

## Attachment 1

*June 12, 2023 Staff Report*

# REPORT

**Date:** June 12, 2023

**File:** REZ00239

**Subject: Rezoning: 88 Tenth Street (Columbia Square) – Introductory Report**

**THAT** Council direct staff to work with the applicant to revise their proposal to meet the City's Inclusionary Housing Policy and Secured Market Rental expectations, or identify an alternative proposal for achieving inclusionary and secured market housing in the project to the satisfaction of the Director, and report back to Council, prior to advancing the proposal further in the review process.

**THAT** Council direct staff to work with the applicant to secure development of the affordable units either within the first half of the total project build-out or proportional to the overall development build-out.

**THAT** Council direct staff to work with the applicant to complete discussions with School District 40 (SD40) regarding the need for a school site in the area, to the satisfaction of the Director.

To introduce to Council a development proposal for 88 Tenth Street (Columbia Square) and to seek Council direction on key areas of policy misalignment.

An application for rezoning has been received for the creation of a Master Plan for the site at 88 Tenth Street (Columbia Square Plaza Shopping Centre). This master plan would facilitate the multi-phased development of a high-density, complete, mixed use, and transit-oriented community which is intended to include a variety of housing opportunities, office and retail uses and community and public spaces. The proposal is

preliminary in nature, and requires additional details from the applicant, however it is anticipated the site could accommodate 6 to 8 towers with height and overall density dependent on further review of servicing requirements, alignment with City policies and amenities to be delivered through the application. It is expected that as a minimum, the existing retail floor space would be replaced on site and would be consistent with the Retail Strategy currently under development and that a minimum of 11,150 square metres (120,000 square feet) of office space be provided on site.

The proposal is generally consistent with the form and uses anticipated for the area; however, based on the preliminary data provided by the applicant, the proposal does not include enough affordable rental units to meet the City's Inclusionary Housing Policy requirements. The proposed number of secured market rental units is also below the City's expectation for a development of this size. As of yet, the applicant has not provided sufficient information for staff to analyze and provide a recommendation on these components. Given the Council strategic priority for housing across the spectrum, and recently identified gap in meeting the City's 2021-2022 goal for affordable housing units which is a significant community need, staff is seeking Council direction to work with the applicant to refine the proposal such that it satisfies City expectations in this regard, including but not limited to timing of delivery, and report back to Council with a Preliminary Report to launch the application review. That review would generally follow the steps as outlined in the Application Review Process Section of this report.

As this project would bring significant growth to Downtown, staff has indicated to the applicant that they need to work with School District 40 to understand school space needs and determine if there is an opportunity for the project to accommodate an urban school. Staff is seeking Council direction to ensure these discussions are completed to the satisfaction of the City, prior to Council consideration of the application.

## **BACKGROUND**

### **Pre-Application Review**

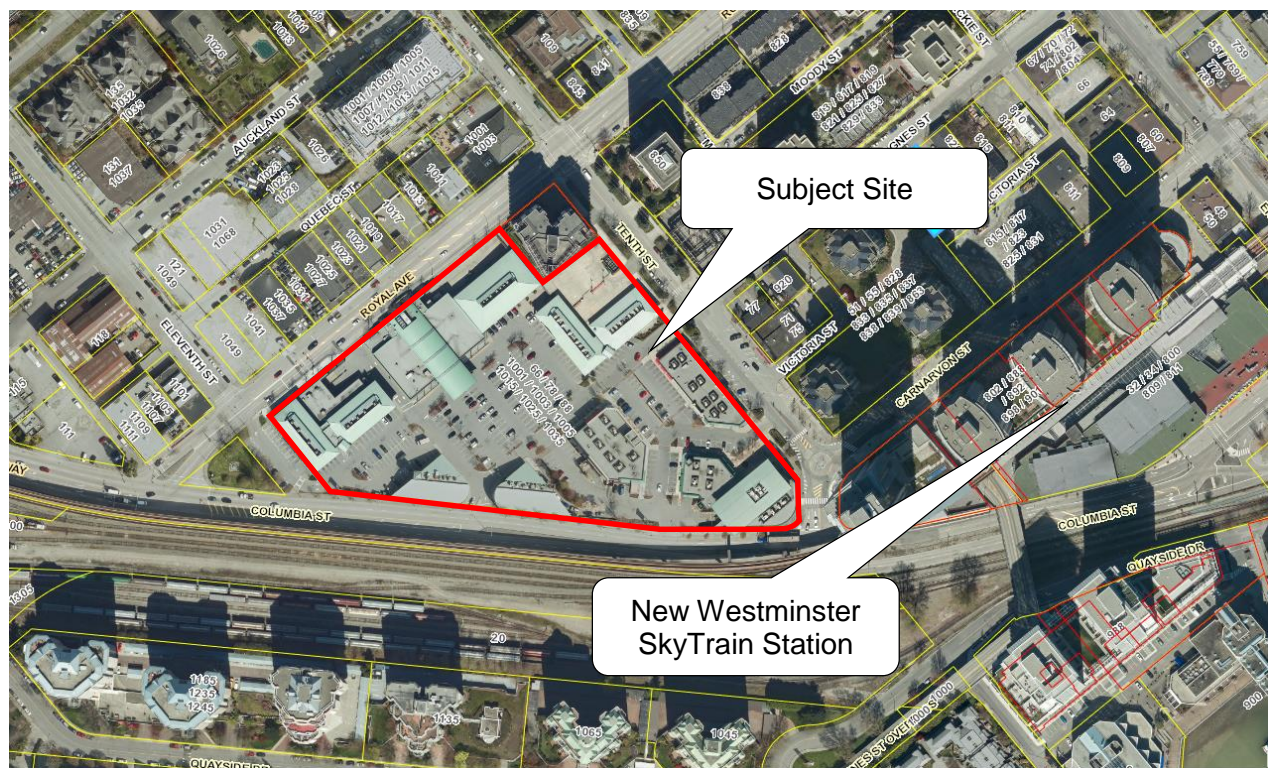
The applicant completed a Pre-Application Review in March 2023 with staff providing initial feedback in a number of key topic areas:

- inclusionary / affordable housing
- secured market rental housing
- commercial retail and office uses
- school and child care needs
- relationship to the City's River Front Vision
- transportation and accessibility
- pedestrian and cycling facilities
- climate action
- reconciliation and First Nations consultation
- heritage and archeology
- parks and open space
- community recreational, cultural and arts needs

At the request of the applicant, to expedite the overall timeline, the PAR was limited to staff feedback, with Council's initial feedback now being sought as part of a full rezoning application.

### Site Characteristics and Context

The subject site is a large (29,084 square metres / 313,062 sq. ft. / 7.2 acre) triangular shaped lot located in the Downtown neighbourhood bounded by Royal Avenue and Columbia and Tenth Streets. The site is relatively flat and the majority of it is located within the flood plain. The site is proximate to New Westminster SkyTrain Station; the closest edge of the site is located about 100 metres (328 feet) away and the furthest edge is about 380 metres (1,248 feet) away.



More site characteristics and context is provided in [Attachment 1](#).

### **POLICY AND REGULATIONS**

The overall intent of the application is consistent with the Downtown Community Plan (DCP) land use designation for the subject property, which is Mixed Use High Density. The site is zoned C-4 – Downtown Mixed Use District (High Density) (C-4), however a rezoning would be necessary to allow for towers and to maximize potential of the DCP designation. [Attachment 2](#) provides more information on policy and regulation context and the Inclusionary Housing Policy is included as [Attachment 3](#).



## **PROPOSAL**

An application for rezoning has been received for the creation of a Master Plan for the site at 88 Tenth Street (Columbia Square Plaza Shopping Centre). This master plan would facilitate the multi-phased development of a high-density, complete, mixed use, and transit-oriented community which is intended to include a variety of housing opportunities, office and retail uses and community and public spaces.

This is a large site located at the western gateway in the downtown and which represents a significant and unique development opportunity with the ability to address a number of key City strategic objectives and community needs through the application of City policies and regulations.

The subject site is designated Mixed Use High Density within the Downtown Community Plan (DCP) and the general form of development is expected to be tower residential with a mix of retail, office and residential podiums interfacing with grade. Based on key tower planning principles and design guidelines it is anticipated the site could accommodate 6 to 8 towers. Height and overall density would be dependent on further review of servicing requirements, alignment with City policies and amenities to be delivered through the application. It is expected that as a minimum, the existing retail floor space would be replaced on site and would be consistent with the Retail Strategy currently under development. A minimum of 11,150 square metres (120,000 square feet) of office is expected to be provided on site.

Significant residential density is anticipated consistent with the DCP designation. Depending on the provision of amenities the amount of residential floor space could be between 155,000 to 279,000 square metres (1.7 million to 3 million square feet) and could represent an estimated 2,200 to 4,000 residential units for an estimated 4,000 to 7,250 residents.

It is expected that most, if not all functions, related to automobile movement, parking and loading would be conducted below grade, allowing the surface to be prioritized for pedestrians and cyclists.



Conceptual Development Sketch – 88 Tenth Street

## **DISCUSSION**

### **Initial Application Feedback**

Staff has provided the applicant with a feedback on a number of key topic areas both as part of the Pre-Application Review (PAR) and since submission of the formal rezoning application in March 2023, and have been working with the applicant to incorporate that feedback. This application is preliminary and there are number of topic areas for staff and the applicant to continue to work through, including many which are substantial but on which progress is being made. A summary of staff PAR comments and applicant responses to feedback are included in Attachment 4.

However, there two areas of strategic importance in which staff is seeking Council direction to work with the applicant towards resolution before advancing the application in the review process: 1) affordable and market rental housing, and 2) new school needs, as discussed further below.

#### **Affordable and Market Rental Housing:**

As the proposed form of development would exceed the City Density Bonus structure, the Council-adopted Inclusionary Housing Policy targets a minimum 20% inclusionary housing with the specific number and affordability levels subject to discussion with senior government and housing operators.

Based on the preliminary data provided by the applicant, the proposal does not include enough affordable rental units to meet the City's Inclusionary Housing Policy requirements. The application currently proposes 10% Inclusionary Housing without details including those on affordability, ownership or financing of the affordable housing units.

For master planned, multi-family applications, which are generally much larger than a single one-or two-tower development, the City generally seeks a tenure mix that includes about one-third to almost one-half rental units. This is modeled after the tenure mix of the multi-family units in the city as a whole. The application currently proposes 20% rental (including both market and affordable rental).

