



## **REPORT**

### *Development Services*

**To:** Mayor Côté and Members of Council  
in Open Council Workshop

**Date:** 4/25/2016

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

**File:** 13.2525.20

**Item #:** 52/2016

**Subject:** **Official Community Plan Review – Summary of OUR CITY  
Community Conversation on Housing Process**

#### **RECOMMENDATION**

*THAT Council direct staff to begin an implementation strategy for laneway houses and carriage houses, and for rowhouses and townhouses; and*

*THAT Council provide comment to staff regarding suitable locations for the range of housing categories that can be used by staff to create the first draft of the Land Use Designation Map.*

#### **PURPOSE**

This report contains a summary of feedback received at OUR CITY Community Conversation on Housing Process held between November 2015 and February 2016. This report provides background information for the Council workshop at which staff will be seeking input that will be used in the next steps of the Official Community Plan review. In particular, staff will be seeking direction regarding which two infill housing forms staff should pursue an implementation strategy for. Staff will also be seeking comments from Council that will be used to inform the creation of first draft of the land use designation map.

## **BACKGROUND**

### **Process To Date**

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, policies. Year three will focus on the drafting of the Official Community Plan, including the land use plan.

At their October 5, 2015 meeting, Council received a report that outlined a proposed community consultation program for the Community Conversation on Housing. This round of consultation is the second major milestone in the extensive public engagement program, and is now complete.

### **Housing: The Focus of the OCP Update**

While the OUR CITY process is an extensive review that will update all policy areas and maps in the current OCP, a large focus of this review has been on identifying and achieving the community's housing needs to 2041.

The housing focus for the OCP update is meant to achieve two overarching goals: Goal 1) accommodate expected growth; Goal 2) increase housing choice – both of which are described below.

*Goal 1: Accommodate expected growth.*

To be in conformance with Metro Vancouver's Regional Growth Strategy the City must show how and where it can accommodate 102,000 residents, the population projected for 2041. The Regional Growth Strategy is, in part, about recognizing that people are coming to live in Metro Vancouver because it is an attractive place to live, work, play and learn. The Strategy is a shared commitment of member municipalities to make sure that growth goes in the right places (e.g. in mixed use areas well serviced by transit) and not in the wrong places (e.g. on agricultural land, conservation land or industrial land). New Westminster's share is 3.4% of the total growth projected for Metro Vancouver.

The City's own demographic forecast anticipates that the City could grow to close to 104,000 people by 2041. This means approximately 34,000 new residents (in approximately 16,500 new homes) and 700,000 square feet of new local-serving commercial businesses over the next 25 years.

**Image 1: Anticipated Citywide Growth**

	<b>2013</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>
<b>Total Population</b> (City Forecast)	68,280	79,061	92,098	103,871
<b>Total Housing Units</b> (City Forecast)	31,611	36,602	42,638	48,088

To guide the OCP work toward achieving this goal, staff is using the City's draft City Building Principles, which include:

- 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.

The existing OCP is largely aligned with these principles. A high level capacity analysis of the land use designation map in the existing OCP indicates that the forecasted growth can be accommodated in areas where growth is already anticipated (i.e. in nodes around SkyTrain stations, along corridors, Downtown, Uptown). The updated OCP would continue to reflect these expectations. This means that any new residential added outside those areas would have a different focus: increasing housing choice.

The OUR CITY process still needs to explore whether any refinements should be made to the expected growth areas. It is also an appropriate time to explore whether a revised plan for the area around the 22<sup>nd</sup> SkyTrain Station is needed.

*Goal 2: Increase housing choice.*

Single detached dwellings and apartment buildings make up more than 95% of the city's housing stock. This means there are limited housing options that are appropriate for people of all abilities, ages and family types, which means that people have to look outside New Westminster to meet their housing needs. Increasing housing choice will allow families to meet their changing needs, enable empty nesters and seniors to downsize and remain in familiar surroundings, facilitate settlement and integration by new immigrants and refugees, and retain youth and young professionals who are getting started in the housing market, which will contribute to intergenerational neighbourhoods.

**Image 2: Housing Mix**

<b>Dwelling Type (2011)</b>	<b>Units</b>	
Single Detached Dwellings (including suites)	8,450	(28 %)
Duplexes	115	(<1%)
Townhouse + Rowhouse	1,260	(4%)
Apartments (less than 5 storeys)	11,365	(37%)
Apartments (more than 5 storeys)	9,315	(30%)
Other	75	(<1%)
<b>TOTAL</b>	<b>30,580</b>	

The draft City Building Principles, including the following, will guide work to achieve this goal:

- Provide housing to meet the needs of different ages, incomes, family types and abilities.
- Locate some additional residents in single detached dwelling areas using form and character that maintain neighbourhood character.

Increasing housing choice 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 (e.g. laneway/carriage house, townhouse, rowhouse, triplex). Often, these kinds of forms are achieved through infill development in existing single detached dwelling neighbourhoods, either in the core for lower intensity forms (e.g. laneway/carriage house) or at the edge for higher intensity forms (e.g. townhouses, triplexes). Doing this in a way that maintains the overall character of each neighbourhood will be a key to success.

Increasing housing choice will be challenging to achieve and has been the focus of staff research. The preliminary findings of this work were summarized in a report presented to Council on October 5, 2015.

## **PROCESS: COMMUNITY CONVERSATION ON HOUSING**

### **Focus: Housing Choice**

The goal of the Community Conversation on Housing public engagement process was to obtain community feedback on the types and best locations for housing forms that could increase housing choice in the city. As a result, the conversation about where these forms could be located largely focused on the areas currently designated “RL – Residential Low Density.”

Since the existing OCP already addresses the question of where to accommodate growth, this public engagement process did not explore how to fulfill a target number of units or population towards meeting our Regional Growth Strategy expectations. As a result, the

engagement process did not focus on the majority of areas currently identified for medium or high density forms of housing which will likely have a similar land use designation in the new Official Community Plan (either because land use already matches, or it is an area identified above as appropriate for accommodating growth). The exception was the area around the 22<sup>nd</sup> Street SkyTrain Station.

### **Consultation Questions and Materials**

The Community Conversation explored two questions:

- 1) *What Housing Fits?* What is the level of community support for different ground oriented housing forms, and what do people like and do not like about each of the housing forms.
- 2) *Where Housing Goes?* Where in the city should (or should not) the different housing forms be located.

To facilitate this conversation, staff created the following materials:

- *Infill Housing Boards* used illustrations and words to highlight the key features, differences, pros and cons of each infill housing form. The infill forms were grouped into the following categories: Low Infill (laneway/carriage house, small lot single detached dwelling, small lot duplex), Moderate Infill (compact lot single detached dwelling, cluster houses, triplex, quadraplex), High Infill (rowhouse, townhouse).
- *Land Use Scenarios* imagined really low infill, really high infill, and medium infill approaches for each neighbourhood (based on residents' association boundaries). For Connaught Heights, the scenarios also included three approaches to increasing density around the 22<sup>nd</sup> Street SkyTrain Station. The purpose of the scenarios was not to select one preferred scenario, but to inform an engaged community conversation about different options. The scenarios allowed participants to discuss which parts of each scenario they liked and what ways they felt the scenarios should be modified. The scenarios were intended to generate discussion so that staff and Council had a good understanding to the community's preferences before creating the first draft of the land use plan. No scenarios were created for Queensborough or the Downtown, since both have recently adopted community plans. The scenarios were created by taking into account: the current Official Community Plan; outputs of the Neighbourhood Visioning Process. (held in February 2015, and summarized in a report to Council dated May 11, 2015); the draft City Building Principles; and, Metro Vancouver's Regional Growth Strategy.
- *Things to Think About* were boards intended to get people thinking about some of the implementation questions that will need to be answered if the City chooses to support any of the infill housing forms being discussed. For example, on-site parking, open space and trees, and front yard setbacks compete for the outdoor areas of a parcel, and

it is difficult for infill housing to achieve all three since they are competing for limited space. Staff wanted to understand what the community felt should be the highest priority. This question, and other questions related to implementation, will be further explored in a future step of the Official Community Plan process.

All of the materials used for the Community Conversation on Housing are included in **Attachment 1**.

### **Consultation Activities**

The OUR CITY Community Conversation on Housing included a range of opportunities to provide input between November 2015 and February 2016. A summary of these is included below, with full details included in **Attachment 2**.

#### *Workshop*

This was a full day kick-off workshop at the Anvil Centre that was attended by over 160 people. The agenda included guest speakers (Gwyn Symmons, co-founder and Principle of CitySpaces; Jake Fry, Principle and Founder of Smallworks; and Michael Epp, City Planner with the City of North Vancouver). Staff facilitated small-group working sessions on the questions and materials, and each group reported out on their key feedback. The raw notes from the day are included in **Attachment 3**.

**Image 3: A Community Conversation on Housing Workshop**



#### *Traveling Open House*

This was a series of open houses over the remainder of November, covering the same questions and materials on boards arranged in stations. Participants asked questions of staff, used post-it notes to add comments to the boards, used work stations to review individual sized copies of

**Image 4: Traveling Open House**



the material and write out their comments to submit in a feedback box. Six open houses were held across the city at different times of day and on different days of the week. Overall, approximately 175 people attended. The raw notes from these events are included in **Attachment 4**.

### *Online Survey*

After the completion of the traveling workshops an online survey, featuring the same material, was launched. A paper copy of the materials was also available. A copy of the survey and the raw notes from the survey are included in **Attachment 5**. The survey was posted from December 1, 2015 to February 21, 2016. In total, 1,205 people provided feedback through the survey. Demographic questions (designed to protect privacy) included as part of the survey revealed:

- Respondents 19 years or younger and 66 or older were underrepresented;
- Respondents 20 to 65 years were generally well represented;
- Renters were underrepresented and owners were overrepresented;
- All neighbourhoods were generally well represented, except: Brow of the Hill (underrepresented), and Queen's Park (slightly overrepresented).

### *Drop-In Workshops*

Given the strong interest in the community to be part of the Community Conversation on Housing, an additional three workshop events were added in locations across the city, prior to concluding this round of consultation. The events covered the questions and all the same materials in short, facilitated group sessions. Participants rotated through as many topics as they chose, asked questions of staff stationed at information boards, used post-it notes to add comments to the boards, and used work stations to review individual sized copies of the material and write out their comments to submit in a feedback box. A food truck was available at each event with participants receiving a discount. Child minding was also available. Overall approximately 410 people attended. The raw notes from the drop-in workshops are included in **Attachment 6**.

