



REPORT

Development Services

To: Mayor Côté and Members of Council **Date:** 11/7/2016

From: Beverly Grieve **File:** 13.2525.20
Director of Development Services

Item #: 371/2016

**Subject: Official Community Plan Review: Summary of Our Future City Events
and Land Use Designation Map Discussion**

RECOMMENDATION

THAT Council provide comment to staff regarding the draft land use designation map as outlined in “Feedback from Council” and “Summary of Questions for Council” sections of this report, which can be used by staff to create the next draft of the map.

EXECUTIVE SUMMARY

This report outlines the results of the most recent round of consultation for the OUR CITY 2041 process. This was the last major milestone of consultation, which gathered feedback on the draft vision, goals, policies, land use designation map and infill housing design guidelines. This report outlines feedback related to the land use designation map. Future reports will be presented to Council regarding the area around the 22nd Street SkyTrain station and regarding the design guidelines for laneway and carriage houses, and townhouses and rowhouses.

The public consultation included six events held over three Saturdays, as well as an online survey. Feedback was also received from a number of different stakeholders. Overall, the majority of participants felt that the land use designation map provided either just the right amount of each land use or did not provide enough of each land use. In particular, people wanted there to be more opportunities for infill housing (e.g. triplexes, cluster houses) and townhouses. The attachments of the report summarize the detailed feedback received related to each neighbourhood, and include the raw notes from all of the events and from the online consultation. The report focuses on the areas where staff is requesting feedback from Council

before making changes to the land use designation map. Specific changes are proposed for the Brow of the Hill neighbourhood including: Bent Court, Sharpe Street, Uptown Local Centre, and the overall location of townhouses. Changes are also proposed to the land use designation map that would result in more properties being designated in “Residential – Townhouse.” Modifications to the special employment area (around Royal Columbian Hospital) have also been proposed. The proposed changes are outlined in **Attachment 9**.

The next step will be for staff to create the first draft of the Official Community Plan, including a revised land use designation map, which will reflect the feedback received and the direction provided by Council. It is anticipated that the draft Official Community Plan will be presented to Council in December.

PURPOSE

This report contains a summary of feedback received during the recent OUR CITY 2041 community consultation held between September and October 2016. This report requests that Council provide direction based on the feedback received. The feedback and direction from Council will be used by staff to create the next draft of the land use designation map and the first draft of the Official Community Plan. It is anticipated that the draft Plan, including the revised map, will be presented to Council in December.

BACKGROUND

Previous Direction

In January 2014, Council endorsed a general scope, work plan and budget for the Official Community Plan (OCP) review process. The purpose of the revised OCP is to provide a renewed vision for New Westminster to the year 2041 and a regulatory framework to guide future growth of the city. Year one of the process focused on conducting background research and community events to let people know about the OCP review and start the community thinking about key ideas. Year two focused on exploring housing needs and opportunities and creating the draft OCP framework: the vision, goals, and policies. Year three is focusing on the drafting of the Official Community Plan, including the land use designation map.

At the August 29, 2016 meeting, Council received a report that outlined a proposed community consultation program for the draft land use designation map. This round of consultation is the third major milestone in the extensive public engagement program, which is now complete.

Key Goals of the Land Use Designation Map

Toward the creation of the draft land use designation map the City explored how to achieve two key housing goals:

1. *Accommodate expected growth.*

To be in conformance with the Regional Growth Strategy the City must show how and where it can accommodate 102,000 residents in New Westminster by 2041. The City's own demographic forecast anticipates that the City could grow to close to 104,000 people by 2041. Compared to the 2011 population this means approximately 34,000 new residents (16,500 new homes) and 700,000 square feet of new local-serving commercial businesses over the next 26 years.

Staff presented draft City Building Principles to the community at the Neighbourhood Visioning Process held in February 2015. They included the following principles, which will guide the work done towards achieving this goal:

- Locate the most number of residents within mixed-use, pedestrian oriented nodes that are well served by transit.
- Locate the next highest number of residents along pedestrian-oriented transit corridors.
- Locate some additional residents in single detached dwelling areas using form and character that maintain neighbourhood character.

2. *Increase housing choice.*

Currently single detached dwellings and apartment/condo buildings make up more than 95% of the city's housing stock. Increasing housing choice in New Westminster would be achieved by encouraging more ground oriented housing forms. Typically a ground oriented unit has a separate, exterior entrance directly accessible (without passing through a common lobby or corridor) from a street or open space.

The draft City Building Principles included the following, which will guide this work:

- Provide housing to meet the needs of different ages, incomes, family types and abilities.

Increasing housing choice will be challenging to achieve and has been the focus of the OUR CITY process, which included the Community Conversation on Housing. The results of these public consultation events were presented to Council in April 2016, at which time two workshops were held with Council. The direction provided at these workshops, and the feedback from the community, was used to create the first draft of the land use designation map.

PROCESS

Purpose of Community Consultation

The goal of this last major milestone of public engagement process was to obtain community feedback on the draft land use designation map, which shows the types and locations of land uses that will be encouraged over the next 25 years. Feedback on the vision, goals and policies was also sought as was feedback regarding the Infill Housing Design Guidelines, the latter of which will be outlined in detail in a future Council report.

All of the materials used for the Our Future City events are included in **Attachment 1**. A more detailed summary of the events and survey, including how both were advertised and the demographics of participants and respondents, is included in **Attachment 2**.

Summary of Participation

Overall, the public consultation was considered to have been a success. A large amount of detailed feedback was gathered. The in person events also provided an opportunity to answer participants' questions, and allowed community members to hear each other's opinion of the infill housing forms and scenarios.

In total, 495 people attended the events and 338 people provided feedback through the online survey, for a total of 833 people (although it is expected that people may have both attended the events and completed the survey).

Event participants and survey respondents were asked to share information about them. Providing the information was voluntary and was not given by all participants, but the information collected did give an idea of participant demographics. The results were compared to data from the 2011 Census or National Household Survey. The key findings are illustrated in Figures 1, 2 and 3 and include:

Over Represented

- Middle age people (between 51-65)
- Connaught Heights, Glenbrooke North, McBride Sapperton and West End

Under Represented

- Children and youth (under 20) and to a lesser extent young adults (20-35),
- Renters
- Brow of the Hill

Figures 1 & 2: Summary of Results - What is Your Age? Summary of Results – Do You Rent or Own?

