190.21.3 (B/L 7741,2015)
<b>25%</b>	Minimum Family orientated rooms	Pt 190.21.3 (B/L 7741,2015)

<b>Institutional</b>	1 bay / 30000 sqft	1
<b>Residential</b>	No requirement	0
<b>Total required</b>		1

Please refer to transportation study table 4.5 page 26

<b>Total</b>	<b>Proposed CLASS A loading bays</b>	<b>2</b>
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**Bicycle Space Requirements**

<b>Long term Church</b>	No Requirement	
<b>Long term Res</b>	1.25 spaces / unit      203 units x 1.25	253.75
<b>Long term Senior</b>	0.25 spaces /unit      42 units x 0.25	10.5
<b>Total Long Term</b>		<b>264</b>
	<b>Proposed</b>	<b>273</b>
<b>Short term Church</b>	Min 6 spaces	6
<b>Short term Res</b>	Min 6 spaces	6
<b>Total Short term</b>	<b>Proposed</b>	<b>12</b>

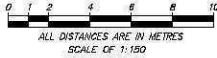
23.5% Reduction	As per the New Westminster Zoning By-Law ( <b>B/L 7689 , 2004</b> ) "The maximum total reduction in parking requirements through incentives is 30%
23.5% of 274 = 64	
<b>189 stalls</b>	Breakdown
25	Church
25	Visitor Rental and Market
160	Residential
<b>210</b>	<b>TOTAL</b>

Please refer to transportation study 30% reduction table 4.3 page 25

Minimum Requirements		
<b>40%</b>	Adaptable	Pt 190.21.1 (B/L 7464,2011)
<b>10%</b>	Minimum 3 Bedroom provision	Pt 190.21.2 (B/L 7741,2015)
<b>30%</b>	Minimum Family orientated rooms	Pt 190.21.2 (B/L 7741,2015)
<b>40%</b>	Adaptable	Pt 190.21.1 (B/L 7464,2011)
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<b>25%</b>	Minimum Family orientated rooms	Pt 190.21.3 (B/L 7741,2015)



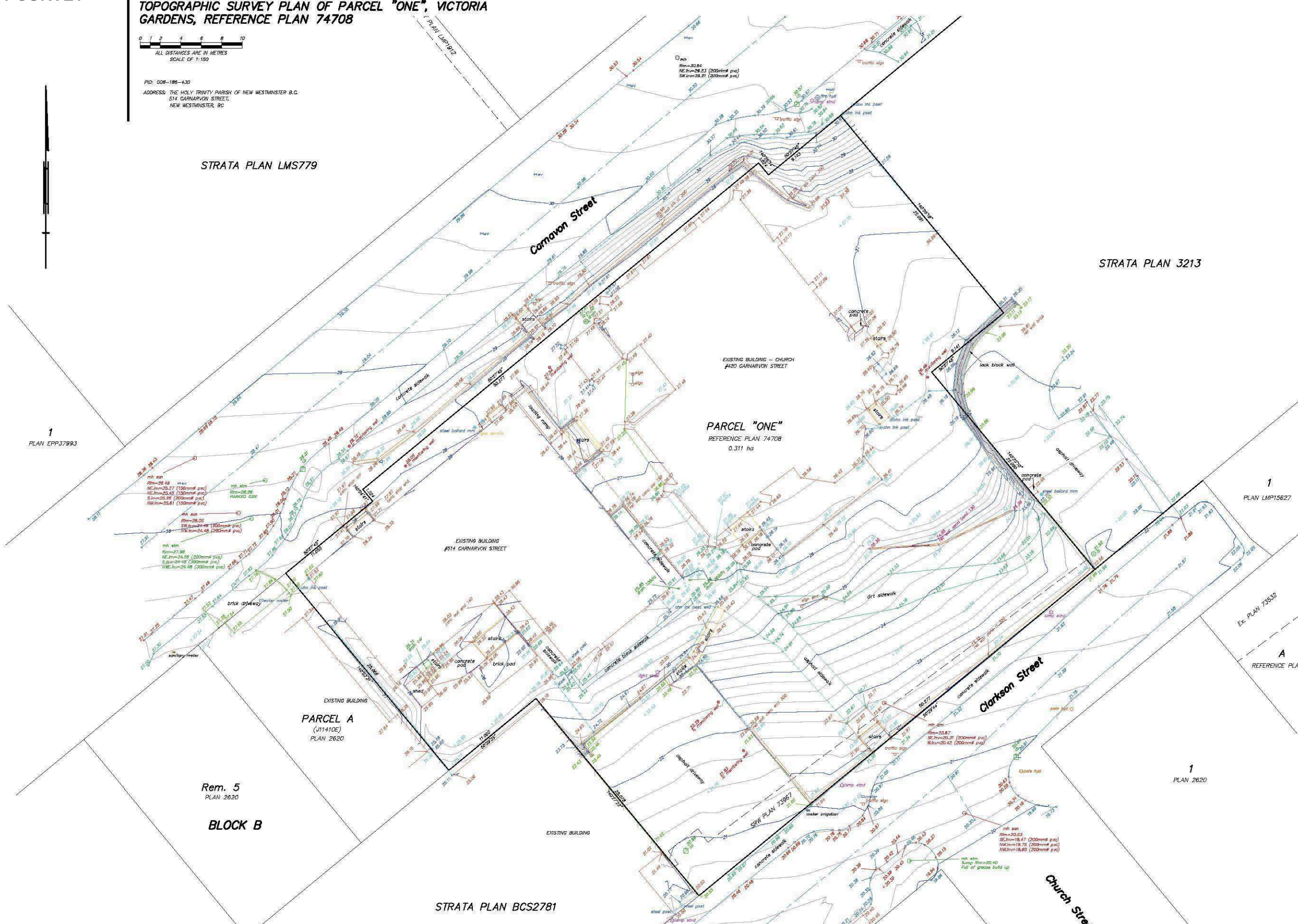
TOPOGRAPHIC SURVEY PLAN OF PARCEL "ONE", VICTORIA GARDENS, REFERENCE PLAN 74708



PID: 008-186-430  
ADDRESS: THE HOLY TRINITY PARISH OF NEW WESTMINSTER B.C.  
514 CARNARVON STREET,  
NEW WESTMINSTER, BC

STRATA PLAN LMS779

STRATA PLAN 3213





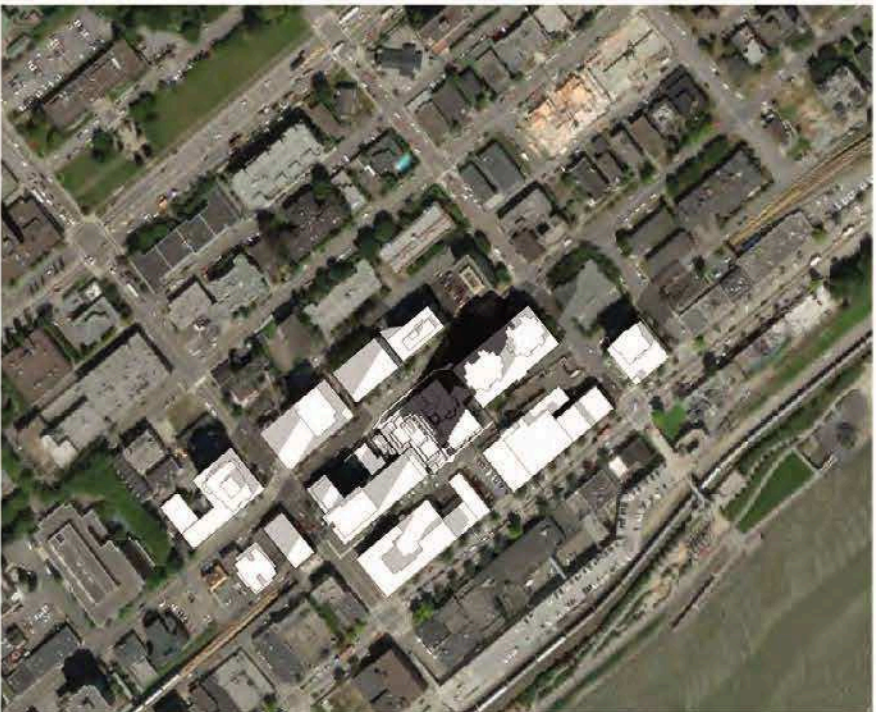
SHADOW ANALYSIS



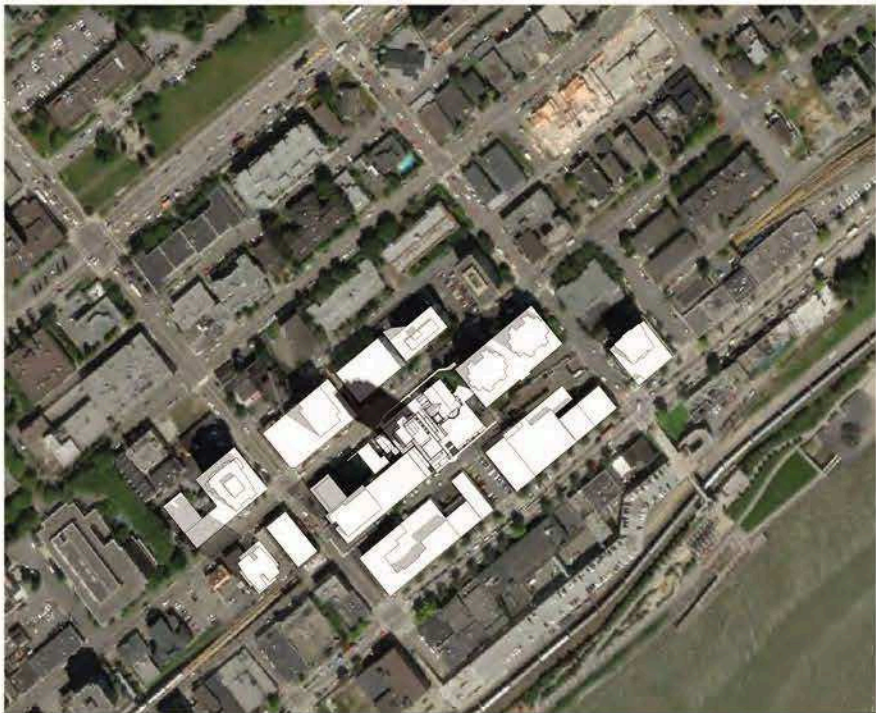
MARCH/SEPT 21 (SPRING/AUTUMN EQUINOX) 10AM



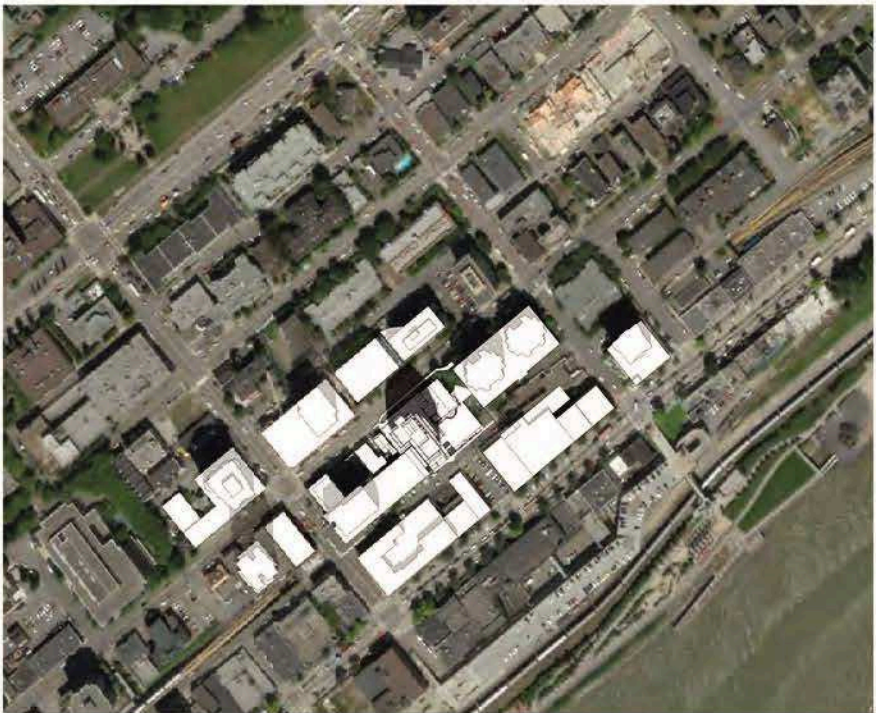
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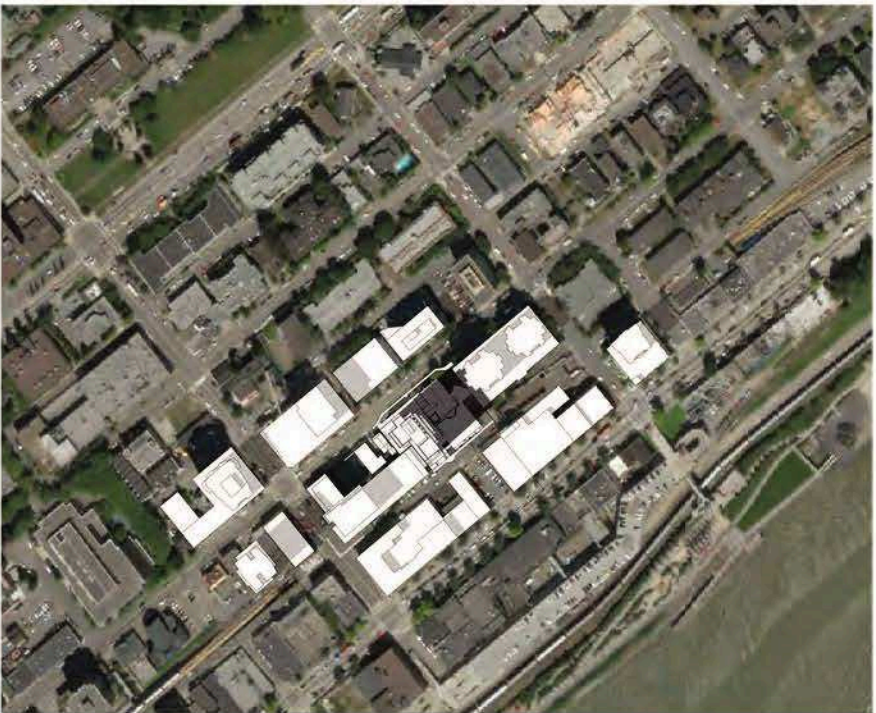
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JUNE 21 (SUMMER SOLSTICE) 10AM