**Image 5: Your Future Neighbourhood Drop-In Workshop**



*Invited Meetings*

Staff received a number of invitations to present materials or host workshops for groups. Many of these invitations came from Residents' Associations, and staff presented to: Moody Park (approximately 100 people in attendance); Queens Park (approx. 70 people), Brow of the Hill (approx. 15 people); and Glenbrooke North (approx. 15 people). The Planning staff representative on each Residents' Association also promoted the process and upcoming events, as appropriate. Staff was also invited to hold a workshop at the River Market. Approximately 50 people attended. The raw notes from these events are included in **Attachment 7**. Staff also made themselves available to meet with people at City Hall who wanted to ask questions or talk about their concerns or ideas.

*Letters and Email Feedback*

A number of letters and emails with additional feedback were received throughout the Community Conversation on Housing process. The additional feedback received is included in **Attachment 8**. The comments from all letter and email feedback has been incorporated into the overall feedback received through the process. This additional feedback included:

- A petition was received from 40 households in the area bounded by Blair Avenue, East Eighth Avenue, East Columbia Street and Sherbrooke Street that express concern for the density being allocated to their area but also to the neighbourhood at large, especially given the amount of development taking place. They request that the area remain Status Quo and retain its existing zoning.
- A petition from 242 households in Lower Sapperton (bounded by Kelly Street, Hume Park, Rousseau Street and Sherbrooke Street) that requests the area retains its existing Single Detached Dwelling Districts (RS-1) zoning.
- The outcomes from public engagement events held independently by the Moody Park Residents' Association.

Overall, the Community Conversation on Housing consultation activities are considered to have been a success. In total, approximately 2,220 people participated in the City's events, survey (respondents), and meetings attended by staff. In addition, facilitated conversations with staff generally seemed to provide community members with a good understanding of the issues, and a greater level of comfort with future change. The facilitated events gathered a large amount of detailed feedback, answered participants' questions, and allowed community members to hear what each other thought of the infill housing forms and scenarios.

## **Role of the Advisory Group**

In addition to promoting all of the events during this round of consultation, the Advisory Group played an active role in the initial workshop on November 7. There were Advisory Group members at every table to help facilitate the discussion and help record the comments made by participants. They were also asked to submit their thoughts on the key messages from the workshop once they had reflected on the overall day.

## **Advertising**

The City events and survey were generally advertised through:

- Advertisements in the local paper,
- Advertisements in City Page,
- Emails to the OUR CITY mail list, Residents' Associations, and City committees,
- The City's Facebook page and Twitter account,
- The City website (home page, project webpage)
- Posters at City Hall and other City facilities
- Advisory Group members

In addition:

- City billboard advertised the workshop and the survey,
- Ad in the Clarion for the Traveling Open House,
- Targeted Facebook ad for the survey,
- Postcards invitations to the Your Future Neighbourhood Drop-in Workshop delivered to all New Westminster homes (via Canada Post and, in some cases, by hand by City staff, and through elementary schools),
- Media coverage and blog posts also helped promote and draw more people to the meetings and survey.

## **ANALYSIS**

The consultation activities gathered a large amount of detailed feedback, which will be used to inform drafting of the OCP and the land use designation map. This section provides a summary and general analysis of the feedback, organized as follows:

1. What We Heard: What Housing Fits?
  - 1.1. Feedback On Goal (1) Increase Housing Choice
  - 1.2. Summary of Feedback on Housing Forms
  - 1.3. Low Infill Housing Forms (laneway/carriage house, small lot SDD, small lot duplex)
  - 1.4. Moderate Infill Housing Forms (compact lot SDD, cluster house, triplex, quadraplex)
  - 1.5. High Infill Housing Forms (rowhouse, townhouse)
2. What We Heard: Where Housing Goes?
  - 2.1. Summary of Feedback on Neighbourhood Scenarios
  - 2.2. Brow of the Hill
  - 2.3. Connaught Heights
  - 2.4. Glenbrooke North
  - 2.5. Queens Park
  - 2.6. Massey Victory Heights
  - 2.7. McBride Sapperton
  - 2.8. Moody Park
  - 2.9. West End
3. What We Heard: Feedback On Goal (2) Accommodate Expected Growth
  - 3.1. Need for Growth
  - 3.2. Keeping Up With Growth
4. What We Heard: General Comments
  - 4.1. Land Use Designation vs. Rezoning
  - 4.2. Size and Use of Existing Homes

## **1) What We Heard: What Housing Fits?**

The event materials included in **Attachment 1** provide a summary describing each housing form.

### **1.1 Feedback On Goal (1) Increase Housing Choice**

Participants provided feedback on the principle of Achieving Housing Choice, which is summarized below:

#### Comments of Support

- *Plans for the aging population by increasing senior friendly housing options*: Many residents thinking about selling their homes and downsizing want to stay in the neighbourhood cannot find options that work for them (e.g. one level, ground oriented unit with a garden).
- *Provides family friendly housing options*: Increasing options for families was a high priority for young families, but also for parents who want their children (and grandchildren) to live close by, although others questioned the suitability of infill housing forms for families.
- *Allows people to stay central*: Many young couples and young families realize that owning a single detached dwelling may never be an option, especially if they want to live in a central location in Metro Vancouver. Expectations are changing and people are willing to live in smaller houses in order to stay central.
- *Increases affordability*: The need for relatively more affordable housing was a common reason for support of infill forms, e.g. forms that allow for strata ownership. Others would like the City to do more to plan for low income households, such as explore creative ideas for finding affordable housing sites, and create affordable rental housing.
- *Creates social interaction opportunities*: Some participants preferred the infill housing forms to high rises since there is a greater level of social interaction and a stronger sense of community in lower density housing forms.
- *Contributes to neighbourhood diversity*: For some, allowing a variety of forms would be more appealing and would avoid monotonous blocks.

#### Comments with Concerns

- *Increases rental units*: A large number of concerns were raised about the perceived negative impact rental properties have on a neighbourhood. Many people feel that people who rent are transient and that rental properties will not be maintained.
- *Increases strata ownership*: Many raised concerns about strata ownership, feeling that it requires positive relationship between owners, there's a lack of owners control over maintenance costs, and that the units are likely to be rented.

- *Results in negative property value implications*: Residents were concerned about the impact the new OCP would make their property values. There is a wide mix of concerns regarding value going down, staying the same, or going up. Related to this, a number of people felt that affordable housing options exist elsewhere in Metro Vancouver and that it is not the City's duty to solve the affordability problem in New Westminster where people have worked very hard to own their homes.
- *Could cause reduction in single detached dwellings*: Residents were concerned that allowing infill housing forms would cause a significant reduction in the amount of single detached dwellings available in the city. Many participants expressed the importance of traditional single detached dwellings continuing to be a housing choice in New Westminster as many people still want it.
- *Could cause loss of heritage assets*: There is a lot of value in the city's existing homes. If the City allows infill housing, infill forms that allow for existing homes to be kept should be prioritized. This helps protect the City's older homes and is sustainable (e.g. continued use of an existing structure, less building waste). Many people felt there should be incentives to enter into formal heritage protection. Participants also wanted the City to look into the ability to convert existing homes into multiple unit and to look at new home warranty triggers.

## 1.2 Summary of Feedback on Housing Forms

For each of the housing forms participants at the in person events were asked: Do You Support This Form? People could indicate: "Yes"; "Maybe, in the right context"; "No, thank you". Some of the feedback received could also be quantified. For example, comments that indicated clear support were considered a "Yes".

Due to the structure of the program, the online survey asked a slightly different question. For each of the housing forms participants were asked: Do You Support This Form? In this case people could indicate: "strongly like", "like", "neutral", "dislike", "strongly dislike". The biggest difference was the option to pick "neutral" instead of "maybe, in the right context". A lower proportion of participants chose "neutral" than chose "maybe".

For all of the infill housing forms the proportion of responses (i.e. the percentage of the responses received regarding that individual form) in support (i.e. yes, like, strongly like) was greater than the proportion of responses in opposition (e.g. no, dislike, strongly dislike). Of all the housing forms the highest support was for the laneway/carriage house form. A laneway house is a detached rental unit at the rear of an existing single detached lot with a lane. A carriage house is a detached rental unit at the rear of a single detached dwelling, but is on a lot which does not have a lane. A total of 66% of all those that provided feedback were in support of laneway/carriage house. It is worth noting that far more comments were received about this form than any other form. As a result, laneway/carriage house also received the highest amount of support based on the total number of replies received.

Townhouses (56.8%) and rowhouses (56.3%) received the second and third highest proportion of support.

These three forms also had the lowest proportion of comments in opposition (8% opposition for laneway/carriage house, 9% each for townhouses and rowhouses).

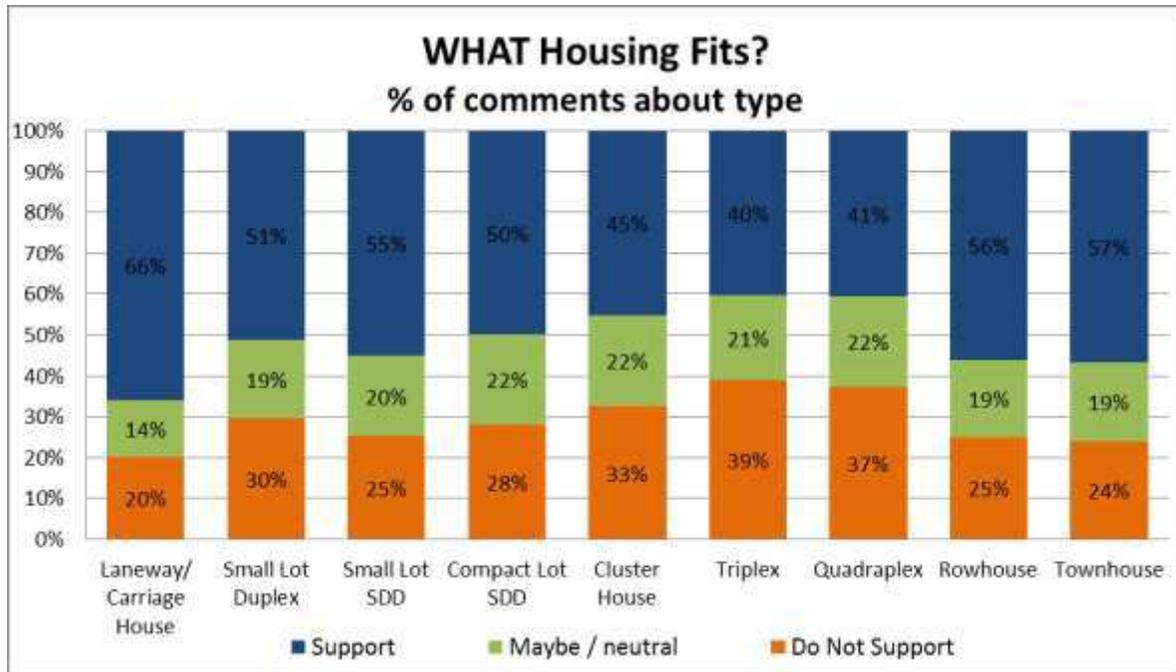
The form with the highest proportion of comments in opposition was triplexes (39%). The forms with the second and third highest proportion of comments in opposition were quadraplex (37%) and cluster house (33%). These three forms also had the lowest proportion of comments in support; however, the proportion of replies in support was still greater than the proportion of replies against (40% support for triplexes, 40% for quadraplexes, and 45% for cluster house).

