



NEW WESTMINSTER

City of New Westminster:  
Downtown Community Plan

DRAFT

October 5, 2009



## **Acknowledgements**

### **Mayor and Council**

Wayne Wright, Mayor  
Jonathon Cote, Councillor  
Bill Harper, Councillor  
Jaimie McEvoy, Councillor  
Betty McIntosh, Councillor  
Bob Osterman, Councillor  
Lorrie Williams, Councillor

### **City Staff**

Lisa Spitale, Director of Development Services  
Bev Grieve, Manager of Planning

Carolyn Armanini, Planning Assistant  
Stephen Judd, Assistant Project Engineer  
Catalin Dobrescu, Project Engineer  
Joanne Edey-Nicoll, Assistant Director of Parks, Culture and Recreation  
Dean Gibson, Director of Parks, Culture and Recreation  
Jennifer Lukianchuk, Environmental Coordinator  
Catherine Mohoruk, Transportation Engineering Specialist  
Lil Ronalds, Planner  
Lynn Roxburgh, Planning Assistant  
Julie Schueck, Heritage Planner  
John Stark, Senior Social Planner  
Kathleen Stevens, Planning Assistant  
Barry Waitt, Senior Planner  
Eric Westberg, Planning Analyst

### **Special Study Consultants**

Coriolis (Growth)  
Halcrow (Transportation)  
HB Lanarc (Sustainability Plan)  
Stephen Scheving, Planning Consultant  
Urban Forum (Public Realm Plan)

### **Downtown Community Plan Task Group**

Maureen Arvanitidis, Heritage Preservation Society  
Caroline Bonesky, Interagency Panel  
James Crosty, Quayside Community Board  
Brian Dodd, Downtown New Westminster BIA  
Tej Kainth, Tourism New Westminster  
Bonnie Moriarty, Homelessness Coalition  
Brian Shigetomi, Design Review Panel  
Marjorie Staal, New Westminster Family Place  
Jon Stovell, Urban Development Institute  
Alex Sweezey, Advisory Planning Commission  
Lila Wood, Downtown Residents' Association



## Message from Mayor and Council



Downtown New Westminster is a unique neighbourhood where commerce, housing, recreation and tourism all come together to create an exciting place to work, live and play.

This Downtown Community Plan is ambitious!

It creates a blueprint for sustainable, high density growth that respects our important heritage assets, provides for new amenities such as parks, open space, and cultural and recreational services, improves public access to the Fraser River and promotes transit oriented employment.

Over 1,000 people helped shape this plan. For all of your hard work and volunteer efforts when attending community workshops and responding to questionnaires, New Westminster City Council would like to thank each of you.

Our collective efforts during the formation of this important Community Plan will ensure that Downtown New Westminster continues to be a model of sustainable, high density growth along the majestic Fraser River.



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## 1.0 The Vision for Downtown

Downtown New Westminster is a changing, dynamic neighbourhood. At one time, the waterfront and its activities were industrial in nature, few people lived in the Downtown, commerce was mainly held on Columbia Street and the tallest building was the Westminster Trust building standing at 80 feet.

Over the last twenty five years, the Downtown has quickly become a highly desirable residential neighbourhood in New Westminster where industrial land has been converted to medium and high density housing and an esplanade walkway is located along the waterfront.

The introduction of the two SkyTrain stations has been marked by growth in high density residential towers and commercial office space adjacent to both stations. The closure of many old licensed establishments has also dramatically changed the landscape of the Downtown. Whereas at one time the Downtown was a predominately adult oriented area frequented by people who did not live in New Westminster, today many shops and services cater to families and children living in or near the Downtown.

Land use changes have resulted in a significant shift to the social, economic and environmental landscape of the Downtown. Readers of this Downtown Community Plan will observe that due to the dramatic transformation of the Downtown, a major vision has emerged during the consultation process that sees the Downtown as a showcase of sustainability.

### 1.1 The Vision Statement

*The Downtown is a unique neighbourhood within the City. It functions as the economic, cultural, historic and residential hub of New Westminster. Its natural amenities along the riverfront and historic streetscapes enhance its tourism, entertainment and retail appeal. Its high density residential and commercial buildings in close proximity to transit provide a showcase for the attributes of sustainable and responsible growth in the Metro Vancouver region.*

The consultation process has identified five themes that act as a supplement to the Vision Statement. Taken together, these themes each contribute to the overall vision.

#### **Downtown's Economic Growth is Fuelled by Maximizing Strategic Opportunities**

Employers looking to relocate their businesses typically factor employee needs such as proximity to amenities and SkyTrain. As the region continues to grow and become more congested, commuters will continue to get frustrated with long commutes between home and work. Development of lands adjacent to SkyTrain stations will become more strategic over time.

Employers and employees alike will be attracted to Downtown New Westminster for its sense of place, cultural amenities and regional centrality. The Downtown is fortunate to have good quality shops and restaurants for employee lunch time activities



Source: Hot Shots Photo Contest, Trevor Hallam

and a picturesque Esplanade along the waterfront for lunch time jogging and walking. The Downtown has two SkyTrain stations with underutilized development sites in and around them. Building on assets such as affordability, proximity to major institutions such as the Law Courts and Douglas College, office builders and employers will want to develop in Downtown New Westminster.

### **Services and Amenities to Complement Growth**

Residential growth in the Downtown has been unparalleled. A complete community has accessible park land, open space and recreational facilities that serve the needs of existing and future residents. The development of two significant waterfront sites to park land will allow for active and passive recreational uses in and around the Fraser River. Development of the Muni Evers Park and the park at the Westminster Pier site will allow for important habitat restoration, active marine uses, recreational space, and a communal backyard for residents living in townhouses and apartments. Waterfront parks will also contribute to the revitalization efforts for Columbia Street as views to the water will promote both residential and office uses.

The Downtown is also the cultural and entertainment centre of the City. Services and cultural amenities have been built and are being planned for the Downtown. The revitalized Hyack Square is a new venue for outdoor concerts and the proposed multi-use civic facility will include a theatre for the performing arts, an art gallery, recreation space and a convention centre. These projects, when combined with facilities such as the Fraser River Discovery Centre, will support and enhance the Downtown's tourism infrastructure.



*Hyack Square  
Source: City Staff*

### **A Downtown that is Family-friendly**

The Downtown is becoming more family-friendly with housing choices, services and amenities that support families living in the Downtown. The demographics of the Downtown are changing: from predominantly single person and empty nester households to young couples and households with children. The new elementary school at the former Saint Mary's Hospital site will set a new path with townhouses surrounding the school, a new park next to the elementary school, and programming improvements at Albert Crescent Park will transform this area of the Downtown to a family oriented neighbourhood.

Public spaces will be designed to promote intergenerational use recognizing that child friendly places are inclusive, welcoming and safe for other age groups as well.

Housing initiatives to support Downtown's vulnerable populations and policies that support more ground-oriented housing will help address the social needs of New Westminster residents by providing a balance of housing choices for varied income levels in the Downtown.

### **Balance Historic Values and New Investment Opportunities**

While the Downtown is the City's premier growth concentration area, this neighborhood is also historically significant. A balance will be achieved where historic buildings important to this

community co-exist, perform well and complement new high density development. Detailed work has taken place that identifies key historic assets in the Downtown and the articulation of acceptable development requirements for sites adjacent to these assets.

Sympathetic redevelopment and the adaptive reuse of heritage buildings all enhance the Downtown's investment appeal. Downtown's many treasures such as Irving House and historic churches provide an important sense of place, authenticity and reinforce New Westminster's prominence in the history of British Columbia.



*Sympathetic Redevelopment*  
Source: City Staff

### Seamless Connectivity to the Waterfront

The Downtown has suffered from severance issues between the Columbia Street commercial corridor and the waterfront. The proposed location of the North Fraser Perimeter Road (NFPR) is through the Downtown, and mitigation in the form of encapsulation over the truck route and rail corridor will be imperative. The NFPR and the rail lines are to be encapsulated between Third Avenue to the west and Elliot Street to the east, along Front Street next to Quayside Drive to the south, and Columbia Street and Stewardson Way to the north. This will ensure a seamless north/south linkage between Columbia Street and the Fraser River.



*Overcoming grade differences: Seattle*  
Source: City Staff

Pedestrians, cyclists, strollers and vehicles alike will all easily traverse the rail corridor and the truck route via expanded overpasses designed in park like settings. The encapsulated areas will also provide new opportunities for real estate development and linear parks. New towers will be built above the goods movement corridor, linked by a linear park network connecting important routes such as the Central Valley Greenway and the pedestrian bridge to Queensborough.

### 1.2 Guiding Principles

As part of the planning process, guiding principles were developed to help shape the direction of the Downtown Community Plan. The guiding principles reflect the values and views of over 1,000 plan participants and serve as the underlying, broad statements of intent for Downtown New Westminster.

#### *The Downtown is:*

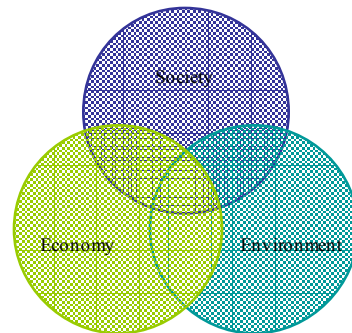
- *a complete and livable community*
- *inclusive and safe*
- *well-connected*
- *accessible*
- *vibrant and historically unique*
- *economically viable and sustainable*
- *a neighbourhood and a destination*
- *sustainable and healthy*

### 1.3 Goals for the Downtown Community Plan

Throughout the planning process of the Downtown Community Plan, significant effort has been made to integrate land use planning with other key considerations; the integrating theme being sustainability. This new sustainability framework has resulted in significant changes to this version of the Downtown Community Plan from previous versions.

A sustainable community is one that is able to meet the needs of today's generation without compromising the ability of future generations to meet theirs. It seeks a better quality of life for all its residents while maintaining nature's ability to function over time.

A community plan anchored on principles of sustainability involves advancing the goals and objectives of three interrelated areas of action: social, economic, and environmental. The diagram shows how these areas of influence interact with one another. Sustainability is achieved where the circles overlap. The single greatest challenge in achieving sustainability is balancing the goals of these three areas, which oftentimes compete with one another.



While former Downtown plans have focused primarily on the social and economic goals of the community, this plan comprehensively addresses all three of areas of sustainability, including key environmental goals. This plan will act as the blueprint towards achieving the sustainability vision.

To implement the Vision Statement and the Guiding Principles, 10 Key Goals were identified during the planning process. These Goals are the target for the future and provide the platform for the detailed policies of the plan and implementation actions. They have been shaped by input from community members and stakeholders, research into over all existing conditions and opportunities, enduring historical and cultural attributes, and specific issues such as economic and market conditions.

In Chapters 5 to 14, each of these goals is further supported with accompanying strategies and actions that will be employed to help the City meet these goals. The Key Goals are:

1. ***Downtown has a strong connection to the natural environment and demonstrates leadership in responsible growth and environmental stewardship.***
2. ***Downtown has a strong retail and commercial base, supporting its role as a complete neighbourhood, and an economic hub within the City and the region.***
3. ***Downtown is a great place to live.***
4. ***Downtown is a welcoming and inclusive neighbourhood that supports the diverse needs of its residents, employees and visitors, and provides equitable access to community, education, health, safety, and social services.***
5. ***Downtown is a celebration of New Westminster's rich history that is built upon and respects its heritage assets.***

6. *The Downtown fabric supports safe, convenient, enjoyable and sustainable transportation choices, ensuring that transportation facilities are properly integrated into the community.*
7. *Downtown has a comprehensive system of parks, open spaces and facilities that provide recreational opportunities and other aesthetic and environmental benefits.*
8. *Downtown is a vibrant arts and cultural hub of the City.*
9. *Downtown is a walkable, well-connected neighbourhood that is safe and pleasant for the pedestrian with a public realm that sets the stage for a vibrant and engaging community life.*
10. *Downtown has infrastructure services and utilities that efficiently and adequately meet the neighbourhood's needs.*



## 2.0 Introduction and Planning Process

The New Westminster Official Community Plan (OCP) is a municipal bylaw adopted by City Council. An OCP is a statement of objectives and policies to guide decisions on planning and land use management. It is a policy bylaw that guides growth and development of a community.

The Downtown Community Plan is a schedule to the OCP. This plan is a regulatory tool that gives clear direction for land use, the form and character of development in the Downtown, policies to guide future decisions, and guidelines for engineering, transportation and servicing over time.

The Downtown Community Plan builds on existing plans (i.e., 2008 Parks and Recreation Comprehensive Plan, 2008 Arts Strategy), studies (i.e., Density Bonus Zoning Study, Parking Study, Halcrow Transportation Study) and knowledge. It also builds on former neighbourhood plans created for Downtown and will replace these plans.

The Plan was developed with ongoing community and stakeholder engagement, other concurrent studies, and background reports. The Plan itself is intended to guide the community towards achieving the seven Guiding Principles for Downtown New Westminster.

### 2.1 Purpose

The purpose of this plan is to provide a regulatory framework and implementation tool for the Downtown Community Plan area, with a vision to the year 2031. The plan describes the current state of the Downtown, provides growth projections based on development trends, identifies challenges and opportunities, and outlines public policy for implementation.

The new Downtown Community Plan outlines clear, practical regulatory tools for City Council and staff to manage future growth and streamline City regulations to encourage investment. The Downtown Community Plan increases awareness and support for the new vision of the Downtown for both investors and Downtown stakeholders. In working to improve the Downtown, the City wants to ensure that efforts are well-targeted and constructive, based on a common understanding of the Downtown's strategic opportunities.

The Downtown Community Plan outlines specific strategies and actions that will guide the development of an environmentally, economically and socially sustainable Downtown.

The Plan provides a strategic policy framework for the Downtown by incorporating key policies from the Livable City Strategy, the Tourism Strategy, the Homelessness Plan, Affordable Housing Strategy, the Parks and Recreation Master Plan and as well as policy directions relating to social inclusion, liquor licensing and public sector investment priorities.

The Downtown Community Plan contains a land use map which shows the future land uses intended by City Council. These land use designations determine future development, redevelopment, or potential rezoning of property within the Plan. The land use policies in the Plan are implemented through zoning regulations, development permit guidelines, heritage revitalization agreements and design guidelines.

## 2.2 Public Participation

This Plan is the product of a two-year relationship with Downtown community members and stakeholders structured around issue identification, vision and goal setting, alternatives analyses, and synthesis.

Broad public input was obtained through a series of workshops where Downtown residents, business owners, employees, property owners, as well as representatives of advocacy groups and the surrounding neighborhoods, weighed in on issues and provided recommendations. Because of the participation of over 1,000 people during the two year planning process, the Downtown Community Plan comprehensively responds to the needs of the wide variety of Downtown residents, employees, businesses and investors.

The Plan has benefited by the input provided by the Downtown Task Group, a stakeholder based advisory group that provided useful and differing perspectives regarding key policy issues affecting the Downtown Plan.

Different engagement methods were utilized during the two year planning process recognizing that stakeholders prefer more than one method of community engagement. The process held several community open houses where the public could read information boards at their leisure and ask questions of city staff. Several workshops were also held where presentations combined with facilitator-led discussions engaged the public on more complex issues. A *HotShots!* photo contest targeted at engaging youth was also held where participants submitted photographs of the Downtown.

Design workshops were held enabling the community to help create design schemes ranging from issues such as park design, streetscape improvements, encapsulation solutions and people-oriented public spaces.

A professional telephone survey was also held where over 600 participants living and/or working in the Downtown and throughout the rest of New Westminster provided detailed feedback ranging from issues such as community amenities, homelessness solutions, housing choices and crime prevention.

To help build on the existing volunteer expertise in the community, most of the City of New Westminster Council committees and commissions participated in the development of this plan. Committees and commissions provided thoughtful feedback on many issues of land use considerations and public policy.

Lastly, city staff from many city departments assisted in the creation of the Downtown Community Plan by providing technical expertise that helped shape the plan's policy directions.

## 2.3 Downtown Issues for Resolution

City staff were charged with resolving many key issues during the Downtown Community Plan process. Residents and business people were concerned with items that affected the economic, social and environmental well being of the Downtown. Moreover, due to the tremendous growth in residential development in the Downtown, concerns regarding the amount and scale of high density housing, lack of employment generating development, the need for public amenities, the need for guidance regarding heritage management, concerns over loss of views to the Fraser River, factors affecting neighbourhood livability, and greater community input in the development review process were major issues that routinely came up



during the public consultation process.

Many key issues which reflected opposing community values required resolution through the planning process so that the new Downtown Community Plan could come together:

- Severance issues between the Downtown and the waterfront due to regional truck traffic, railway corridors and high volumes of through-traffic;
- Reconciling the need for public parking to support the health of the retail sector, without promoting an automobile dependent community;
- The planning of the North Fraser Perimeter Road (NFPR) through the City's premier growth concentration area - the Downtown;
- Continuing the City's growth that the Downtown neighbourhood will accommodate the majority of future growth while also maintaining New Westminster's quintessential small town charm; and
- Balancing the interests of heritage conservation (which is, by definition, a low development principle) within the Downtown's designation as a high density neighbourhood.

The Downtown Community Plan, through its different policies, strategies and actions provides guidance towards the resolution of these important community issues.

## 2.4 Plan Organization

The Community Plan is organized into Six Parts and Sixteen Chapters, as outlined in Table 1.

Part One deals with the vision and context of the Downtown. Due to the highly urbanized nature of the Downtown, it is recognized that a fine grain approach to development is necessary. To best address this, Part Two outlines and discusses Character Precincts, a new concept being introduced in this Downtown Community Plan.

Parts Three, Four and Five contain chapters which are topic specific. Part Three contains six chapters which are recognized as fulfilling core sustainability policies. Indeed, as the Downtown continues to move towards its vision as a showcase for sustainability, the implementation of these strategies and actions are critical. Part Four contains chapters that deal with the need for future community amenities. Part Five chapters emphasize the considerations and regulations in the physical environment. Finally, Part Six chapters deal with land use designations and the important development guidelines that steer future growth.

Each of the topic specific chapter contains an approach section at the beginning that highlights the importance of the subject matter of that chapter, challenges and opportunities, and its relationship to the Plan. Many chapters are divided into sections that deal with specific subtopics. Each chapter also contains key goals, strategies (policies), and actions:

- **Goals** express broad intent
- **Strategies/Policies** reflect specific direction, practice, guidance, or directives. In some instances, policies may need to be developed further. Where appropriate, items that can be mapped or measured are also articulated; these standards may be fixed (such as building height) or be performance-based (such as noise level).

**Table 1. Organization of the Downtown Community Plan**

Part	Chapter	Contents
I. Vision and Context	1. Vision and Goals	Vision Statements; Goals; Guiding Principles
	2. Planning Process	Purpose and scope of the Plan; public participation; core planning issues
	3. Downtown Context	Historical overview; Population growth; demographic characteristics; growth patterns and drivers
II. Neighbourhood Description	4. Character Precincts	Description of 5 unique precincts: Waterfront, Albert Crescent, Tower, Heritage and SkyTrain; identification of historical importance; highlighting character defining elements; policy considerations for development
III. Core Sustainability Areas	5. Environment	Environmental sustainability objectives; best practices for the Plan
	6. Economy	Patterns and trends in different sectors; economic development and strategy
	7. Housing	Residential development; affordable housing; housing choices
	8. Community Well-Being	Demographic and cultural composition of the Downtown and emerging trends; social issues
	9. Heritage Management	Description of resources in the Downtown area; conservation principles
	10. Transportation	Downtown's street system; bicycles and pedestrians; transit; parking; goods movement; waterfront connectivity
IV. Community Amenities	11. Parks and Open Space	Overall concept for open space system including new public parks and plazas
	12. Arts and Culture	Arts and cultural resources and methods to support and enhance the presence and success of arts and culture in the Downtown; tourism infrastructure
V. Physical Environment	13. Public Realm	Street grid and views; main street configurations; streetscape design; urban design
	14. Community Infrastructure	Servicing and utilities

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VI. Development Guidelines	15. Land Use Designations	Land use map; number of permitted storeys by area and type of development
	16. Design Guidelines	Regulatory guidelines for special development permits

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## 2.5 Other Agencies and Related Documents

While the Plan applies to all of Downtown, other agencies own property in the area, and the Port Metro Vancouver does have a degree of planning jurisdiction along part of the waterfront.