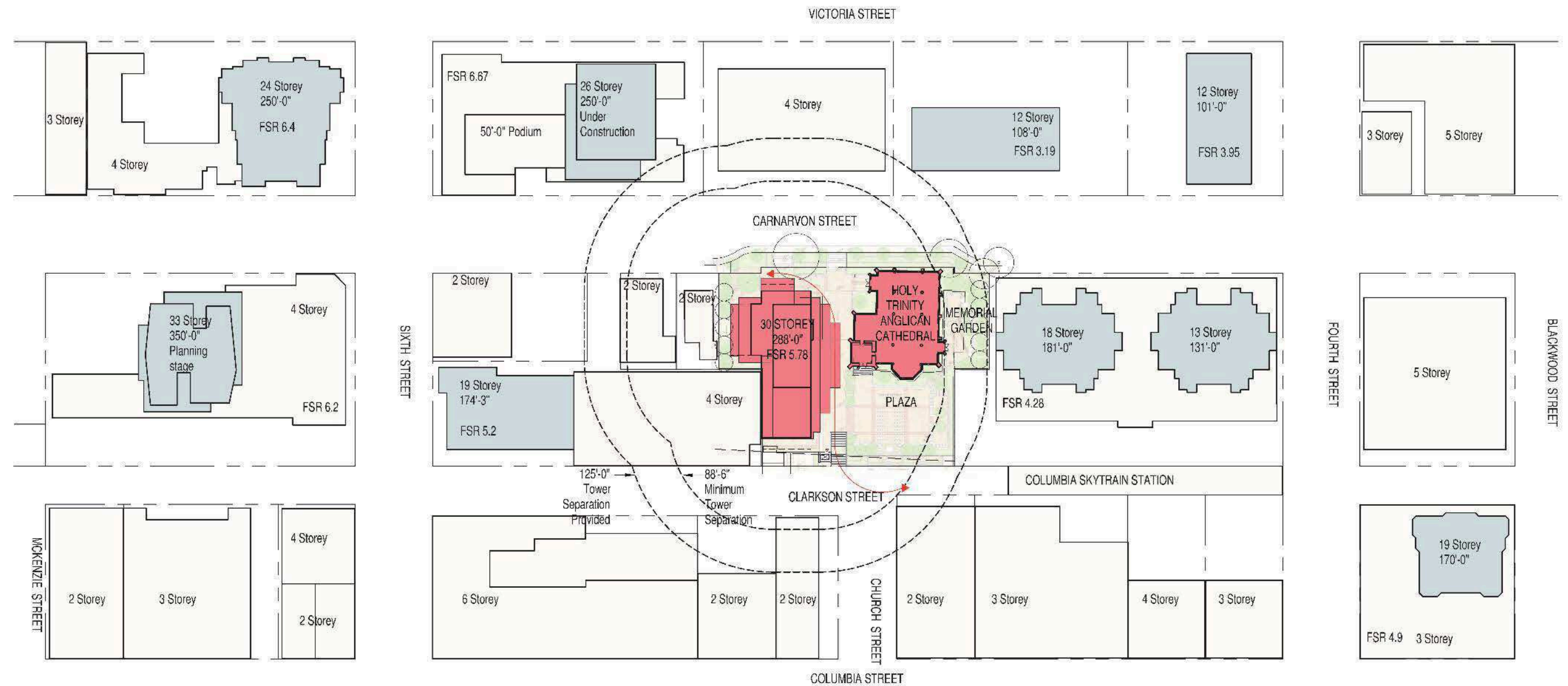
JUNE 21 (SUMMER SOLSTICE) 12PM



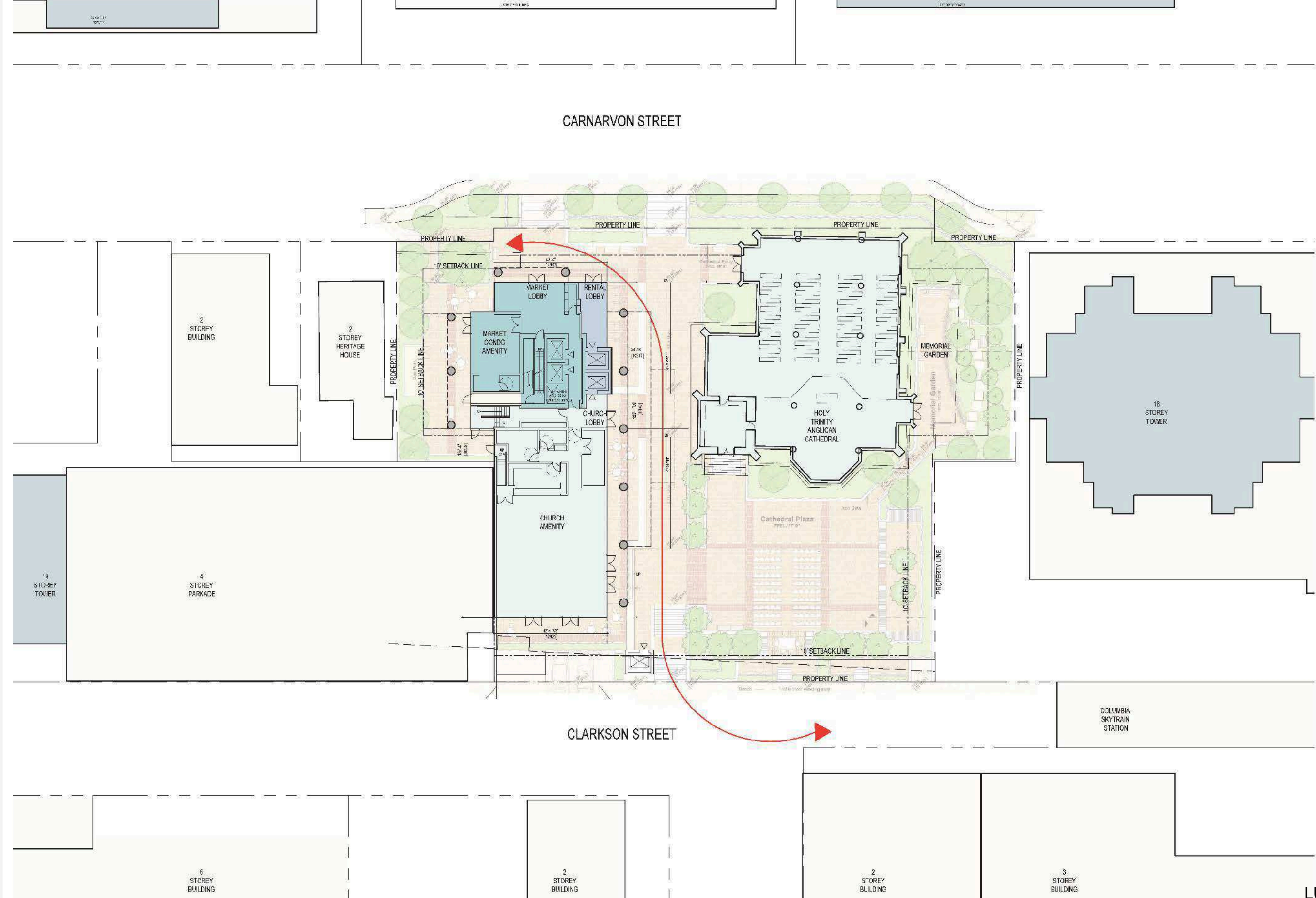
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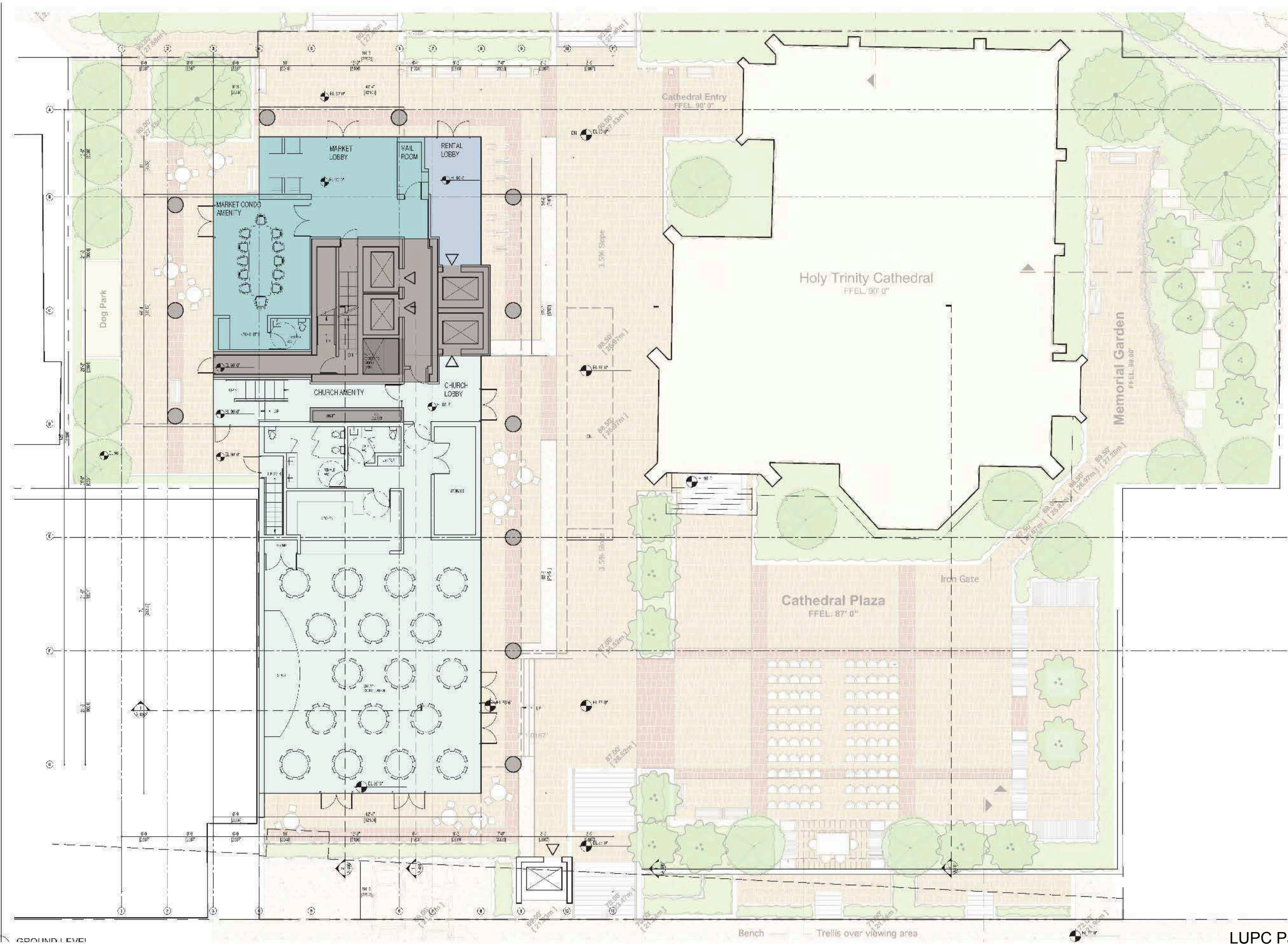
PROJECT CONTEXT + TOWER SEPARATION PLAN