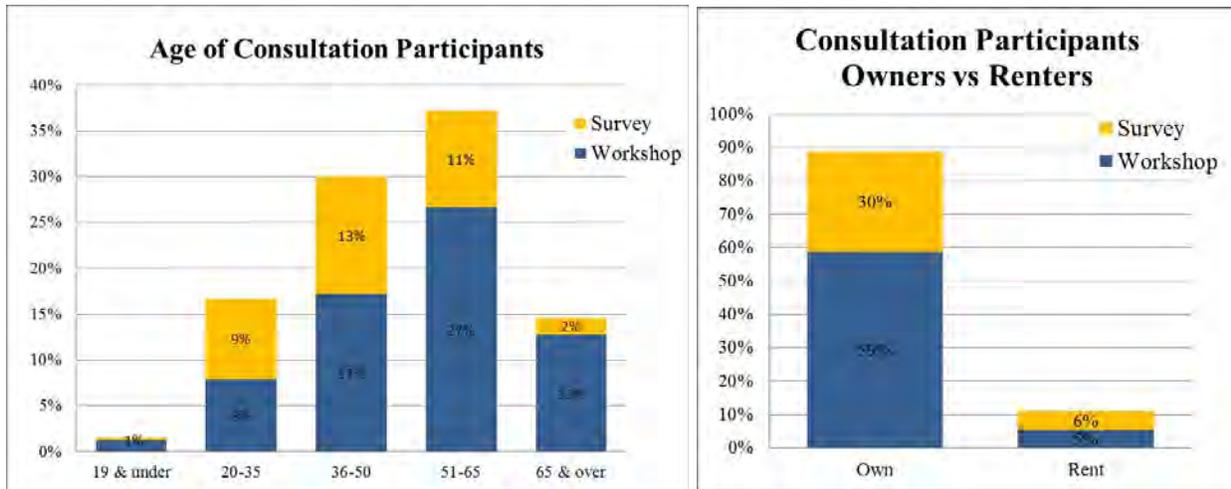
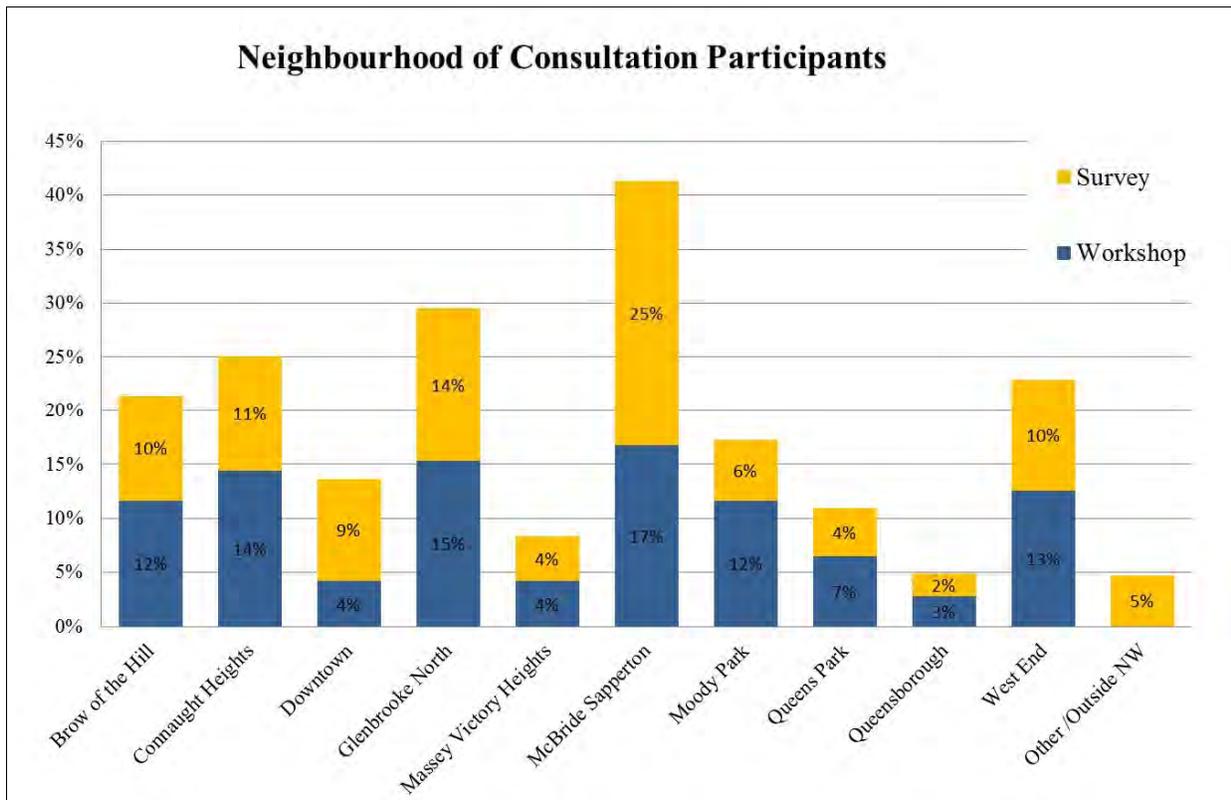


Figure 3: Summary of Results – What



Our Future City Consultation Events

Six events were held over three Saturdays. After the open house at the start of the event, a presentation was given that provided background about the process and the purpose of the day. Staff members then facilitated table discussions about the land use map. Each table focused on a particular area of the city. The event concluded with a second open house where participants could contribute any additional comments to the presentation boards or ask staff any unanswered questions. The presentation boards covered materials including:

- The draft vision, goals, and policies.
- The Future Land Use Map (i.e. the land use designation map)
- Explanations of what the colours on the Future Land Use Map mean.
- A summary of how the draft Future Land Use Map differs from the current Plan.
- A summary of the key criteria included in the draft Infill Housing Design Guidelines document.

Figure 4: Your Future City Workshops



Online Survey

Community members also had the option to provide feedback through an online survey focused on the land use designation map. The survey was posted from September 23 to October 23, 2016.

A second survey regarding the Infill Housing Design Guidelines also ran at the same time. The results of that survey will be presented and discussed in a future Council report.

Letters and Email Feedback

A number of letters, emails and phone calls with additional feedback were received during the consultation process. The additional feedback received is included in **Attachment 6** and has been incorporated into the overall feedback received through the process. In addition to the general feedback received, there were also a number of letters and emails from owners requesting that different land use designations be considered for their property.

City Committee Consultation

Over September and October staff presented an update on the OUR CITY process to each of the committees listed below. Excerpts from the draft minutes from each committee are included in each **Attachment 7**.

- Access Ability Advisory Committee
- ACTBiPED
- Advisory Planning Commission
- Arts Commission
- Community Heritage Commission
- Community and Social Issues
- Economic Development Advisory Committee
- Environment Advisory Committee
- Intelligent City Advisory Committee
- Multiculturalism Advisory Committee
- New Westminster Design Panel
- Parks and Recreation Committee
- Residents' Association Forum
- Seniors Advisory Committee

The Youth Advisory Committee and the Public Art Advisory Committee have not met since the consultation approach was endorsed by Council. Staff will attend a future meeting of these committees to provide an update and get feedback about the Official Community Plan. The feedback from the New Westminster Design Panel was focused on the Infill Housing Design Guidelines. Their feedback will be summarized in a future Council report.

The presentation to each committee focused on the policies most relevant to their mandate. For example, the presentation to the Environmental Advisory Committee focused on the Environment and Natural Areas policies. The feedback provided will be used to refine the vision, goals and policies, which will be incorporated into the first draft of the Official Community Plan.

Stakeholder Consultation

Letters to Stakeholders

In a January 19, 2014 Council report staff outlined the requirements of the Local Government Act for early an ongoing consultation with agencies and organizations such as Metro Vancouver, TransLink, School District No. 40 and neighbouring municipalities. Updates were sent to each of the organisations identified that informed the stakeholders that

the first draft of the land use designation map had been issued and that staff was looking for feedback. The letter offered to set up a meeting with organizations that wanted more information or wanted to have a more detailed discussion.