Prominent ownerships include: Railway right of ways; Province of British Columbia (Courthouse, bridgehead lands); and TransLink - SkyTrain line lands.

Several documents have aided preparation of the Downtown Community Plan. These do not necessarily represent adopted policy, but are described below for reference.

1. Transportation Input to the Downtown New Westminster Community Plan, Halcrow Consulting Inc., (August 2009)
2. Public Realm Study (2009)
3. Parks and Recreation Comprehensive Plan (2008)
4. Affordable Housing Strategy (2009)
5. Parking Study (2009)
6. Livable City Strategy (2007)
7. Tourism Strategy (2006)
8. Density Bonusing Policy (2008)



## 3.0 The Downtown Context

### 3.1 Background

The major settlement of the First Nations in New Westminster was the Kwantlen village of Skaiametl, possibly on the site of the present Glenbrooke project (former B.C. Penitentiary). Downtown was in the vicinity of this settlement. An outcropping of land near the present location of two bridges (the Fraser River Bridge and the Pattullo Bridge) defined the limit of the delta and the gateway to the upper reaches of the river. The bluffs allowed a surveillance of the delta which could be helpful in times of conflict. Both Skaiametl and Kikat, the Kwantlen village across the river in Surrey, were built behind this outcropping. During the construction of the Fraser River Bridge in 1902 this outcropping was reduced in size.

*"Indian Encampment at New Westminster, B.C." from the book "British Columbia a Pictorial Record". This book quoted the Canadian Illustrated News from May 31, 1873 by saying the following about the picture: "At and about the entrance of the Fraser over is the Kwantlun tribe, they live in villages which extend along the banks of the river as far as Langley. Next to these, and extending from Langley to Yale are the Smess, Chillwayhook, Pallalts, and Tweates. These all appear, from their similarity of language and customs, to be branches of the Kwantlun tribe, although, as usual, their dialects differ. They have villages placed on the tributary streams as well as the main river. In summer they nearly all congregate on the banks of the Fraser to fish (p.124)."*



### 150 Years in the Making of a City

The area that became the City of New Westminster was established by Colonel Moody and the Royal Engineers in 1859 and incorporated in 1860. Named by Queen Victoria of England, New Westminster became the capital of British Columbia in 1866. The new municipality included the area below Royal Avenue between approximately Twelfth Street and McBride Boulevard; near the boundaries of present day Downtown.

Early commercial enterprises of New Westminster included the lumber and fishing industry. It became a distribution centre for the surrounding agricultural community, opening a Farmer's Market in 1892.



*Great Fire c. 1898*  
Source: City Archives

From 1887 to 1892, the Downtown saw the construction of many multi-storey brick buildings along Columbia Street. While the eastern portion developed into a residential district, the western portion along Front Street near the foot of Sixth Street saw a concentration of businesses and housing occupied by persons of Chinese origin. This grew to become New

Westminster's first 'Chinatown.' The first Chinese arrived in New Westminster during the Fraser River gold rush of the late 1850s and early 1860s. With the construction of the Canadian Pacific Railway from 1880-1886 through the Fraser Canyon, several thousand Chinese entered British Columbia to work on the railways.

A severe Depression hit the area in the 1890s and the Great Fire of 1898 broke out soon after. This fire destroyed most of Downtown, including Chinatown, and only two pre-1898 buildings on Columbia Street are still standing: the Burr Block and the Guichon Block. Most of Columbia Street was rebuilt by 1899, leading to an economic boom that was triggered by the new Fraser River Bridge and the BC Electric Railway.



*Columbia Street Chinatown, 1909*  
Source: City Archives

Chinese settlement also occurred during the 1880s and 1890s with land purchased in the area of the Downtown to the west of Eighth Street. After the Great Fire, this area emerged as Downtown's second 'Chinatown' as business and residents moved to the new area. This area contained a considerable number of stores, restaurants, laundries, offices, processing plants, non-profit societies, a hospital, religious buildings and housing. The population was predominantly male and after the 1920s, Chinatown declined in size and population as industry encroached on the area, transit service declined and Vancouver became a more attractive location.



*Columbia Street c. 1950*  
Source: City Archives

During this time period, other important milestones for the Downtown occurred, including:

**Landmark buildings** - the 1912 construction of the City's first skyscraper, the 8-storey Westminster Trust Block

**National rail connection** - Linkage with the third transcontinental route (the Canadian Northern), and the subsequent demolition of Front Street buildings to accommodate expanding railway tracks

**International Trade** - Designation as a world port in 1926

Industry flourished during World War II, and the Downtown became an established centre for commerce. By the 1950s Columbia Street became known as the "Miracle Mile", the economic powerhouse of the City. Also during this time, the eastern portion of Downtown was redeveloped with apartment buildings, many of which still exist.

### Changing Times

Between the 1950s and 1970s, the success of Downtown was faced with a number of threats:

**Rise of Uptown** - the opening of Woodward's Department store led to the growth of Uptown as a second, competing commercial centre.

**Loss of civic institutions** - City Hall and the Library moved from Downtown to Uptown.

**Regional competition** - the preferred suburban shopping experience led to the loss of Eaton's Department store from Columbia Street, and Pacific Coast Terminals closed its New Westminster location expanding instead in Port Moody and Surrey.

Between the 1970s and 1990s, a series of government-led investments were made in an effort to reshape and revitalize the Downtown, giving it a new function in the region. These included:

*The Quay* - conversion of industrial sites along the river into a new residential and commercial precinct.

*SkyTrain* - rapid transit connecting Vancouver to New Westminster Station in 1985, then expanding to Surrey in 1990.

*New Westminster Courthouse* - opening in 1979, it is one of only two BC Supreme Court locations in Greater Vancouver.

*Douglas College* - serving as the main community college for Burnaby and New Westminster, it opened in 1982.

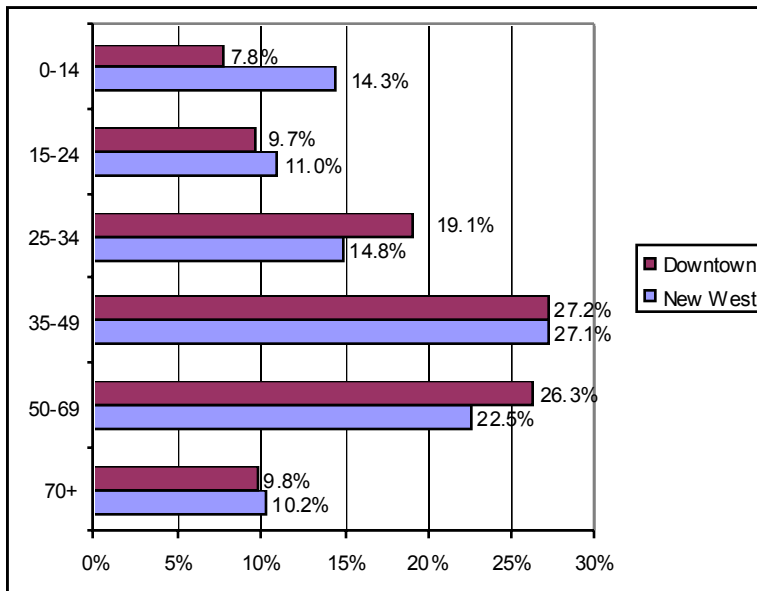


*Construction of Douglas College, 1982*  
Source: City Archives

### 3.2 Demographic Profile

Downtown New Westminster has a current population of approximately 9,265. The largest demographic group living Downtown is adults aged 35-49; this is the largest demographic group for the City as well.

**Figure 1. Population by Age Group**



Source: Statistics Canada, 2006 Census

Compared to New Westminster as a whole, Downtown has a:

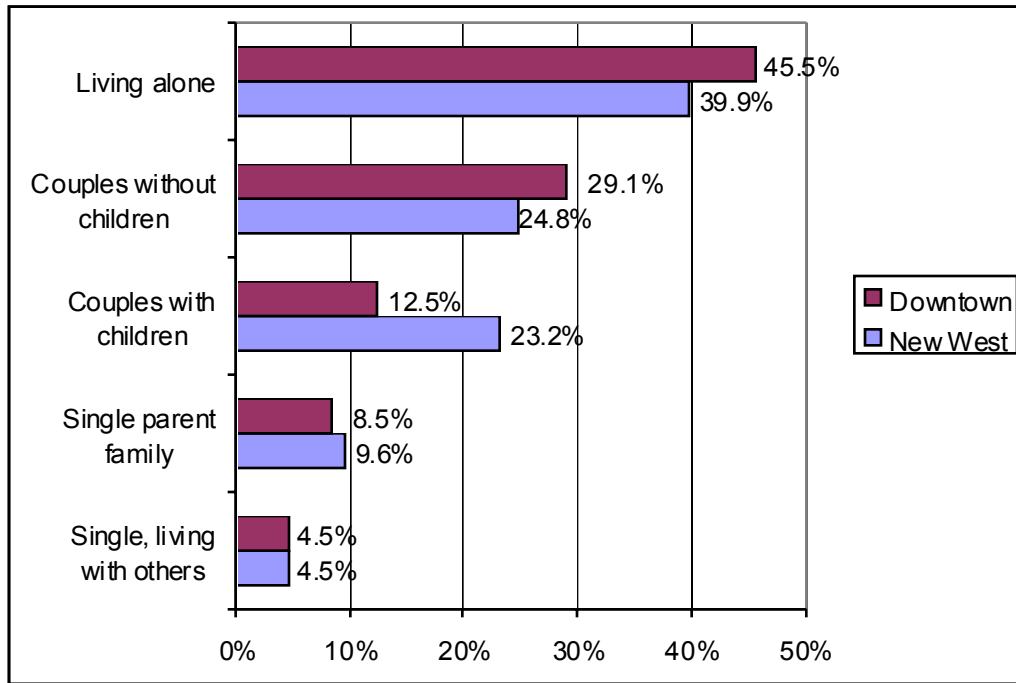
- smaller share of children under the age of 15
- higher share of young adults aged 25-34
- higher share of adults aged 50-69
- similar share of youth (15-24), seniors over 70, and mid-range adults (35-49)

The age profile of the Downtown compared to the City is about the same in 2006 as it was in 2001 (not shown).

### Household Characteristics

Downtown has a smaller household size than both the City and region. The average household size is 1.8 persons in the Downtown, 2.1 in the City and 2.6 in the region. Almost half of Downtown households consist of persons living alone. This is the most common household type for both Downtown and the City. Figure 2 below shows a breakdown of household types for Downtown.

Figure 2. Population by Household Type, 2006



The household mix of the Downtown compared to the City was about the same in 2006 as it was in 2001 (not shown). Compared to New Westminster as a whole, Downtown has a:

- smaller share of couples with children
- higher share of couples without children
- higher share of persons living alone

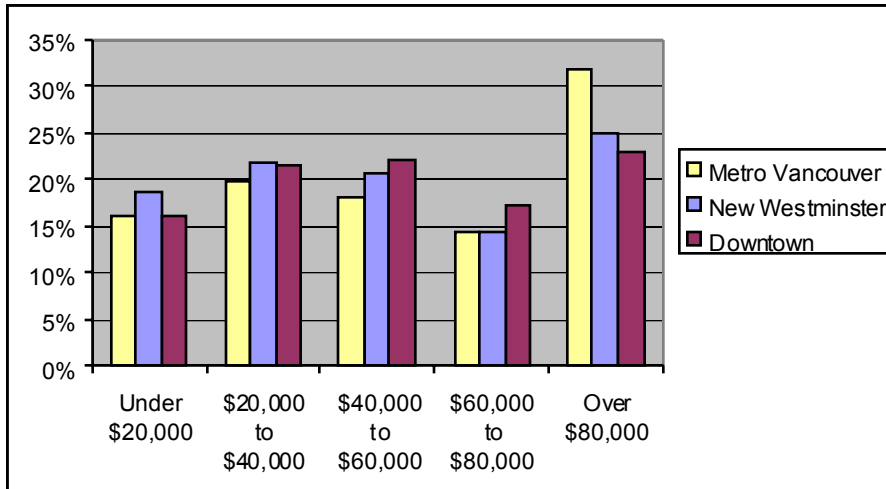
Further, of all Downtown households with children, 40% of these are single-parent households.



## Income

New Westminster has a lower median household income (\$48,800) than Metro Vancouver (\$55,200). However, Downtown’s median income (\$51,500) is somewhat higher than the City as a whole.

**Figure 3. Household Income by Selected Income Groups**

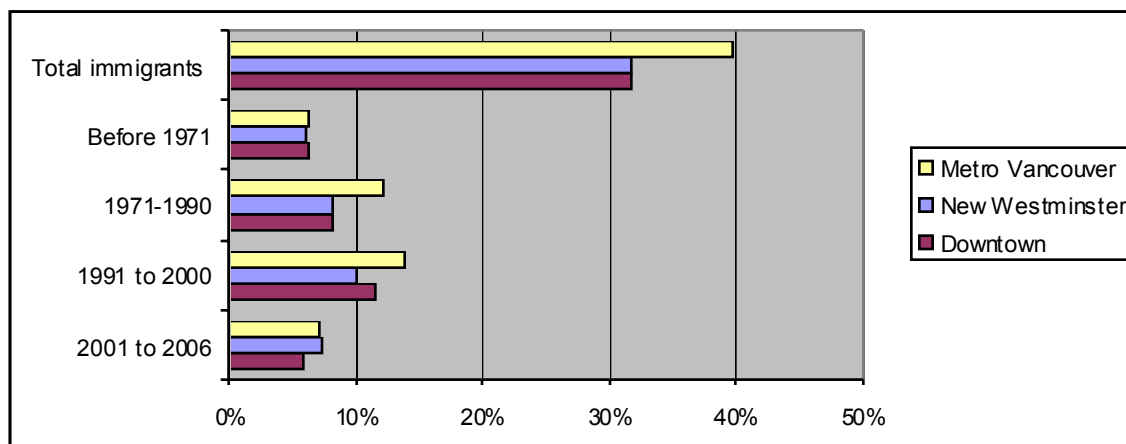


Source: Statistics Canada, 2006 Census

## Cultural Diversity

Like the rest of New Westminister, Downtown has a large immigrant population (32%). The greatest number of Downtown’s immigrants came to Canada between 1991 and 2000. This group represents 12% of Downtown’s total population. Figure 4, shows a comparison for Downtown, the City, and the region.

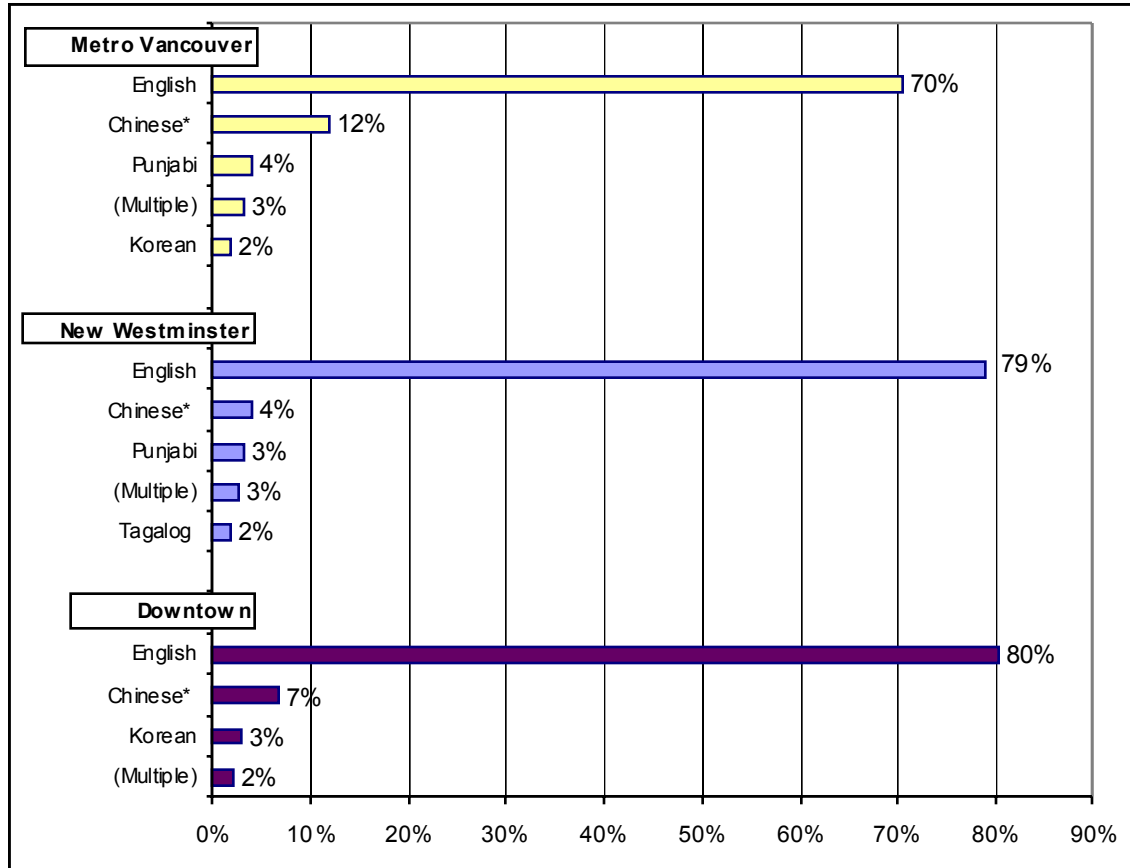
**Figure 4. Immigrant Population and Period of Immigration**



Home language is an important indicator of a community’s cultural diversity. It reveals which language a person speaks the most within their household on a day-to-day basis. In some cases, a person may speak two languages to an equal extent: these persons are counted in the Census as “multiple”.

The majority of Downtown residents (80%) speak English, 7% speak Chinese, and 3% speak Korean. This differs somewhat from the City as a whole, as shown in Figure 5.

**Figure 5. Most Common Language Spoken at Home, 2006.**



### 3.3 Downtown’s Transformation: The Last 25 Years

#### Recent Years

In recent years, Downtown New Westminster has seen tremendous growth. This trend will continue as the City’s most densely populated neighbourhood sees continued investment and redevelopment of its older underutilized building stock. Currently, about 15% of the City’s population lives Downtown. Although development is taking place in other parts of the City, the rate of growth has been much more dramatic Downtown – with growth occurring at 2.5 times the pace of the rest of the City.

**Table 2. Total Downtown and City Population**

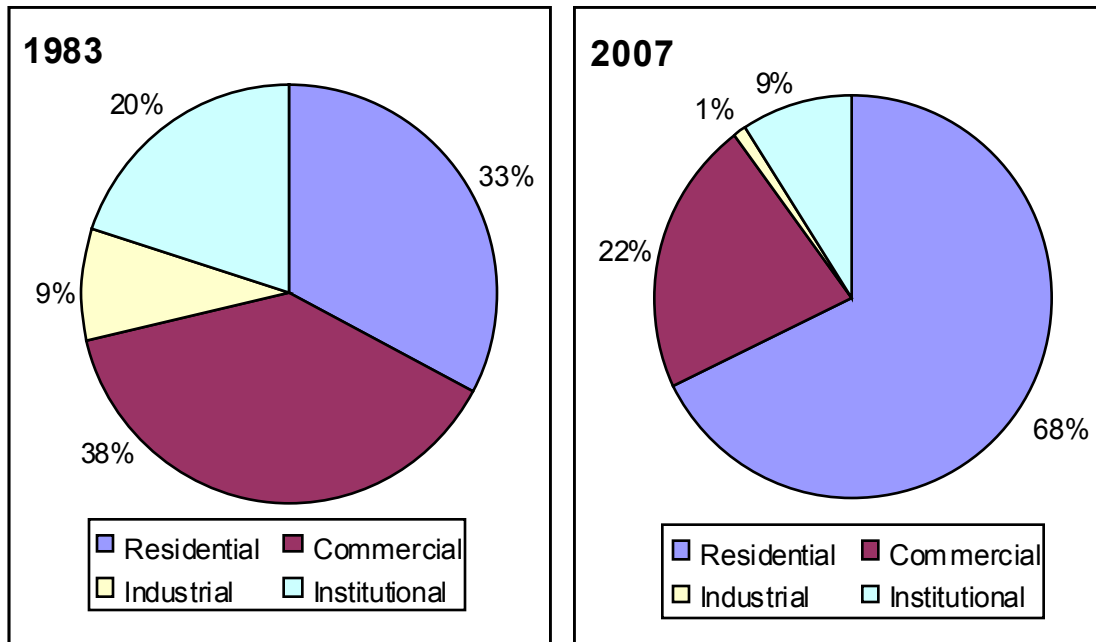
	2006		2001	
	City	Downtown	City	Downtown
Total Population	58,550	8,645	54,655	7,270
% of City		14.8%		13.3%
Growth Rate 2001-2006	7.1%	18.9%		

Source: Statistics Canada, 2006 and 2001 Census

## Dramatic Shift

Over the past 25 years, major shifts in land use have been instrumental in shaping the type of growth that has occurred Downtown. Once evenly matched between commercial and residential uses, now residential land uses form the bulk of Downtown's floorspace. Nearly  $\frac{3}{4}$  of all floorspace Downtown is residential. Figure 6 shows two different snapshots of the land use composition of Downtown.