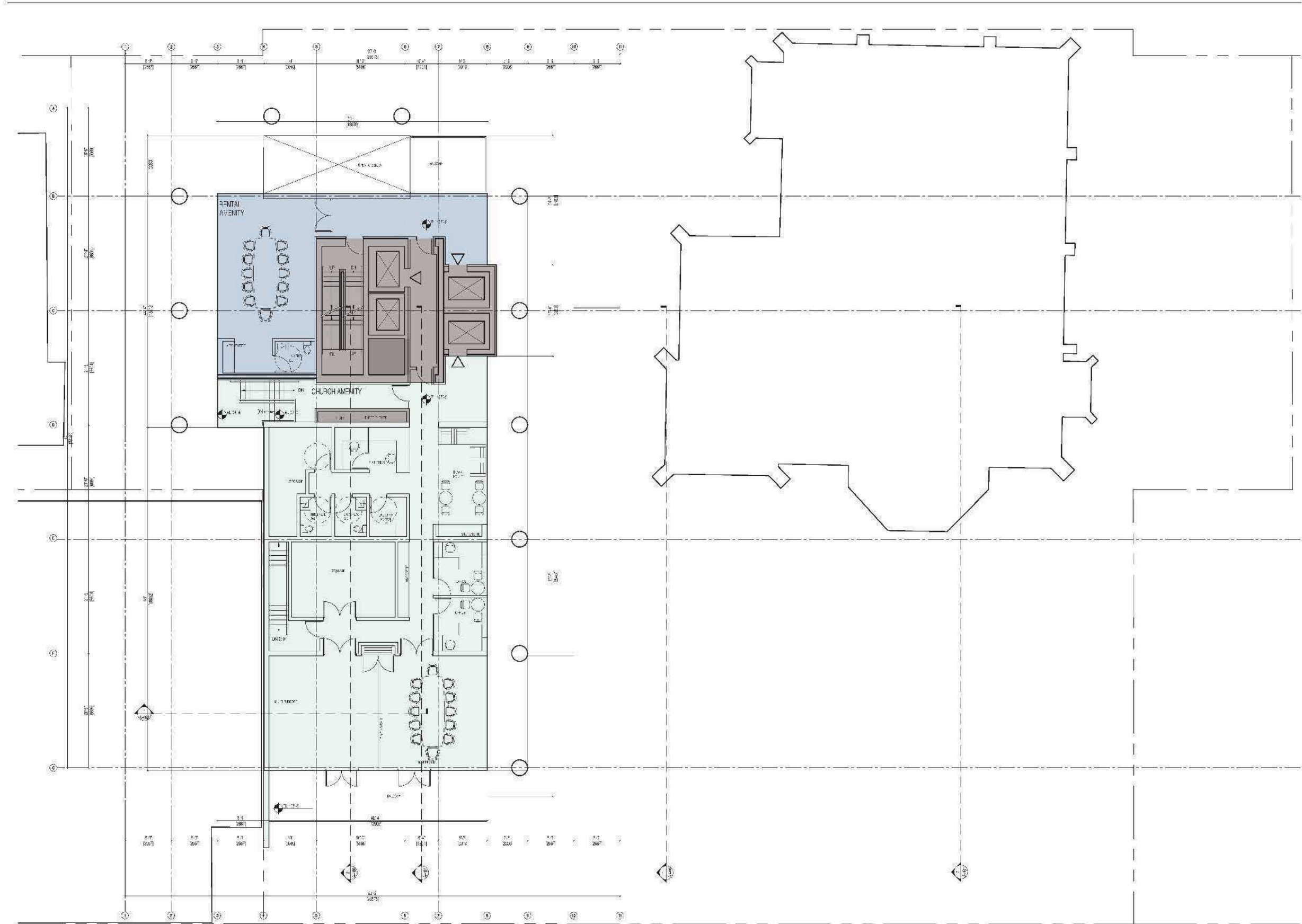
PROJECT SITE PLAN



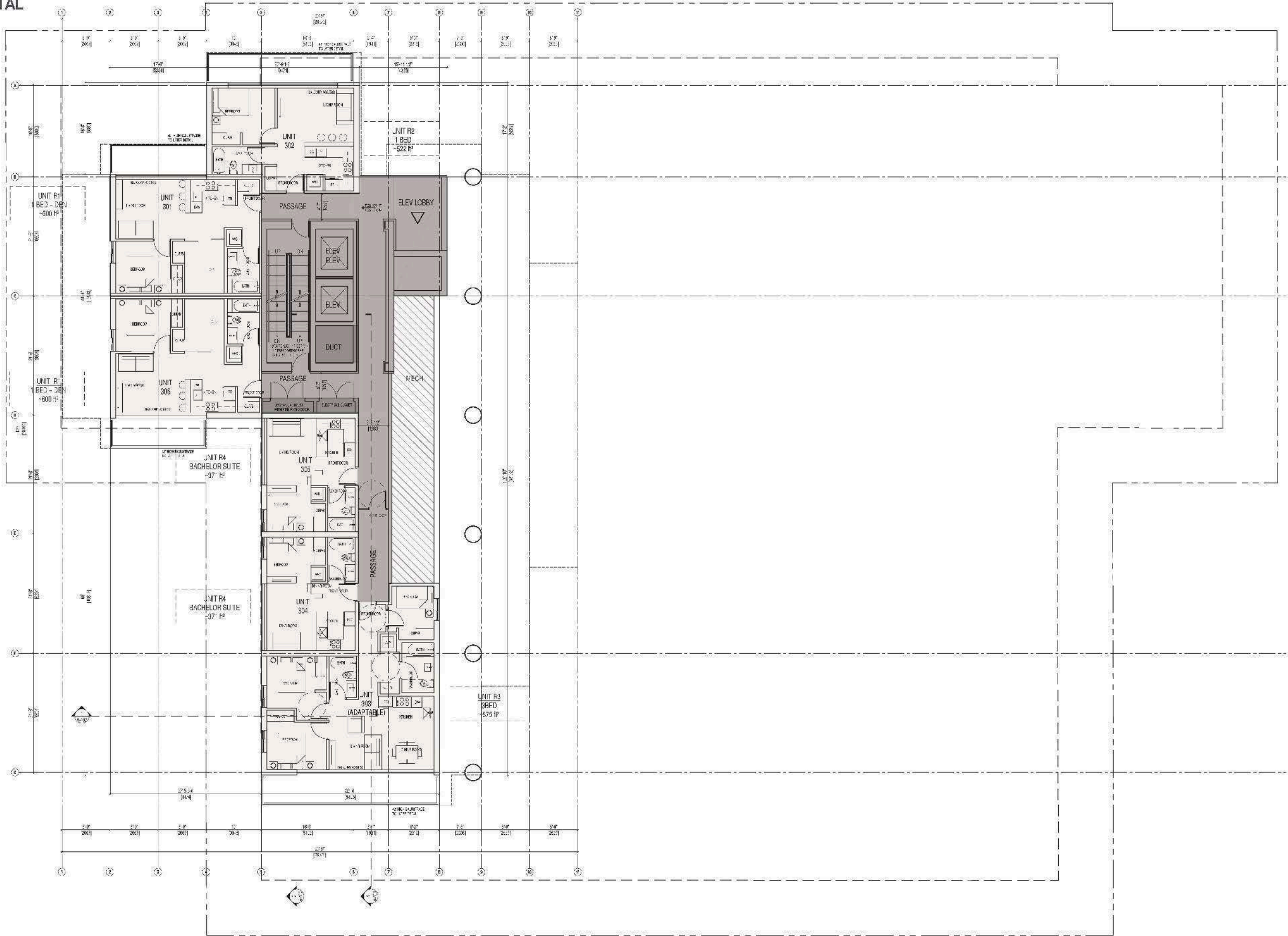






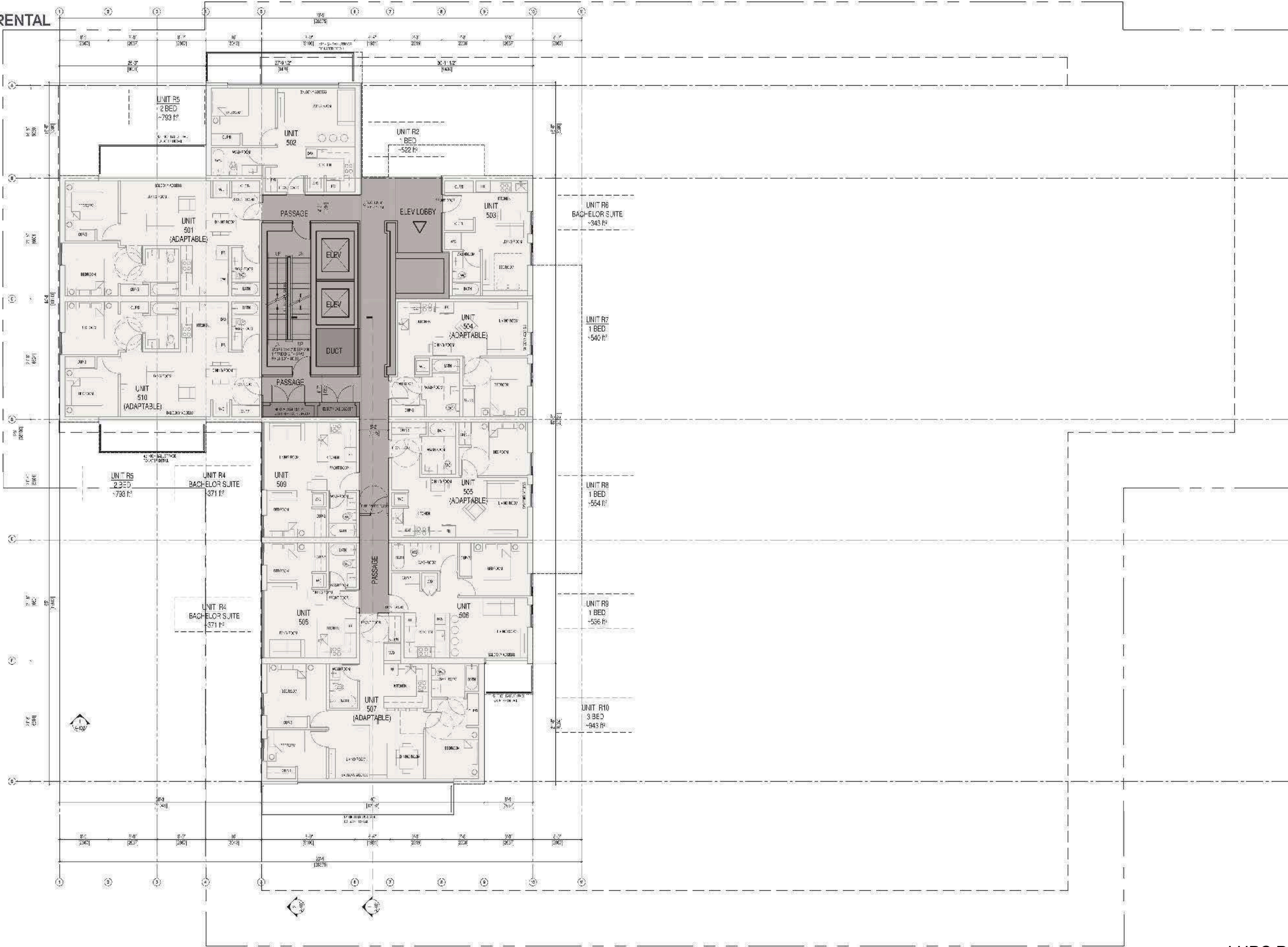


LEVEL 3-4  
SECURED AFFORDABLE RENTAL  
- SENIORS

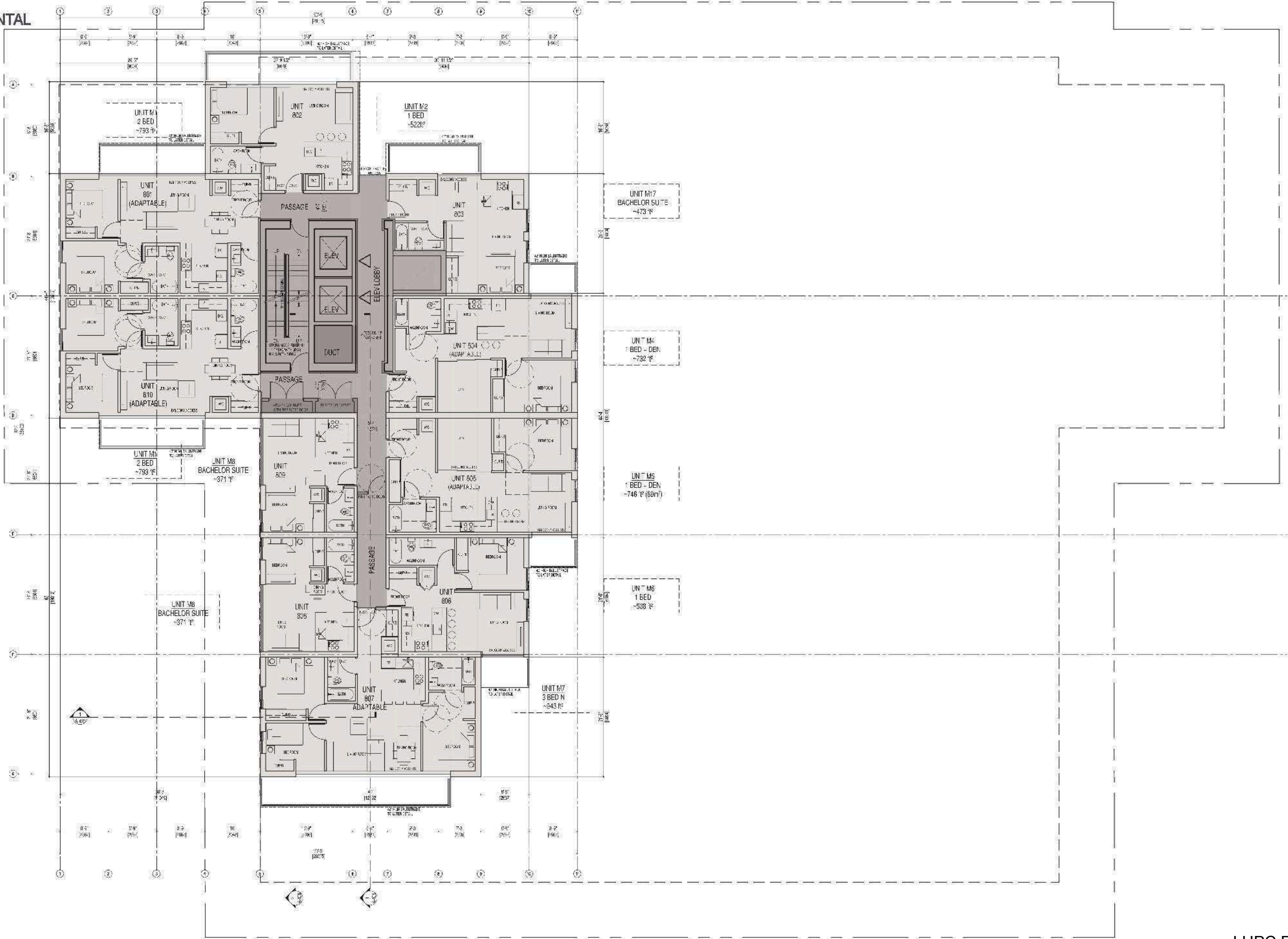




LEVEL 5 - 7  
SECURED AFFORDABLE RENTAL  
- SENIORS

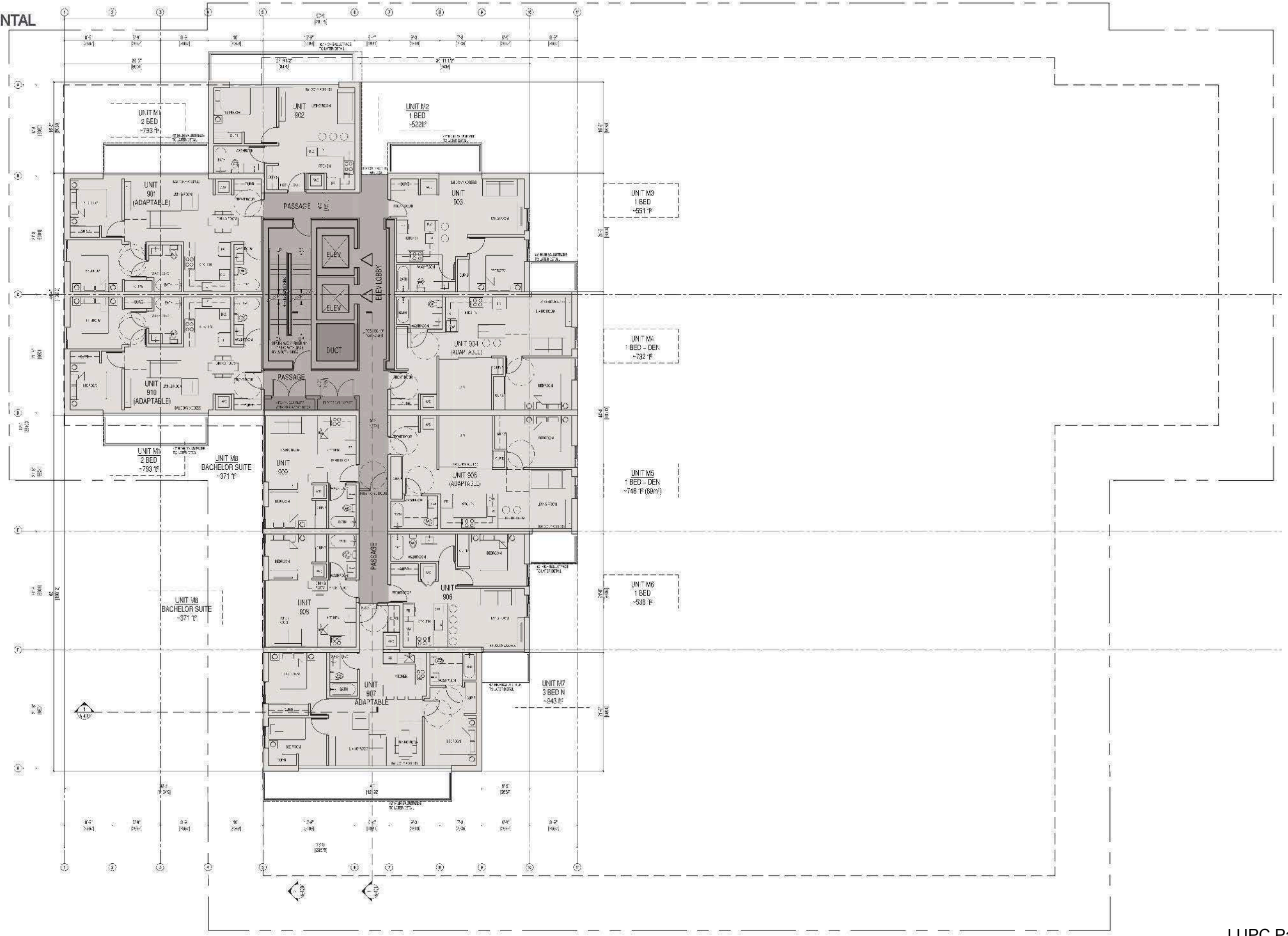


LEVEL 8  
SECURED MARKET RENTAL