As of yet, the applicant has not provided sufficient information for staff to analyze and provide a recommendation on these components.

Given the Council strategic priority for housing across the spectrum, and recently identified gap in meeting the City's 2021-2022 goal for affordable housing units which is a significant community need, staff is seeking Council direction to work with the applicant to refine the proposal such that it satisfies City expectations in this regard, including but not limited to timing of delivery, and report back to Council with a Preliminary Report to launch the application review. That review would generally follow the steps as outlined in the Application Review Process Section of this report.

#### Accommodating School Age Population:

With potentially up to 4,000 residential units, the application would represent a meaningful impact on school age population growth in the downtown. Current population estimates for the proposal include an estimated 4,000 to 7,250 residents of which 280 – 530 are estimated to be school aged children.

Given the project would bring significant growth to the downtown, and as the site is large enough to offer a potential opportunity for an urban school location, staff has indicated to the applicant that they need to work with School District 40 to understand school space needs and determine if there is an opportunity for the project to accommodate an urban school. Staff is seeking Council direction to ensure these discussions are completed to the satisfaction of the City, prior to Council consideration of the application.

### **APPLICATION REVIEW PROCESS**

Below is an overall outline of the development review process for this project, which would be implemented after staff reports back to Council with resolution of the housing issues identified in the Discussion Section of this report.

1. Introductory Report to Council seeking direction (June 12, 2023) (**WE ARE HERE**)
2. Report back to Council on affordable and rental housing components in Preliminary Report to launch application review;

3. Interdepartmental Staff Review Toward Suitable Plan of Development;
4. Initiate First Nations Engagement;
5. Applicant-led Consultation #1 on Preliminary Site Concepts;
6. Interdepartmental Thematic Workshops;
7. Creation of Draft Master Plan;
8. Applicant-led Consultation #2 on Draft Master Plan;
9. Presentation to Advisory Planning Commission;
10. City-led public consultation, including the creation of a Be Heard New West webpage and survey;
11. Council Consideration of First, Second Readings of Zoning Amendment Bylaw;
12. Public Hearing and Council Consideration of Third Reading;
13. Completion of Adoption Requirements;
14. Council consideration of adoption of Zoning Amendment Bylaw;
15. Issuance of Special Development Permit(s) by the Director of Climate Action, Planning and Development.

The development review process for this application is intended to expedite City reviews and provide appropriate opportunities for public feedback for a project of this size and magnitude. In particular the process is intended to prioritize advancement of the items needing public and Council review early in the process allowing more technical details to be completed and finalized after third reading but prior to final adoption.

### **INTERDEPARTMENTAL LIAISON**

The City has a project-based team approach for reviewing development applications, which facilitates interdepartmental review, providing comments to the applicant throughout the development review process. This project-based team includes staff from Engineering; Climate Action, Planning and Development; Parks and Recreation, Electrical and Fire Departments.

### **FINANCIAL IMPLICATIONS**

Development of 88 Tenth Street (Columbia Square) represents a unique development opportunity to secure amenities to help finance growth. Financial considerations will be evaluated as part of the application review process and detailed in the comprehensive report to Council.

### **OPTIONS**

The following options are available for Council's consideration:

1. That Council direct staff to work with the applicant to revise their proposal to meet the City's Inclusionary Housing Policy and Secured Market Rental expectations, or identify an alternative proposal for achieving inclusionary and secured market housing in the project to the satisfaction of the Director, and report back to Council, prior to advancing the proposal further in the review process.

2. That Council direct staff to work with the applicant to secure development of the affordable units either within the first half of the total project build-out or proportional to the overall development build-out.
3. That Council direct staff to work with the applicant to complete discussions with School District 40 (SD40) regarding the need for a school site in the area, to the satisfaction of the Director.
4. That Council provide staff with alternative direction.

Staff recommend Options 1, 2 and 3.

### **ATTACHMENTS**

Attachment 1 - Site Characteristics and Context  
Attachment 2 - Policy and Regulation Context  
Attachment 3 - Inclusionary Housing Policy  
Attachment 4 - Summary of Staff PAR Comments

### **APPROVALS**

This report was prepared by:  
Michael Watson, Acting Manager Development Planning

This report was reviewed by:  
Demian Rueter, Acting Senior Manager of Climate Action, Planning and Development

This report was approved by:  
Jackie Teed, Acting Director of Climate Action, Planning and Development  
Lisa LeBlanc, Acting Chief Administrative Officer



## Attachment #1

### *Site Characteristics and Context*

## Attachment 1: Site and Character Context

### Site Characteristics and Context

The subject is a large (29,084 square metres / 313,062 sq. ft. / 7.2 acre) triangular shaped lot located in the Downtown neighbourhood bounded by Royal Ave and Columbia and Tenth Streets. The site is relatively flat and the majority of it is located within the flood plain.

The subject site is located at the western gateway of the downtown neighbourhood and is bordered on the south by Columbia Street (Stewardson Way) across which is the SkyTrain guideway and several rail tracks. Beyond the rail tracks is the Quayside neighbourhood and several towers ranging from 17 to 19 storeys. To the northeast of the site is the Lower Twelfth Street Study area which current includes a number of one storey commercial service or industrial uses. To the north of the site at the corner of Tenth Street and Royal Ave is a 14 storey residential tower. To the east of the site is across Tenth Street are a number of residential and mixed-use high-rise towers ranging in height from 20 to 40 storeys. New Westminster SkyTrain Station is located to the east.

The site is the location of the Columbia Square Shopping Plaza and consists of one to two storey commercial building which are primarily retail space do also includes some second level office space. Key retail tenants occupy the site including Save-On-Foods, BC Liquor Store several banks and Pharmasave. The site is served by a large surface parking lot.

### Proximity to Transit

In regards to proximity to New Westminster SkyTrain Station, the closest edge of the site is located about 100 metres (328 feet) away and the furthest edge is about 380 metres(1,248 feet) away.

Transit Facility	Frequency	Distance
Skytrain Station		100 metres (328 feet)
Frequent Transit Network		100 metres (328 feet)

## Attachment #2

### *Policy and Regulation Context*

## Attachment 2: Policy and Regulation Context

### Downtown Community Plan Land Use Designation

*Mixed Use High Density:* The Downtown Community Plan notes the following details regarding the Mixed Use High Density Designation:

- mixed-use (commercial and/or residential) throughout Downtown, outside of Columbia Street Historic Mixed-Use;
- retail, office, service or residential uses;
- any combination of the above (can be one use or multiple uses)
- Commercial development is required only in areas identified in the Downtown Community Plan and only at street level.

The form of the proposed development is generally consistent with the Mixed Use High Density Land Use Designation in the Downtown Community Plan.

### Official Community Plan and Downtown Community Plan Policy Areas

The Economy and Employment section of the OCP includes policies which strive to foster a strong tourism sector with a focus on The Riverfront, cultural amenities and historic assets. The Downtown Community Plan within the OCP contains a number of policies related to economic development and growth in the Downtown. One of those policies directs the City to “Foster the Downtown as a tourist destination” and, specifically to “Promote the development of tourism support services (e.g., tours, accommodation).”

### Development Permit Area

The site is within the #1 Downtown Development and Special Development Permit Area. The Development Permit Area seeks to support the Downtown’s Regional Town Centre designation in the Regional Growth Strategy. This Development Permit Area outlines objectives and guidelines for:

- The form and character of commercial, multifamily, institutional and intensive residential development.
- Protection of the natural environment, its ecosystems and biological diversity.
- Revitalization of an area in which a commercial use is permitted.
- Objectives to promote energy and water conservation and reduction of greenhouse gas emissions.

A Special Development Permit (SDP) is required before doing any work which would result in development or alteration to the lands or exterior of buildings on the lands within this portion of the Downtown. SDPs are issued by the Director of Development Services.

## **Economic Development Plan**

The Economic Development Plan (EDP) also includes policies to support tourism accommodation facilities, including hotel uses.

[https://www.newwestcity.ca/database/files/library/CNW\\_EDP\\_FINAL\(2\).pdf](https://www.newwestcity.ca/database/files/library/CNW_EDP_FINAL(2).pdf)

## **Draft Retail Strategy**

The Retail Strategy is intended as a guide for informed decision making around long range commercial land use planning, strategic commercial area interventions, and proactive tenant retention and attraction. When complete, the Strategy will support the OCP's visions for New Westminster's Great Streets, and provide recommendations regarding the optimal mix of uses and the most suitable development forms for the City's commercial districts.

The strategy is in draft form and was presented to a [Council workshop on February 13, 2023](#). The findings and Council feedback on the strategy to date would be applied to the application.

## **Inclusionary Housing Policy**

The purpose of the Inclusionary Housing Policy is to help meet the City's affordable rental housing needs by securing built below market and non-market rental units in new multi-unit strata residential and mixed use residential developments seeking additional density.

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

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

The subject site is located within the Tower Precinct in the Downtown Building and Public Realm Design Guidelines. This area is described as follows within the guidelines:

*The Tower Precinct will continue to develop as a highly urbanized component of New Westminster's Downtown with the SkyTrain Station at its core. Serving as a regional destination, it is anchored by existing and developing education and commercial destinations, including Douglas College, Plaza 88 and the retail mall at the foot of Royal Ave. It is anticipated that the area will accommodate a significant share of Downtown's residential and commercial growth.*



## **Zoning Bylaw**

The subject properties are currently zoned Downtown Mixed Use Districts (High Density) (C-4). This zoning district allows a base residential density of 3.0 FSR and a maximum height of 27.43 metres (90 feet) – approximately seven to eight storeys.

### Existing Zoning - Estimated Highest and Best Use

As noted above, height limits under existing zoning would limit construction to seven or eight storey. Buildings above six storey generally required concrete or encapsulated mass timber construction which is not likely to be financially feasible at these heights.

As such, construction under existing entitlement would only feasibly be 6 storeys. Given the above, staff would estimate that the site's highest and best use under existing zoning would be for a primarily residential development with an FSR ranging from 2.0 to 2.4. Rezoning would be required to unlock the sites full potential under the OCP designation.

## **Density Bonus Phase 2**

In 2014, Council adopted amendments to the Zoning Bylaw which implemented Density Bonus Phase 2, as well as the Density Bonus Phase 2 Policy, which covers high density development in Downtown.