In addition to the housing forms identified, some participants also suggested that the City should explore micro-homes and co-operatives (a form of not-for profit ownership, usually subsidized).

**Image 6: Level of Support Based on Total Replies Received For All Housing Forms (Online Survey)**

Highest Support				
	Type	All	Consult Events	Online Survey
1	Laneway / Carriage house	<b>66.1%</b>	65.2%	66.2%
2	Townhouse	<b>56.8%</b>	55.1%	56.9%
3	Rowhouse	<b>56.3%</b>	66.7%	55.5%
4	Small Lot SDD	<b>55.3%</b>	59.4%	54.9%
5	Small lot Duplex	<b>51.2%</b>	58.8%	50.4%
6	Compact lot SDD	<b>49.6%</b>	54.4%	49.1%
7	Cluster House	<b>45.2%</b>	56.3%	44.1%
8	Quadraplex	<b>40.6%</b>	50.0%	39.8%
9	Triplex	<b>40.2%</b>	58.7%	38.6%

Least Support				
	Type	All	Consult Events	Online Survey
1	Triplex	<b>39%</b>	21%	40%
2	Quadraplex	<b>37%</b>	14%	39%
3	Cluster House	<b>33%</b>	9%	35%
3	Small lot Duplex	<b>30%</b>	15%	31%
5	Compact lot SDD	<b>28%</b>	14%	29%
6	Small lot SDD	<b>25%</b>	13%	27%
7	Rowhouse	<b>25%</b>	9%	26%
8	Townhouse	<b>24%</b>	9%	25%
9	Laneway / Carriage house	<b>20%</b>	8%	22%



**NOTES:** SDD = Single Detached Dwelling  
 Support = “Strongly Like” or “Like” on the online survey. “Yes!” at the in person events.  
 Maybe/Neutral = “Neutral” on the online survey. “Maybe, in the right context” at the in person events.  
 Do Not Support = “Strongly Dislike” or “Dislike” on the online survey. “No, thank you” at the in person events.

**Attachment 9** includes the results separated by in person and online feedback. In both cases, in person and online, there was also an open ended question that allowed participants to provide extra detail regarding what they feel it takes to make the form work (e.g. the number of parking stalls), and themes related to implementation emerged. This feedback will be used when it comes time to implement infill housing forms since it identifies what issues or opportunities need to be addressed by the regulations or design guidelines established.

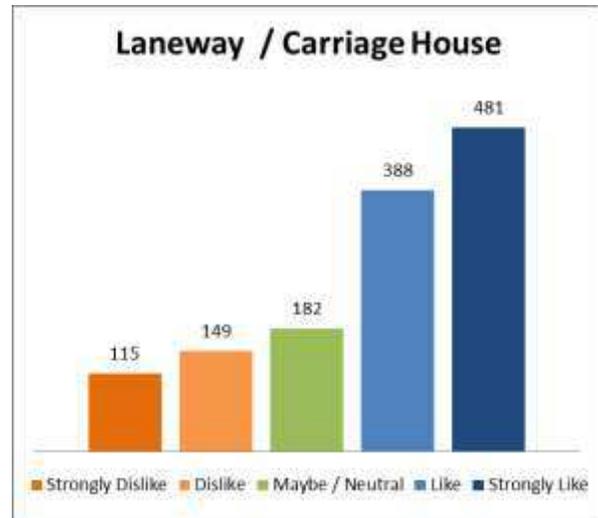
## 1.3 Low Infill Housing Forms

### 1.3.a) Laneway and Carriage House

A laneway house is a detached rental unit at the rear of an existing single detached lot with a lane. A carriage house is a detached rental unit at the rear of a single detached dwelling, but is on a lot which does not have a lane.

There was strong support for laneway houses. A total of 66.1% of participants that provided feedback on this housing form either liked or strongly liked it. Another 27% of event participants said “Maybe, in the right context”. More comments were received about laneway and carriage houses than any other form.

Image 7: Level of Support (Consultation Events and Online Survey)



In addition to the general comments summarized above, the most frequent comments regarding laneway and carriage housing were:

- Explore how to implement this housing form in a way that allows, or incentivises, the existing home to be kept, especially if the home has heritage merit.
- Design needs to be right. The dwelling should fit within the context of the neighbourhood (building size and design) and not adversely impact the neighbouring back yard (e.g. privacy, shading).
- The design, quality and width of the lane are important (e.g. some lanes may be too narrow to be appropriate for laneway houses). Many felt this would be an opportunity to improve the design of lanes. Some felt it would improve safety to have more people using the lane others felt this would decrease safety. Concerns about user conflict (cars and pedestrians).
- Allowing this form would increase the flexibility for how people use their property and ensure there is more opportunity for them to use the property in a way that works for them and their family (in some case, as an alternative to moving).
- There was a mix of opinions about whether secondary suites in addition to a laneway/carriage house should be permitted. While most people did not comment on this element, some people expressed support and others felt it should be one or the other laneway/carriage house OR suite).
- A number of people felt that there should be more flexibility regarding tenure (e.g. people should be able to sell the unit).
- Better alternative than other housing forms, including high rises.
- Concern about the total number of units that could be built. A few on a block may work, but redeveloping the whole block would be too much of a change.

- The reasons for not supporting these forms were: too much density, higher demand on parks due to a lack of backyard, parking needs would be higher than can be accommodated, site coverage would be too high (buildings and paving for driveway etc.), inefficient way of accommodating density.

Staff Comments: Allowing both a laneway/carriage house and secondary suite is a pragmatic approach that acknowledges the high number of secondary suites that already exist and the challenges with enforcing the removal of suites. Appropriate design guidelines and regulations (e.g. useable open space, parking) would be created with the assumption that both units exist before this new form is permitted.

### 1.3.b) Small Lot Single Detached Dwellings

A small lot single detached dwelling is a single building with a secondary suite on a lot that is as small as 4,000 square feet.

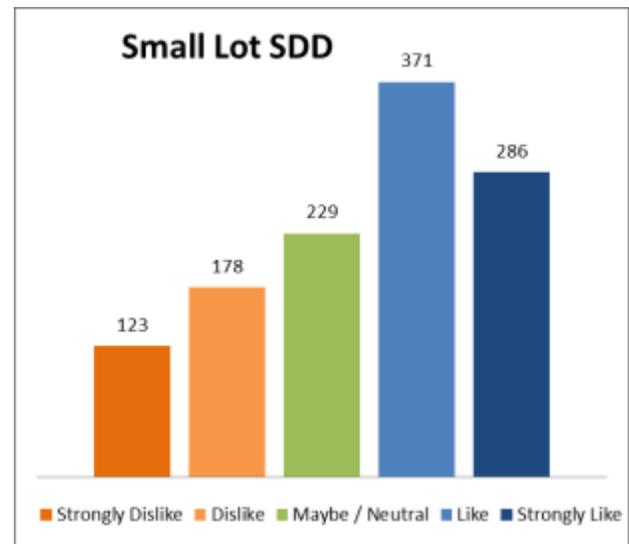
There was support for Small Lot Single Detached Dwellings. A total of 55.3% of all participants were in favour of this housing form. Another 28% of event participants said “Maybe, in the right context”.

In addition to the general comments summarized above, the most frequent comments regarding small lot single detached dwellings were:

- Like the fact that the use is still free-hold, single *detached* dwellings.
- Design guidelines should look at the building size and the space between houses.
- Only okay if this does not allow or incentivise demolitions, especially of older buildings.
- Preferable to other forms, including current monster homes.
- Concern about the impact of this form on land price.
- Lanes should be required, especially for narrow lots.
- Permanently alters the lot.
- Does not accommodate enough new density, given the number of lots likely to be eligible
- Allowing subdivision changes the streetscape and the pattern of buildings.

Staff Comments: This form, which is created by subdividing large existing properties, performs better economically than all other infill housing forms. As a result, allowing this form could limit the overall housing diversity achieved. The limiting factor is the minimum lot size required and the relatively small number of lots in the city that are large enough to be

Image 8: Level of Support (Consultation Events and Online Survey)



subdivided. Many of the larger lots are concentrated in specific areas (e.g. Queens Park) so the opportunity and impact on different neighbourhoods would have to be taken into account. Clear policy should be established regarding the context in which this housing form is appropriate.

### 1.3.c) Small Lot Duplex

A small lot duplex is a single building which is divided into two units on a smaller lot than is currently permitted (6,000 square feet).