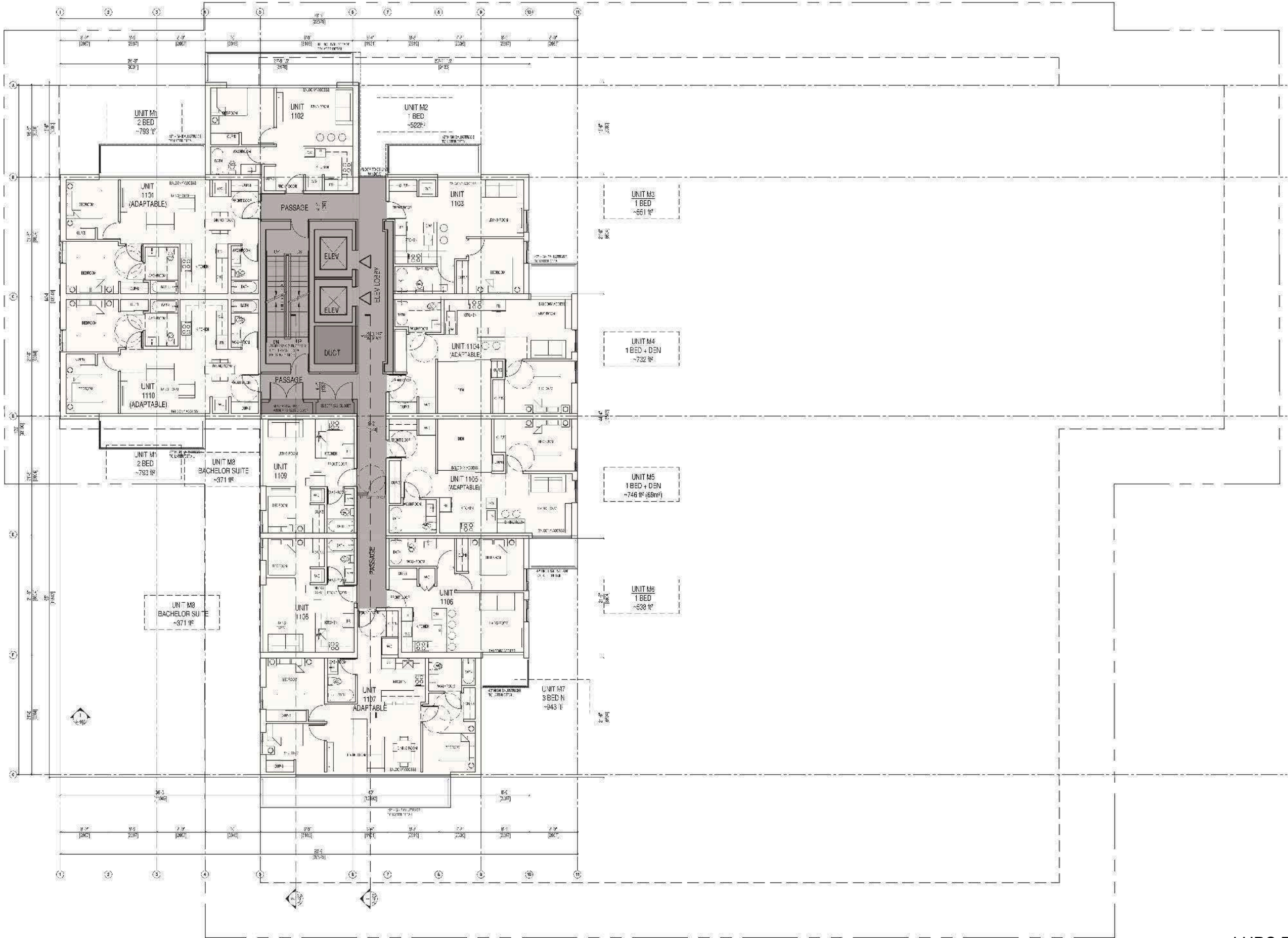




**LEVEL 9 - 10**  
**SECURED MARKET RENTAL**

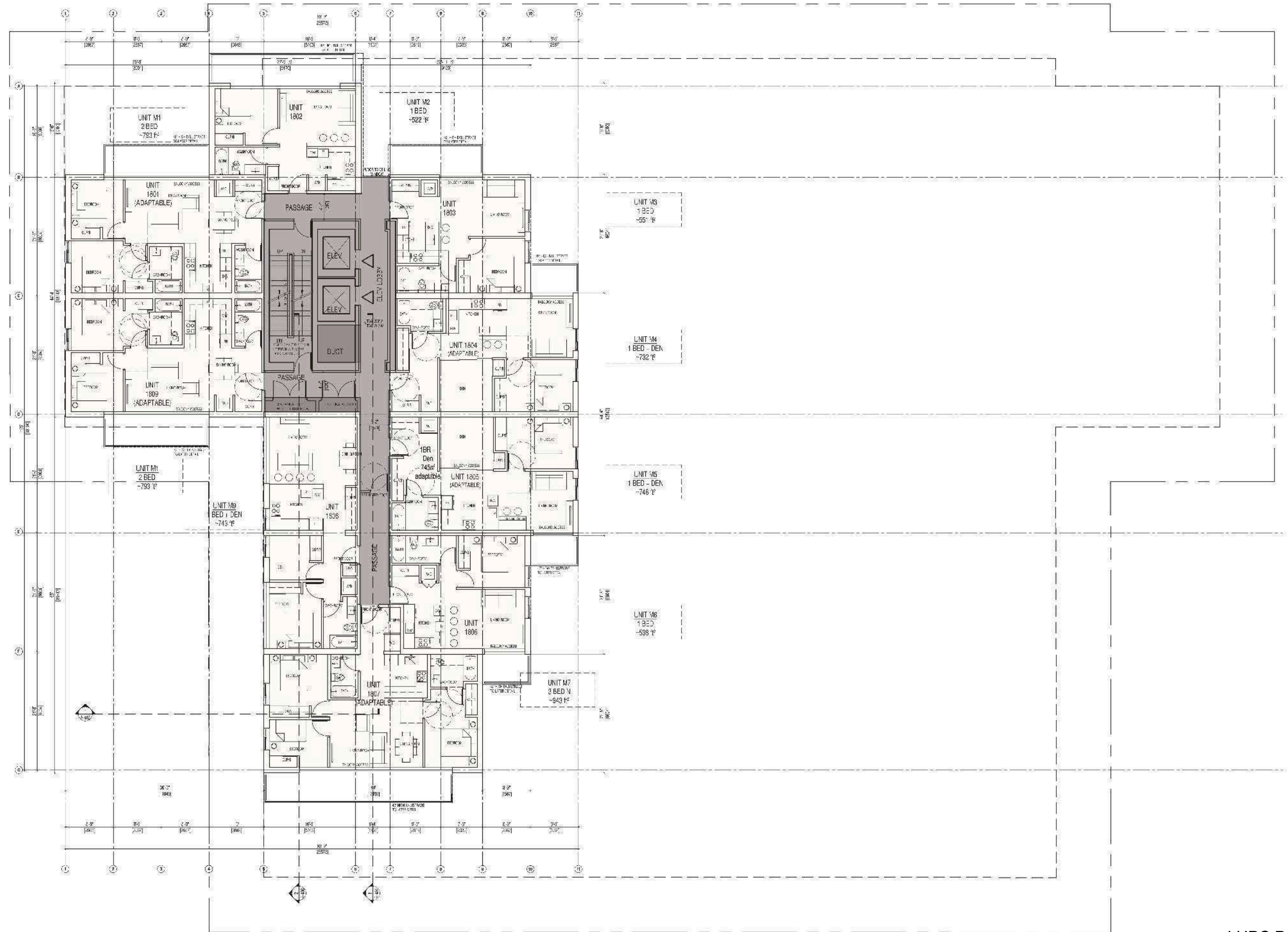


LEVEL 11 - 17  
MARKET CONDO

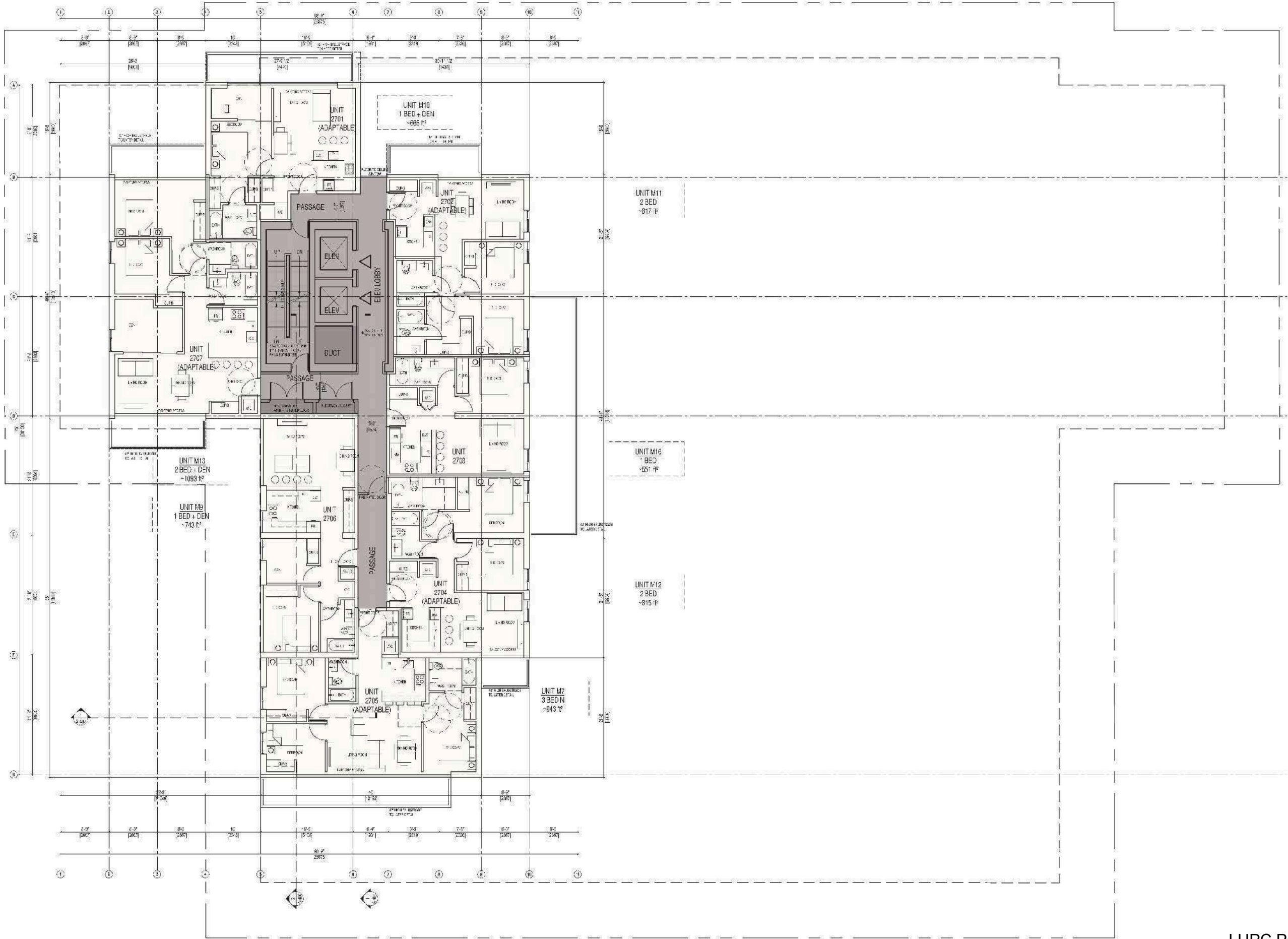




LEVEL 18 - 26  
MARKET CONDO

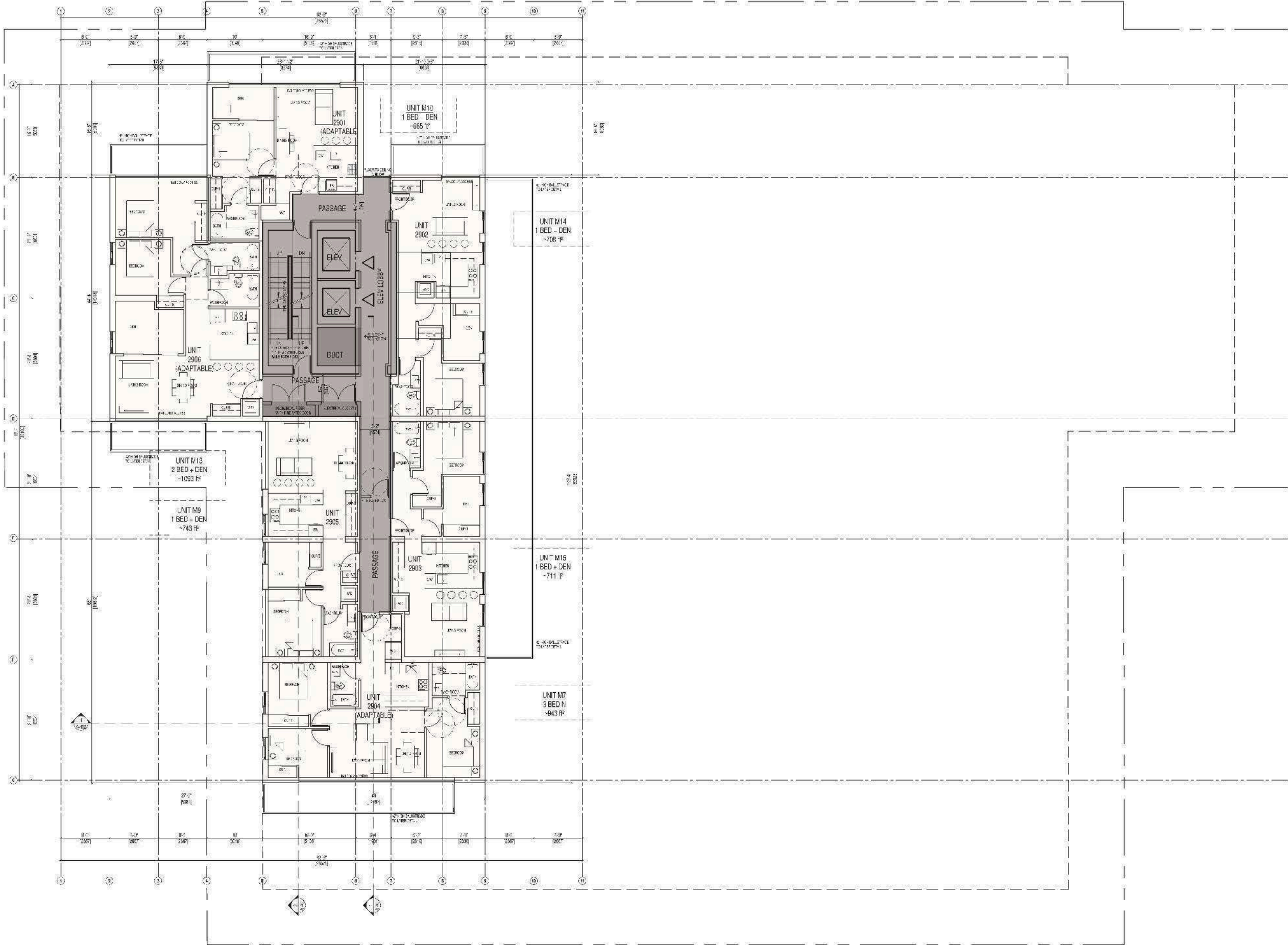


LEVEL 27- 28  
MARKET CONDO



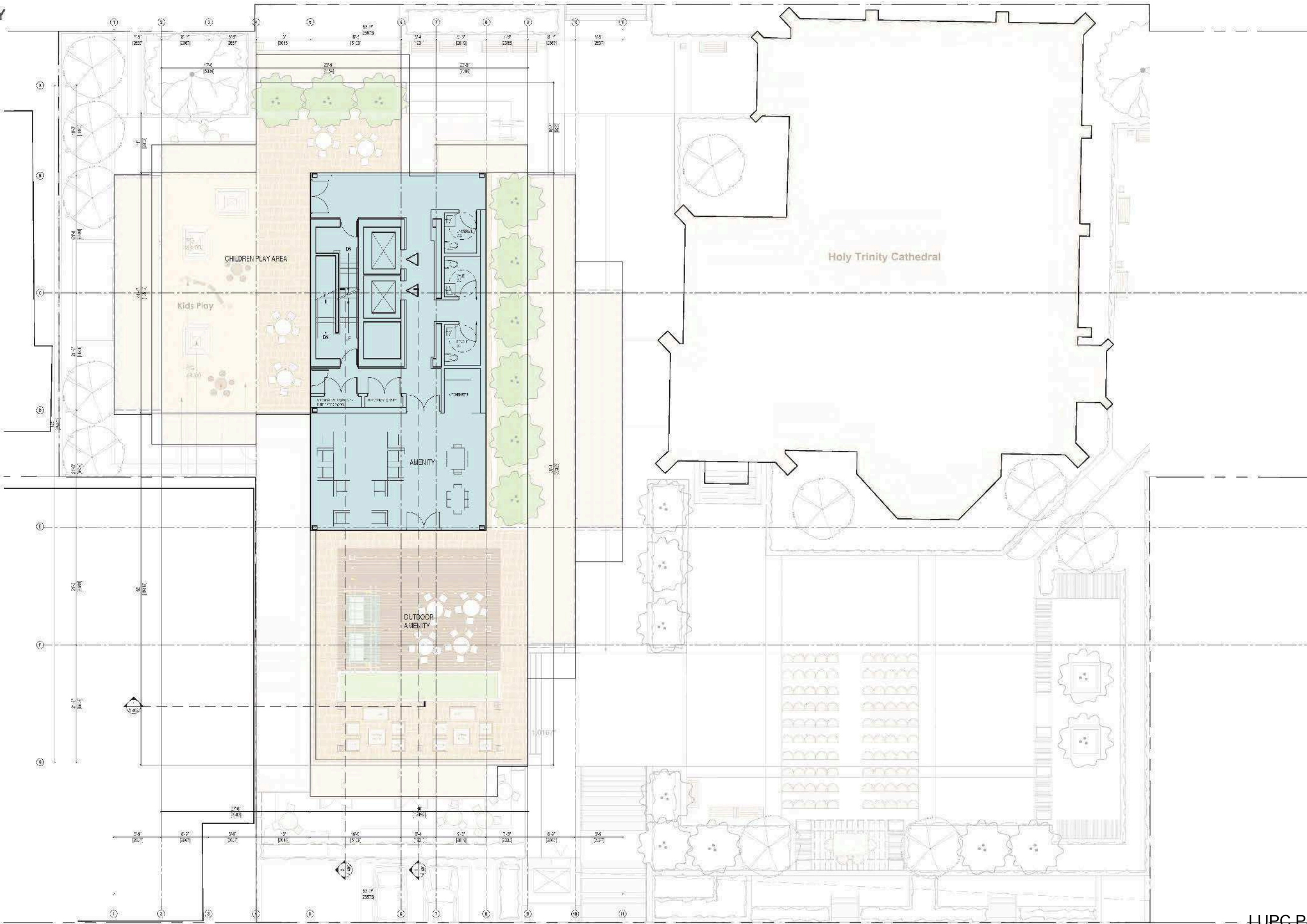


LEVEL 29  