The subject sites are located in Downtown and are included within the Program and Policy based on their current Downtown Community Plan designation. The Policy would support a rezoning of this site to C-4(DB) which would allow the subject sites a maximum residential FSR of 5.2 and a maximum height of 73.15 metres (240 feet) – about 24 storeys - in exchange for bonus density amounts set out in the Zoning Bylaw. The proposed application exceeds the maximum height and FSR under this policy.

Where an application exceeds the height and density anticipated, the policy allows Council discretion where unique and exceptional circumstances warrant additional density.

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

The Family Friendly Housing Policy provides requirements for the mix of units with two and three bedrooms as well as guidelines that ensure units are usable by families. Market condominium developments are required to provide 10% three bedroom units and 30% two and three bedroom units. The proposal includes fifty-five (12%) three bedroom units and 141 (30%) two and three bedroom units in compliance with the Family Friendly Housing requirements.

Attachment #3  
*Inclusionary Housing Policy*

## **Inclusionary Housing Policy for Multi-unit Strata Residential and Mixed-Use Residential Developments (Applicable as conditions of rezoning)**

The Inclusionary Housing Policy is grounded in the following principles:

- a) New multi-unit strata residential and mixed-use residential development seeking additional density contributes to the affordable rental housing supply;
- b) Below/non-market rental units serve a range of tenants corresponding to need in the City of New Westminster;
- c) Occupancy management of below/non-market rental units ensures intended tenants are served;
- d) Adaptable and family friendly housing policies apply;
- e) Below/non-market rental units are secured for the long-term;
- f) Applicants have clear information regarding municipal expectations;
- g) Requirements for City staff time, resources and risk are minimized;
- h) Density and built form respect the Official Community Plan (OCP) for Options 2 and 3, and are suitable for the surrounding neighbourhood for all Options; and,
- i) Inclusive communities are created.

### **Context**

Renters account for a significant portion of the City of New Westminster's population and are an important part of the City's social fabric. Generating an adequate supply of new rental housing that is affordable for very low and low income renters is a priority in New Westminster. The City's Inclusionary Housing Policy is focused on the provision of on-site built affordable rental units in multi-unit strata residential and mixed-use residential development applications seeking additional density. The Inclusionary Housing Policy is intended to provide guidance to property owners on the City's expectation for the delivery, ownership and management of affordable rental housing required as a condition of rezoning.

### **Purpose**

The purpose of the Inclusionary Housing Policy is:

- To help meet the City's affordable rental housing needs by securing built below-market and non-market rental units in new multi-unit strata residential and mixed-use residential developments seeking additional density.
- To ensure that below-market and non-market rental units secured through this policy effectively serve intended tenants and household income levels through non-profit or BC Housing ownership or management.

- To target household income levels corresponding to rental housing demand in New Westminster, including:
  - a. Below-market rental units intended to meet rental demand for households earning between \$30,000 and \$75,000 per year (in 2020).
  - b. Non-market rental units intended to meet rental demand for very low-income households with incomes under \$30,000 per year (in 2020).
- To provide incentives to help make provision of affordable housing viable.

## Definitions

The policy targets a range of household income levels, which correspond to rental housing demand in New Westminster:

- **Below-market rental units** – To meet rental demand for low to moderate income households (e.g. earning between \$30,000 and \$75,000 per year in 2020). Average below-market rent would be set at time of application at 10% below the currently reported Canada Mortgage and Housing Corporate (CMHC) rental market median rent, all years, for New Westminster. Annual rent increases as permitted under the *Residential Tenancy Act*.
- **Non-market rental units** – Intended to serve very low income households. All non-market units would rent at the shelter component of income assistance or rent geared to income (e.g. to a maximum of \$29,999 in 2020), as determined by the non-profit or BC Housing, to meet client needs.

Schedule B includes below and non-market rent amounts for 2020 and will be updated annually.

## Policy Scope

Applies to strata residential and mixed-use residential development applications city-wide, with the exemptions laid out below.

The following are exempted from this policy:

- Wood-frame development (time-limited exemption until December 31, 2022);
- Properties with high existing entitlements and limited density increase (i.e. sites zoned RM-6A and designated Residential Mid-Rise in the Official Community Plan; and, sites zoned RM-6B regardless of designation);
- Projects developed under the City of New Westminster Secure Market Rental Policy;
- Projects developed which provide only townhouse units; and
- Projects developed with fewer than 10 units.

Scenarios not covered by the scope of this policy are still required to consider the inclusion of an affordable housing contribution; however this contribution would be negotiated on a case-by-case basis using the principles outlined in this policy.

If the number of inclusionary units for a project are found, when calculated as per Option 3, to result in four or fewer affordable units, cash-in-lieu contributions will be accepted by the City in lieu of inclusionary units. Cash-in-lieu contributions would be placed in the City's Affordable Housing Reserve Fund.

## **Policy Application**

The Official Community Plan (OCP) outlines suitable building forms and the Density Bonus Program may specify anticipated densities. There are three applicable options for strata and mixed-use rezoning applicants. Option 1 would apply for applications requesting an OCP amendment and/or exceeding the Density Bonus Policy, and Options 2 and 3 would apply for applications within OCP / Density Bonus Limits.

Applicants may choose from the following options:

### Option 1 – Applications requesting OCP amendment and/or exceeding Density Bonus Policy

- Provision of a minimum of 20% of total units or floor area as built affordable units;
- Number of units and rental rates subject to discussions with Council and senior government, and consideration of other amenities;
- Units sold to a non-profit or BC Housing at below-market value.

### Option 2 – Applications within OCP / Density Bonus Limits

- Provision of a minimum of 5% of total units as built non-market units;
- Rents at shelter rate or rent geared to income (to a maximum income of \$29,000 in 2020), as determined by non-profit or BC Housing;
- Units provided at no cost to a non-profit or BC Housing.

### Option 3 – Applications within OCP / Density Bonus Limits

- Provision of a minimum of 10% of total units as built below-market units and 5% for properties with high existing entitlements (i.e. sites zoned RM 6A, C-3, C-3A and designated Residential High-Rise in the OCP; and, Sapperton Green);
- Rents at 10% below the currently reported Canada Mortgage and Housing Corporate (CMHC) rental market median rent, all years, for New Westminster;
- Units may be owned by developer with occupancy management by a non-profit or BC Housing, or sold to a non-profit or BC Housing at below-market value.



## Incentives

### Option 1

- Additional density above OCP / density bonus maximum subject to land use and livability.

### Option 1 and Option 2

- Potential City DCC Waivers and/or GVS&DD + TransLink DCC Waivers.

### All Options

- 75% reduction in Density Bonus/VAC payments (time limited – subject to annual review).
- Density exemption from FSR for affordable units.
- The Secured Rental Residential Units minimum parking space provisions of the Zoning Bylaw apply for below / non-market rental units. The City may consider further reducing parking requirements for below / non-market rental housing to a minimum of \*:
  - 0.2 spaces per dwelling unit for sites within 400m of a SkyTrain Station;
  - 0.5 spaces per dwelling unit for sites within 400m of the Frequent Transit Network; and,
  - 0.75 spaces per dwelling unit elsewhere.

*\* Subject to a technical assessment, prepared by a qualified transportation professional, that adequately demonstrates parking space demand for the below/non-market rental units, and that is accepted by the City, with commitment by the applicant to Transportation Demand Management measures.*
- Prioritized Application Review.

A summary of Options 1, 2 and 3 is included in Schedule A.

## **Unit mix and size guidelines for below-market/non-market rental units**

The unit mix reflects the requirements of the New Westminster Family-Friendly Housing Policy for rental units. Unit sizes are based on BC Housing Design Guidelines 2018. Below/ non-market rental units provided should be consistent with the unit sizes listed below. City to be flexible based on the population served.

Number of Bedrooms	Share of Units	Unit Size
Studios	75%	350 sq. ft.
1-Bedroom		525 sq. ft.
2-Bedroom	20%	725 sq. ft.
3-Bedroom	5%	925 sq. ft.

## **Cash in lieu provision**

Council priority is for delivery of built below/non-market rental units. A cash contribution will be considered in the following circumstances:

- if the applicant can demonstrate to the City's satisfaction that a suitable partnership with a non-profit housing society for ownership or management of the built units is not possible; and/or,
- projects that in calculating as per Option 3 would result in four or fewer below-market units.

The per unit cash contribution would be placed in the City's Affordable Housing Reserve Fund. The City's priority would be to utilize cash-in-lieu contributions to secure new non-market housing units, as determined by the City's Affordable Housing Reserve Fund policy.

Schedule B includes the cash-in-lieu amount per affordable housing unit for 2020 and will be updated annually.

## **Combining required below and/or non-market units**

Where applicants propose development projects on two or more sites, the City will consider allowing the required below and/or non-market units to be combined on one site, subject to staff review to ensure that the principle of creating inclusive communities is met.

## **Flexibilities**

Where applicants can demonstrate unique development circumstances and financial hardship such that development viability is compromised, the City will consider negotiating for different outcomes. Financial analysis undertaken to support a case for hardship would be required. Flexibilities are solely at the City's discretion.