Letters such as this have been sent to the stakeholders at key milestones throughout the process. Staff has been in discussion with TransLink, Metro Vancouver, the City of Coquitlam, and School District No. 40.

Written feedback received from stakeholders is included in **Attachment 8**.

Development Community Meeting Regarding the Draft Land Use Designation Map

Builders, developers, architects, designers, a representative of the Urban Development Institute and a representative of Canadian Mortgage and Housing Corporation were invited to a meeting to discuss the draft land use designation map. A total of eleven people attended. Their feedback largely focused on implementation and will be considered in the future once at the appropriate time in the process.

A second meeting was also held regarding the Infill Housing Design Guidelines which will be discussed in a future report to Council.

Meetings with Representatives from the Uptown BIA

A meeting was held with representatives from the Uptown BIA. This gave the member of the board that were in attendance the opportunity to provide their feedback and ask questions. After this meeting, the Uptown BIA met to discuss the proposed land use designation map and policies.

Workshop with the Economic Health Care Cluster Neighbourhood and Business Development Sub-Committee

A workshop was held with the members of the Economic Health Care Cluster Neighbourhood and Business Development Sub-Committee. The tour included a walk around the special employment area so that detailed site specific feedback could be gathered. After the walk, a workshop was held to discuss the special study area, including whether change should be made to the land use designations or the boundary of the special employment area.

Role of the OUR CITY Advisory Group

In addition to promoting all of the public consultation events, the OUR CITY Advisory Group met with staff to provide feedback on the materials and format prior to the consultation events so that refinements could be made based on their suggestions.

ANALYSIS

The consultation gathered a large amount of detailed feedback, which will be used to inform the next draft of the land use designation map and the first draft of the Official Community Plan. This section provides a summary and general analysis of the feedback, organized as follows:

- 1) General Feedback
 - a. Does the Draft Land Use Designation Map Achieve the Two Key Housing Goals?
 - b. Does the Draft Land Use Designation Map Have Enough of Each Land Use Type?
 - c. Themes that Emerged Regarding the Draft Land Use Designation Map

- 2) Land Use Feedback
 - a. Residential – Detached and Semi-Detached
 - b. Residential – Ground Oriented Housing
 - c. Residential – Townhouse
 - d. Residential – Multi-Unit Building

Further detail is provided in the attachments to this report, including:

- **Attachment 3:** Detailed summary of feedback, including neighbourhood specific feedback and stakeholder feedback.
- **Attachment 4:** Raw notes from the Our Future City events.
- **Attachment 5:** Raw notes from the online survey regarding the land use designation map.

1) General Feedback

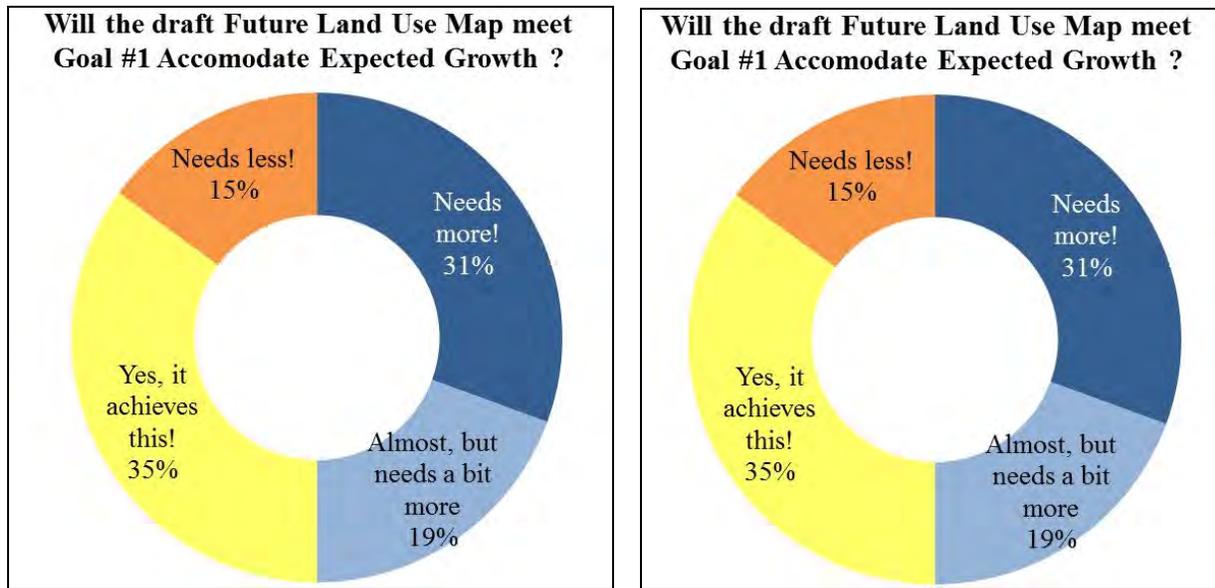
This section highlights feedback received about the overall land use designation map. The event materials in **Attachment 1** include a copy of the land use designation map.

1.a. Does the Draft Land Use Designation Map Achieve the Two Key Housing Goals?

The online survey asked people:

- i. Will this future land use map meet Goal #1: Accommodate Expected Growth?
- ii. Will this future land use map meet Goal #2: Increase Housing Choice?

In both cases, as illustrated in Figures 5 and 6, the results indicate that more was needed. This question was not directly asked at the in person events, but the feedback received supports the same findings.

Figure 5 & 6: Summary of Online Survey Results – Does the Draft Map Show the Right Amount of Housing?

There were a number of participants that were concerned about the City allowing further growth. People were concerned about the impacts this growth may have such as overcrowding, increased traffic, and an increased demand for infrastructure, schools and community facilities. Despite this the stronger message was that even more needed to be done by the land use map to accommodate growth and to achieve a better mix of housing.

1.b. Does the Draft Land Use Designation Map Have Enough of Each Land Use Type?

Overall, as outlined in Figure 7, online survey respondents felt that the draft land use designation map provided just the right amount of each of the housing designations, including the mixed use designations that allow residential above commercial. The only exception was “Residential – Townhouse.” People felt that there was not enough of this designation. These results align with the feedback received at the in person events. The key findings from the online survey were:

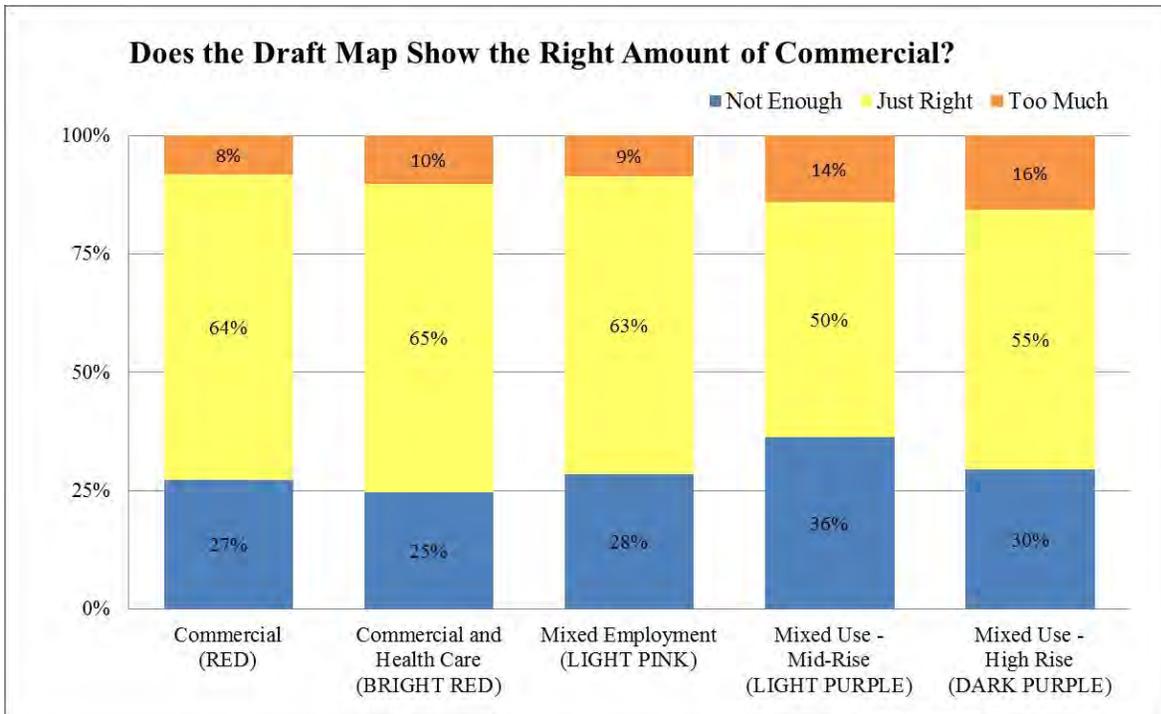
- Between 81-88% of people felt the plan had “just right” or “not enough” of each land use, with only 12-17% feeling like there was “too much” of any type.
- One exception was single detached dwellings where there was an almost even split between “too much” (42%) and “just right” (45%), with only 13% feeling there was “not enough”.
- Townhouse had the most people (45%) who felt there was not enough, followed by ground oriented infill housing (40%) and mixed-use mid-rise (40%).

Figure 7: Summary of Online Survey Results – Does the Draft Map Show the Right Amount of Housing?



Overall, as illustrated in Figure 8, online survey respondents felt that the draft land use designation map provides the right amount of land designated for commercial uses. In all cases, 50% or more respondents felt that the amount of each designation was just right, with 8-16% feeling it was too much. These results align with the feedback received at the in person events.

Figure 8: Summary of Online Survey Results – Does the Draft Map Show the Right Amount of Commercial?



1.c. Themes that Emerged Regarding the Draft Land Use Designation Map

Themes that emerged were:

- *Well balanced:* A number of people liked the allocation and mix of uses proposed on the draft land use designation map. Many participants also indicated that they felt their feedback from previous rounds was reflected in the draft land use designation map.
- *The missing middle still missing:* There was also agreement amongst a large number of the participants that Metro Vancouver is in a housing crisis and that this Plan should be ambitious about providing more housing options now and in the future. People felt that too much land use designated “Residential – Detached and Semi-Detached Dwellings.” Many people shared their personal stories about how the limited housing options and cost of single detached dwellings was negatively impacting them.
- *Allow infill everywhere:* Participants felt that every neighbourhood should have an opportunity for infill and that infill should happen on quiet streets not just around main streets. In particular people wanted to see more housing options in Moody Park, Queen’s Park, Glenbrooke North, and the West End which were seen as too homogeneous. Participants thought this could be achieved through increased flexibility. Some felt this could be achieved by removing “Residential – Detached and Semi-Detached” and replacing it with “Residential – Ground Oriented Housing” since this would provide options without impacting neighbourhood character.
- *Missed opportunity around schools and parks:* In almost every case the land use designation surrounding parks and schools is “Residential – Detached and Semi-Detached” which allows limited housing diversity. Participants felt that these areas would be suitable for ground oriented infill housing or townhouses.
- *Missed opportunity on east-west corridors:* Eighth Avenue, Seventh Avenue and Sixth Avenue are important transit and cycling connections that would be suitable for infill. Eighth Avenue in particular was seen as the right location for additional townhouses. Other corridors such as Braid Street were also identified as places where infill would be appropriate, especially if the new housing could help block noise.
- *Change is okay if designed right:* Some participants felt that it would be okay to allow more living space on a property, or in a neighbourhood, as long as it is well designed and respects the character of the neighbourhood.
- *No change needed:* A small number of people felt that what the city has today is enough and that no more growth or housing options are needed. Change creates stress for homeowners and will mean more traffic and demand for infrastructure and amenities.

2) Land Use Feedback

The following sections provide a more detailed discussion of the land use designations that received significant feedback. The event materials in **Attachment 1** include a list and explanation of the Land Use Designations.

2.a. Residential – Detached and Semi-Detached

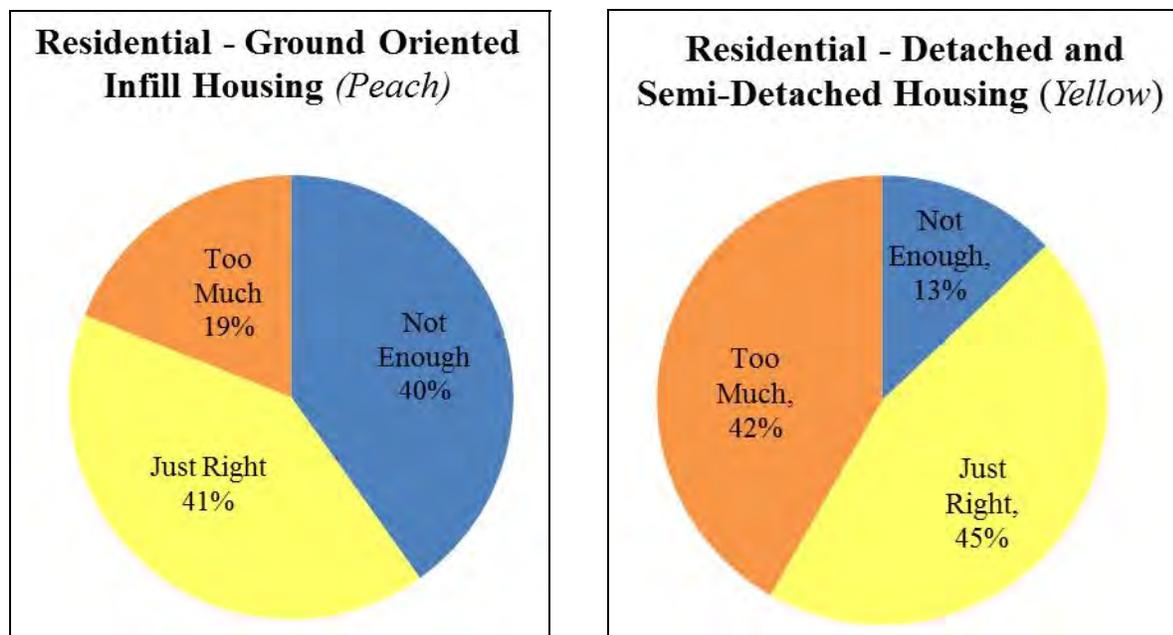
The housing forms permitted in this designation include: single detached dwellings which may also include a secondary suite and/or a detached accessory dwelling unit (laneway/carriage house), and duplexes.