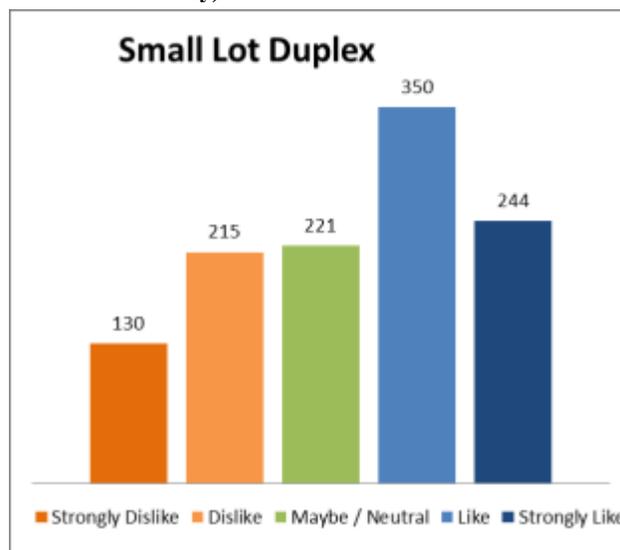
There was support for Small Lot Duplexes. A total of 51.2% of all participants were in favour of this housing form. Another 26% of even participants said “Maybe, in the right context”.

In addition to the general comments summarized above, the most frequent comments regarding small lot duplexed were:

- Good option because side yards are a waste of space.
- Design guidelines should be in place.
- Front/back and up/down options are more favourable than side by side option. Up/down units would allow for a unit with no stairs, which is appealing for seniors or people with mobility challenges.
- Consider whether suites should be allowed in duplexes. This would increase affordability.

Staff Comment: This form of housing can be integrated into a single family neighbourhood without significant impact on the character while still adding a new ownership option. Purchasing a strata unit which is half of duplex would be relatively more affordable than a single family house. The building size, and other existing duplex regulations in the Zoning Bylaw, would need to be reviewed before allowing this form.

Image 9: Level of Support (Consultation Events and Online Survey)



## 1.4. Moderate Infill Housing Forms

### 1.4.a) Compact Lot Single Detached Dwelling

A compact lot single detached dwelling is a single residential units developed on lots ranging from 2,300 to 3,000 square feet. Secondary suites are not permitted in these buildings.

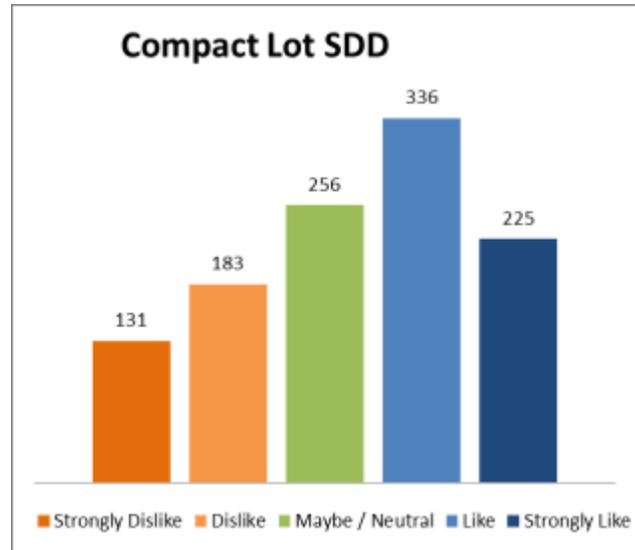
There was support for compact lot single detached dwellings. A total of 49.6% of all participants were in favour of this housing form. Another 32% of event participants said “Maybe, in the right context”.

In addition to the general comments summarized above, the most frequent comments regarding compact lot single detached dwellings were:

- Like the fact that the use is still free-hold, single *detached* dwellings. The smaller size makes it easier for families to buy.
- Design guidelines look at the building size, length, appropriate building width, the space between houses, and how to make the two buildings unique.
- Allow suites, otherwise the subdivision does not result in an increase in the number of units. Suites would help with affordability.
- Most people felt that a lane should be a requirement but others felt that a parking in the front yard (or accessed from the front yard) would also be appropriate.
- Only support this form if it can be done as part of a Heritage Revitalization Agreement.
- Skinny houses on small lots are not attractive and would make the neighbourhood feel crowded and have too big of an impact on the streetscape.

Staff Comments: This form, which is created by subdividing large existing properties, performs better economically than all other infill housing forms. As a result, allowing this form could limit the overall housing diversity achieved. The smaller minimum lot size would mean a significantly higher number of properties could be eligible. Clear policy should be established regarding the context in which this is appropriate. Suites are currently not allowed in this form because the size of the principle unit is relatively small.

Image 10: Level of Support (Consultation Events and Online Survey)



1.4.b) Cluster House

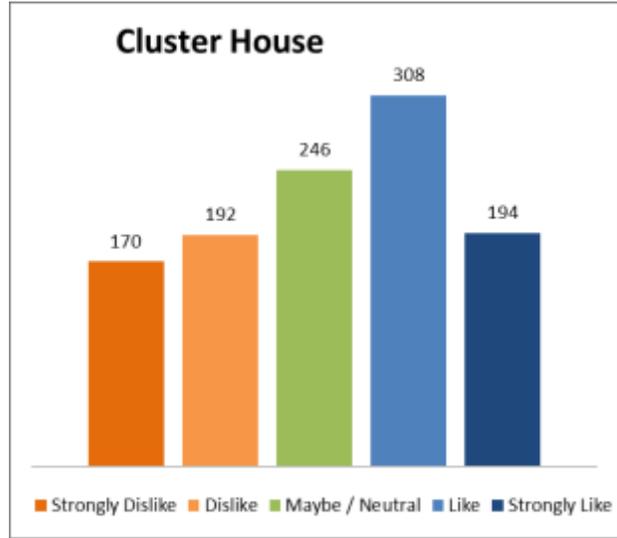
Cluster houses are a group of houses which has two homes at the front facing the street, and two homes in behind using a panhandle lot arrangement and a shared driveway. All the houses are on their own freehold lot.

There was support for cluster houses. A total of 45.2% of all participants were in favour of this housing form. Another 35% of event participants said “Maybe, in the right context”.

In addition to the general comments summarized above, the most frequent comments regarding compact lot single detached dwellings were:

- Design of the driveway is especially important. Could have a car centric look or could be designed as a flex space. The yards need to be usable.
- Like the fact that the use is still free-hold, single *detached* dwellings. The smaller size makes it easier for families to buy.
- Could build community because of the opportunity to have a strong relationship with neighbours. Could be very family friendly, which makes the form supportable.
- Maintenance could become an issue if neighbours do not get along.
- Like the independence from a strata.
- Only on large lots, if there are any in New Westminster.
- Too much density and too big of an impact on the streetscape, especially if the front yard setback must be reduced or must be used as outdoor space.

Image 11: Level of Support (Consultation Events and Online Survey)

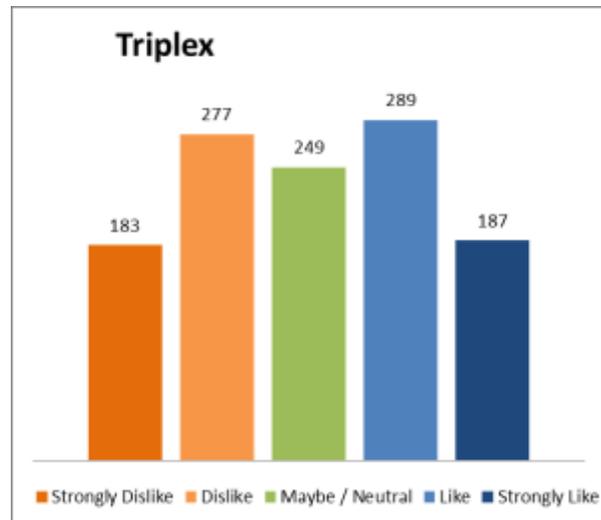


1.4.c) Triplex

A triplex is three units either in a single building or in two or three separate buildings. It is likely that the units would be stratified.

There was some support for triplexes. A total of 40.2% of all participants were in favour of this housing form. Another 21% of event participants said “Maybe, in the right context”. However, this is also the form that received the strongest opposition.

Image 12: Level of Support (Consultation Events and Online Survey)



In addition to the general comments summarized above, the most frequent comments regarding triplexes were:

- Design guidelines should explore the appropriate building size and height. Keep in line with the look of existing homes and neighbourhood character.
- Good option for families.
- Explore the opportunity of converting houses into three units.
- Concern that the units will be rented.
- Do not like strata ownership.
- Too crowded and adds too much density to neighbourhoods.
- Allowing the units to be detached (in three different buildings) is only appropriate if there is a lane

#### 1.4.d) Quadraplex

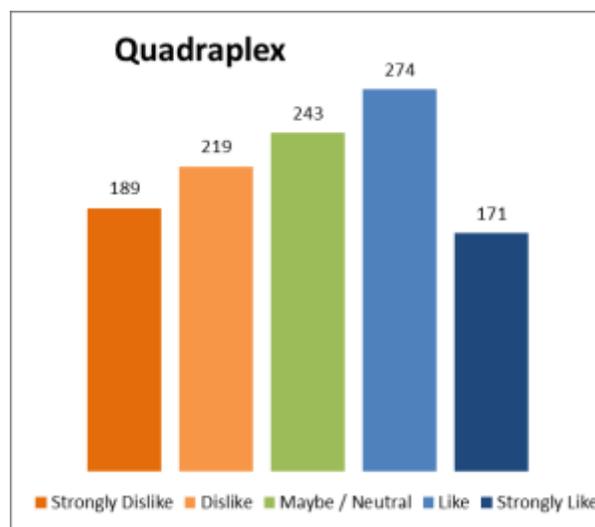
A quadraplex is four units either in a single building or in separate buildings which is most likely to be stratified to allow multiple owners.

There was some support for quadraplexes. A total of 40.6% of all participants were in favour of this housing form. Another 36% of event participants said “Maybe, in the right context”. However, this was also the form that received the second strongest proportion of opposition.

In addition to the general comments summarized above, the most frequent comments regarding quadraplex were:

- Design guidelines should explore the appropriate building size, usable open space, and how to blend with existing streetscape.
- Minimum lot size will be important.
- Concern the units would become rental.
- Might work best on corner lots.
- Do not like strata ownership.
- The four side by side units on a corner lot was the most popular scenario. Mixed opinions on the other options. The attached option (i.e. four units in one building) means a bigger building but means more green space. The detached option (i.e. four units in four buildings) is a less efficient use of space but could allow for more air and light on the property.
- Too dense, too crowded and too much impact on character.

Image 13: Level of Support (Consultation Events and Online Survey)



Staff Comment: This housing form would require a large minimum lot size which limits the number of properties that could be eligible. It is unlikely that two properties would be assembled in order to build this form. It would not be economically feasible to replace four units on two separate lots (two single detached dwellings and two secondary suites) with four units on one lot.