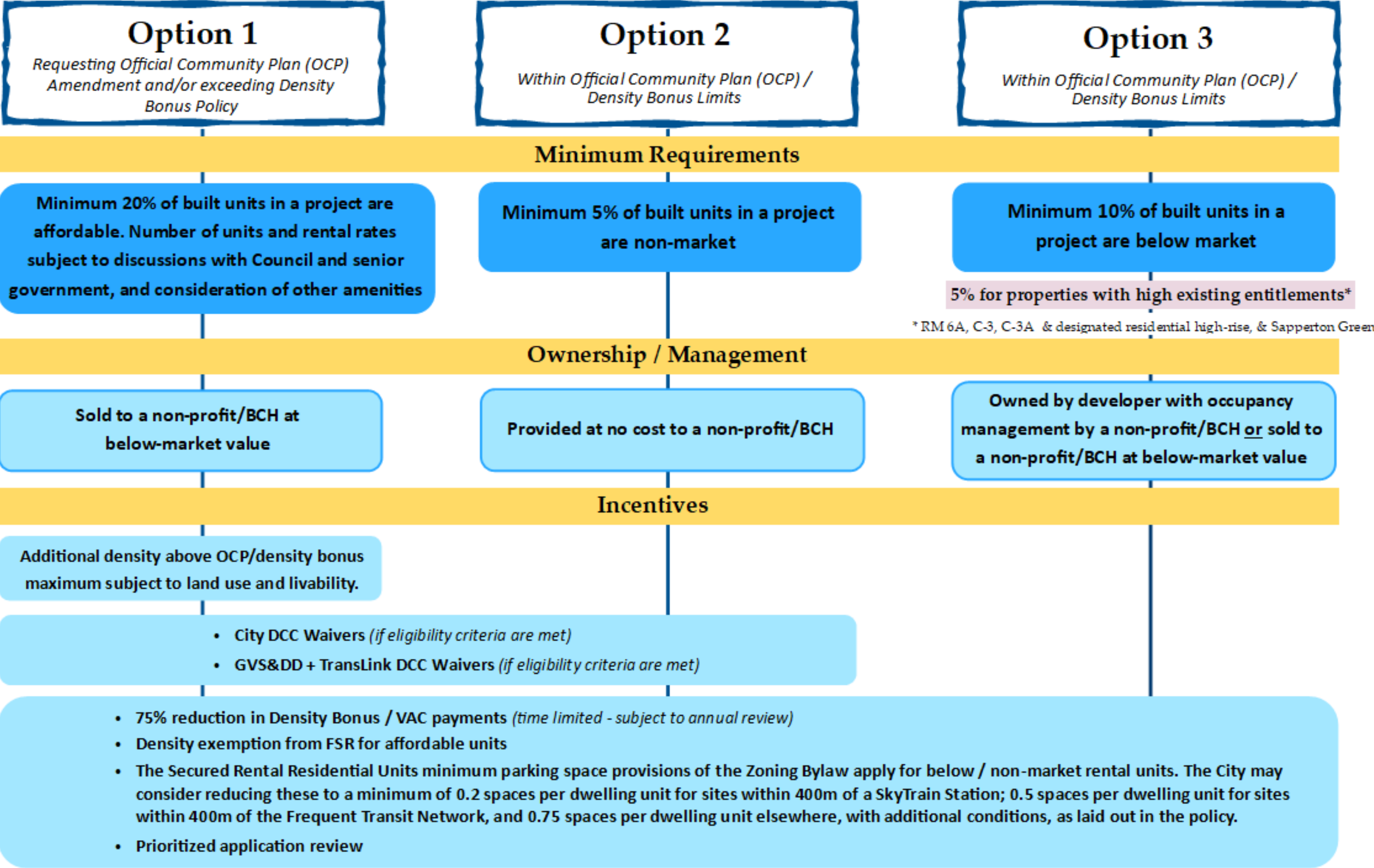
## **Selection of non-profit housing providers**

For projects that proceed through Options 2 and 3, the City will supply applicants with a shortlist of qualified non-profit housing societies and foundations that have expressed interest in partnering on affordable housing projects in the City. The shortlist will reflect population to be served based on community need and locational considerations, as outlined in the City of New Westminster *Selection Process for Non-Profit Housing Providers of Below and Non-Market Housing Units*. For projects that proceed through Option 1, the non-profit housing partner will be determined in discussions between the City and BC Housing.

## **Legal Requirements**

As a condition of approval, applicants / partners will be required to enter into a Housing Agreement pursuant to Section 483 of the *Local Government Act* and other legal mechanisms deemed necessary with the City of New Westminster.

Schedule B includes information about legal requirements and will be updated annually.



## Schedule B

The information included in Schedule B to be updated annually.

### Rents

**Below-market rental units** – To meet rental demand for low to moderate income households (e.g. earning between \$30,000 and \$75,000 per year in 2020). Average below-market rent would be set at time of application at 10% below the currently reported Canada Mortgage and Housing Corporate (CMHC) rental market median rent, all years, for New Westminster. Annual rent increases as permitted under the *Residential Tenancy Act*.

The following are illustrative below-market rents as of October 2022.

Unit Type	Below-Market Monthly Rents
Studio	\$1,098
1-Bedroom	\$1,139
2-Bedroom	\$1,553
3-Bedroom	\$2,096

Source: Based on CMHC Housing Market Information Portal, Rental Market Survey, October 2022.

**Non-market rental units** – Intended to serve very low income households. All non-market units would rent at the shelter component of income assistance or rent geared to income (e.g. to a maximum of \$29,999 in 2020), as determined by the non-profit or BC Housing, to meet client needs.

### Cash-in-lieu Amount

The cash-in-lieu amount for 2020 is \$210,000 per affordable housing unit.

### Legal Requirements

As a condition of approval, applicants / partners will be required to enter into a Housing Agreement pursuant to Section 483 of the *Local Government Act* and other legal mechanisms deemed necessary with the City of New Westminster specifying:

- Eligible tenants and tenant incomes for below/non-market rental units;
- Starting rents for below/non-market rental units;
- Transfer of built below/non-market rental units in air space parcel (preferred) or as strata lots to pre-qualified non-profit partner or BC Housing;
- Below/non-market rental units secured as rental units for life of building or 60 years, whichever is greater;
- Non-profit housing society or BC Housing ownership or management;



- f) That the applicant/non-profit housing partner will verify tenant eligibility for new below-market units;
- g) That the applicant/non-profit housing partner will verify tenant eligibility for existing below-market tenants every five;
- h) An annual report to be provided to the City of New Westminster on the operation of the below /non-market rental units;
- i) No additional charges, such as parking or storage, permitted for below/non-market tenants;
- j) Below/non-market tenants have access to all amenities at no charge; and
- k) Other conditions as agreed.

## Attachment #4

### *Summary of Staff PAR Feedback and Applicant Response*

## Attachment 4: Summary of Key Staff Comments and Applicant Feedback

Topic	Staff Feedback	Applicant Comments
<b>Land Use</b>	High density mixed used development which includes a mix of commercial and residential uses is supported.	-
<b>Inclusionary / Affordable Housing</b>	<p>Application to be consistent with the Inclusionary Housing Policy and target 20% of the total proposed units be affordable.</p> <p>The number of affordable units and rental rates is subject to discussion with Council and senior government entities (BC Housing) and housing operators.</p>	10% affordable housing and no information on ownership or rents
<b>Secured Market Rental Housing</b>	<p>Market housing remains in high demand and is expected to be a significant component of the proposal.</p> <p>Consideration should be given to reflecting the existing multiple unit tenure mix within New Westminster.</p>	10% secured market rental housing
<b>Commercial Retail and Office</b>	<p>Expects as a minimum replacement of commercial floor space on site</p> <p>Expects minimum of 120,000 sq. ft. of office floor space</p> <p>Commercial to be consistent with the draft Retail Strategy</p>	Noted, with confirmation of areas.

<b>Child care</b>	There continues to be a strong demand for childcare care types in the downtown neighbourhood and the application shall include the provision of childcare space.	Noted
<b>School Age Population</b>	<p>School age population growth has increased significantly in the downtown in recent years.</p> <p>Large sites such as the subject site offer potential opportunities for partnerships to address school age population growth and should be explored in early consultation with the City and School District 40.</p> <p>Staff have noted the possibility of a school site being needed.</p>	<p>Opportunity to locate administrative offices at Columbia Square which could open up space for additional school building/capacity at the Fraser River Middle site.</p> <p>The provision of administrative space for SD40 is a more compatible use with urban location than a school.</p>
<b>Riverfront Vision</b>	The application should identify opportunities to meet the objectives of the City's <a href="#">Riverfront Vision</a> . In particular, options for improving pedestrian and cycling access to the Riverfront should be explored	Will provide detailed analysis/feasibility study of riverfront connectivity options from the site.
<b>Site Design</b>	Site and building design would be further detailed through charrette style workshops as part of a formal application.	--
<b>Design Guidelines</b>	Development of Design Guidelines for the site as part of a rezoning application.	Will prepare document as part of the rezoning process.

<b>City Land Acquisition</b>	City land would be sold at rezoned market value, or exchanged for another parcel in the city equal of greater in area and strategic value.	City lands excluded from revised application
<b>Reconciliation</b>	Meaningful reconciliation with First Nations and other cultures whose histories have been made invisible or less prominent as a result of colonialism are important to the City. The application should give considerable thought to how early and on-going engagement, and subsequent application revisions, would contribute towards meaningful and lasting reconciliation efforts.	Applicant notes intent to decolonize the development application process and look for new ways to advance redevelopment. Have engaged a cultural consultant to understand what meaningful reconciliation looks like for this project.
<b>Heritage and Archeology</b>	Archeologic potential of the site will need to be considered as part of your application, including the proximity of the site in relation known archeological sites. An Archeological assessments and/or overviews is strongly encouraged	Will be engaging a qualified Archaeological Consultant to undertake an Archeological Overview Assessment.
<b>Climate Action</b>	Significant and innovative efforts beyond minimum requirements towards addressing the City's declared Climate Emergency and consistency with the City's Seven Bold Steps Climate Action Budgeting Framework are expected to be identified by this application.	Noted.

<b>Parks and Open Space</b>	The proposal shall provide for the open space needs of the proposed development on site	Open space calculations and estimates will be provided.
<b>Urban Forest and Trees</b>	Significant tree planning on the site is expected to support the objectives of the Urban Forest Management Strategy and the need for additional canopy within the Downtown.	-
<b>Community Recreation, Cultural and Arts Needs</b>	An evaluation of community, recreation, cultural and arts needs in the area and a proposal for how increased demand for these services as a result of this development would be addressed would need to be provided	This study is a municipal responsibility and applicant is not able to complete.
<b>Pedestrian and Cycling Facilities</b>	Pedestrian and Cycling locations and design would be further detailed through charrette style workshops as part of a formal application.	Would work with City through future workshops
<b>Vehicles</b>	<p>Vehicle access and circulation would be further detailed through charrette style workshops as part of a formal application.</p> <p>Applicant to consider limiting all vehicular access on the site below grade reserving above grade for pedestrians, bikes, delivery, etc.</p>	<p>Would work with City through future workshops.</p> <p>Grade level is anticipated for pedestrians and cyclists. Would work with City through future workshops.</p>
<b>Accessibility</b>	Site should be fully accessible provide appropriate and equal	An accessibility diagram would be completed for review.

	levels of access for persons of all ages and abilities.	
<b>Public Art</b>	Allowances for meaningful contributions to public art are expected as part of the development. Public art contributions should be related to the overall construction value and would be a topic for discussion in the rezoning process.	Noted and would incorporate into discussions with First Nations.
<b>Policy Statement</b>	A policy statement would be created which would include the site vision and policies and actions in various topic areas which would help achieve that vision and guide any future decision making involving the site.	Excessive requirement.
<b>Development Agreement</b>	A Development Agreement would be required for the development of a master plan for this site which would control a variety of deliverables from the proposal	Noted.