MARKET CONDO

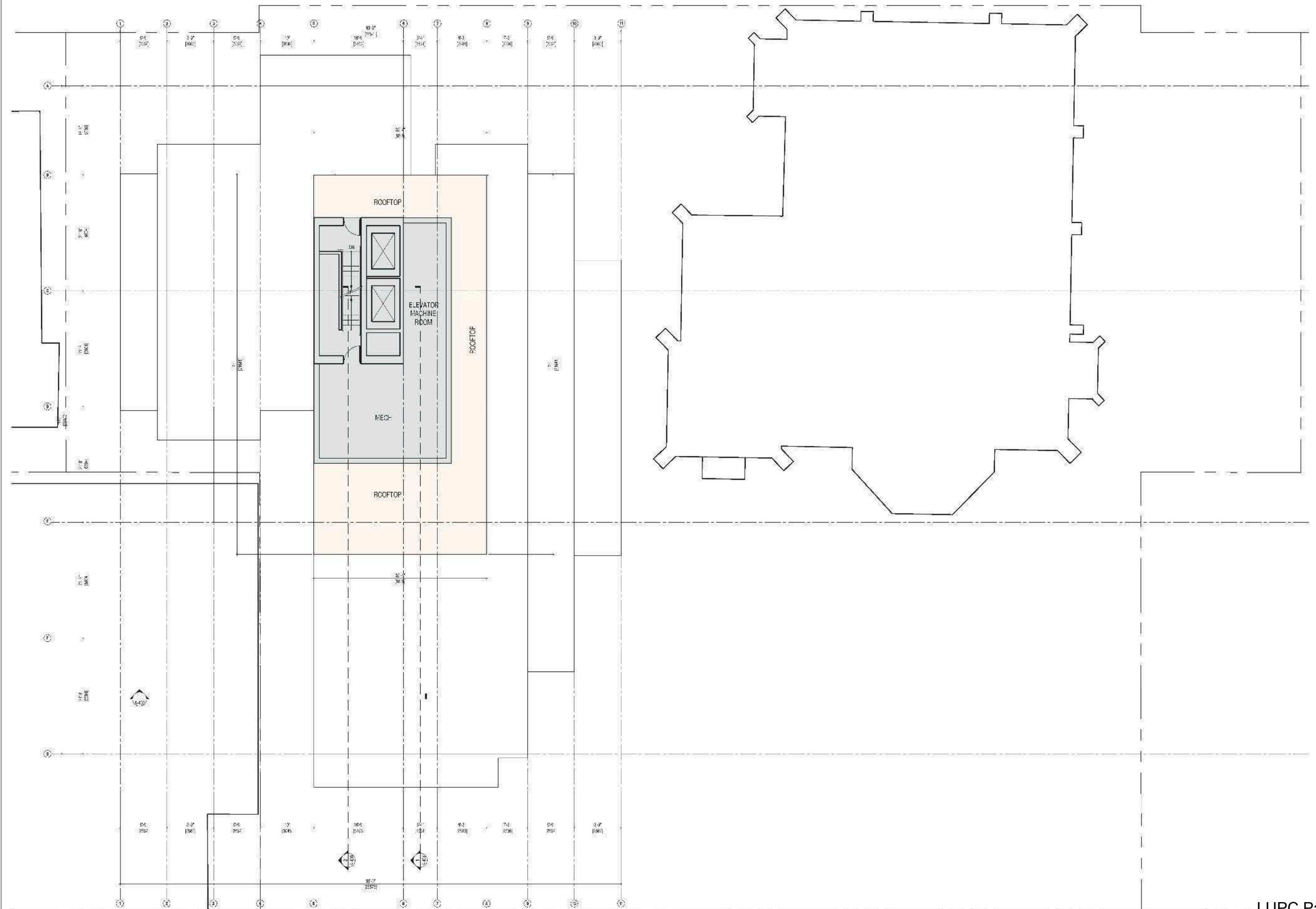




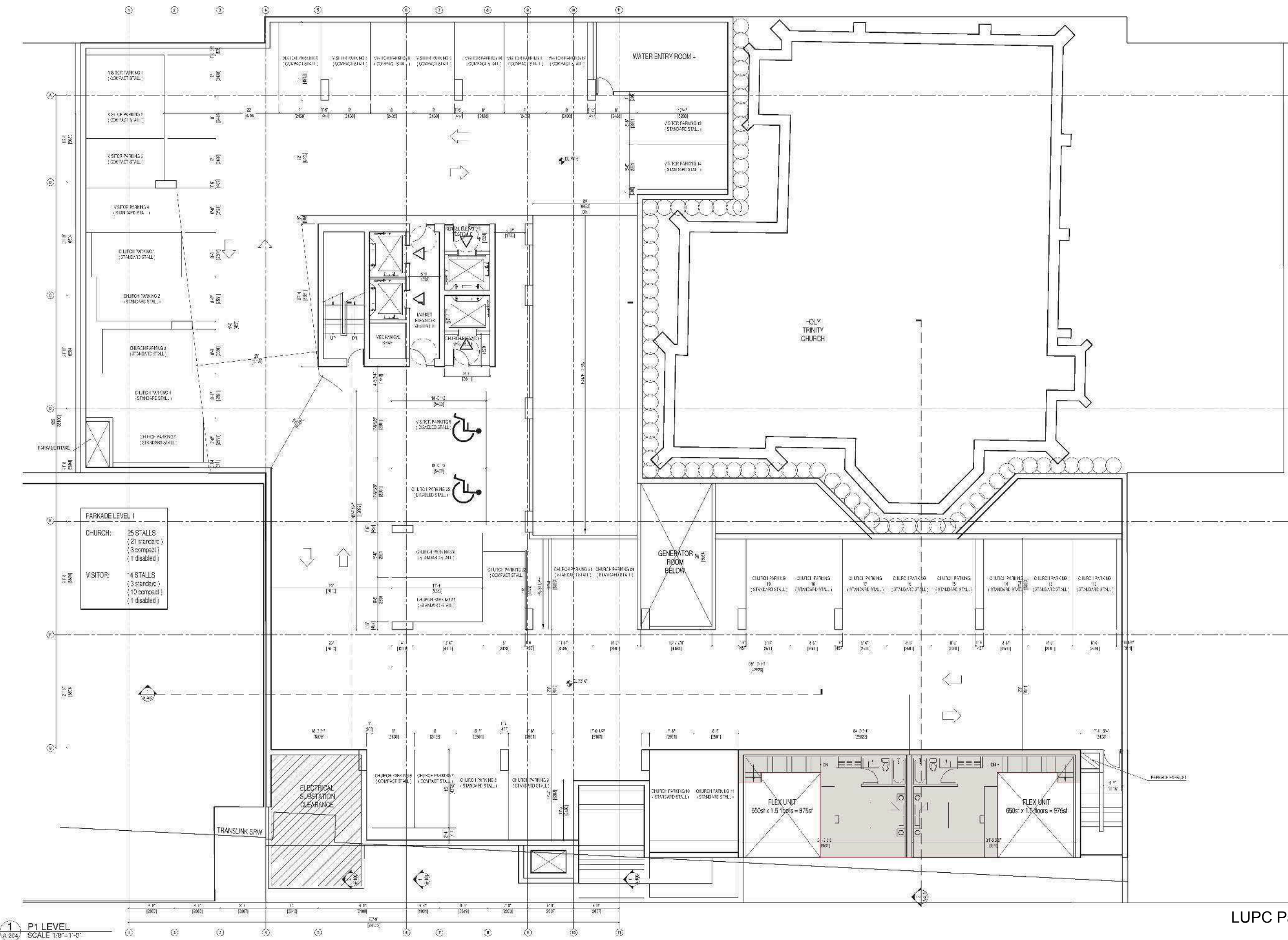
LEVEL 30  
MARKET AMENITY



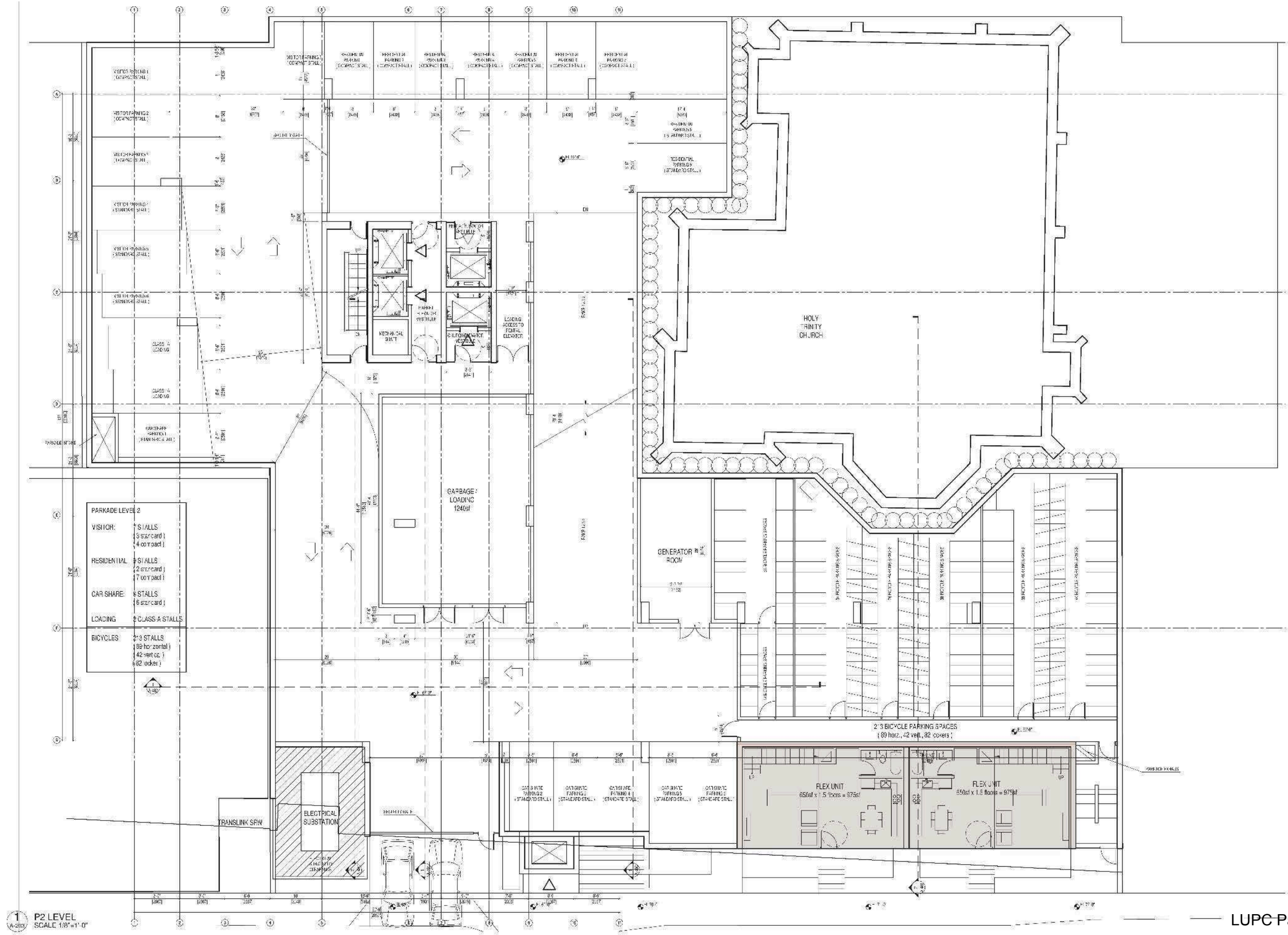
## ROOF PLAN



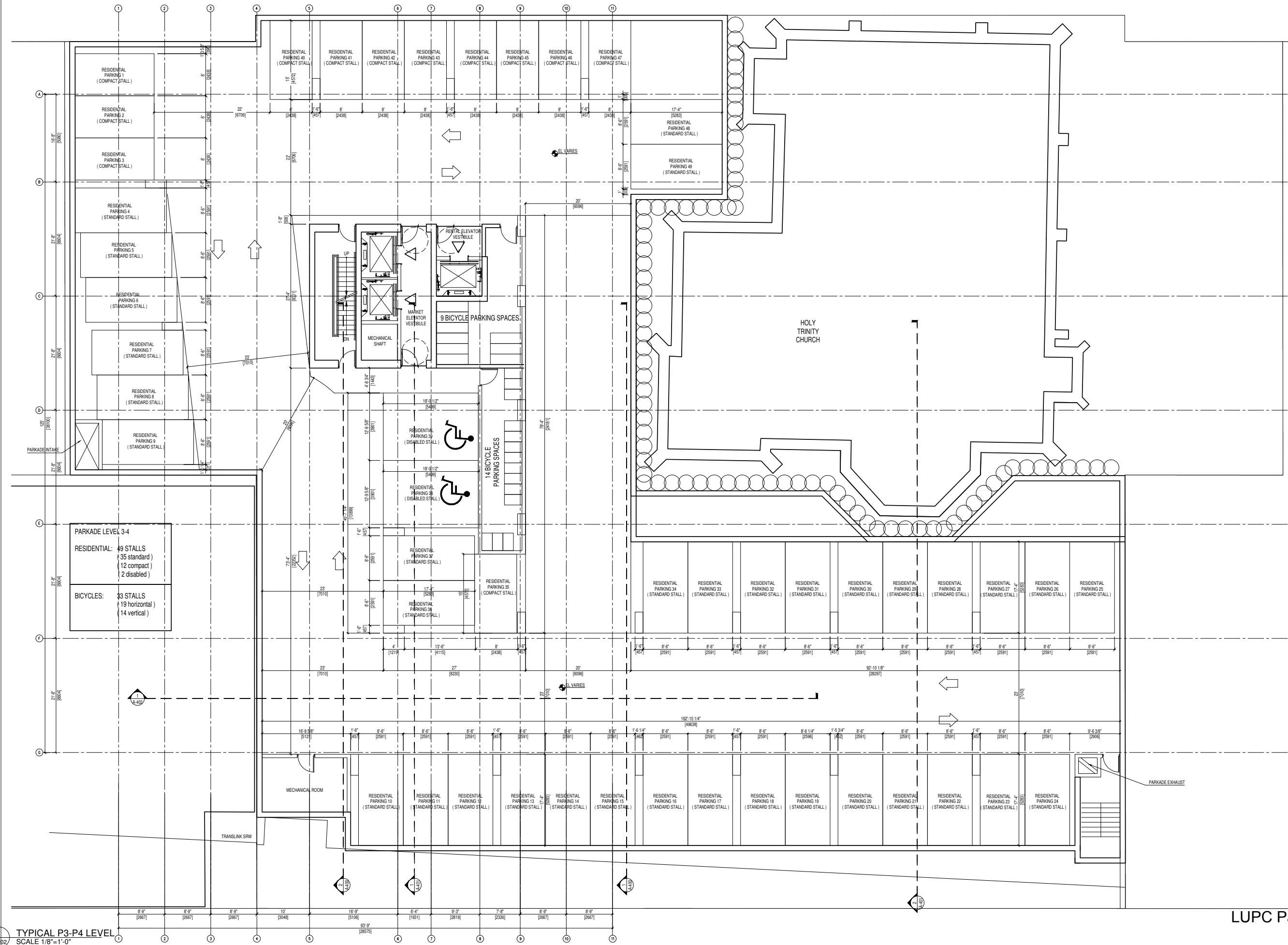




LEVEL P2

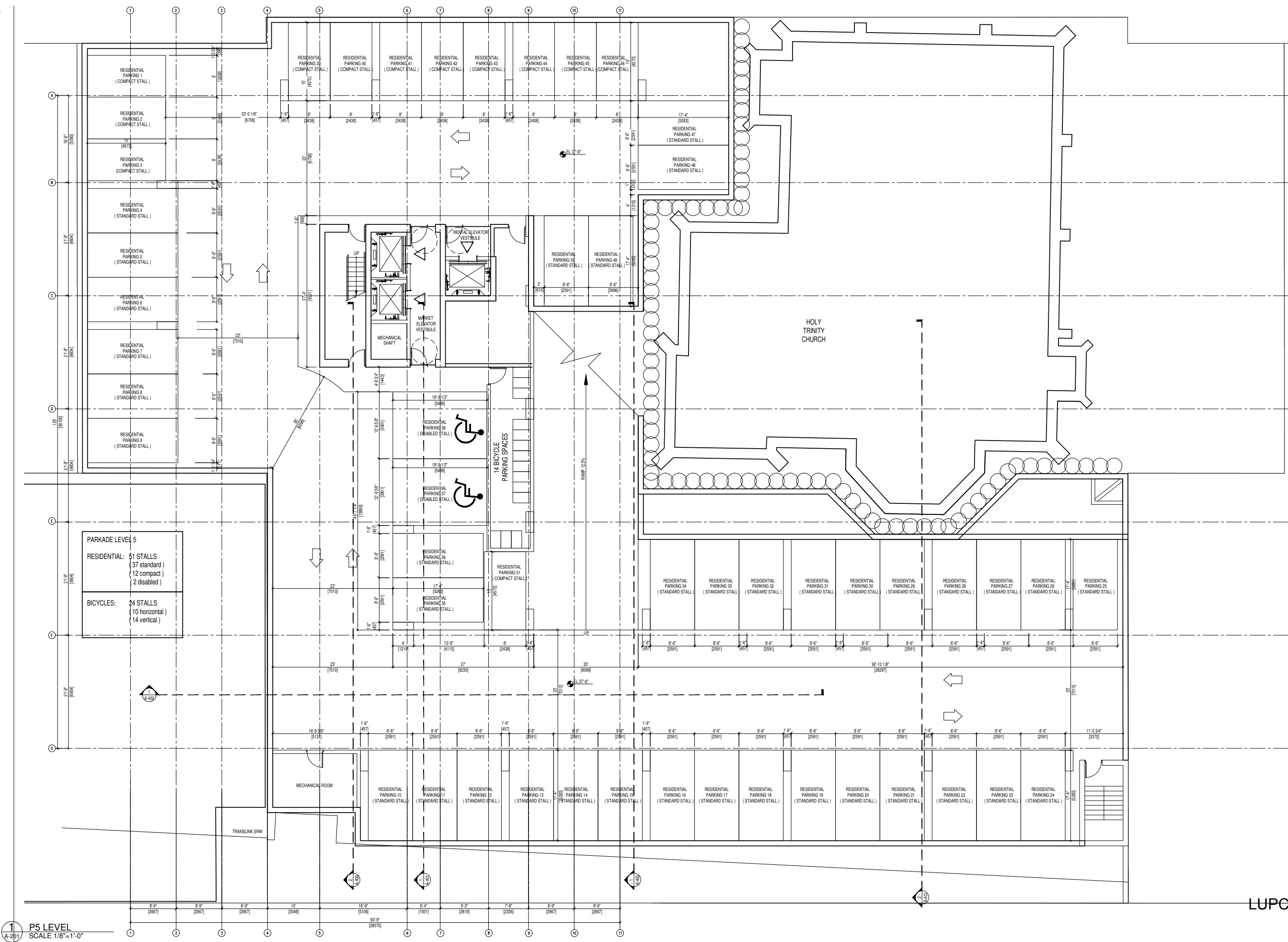






1 TYPICAL P3-P4 LEVEL  
SCALE 1/8"=1'-0"

LEVEL P5



P5 LEVEL  
SCALE 1/8"=1'-0"