## 1.5 High Infill Housing Forms

### 1.5a) Rowhouse

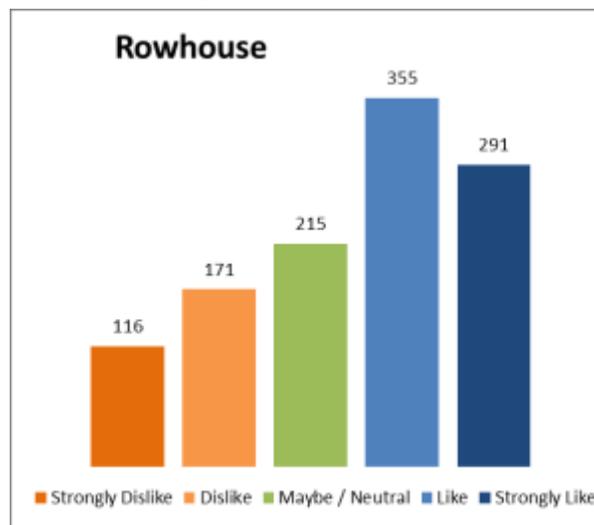
Rowhouses are residential units without side yard setbacks and which share a common wall with a unit on a least one side. They can be developed as freehold lots, meaning that each unit is on its own lot.

There was strong support for rowhouses. A total of 56.3% of all participants were in favour of this housing form. Another 25% of event participants said “Maybe, in the right context”.

In addition to the general comments summarized above, the most frequent comments regarding rowhouses were:

- Like fee-simple ownership.
- Great option for families.
- Units are too narrow and have too many stairs which is bad for seniors and families.
- Could be a way to add density that is in keeping with neighbourhood character.
- Small projects, with a small number of units, would be preferable.
- Design guidelines should explore garage and storage space, front yard setback, privacy, open space and light.
- Units in the centre would not be livable.
- Like that no one is living above you.
- Too much density and too much crowding for single detached dwelling neighbourhoods. There may be some context specific areas where this works, such as on vacant sites, on edges of neighbourhoods, near amenities, or when replacing low rise apartments.

Image 14: Level of Support (Consultation Events and Online Survey)

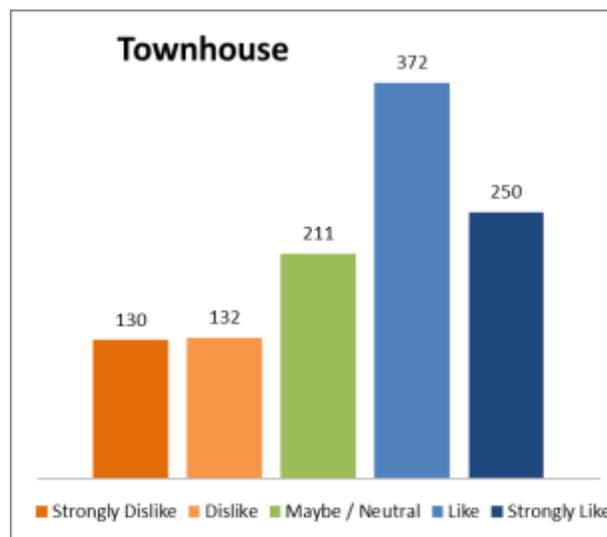


### 1.5.b) Townhouse

Ground oriented dwelling units which include individual exterior entrances, a private outdoor space, usually consist of units which are multiple levels and are typically larger than the average apartment unit. The development is likely to be stratified to allow multiple owners.

There was strong support for townhouses. A total of 56.3% of all participants were in favour of this housing form. Another 36% of event participants said “Maybe, in the right context”.

**Image 15: Level of Support (Consultation Events and Online Survey)**



In addition to the general comments summarized above, the most frequent comments regarding townhouses were:

- This housing form is sorely lacking in Metro Vancouver. Consider incentives to make sure this form gets built.
- Common space can encourage community building.
- Good option for people that do not want fee-simple ownership.
- Units are too narrow and have too many stairs which is bad for seniors and families.
- Design guidelines should explore how to match neighbourhood context, usable open space,
- Units in the centre would not be livable.
- Too much density and too much crowding for single detached dwelling neighbourhoods. There may be some context specific areas where this works, such as on vacant sites, on edges of neighbourhoods, near amenities, or when replacing low rise apartments.
- Small projects, with a small number of units, would be preferable.
- Great option for families, if the costs of units are reasonably affordable.
- Underground parking would look nicer and be more secure.
- Need this form without age restrictions.
- Stratas are not an attractive option. The units may be rented and these developments may not be well maintained.

## 2) What We Heard: Where Housing Goes

### 2.1 Summary of Feedback On Neighbourhood Scenarios

#### 2.1.a) General Feedback

Staff heard many great stories about the neighbourhoods in New Westminster. People are passionate about their neighbourhoods and love living here. Participants told stories about block parties, caroling at Christmas, relationships that have lasted decades, and the care and dedication put into renovating forever homes. Many participants were concerned that the change being discussed could negatively impact these things, and commented that the City should be careful about how infill housing is implemented. Themes that emerged were:

- *Dislike of a scenario can mean different things:* For example, people who indicated dislike for scenario one could have very different reasons. Some disliked the scenario because they wanted less change than it proposed. Others disliked it because they wanted more change either due to the need for housing or because they felt the plan should be more ambitious given its 25 year time horizon.
- *Housing form support may not translate to scenario support:* Some people wanted to clarify that their support for a housing form (e.g. townhouses) should not be interpreted to mean they were in favour of replacing the single detached dwellings in their neighbourhood with these housing forms.
- *Neighbourhood specific approach:* Strong desire for a neighbourhood specific approach that reflects and respects the neighbourhood character. Many also concerned with equity and wanted to make sure the every neighbourhood was treated the same (e.g. no neighbourhood is expected to take a larger proportion of infill relative to other neighbourhoods).
- *Slow pace of change:* People like where they live and want the character of established neighbourhoods to be respected and to slowly evolve over time. This might still mean allowing some infill but the number and design of projects would need to be appropriate. Many people were concerned that by allowing infill housing in single detached dwelling areas of neighbourhoods, developers will quickly begin to build resulting in a fast change in the character of the neighbourhood and making current owners feel like they have to sell.
- *Implementation strategy will be key:* The general themes listed in “What Housing Fits” and the feedback related to implementation (**Attachment 9**) were also strong messages in each of the neighbourhood specific discussions. For example, residents in every neighbourhood were concerned about traffic, parking, greenspace, infrastructure, and how they would be impacted by infill and change in their neighbourhood.

### *2.1.b) Summary of Scenario Support*

Generally, the goal of reviewing the scenarios with the public was to determine which parts of each scenario people felt would or would not work in their neighbourhood, not to “vote” on which scenario should be chosen for each neighbourhood. The in person discussions and online survey were designed to gather detailed feedback about the various parts of each of the maps. This feedback will be used to create a refined land use designation map for Council and the public to review that integrates the preferred parts of all three scenarios. An analysis of which scenario was generally preferred by each neighbourhood will help staff and Council determine what approach to take where the detailed in person and survey feedback is strongly mixed.

To report the survey scenario feedback on a neighbourhood specific basis, the responses to the question about level of support (using a rating scale of one to five stars) and the question about in which neighbourhood the respondent lives were cross-analysed. The conversations with the community were also structured to make it possible to analyse the feedback by neighbourhood. This analysis of the in person and online survey results may be summarised as follows:

#### Scenario One

- Based on the survey, scenario one was in the middle in terms of preference (24-47% liked [four or five stars], 33-67% disliked [one or two stars]). Of all neighbourhoods, West End had highest support for scenario one, followed by Queen’s Park and Massey Victory Heights. Brow of the Hill and Moody Park had lowest support for scenario one.
- **Massey Victory Heights** (based on in person and survey results) preferred scenario one, but also leaned toward scenario two, not scenario three.
- **Queen’s Park** (based on in person and survey results) preferred scenario one, but there was some willingness to move toward scenario two if there was also the ability to protect heritage strongly.
- **West End** (based on in person and survey results) preferred scenario one, but also leaned toward scenario two, and had split support/not support for scenario three.

#### Scenario Two

- Based on the survey, scenario two was the most liked. Between 30-55% of survey responses for each neighbourhood were in support. Scenario two was also the least disliked. Between 18-61% of responses from different neighbourhoods did not like the scenario. Of all neighbourhoods, Brow of the Hill had the highest support for scenario two, and Queen’s Park had lowest support.
- **McBride Sapperton** (based on in person and survey results) preferred scenario two, but also leaned toward scenario one, not scenario three.
- **Glenbrooke North** (based on in person and survey results) preferred scenario two, but also leaned toward scenario one, not scenario three.