Figure 6. Downtown land uses by amount of developed floorspace (share of total)



Source: City of New Westminster

Between 1983 and 2007, the share of residential floorspace more than doubled. During that same period, the share of all other land uses declined significantly. Some of the changes that took place had a significant impact on the neighbourhood, such as the closure of the Saint Mary's Hospital in 2003. Other large scale land use changes include the transformation of large tracts of industrial dockland that became the Quayside residential development during the late 1980s to early 1990s.

Other smaller scale changes have had an impact as well:

- At Sixth Street and Carnarvon Street, the closure of the Columbian Newspaper has been replaced by a new 90-unit residential tower
- At Royal Avenue and Blackie Street, a former commercial laundry site has been redeveloped into a 120-unit residential tower

The overall impact of these changes has transformed the face of Downtown from a predominantly commercial/industrial district to a residential, mixed-use neighbourhood. The amount of redevelopment has also had significant influence on the shape and form of Downtown: the amount of built floorspace has almost doubled in the last 25 years. Table 3 shows a breakdown of development changes that have taken place over the past 25 years.

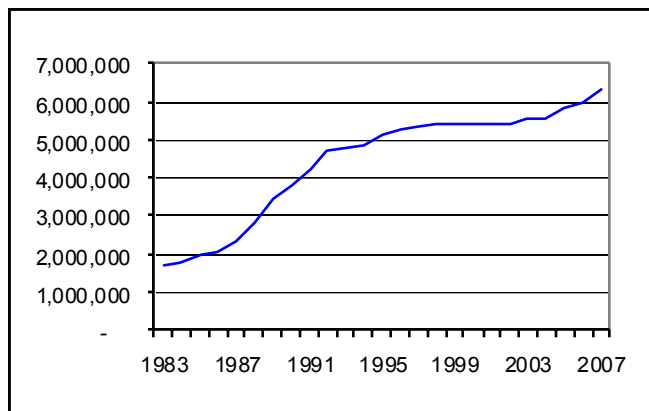
**Table 3. Amount and type of floorspace in Downtown over the past 25 years (1,000 sq.ft.)**

Year	Residential	Commercial	Industrial	Institutional	Total
1983	1,690	1,982	441	1,029	5,142
2007	6,335	2,055	85	863	9,338
Gain/Loss 1983-2007	4,645	73	(356)	(166)	4,196
% Change	275%	4%	-81%	-16%	82%

Source: City of New Westminster

Like other neighbourhoods, Downtown’s growth has occurred in cycles. Some has been tied to the economy and some has been due to the timing of large sites available for redevelopment. Figure 7 shows how residential growth has unfolded over time. The steep curve between 1987 and 1992 is due to the major redevelopment of the waterfront lands along Quayside Drive.

**Figure 7. Residential Growth in the Downtown (square feet)**



### What is Driving Growth? Downtown and the Region

One major driving force behind the growth and transformation of Downtown was the 1976 GVRD (now Metro Vancouver) Livable Region Strategic Plan. The Plan designated Downtown New Westminster as a Regional Town Centre, with the expectation it would accommodate a large share of the region’s employment and residential growth. This designation led to SkyTrain’s arrival in New Westminster in 1986, its expansion to Surrey in 1990, and further extension through Sapperton with the 2002 Millennium Line, all connecting through Burnaby and Vancouver.

Part of Downtown’s role as a Regional Town Centre has been fulfilled. Recognizing that there is additional capacity, more development Downtown is to come. There is capacity for more residential growth and office growth. In order to complete the Town Centre vision, more emphasis is placed on office development. Metro Vancouver reaffirmed this original “transit-oriented” concept for Downtown in its 1996 Livable Region Strategic Plan, and in its draft 2009 Draft Regional Growth Strategy.

## Growth Pressures, Opportunities and Uncertainties

Like other areas in the region, Downtown's population growth is influenced by several factors: natural increase, immigration, and migration from other parts of BC and Canada. Also, being situated in a desirable region with a constrained land base has created a degree of natural pressure for population growth. It is the City's responsibility to manage this growth in a way that fits its overall vision for Downtown and the rest of the City.

Downtown has benefited in a number of ways from its designation as a Regional Town Centre:

- Senior government investment in SkyTrain
- Intensified transit investment from TransLink, with more frequent bus service connecting Downtown
- Attraction for more jobs
- The 1970s relocation of Douglas College from McBride Boulevard and Eighth Avenue to Downtown

The Metro Vancouver Regional Growth Strategy and Downtown's Regional Town Centre status offer the potential for unique growth opportunities for Downtown New Westminster: the ability to leverage further government investment in the form of Ministry and Crown Corporation head offices, new institutions, and the expansion of existing institutions such as the Law Courts and Douglas College.

## Growth and Livability

In order to manage growth successfully, and maintain a high level of livability, general planning principles need to be considered.

Recent research indicates that each new resident to a City creates demand for 8 sq. ft. of office space, and 20 sq. ft. of retail space to serve their typical daily/weekly needs for shopping, banking, personal services, insurance and the like. Thus, for every 1,000 new residents, 28,000 sq.ft. of commercial space is needed. In keeping with the concept that Downtown should be a walkable, complete community, this means that as residential growth occurs, commercial growth needs to keep pace. If insufficient commercial space is available, residents will need to travel to other parts of the City or elsewhere to access regular daily/weekly shops and services.

Likewise, in considering Downtown's potential as a Regional Town Centre, residential growth must be balanced with the growth of employment-generating space to ensure sufficient capacity to accommodate jobs in the Downtown. This is essential in the making of a complete, sustainable community.

Downtown-specific growth factors are explained in detail in separate chapters. These chapters illustrate that while growth does bring benefits, the vision for Downtown is not "growth at all cost". Not exhaustive, other factors of consideration include:

**Social factors** - accommodating growth in a way that expands the stock of ground-oriented housing for families (i.e. stacked townhouses), so that Downtown has a healthy demographic mix of residents.

**Heritage** - accommodating growth with a sensitivity to key heritage assets.

**Urban Design** - accommodating growth without compromising valued public views or blocking sufficient sunlight and air from penetrating the streetscape.

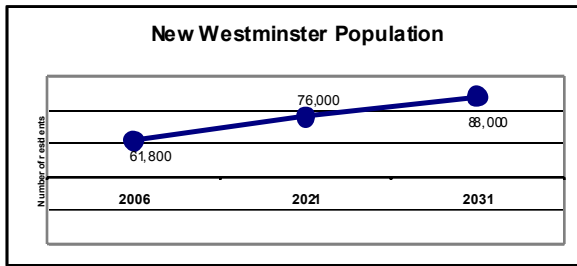
During the Downtown Community Plan process, the City retained consultants to model population and employment projections. In addition, City staff worked with Metro Vancouver staff in considering possible growth projections to the year 2031. A digital 3-D model of Downtown was developed that allowed staff and the community to evaluate important factors for growth such as parcel size, age of existing buildings, distance between towers, construction trends, desire for more ground-oriented uses, heights of buildings, etc.

**Downtown Growth in the Context of City-Wide Growth**

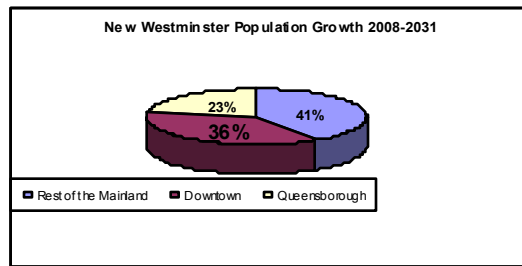
In 2008, the City had a population of approximately 61,800. It is anticipated that the City’s population could increase by 42% between 2008 and 2031, with the addition of 26,000 new residents. This equates to an average of 1,100 additional residents per year and a City population of 88,000 by 2031. In addition to this growth, the age profile of the City will change with the aging of the baby boomer generation. By 2031, there will be fewer people under 50 and more people over 50 than there are today.

Of the total growth expected for the City, 22% will be in Queensborough, 36% in the Downtown and 42% throughout the rest of the City. By 2031, Downtown will house almost one quarter of the City’s entire population.

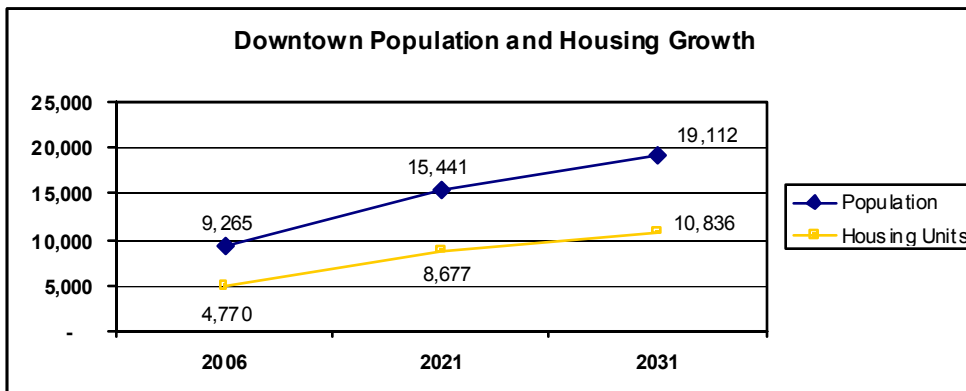
**Figure 8. Expected Population Growth**



**Figure 9. Population Growth**



**Figure 10. Downtown Population and Housing Growth**



## Housing Growth

Downtown is a highly urbanized, built-out neighbourhood. In order to accommodate expected growth Downtown must grow vertically. This means that the majority (90%) of new housing will be in the form of high-rise apartment units. There will be a smaller share of stand-alone low-rise apartments and townhouses, as well as townhouses located at the base of high-rise towers.

Figure 11. Net Housing Unit Growth by Type

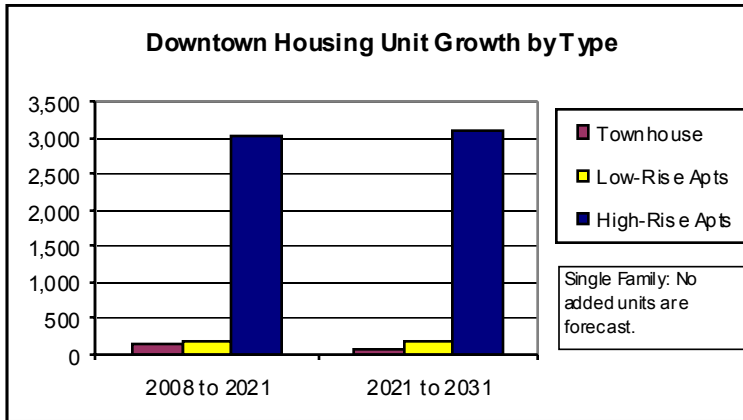
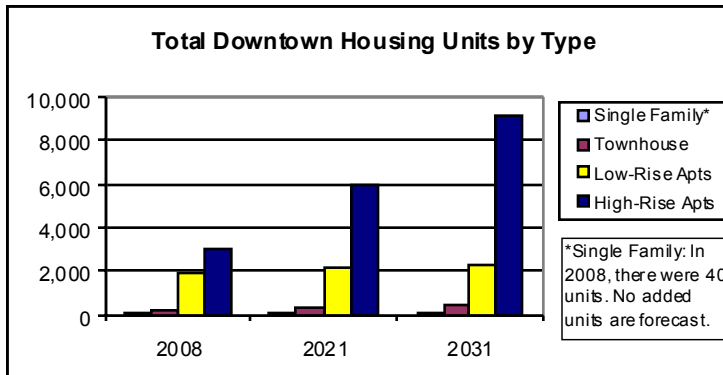


Figure 12. Total Housing Unit Distribution by Type

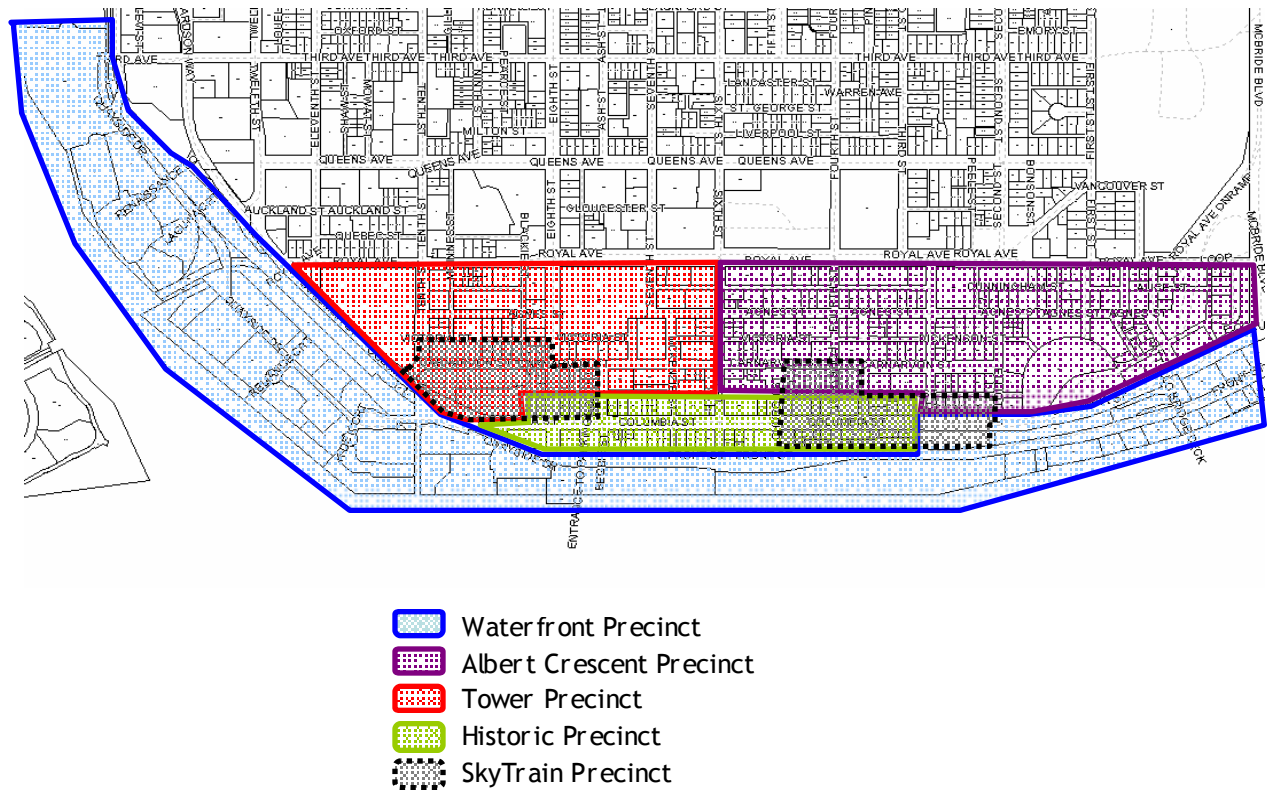






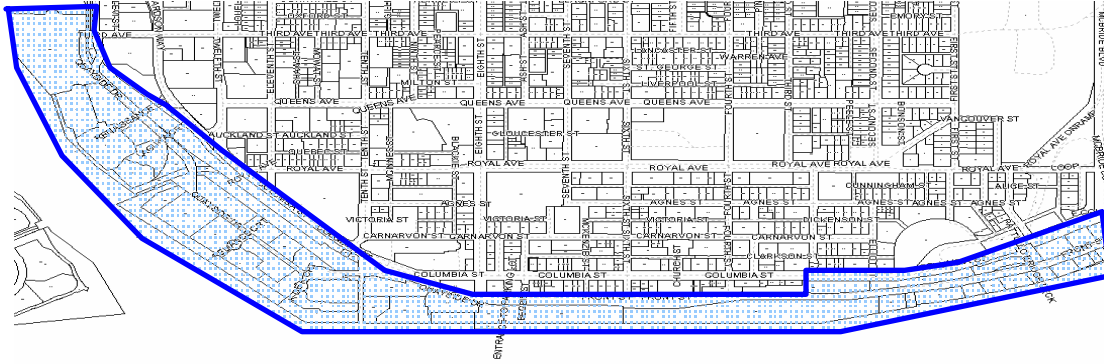
## 4.0 Character Precincts

The Downtown is a dense, highly urbanized neighbourhood. In order to effectively manage growth, a fine grain approach is necessary. Five character precincts have been established in the Downtown Community Plan that highlight each area's unique history and character defining elements.





## 4.1 Waterfront Precinct



### Context

The intent of the Waterfront Precinct is to promote residential, commercial and park uses along the waterfront, continue to improve linkages, public access and views of the Fraser River, and enhance the waterfront's tourism potential by ensuring that public spaces are animated, welcoming and vibrant.

This precinct is bounded by the Fraser River to the south, the Front Street and Quayside Drive corridor to the north, the Patullo Bridge to the east and Third Avenue to the west.

This precinct is home to high density residential development at its western end, the Public Market at the Quay, an office building, and the City's largest hotel. It includes a small tract of industrial land at its eastern end, and more designated parks and open space than any other precinct in the Downtown. This precinct also contains the rail corridor and Front Street, and forms part of the network with the proposed North Fraser Perimeter Road (NFPR).

### Background

The waterfront lands as we currently know them were once a part of the bed of the Fraser River. Originally, the shoreline of the river lay at the northern edge of what is now Front Street. This began to change with the arrival of the railway and settlement of the City.

By 1885, the City had constructed Front Street through filling and wooden planking to a width of 50 feet to the west of Church Street and 33 feet to the east of that street. By this time, there were a number of wharves on the south side of the street, including the landing for the ferry to Surrey, established in 1884.

In 1886, the construction of the railway line along Front Street to the south of the established road resulted in a widening of the street to 75 feet with the new area being filled and used for the railway line, although remaining in the ownership of



*Waterfront, 1897*

*Source: City Archives*

the City. The water lots on the south side of the railway line also remained in the ownership of the City.

In 1892, the City opened the Public Market on the newly created waterfront lands. Private investment followed in the form of manufacturing plants and warehouses. By 1898, four canneries were in operation as well as a feed and milling plant and a creamery. This same year, a fire on the Brackman & Ker wharf spread rapidly, destroying a large portion of the Downtown east of Fourth Street.



*City Market, 1906*

*Source: City Archives*

During the first decade of the twentieth century, consolidation in the cannery business resulted in closures of the existing canneries with their structures being converted to other manufacturing or warehouse use. With the opening of the Panama Canal in 1913, the City lobbied the federal government to establish the New Westminster Harbour Commission. Part of the plan along the waterfront was the widening of Front Street from the foot of Church Street west to Eighth Street in order to allow more room for railway tracks. The widening of the street resulted in the displacement or demolition of several businesses. The Public Market, however, remained in its original location until destroyed by fire in 1925.

The waterfront continued in industrial use until the 1970s. In the 1950's the New Westminster Harbour Commission rebuilt and extended part of the docks over the Fraser River and leased the docks to Overseas Transport, a major dock and shipping enterprise. Overseas Transport constructed a large warehouse and railway spurs on the property that is now the Waterfront Park site. They stayed in operation on the site until 1972 when Pacific Coast Terminals took over their interests.