The large majority of the people were supportive of laneway/carriage houses being included as a permitted use. The main focus was on the details included in the Infill Housing Design Guidelines. This feedback will be covered in detail in a future Council report.

Many people were interested to know more about the opportunity to subdivide to small lots or to build duplexes. Some people were concerned that duplexes are listed as a permitted use in this designation, while many others wanted the City to make it easier to build duplexes, such as by not requiring a rezoning. Some people wanted to see stratification of units in large existing homes, especially those with heritage significance.

Single detached dwellings on a small lot (subdivision) and duplexes are two of the housing forms for which an implementation study will be conducted after the completion of the Official Community Plan review.

Figures 11 and 12: Summary of Online Survey Results – Does the Draft Map Show the Right Amount of this Designation?



2.b. Residential – Ground Oriented Infill Housing

The forms permitted in this designation would include: single detached dwellings which may also include a secondary suite and/or a detached accessory unit (laneway/carriage house), single detached dwellings on a compact lot, duplexes, triplexes, quadraplexes, cluster houses and other equivalent housing forms.

Participants wanted more clarity about what this designation means, how it is different from “Residential – Townhouse”, and what to expect once it is implemented. A number of people felt that this designation should be permitted in more locations throughout the city. Others felt that it should replace the “Residential Detached and Semi-Detached” designation as a way to allow more choice throughout the city while still maintaining neighbourhood character.

There was feedback that the implementation of this designation should include revisions to the Single Detached Dwelling Districts (Compact Lots) (RT-2D) zoning district to allow secondary suites and/or laneway housing as permitted uses. It was felt that the resulting density would be more appropriate for the “Residential – Ground Oriented Infill Housing” land use designation which is intended to allow more infill. The analysis of this zoning district will be done at a later phase of implementation.

2.c. Residential Townhouse

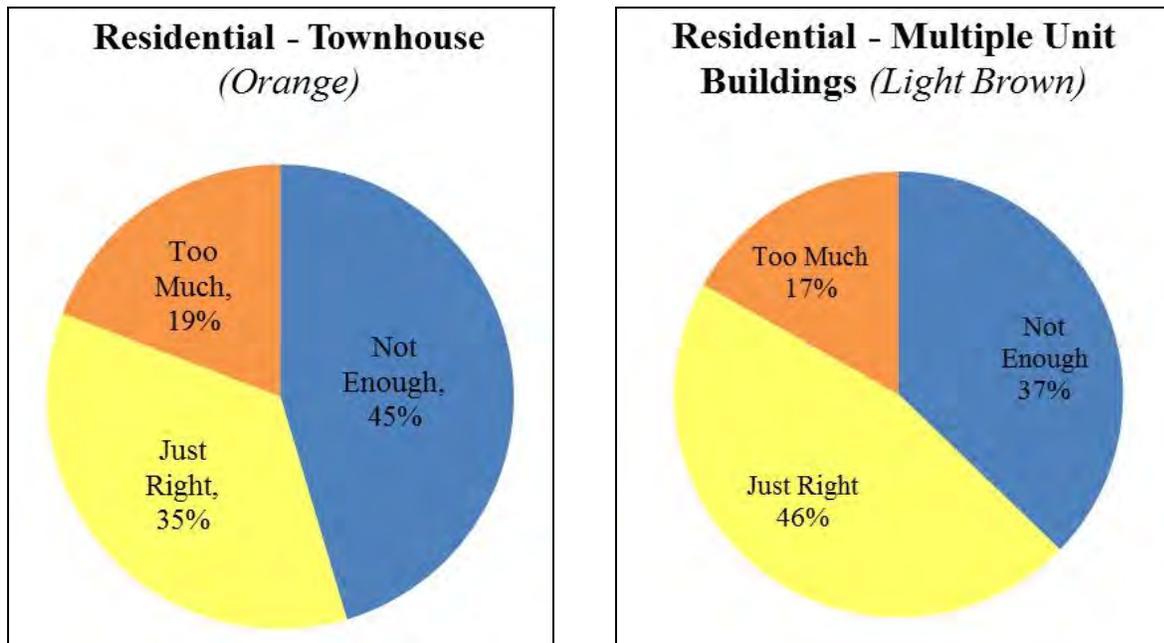
The housing forms permitted in this designation would include: townhouses and rowhouses. Existing single detached dwelling properties with this designation would not be able to build a detached accessory unit (laneway/carriage house).

Generally, there was strong support for this designation. The strong message was that more land should be designated for townhouses and less should be designated “Residential – Detached and Semi-Detached” since the demand for townhouses is already so high and will continue to grow over the next 25 years. People felt that townhouses would provide an important alternative to apartments without the cost of purchasing a single detached dwelling. People wanted to see more townhouses on east-west arterials (Eighth Avenue in particular), within 400 metres of frequent transit, and around schools and parks.

Participants also wanted the City to encourage rowhouses since this is a fee simple housing form.

People living on or adjacent to properties that were designated “Residential – Townhouse” did have concerns about implementation, design, and transition between uses.

Figures 11 and 12: Summary of Online Survey Results – Does the Draft Map Show the Right Amount of this Designation?



2.d. Residential – Multi-Unit Buildings

The forms permitted in this designation would include: townhouses, rowhouses, stacked townhouses and low rises (four stories). Only in circumstances where Development Permit Area design guidelines can be met, a compelling case can be made, and appropriate amenities provided, will a six storey building be considered.

People were supportive of this designation but wanted more clarification about the circumstances in which a six story apartment building would be permitted. Some people reiterated past feedback about six stories being inappropriate on the hill in Sapperton. People were supportive of six stories in specific locations, such as within the Uptown “Local Centre” boundary. The Local Centre is an identified area of Uptown that is intended to provide a mix of housing types, commercial activities and good access to transit. People also felt that all existing apartments within single detached dwelling neighbourhoods should be designated “Residential – Multi Unit Buildings,” rather than just the ones that are already zoned for an apartment use.

Participants wanted the City to encourage (or require) new buildings to include a greater number of family friendly units and be designed for people with mobility issues. People also wanted the City to encourage stacked townhouses in this designation.

FEEDBACK FROM COUNCIL

Through the in person and online consultation with the community and stakeholder groups, the presentations to City committees, and letters and emails sent to the City, a large amount of feedback has been gathered for use in making refinements to the vision, goals, policies and land use designation map.

Not all feedback results in a proposed change to the land use designation map. There are a number of reasons someone's feedback may not result in a change, including:

- Although many may support making a change to an area, others may have supported keeping it the same, or making a different change.
- The OCP needs to achieve the two overarching housing goals identified for the project.
- The OCP needs to achieve the city building principles identified for the project.

All feedback is considered together and evaluated to identify the areas where there is a clear desire by most respondents to make a change, and the proposed change would not be unsupportive of housing goals and city building principles.