CARNAVON STREET ELEVATION



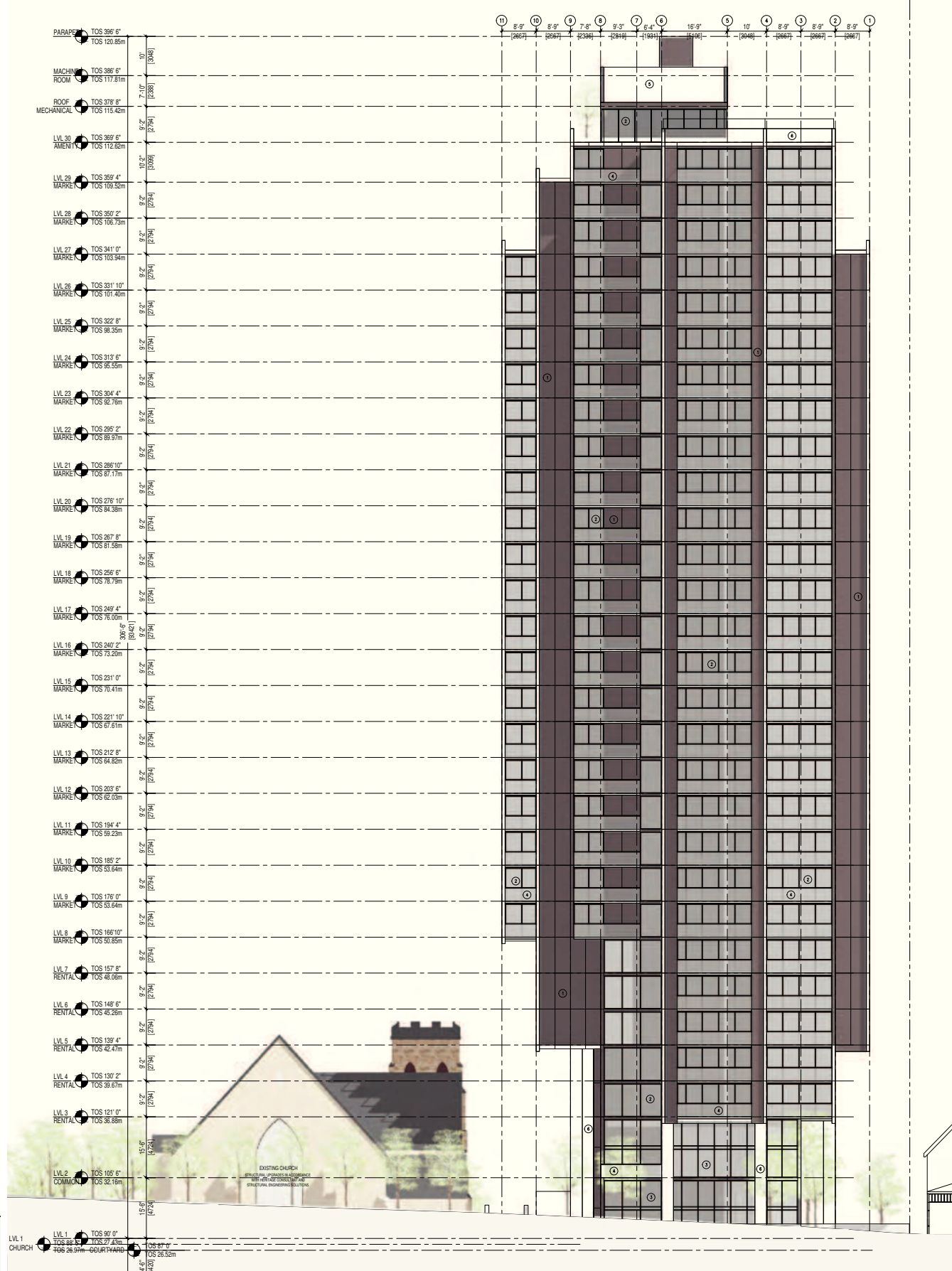
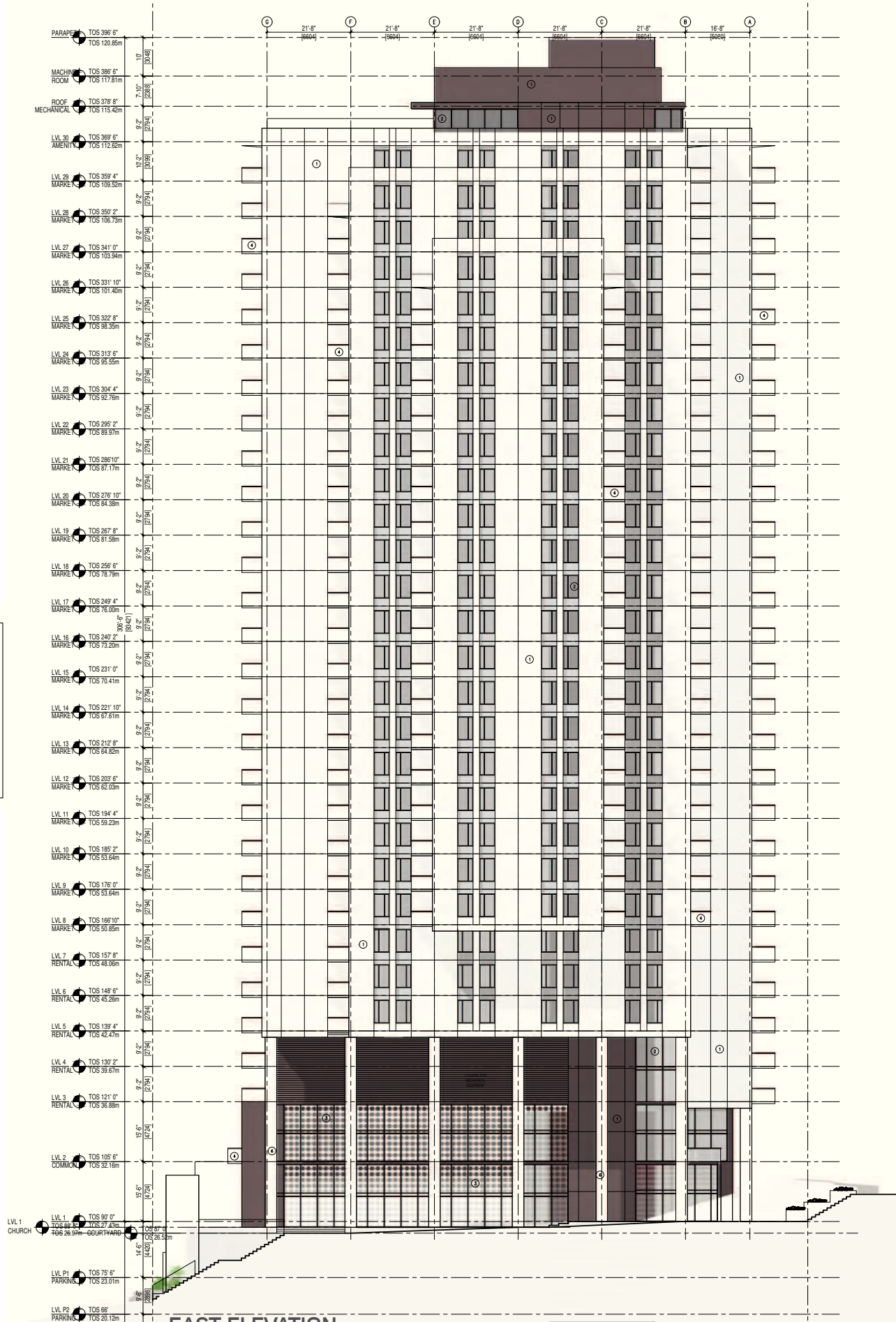
CLARKSON STREET ELEVATION



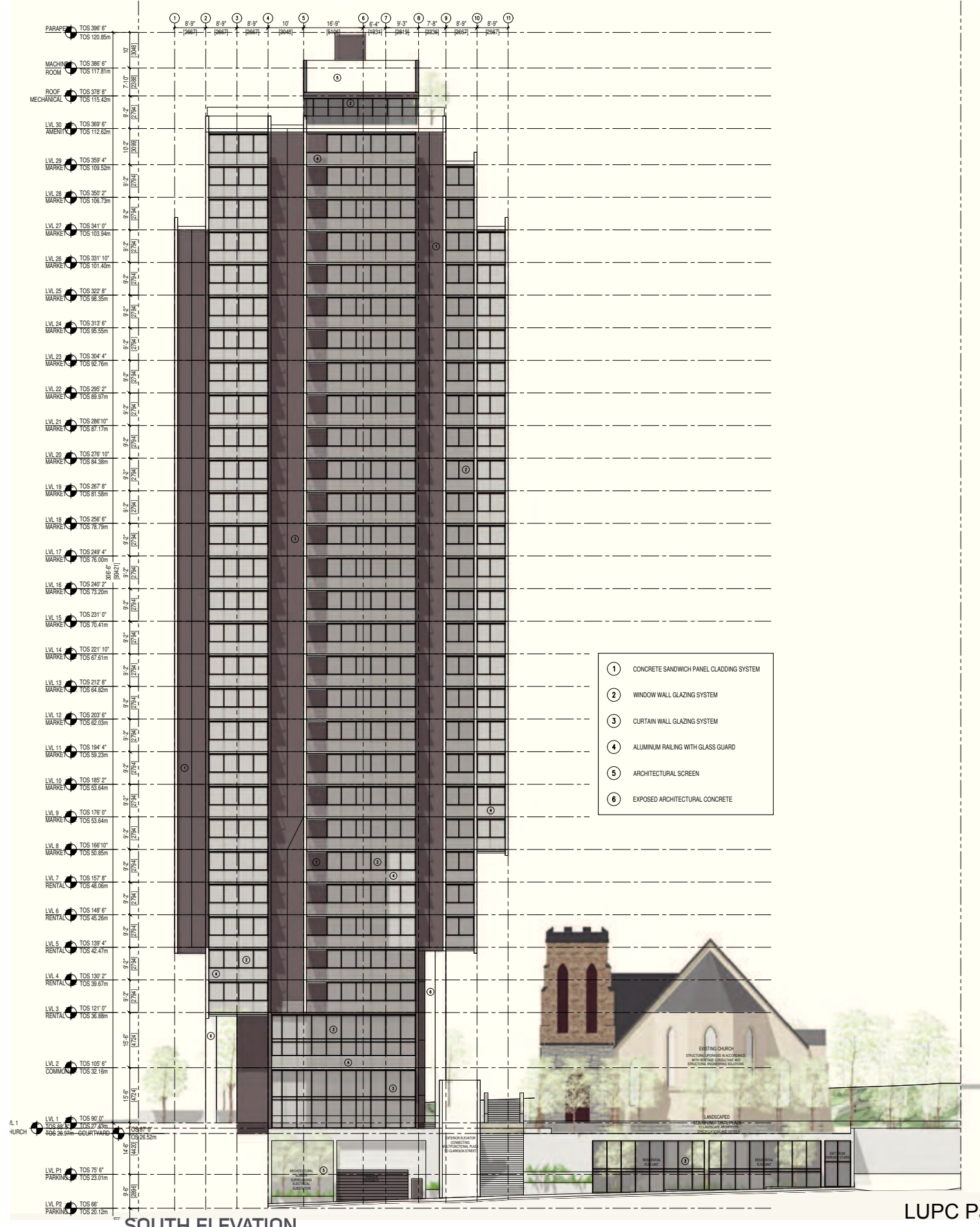
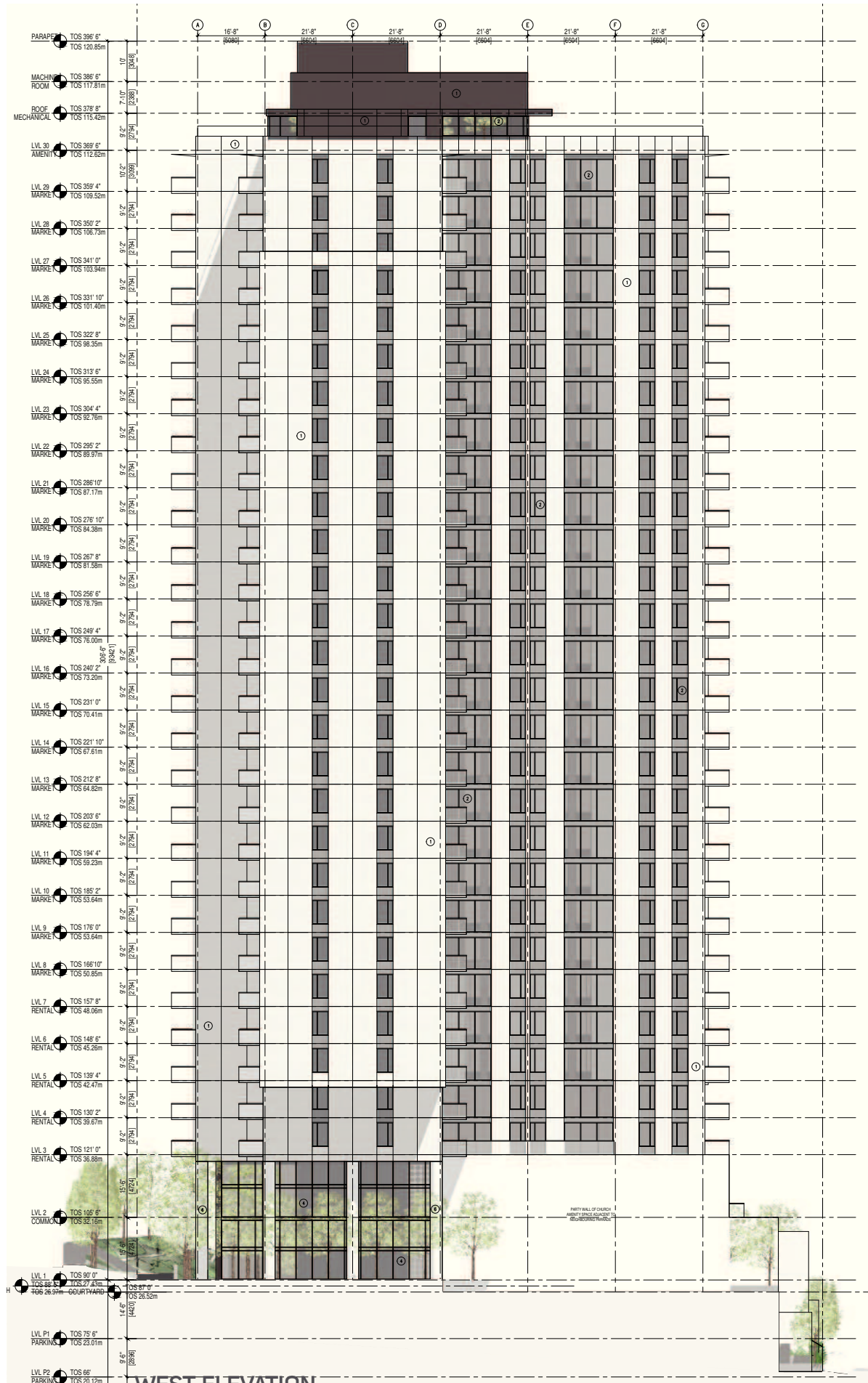


TOWER ELEVATIONS

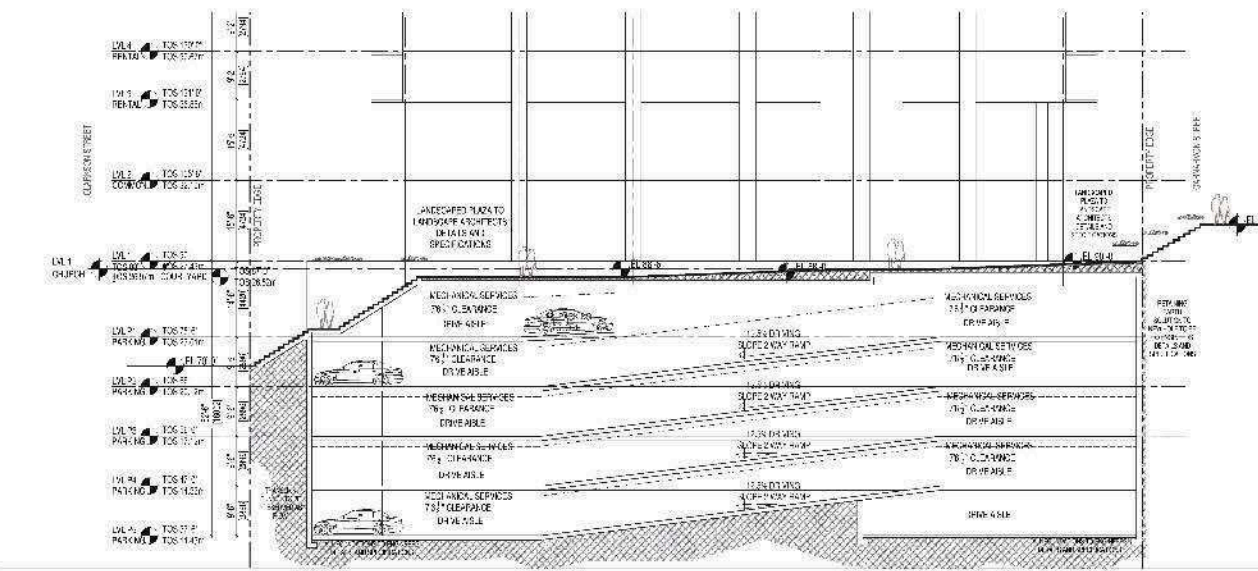
- 1 CONCRETE SANDWICH PANEL CLADDING SYSTEM
- 2 WINDOW WALL GLAZING SYSTEM
- 3 CURTAIN WALL GLAZING SYSTEM
- 4 ALUMINUM RAILING WITH GLASS GUARD
- 5 ARCHITECTURAL SCREEN
- 6 EXPOSED ARCHITECTURAL CONCRETE