In 1978, the City adopted a Community Plan for Downtown New Westminster. The City included much of the waterfront properties into the Plan with the goal of revitalizing Downtown New Westminster. These properties were rezoned from Heavy Industrial Districts (M-2) to Central Business Districts (C-4). The C-4 zone permitted residential and commercial uses with a maximum height of 70 feet and a floor space ratio of 5.2.

The change in zoning initiated a dramatic transformation of the New Westminster waterfront. The Provincial Government's development corporation known as the First Capital City Development Company (FCCDC) purchased large tracts of land and commenced construction in 1980. Many of the industrial buildings were demolished during this time.

In its place, over 2000 units of medium and high density residential development, a 150 room hotel, office tower, Public Market, Esplanade and the Fraser River Discovery Centre were all constructed after 1985. A high density residential development of approximately 1,000 units, owned by Larco Development Corporation, remains as one of the last high density sites along the waterfront.



*Westminster Quay Public Market, 1986*

*Source: unknown*

## **Vision**

Downtown's waterfront parks are located in this precinct - Muni Evers Park and the recently purchased Westminster Pier site that will become park land in coming years. These parks will

act as “bookends” along the City’s Esplanade walkway. Muni Evers Park is a 0.8 ha site. Programming of the park will include: retention of its natural setting, especially at the river’s edge; creating a peaceful, tranquil park with access to the river for activities such as kayaking; passive uses such as benches, picnic areas and trails; and an extension of this park to the Esplanade.

The Westminster Pier site is 4 hectares, of which 3.2 hectares is on land. Programming of this park will include: creating opportunities to experience the tidal activity; community gathering spaces such as the construction of a waterfront restaurant or café; allowing for water-based activities by constructing a boat moorage facility, marina and the infrastructure to accommodate pocket cruise ships; and recreational services such as tennis courts.

These parks will also be connected to the City’s comprehensive pedestrian and bike corridor, the Central Valley Greenway and the proposed pedestrian bridge linking the Downtown waterfront to Queensborough.

This bridge will provide a scenic pedestrian and cycling route across the river, improving access and extending the riverfront experience.



*Encapsulation: Freeway Park, Seattle, WA*

*Source: City Staff*

Connectivity and seamless north/south connections between Columbia Street, Front Street and the riverfront will be ensured by requiring that the proposed NFPR complies with the Downtown’s economic, environmental, land use and transportation goals and objectives. This goods movement corridor must be designed to seamlessly connect Columbia Street with the Fraser River by encapsulating the truck and rail corridor between Third Avenue to the west and Elliot Street to the east, along Front Street next to Quayside Drive to the south, and Columbia Street and Stewardson Way to the north.



*Linear Park: Freeway Park, Seattle, WA*

*Source: City Staff*

Future development on the south side of Columbia Street and Front Street will need to be designed to allow for the encapsulation. Key intersections will be elevated to ensure seamless access over the truck route and rail lines. Pedestrians, cyclists, strollers and vehicles will easily traverse the rail corridor and the truck route via expanded overpasses designed in park like settings. Over time, the NFPR will be enclosed with a linear park network and new real estate opportunities created on top of the structure. New towers will be built above the goods movement corridor, linked together with a linear park network that connects the Central Valley Greenway and the pedestrian bridge to Queensborough.



*Elevated connections: Laurel St. Overpass, Vancouver*

*Source: City Staff*

Protecting views of the Fraser River through strategic placement of towers along the waterfront will be required of new development. High and medium density development in this precinct will continue to be developed in a marine character. Towers in this precinct will be designed to maximize views to the river and not infringe upon surrounding public views.

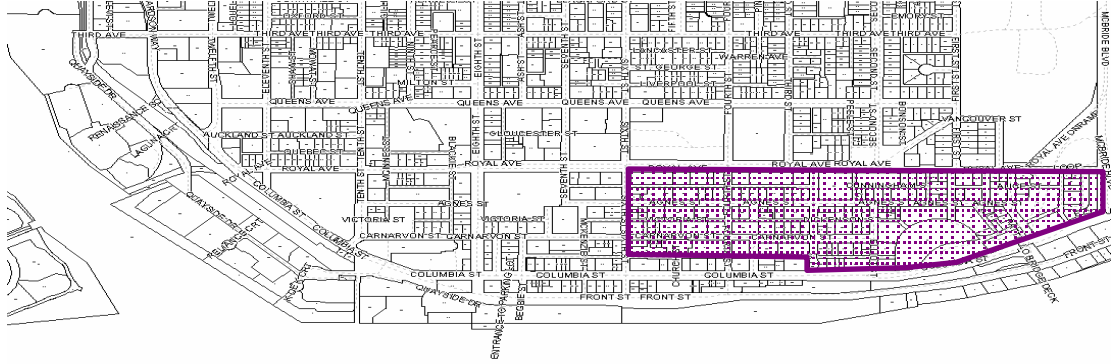
Heights of high density sites of up to 22 storeys will be entertained, with the exception of the Larco development site where heights of up to 30 storeys are permitted through zoning.

The area around the City's Esplanade, the Public Market and the Fraser River Discovery Centre is the City's main tourism area. Future planning along the waterfront must ensure that the public realm remains a highly animated, lively, and fun people place for all age groups. The use of colour, vivid banners, interesting landscaping and an overall marine theme will continue to be encouraged.



*Creating a waterfront experience: Vancouver  
Source: City Staff*

## 4.2 Albert Crescent Precinct



### Context

The intent of the Albert Crescent Precinct is to encourage the development of more ground-oriented housing and housing suitable for families, preserve the existing market rental housing stock, and respect, enhance and celebrate its recognized heritage resources, including Irving House and the many historic churches.

The boundaries of the Albert Crescent Precinct are Clarkson and Columbia Streets to the south, Royal Avenue to the north, and from McBride Boulevard to the east to Sixth Avenue to the west.

This precinct is home to Albert Crescent Park, a green space offering magnificent views of the Fraser River; Irving House, the oldest surviving home in the City; and about 12 percent of the total market rental housing stock in New Westminster. It will also include a new elementary school, with capacity for 300 children, and a neighbourhood park, both of which are co-located on the former Saint Mary's Hospital site.



*Irving House, 1880*  
Source: City Staff

### Background

Since the mid-1860s, the area within the Albert Crescent Precinct has served as a residential neighbourhood and has accommodated some of the most prestigious homes in the City. Irving House, which is located at the corner of Merivale Street and Royal Avenue, was built in 1865 by 'King of the River' Captain William Irving and his wife Elizabeth Jane Irving. Designed by architect James Syme using the Gothic Revival Style, it was proclaimed by the British Columbian newspaper to be "...not only the handsomest, but the best and most home-like house of which British Columbia can yet boast." Today Irving House is the oldest historic house museum in British Columbia and serves as part of the City's Museum and Archives operation.

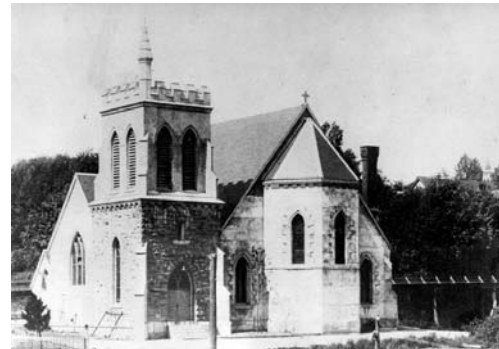
A key focal point for this neighbourhood was the garden ringed by Albert Crescent Park, named after Queen Victoria's husband, and planned with river terraces named after princes Albert and Arthur. The streets around Albert Crescent were named after people of distinction, including members of the reigning Royal Family, in contrast to the western section of the Downtown, where the streets were named after people of "less distinction". The naming of open spaces, parks and streets in this manner was indicative of the original "upper class" character of the neighbourhood.

Rapid residential development continued throughout the 1870s, 1880s and 1890s. Saint Mary's Hospital, at the corner of Merivale and Agnes Streets, was built in 1886. Saint Mary's Hospital was designed by Mother Joseph (considered a key builder of the Pacific Northwest) for the Sisters of Providence as a charitable hospital. Unlike other hospitals at the time, Saint Mary's took in everyone, regardless of age, income, race or disease status.

By the turn of the century, this upper class single family dwelling district was served by three schools, including the Duke of Connaught High School, and numerous churches, including Holy Trinity Anglican Church, St. Andrews Presbyterian Church and St. Peter's Roman Catholic Church.

With few available development opportunities, residential development shifted north of Royal Avenue. The neighbourhood experienced a prolonged period of stagnation until the 1950s and 1960s, when many of the older homes were replaced with market rental apartment buildings. In 1960, Saint Mary's Hospital received Provincial Government approval to demolish the old building and construct a new 150 bed hospital.

Sporadic residential development occurred from the 1970s onward, mainly in the form of high rise towers. In 2005, Saint Mary's Hospital was decommissioned and demolished. In 2009, the hospital site was purchased by the City and the School District to accommodate a new elementary school and neighbourhood park.



*Holy Trinity Church, 1889  
Source: City Staff*

## Vision

The Albert Crescent Precinct will remain predominantly residential, with some mixed-use land uses at its western edge close to Sixth Street. Development within this precinct will maintain a human scale, enhancing the pedestrian experience and respecting recognized heritage resources.

The defining characteristics of the Albert Crescent Precinct include: a variety of housing types and tenure arrangements; significant heritage resources, including Irving House and many historic churches; good views to the Fraser River; a new elementary school and park, which will act as a community hub and focal point for residents; pedestrian oriented streetscapes; good east/west access to other parts of the Downtown; and proximity to SkyTrain.

This Precinct will continue to provide easy access to a range of amenities and services. It will be served by two neighbourhood parks, which incorporate active play spaces, and will be connected to Queens Park and the new waterfront park at Westminster Pier through enhanced pedestrian connections.



*Street Closure, City of North Vancouver  
Source: City Staff*



*Ground Oriented Housing, Vancouver  
Source: City Staff*



The Albert Crescent Precinct provides a range of housing types and tenure arrangements that appeal to a variety of households. It contains all of Downtown's purpose-built market rental housing, which represents approximately 12% of the City's total purpose-built rental housing stock. Rental housing serves an important role in the community, providing access to a form of affordable housing to households with varied income levels. It also allows for flexibility in the housing market for workers who need to live closer to their employment. Retention of rental housing in this area will continue to be a City priority. Development applications will be evaluated based on the ability to retain, create and/or replace rental housing.

Given the location of the new elementary school, Albert Crescent Precinct is well suited for additional ground-oriented housing suitable for families, households with pets, seniors and those who desire access to a garden or small urban yard.

There will be a mix of medium to high density development, ensuring all new development includes, at least at grade level, ground-oriented units such as townhouses and garden apartments. Townhouse and garden apartment buildings will range in height from 4 to 6 storeys, with medium density mid rise buildings up to 12 storeys. High density development will have a height limit of up to 20 storeys. Highly landscaped garden areas at the street face will be highly encouraged.

The Albert Crescent Precinct will be designed for the pedestrian and cyclist, with limited access for through-traffic. Its many parks and open spaces will be designed and programmed to encourage positive uses, both day and night. The historic churches, civic plazas, greenways, parks and new school will serve as important nodes, facilitating social contact, interaction and neighbourliness. The Agnes Street corridor will be designed to promote parents walking their children to and from school. Ground-oriented housing with entrances and windows fronting the street, which enhance safety through "eyes on the street," will promote interaction with neighbours and passers-by.

Highly articulated ground-oriented housing will be strongly encouraged with the use of details in doors, lighting, fencing and landscaping that provide visual interest to the street, and materials sympathetic to the historic character of parts of the precinct.

High rise towers around Albert Crescent Park enhance its highly formal park setting. Heights of up to 20 storeys will be entertained. The Park will be programmed in the future to promote active family use and maximize the views of the Fraser River.

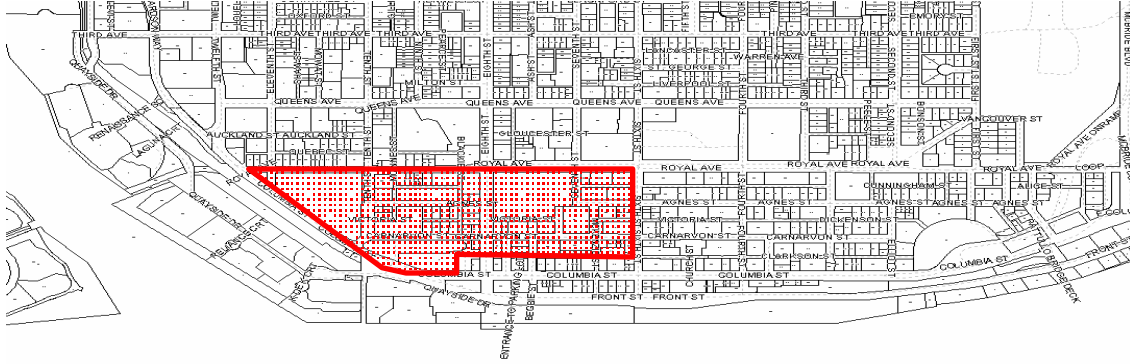


*Albert Crescent Park, 1912*

*Source: City Staff*



## 4.3 Tower Precinct



### Context

The Tower precinct is intended to accommodate a significant share of Downtown's residential and commercial growth. Where other precincts focus on Downtown's heritage assets, waterfront setting, and family-oriented needs, this precinct will continue to develop as a high-density employment and housing area. Building on its current employment base and on the presence of SkyTrain, this precinct is well positioned to capture region-serving office employers seeking to locate in New Westminster.

The boundaries of the Tower Precinct are Royal Avenue to the north, Columbia and Clarkson Streets to the south, Sixth Street to the east and Stewardson Way to the west.

The Tower Precinct is home to two major region-serving institutions spread over 2.8 hectares - Douglas College and the Provincial Courthouse - drawing people from around the region to study, work and do business. It includes a diverse mix of land uses including institutional, residential, retail and office, and is home to one of Downtown's two SkyTrain stations.

### Background

Starting in the late 1800s, the Tower Precinct area served as a place of commerce and as the institutional heart of the City. Located in the centre of the precinct, the 1891 Provincial Courthouse building still stands, now housing lawyer's offices serving the newer Courthouse building across the street. The brick and stone walls of the historic Courthouse survived the Great Fire of 1898, allowing the building to be reconstructed in its present form in 1899. The current Courthouse opened across the street in 1979 and is the site of high-profile criminal trials which have captured regional, national and international attention. To the west at Carnarvon and Begbie Streets, the 1908 Russell Hotel also speaks to the area's historic function as an administrative centre, drawing out-of-town government officials and traders for business.

In the post-war years, the seven-acre Columbia Square site was home to ironworks, machine shops, car repair shops and auto dealers. In the late 1980s, the site redeveloped into what is now Downtown's largest marketplace, anchored by a supermarket, liquor store, bank, residences and offices.



*Historic Courthouse*

*Source: City Staff*

As Downtown's land values have increased, more

urban, higher value land uses have come to this precinct. Perhaps the most dramatic example of this is the Plaza 88 site, between Carnarvon, Columbia, and Eighth Streets. This site and the blocks just north of it were home to a vibrant and notorious Chinatown starting from 1898 and diminishing after World War I until it dispersed by the early 1930s. At its peak in 1903, it was home to a Chinese community of 900 residents. Mixed in among its respectable homes and businesses was a vice district, with a maze of alleys and shacks containing gambling rooms, opium dens and brothels.<sup>1</sup>



*Ying Tai & Company c. 1890*

Source: Jim Wolf, Yi Fao: Speaking Through Memory

One hundred years later, this site is now home to the tall towers and retail complex that make up Plaza 88, surrounding the New Westminister SkyTrain station. When complete, this project could be home to 1,500 people. Its 180,000 square feet of retail space will serve residents from all over the City, as well as shoppers commuting via SkyTrain.



*Douglas College*

Source: City Staff

Within this precinct, Douglas College and the Provincial Courthouse serve a regional function and are major employment anchors for the City. The new Department of National Defense recruiting centre on Royal Avenue serves all of Greater Vancouver and has global influence.

### Vision

With the New Westminister SkyTrain station at its core, the Tower Precinct is becoming highly urbanized as residential towers replace vacant and underutilized sites. Some of these sites remain, and further growth and change will come as this precinct moves into its role as a high-density neighbourhood and employment centre.



*800 Block Agnes Street*

Source: City Staff

Where sites are large enough, under-developed non-heritage properties will redevelop as high rise towers to a maximum of 20 storeys. Tower development will be balanced with pedestrian-oriented streetscapes and a high quality public realm creating a livable environment that is a safe and attractive place for walking. Office and apartment spaces currently co-exist in this area, and will continue to do so as growth occurs through further investment and higher intensity redevelopment.

Residential development will take the form of high rise towers. As with recent projects, residential towers will have ground-oriented units at their base in the form of townhouses and/or garden apartments. Office development could arise in either single-purpose office towers, or occupy the lower floors of mixed-use office/residential towers. A large amount of

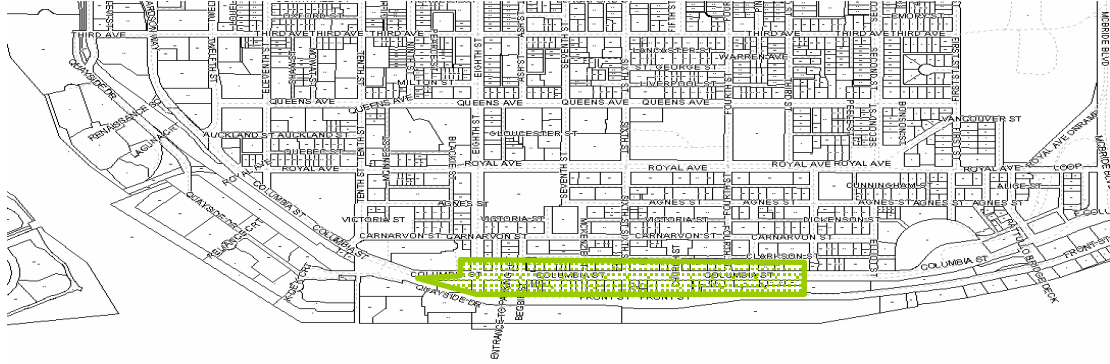
<sup>1</sup> Jim Wolf, Royal City: A Photographic History of New Westminister, 1858-1960 (Vancouver: Heritage House, 2005) 99.

retail is planned for the Plaza 88 development surrounding the New Westminster SkyTrain Station. Beyond this, in most cases retail, art galleries and restaurants will occupy the grade level of towers.

With its existing and developing educational and commercial anchors, this precinct will continue to be a regional destination point. Institutional development could take the form of expansion of existing institutions or the arrival of new institutions into Downtown.



## 4.4 Historic Precinct



### Context

The intent of the Historic Precinct is to provide protection, incentives and opportunities to respect, enhance and celebrate the recognized heritage resources within it.

The boundaries of the Historic Precinct are Front Street to the south, Clarkson Street to the north, Merivale Street to the east, and just past Blackie Street to the west.

The Historic Precinct is identified as Downtown's main commercial corridor - a role it has played since the 1860s. Within this area are 34 properties that the City has identified as having significant heritage merit and which have been placed on the Heritage Register. This precinct has more heritage assets than any other precinct in the Downtown.

### Background

The Historic Precinct contains the largest collection of the City's commercial heritage buildings and is valued for its enduring role in the colonial history and development of New Westminster.

As the commercial core of British Columbia's original capital city, Columbia Street conveys a sense of time and place of the City's history, from the earliest days in 1860 when Colonel Moody and the Royal Engineers laid out the new city, to the Great Fire of 1898 and the economic heyday of the 1940s.



415 and 401 Columbia Street, the Burr Block and Guichon Block

Source: City Staff

Columbia Street is a tidy collection of commercial historic buildings that carries forward an important and valued legacy, beginning with the proclamation of New Westminster as a city in 1860, making it the oldest city west of the Great Lakes.

September 10, 1898, is a significant milestone when on this day a massive fire raged through the Downtown, destroying the impressive Victorian-style buildings. Only two buildings survived that fire and still stand on Columbia Street today (415 and 401 Columbia Street, known as the Burr Block and the Guichon Block respectively). Showing the tenacity of early New Westminsterites, the Downtown was substantially rebuilt within one year.

Another highlight of Columbia Street's legacy is its reputation in the 1940s as "the Miracle Mile". Downtown was active, stores were making record profits and Columbia Street had the highest sales per square foot in the entire province<sup>2</sup>. It was widely known that if a business located on this stretch of Columbia Street, it was guaranteed success.