# 88 Tenth St (Columbia Square) Application for Rezoning

**ON TABLE**  
Council Workshop  
June 12, 2023  
re: Item 2.1

Demian Rueter – Acting Senior Manager of Planning  
Mike Watson – Acting Manager Development Planning

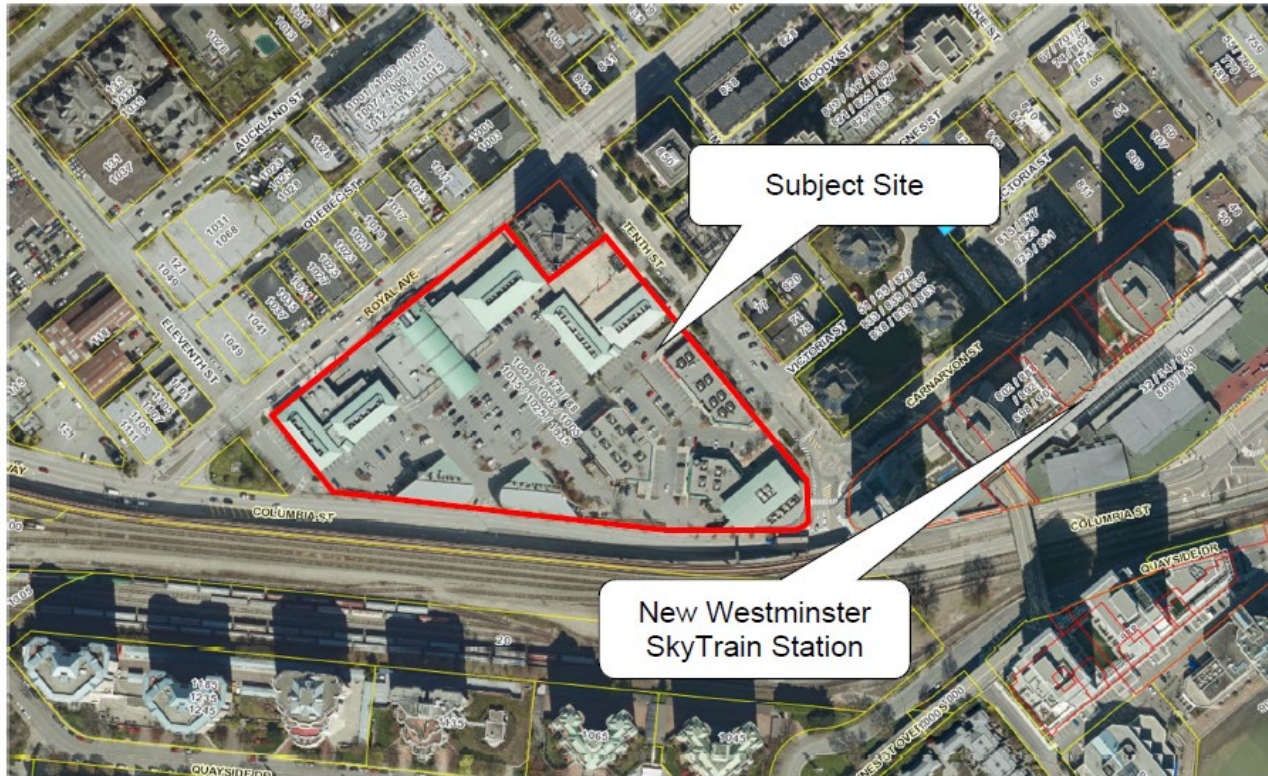


NEW WESTMINSTER

June 12, 2023 Page 33 of 185



# Proposal



- Designated mixed use high density
- Could accommodate 6 to 8 towers
- Replace retail floor space
- Office (120,000 sq. feet)
- Overall density dependent on:
  - servicing
  - policy alignment; and
  - amenities provided

# Council Direction – Inclusionary Housing

	Policy Expectation	Applicant Proposal
Number of Affordable Units	20%	10%
Rental Units (inclusive of market and rental)	About 33%	20%

# School Site

Category	Estimate
<b>Residential Units</b>	Up to 4,000 units
<b>Overall Population</b>	4,000 to 7,250 residents
<b>School Aged Population</b>	280 - 530 residents / students

- Large site offers opportunity for school site location in a more urban format

# Council Options

**THAT** Council direct staff to work with the applicant to revise their proposal to meet the City's Inclusionary Housing Policy and Secured Market Rental expectations, or identify an alternative proposal for achieving inclusionary and secured market housing in the project to the satisfaction of the Director, and report back to Council, prior to advancing the proposal further in the review process.

**THAT** Council direct staff to work with the applicant to secure development of the affordable units either within the first half of the total project build-out or proportional to the overall development build-out.

**THAT** Council direct staff to work with the applicant to complete discussions with School District 40 regarding the need for a school site in the area, to the satisfaction of the Director.