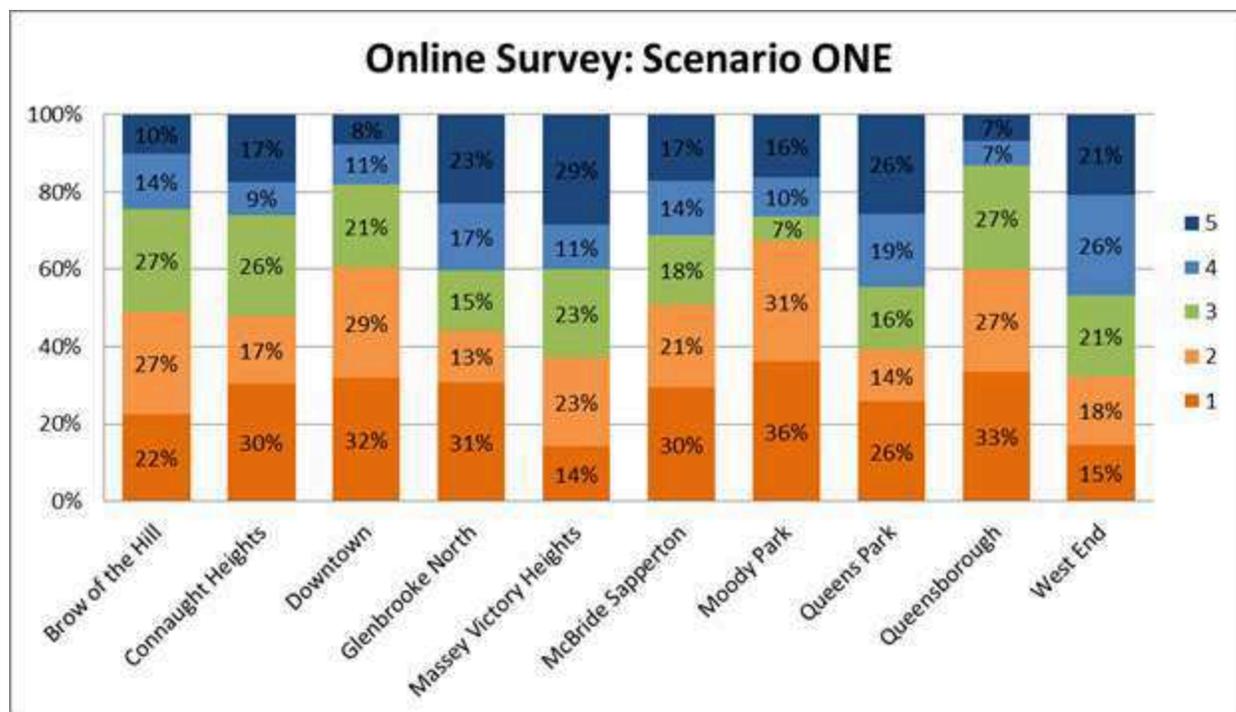
- **Moody Park** (based on in person and survey results) slightly preferred scenario two, but also had split support/not support for scenarios one and three.
- **Connaught Heights** (based on in person and survey results) preferred scenario two, but also had split support/not support for scenarios one and three. Scenario one was considered not forward thinking enough, but there was concern about how ambitious scenario three was.
- **Brow of the Hill** (based on in person and survey results) preferred scenario two, but also leaned toward scenario three.

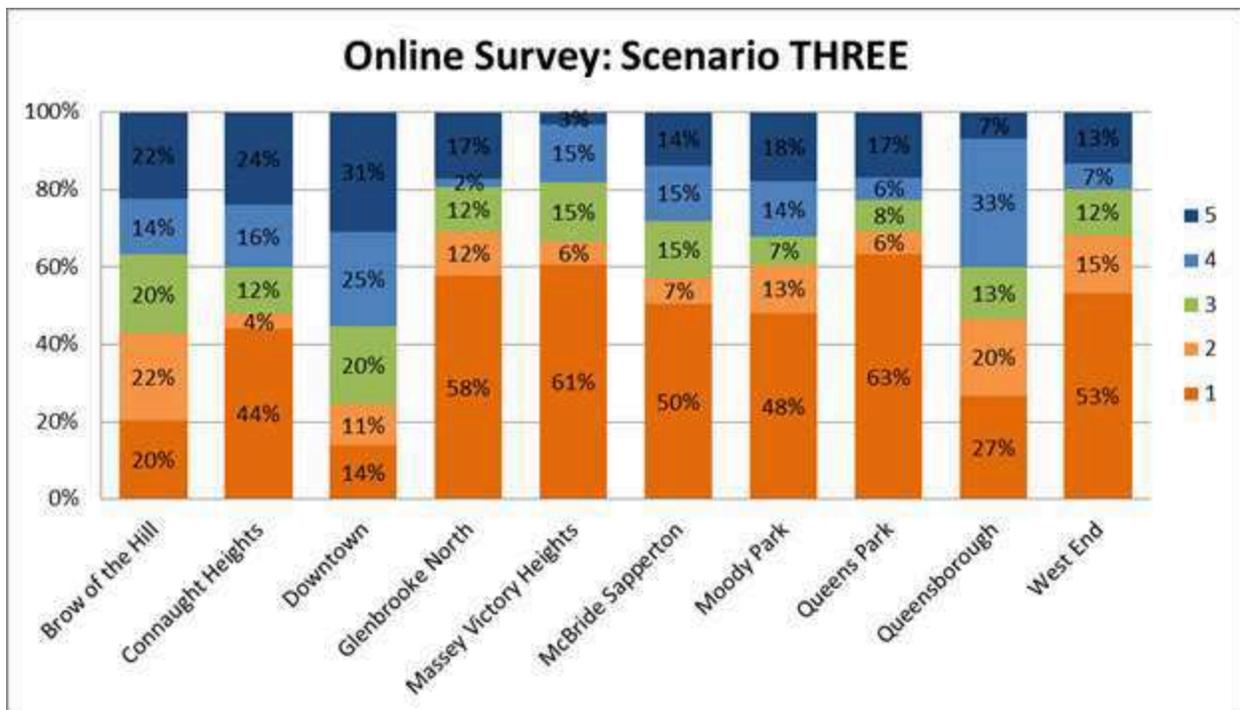
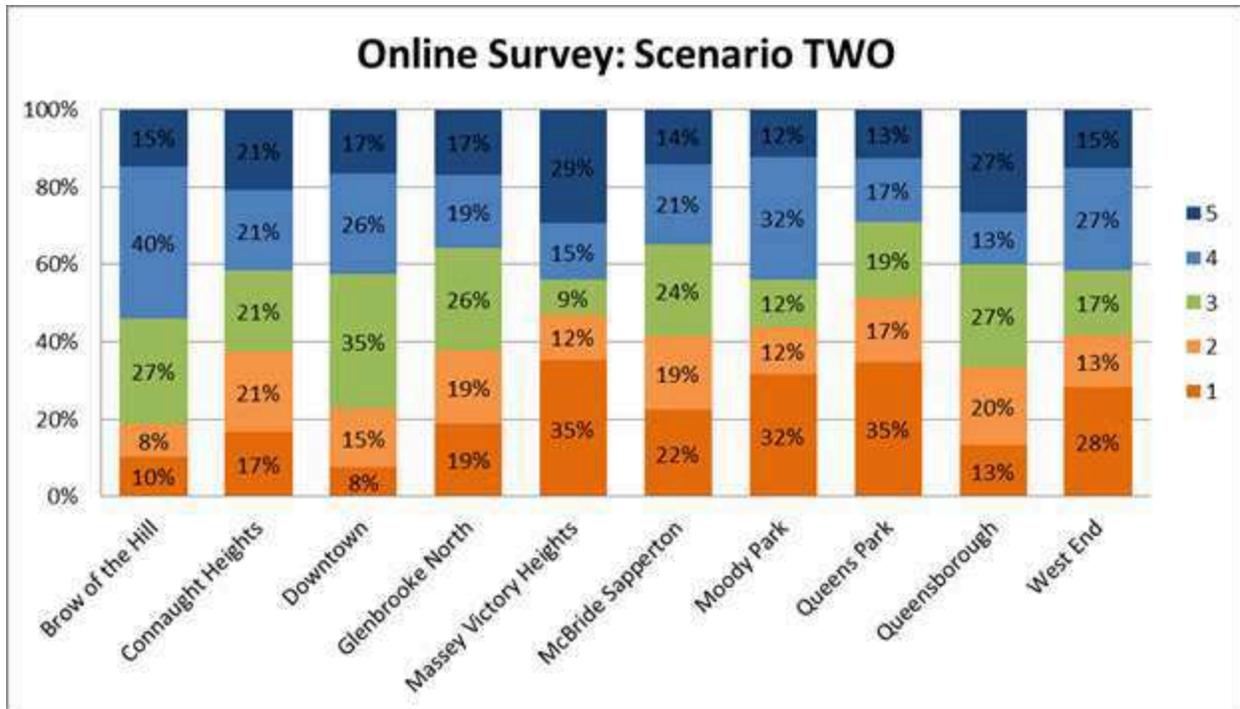
Scenario Three

- Scenario three was least liked (21-42%) and most disliked (42-70%) by neighbourhoods.
- Of all the neighbourhoods, Glenbrooke North had the lowest support for scenario three.

The following sections summarise the key themes and map specific feedback for each neighbourhood which will be used to create the land use designation map. In cases where any of the general feedback (section 2.1.a) was very prominent in a neighbourhood, it is listed again below. The map specific feedback is also summarised on a map included in **Attachment 10**.

Image 15: Level of Support for Scenarios (Online Survey)





## 2.3. Brow of the Hill

### *Key Themes*

- Some people were curious about the impact on the neighbourhood's rental housing stock and whether the result of this process will encourage redevelopment of older, smaller, rental apartment complexes.
- Many people expressed the need for more parks, greenways and greenspaces in the neighbourhood.
- Given the existing mix of land uses, new design guidelines should give specific attention to transition between uses. Design guidelines should also require a well-designed pedestrian streetscape.

### *Map Specific Feedback*

- Willingness to explore a mix of new infill forms. Desire to see new infill not more apartments. Single detached dwellings should still be part of the housing mix.
- Need to take a block by block approach to exploring what is appropriate and what could work. Specific attention needs to be given to the pockets of single detached dwellings.
- There were not strong messages regarding Sixth Street and Eighth Street. Instead, these streets need the same block by block approach as the rest of the neighbourhood.
- There was a lot of conversation about the future of Lower Twelfth Street. There was a relatively high level of support for mixed use, high density redevelopment of the area. There was more interest in employment generating commercial (or ultra-light industrial) rather than a significant increase in retail space. Change here needs to address context including: the topography, connections to the rest of the neighbourhood, the floodplain, Stewardson Way, and the trains.
- There was support for new infill housing forms in the area bounded by Twelfth Street, Sixth Avenue and Stewardson Way, but the message about what new forms should be permitted was less clear.
- There were a few comments in favour of protecting Bent Court and exploring a density transfer program as a way to rectify the issue created by the existing high density zoning on the properties.
- The feedback suggested that the Mid Rise apartments that create a transition to High Rise could be six stories. The remainder of the apartments should be three or four stories in order to create a better transition to adjacent single detached dwellings.

## 2.4. Connaught Heights

### *Key Themes*

- There were strong concerns about traffic. The impact of the Queensborough Bridge and the resulting back up on Twentieth Street makes it hard for the residents of the neighbourhood to come and go. There was willingness to discuss significant changes around the SkyTrain station but with the caveat that a clear plan would need to be in place to address the traffic issues.