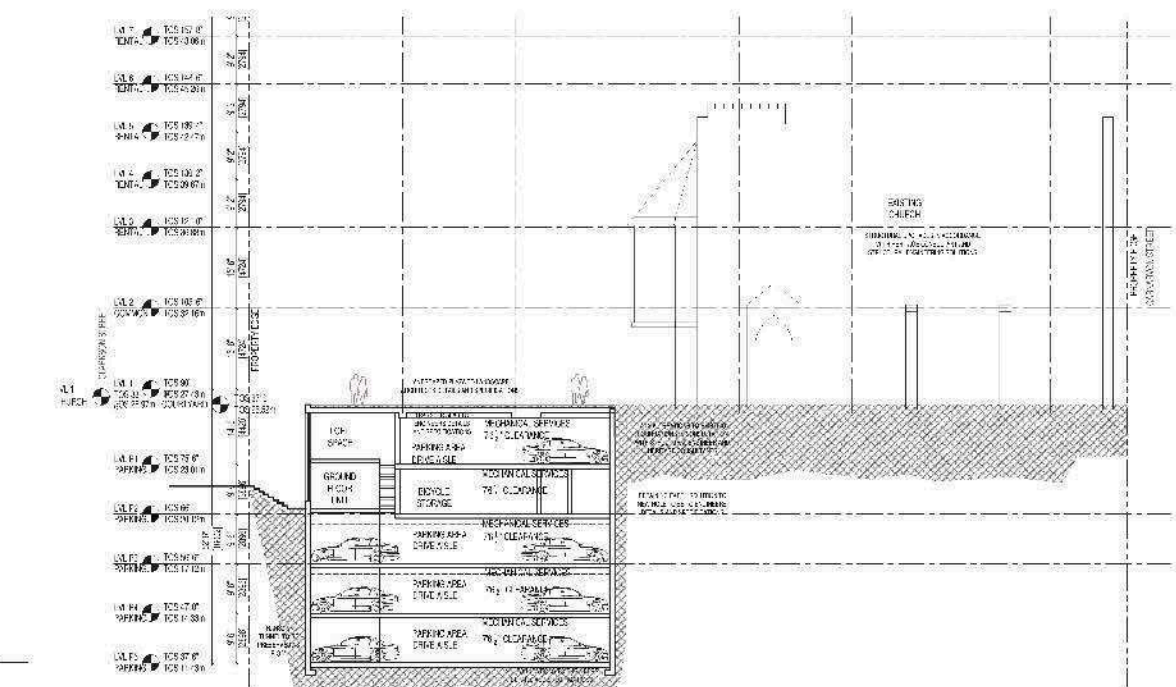




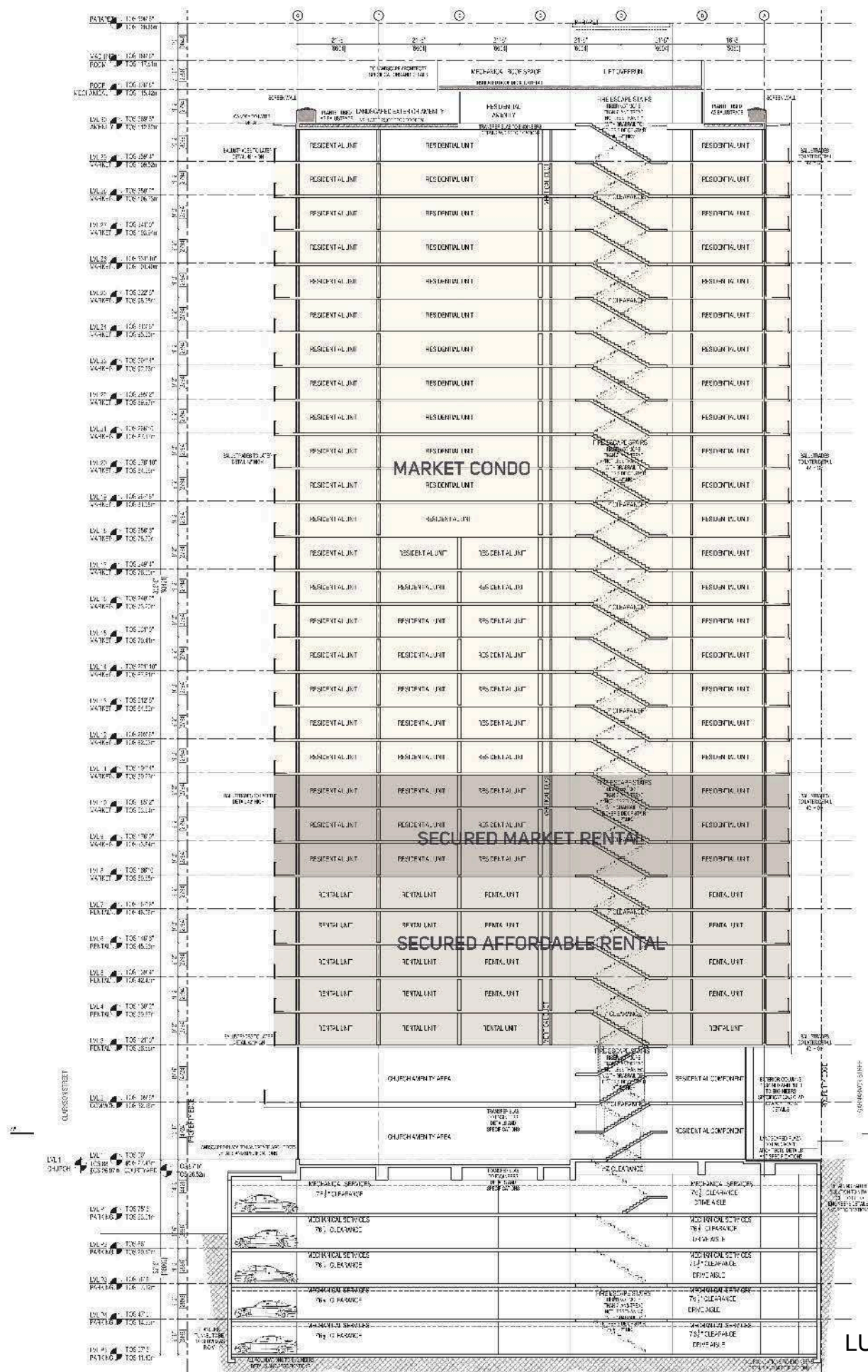




1 SECTION  
A 400' SCALE 1/16" 1'-0"

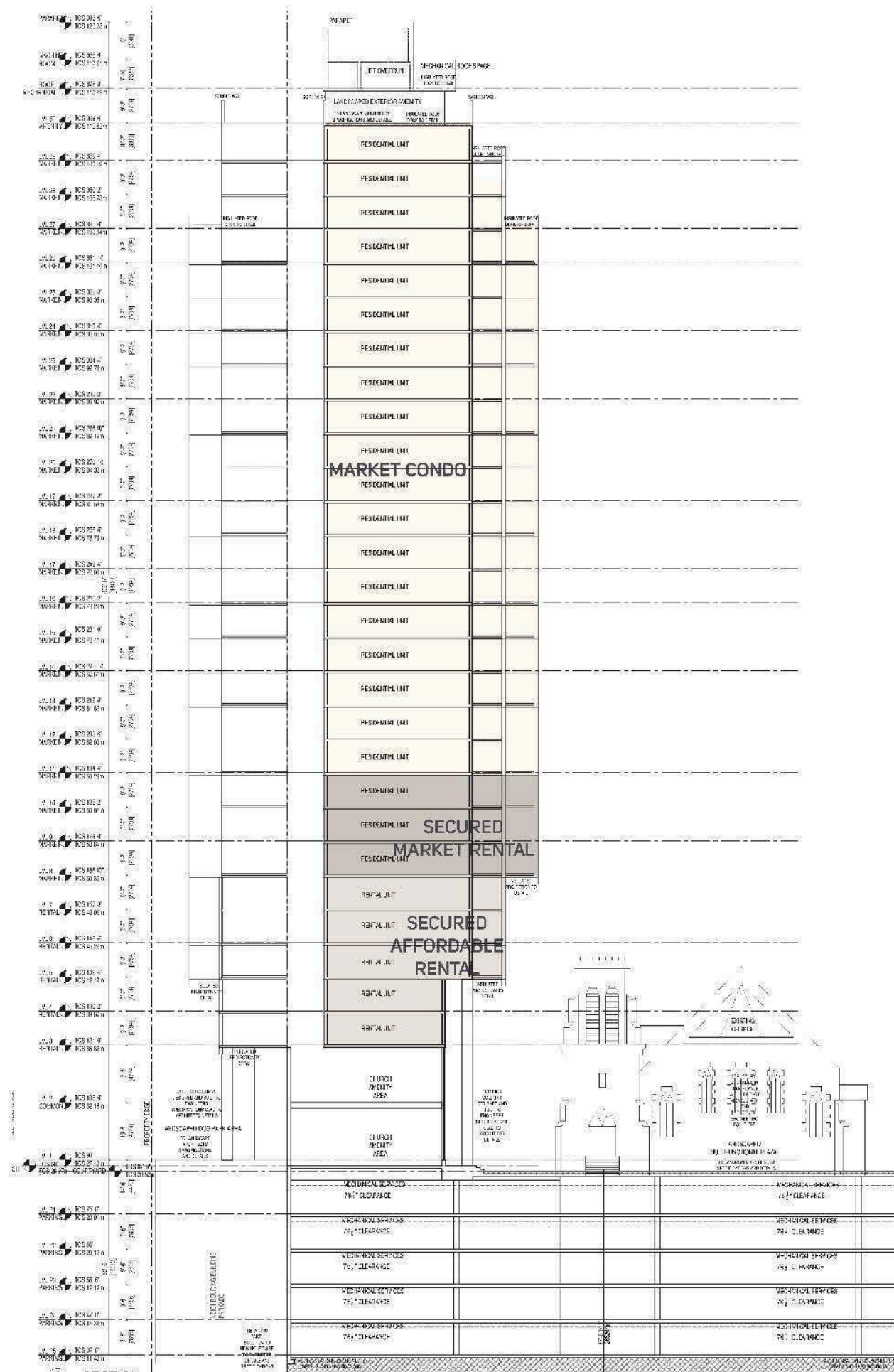
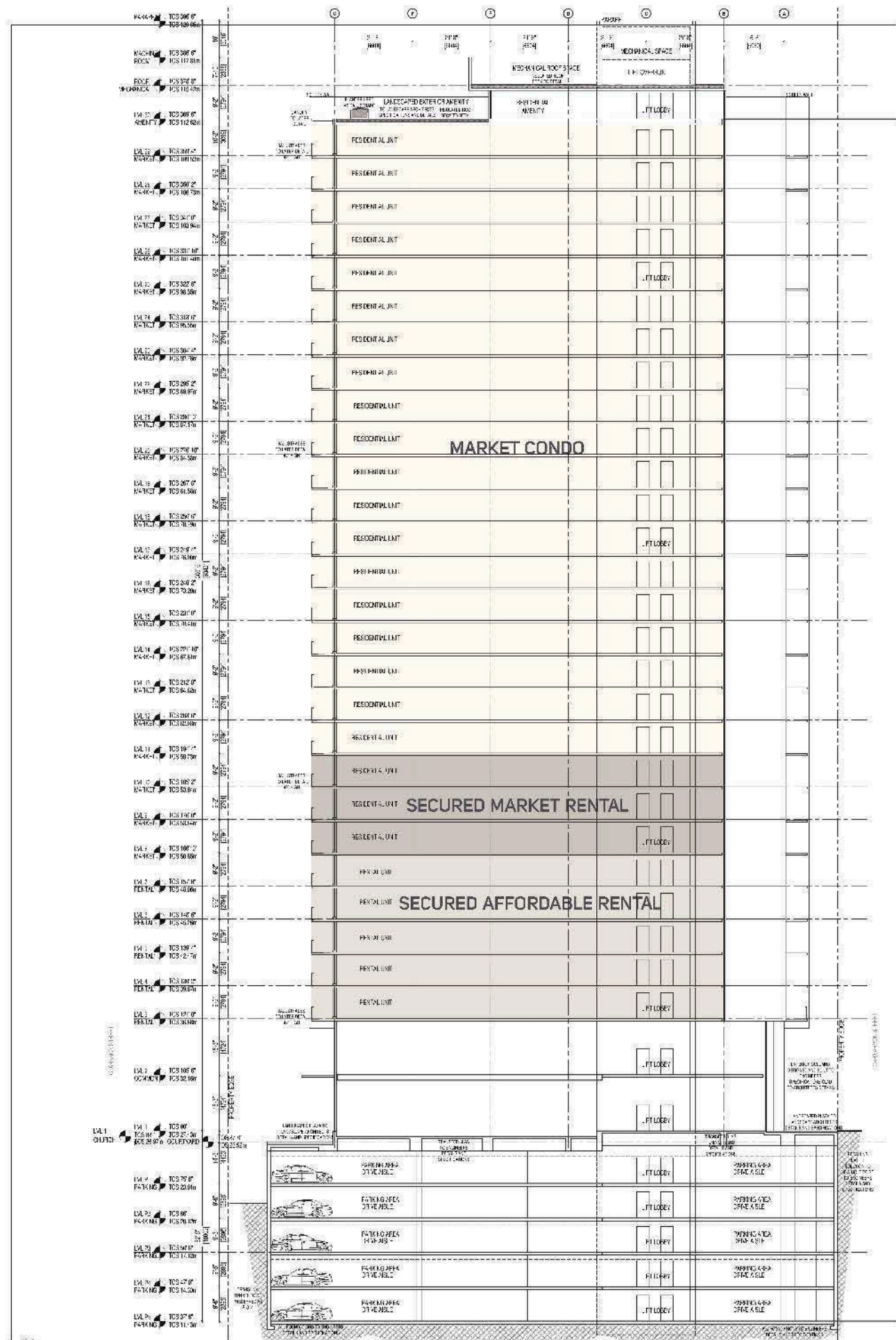


2 SECTION  
A 400' SCALE 1/16" 1'-0"



2 SECTION  
A 400' SCALE 1/16" 1'-0"









PERSPECTIVE FROM CLARKSON + CHURCH





PERSPECTIVE FROM CARNARVON



PRECEDENT STUDIES

Freoyland Orstad Church: BRIGHTNESS AND CONTRAST

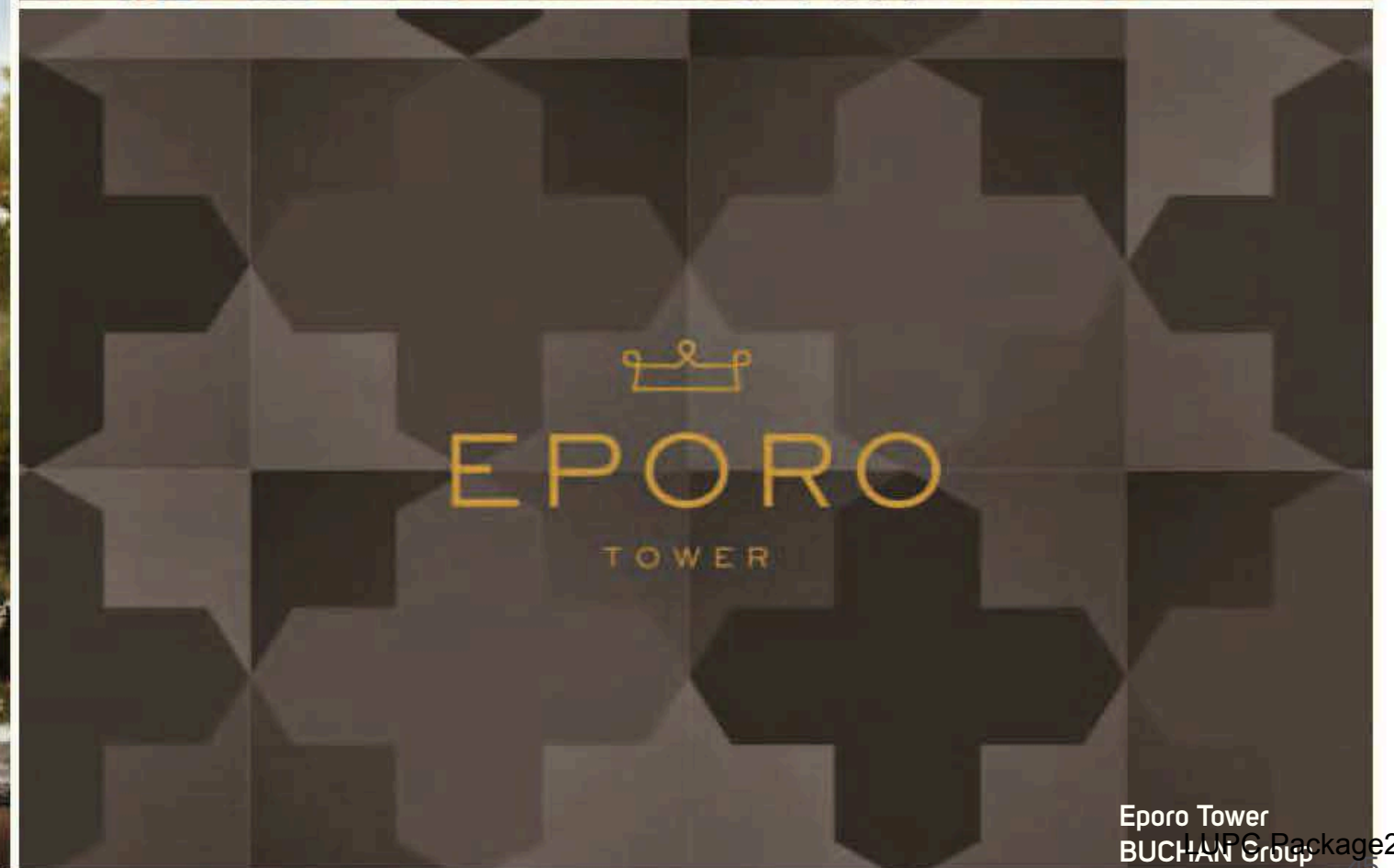
Precedent images on the right illustrate the use of solid, opaque and bright surfaces in contrast with darker transparent glass and framing elements. The strength of the contrast helps clearly define directionality of the building. The brightness portrays purity and clarity of intent.