The arrival of the Woodward's department store in Uptown in the 1950s, combined with the development of suburban shopping centres and a shift in shopping patterns, initiated the beginning of the decline of Columbia Street; a part of Columbia Street's legacy that continues to today.

One of the area's strongest legacies is that throughout its history, through the booms and busts, Columbia Street has consistently maintained its retail character of small-scale, individually-owned stores.

Other important elements of this precinct are the many stories of people and events that have occurred over time. These include stories about the creation of the City's own electrical company, Chinatown, photographers such as Francis Claudet and Charles Stride, the Farmer's Market that drew farmers from across the region, parades along Columbia Street (including the one that resulted in the famous photograph "Wait for me Daddy"), and many more stories and memories.

Recognizing the need to provide incentives to property owners of heritage buildings, in 2000 the City created the Density Transfer Program which identifies eligible properties in the Historic Precinct. Eligible recipient sites purchase unused density from eligible properties on the City's Heritage Register. The recipient site incorporates the extra density into their development, the donor site utilizes the income to conserve the building, and both sites enter into a Heritage Revitalization Agreement with the City.



*"Wait for me Daddy", 1940*

*Source: City Archives*

## Vision

Defining features of the Historic Precinct include a combination of physical and intangible elements such as buildings, views, public spaces, streets, streetscapes, materials and memories.

The Historic Precinct includes important public spaces such as its wide and formal main street (Columbia Street), a newly rebuilt public square (Hyack Square) where cultural celebrations

<sup>2</sup> Jim Wolf. "Royal City: A Photographic History of New Westminster, 1858-1960", Surrey BC, Heritage House Publishing Company Ltd, 2005, p. 173.



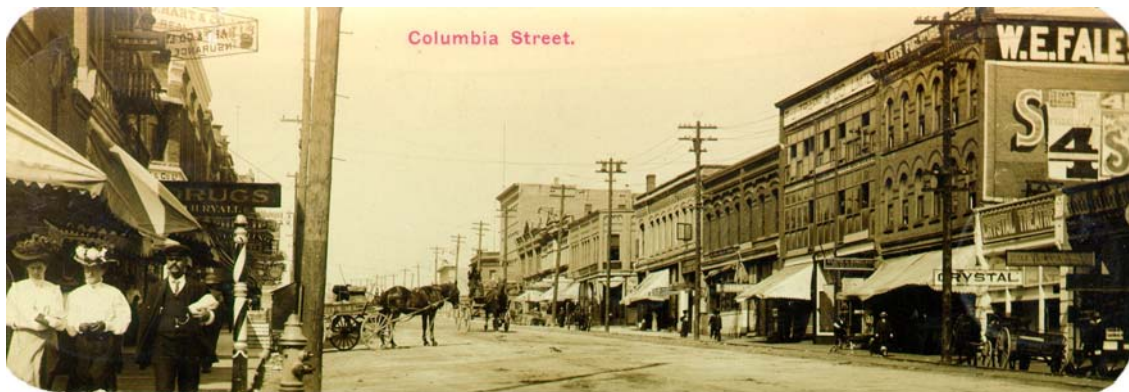
are held, and is adjacent to strong elements of the regional transportation network (railway tracks, roads and the Fraser River). Views to the Fraser River, as well as views to the west and east along Columbia Street, are also key elements to be preserved within this precinct.

The Historic Precinct has a valuable collection of late-Nineteenth and early Twentieth Century masonry buildings that together create a “saw-tooth” profile along Columbia Street. These historic buildings range in height from 1 to 12 storeys, with the majority between 2 to 4 storeys.

The buildings are typified by such architectural features as cubic massing, high site coverage, elaborate street front facades, punched window openings and projecting roofline sheet metal cornices. Common building materials include masonry elements such as sandstone, granite, and local brick. Some buildings also face Front Street and Clarkson Street.

Properties within the Historic Precinct that are on the Heritage Register have detailed regulations with regard to development. New development will be allowed on non-registered sites, provided they respect neighbouring heritage resources in terms of height, massing, form and character. New developments in the Historic Precinct will have a height limit of 12 storeys unless the development includes a density transfer with a heritage building or heritage retention of all or part of the building; in these instances, heights of up to 17 storeys will be entertained. All exterior modifications to heritage buildings along Columbia Street will comply with design standards included in the HARP Guidelines.

Since its earliest days, Columbia Street has been known as the retail corridor of New Westminster. This precinct will retain its mixed-use land use (commercial and residential) and important retail function along Columbia Street.



*Columbia Street, 1910*

*Source: City Archives*

The role of the arts is seen as an integral component to the revitalization of Columbia Street. Art galleries, public art and theatres are all strongly encouraged in this precinct.

Columbia Street will continue to be the main pedestrian corridor in the Downtown where retail and entertainment uses, in particular between Fourth Street and Eighth Street is strongly encouraged. Well designed storefronts provide interest to the pedestrian corridor. The use of colours in banners, landscaping, signage and buildings is encouraged, allowing for animation and “whimsy” along the street. Sidewalk cafes and public art are highly encouraged, as well as thoughtful consideration for well programmed public spaces.



## 4.5 SkyTrain Precincts



### Context

There are two SkyTrain Precincts: one surrounding the New Westminster Station and the other surrounding the Columbia Street Station. The SkyTrain Precincts are intended to accommodate high density development, recognizing SkyTrain's significant role in reducing the need for a private automobile and helping advance several of Downtown's sustainability objectives.

### Background

Downtown New Westminster has two SkyTrain stations: the New Westminster Station at Eighth and Columbia Streets, and the Columbia Street Station at Fourth and Columbia Streets. These stations represent significant infrastructure investments and tremendous opportunities to link the Downtown to other centres throughout the region. The SkyTrain Precincts are important nodes for place-oriented, higher intensity mixed use developments and cultural activities which add to the vibrancy of the Downtown.



800 Camarvon Street

Source: City Staff

The SkyTrain Precincts are presented as *overlays* to the Downtown Community Plan Land Use Map. The land use designations underlying the SkyTrain Precincts remain the governing land use. The SkyTrain Precincts overlay allows greater flexibility in accommodating additional density and increased height allowances where appropriate. The overlay generally extends about 200 metres from the New Westminster SkyTrain Station and the Columbia Street SkyTrain Station, representing a five minute walk from each station.

### Vision

The SkyTrain Precincts recognize that land use around the SkyTrain stations should provide a mix of high density land uses, including residential, commercial and civic uses, to encourage a sustainable and vibrant Downtown during the day and evening. Open spaces and public realm spaces located in the SkyTrain Precincts must be designed with an emphasis on memorable streets, sidewalks and plazas to foster walking and cycling to transit, shopping, services and residences rather than the automobile. Attention to safety and security in the design of

buildings and surrounding spaces will create an inviting environment for visitors and enhanced livability for residents.

Encouraging animated, urban, mixed use developments around significant transit stations responds to the need to address environmental issues related to fossil fuel consumption and greenhouse gases. Well designed buildings, open spaces and streets integrate the need to create livable urban environments with the call for greater use of transportation alternatives such as walking, cycling and transit use. Developments located in the SkyTrain Precincts will be considered for reductions in required parking, supported by a traffic and parking study.

The New Westminster Station, located within the new Plaza 88 development at Eighth Street and Columbia Street, represents the station with the highest number of passengers in New Westminster. It is, in conjunction with Plaza 88, considered a major western gateway to Downtown. The station is located in a dense mixed use development that will support transit ridership and increase pedestrian activity in the surrounding area. Buildings of up to 30 storeys will be considered in the New Westminster Station SkyTrain Precinct, as long as

provision is made for office development and consideration is given to the protection of view corridors, provision of suitable light and air penetration at the street level, high quality pedestrian streetscape, and attention to the interface with existing developments. It is expected that all new development will provide excellence in urban design for all public realm spaces and the streetscape and in the design of pedestrian and cycling connections. For the portion of the precinct that overlays the Historic Precinct, the height policies of the Historic Precinct will apply. Public safety and security will be paramount in the design of new buildings and the public realm spaces.

The Columbia Station, at Columbia Street and Fourth Street, is located at the eastern gateway to Downtown. The Columbia Station SkyTrain Precinct includes part of the Historic Precinct, including the Burr and Guichon Blocks, both important buildings that survived the Great Fire of 1898. This SkyTrain Precinct also includes a mix of medium and high density residential buildings and small office buildings. With the exception of development in the Historic Precinct, the maximum building height allowable in this SkyTrain Precinct is 20 storeys, with consideration given to office development and protection of view corridors, provision of suitable light and air penetration at the street level and attention to the interface with existing development. It is expected that all new development will provide excellence in urban design for all public realm spaces, the streetscape and in the design of pedestrian and cycling connections.



*800 Block Camarvon Street*

*Source: City Staff*



*Fourth Street and Columbia Street*

*Source: City Staff*

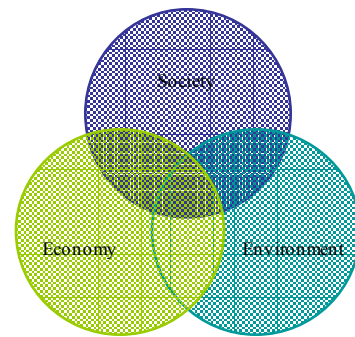
## 5.0 Environment

### Context

Throughout the planning process for the Downtown Community Plan, significant effort has been made to integrate land use planning with other key considerations; the integrating theme is being sustainability. This new sustainability framework has resulted in significant changes to this version of the Downtown Community Plan from previous versions.

A sustainable community is one that is able to meet the needs of today's generation without compromising the ability of future generations to meet theirs. It seeks a better quality of life for all its residents while maintaining nature's ability to function over time.

A community plan anchored on principles of sustainability involves advancing the goals and objectives of three interrelated areas of action: social, economic, and environmental. The single greatest challenge in achieving sustainability is balancing the goals of these three areas, which oftentimes compete with one another. The diagram shows how these areas of influence interact with one another. Sustainability is achieved where the circles overlap.



### Challenges and Opportunities

Environment is one of the three main elements of sustainability, along with economy and society. The efforts we make in land use, transportation, buildings, parks and open space, and community and economic development programs can all affect our environmental performance. There are several aspects of Downtown's environmental performance that have been identified as priority areas for improvement.

#### Air Quality

Compromised air quality is a top-of-mind issue that has been identified in many assessments of Downtown, including a recent broad-based opinion survey completed for this Plan. Air quality index scores and advisories have now become part of the daily weather forecast for the region, as the region's growth has resulted in more emissions and smog. Besides being a regional issue, air quality is particularly significant in a Downtown surrounded on all sides by major truck and rail corridors. Royal Avenue, McBride Boulevard, Front Street, and the western portion of Columbia Street all carry significant throughput in regional goods movement. Along with this network comes high exhaust emissions, worsened by trucks having to ascend and descend hills and stop and go at grade crossings.

Although Downtown will continue to sit within a goods movement corridor, land use and transportation initiatives can play a role in mitigating its local pollution impacts. The City is working with TransLink and other related agencies on alignment options for the planned new Patullo Bridge. Realigned bridge approaches could improve air quality on Royal Avenue, Columbia Street and Front Street by improved routing for vehicles and trucks.

TransLink is currently evaluating the role and function of the North Fraser Perimeter Road (NFPR). The Downtown Community Plan envisions an encapsulated corridor along Front Street

and uses the Downtown’s topography to create plinth-type development over and across the NFPR and rail corridor to create a connection to the riverfront. The plan calls for high density mixed-use development on key sites along the NFPR to leverage private sector investment in building an encapsulated structure. This is an ambitious exercise in placemaking for Downtown, and the City recognizes it as a long-term vision requiring both strategic public sector investment and private sector involvement. An encapsulated NFPR will significantly improve the air quality in the Downtown.



*Front Street*

*Source: City Staff*

Downtown residents and businesses also contribute to air pollution Downtown through the use of private automobiles. Plan initiatives related to walking, cycling, and transit will help increase the proportion of daily trips people make using these sustainable modes of travel. Besides simply switching from car to transit, reducing transportation emissions means reducing the number of trips and the distance involved in trips that are needed. Around SkyTrain stations, the Plan allows for additional building height to maximize opportunities for high-density, transit-oriented development. Making Downtown into a compact, complete community with more job opportunities, business services, retail and civic/cultural facilities can greatly reduce the “emissions footprint” of people living and working Downtown.

### **Natural Environment**

Until the early 1980s, Downtown’s riverfront was industrial. Since then, the residential Quayside neighbourhood has developed to the west, with the Esplanade connecting people from all over the City to the Fraser River. However, the heart of the Downtown riverfront remains as paved parking (the Larco site) and vacant brownfield (the Westminster Pier site). The Plan will help facilitate environmental remediation of these sites. Public investment in key areas such as the Downtown park network and public realm can help restore habitat along the foreshore and Esplanade.



*Fraser River and riverfront Esplanade*

*Source: City Staff*

Future development along the riverfront and in the west low-lying portions of Downtown, particularly around Columbia Square, will be built in accordance with best practices in floodplain management. In recent years, rising river levels have brought increased attention to managing habitation along the Province’s largest river.

The Fraser River is Downtown’s most prominent natural feature. Protecting the Fraser River, however, can be a challenge, particularly regarding stormwater management. In urban areas there tends to be a disconnect between pollutants entering the storm drains and their output areas. Due to Downtown’s topography, stormwater output is the Fraser River. To limit stormwater impacts on the river, improvements such as increasing permeable surfaces within the Downtown’s built environment are sought. This means more landscaped areas are encouraged: in public streets and rights-of-way, and integration into ground level and rooftop design. Recent research shows that the water quality of the Fraser River is improving, based on samples taken at Hope, BC<sup>3</sup>. Given that Downtown’s population is expected to double by 2031,

<sup>3</sup> Fraser Basin Council. “State of the Fraser Basin Report: Sustainability Snapshot (2006)”, 25.

Downtown Community Plan initiatives related to stormwater will be an important part of helping this trend continue despite significant growth.

### **Energy**

As it grows, Downtown will need to reduce its energy consumption and per capita footprint in green house gas emissions. The Energy & Emissions Inventory for New Westminster, recently released by the Province, documents the environmental impact of both residents and businesses. Of the City's total emissions, 53% comes from transportation, 45% comes from buildings, and 2% comes from solid waste.<sup>4</sup>

In addition to the transportation-related aspects discussed earlier, policies in the Plan also address this emissions profile by helping to make new buildings more efficient, particularly by reducing the energy required to heat them. In the past, BC's relatively affordable electricity, combined with the region's mild climate, has limited the push towards high efficiency buildings. With rising energy costs and recent innovations in building materials and heating systems, there is a trend towards higher efficiency buildings. In built-out neighbourhoods, dealing with the efficiency of buildings means retrofitting existing buildings by creating incentives for homeowners and businesses. Due to Downtown's growth projections, there will be opportunities to incorporate higher efficiency standards into new construction. This could include alternative on-site energy, such as geothermal and solar power. Downtown's southern orientation is an important asset for renewable energy, giving good solar access for rooftop energy generation.

Combined, energy-related efforts in the Downtown Community Plan directed at more efficient transportation and buildings will target 98% of the source areas behind the City's green house gas emissions.

### **Waste/Materials/Recycling**

With respect to material waste, the Plan encourages the conservation of Downtown's heritage buildings and encourages their adaptive re-use. These buildings have significant embodied energy and their retention minimizes construction and demolition waste, and energy inputs into new building materials. Downtown has many examples of the conservation, restoration, and re-use of heritage structures, including buildings such as the CP Rail station (now a Keg Restaurant) and the Post Office (now residential lofts and the City's Police Station).

The Plan's design guidelines include strengthened provision for recycling facilities in new apartments and townhouses, both in individual kitchen spaces and in communal recycling spaces. This will facilitate improved 3-stream separation of recyclables. The design guidelines also include provisions for improved use of long-lasting durable cladding materials to minimize material waste over the life cycle of buildings.

### **Stewardship**

One of the most important environmental challenges is connecting people to the environment, and promoting stewardship and environmental responsibility. An individual's contribution towards environmental responsibility may include recycling, taking transit, conserving energy, or properly disposing of household batteries or liquid toxins. It is recognized that the role of

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<sup>4</sup> Community Energy & Greenhouse Gas Emissions Inventory for New Westminster: 2007. Hyla Environmental Services Ltd, March 2009.

stewardship is a positive movement in the community, and as such, in 2009, the City established a new Community Environmental Grants program.

There are several initiatives identified in this Plan that help “green” the Downtown, a movement that promotes environmental stewardship and provides opportunities for people to connect with nature. These include the introduction of a Green Amenity Streets program, community gardens, and interpretive education around the Fraser River natural habitat. Further, the design guidelines encourage opportunities for communal gardens on the podium level of new residential towers.

### Green Amenities

Another concern is the general lack of green space in the Downtown. The Downtown is a highly built-out, urban neighbourhood. The majority of the Downtown is hard surface - concrete buildings and road allowances. As the Downtown continues to grow, more emphasis will be placed on “softening” the concrete nature of Downtown’s built form with greener corridors and green pockets.

In new development, there will be more emphasis placed on incorporating habitat and green spaces into housing and commercial projects. This will mean more usable green space on tower podiums and green roofs where feasible, and more permeable surfaces at street-level. It also means choosing native species for landscaping which support bird and animal habitat.

**Green Amenity Streets** - City streets and sidewalks incorporate moderate traffic access, habitat, stormwater management, pocket parks, and street trees to make Downtown more livable and improve its environment. This type of street is particularly relevant to Downtown, where parkland acquisition is costly and difficult.



Community Gardens, Downtown Seattle, WA

Source: City Staff



Greening the street, Seattle, WA

Source: City Staff

Improvements to Downtown’s public spaces are also identified in the Plan. Downtown is shaped by a dense street grid that uses a third of its land base. The Public Realm Plan identifies key sites where new pedestrian connections and greenways are needed. Throughout Downtown there are opportunities for adding more street trees and landscaping within the street right-of-ways.

Air Quality, Natural Environment, Energy, Waste, Stewardship, and Green Amenities are all priority environmental areas for the Plan. These have been expanded into the following set of objectives to restore a healthy relationship between Downtown and its environment:

- increasing biodiversity and habitat
- improved solid waste management
- better air quality
- reduced noise
- reduced greenhouse gases,
- reduced water pollution,
- water conservation, and
- a strong local food system.



Given that the environment has a significant bearing on Downtown’s social and economic well-being, the Downtown Community Plan integrates environmental considerations throughout other policy chapters. However, some strategies are easier to understand as a distinct group. These are presented separately in this chapter.