Based on the public consultation feedback received staff has identified the key locations where community members suggested changes. Before moving forward with making changes to the land use designation map staff is seeking additional direction from Council on the proposed changes. These key locations include the following:

1. Questions on Land Uses in Brow of the Hill
 - a. Bent Court
 - b. Sharpe Street
 - c. Uptown Local Centre Boundary and Increased Density
 - d. Townhouses and Ground Oriented Infill Housing
2. Questions on "Residential – Townhouses Designation" City-wide
3. Questions on the Special Employment Area

Attachment 9 includes maps which identify areas relevant to these topics.

A future report will be presented to Council that outlines the feedback regarding the area around the 22nd Street SkyTrain station. Based on the direction provided by Council, staff will make refinements to and move forward with whichever of the options is preferred.

1. Questions on Land Uses in Brow of the Hill

1.a. Bent Court

Bent Court includes nineteen properties with single detached dwellings that were all built between 1890 and 1941, some of which also have cultural heritage values. Many of the

buildings are still used as dwellings but a number have been converted to commercial buildings. This pocket of old homes clustered around Bent Court creates a unique and special feel to the area.

In the current Official Community Plan the properties in Bent Court are designated “(CH) Commercial Historic Area.” This designation “will include heritage buildings in a commercial street. It is anticipated that pedestrian scale commercial uses will be at the street level and commercial, office or residential uses above the ground level.”

All of the properties are zoned Community Commercial Districts (High Rise) (C-3). The intent of this zoning district is to allow for large-site high-rise, commercial, and mixed use development including pedestrian-oriented commercial businesses and multi-family residential. Like many other sites in New Westminster, the site constraints (e.g. size and depth) and zoning requirements (e.g. number of parking stalls) make it hard to achieve the maximum density.

Over past years, and throughout the Official Community Plan process, there has been a lot of discussion about this area and how to incentivise retaining some of the heritage assets while recognizing the existing entitlements in the zoning of the properties. One example in the area is a current application at 612-618 Brantford Street, which is undergoing a Heritage Revitalization Agreement (HRA) process through which one pre-1900 house will be protected in exchange for relaxation of land use and other zoning requirements.

The owners of Bent Court properties have noted that the current designation does not make it clear how the properties may viably develop and achieve the retention of heritage. They want to ensure that the existing zoning entitlements can be met and that the entitlements will be taken into account when determining the land use designation for the area. There is openness to discussing a density transfer program but a concern that the program may not be viable. Owners wanted to know where density could be transferred to if there were to be a transfer program. They felt it would be best if the density could be transferred to anywhere in the city. A successful program could mean preservation of heritage buildings and the opportunity for boutique commercial. Additional feedback submitted by an owner is included in **Attachment 6**.

Staff proposes that the new Official Community Plan include a land use designation and development permit area that clarify and provide additional direction about how this area could redevelop. The options for redevelopment would include:

- A. Building under the existing zoning which requires commercial at grade and allows residential or commercial above. Given the constraints of the sites, it is unlikely that the maximum allowable buildable area would be able to be developed.
- B. Rezoning to allow residential only development. To support a rezoning the City would expect that a certain number of the existing heritage buildings would be

protected through a Heritage Revitalization Agreement. Like today, the retained heritage buildings could be used either as residential or as commercial. Through the HRA relaxation other zoning regulations could also be considered as further incentive and to help make the project viable, even with reduced total allowable buildable area. To incentivise the second option the City would consider incentives such as:

- Not requiring commercial at grade. If properties on Sixth Street are included in the lot consolidation, they would only be required to have commercial space fronting Sixth Street instead of across entire first level of the building (as is currently required). This could be beneficial since the commercial spaces along Brantford Street, Seventh Street, and Bent Court would not be high rent spaces but would add to construction costs.
- Selling surplus City lanes in order to facilitate the creation of new opportunities for land consolidation.
- Reducing the required number of parking spaces.
- Exploring allowing parking under City roads to make it easier to build underground parking and meet parking requirements.

The development permit area would include principles that would provide clarity regarding the City's priorities and would guide the redevelopment of the area. This would include principles regarding:

- Keeping the street configuration and built character of Bent Court.
- The requirement for high quality design to ensure the livability/commercial vitality of the retained heritage buildings.
- Retaining the key heritage buildings identified by the City.

The development permit area would also identify potential property consolidation options that could achieve these principles. The proposed consolidations would also identify the most significant heritage buildings that should be retained as part of the project. For example, an option could identify three or four properties that could be consolidated to allow the construction of a six story apartment building and retention of one house (or two), similar to the application received on Brantford Street. Alternatively, another scenario could identify a larger consolidation that would allow the construction of a high-rise residential apartment building that retains more of the heritage homes. The City would also be open to other HRA redevelopment proposals as long as they meet the intent of the principles.

The next steps will be to for staff meet with land owners and present the approach and options for feedback. Staff will then refine the principles and development scenarios, which would be included in the Official Community Plan.

Question for Council: Do you support this direction?

1.b. Sharpe Street

There is a pocket of five industrial properties on Sharpe Street. The combined area of the properties is 8,568 square meters (2.1 acres). The current Official Community Plan designates these sites “(I) Industrial,” which allow industrial uses. All of the properties are zoned “Light Industrial Districts (M-4).” The intent of this district is to allow industrial uses that are generally compatible with adjoining residential uses.

In the last round of OUR CITY consultation (a Community Conversation on Housing) presented three different land use scenarios. One scenario proposed Industrial as the land use for this area (in keeping with the current Official Community Plan) and the other two proposed the land use would be “Mid Rise.” This land use is equivalent to the designation now titled “Residential – Multi-Unit Buildings.” When the results of this round of consultation were discussed with Council during an Open Workshop, the direction was to that this land should be retained as employment lands. Based on this direction the draft land use designation map designates this area as “Mixed Employment.” This designation would focus on employment generation. Light and ultra-light industrial, commercial and office uses would be permitted. The only residential uses permitted would be caretaker suites.

In response to the draft map the owners have submitted a letter outlining why they feel that the current uses are not viable and suggest that “Residential – Multi-Use Buildings” would be more appropriate. The letter has been included in **Attachment 6**.

Factors to consider:

Pro Mixed Employment

- The “Mixed Employment” designation allows the City to maintain land for diverse employment opportunities (e.g. non-retail). As more land is redeveloped in the city the space available for these uses has been decreasing.
- The City wants a high number of local jobs to increase the opportunity for people to both live and work in New Westminster.
- Industrial land is in increasingly short supply in Metro Vancouver. Retention and intensification is seen as important for fostering economic growth. It also helps to reduce the regional pressure to convert agricultural land to industrial land.
- Due to the existing industrial uses it is possible that site remediation would be required prior to redevelopment as residential.

Pro Residential (Multi-Unit Buildings or Townhouse)

- Owners feel that the poor location and access makes it hard to attract and retain industrial tenants. However, the City has received inquiries from people interested in opening businesses in this area.
- Site access is very restricted. There is no access from Stewardson Way and access from Sixth Avenue is restricted since Sharpe Street narrows to six meters (20 feet)

at this intersection. (The standard width would be 20 metres/66 feet). The grade of Sharpe Street also makes access challenging for trucks.

- The surrounding land uses are residential, park space and a daycare.
- The topography of the site does not lend well to industrial uses that require truck access, circulation and loading.