### *Map Specific Feedback*

- Many people want to see change around the 22<sup>nd</sup> Street SkyTrain Station, including allowing High Rises. They want this change to bring more amenities and services to their neighbourhood. The area that people felt should be the core area of redevelopment varied (e.g. some people supported a smaller area, others supported a larger area). There was concern about the impact new towers would have on views, access, and traffic.
- The highest buildings should be directly around the station. There should be transition between towers and single detached dwellings. The height of the infill housing allowed will be important for achieving a successful transition.
- There was support for commercial along Seventh Avenue between the SkyTrain station and Twentieth Street.
- The support for Status Quo in the area north of Edinburgh Street was stronger than the support for Low Infill. This may be the result of the scenarios presented, which included more limited infill than other neighbourhoods. Comments indicated this opinion may also have been due to the lack of lanes and the concern that building a carriage house was more likely to encourage the demolition of existing houses than a laneway house would. However, there was some interest in allowing laneway houses on the north side of Ninth Ave where Tenth Ave acts as a lane.

## 2.5. Glenbrooke North

### *Key Themes*

- The feedback received in this neighbourhood was in keeping with the general feedback listed above.

### *Map Specific Feedback*

- There was some support for allowing new infill housing forms on Eighth Avenue. The support was stronger for the eastern portion of Eighth Avenue where there is already a mix of housing forms and uses.

- There was support for Moderate or High Infill for the section of Sixth Street north of Eighth Avenue, which is designated for Medium Density in the existing OCP.
- There was some willingness to see infill housing on Fifth Street, which would act as a transition from the uses on Sixth Street or to provide family friendly housing near the high school.
- There was support for high density redevelopment of Royal Square Mall. A few comments suggested that there should be a lower density edge along Colborne Street, which would help transition the development into the rest of the neighbourhood.
- There was some discussion about appropriate infill forms on Tenth Avenue, but no infill category of forms received strong support.
- There was support for Low Infill in the single detached dwelling area of the neighbourhood. However, the support for Low Infill seemed to exclude support for duplexes.
- There was a preference for Sixth Avenue to be treated the same as the rest of the single detached dwelling area due to the existing character and heritage.

## 2.6. Queens Park

### *Key Themes*

- Heritage preservation was the strongest theme in Queen's Park. Change would only be supported if it could be done in a way that protects old homes and does not create any incentive to demolish existing dwellings.
- There was support for the Queen's Park Neighbourhood Heritage Study, a process that the community has also participated in. The preference was for the OCP to help implement the results of the study which focused on finding creative ways to manage change and to conserve that which makes the neighbourhood unique.
- A number of people who live in other neighbourhoods suggested that there should be more infill in Queens Park. There was an interest of all new growth to be equitably distributed throughout each neighbourhood.

### *Map Specific Feedback*

- There was some interest in exploring what new infill housing forms could be appropriate in the neighbourhood if these forms can be done in combination with heritage preservation. In particular there was willingness to explore laneway housing.
- The participants see the neighbourhood as homogeneous. Other than Sixth Street, the whole neighbourhood wants to be treated the same, including Sixth Avenue.
- There was strong opposition to the community corner, an idea which came out of the February Visioning Process. Community corners would be small neighbourhood hearts that include a small commercial space (e.g. a coffee shop) where community members could meet.

## 2.7. Massey Victory Heights

### *Key Themes*

- The feedback received in this neighbourhood was in keeping with the citywide themes listed above.

### *Map Specific Feedback*

- Overall, there was less feedback received regarding Massey Victory Heights so it is harder to draw strong conclusions.
- Few comments were made about the community corner, but those received indicated there was little support for allowing new housing forms across from the existing commercial.
- There was some support for Moderate or High Infill on Tenth Avenue.
- Of the limited feedback received regarding the East Columbia Street there was support for Moderate and High Infill.
- There was a large range in ideas regarding what should happen in the single detached dwelling area nearest East Tenth Avenue and McBride Boulevard. While some thought it should be considered part of the rest of the single detached dwelling neighbourhood, others thought a higher density housing forms, that included noise attenuation, would be appropriate.
- The preference for the remainder of the single detached dwelling area was mixed between Status Quo and Low Infill. If Low Infill is considered it should explore the ability to building new housing forms on a slope and their impact on views.

## 2.8. McBride Sapperton

### *Key Themes*

- There was feeling amongst some residents there is already enough housing diversity in the neighbourhood, which will be enhanced further by Sapperton Green. More does not need to be done to achieve housing choice.
- Many residents feel there is a high amount of change about to happen in the neighbourhood due to the completion of the Brewery District, the development of Sapperton Green, and the expansion of the Royal Columbian Hospital. The neighbourhood is already doing their part accommodating this growth. Many feel that the City should not contemplate more growth for the area until after these projects are complete and the impacts are better understood.
- There were a number of families who were really eager to see new housing forms be added to this neighbourhood due to the quantity of amenities in the area, including parks, grocery and other retail stores, and the SkyTrain.

*Map Specific Feedback*

- There was a lot of discussion, and a range of opinions, about what land uses are most appropriate in the area of Lower Sapperton that is within in the five minute walk area from the Sapperton SkyTrain Station. Many people wanted to add new housing forms in these areas because of the proximity to amenities, transit, and the hospital. The majority of residents living in or adjacent to the walk area within Lower Sapperton would prefer that the area remains Status Quo (further reflected by the petition received). However, there were young families in the area that expressed their desire for more flexibility for how they could use their property.
- There was also a lot of discussion, and a range of opinions, about what land uses are most appropriate in the in the five minute walk area uphill from the hospital. Many people wanted to add new housing forms in these areas because of the proximity to amenities, transit, and the hospital. There not a consistent message regarding the appropriate land use for this area.
- There was some support for High Infill along the south side of Rousseau Street others felt that High Infill should be on both sides of Rousseau Street. There was also support for High Infill along Wilson Street, as a transition to Sapperton Green.
- Residents living around Blair Avenue and Buchanan Avenue did not support any of the scenarios proposed, all of which proposed Mid Rise. Instead their preference where for the area to remain Status Quo (further reflected in the petition received), though some were okay with either Low or Moderate Infill.
- In the adjacent area that is currently designated Residential - Medium Density, there was a preference for any new apartments to be a maximum of three storeys (i.e. not six storeys) (further reflected in the petitions received). People felt that limiting the height would work better on the slope, block fewer views and create a better transition to the single detached dwellings further up the hill. There was also a mix of opinions about what should happen on the remaining properties in this area, which have not yet been redeveloped.
- The block of Buchanan Avenue adjacent to Sapperton Park was shown as Mid Rise in all three scenarios. The preference was for Moderate Infill, which would allow increased choice in the area, but would not encourage land consolidation, which could put pressure on homeowners to sell.
- There was some interest in seeing new housing forms around Richard McBride School, which would allow families to live close by.
- There were mixed opinions about what should happened on the different segments of Cumberland Street. A number of people felt that this street, or a portion of this street, would be an appropriate location for a greater diversity of housing forms, while others felt that it should remain status quo.
- The strongest support was for Low Infill in the remainder of the single detached dwelling neighbourhood.

- There were also a lot of comments that requested no change, Status Quo or to keep the existing RS-1 zoning. However, many of these same comments said that allowing laneway houses should be considered.
- There was interest in seeing more medical related land uses (e.g. doctor's offices) on the area around the hospital, to better support the hospital.
- Some people expressed a desire to see the Brunette River industrial area maintained (due to jobs and tax base). Some felt that there should be a study area in the industrial land surrounding the Sapperton Station.

## 2.9. Moody Park

### *Key Themes*

- Concern that existing infrastructure cannot support the growth proposed.

### *Map Specific Feedback*

- There is a strong relationship to Twelfth Street. There was some support for increasing the depth of the mid-rise designation in order to make redeveloping properties on Twelfth Street more feasible. There was discussion about whether the designation needed to be extended by one or two properties. There is strong interest in new design guidelines being created that would ensure an appropriate transition between Mid Rise buildings and single detached dwellings.
- Though many people wanted to see commercial along all of Twelfth Street, there were many others who felt the commercial should be focused in key nodes and that residential should be allowed at grade along the remainder of the street. It was felt that this would increase the viability of remaining commercial and would mean there was less need for density to be added to the neighbourhood in order to support the commercial.
- There was more interest in adding family friendly housing forms near to the school and park rather than on the main transit routes (though sometimes these overlap). Higher density forms of infill were supported on Eighth Street across from the high school and on Tenth Street across from the park and adjacent to the elementary school.
- There was less interest in allowing infill housing along Eighth Avenue and Sixth Avenue. It was not felt that doing so would result in improved transit.
- There was some support for allowing increased density along Tenth Avenue since it is a main traffic corridor.
- The preferences for the remaining single detached dwelling areas were mixed between wanting the area to remain Status Quo and wanting Low Infill.
- There was a mix of opinions about Moderate Infill. Some felt that there were locations within the neighbourhood where it would be appropriate (e.g. large lots, corner lots,

adjacent to the park). Others felt strongly that this form is not appropriate for Moody Park.

## 2.10. West End

### *Key Themes*

- There is a strong desire for more greenways and park space in the neighbourhood. There was a strong desire to see Grimston Park expended as well as for additional park space to be added elsewhere in the neighbourhood. People suggested a land acquisition strategy similar to the City of Burnaby.
- There was also a strong desire to see increased community facilities in the neighbourhood, whether that be a small community meeting space on the school site or a mid-sized community centre. Some saw increase density around the 22<sup>nd</sup> SkyTrain Station as a way to achieve this. Others felt that this investment should be made in the neighbourhood now, regardless of any new density being approved.
- The concerns about the size and bulk of single detached dwellings were the strongest in this neighbourhood.

### *Map Specific Feedback*

- There was strong opposition to the High Rise proposed in scenario three.
- Limited feedback was received regarding Twentieth Street. Of the feedback received, High Infill had the most support.
- There was a preference for Status Quo in the area around Bowler Street and north of Grimston Park.
- There was discussion about what should happen in the properties below Grimston Park. People were generally supportive of some form of redevelopment. Many people felt that this should be an extension of Grimston Park.
- People were supportive of either Moderate or High Infill housing along Sixth Avenue.
- There was support for continuing to allow Mid Rise on Twelfth Street.
- There was some support for new infill housing being permitted behind Twelfth Street. Thirteenth Street was seen as a suitable transition between higher and lower density forms since it is a wide street where a central green boulevard could be added.
- There was some interest in allowing Moderate Infill in the area around Lord Tweedsmuir School.
- There was some support for allowing Low Infill throughout the remainder of the single detached dwelling area.
- It was felt that Eighth Avenue should be treated the same as the rest of the core neighbourhood.