**Key Goal: Downtown has a strong connection to the natural environment and demonstrates leadership in responsible growth and environmental stewardship.**

Strategies	Actions
Integrate and enhance wildlife habitat along the Fraser River.	<ul style="list-style-type: none"> <li>• As the access to the waterfront is restored, and parks such as the future Westminster Pier are developed, design waterfront parks to restore and enhance biodiversity of riparian habitats.</li> <li>• Dovetail work on the City’s Esplanade foundations and any flood management works with intertidal riparian habitat enhancement and restoration objectives.</li> </ul>
Enhance the ecological function of the streetscape, parks and other public spaces.	<ul style="list-style-type: none"> <li>• Guided by the Public Realm Master Plan, incorporate habitat and stormwater management into street renewal, for example:               <ul style="list-style-type: none"> <li>○ Greening street network bulges and medians to increase comfort and interest and provide habitat;</li> <li>○ Increasing street tree coverage and diversity of tree and shrub species to provide shading and bird habitat;</li> <li>○ Incorporating stormwater retention and bio-filtration features into landscape design;</li> <li>○ Including park signage about features and benefits where substantial new features have been added.</li> </ul> </li> <li>• Design substantial landscape elements to provide habitat, incorporating diverse, multi-storey planting design.</li> <li>• Design attractive landscaping features using native plants and bird habitat elements, extending the Fraser River environment into Downtown, creating a unique sense of place.</li> <li>• In City landscaping, prioritize plants and grasses which are native, use less water, require less maintenance, and enhance biodiversity by providing nesting habitat, protection from predators, and/or food.</li> </ul>
Incrementally develop “Green Amenity Streets”.	<ul style="list-style-type: none"> <li>• Beginning with a local pilot project to test the concept, redevelop a residential street as a “green amenity street,” leveraging City-owned land to support enhanced stormwater management, habitat, pedestrian improvements, and park amenities, in addition to safe local vehicular access.</li> <li>• Consider a range of funding options for greening streets,</li> </ul>

Strategies	Actions
	including development cost charges, grants, and parking in-lieu funds.
Integrate stormwater management into the planning and design of the waterfront and access points from the Downtown.	<ul style="list-style-type: none"> <li>• Work with Metro Vancouver, the provincial government, rail companies, and TransLink to: <ul style="list-style-type: none"> <li>○ Consider routing stormwater runoff via access plinths and then directly over flood control dikes, reducing flood hazard in low-lying areas below the Downtown slopes and providing an opportunity to improve runoff water quality.</li> </ul> </li> </ul>
Promote environmental stewardship by connecting people with nature.	<ul style="list-style-type: none"> <li>• Expand active programming for Downtown parks to encourage use by nearby residents, and consider doing so for parks immediately North of the Downtown. Programming could include community gardens and other small-scale activities that can be accommodated on sloping sites.</li> <li>• Design Westminster Pier and Muni Evers Park sites to include significant habitat enhancement with interpretive signage describing the ecological significance of riparian habitat.</li> </ul>
Support improved air quality.	<ul style="list-style-type: none"> <li>• Support and encourage regional airshed management initiatives to improve air quality.</li> <li>• Minimize impact of car and truck emissions by supporting and encouraging sustainable transportation modes, as outlined in the Transportation Chapter.</li> </ul>
Encourage enhanced environmental performance of buildings and private developments.	<ul style="list-style-type: none"> <li>• Promote the NatureScape landscaping program to building owners and occupants.</li> <li>• Facilitate solar orientation and energy efficiency of buildings, as outlined in the Design Guidelines (Ensure Zoning bylaw and other regulations permit passive solar design and ventilation).</li> </ul>
Ensure the Downtown supports and encourages sustainable transportation modes.	<p>As outlined in the Transportation Chapter:</p> <ul style="list-style-type: none"> <li>• Improve the safety, security, and accessibility of transit stops and stations to encourage transit use</li> <li>• Enhance commuter routes and active transportation</li> <li>• Enhance streets for pedestrians, cyclists, and transit users</li> </ul>
Facilitate local food growing opportunities and improve access to fresh food.	<ul style="list-style-type: none"> <li>• Work with community partners to promote a healthy food system: <ul style="list-style-type: none"> <li>○ Provide access to places to buy, grow, and consume local foods.</li> <li>○ Make access to local foods convenient and attractive.</li> <li>○ Meet the needs of the high density residential community in the Downtown, by providing access</li> </ul> </li> </ul>

Strategies	Actions
	<p style="text-align: center;">to garden spaces.</p> <ul style="list-style-type: none"> <li>• Pilot test Community Gardens in the Downtown. Prioritize sites that are safe and accessible to residents, have adequate sun exposure, and good growing conditions. For example, Albert Crescent Park and the park at the future elementary school site are ideal for community gardens, with excellent southern exposure and many nearby residents.</li> </ul>
Support waste management leadership	<ul style="list-style-type: none"> <li>• Provide efficient 2- or 3-stream waste receptacles in all public places.</li> <li>• Encourage coordination of private garbage pick-up to reduce noise and greenhouse gas emissions through more efficient service provision.</li> </ul>



## 6.0 Economy

Downtown New Westminster was once a thriving economic centre within the region, boasting successful retail, commercial and industrial sectors. Fishing docks, rail lines and the Fraser River Bridge connected Downtown to other parts of the region, supporting salmon canneries, lumber mills, food processing, distribution of agricultural products, and retail along the “Miracle Mile.” In the 1950s, however, the area met economic decline exposing it to disinvestment and neglect. More recently, the neighbourhood has benefited from a development boom, transitioning it from a struggling area to a neighbourhood of renewal, interest, reinvestment and optimism.

### 1. Retail, Restaurants and Entertainment

Retail uses in the Downtown are concentrated primarily within five locations: along the Columbia Street corridor, Antique Alley on Front Street, the Quay, Columbia Square, and Sixth Street. Combined, these five nodes have a total of 665,000 sq.ft. of occupied retail, restaurant, and entertainment space. Downtown offers several regional and visitor-serving retail/entertainment destinations (i.e., bridal shops, antiques, comedy club) but a very limited amount of local-serving retail and services. The influx of new residents provides significant opportunities to introduce additional neighbourhood-serving goods and services (i.e., banks, drycleaners, cafés, specialty food stores).

Downtown’s population growth will create increased demand for new neighbourhood-serving shops and services. On average, this will amount to demand for 9,000 sq. ft of new retail space per year. By 2031, growth in neighbourhood retail-serving space could total 208,000 sq.ft.

In addition to neighbourhood-serving retail, Downtown plays a role in fulfilling retail needs at a broader City-wide and regional level. Over time, this has taken different forms - from its earlier days when people came from the Fraser Valley to shop the Miracle Mile, to the opening of SkyTrain and the destination-oriented Westminster Quay public market in 1986, to current niche retail such as the bridal shops along Columbia Street. Retail will continue to be an important sector for Downtown.

#### Retail in-stream

Plaza 88, located around the New Westminster SkyTrain station, is a partially constructed mixed-use development that will help meet some of the retail demand for Downtown. The development will contain as much as 170,000 sq.ft. of transit-oriented retail, including a 37,500 sq.ft. grocery store, a 17,500 sq.ft. drugstore and an 11,600



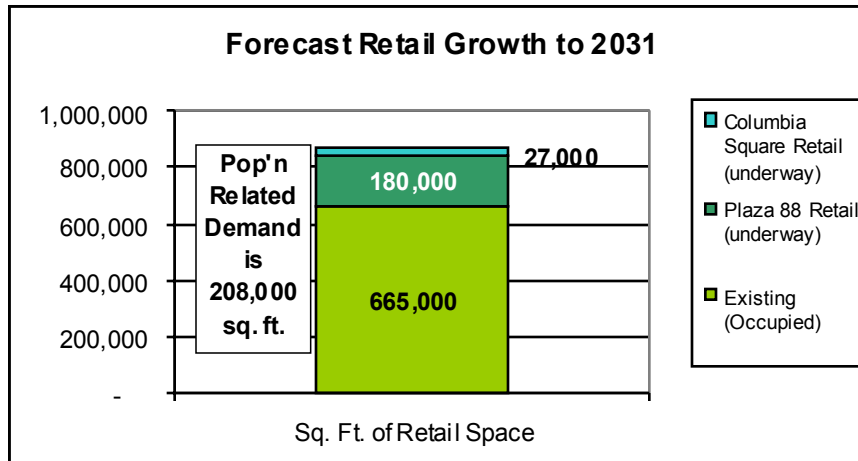
*Columbia Street, c.1940*

*Source: City Archives*

sq.ft. liquor store. The remaining 100,000 sq.ft. will be retail, but has not yet been allocated for a specific retail use.

Figure 13 shows Downtown’s current retail floorspace and the two major retail projects currently underway, which amount to an additional 208,000 sq.ft.

**Figure 13. Existing and In-stream Retail Space**



### Challenges and Opportunities

Many of the major regional and sub-regional retail chains (i.e., Canadian Tire, Future Shop, Winners, London Drugs, Costco) require large sites so they can accommodate most of their floorspace on a single level. Downtown’s fine grained grid system, small parcel sizes and inventory of heritage buildings means there are few sites that can accommodate large format type of retail development.

However, Downtown’s heritage character and riverfront location give it the potential to become a unique destination for boutique shopping, entertainment and dining. People are increasingly more interested in frequenting character streets than simply shopping in a suburban mall or automobile-oriented commercial strip. Attributes such as pedestrian scale, historic character and charm, and niche specialization are becoming more valued thereby giving Downtown a competitive advantage in this regard.

Several City and private initiatives currently underway will enhance this unique sense of place needed to stimulate regional commercial growth:

- a revitalized River Market at the Quay will serve as a retail anchor
- the proposed Multi-Use Civic Facility will generate spin-off demand for food and beverage space for people attending conferences and arts performances
- The Park at the Westminster Pier site will draw people to the riverfront, creating opportunities for shopping and eating
- Hyack Square is now a place for positive community interaction and outdoor performances
- If the Front Street Parkade were partially demolished, it would open up the waterfront vistas and support a more desirable shopping atmosphere, especially along Antique Alley on Front Street

## 2. Office Growth

Downtown’s office market currently consists of approximately 526,500 sq.ft. of occupied space. Only one building in the Downtown is considered Class A office space. In order to attract new office employers to the Downtown, the Downtown Community Plan prioritizes the need to promote and construct new Class A office space.

Downtown’s residential population growth will create increased demand for new neighbourhood-serving office space. On average, this will amount to demand for approximately 3,500 sq.ft. of new office space per year. By 2031, growth in neighbourhood office space could total 80,000 sq. ft.



*First Capital Place*

*Source: City Staff*

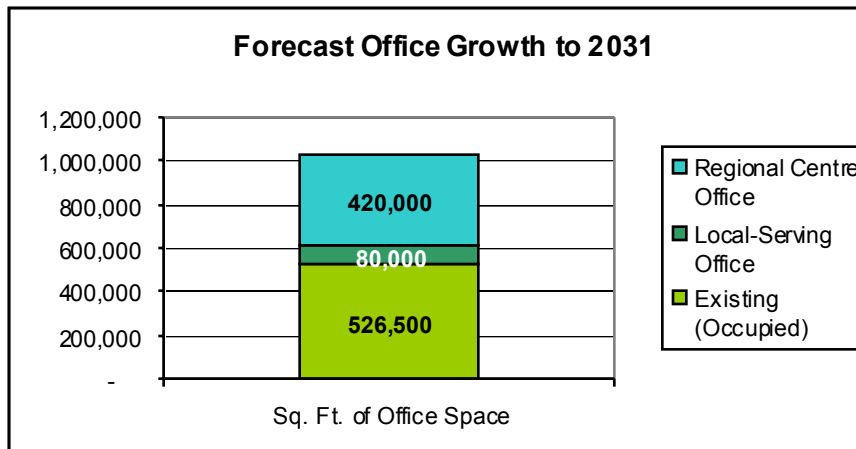
As a designated Regional Town Centre, Downtown is intended to accommodate high density transit-oriented office jobs clustered close to SkyTrain. Between 2008 and 2031, the City is expected to attract about 35,000 sq.ft. of regional office space on an annual basis.

Approximately half of this is expected to end up in the Downtown. By 2031, this Downtown office growth could amount to an additional 420,000 sq.ft.

Downtown is already home to several major public and private sector employers (i.e., BC Safety Authority, BC Land Titles Office) which serve a regional or provincial function. Attracting further investment for this type of office growth will be an important function and role of the Downtown.

Figure 14 shows both neighbourhood-serving office growth and regional office growth in relation to Downtown’s existing office floor space.

**Figure 14. Forecast Growth in Office Space to 2031**



### Challenges and Opportunities

Attracting investment in new office space is a challenge faced by municipalities throughout the region, making it a highly competitive type of development. Specific challenges for Downtown New Westminster include:

- Small parcel sizes demand consolidation and coordination for large high rise developments

- Employers seeking to locate along SkyTrain can choose among locations in Surrey, Burnaby, and East Vancouver in addition to Downtown New Westminster
- Downtown has longstanding image and safety challenges which must be overcome if it is to successfully compete with other Regional Town Centres
- Public realm improvements, particularly enhanced waterfront connections and park space, are required to boost Downtown's appeal

For typical regional office employers, Downtown offers several ingredients sought after by office development – excellent views, lower land costs, and a supply of vacant or underdeveloped sites. Downtown is strategically located in the centre of the region, has SkyTrain connections to Surrey, Vancouver and Burnaby, and close to the junction of the proposed Evergreen Line at Coquitlam's Lougheed Mall. It has the advantage of being on the north side of the Fraser River, so there are no bridge connections to Vancouver.

Downtown's rich collection of heritage buildings gives it a niche-market character, similar to Vancouver's Gastown and Yaletown. With civic investment in the Downtown, and with further new residential and commercial development, increased property values will help support the continued restoration of Downtown's heritage buildings.

### Hotels and Visitors

New Westminster has not been a major player in the regional tourism market, although this is true of most Greater Vancouver municipalities outside of Vancouver. Vancouver's near monopoly on major convention facilities, high end hotels, major tourist attractions (i.e., Stanley Park, Aquarium, Science World, Space Centre, Gastown) and major arts/cultural facilities means that other municipalities play niche roles in the tourism market.



*Inn at the Quay*  
Source: City Staff

With its riverfront setting, unique historic character, pedestrian scale, regional centrality, and high quality transit service, Downtown New Westminster is well positioned to accommodate regional tourist attractions. It has become well-known for its niche collection of bridal gown boutiques, galleries, heritage buildings and funky antique stores, drawing visitors from around the Lower Mainland.

Downtown's three hotels include the modern Inn at the Quay, and the historic and carefully restored Met and Arundel hotels, for a total of 172 units. In addition to its accommodation, the Inn at the Quay has a meeting/conference capacity of 200.

Product development, marketing, and other activities that promote tourism, focusing on Downtown's arts, heritage, culture and Fraser River location will be important in advancing the Downtown's economic development objectives.



**Key Goal: Downtown has a strong retail and commercial base, supporting its role as a complete neighbourhood, and an economic hub within the City and the region.**

Strategies	Actions
<p>Provide for a mix of retail shops and services that fulfill the full range of Downtown residents' day-to-day needs.</p>	<ul style="list-style-type: none"> <li>• Ensure that land use and zoning align with current retail market needs in terms of permitted uses, design, and density.</li> <li>• Create vibrant and interesting pedestrian-oriented commercial centres which reflect the character and history of the surrounding neighbourhood, and suit the needs of the community.</li> <li>• Promote vibrant streetscapes in commercial areas.</li> <li>• Support sidewalk patios and other forms of on-street commercial activity consistent with other economic development goals.</li> <li>• Identify viable locations for retail at-grade. Focus retail at these locations to create a critical mass of contiguous street-level shopping.</li> <li>• Identify gaps in essential shops/services and in the desired retail mix, recruiting stores where necessary to provide for residents' needs.</li> </ul>
<p>Strengthen Downtown as a unique and successful regional business centre.</p>	<ul style="list-style-type: none"> <li>• Ensure land use and zoning support high density office space, where appropriate (i.e., in close proximity to SkyTrain stations).</li> <li>• Encourage retention of existing government agencies in the Downtown by utilizing regulatory incentives if necessary.</li> <li>• Encourage senior governments to locate region-serving agencies in the Downtown.</li> <li>• Promote New Westminster as an office location to the region's office developers and leasing agents.</li> <li>• Improve investment opportunities by providing amenities such as parks and child care in the Downtown.</li> <li>• Consider office development opportunities in the sale or development of City-owned land.</li> <li>• Maximize the office potential on the upper floors of tower podiums on major streets.</li> <li>• Use incentives such as density bonusing to promote new office development.</li> </ul>

Strategies	Actions
<p>Attract regional niche-market offices to Downtown's existing heritage buildings.</p>	<ul style="list-style-type: none"> <li>• Market Downtown's heritage commercial buildings to attract niche employers from the design, creative, and sustainability-related sectors who specifically want to locate in heritage character properties.</li> <li>• Develop a comprehensive parking strategy for Downtown, to provide spaces to replace the existing Front Street Parkade.</li> <li>• Use Building Code equivalencies wherever possible to ease the financial burden of upgrading a heritage building.</li> </ul>
<p>Foster the Downtown as a tourist destination.</p>	<ul style="list-style-type: none"> <li>• Promote tourism activities that build upon the waterfront and entertainment uses around the Quay.</li> <li>• Promote a unique Downtown experience based on the history of the area and the importance of the working Fraser River.</li> <li>• Promote the development of tourism support services (i.e., tours, accommodation)</li> <li>• Create a vibrant and active Downtown experience as the basis of attracting tourism activities.</li> <li>• Implement an effective Downtown branding and directional signage program.</li> <li>• Create a flexible performance space to attract and bring touring professional organizations to the Downtown.</li> </ul>

## 7.0 Housing

Table 4. Downtown Housing Characteristics

	2008	2021	2031
<b>Downtown Population</b>	9565	15441	21409
<b>Share of City's Population</b>	15	19%	22%
<b>Type</b>			
<b>Number of housing units DT</b>	5,220	8677	12187
Apartment	4495	8402	11912
Townhouse	235	235	235
Single family	40	40	40
<b>DT housing stock as share of City's stock</b>	19%	23%	26%
<b>Tenure</b>			
<b>DT Residential units rented</b>	41%		
<b>DT Residential units owned</b>	59%		

*"You can't rely on bringing people downtown; you have to put them there."* - Jane Jacobs

### Context

Downtown is currently home to approximately 9,500 people. As a designated Regional Town Centre that is centrally located within the region, and well serviced by high quality transit, it is expected to accommodate a large share of the region's employment and residential growth. As a result, Downtown's population is expected to grow to over 21,000 people by 2031. In order to accommodate this growth, an additional 7,400 units will need to be built over the coming few decades; nearly all of these units will be in apartment form. By 2031:

- 22% of the City's residents will be living in the Downtown;
- 26% of the City's housing stock will be in the Downtown; and
- 98% of Downtown's housing stock will be in apartment form.



*Mixed density development along the Quay*

Source: City staff

Access to safe, adequate and affordable housing is fundamental to the physical, economic and social well-being of individuals, families and communities. Sustainable communities include a range of housing choices and adequate supply to meet the housing needs of their community and to provide affordable and appropriate housing for employees and employers. As a growth area that supports a diverse mix of land uses (residential, commercial, industrial, institutional) and recreational opportunities, providing housing choice enables residents the option to live, work, shop, and play in close proximity.

## Challenges and Opportunities

The Downtown has undergone extraordinary change throughout its 150 years, however, not all of it was welcomed. The impact from the loss of major economic pillars, starting in the 1950s, has presented a number of challenges for Downtown, particularly as a residential neighbourhood. Existing residents have indicated a lack of sufficient amenities and services (retail stores, attractions, schools) and recreational opportunities (community centres, parks) to support their lifestyle.

Downtown is a growth concentration area with a limited land base and few vacant sites to accommodate further growth. A significant portion of the existing housing stock, and all of the expected new stock in the Downtown will be in apartment form. If planned and designed appropriately, this higher density type of development can be attractive and highly livable.

Like elsewhere in the City, Downtown residents face affordability challenges. Approximately twelve percent of the City's purpose-built rental housing stock is located in the Downtown, and is aging and in danger of not being replaced. There is limited choice in housing type, with few ground-oriented housing units suitable for families, seniors, and those with mobility challenges.

However, the expected growth presents tremendous opportunities for improving Downtown's livability. Increased growth:

### *Supports housing choice and affordability*

Providing a range of housing types allows for choice to meet the changing housing needs of residents over time and an increased supply reduces escalating housing costs.

### *Protects the environment*

Compact urban form is important for containing urban growth and preventing sprawl into ecologically sensitive areas, habitat and other lands not suitable for human residence. Accommodating the same number of housing units on less land also helps us accommodate growth without encroaching on our parks and open areas.

### *Helps expand transportation choices*

Transportation choices give people the freedom to walk and take a bus, SkyTrain or bicycle for part or all of their daily travel needs. High quality transit service is efficient and cost effective for the consumer, but is expensive to build and service. Density creates choice by providing the rider-ship needed to make transit a viable and competitive transportation option.

### *Reduces municipal costs (taxes)*

Dense development can improve community fiscal health by reducing infrastructure duplication and making efficient use of present capacity, before investing in costly infrastructure expansion.

### *Efficient use of services*

Services are a key part of what makes a neighbourhood livable. This could include child care, cultural programming and recreational services. However, a certain level of demand for these services is



*Ground Oriented Housing, City of North Vancouver*

*Source: City Staff*

required if they are to become financially viable and sustainable.

*Supports local businesses*

Local businesses help meet the daily needs within our communities - banks, grocery stores, hair salons, restaurants, dentists, drycleaners, etc. Density is critical for attracting and supporting these local businesses and keeping our streets and sidewalks active and vibrant.