Staff did not explore a land use designation that permits retail commercial since this land use is not seen as a viable option on this site due to the limited access, location, and the desire to better support other retail nodes in the city.

Question for Council: What should these properties be designated: “Mixed Employment,” “Residential – Townhouse,” or “Residential – Multi-Unit Buildings”?

1.c. Uptown Local Centre Boundary and Increased Density

The representatives of the Uptown BIA and a number of event participants felt that additional residential development should be permitted around the Uptown core. This was seen as an appropriate location for higher density and an important way to support the vitality of the commercial businesses.

Event participants felt that there was an opportunity to allow additional density at the edge of the Uptown/Brow of the Hill neighbourhoods. Sites were identified that could be designated “Residential – High Rise” on Fifth Avenue, between Sixth Street and Eighth Street. The map included in **Attachment 9** shows the specific locations proposed.

It was also proposed that the boundary of the Uptown Local Center be redrawn to include three more blocks around these sites. The local area is intended to provide a mix of housing types, commercial activities and good access to transit. Participants felt that it would be appropriate for the City to permit six storey apartments within the boundary of the local centre.

Question for Council: Do you support this direction?

1.d. Townhouses and Ground Oriented Infill Housing

There was a lot of discussion about the difference between “Residential – Ground Oriented Infill Housing” and “Residential – Townhouse” by Brow of the Hill participants.

The forms permitted in “Residential – Ground Oriented Infill Housing” would include: single detached dwellings which may also include a secondary suite and/or a detached accessory unit (laneway/carriage house), single detached dwellings on a compact lot, duplexes, triplexes, quadraplexes, cluster houses and other equivalent housing forms. The forms permitted in “Residential – Townhouse” include townhouses and rowhouses. It is

anticipated that the ground oriented infill housing uses would be built on existing properties. It is anticipated that townhouses uses would require consolidation of a minimum of two properties.

During the public consultation events there were discussions about which designation should apply where. Many participants did not support the townhouse locations proposed on the land use designation map (on Ninth Avenue, Ash Street) but felt that there were other locations that townhouses would be appropriate. There was also a lot of interest in building three or four unit townhouses developments (i.e. side-by-side triplexes and quadraplexes) on single properties throughout the Brow of the Hill, on both sites designated for ground oriented infill housing and on sites designated for townhouses. Some participants felt that the two designations (Ground Oriented Infill Housing and Townhouse) should be combined to allow greater flexibility.

If Council supports the direction of allowing greater flexibility staff proposes adding townhouses and rowhouses as a permitted uses to the “Residential – Ground Oriented Housing.” This would allow flexibility in areas with this designation, including Brow of the Hill and would be more in keeping with the current “(RBH) Residential – Brow of the Hill” designation. Staff also proposes that the designation for the south side of Sixth Avenue be changed from “Residential – Townhouse” to “Residential – Ground Oriented Infill Housing” so that this area has the same flexibility as the rest of the Brow of the Hill. This change would be in keeping with the feedback received during the public consultation.

All applications to building new housing form included in the “Residential - Ground Oriented Infill Housing” would require rezoning, including townhouses, if permitted. The site specific context, including the potential impact on heritage houses, would be received and evaluated in each application.

Staff would propose continuing to restrict the flexibility of the “Residential – Townhouse” designation to ensure that townhouses are constructed, rather than other uses. For example, the ground oriented infill uses (e.g. laneway/carriage house, triplex) may be more economically appealing than townhouses since lot consolidation is not required.

Question for Council: Do you support adding townhouse and rowhouse as permitted uses to the “Residential – Ground Oriented Infill Housing” designation?

2. Questions on “Residential – Townhouses Designation” City-wide

There were many robust discussions about the proposed “Residential – Townhouse” designation in virtually all neighbourhoods. Overall, the strong message received during the public consultation (both in person and online) was that more land should be designated “Residential – Townhouse.” Numerous areas were identified (e.g. along Eighth Avenue) where participants felt townhouses would be appropriate. Letters regarding changing the

designation of the south side of the 100 block of East Eighth Avenue from “Residential – Detached and Semi-Detached” to ‘Residential – Townhouse’ are included in **Appendix 6**.

One area where there was a strongly mixed response to townhouses was the 500 block of Fifth Street. The petition received in opposition to the townhouse designation is included in **Appendix 6**. Many owners on Fifth Street are opposed to the proposed “Residential – Townhouse” designation. Some of the concerns raised by owners were based on inaccurate information or were or were related to implementation issues (e.g. zoning) that are not regulated by the OCP and therefore beyond the scope of the OCP process. Their concerns that were related to the land use designation included:

- loss of privacy;
- an abrupt transition between uses and reduced quality of streetscape;
- the potential for additional traffic, and reduced pedestrian safety;
- loss of existing heritage; and
- pressure being put on residents to move out of their neighbourhood.

The concerns raised in the community meant that a high number of Fifth Street owners attended the Your Future City events. This gave owners an opportunity to talk to and ask questions of staff, and gave staff the opportunity to address some of the owner’s concerns. Many owners preferred the “Residential – Detached and Semi-Detached” designation. A small number of owners were okay with some townhouses integrated with single detached dwellings, rather than a whole block of Fifth Street being redeveloped. Some preferred the “Residential – Ground Oriented Infill Housing.” Some owners recommended that Eighth Avenue be designated “Residential – Townhouse” instead. Participants that live in the neighbourhood, but not on Fifth Street, thought Fifth Street was an appropriate location for townhouses due to the proximity to amenities and transit. People felt the large boulevard would make a good transition.

In order to ensure that townhouses are built, staff has proposed to be restrictive about what else is permitted on sites with this designation, in order to help ensure that building townhouses is economically viable option. For example, a laneway/carriage house would not be permitted on properties designated for townhouses. Permitting a laneway/carriage house would increase the unit density, property value and improvement value, reducing the viability of townhouses. Many people recognized that, regardless, it would take a long time for existing single detached dwelling properties to be redeveloped (due to the owner not wanting to sell, the existence of relatively new houses, or market constraints).

With these factors in mind, staff has proposed a small number of modifications to the map, as outlined in **Attachment 9**, which would result in more land being designated “Residential – Townhouse.”

Question for Council: Do you support changing the designation of the areas identified on the map in **Attachment 9** to “Residential – Townhouse”?