# COLUMBIA SQUARE

88 TENTH STREET

June 12, 2023

**ON TABLE**  
Council Workshop  
June 12, 2023  
re: Item 2.1



# PROJECT VISION

## A COMPLETE COMMUNITY

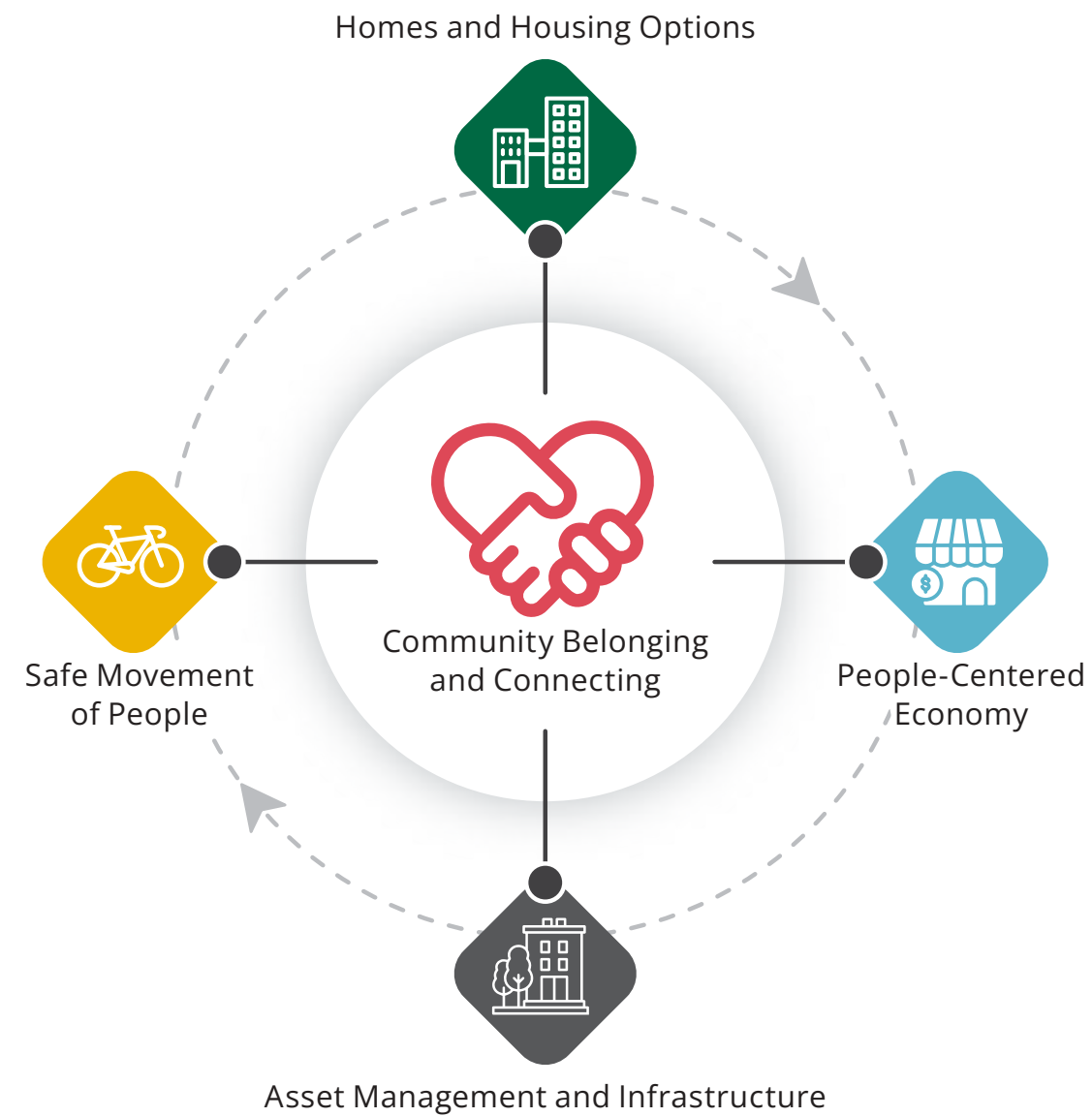


# PROJECT DESIGNATION



DOWNTOWN COMMUNITY PLAN - TOWER PRECINCT

# COUNCIL PRIORITIES



COUNCIL STRATEGIC PRIORITIES PLAN 2023-2026





# COUNCIL PRIORITIES

# PROJECT VISION

# COUNCIL PRIORITIES

# PROJECT VISION

## COMMUNITY BELONGING AND CONNECTING

# COUNCIL PRIORITIES

# PROJECT VISION

COMMUNITY BELONGING AND CONNECTING



ENVIRONMENTAL & CULTURAL RECONCILIATION

# COUNCIL PRIORITIES

# PROJECT VISION

COMMUNITY BELONGING AND CONNECTING



ENVIRONMENTAL & CULTURAL RECONCILIATION

HOMES AND HOUSING OPTIONS

# COUNCIL PRIORITIES

COMMUNITY BELONGING AND CONNECTING

HOMES AND HOUSING OPTIONS

# PROJECT VISION

ENVIRONMENTAL & CULTURAL RECONCILIATION

HOUSING FOR ALL



# COUNCIL PRIORITIES

COMMUNITY BELONGING AND CONNECTING

HOMES AND HOUSING OPTIONS

PEOPLE-CENTERED ECONOMY



# PROJECT VISION

ENVIRONMENTAL & CULTURAL RECONCILIATION

HOUSING FOR ALL

# COUNCIL PRIORITIES

# PROJECT VISION

COMMUNITY BELONGING AND CONNECTING



ENVIRONMENTAL & CULTURAL RECONCILIATION

HOMES AND HOUSING OPTIONS



HOUSING FOR ALL

PEOPLE-CENTERED ECONOMY



RETAIL/JOB SPACE RETENTION AND CREATION

# COUNCIL PRIORITIES

# PROJECT VISION

COMMUNITY BELONGING AND CONNECTING



ENVIRONMENTAL & CULTURAL RECONCILIATION

HOMES AND HOUSING OPTIONS



HOUSING FOR ALL

PEOPLE-CENTERED ECONOMY



RETAIL/JOB SPACE RETENTION AND CREATION

SAFE MOVEMENT OF PEOPLE



# COUNCIL PRIORITIES

# PROJECT VISION

COMMUNITY BELONGING AND CONNECTING



ENVIRONMENTAL & CULTURAL RECONCILIATION

HOMES AND HOUSING OPTIONS



HOUSING FOR ALL

PEOPLE-CENTERED ECONOMY