Eporo Tower: PATTERNING AND SCALE

The predominant use of glass and framing elements on the first few floors in darker warm tones serves to ensure transparency and pedestrian safety, whereas the proposed patterning in the form of screens, frits or painted form adds richness and playfulness to the newly created urban living room.









PRECEDENT STUDIES

St-Elie Church: VARIETY OF SCALE AND TEXTURE IN MASONRY AND STONE

The existing heritage cathedral shows a variety of stone and brick elements. The strength of these materials lies in their enduring solidity for decades to come. Sacral structures have survived centuries in large part due to the durability of stone.

Ponderosa Commons

The proposed cladding for the new tower’s opaque tower elements consists of insulated concrete sandwich panels. The contemporary application of the concrete panels relates well to and complements the historic façade elements.

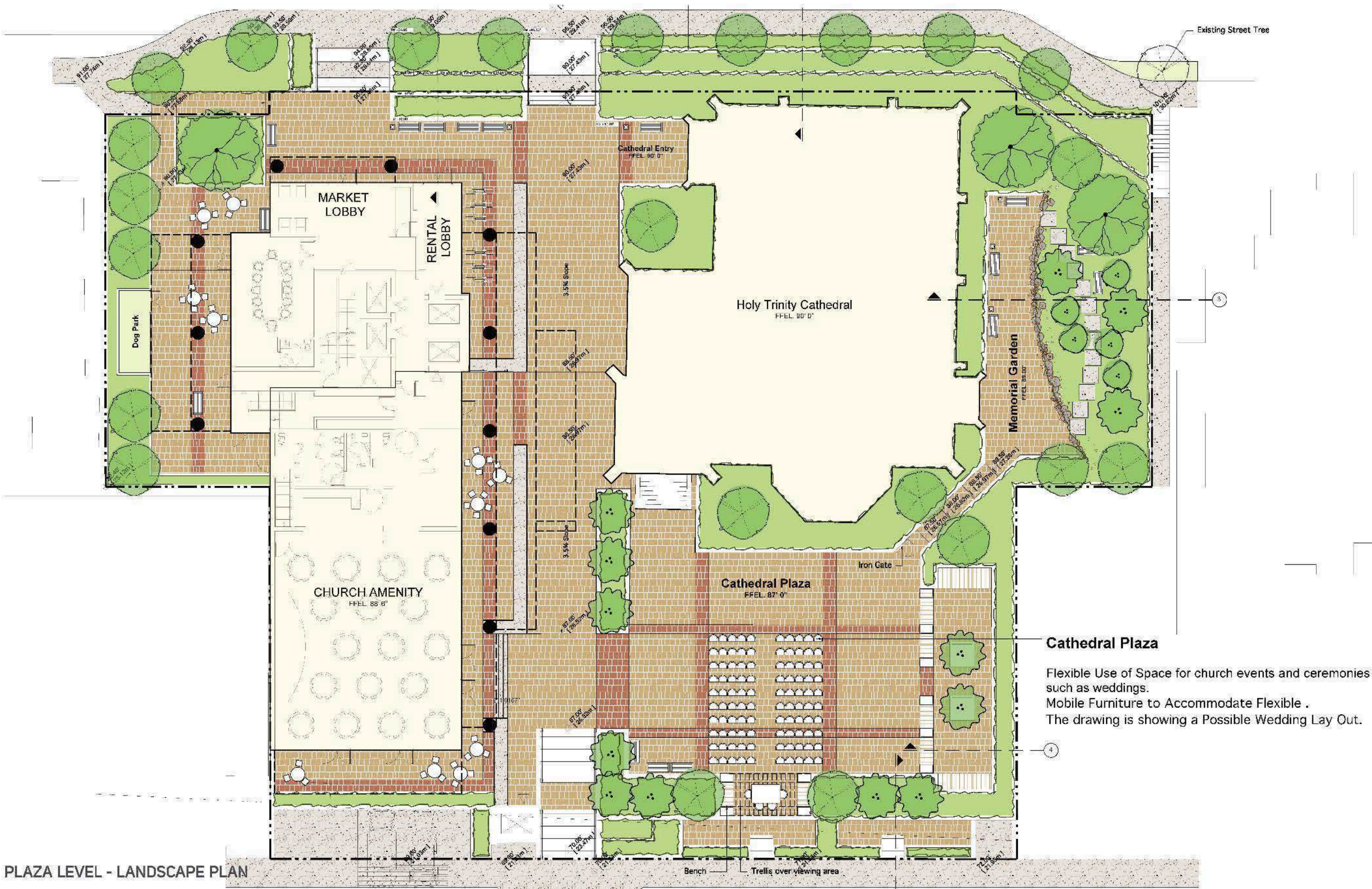


St-Elie Church  
Maroun Lahoud  
LUPC Package225

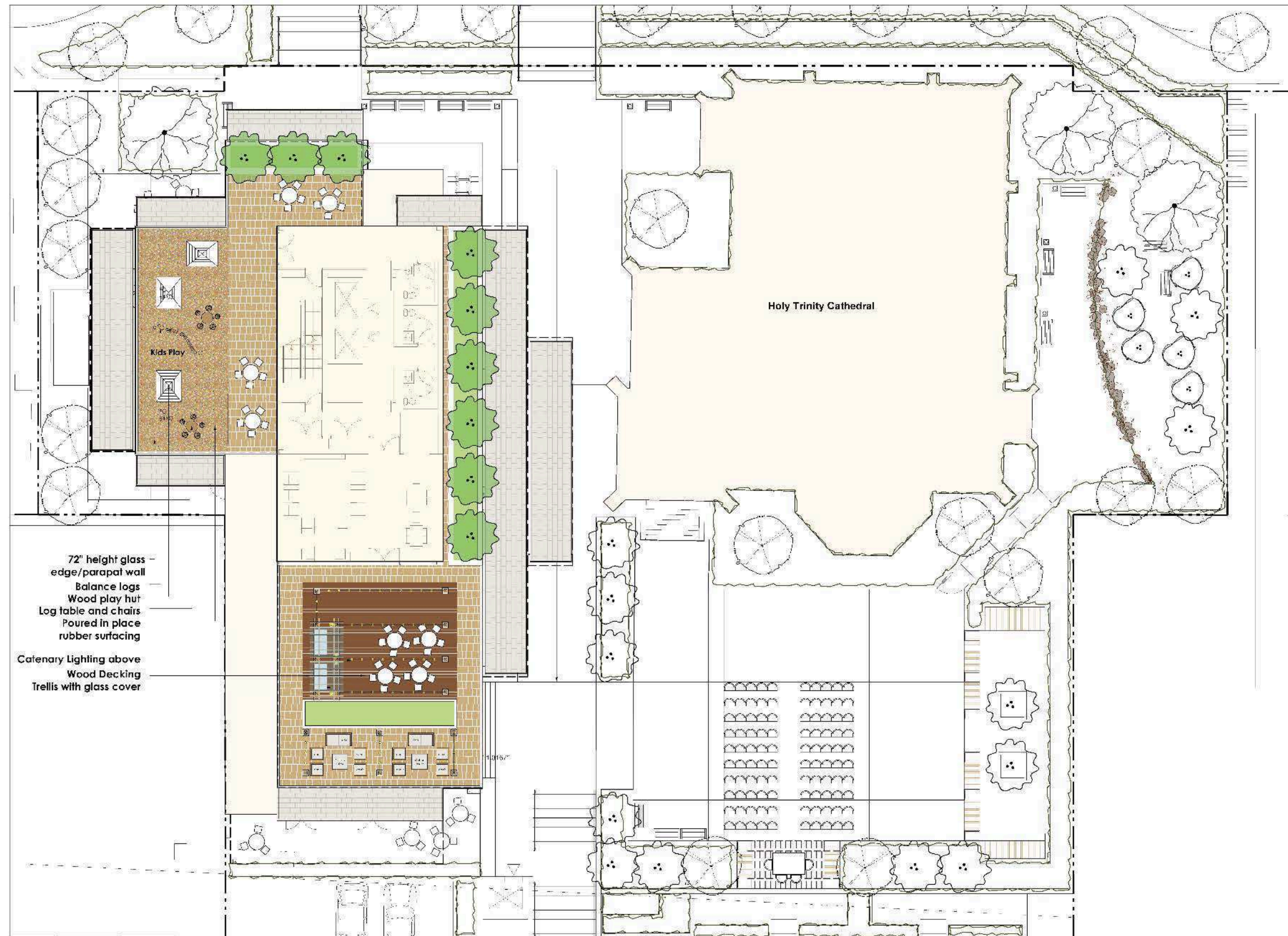






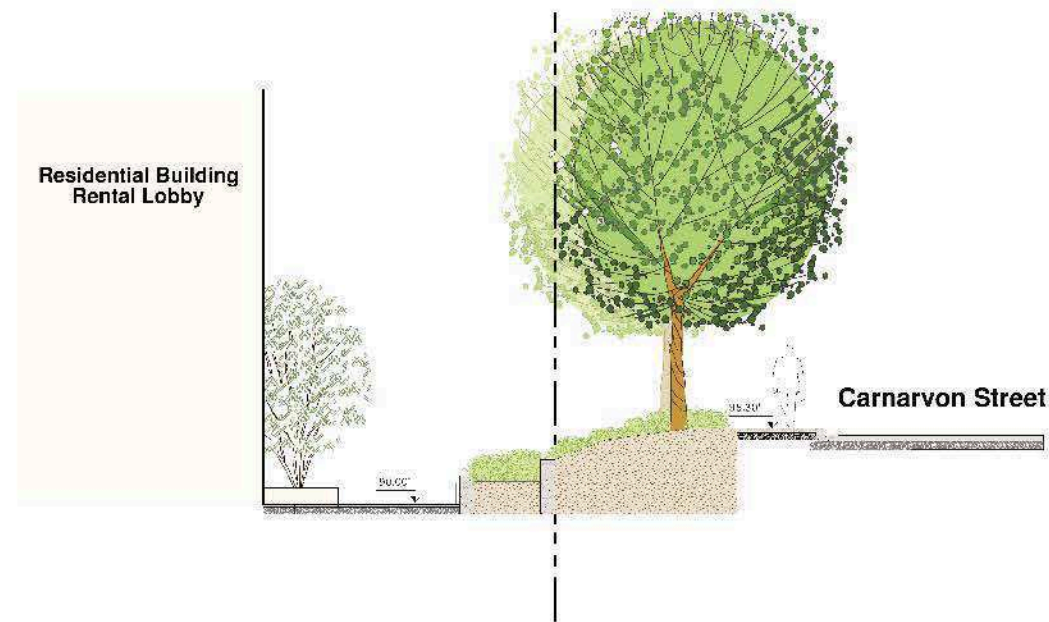




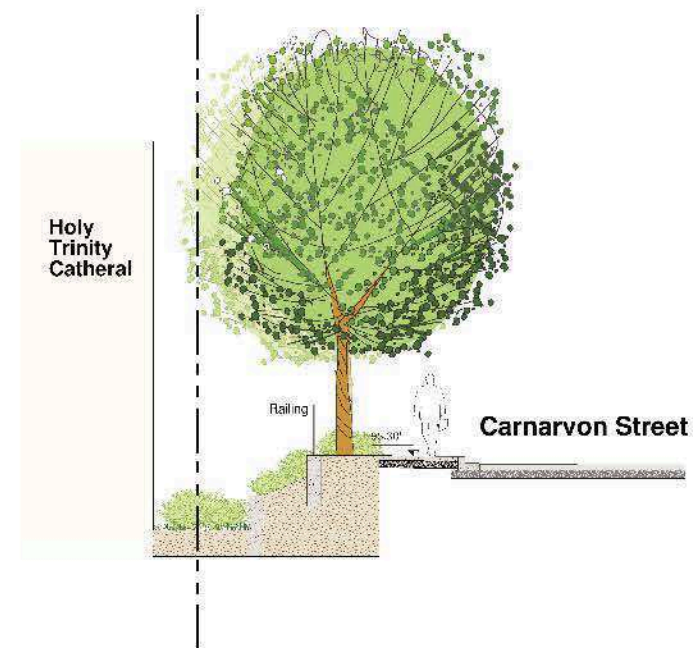


ROOFTOP GARDEN AMENITY SPACE

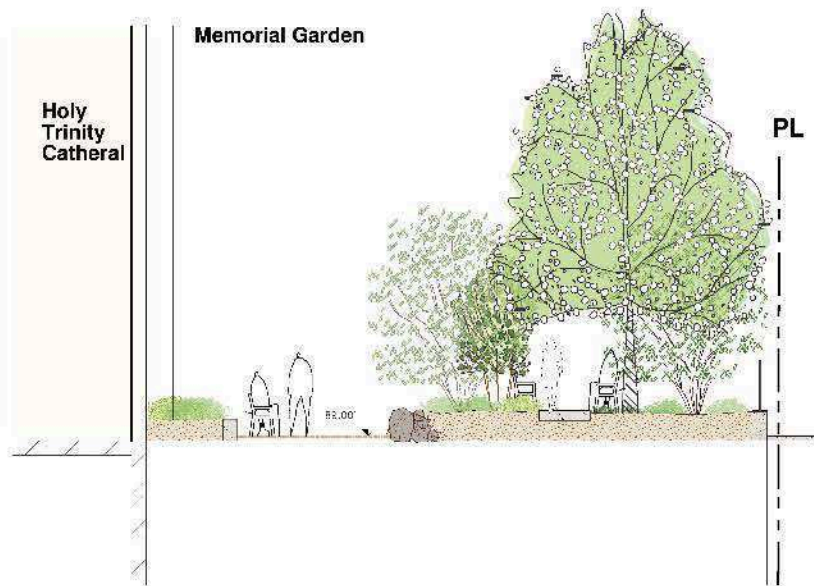




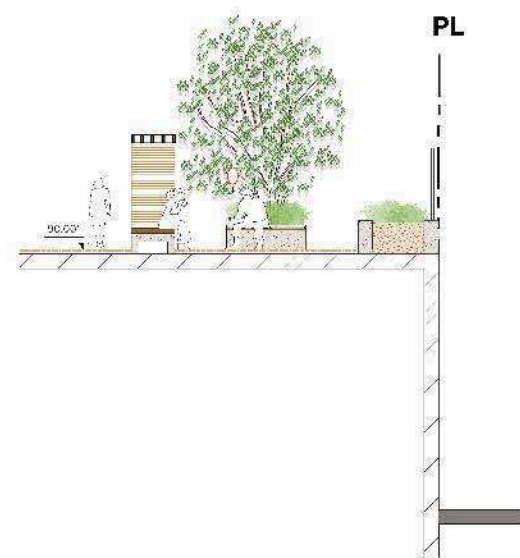
1 Section Through Rental Lobby and Residential Entrance Plaza  
Scale: 3/16"=1'



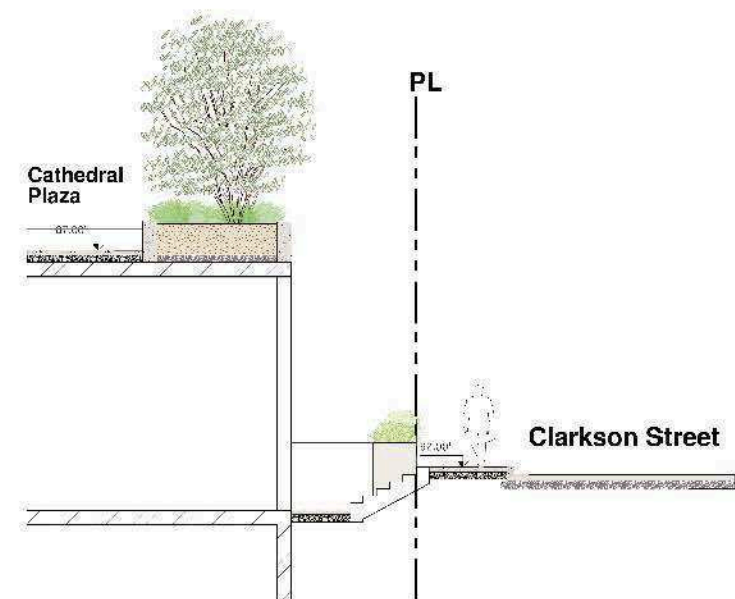
2 Section Through The Holy Trinity Cathedral and Carnarvon St  
Scale: 3/16"=1'



3 Section Through Memorial Garden  
Scale: 3/16"=1'



4 Section Through Semi Private Area in Cathedral Plaza  
Scale: 3/16"=1'



5 Section Through The Holy Trinity Cathedral and Carnarvon St  
Scale: 3/16"=1'

## LANDSCAPE SECTIONS



IMAGE BOARD



PLAZA



TRELLIS



MEMORIAL GARDEN



PLANTING