### **3) What We Heard: Feedback On Goal (2) Accommodate Expected Growth**

As noted, the housing focus for the OCP update is meant to achieve two overarching goals: Goal 1) accommodate expected growth; Goal 2) increase housing choice. Although the first goal was not a direct topic of the consultation process, some feedback was received, as follows:

#### **3.1 Need for Growth**

A number of people questioned the need for the city to grow and the need for the City to accommodate Metro Vancouver's growth projection. Many people felt that the City has already done its part in accommodating density and that the city is already dense enough. Others felt that the single detached dwelling areas of the city are not appropriate areas to accommodate growth. Some concerns about the increased growth were related to traffic or to a perception that growth would result in an increase in crime (however, other participants felt the opposite). Many people expressed their love for the existing character of New Westminster's single detached dwelling neighbourhoods and their desire for this character to be maintained.

Some participants were open to a small amount of change if it was well planned and did not result in New Westminster feeling overcrowded. Others felt that we need density and that the new OCP needs to be appropriately ambitious for a 25year time horizon, otherwise this process will need to be redone in the short-term.

#### **3.2 Keeping Up with Growth**

A large number of comments were received from people that felt that the city is not in a position to grow since streets, parks, community facilities, and infrastructure (e.g. water, sanitary sewer) are already at capacity. Many people encouraged the City to consider a land acquisition strategy that would help increase parks and community facilities space in the City.

By far the most frequent concern about growth was the resulting impact on traffic and parking. People felt that these issues should be addressed before new development is permitted. Many people had questions about how allowing each housing form would impact traffic. Others wanted to make sure that improvements to pedestrian, cyclist and transit infrastructure and routes keep up with growth to ensure that people have attractive and viable alternatives to the car.

A large number of concerns were raised about each school's capacity to accommodate the increased number of children living in the city that would result from allowing more family friendly housing. Staff will continue to consult with the School District at key milestones throughout the OCP process.

## **4) What We Heard: General Comments**

### **4.1 Land Use Designation vs. Rezoning**

Many people throughout this consultation process expressed concerned about the zoning of their property changing. As much as possible staff reiterated the message that zoning, the tool that regulates land use entitlements (what people can do today on their property), is not what was being discussed. Instead the discussion is on the proposed land use designations, which are higher level than zoning and give direction to what land uses and zoning districts may be considered in the future. Even if changes to the OCP, including the land use designations, are adopted people will maintain their existing zoning and related entitlements. This means owners of single detached dwelling properties can stay in their house for as long as they want. They can also renovate and rebuild their home if and when they want to.

The OCP is the guiding document that sets the direction for the future by mapping where different land uses are appropriate. Council cannot approve a rezoning application that does not conform to the OCP land use designation. Therefore, what could change, as a result of the OCP being adopted, is the opportunity to apply for a rezoning to change the permitted land use. For example, if a land use designation that allows triplexes is created, property owners will be able to apply for a rezoning that would allow them to build a triplex.

### **4.2 Size and Use of Existing Homes**

There were also a number of complaints about the design and size of existing homes, especially in neighbourhoods where small homes are being demolished and replaced with a large home (even when the demolished home was in good condition). People felt that the city should review the existing regulations for single detached dwellings.

Others felt they could not fully utilize their home due to existing restrictions. For example, people want to develop their attic or a basement. It was felt that this should be permitted since there would be little viable change in the massing of the building.

There were also a lot of concerns about the willingness or ability for the City to enforce against existing illegal units. These units may not be safe and demand additional utilities and services (e.g. garbage pickup). There was some hesitation to be supportive of allowing additional units if these existing illegal units are not being addressed.

## **STAFF RECOMMENDATIONS: WHAT HOUSING FITS**

The Community Conversation on Housing has focused on infill options that would be reasonable in New Westminster. Examples of most forms already exist in the city. The consultation indicates that all of the forms would be acceptable to the community if they are well designed and are in the right location. Staff recommends that an implementation strategy be developed for each housing form. The implementation strategy would explore what regulations (e.g. minimum lot size and frontage) and design guidelines should be put in place to ensure that each form works in New Westminster. Work on the implementation strategies would explore the questions raised by the community during the Community Conversation on Housing. The process will include public consultation and regular reporting back to Council.

Staff has prioritized the housing forms and recommends that the implementation strategy for the two highest priority forms be done concurrent to the OCP process. The purpose of developing the implementation strategy for two forms in the short term is to create the opportunity for owners to apply to build these forms at the conclusion of the OCP. Formal approval of these housing forms would not happen until the OCP is adopted. As such, Council can still decide not to support the housing form based on the results of the implementation strategy.

An implementation strategy could be developed for other priority forms in the medium term (i.e. after the completion of the OCP). The lower priority forms could be looked at in the long term (i.e. as part of a future year's work plan).

### *Short Term:*

- Laneway/Carriage House
- Rowhouse and Townhouse (Given the similarity in these forms it is recommended that they be combined for the purpose of the implementation strategy).

These forms received strong support from the community and can help increase the housing choice in the city.

### *Medium Term:*

- Small lot duplex
- Small lot single detached
- Compact lot single detached

After the conclusion of the OCP process staff will explore the implementation of these forms.

In addition to looking at design guidelines, staff will also explore what principles need to be met in order for the City to consider a subdivision (and association rezoning). The intent of

these principles would be to provide more clarity about when and where subdivisions would be considered.

*Long Term:*

- Triplex
- Quadraplex
- Cluster House

The level of support for these forms was not as strong as the other housing forms. It is also anticipated that if they are permitted it will be in relatively limited locations. Within these locations it is also likely that not all properties will be eligible (e.g. due to lot size). The limited application is further reason to explore implementation in the long term.

### **COUNCIL WORKSHOP: WHERE HOUSING GOES**

Where housing goes is the focus of the Council Workshop. The maps included in **Attachment 10** (the last attachment in the document) will be the main material used for the workshop. The purpose of the workshop will be to come to a consensus about how the maps should be completed. This feedback will be used by staff to create the first draft of the land use designation map.

**In advance of the workshop, staff recommends that each Council member review the maps and use the pencil crayons provided to complete the uncoloured areas (i.e. assign colours/land use categories to all the properties that are white). The pencil crayon colours provided for Council's use match the legend colours.**

Staff have added notations to the map that provide a summary of the key location based comments heard during the consultation. The comments have been categorized in the following way:

- *Blue Comments:* areas with clear direction from the community, or a mix of opinions in the community but technical reasons (e.g. topography) give a clear
- *Red Comments:* areas where there is not clear direction. These are the areas where staff wants to focus discussion and get direction from Council.
- NOTE: The properties on the maps that are shown in colour are those areas that remained consistent in every scenario presented during the Community Conversation on Housing. These properties are currently identified for institutional, industrial, parks, or medium or high density forms of housing. It is likely that they will have a similar land use designation in the new Official Community Plan (either because land use already matches, or it is an area identified above as appropriate for accommodating growth).

## Workshop Agenda

- *Introduction*
- *What Housing Fits*
  - Summary of feedback
  - Confirmation of priority housing forms
- *Where Housing Goes*
  - Summary of City building principles
  - Briefly review the areas already shown in colour. Are there any that should change?
  - Briefly review areas where there is clear consensus or staff recommendation (see comments in blue text on the maps). Are there any changes that should be made?
  - Explore and come to consensus on the appropriate land use categories for areas where there is a mix of opinions and no clear direction (see comments in red text on the maps).
- *Wrap Up*
  - Summary of next steps

## NEXT STEPS

Based on the direction received at the upcoming Council workshop staff will create the first draft of the land use designation map. Staff will present this map to Council before doing public consultation. At the same time as consulting on the land use designation map, staff will also be consulting on the rest of the Official Community Plan framework which will also include the revised vision, revised goals and draft policies. The results of this consultation will be presented to Council.

### OCP Framework:

- Create draft land use designation map based on Council direction (May)
- Present first draft land use designation map to Council (May)
- Present revised vision, revised goals, revised policies to Council (May)
- Community, committee, stakeholder consultation on vision, goals, policies, land use designation map (OCP Framework) (June)
- Report back to Council on feedback/proposed revisions (July)

In addition, staff would begin to develop an implementation strategy for two infill housing forms after further discussion with Council at the upcoming workshop.

### Infill Housing Design and Implementation:

- Image preference survey (June)
- Develop Draft Design Guidelines (Summer)
- Consultation of Draft Design Guidelines (Fall)

- Revisions to design guidelines/incorporation into OCP (Fall)

After the OCP Framework has been completed the next step will be to develop the first draft of the OCP.

#### Creation of Draft Document

- Preparation of draft document (Summer)
- Present draft document to Council (Fall)
- Public Consultation on draft OCP (Fall/Winter)
- Present revised draft OCP to Council for 1st and 2nd Reading (Early 2017)
- Public Hearing (Early 2017)
- Adoption of the Official Community Plan (Early 2017)

### **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. An interdepartmental team is involved with researching components of the OCP and meets on a regular basis to discuss process strategy and policy issues. Other related staff are updated regularly on the process at the inter-departmental Development Review Committee. Staff will continue to be invited to contribute their insights and feedback and ultimately will be presented the final documents with regard to applying them in their areas of responsibility.

### **OPTIONS**

The following options are presented for Council's consideration:

1. That Council direct staff to begin an implementation strategy for laneway houses and carriage houses, and for rowhouses and townhouses;
2. That Council provide comment to staff regarding suitable locations for the range of housing categories that can be used by staff to create the first draft of the Land Use Designation Map.
3. That Council provide staff with alternative direction.

Staff recommends Option 1 and 2.

**ATTACHMENTS**

- Attachment 1: OUR CITY Community Conversation on Housing Materials
- Attachment 2: Summary of Consultation Activities
- Attachment 3: Raw Notes from November 7, 2015 Workshop
- Attachment 4: Raw Notes from Travelling Open House
- Attachment 5: Online Survey and Raw Survey Notes
- Attachment 6: Raw Notes from Your Future Neighbourhood Events
- Attachment 7: Raw Notes from Invited Meetings
- Attachment 8: Letters Petitions and Email Feedback
- Attachment 9: Summary of Feedback Related to Implementation of Infill Housing
- Attachment 10: Maps Summarizing Neighbourhood Feedback

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Approved for Presentation to Council



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Director of Development Services



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