RETAIL/JOB SPACE RETENTION AND CREATION

SAFE MOVEMENT OF PEOPLE



PEDESTRIAN-CENTRED PUBLIC REALM

# COUNCIL PRIORITIES

# PROJECT VISION

COMMUNITY BELONGING AND CONNECTING



ENVIRONMENTAL & CULTURAL RECONCILIATION

HOMES AND HOUSING OPTIONS



HOUSING FOR ALL

PEOPLE-CENTERED ECONOMY



RETAIL/JOB SPACE RETENTION AND CREATION

SAFE MOVEMENT OF PEOPLE



PEDESTRIAN-CENTRED PUBLIC REALM

ASSET MANAGEMENT AND INFRASTRUCTURE

# COUNCIL PRIORITIES

# PROJECT VISION

COMMUNITY BELONGING AND CONNECTING



ENVIRONMENTAL & CULTURAL RECONCILIATION

HOMES AND HOUSING OPTIONS



HOUSING FOR ALL

PEOPLE-CENTERED ECONOMY



RETAIL/JOB SPACE RETENTION AND CREATION

SAFE MOVEMENT OF PEOPLE



PEDESTRIAN-CENTRED PUBLIC REALM

ASSET MANAGEMENT AND INFRASTRUCTURE



NATURE IN THE CITY



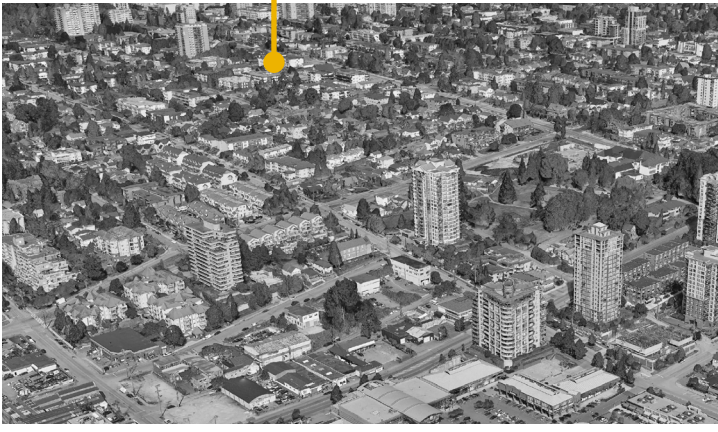
# SITE EVOLUTION



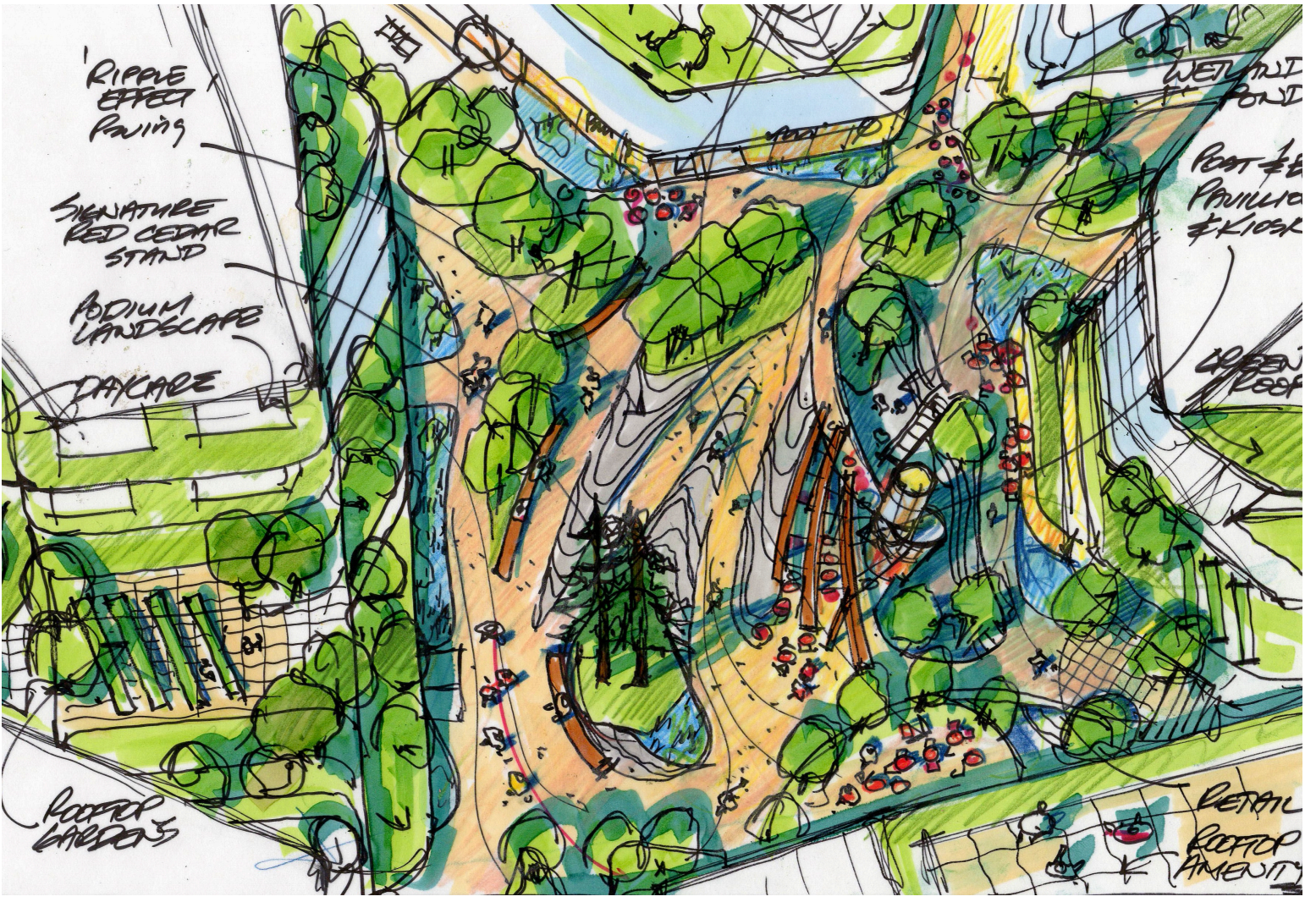
A PLACE FOR FIRST NATIONS STUMP CITY



CIVIC CENTER-1947



PRESENT



VISION FOR FUTURE



# SITE NARRATIVE



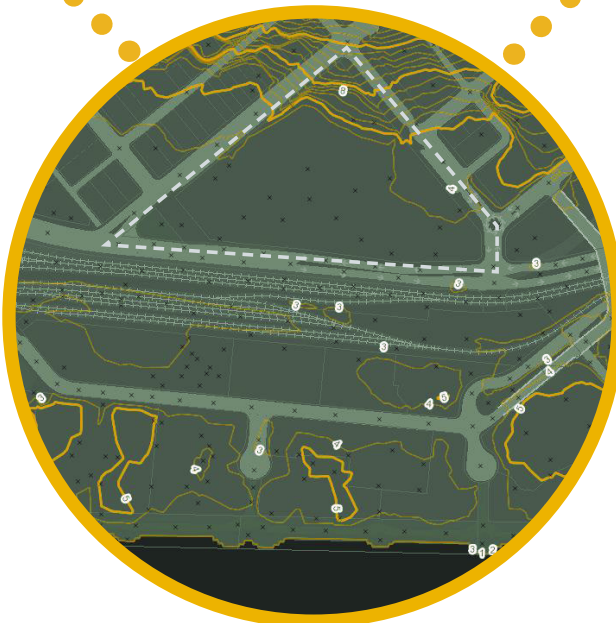
Fluvial Plain



Site Evolution - First Nations



Riverine Massing Response



Land Topography



Local Ecology

ENVIRONMENTAL & CULTURAL RECONCILIATION

# INDIGENOUS ENGAGEMENT PROCESS

ED  
GAR

MCM  
Musson  
Cattell  
Mackey  
Partnership



LEADING CULTURAL ADVISOR



FLUID ENGAGEMENT PROCESS



DEVELOPMENT OF CULTURAL CONTRIBUTIONS



ENVIRONMENTAL & CULTURAL RECONCILIATION

# COMMUNITY CONTRIBUTIONS

## DAYCARE



## ON SITE FACILITIES



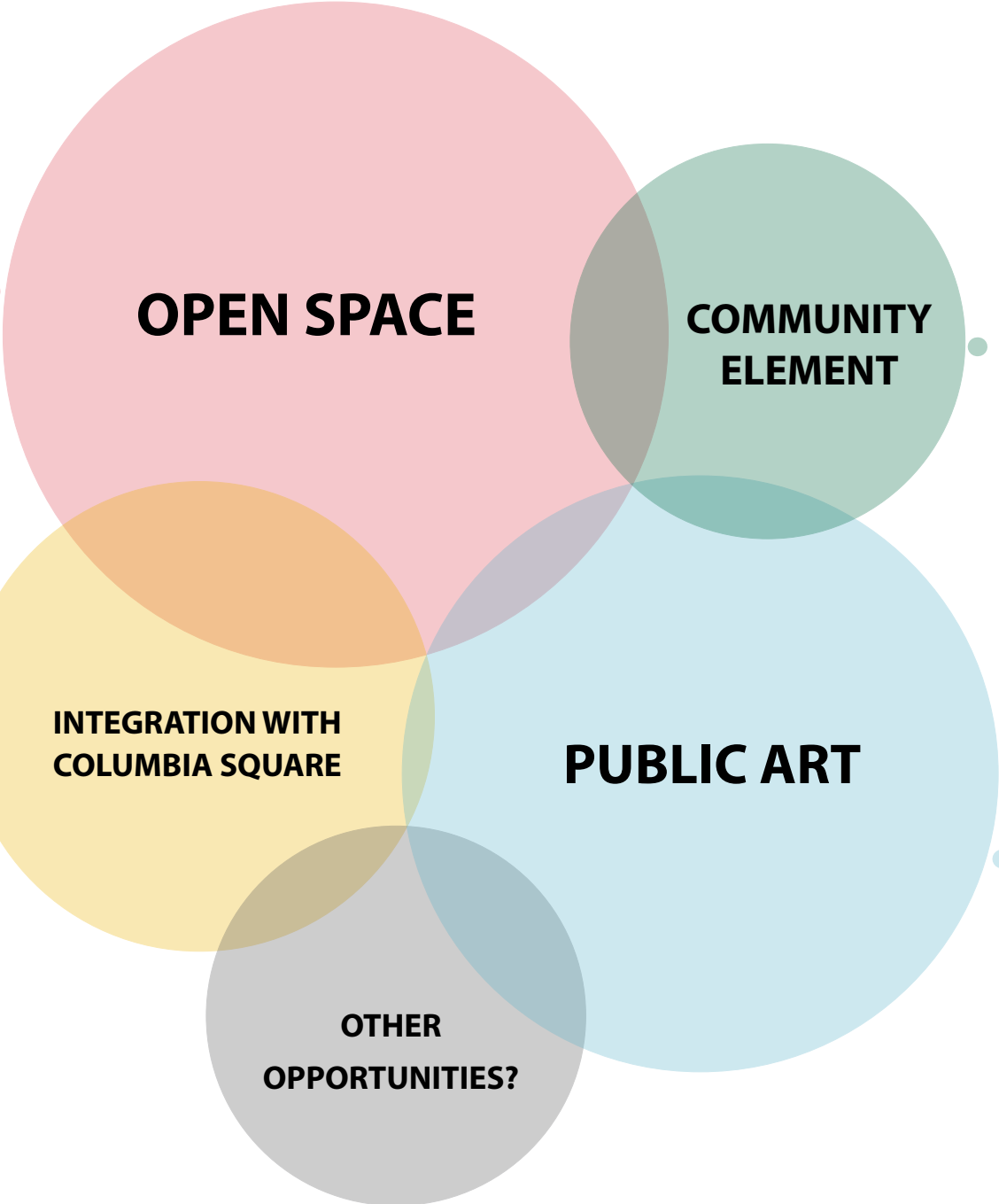
## PUBLIC ART





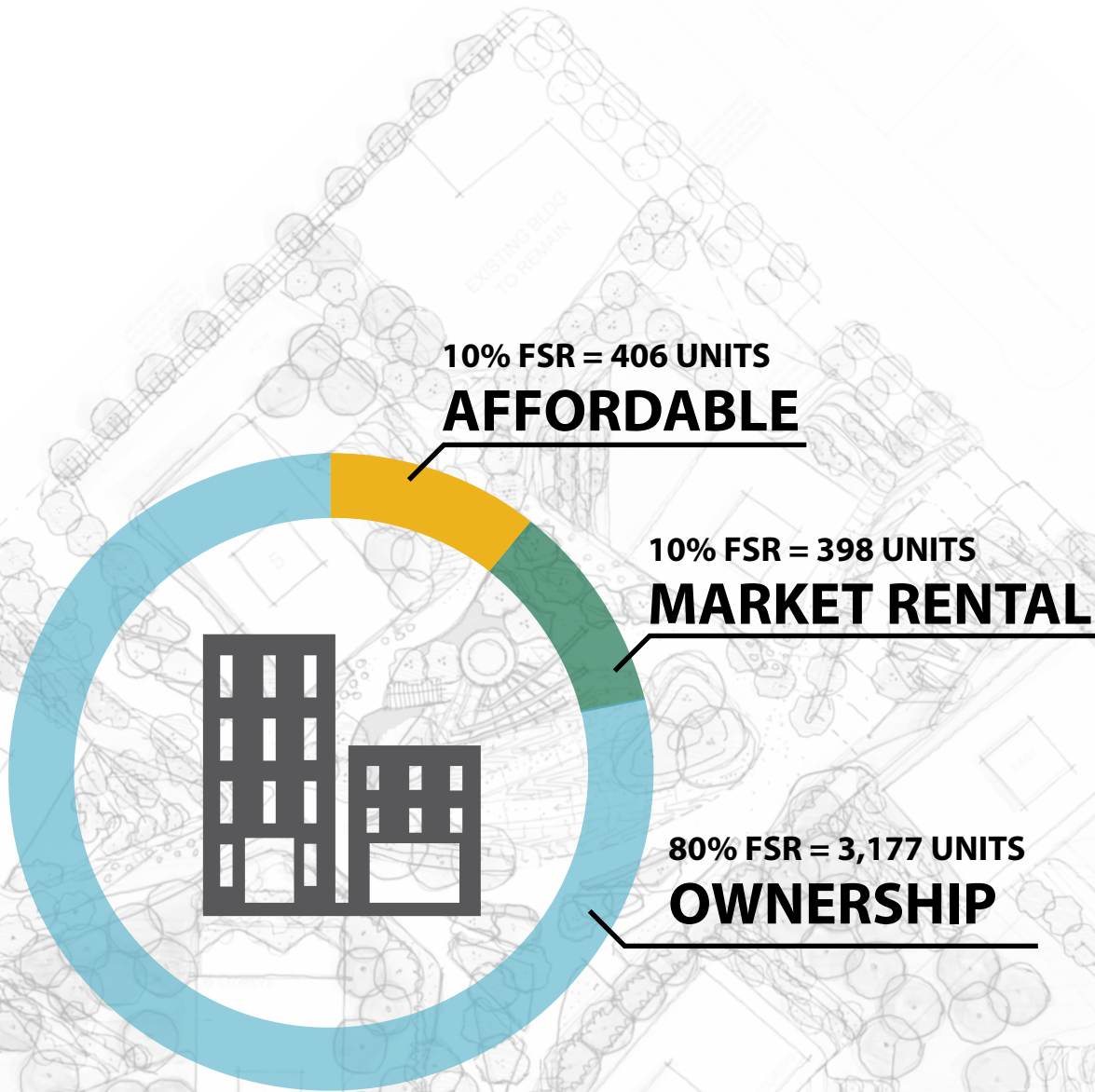


# OPPORTUNITIES FOR NEIGHBOURING CITY PARCEL



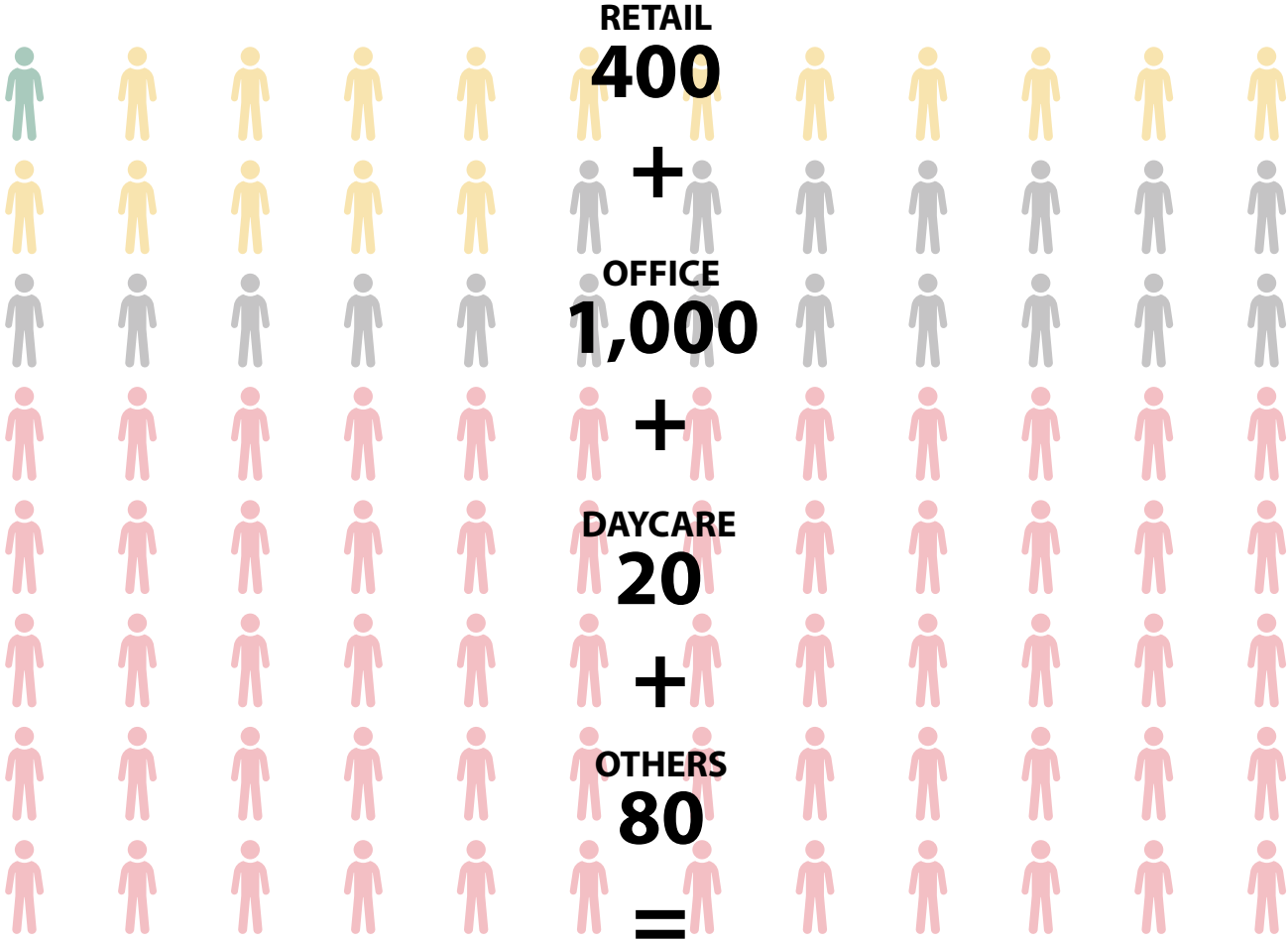
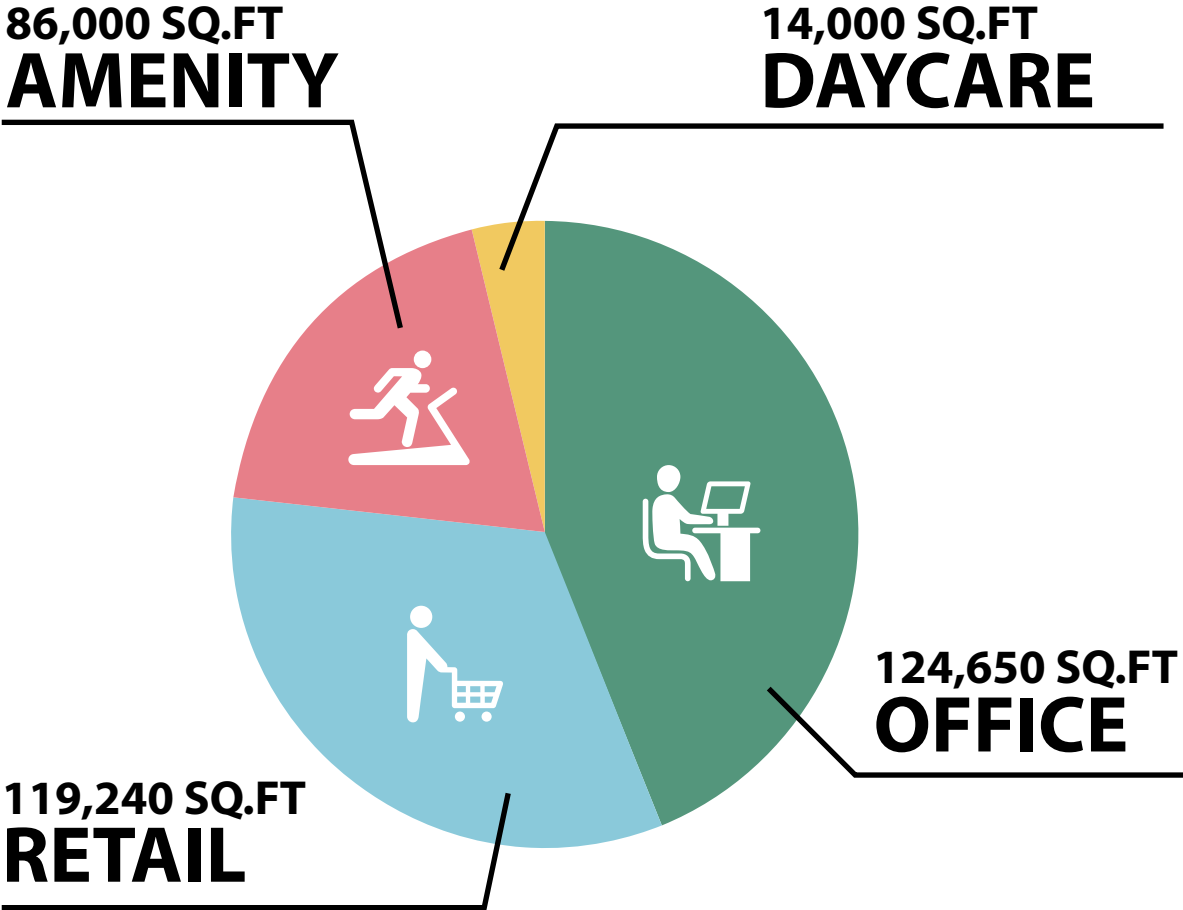