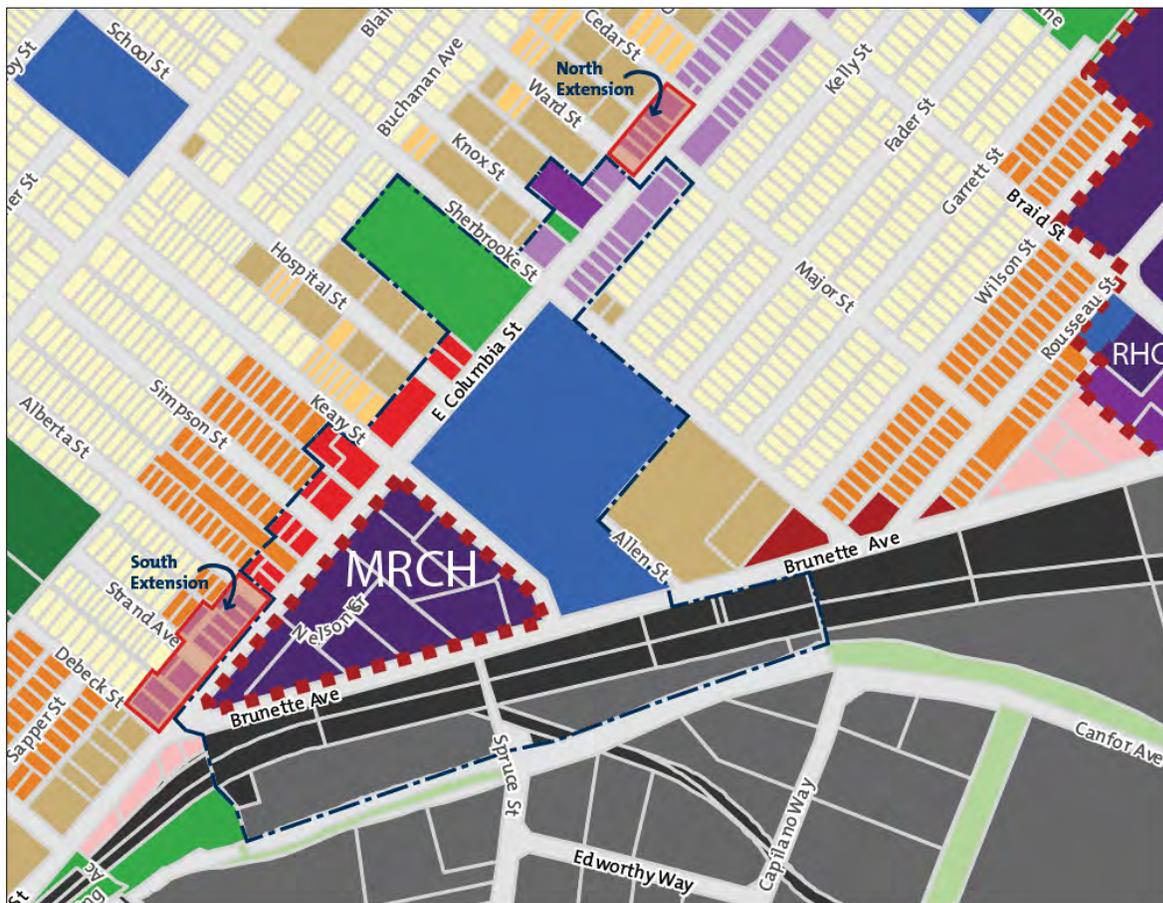
3. Questions on the Special Employment Area

The Regional Growth Strategy identifies special employment areas around hospitals or post-secondary institutions, which play a special role in the economic development of the city. The intent of a Special Employment Area is well aligned with the work being done on the Economic Health Care Cluster (IDEA Centre). Identifying a special employment area around the Royal Columbian Hospital would integrate the Economic Health Care Cluster work with the Official Community Plan, and help implement the outcomes of that work. Staff is continuing to work with the Mayor’s Economic Health Care Cluster Task Force to further explore how this tool can be used to implement ideas generated by the task force.

The Economic Health Care Cluster Neighbourhood and Business Development Subcommittee was consulted regarding the special employment area and the related portion of the land use designation map. Based on the feedback provided staff is proposing to extend the boundaries of the special employment area south to Debeck Street and north to Cedar Street (see map in **Figure 13**). This will result in additional properties designated “Mixed-Use – Mid-Rise” being included within the special employment area. The special employment area would specify that buildings within this designation will be limited to four stories (first floor commercial and three stories of residential), unless the building includes a floor of office in which case the total building height could be six stories (first floor commercial, a minimum of one floor office, a maximum of four stories of residential). This is intended to incentivise the development of more office space in close proximity to the hospital.

Staff will continue to explore incentives to encourage office development on the land designated “Commercial and Health Care.” For example, incentives could include permitting additional height when the context is appropriate and design guidelines for the area can still be achieved.

Question for Council: Do you support this direction?

Figure 13: Proposed Changes to Special Employment Area Boundary

SUMMARY OF QUESTIONS FOR COUNCIL

The following summarizes the questions on which staff is seeking direction from Council today.

1. Questions for Land Used in Brow of the Hill

a. Bent Court

Do you support the direction proposed by staff to create a new land use designation and development permit area that clarify and provide additional direction about how the Bent Court area could redevelop?

b. Sharpe Street

What should the Sharpe Street properties be designated: “Mixed Employment,” “Residential – Townhouse,” or “Residential – Multi-Unit Buildings”?

c. Uptown Local Centre Boundary and Increased Density

Do you support the direction proposed for adjusting the Uptown Local Centre boundary and increasing the density within the newly included area?

- d. Townhouses and Ground Oriented Infill Housing
Do you support adding townhouse and rowhouse as permitted uses to the “Residential – Ground Oriented Infill Housing” designation?

2. Questions on “Residential – Townhouses Designation” City-wide

Do you support changing the designation of the areas identified on the map in **Attachment 9** to “Residential – Townhouse”?

3. Questions on the Special Employment Area

Do you support extending the boundary of the special employment area and continued work by staff on identifying appropriate incentives for encouraging office development in order to support the implementation of the Economic Health Care Cluster?

NEXT STEPS

Based on the direction received from Council staff will be used to create the next draft of the land use designation map. The revised map will be incorporated into the first draft of the Official Community Plan (OCP) which will be presented to Council before going forward with public consultation. The proposed timeframe for the next steps are as follows:

- Present findings from 22nd Street SkyTrain Station to Council (November)
- Present draft OCP to Council (December)
- Public Consultation on draft OCP (December/January)
- Revisions based on feedback (February)
- Present revised OCP to the Advisory Planning Commission (February)
- Present revised OCP to Council for First and Second Reading (March)
- Public Hearing (March)
- Adoption of the OCP once referral process is complete (April)

Staff will also be bringing a report forward about the feedback received regarding the Infill Housing Design Guidelines.

INTERDEPARTMENTAL LIAISON

The OCP is being developed as a coordinated interdepartmental process, focused on creating a single, commonly-held vision that is supported by the community and understood by all potential audiences. Interdepartmental teams are involved with research and analysis, and will continue to be invited to contribute their insights and feedback.

OPTIONS

The following options are presented for Council's consideration:

1. That Council provide comment to staff regarding the draft land use designation map as outlined in "Feedback from Council" and "Summary of Questions for Council" sections of this report, which can be used by staff to create the next draft of the map.
2. That Council provide staff with alternative direction.

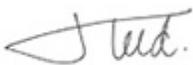
Staff recommends Option 1.

ATTACHMENTS

- Attachment 1: Our Future City Workshop Materials
- Attachment 2: Summary of Consultation Activities
- Attachment 3: Detailed Summary of Feedback Received
- Attachment 4: Raw Notes from Our Future City Events
- Attachment 5: Raw Notes from Online Survey
- Attachment 6: Written Feedback, Letters, Emails, Tweets and Petition
- Attachment 7: City Committee Feedback
- Attachment 8: Stakeholder Feedback
- Attachment 9: Maps for Council Feedback

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Approved for Presentation to Council



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