*Helps improve safety*

Criminals tend to favor desolate rather than busy places. A compact urban environment has the potential to increase social interaction and consequently deter crime. More “eyes on the street”, during the day and night, helps to keep our streets safe.

In addition to the broader community benefits of a compact urban form, there are a number of other more specific assets in the Downtown that will make it a great place to live.

**SkyTrain** - Downtown is home to two SkyTrain stations, providing mobility, connections to other parts of the region, and improved affordability by reducing the need for a car.

**Multi-Use Civic Facility** - Downtown will be home to this new civic facility, which will meet an outstanding need for neighbourhood level services and activities.

**School** - the School District has announced that the former Saint Mary’s Hospital site will be the future location of a new elementary school.

**Waterfront Parks** - Muni Evers Park will be programmed in the coming years for active and passive recreational use; in 2009 the City purchased the 3.2 hectare Westminster Pier site along the waterfront and will be converting it into park space.

New development allows for an opportunity to achieve our housing objectives around increasing choice: more ground-oriented units that will be attractive to households with children, and universal design that will be suitable for those with mobility limitations and allow seniors to age in place.

**Key Goal: Downtown is a great place to live.**

Strategies	Actions
<p>Provide a range of housing choices by tenure and type to meet the diverse needs of current and future residents.</p>	<ul style="list-style-type: none"> <li>• Provide for housing well-suited for singles, couples, empty nesters, seniors and families.</li> <li>• Ensure land use designations provide for the development of ground-oriented units (townhouse, courtyard apartments) suited to the needs of households with children, pets or other mobility limitations with special consideration to the “Albert Crescent Precinct”.</li> <li>• Establish guidelines for unit size distribution in new developments (number of 1BR, 2BR, 3BR).</li> <li>• New multi-family apartment units will be encouraged to be developed in accordance with universal design</li> </ul>

Strategies	Actions
	<p>principles. This provides housing choice for those with mobility limitations and allows seniors to age-in-place.</p> <ul style="list-style-type: none"> <li>• Maintain the moratorium on conversions from rental to condominium tenure.</li> </ul>
<p>Facilitate the provision of housing that meets all affordability levels</p>	<ul style="list-style-type: none"> <li>• New non-profit housing projects developed under bona fide affordable housing programs (Provincial Government partnership programs) will be granted bonus density without payment to the City, subject to meeting design principles.</li> <li>• A replacement policy will be developed and implemented in new developments where rental stock is demolished.</li> <li>• The “SkyTrain Precincts” will allow for higher density (more housing units) in close proximity to SkyTrain stations. This improves affordability as it reduces the need for a car.</li> </ul>
<p>Ensure residential growth is matched with sufficient services and amenities to support an increased population.</p>	<ul style="list-style-type: none"> <li>• Make extensive use of the City’s Financing Growth tools to support growth: Density Bonusing, Development Cost Charges, Voluntary Amenity Contributions, School Site Acquisition Charges, Parkland Dedication.</li> </ul>
<p>Ensure housing is attractive, safe, and “livable”</p>	<ul style="list-style-type: none"> <li>• All new and redevelopment projects shall apply Crime Prevention Through Environmental Design (CPTED) strategies to enhance personal and property safety and security.</li> <li>• Continue to support the participation of property managers of the Crime Free Multi-Housing Program</li> <li>• Use design guidelines that ensure adequate light and air into housing units.</li> <li>• Ensure all developments have minimum outdoor space requirements.</li> <li>• Require design solutions that result in ground-oriented units at the base of apartments that are suitable for households with children and pets.</li> <li>• New and redeveloped buildings will be built so that no habitable space is below the appropriate Flood Construction Level as determined by a certified engineering professional.</li> </ul>

## 8.0 Community Well-Being

*"Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody." - Jane Jacobs*

### Context

In order to be a sustainable community, the Downtown must foster inclusiveness, social equity and community well-being. There needs to be opportunities for citizens to participate in their community in a safe and supportive environment, in a way that cares for vulnerable community members and celebrates diversity. An inclusive community fosters a sense of belonging and empowerment; it facilitates social connections that bridge differences in ability, age, income and lifestyle. Social and physical accessibility to civic resources and services are key. This includes taking full advantage of public transportation infrastructure and co-locating community services with housing, jobs, parks and recreational facilities, schools and other amenities.



*Child-friendly amenities, City of North Vancouver*

*Source: City Staff*

Important characteristics of Downtown's current population:

- 32% of Downtown's population is comprised of immigrants
- Over 900 children 0 to 12 years of age live in the Downtown
- Of all Downtown households with children, 40% of these are single parent households (compared to 30% for the City as a whole)
- There is a greater share of young adults (19%) than in the rest of the City (15%)
- Majority of City's homeless population finds shelter and services in the Downtown

Downtown New Westminster supports a variety of social service agencies and non-profit organizations that address community needs related to child care and early childhood development, education, health, housing and poverty reduction.

As thousands of new residents make the Downtown their home, this will create increasing demand for expanding community and social services, including arts facilities, health services, child care spaces, recreation programs and schools.

### Role of the City

The social challenges facing the Downtown are complex and require the expertise and resources of a diverse range of stakeholders. The City can function as a catalyst by providing leadership and facilitating and enhancing partnerships, including with other levels of government, businesses, community groups, faith-based organizations, residents associations and social service agencies.

The City can play an influential and meaningful role in supporting social development, being most effective when working cooperatively with other levels of government, businesses, community groups, faith-based organizations, residents associations and social service agencies.

## Opportunities and Challenge

Not unlike many urban city centres, Downtown New Westminster is confronted with a number of social issues including criminal activity, homelessness, and a population experiencing issues related to mental illness, poverty and substance misuse. Concern about public safety, particularly around the two SkyTrain stations, continues to be a challenge. Other areas of concern include:

- Possible displacement of existing residents and social service agencies due to higher housing costs and lease rates, a result of new development and growth.
- Lack of community amenities and services targeting the needs of families, children and youth.
- Few public plazas and spaces that facilitate community building and social interaction.
- Steep grades that make it difficult for seniors and persons with mobility challenges to move about and access community amenities and services.



*Hyack Square  
Source: City Staff*

In order to tackle these social issues, particularly those related to criminal activity and homelessness, recent efforts have been made to address them in a more coordinated and integrated approach. For example, the development of 84 new supportive housing units in and near the Downtown will address the need for affordable, stable housing and the need for supports to assist people in dealing with mental illness and substance misuse issues. Several other initiatives contributing to improved community well-being in the Downtown include:

- Development of new services to address the settlement and integration needs of new immigrants and refugees.
- Development of a civic multi-use facility which will integrate a variety of uses promoting social development, interaction and community celebration.
- Acquisition and development of a 3.2 hectare waterfront park.
- Establishment of up to 80 new child care spaces, including 24 infant care spaces.
- Establishment of a new elementary school on the former Saint Mary's Hospital site, which will include community-use spaces.

**Key Goal: Downtown is a welcoming and inclusive neighbourhood that supports the diverse needs of its residents, employees and visitors, and provides equitable access to community, education, health, safety, and social services.**

Strategies	Actions
Support Downtown as a family-friendly neighbourhood, with sufficient services and amenities to meet the needs of households with children and youth.	<ul style="list-style-type: none"> <li>• Encourage the development of ground-oriented housing units, and establish guidelines for unit size distribution in new developments (number of 1BR, 2BR, 3BR).</li> <li>• Ensure that the Downtown park system offers a variety of equipment and spaces suitable for families, and that neighbourhood parks with play equipment are easily accessible by walking.</li> <li>• Facilitate the development and provision of child care in the Downtown, through:</li> </ul>



Strategies	Actions
	<ul style="list-style-type: none"> <li>• including child care space in new developments, public and private, where appropriate.</li> <li>• cooperating with School District #40 to encourage the provision of school age care and other types of child care in new school facilities</li> <li>• Continue to work through the Early Childhood Development (ECD) Public Partners' Committee<sup>5</sup> to develop an ECD hub, anchored by child care, to serve Downtown.</li> </ul>
Encourage a continuum of educational opportunities.	<ul style="list-style-type: none"> <li>• Recognize the importance of life-long learning to the health and well-being of residents by: <ul style="list-style-type: none"> <li>• supporting School District #40 and its delivery of K-12 curriculum, together with extra-curricular activities and community-based programs (i.e., adult education, ESL)</li> <li>• working collaboratively with School District #40 regarding the location, size and type of new school facilities</li> <li>• establishing the Downtown as a regional focus for post-secondary facilities and programs (i.e., Douglas College, West Coast College of Massage Therapy, Boucher Institute of Naturopathic Medicine)</li> <li>• private schools and alternative education programs</li> </ul> </li> </ul>
Create an age and ability friendly community.	<ul style="list-style-type: none"> <li>• Encourage accessible, barrier-free housing design that can be easily adapted in accordance with needs and abilities, while enabling residents to age in place.</li> <li>• Ensure that all transportation systems, civic facilities, parks and public spaces (i.e., sidewalks, plazas) are accessible and barrier-free.</li> </ul>
Create an inclusive community in which people of all cultures and lifestyles feel welcome.	<ul style="list-style-type: none"> <li>• Recognize, value and celebrate diversity as a source of enrichment and strength by: <ul style="list-style-type: none"> <li>○ Supporting cultural activities, festivals, and events</li> <li>○ Ensuring civic facilities, parks and public spaces are welcoming, inclusive and safe places.</li> </ul> </li> <li>• Work closely with community and multicultural agencies to support the settlement and integration of new immigrants into the community.</li> </ul>

<sup>5</sup> The ECD Public Partners' Committee includes the City of New Westminster, Fraser Health, the Ministry of Children and Family Development, School District #40 and the United Way of the Lower Mainland.

Strategies	Actions
<p>Support the work of community and social service agencies in their efforts to create an equitable, inclusive, livable, safe and welcoming Downtown.</p>	<ul style="list-style-type: none"> <li>• Plan for and encourage the development of suitable spaces for community and social services as the population grows and evolves.</li> <li>• Consider co-locating community and social services in civic and public sector facilities and offering low or subsidized lease rates.</li> <li>• Liaise with government bodies, not-for-profit and private service providers, and community agencies to identify and address community, health and social issues and to maximize the efficiency and effectiveness of the social service delivery system.</li> <li>• Work cooperatively with business and resident associations to ensure that new land uses which address community and social issues are located, designed and programmed to integrate within the community.</li> </ul>
<p>Ensure that residents, visitors, and employees have a strong sense of personal and property safety in the Downtown.</p>	<ul style="list-style-type: none"> <li>• Continue to support community policing and crime prevention programs as a proactive step in reducing crime and improving communication and coordination between police and community.</li> <li>• Incorporate Crime Prevention through Environmental Design (CPTED) strategies into public and private spaces to ensure that the built and natural environments are welcoming and safe.</li> <li>• Address concerns related to fear of crime, whether real or perceived, through community education programs and marketing initiatives.</li> <li>• Actively enforce City bylaws relating to maintenance standards since well-maintained spaces establish a sense that people care and will defend a space.</li> <li>• Aggressively deal with businesses and persons implicated with illegal activities or public nuisances, through policing and bylaw enforcement.</li> </ul>
<p>Address the needs and issues related to homelessness, including business and resident concerns related to street homelessness and its associated impacts.</p>	<ul style="list-style-type: none"> <li>• Develop a continuum of housing, including emergency shelter beds as entry points or gateways, and longer-term supportive housing, to permanently transition people out-of-homelessness.</li> <li>• Decentralize housing, services and supports targeting the homeless throughout the City.</li> <li>• Work closely with the New Westminster Homelessness Coalition, as well as community, housing and social</li> </ul>

Strategies	Actions
	<p data-bbox="690 226 1360 310">service agencies, to address the root causes of homelessness and to permanently transition people out-of-homelessness.</p> <ul data-bbox="634 348 1365 499" style="list-style-type: none"><li data-bbox="634 348 1365 499">• Facilitate the provision of adequate emergency shelter and supportive housing, the operation of homeless patrols to deal with nuisance and problematic activities, and proactive policing initiatives to deter and reduce criminal activity</li></ul>



## 9.0 Heritage Management

New Westminster, also known as the “Royal City,” is the oldest incorporated city in British Columbia. There is a strong sense of community pride and commitment to the conservation of heritage resources which make New Westminster a distinctive community. The City of New Westminster is one of the most diligent communities in the province with regard to heritage conservation. The community and Council have consistently valued the City’s heritage resources and have supported numerous measures for the protection and conservation of those resources.

### An Historic Downtown

Downtown New Westminster’s heritage resources include commercial and institutional buildings, low rise apartment buildings, single family homes, churches, road layouts and views.

Downtown has a rich inventory of heritage buildings that represent key defining features for New Westminster residents. The scale and authenticity of heritage buildings, along Columbia Street in particular, is important. The heritage building stock is primarily Edwardian in character, with examples of Art Deco, Streamline Moderne and early International styles as well.

The heritage of Downtown is not limited to Columbia Street. New Westminster retains its continuity with the past through pockets of historically significant buildings, streets and views. For example, there are three churches in the Downtown that pre-date 1900. The oldest is the Emmanuel Pentecostal Church, built 1891, followed by Holy Trinity Cathedral and St Paul’s Reformed Episcopal Church, both re-built 1899. These churches provide an important part to New Westminster’s story, as they all date back to the early days of the City. The first Holy Trinity Cathedral building opened in May 1860 and was the first Anglican church in the province to be built by public subscription and donations.



*Emmanuel Pentecostal Church*

*Source: City Staff*

The Downtown also has important legal and educational buildings, which are all located within a few city blocks between Royal Avenue and Carnarvon Street, and Sixth and Eighth Streets. This area has historically contained institutional uses. For example, the Old Courthouse was built in 1899 on the foundations of the original 1891 building (which had been destroyed in the 1898 fire). The Courthouse is associated with Chief Justice Sir Matthew Begbie, a colourful judge who toured the province with a heavy hand, becoming widely known as “The Hanging Judge.”



*Fisheries Building*

*Source: City Staff*

Nearby are the old Land Registry Office, built 1911 and the Fisheries Building, built 1906. Across the street is the more recent Provincial Law Courts at Begbie Square, with its terraced steps and statue of Judge Begbie himself. Built in 1979, the Law Courts and its neighbour, Douglas College (built 1982) provide a more modern addition to this institutional pocket.

The eastern part of the Downtown is an area that has a long residential history. Before 1900, the prominent citizens of the new City had their homes in the Albert Crescent neighbourhood, including the Irving family, Mayors Curtis, Hoy, Johnston and Keary, and architect Samuel Maclure, among others.

Of equal, albeit less tangible, importance to the Downtown's historic story is the street pattern that was planned and laid out by Colonel Moody and the Royal Engineers in 1859. The use of a grid pattern was how capital cities expressed their power. In New Westminster's case, the roads had to be cut into the steep topography, therefore emphasizing and reinforcing the sense of order and stability that a grid pattern created.

The steep topography that made construction of a street grid pattern so challenging, also offered residents spectacular views of the River and beyond. As the City has grown, the opportunity for such views has been reduced. Now, the best views are down the main streets and are particularly valued for their rarity.

### **Heritage Management**

In 1993 the City adopted the New Westminster Heritage Management Plan, which utilized several guiding principles including:

- a respect for the legacy of the City of New Westminster and its historic development with a unique topography, its original plan, buildings, landscape features, and views which are tangible reminders of this history;
- an integral approach to the preservation of the City's identity - architectural, historical and environmental - in light of past, present and future urban development;
- a desire to encourage participation from diverse parts of the community - residents, business owners, civic administrators, community organizations and tourists - since the future of New Westminster's heritage resources will depend upon a wide range of support; and
- a guiding set of heritage conservation principles and practices which are an essential component.

Heritage resources are the tangible elements of the past that make each community unique. Historic buildings, sites and landscapes reflect the forces that shape a community and help people understand the area's development. Heritage conservation involves the management of elements of the past for the benefit of future generations. It is a continuous activity that relies on community participation and support.

Over the past decade, there has been a shift in heritage conservation philosophy throughout the country. Work has evolved from a purely form-based approach to a planning, values-based approach. At the same time, the legislation for heritage conservation has been revised, triggering a number of changes in how heritage conservation is managed within the City's overall planning process. Today, the *Heritage Conservation Act* provides a number of effective tools, such as legal protection bylaws, impact assessments and temporary protection orders that form the City's heritage management approach.

## Heritage Conservation Principles

The City's heritage conservation principles are as follows:

- The conservation of the heritage value of a place is best done by protecting and maintaining the entire building and its character-defining elements appropriately.
- Deteriorated elements should be repaired using recognized conservation methods rather than replaced.
- Any repairs to an historic place should be physically and visually compatible with the *historic place*, and identifiable as new upon close inspection.
- The building should not be moved from its original location, nor should it be added to unsympathetically.
- Any alterations to an historic place should be physically and visually compatible with, subordinate to and distinguishable from the historic place.
- At no time should a false sense of historical development be created.
- All work should be reversible and documented.

## Heritage Tools

One of the most flexible and complex heritage tools is the Heritage Revitalization Agreement (HRA). It is a powerful bylaw that is negotiated between a property owner and the City, and it must balance private and public interests, heritage conservation and development, livability and densification, philosophy and realism. The implementation of the HRA must have clear guidelines on where and when it is an appropriate tool for use, how it should be used, and how it relates to other City policies that are also important. The City of New Westminster has used HRAs as an effective tool in the Downtown for large scale commercial, residential and mixed use developments.

Other forms of long-term protection of a heritage site include Heritage Designation Bylaw, Heritage Conservation Area, and Conservation Covenant. In the Downtown, 19 buildings are formally protected for the long term by either a Heritage Designation or a Heritage Revitalization Agreement Bylaw. Of these, 8 are on Columbia Street.

The most likely candidates for long-term protection are the properties that are currently listed on the Heritage Register. Consideration will also be given to non-Register buildings that were built before 1900 and that have particular city-wide importance.



*Keg Restaurant*  
Source: City Staff



*Westminster Trust Building*  
Source: City Staff

## Heritage Register

The City has a Heritage Register, which is an official list of heritage properties that the community has identified as being significant. The Register gives notice to prospective buyers that a property is important on a community level and it enables staff to monitor proposed changes to those properties through the permit application process and through licensing. In addition, properties listed on the Heritage Register are eligible for special provisions in the BC Building Code Alternate Compliance Methods section. The City has been working on a comprehensive update of the City's Heritage Register. Recent projects have expanded the City's existing Heritage Register by adding more properties to the list.

In addition, the existence of a Statement of Significance for each of these properties allows for a clear understanding of the heritage value of each property. This document gives property owners and Staff an excellent guide for the evaluation of proposed changes by listing out the heritage character-defining elements that need to remain if the heritage value is to be protected. At present, 51 properties in the Downtown are listed on the Heritage Register, and of these, 31 are located on Columbia Street, between Fourth and Tenth Streets. Two of these listed buildings survived the Great Fire of 1898.

## Façade Retention

Façade retention of key commercial buildings in the Downtown has inspired community debate in the past. To this end, it is important to have a clear set of guidelines that balance the public and private benefits of this action. Heritage conservation best practice requires that significant heritage buildings and structures be retained in their entirety on their original site and with enough original context to be readable.

In some cases, however, the façade of a building may be the only element that is practical and reasonable to retain. If it is decided that keeping only the façade is a worthy option, then the portion of the building that will be demolished should be fully documented prior to and during the demolition process. In addition, a heritage professional should develop a conservation plan to guide the process.



*Example of Façade Retention*

*Source: Salient Group*

## Urban Archaeology

The history of New Westminster includes important cultural groups that have left their mark upon the City; but, for whom few if any visible physical elements remain. However, it is likely that artifacts exist below ground level and may be brought to light during the excavation process for a new building.

Any of the sites in the Downtown will have different levels of sensitivity with regard to the existence of artifacts, the most likely of which will be First Nations, Chinese, and pre-1898 Fire in nature.

As a condition of rezoning, a developer will be expected to hire an accredited archaeologist to be present on site during the excavation process in order to recover and record artifacts. Any



and all artifacts found will be given to the City of New Westminster Museum and Archives once they have been properly recorded.

## Challenges

While heritage resources have been identified by the community as a key defining feature for the Downtown, tensions exist regarding the long-term viability of these assets:

**Physical challenges** - many buildings have deteriorated physically, require seismic upgrading, and some sit on unstable soil. This makes rehabilitation and/or reuse difficult and expensive.