# AFFORDABLE HOUSING, MARKET RENTAL & OWNERSHIP



PROPOSED HOUSING BREAKDOWN

# ACTIVE RETAIL, COMMERCIAL & OFFICE AREAS



**TOTAL JOB CREATION**  
**(POST-CONSTRUCTION)**  
**1,500**



PEDESTRIAN-CENTRED PUBLIC REALM  
PROPOSAL

ED  
GAR

MCM  
Musson  
Cattell  
Mackey  
Partnership





# GATEWAY ENTRANCE PUBLIC REALM



**BREEZEWAY**

**PODIA WITH URBAN AGRICULTURE**

**PODIA WITH HABITAT PLANTING**

**GATEWAY ENTRANCE**



OPEN\* GROUND  
FLOOR

MARKET

RESTAURANT  
SEATING

RENTAL

F  
G  
R

MCM  
Garrison  
Cattell  
MacKey  
Partnership

PWL



PEDESTRIAN-CENTRED PUBLIC REALM

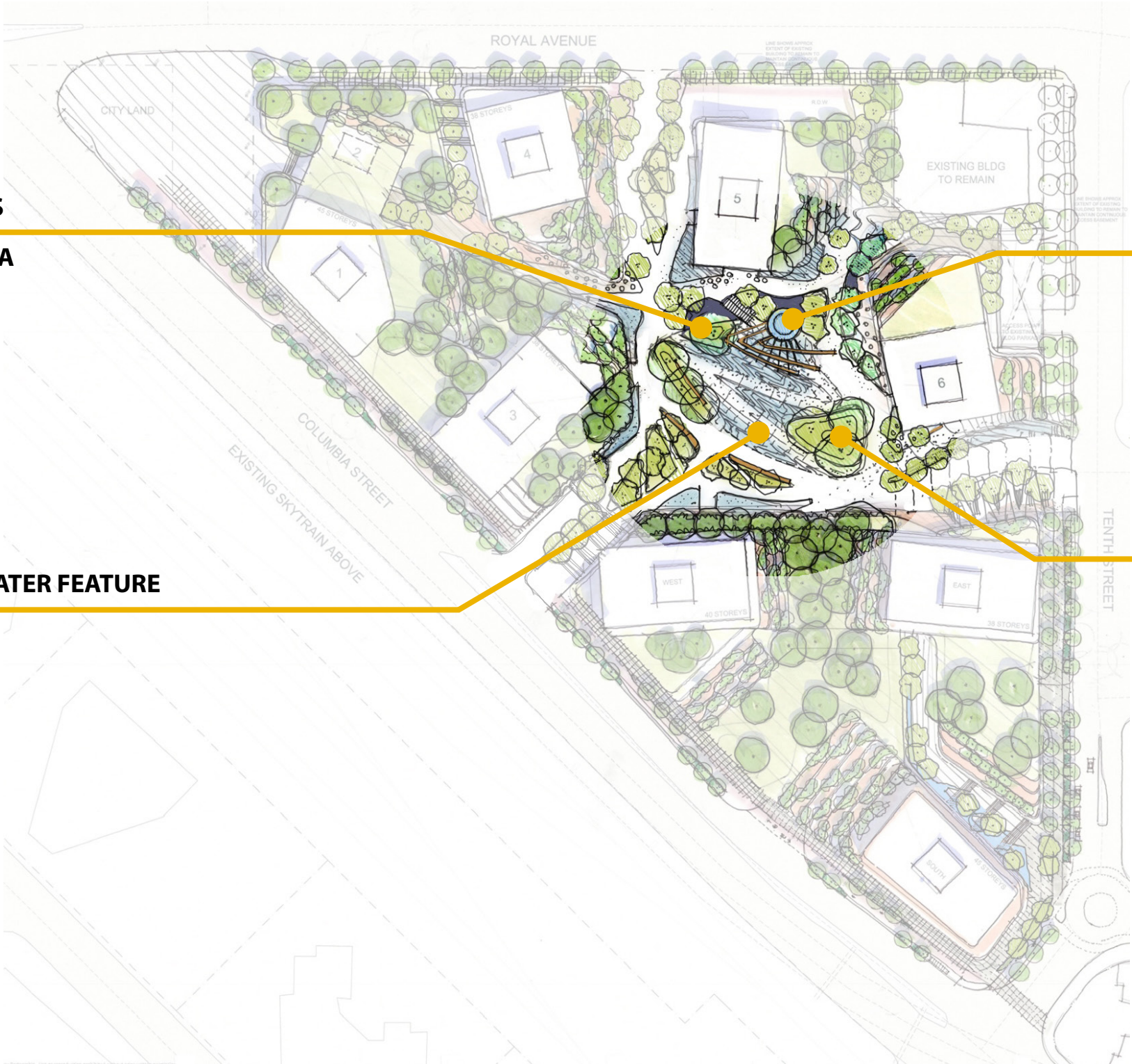
# CAR-FREE GROUND PLAN

OUTDOOR RETAIL ZONES  
AROUND CENTRAL PLAZA

CENTRAL PAVILION &  
SHADE STRUCTURE

CENTRAL PLAZA WITH WATER FEATURE

CENTRAL GATHERING MOUNDS





EFFECT  
Paving

SIGNATURE  
RED CEDAR  
STAND

PODIUM  
LANDSCAPE

DAYCARE

ROOFTOP  
GARDENS

ED  
GA

MCM

Busson  
Cattell  
Mackey  
Partnership

PWL  
Pavilion  
Kiosk

GREEN  
ROOF

DETAIL  
ROOFTOP  
AMENITY





EDGAR

MCM

Musson  
Cattell  
Mackey  
Partnership

PWL

PORT & BEACH  
STRUCTURE

Alum.

NATURALIZED  
PLANTING

PUBLIC PLAZA.

OPEN  
TO  
PARKING

Bakery



CENTRAL  
PUBLIC  
PLAZA

PODIA  
LAND

COLUMBIA

SKY TRAIN

DAYCARE  
FACILITY

POYAL



**NATURE IN THE CITY**  
**SUSTAINABILITY**

**E D  
G A  
R**

**MCM**  
Musson  
Cattell  
Mackey  
Partnership



**RREWILDING & URBAN CANOPY**



**RAINWATER MANAGEMENT**



**DESIGN INSPIRED BY NATURE**



**“Reimage Columbia Square into a vibrant, mixed-used gateway project for downtown New Westminster.”**

**ENVIRONMENTAL & CULTURAL RECONCILIATION**

**HOUSING FOR ALL**

**RETAIL/JOB SPACE RETENTION AND CREATION**

**PEDESTRIAN-CENTRED PUBLIC REALM**

**NATURE IN THE CITY**





THANK YOU.