**Development pressures** - long-term heritage protection limits the type and scale of development permitted on a site. For some property owners, this is seen as unduly restrictive.

**Image of Columbia Street** - By virtue to the number of heritage building along its corridor, the image of Columbia Street has become synonymous with the perception of heritage conservation. Columbia Street has some vacant older buildings, unsympathetic additions and crumbling facades. Some blame the disinvestment along the corridor with financial difficulties of maintaining and upgrading historic buildings.

## Opportunities

Fortunately, Downtown has benefited from the recent development cycle that peaked in 2008, bringing in much needed investment into the neighbourhood. Downtown's central, waterfront location with its variety of transportation choices makes it an attractive location for continued growth and investment. Columbia Street has all of the necessary ingredients to again become a source of economic vitality and pride with its pedestrian-friendly scale and collection of historic buildings that create a distinct and marketable ambience.

**Use of Incentives** - Recognizing the financial difficulties with maintaining and upgrading heritage resources, the City will utilize incentives to promote heritage conservation. Zoning provisions can be amended or waived (such as density allocation or parking requirements) in exchange for heritage improvements.

**Density Transfer Program** - In 2000, the City adopted the Density Transfer Program which identifies eligible properties in the Historic Precinct. Eligible recipient sites purchase unused density from eligible properties on the City's Heritage Register. The recipient site incorporates the extra density into their development, the donor site utilizes the income to conserve the building, and both sites enter into a Heritage Revitalization Agreement with the City.



*Example of density transfer program, The InterUrban  
Source: City Staff*

**Key Goal: Downtown is a celebration of New Westminster’s rich history that is built upon and respects its heritage assets.**

Strategy	Actions
<p>Celebrate and protect Downtown’s unique historic sense of place.</p>	<ul style="list-style-type: none"> <li>• Designate a heritage conservation area in the Downtown, which forms the heritage cluster from Front Street to Carnarvon Street and from Blackie Street to Fourth Street.</li> <li>• Utilize specific Design Guidelines for the development of new buildings within the heritage conservation area to ensure that development is sympathetic to heritage properties, historic streetscapes, scale, and view corridors.</li> <li>• Designate Columbia Street as a people-oriented “special street,” and build on its legacy as the once “Miracle Mile.”</li> <li>• Through Zoning Bylaw regulations and use of Design Guidelines, protect the existing scale of Columbia Street between Sixth Street and Eighth Street, ensuring all new development is sympathetic:               <ul style="list-style-type: none"> <li>○ Maintain the existing height of Heritage Register buildings; and</li> <li>○ Require that new development on non-Register sites have setbacks that respect neighbouring heritage buildings.</li> </ul> </li> <li>• Place welcoming signage at major entry points to the historic precinct.</li> <li>• Promote pedestrian use on key streets such as Columbia Street, Lorne Street, Begbie Street and Carnarvon Street.</li> <li>• Create a heritage cluster of older single family houses in the “Albert Crescent Precinct” of the Downtown.</li> </ul>
<p>Protect and enhance Downtown’s built heritage assets.</p>	<ul style="list-style-type: none"> <li>• Include all significant heritage buildings and sites on the Heritage Register .</li> <li>• Encourage investment into the rehabilitation of heritage buildings by clearly identifying buildings that qualify for financial incentives, regulatory relaxations, and use of the City’s Density Transfer program.</li> <li>• Redevelopment in the heritage conservation area of properties currently listed on the Heritage Register will only be entertained if demonstrated that structural integrity of the building is no longer feasible. In these cases, the City will consider the retention of the building’s façade if practical.</li> <li>• All construction and rehabilitation of heritage buildings in the heritage conservation area will follow the <i>Standards and</i></li> </ul>

Strategy	Actions
	<p data-bbox="643 222 1385 254"><i>Guidelines for the Conservation of Historic Places in Canada.</i></p> <ul data-bbox="610 285 1360 590" style="list-style-type: none"> <li data-bbox="610 285 1360 348">• Develop façade retention guidelines and incorporate them into the planning of the Historic Precinct.</li> <li data-bbox="610 380 1360 464">• Initiate a public consultation process for discussion of financial incentives, such as grant programs, for heritage properties.</li> <li data-bbox="610 495 1360 590">• Development adjacent to buildings on the Heritage Register will be sympathetic to the scale and character of the neighbouring heritage asset.</li> </ul>
<p data-bbox="237 657 581 720">Promote heritage retention by providing incentives.</p>	<ul data-bbox="610 657 1377 993" style="list-style-type: none"> <li data-bbox="610 657 1377 720">• Use Building Code equivalencies wherever possible to ease the financial burden of upgrading a heritage building.</li> <li data-bbox="610 751 1377 783">• Fast-track all heritage projects in the Downtown.</li> <li data-bbox="610 814 1377 898">• Use heritage incentives to their fullest potential for projects in the heritage conservation area and throughout the Downtown.</li> <li data-bbox="610 930 1377 993">• Through the use of HRA's allow for the waiving of regulations that cause financial hardship to a heritage project.</li> </ul>
<p data-bbox="237 1056 581 1150">Promote Downtown's important place in Canadian history.</p>	<ul data-bbox="610 1056 1360 1308" style="list-style-type: none"> <li data-bbox="610 1056 1360 1119">• Create appropriate facility space for the City's Museum and Archives that allows for the display of the City's treasures.</li> <li data-bbox="610 1150 1360 1213">• Expand the directional signage program to promote the individual stories in the Downtown.</li> <li data-bbox="610 1245 1360 1308">• Continue to celebrate Irving House as one of the oldest residences in the Lower Mainland.</li> </ul>
<p data-bbox="237 1371 581 1549">Recognize that sites in the Downtown may contain important cultural artifacts below the ground level, and that they need to be protected and celebrated.</p>	<ul data-bbox="610 1371 1385 1730" style="list-style-type: none"> <li data-bbox="610 1371 1385 1434">• Develop clear guidelines for the recording and recovery of urban archaeological artifacts.</li> <li data-bbox="610 1465 1385 1528">• Require any recovered artifacts be given to the New Westminster Museum and Archives.</li> <li data-bbox="610 1560 1385 1623">• Ensure that an accredited archaeologist is present on site during the excavation process.</li> <li data-bbox="610 1654 1385 1730">• When a significant site is discovered, seek ways to place interpretive signage and/or public art on site in order to tell the story of the site and the artifacts found there.</li> </ul>



## 10.0 Transportation

Downtown New Westminster is anchored by a traditional grid street system, has a strong east-west active transportation connection via the Central Valley Greenway and BC Parkway, has two SkyTrain stations, and features a favourable mode split. Downtown's central location within the region and its broad range of transportation choices provide unique challenges and opportunities for sustainable community development.

The presence and proximity of Downtown's SkyTrain stations, Historic Precinct, and undeveloped stretch of urban waterfront represent Downtown's greatest opportunity for unique and sustainable development. Whereas steep topography, the proximity of the Pattullo Bridge, the North Fraser Perimeter Road (NFPR) and active rail lines between Columbia Street and the waterfront present the greatest challenges in developing a cohesive, accessible transportation network for the Downtown.

**Table 5. Current mode split, work trips, and all trips**

	Downtown NW		New Westminster		Metro Vancouver	
	Work	All	Work	All	Work	All
Transit	36.2%	25.8%	26.8	11.6%	16.5%	9.1%
Walk						
Bicycle				1.1%		1.6%
Active (Walk, Bicycle)	5.2%	21.3%	7.0%	16.1%	8.0%	12.5%
Sustainable (Transit, Walk, Bicycle)	41.4%	47.1%	33.7%	27.7%	24.5%	21.6%
Private Vehicle	57.1%	52.9%	65.2%	71.8%	74.4%	77.3%

NOTES: May not add up to 100% due to rounding and the exclusion of 'other' and unstated modes; Census does not distinguish between walking and cycling

Sources: For work Trips, 2006 Census Tract Profiles and Community Profiles for the City of New Westminster, and Vancouver CMA; For all trips, 2004 Greater Vancouver Trip Diary Survey

A sustainable transportation system is a vital component of a sustainable community. A sustainable transportation system is one that:

- Allows basic mobility and access needs of individuals and communities to be met safely and in a manner consistent with human and environmental health, and with equity within and between generations.
- Is affordable, operates efficiently, offers choice of transport mode, and supports a vibrant economy.
- Limits emissions, minimizes consumption of resources, and minimizes the use of land and the production of noise.
- Prioritizes the movement of people over vehicles.

Within this framework, it is envisioned that by 2031, 60% of all trips in Downtown will use sustainable transport modes. Addressing transportation issues will be one of the keys to the success of New Westminster's Downtown.

**Key Goal: The Downtown fabric supports safe, convenient, enjoyable and sustainable transportation choices, ensuring that transportation facilities are properly integrated into the community.**

### 1. Street Network

Within a community, the street network forms a key part of the public realm in providing the environment for transport. Downtown New Westminster is fortunate to have a fine grained street system tailored for pedestrians, however, there are several challenges.

## Challenges

- Gaps in the greenway and local street grid between the waterfront and the rest of Downtown (i.e., rail corridor forms a barrier)
- North-south roads and sidewalks have steep grades and are generally hostile for cyclists and pedestrians
- The SkyTrain system forms a barrier in sections of the local street network
- Competing demands for road space (i.e. transit zones, bike facilities, parking, loading, pocket parks, landscaping and utilities)
- Lack of pedestrian facilities (sidewalk and lighting) along major routes and narrow streets
- Lack of clarity regarding role and function of Front Street within the broader regional context

## Opportunities

With population, employment and related travel increasing in the Downtown, redefining and classifying the street network is a necessary part of implementation to mitigate gaps in the system and address competing demands for road space.

Strategy	Actions
<p>Enhance and maintain a well defined street network that balances the needs of all transport users - pedestrians, cyclists, transit, and drivers.</p>	<ul style="list-style-type: none"> <li>• Protect connections to the waterfront for pedestrians and cyclists at Third Avenue, Hyack Square, Begbie, McKenzie, Sixth, Fourth and Elliot Streets.</li> <li>• Provide appropriate connections between the Downtown's street system and regional road network to reduce the presence of external traffic infiltrating Downtown's local streets.</li> <li>• Retain and improve upon Downtown's excellent street connectivity by enhancing the fine grained street grid system, with small blocks and frequent intersections, particularly for active transportation users.</li> <li>• Redefine the Downtown street network in accordance with the Street Classification table.</li> <li>• Use a hierarchy of streets that signifies desired functions and character and supports travel mode choices.</li> <li>• Pilot a Green Amenity Street project on a local street.</li> </ul>

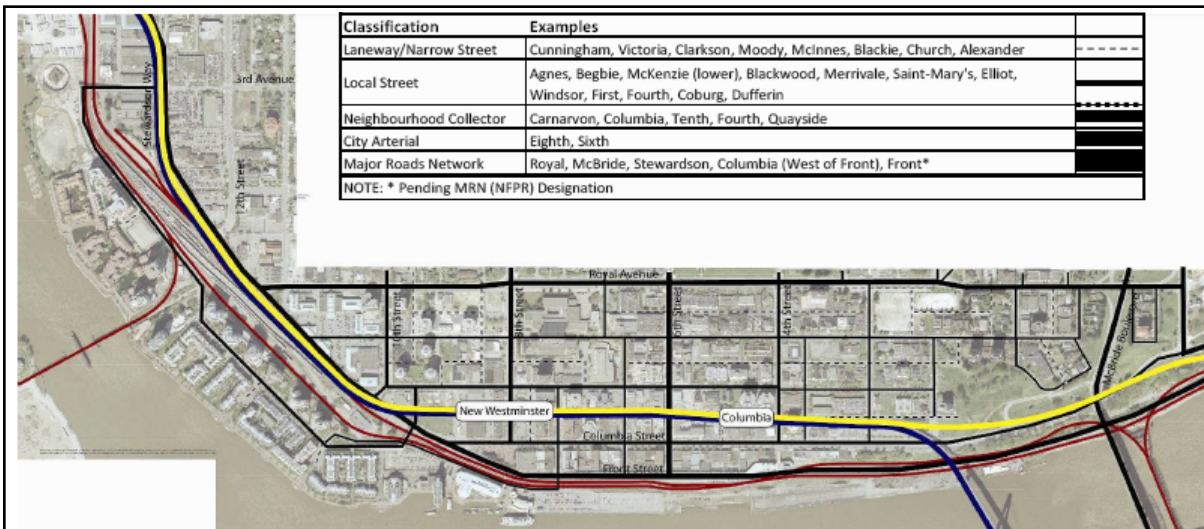
The street classification system prioritizes walking, cycling, transit, as well addresses local and regional goods movement and personal vehicles (see Table 6).

**Table 6. Street classifications for Downtown New Westminster**

Street Classification	Transportation Priority	Pedestrian Facilities	Cycling Facilities*	Transit	Vehicle Traffic Characteristics		
					Daily Volumes	Vehicle Access	Parking (Vehicle)
Laneway	land access by vehicle	no special facilities	no special facilities	n/a	< 500	veh. land access	restricted
Local Narrow St	land access by all modes	pedestrian space allocated	no special facilities	n/a	< 500	veh. land access	restricted or one side
Local St - Residential	land access by all modes	Sidewalks both sides	no special facilities / sharrow*	shuttles	< 1,000	veh. access control	permit
Local St - Com. Inst./or Mixed	land access by all modes; local service	Sidewalks both sides	sharrows / bike lanes*	shuttles	< 3,000	veh. access control	metered
Collector - Residential	person mobility / land access equal	Sidewalk & Blvd	bike lanes	regular	< 6,000	veh. access control	metered
Collector - Com. Inst. /or Mixed	person mobility / land access equal	Wide Urban Sidewalk	bike lanes; bike parking	regular	< 6,000	veh. access control	metered
City Arterial	person mobility/ local service	Wide Urban Sidewalk	bike lanes or separate path; bike parking	frequent	< 8,000	veh. access restricted	metered or restricted
Major Roads Network	person mobility / regional and local service	Sidewalk & Blvd (or grade separated)	bike lanes or separate path	regular; articulated	> 8,000	veh. access restricted	restricted

To serve transit and local trips, streets have been designated in a hierarchy to reflect various levels of access and mobility. This level of classification ensures that facilities for pedestrians, cyclists, transit and vehicle/service use will be addressed appropriately, and on-street parking managed accordingly.

**Figure 14. Street classification**



The street network is intended to improve pedestrian, cycling, transit environment to offset the reliance on private automobiles and reduce demand for increased road capacity.

**Figure 15. Key street improvements (2031)**



New Regional/City Road & Connections (NFPR- Pattullo) —  
 Royal Avenue and Eighth Street (Streetscape) —  
 Sixth Street (Streetscape & Transit) —  
 Quayside Drive Extension —

## 2. Walking

A neighbourhood’s walkability is a critical measure of the quality of its public realm, and of its health and vitality. All residents, visitors, and employees are pedestrians at some point in their day. Enhancing the pedestrian environment must be at the core of all transportation planning for Downtown New Westminster. Currently, there are a number of gaps in Downtown’s pedestrian system.

### Challenges

- Inadequate connections to the waterfront and Quayside, particularly for individuals with mobility challenges.
- Poor air quality, excessive noise and insufficient light (natural and man-made) from a hostile environment along Front Street.
- Steep north-south grades make walking challenging for children, seniors and those with mobility challenges.
- Many sidewalks are uneven, angled and generally in poor condition.
- A lack of designated pedestrian treatment along side streets (i.e., Cunningham Street, Dickenson Street, Victoria Street).
- Inadequate lighting, signage and a lack of wayfinding.
- High volume and goods movement routes, particularly at locations along Royal Avenue and Front Street.

### Opportunities

Downtown New Westminster is transitioning into a highly walkable neighbourhood. The urban street grid system with small blocks offers frequent intersections and easy connections to any destination. Columbia Street’s generous sidewalks, planting, street furniture and ‘high street’ retail environment make for excellent walking conditions. Other positive features include:



- Mixed-use, high density development that supports having jobs, services and amenities within a comfortable walking distance.
- Potential for encapsulation of the regional goods movement route along Front Street, which would significantly improve pedestrian safety and access to the waterfront.

Strategy	Actions
<p>Support a culture of walking that allows people to move in comfort, safety, and dignity.</p>	<ul style="list-style-type: none"> <li>• Improve pedestrian infrastructure, focusing on major routes, intersections and narrow streets:               <ul style="list-style-type: none"> <li>• Targeted interventions on sidewalks and crosswalks connecting major destinations</li> <li>• Strategic public realm improvements (street trees, neckdowns, street furniture, street lighting), especially along greenways and pedestrian connections to SkyTrain stations and schools</li> <li>• Ensure safe, scenic and simple routes connecting other areas of the City with Downtown</li> <li>• Ensure improvements are designed to accommodate the needs of individuals with cognitive and physical disabilities</li> </ul> </li> <li>• Continue to encourage compact, mixed use development that aligns with the principles around Transit Oriented Development.</li> <li>• Retain and improve upon Downtown’s excellent street connectivity by maintaining the fine-grained street grid system, with small blocks and frequent intersections.</li> <li>• Review practices, regulations and designs to ensure that a high priority is placed on pedestrian accessibility and that the potential for conflicts is minimized.</li> </ul>



Figure 16. Pedestrian connectors and enhanced routes

### 3. Cycling

Encouraging cycling as a healthy and convenient transportation choice is an integral part of the City's community and transport system. Making Downtown a more cyclist-friendly neighbourhood will involve a variety of interventions, including strategic improvements to the cycling route network and the provision of high quality end-of-trip facilities.


#### Challenges

While Downtown's dramatic slopes provide scenic vistas, they can be difficult for cyclists to navigate. Other barriers for cyclists include:

- Higher volume roadways and lack of dedicated space for cycling
- Use of bike lanes for other activities (i.e., servicing, unloading)
- Lack of connections to the waterfront and gaps in waterfront trails
- Lack of bicycle parking and end-of-trip facilities (i.e., lockers, showers, change rooms)

#### Opportunities

Downtown New Westminster is unique in that it is the junction between two of the region's important cycling routes - the BC Parkway and the Central Valley Greenway (CVG), which together form over 50km of multi-use trail. In addition, its proximity to the Fraser River and planned regional greenway further enhances the importance of cycling in the Downtown. Expected improvements to these significant infrastructure investments will serve to make cycling a more attractive option for moving around Downtown, throughout the City and the region. Bicycle parking and end-of-trip facilities now required for new developments further supports the Downtown as a cyclist-friendly community.

Strategy	Actions
<p>Provide a cohesive, attractive, convenient, and safe inter-modal cycling environment that links Downtown and surrounding areas.</p> 	<ul style="list-style-type: none"> <li>• Improve cycling infrastructure, ensuring local routes are well connected, harmonized with greenways and integrated with regional routes.</li> <li>• Ensure safe, scenic and "stepped" routes that connect the City to Downtown's two SkyTrain stations and the waterfront, with a focus on linking strategic high density and growth areas (i.e., Quayside, Victoria Hill and Queensborough).</li> <li>• Where feasible, provide separate cycling facilities in areas with high pedestrian volumes (i.e., Quayside esplanade) and/or roads with higher traffic volumes.</li> <li>• In cooperation with Metro Vancouver and TransLink, promote development of the Waterfront Greenway and upgrades to the BC Parkway.</li> <li>• Link cycling to transit, local services and amenities by providing secure bicycle parking at key locations (i.e., near SkyTrain stations, civic facilities, schools, along Columbia Street and the waterfront).</li> </ul>

- Assess feasibility of installing a “bicycle lift” system on Fourth Street from Columbia Street to Royal Avenue.
- Work with TransLink to improve wayfinding and signage for cyclists using the Patullo Bridge.
- Offer cyclists rest points or pull-outs at scenic locations.

Figure 17. Cycling network and key connectors



#### 4. Transit

A convenient and well-integrated transit network enables transit to become a viable and preferred travel choice for medium to long distance trips in the City.

##### Opportunities

There is a high share of transit use in New Westminister, especially in the Downtown with a mode share split comprising 36% transit use for work trips (26% transit use for all trips). The two Downtown SkyTrain stations, New Westminister and Columbia, play a key role in the transportation network. Columbia Station is a major transfer point between the Expo and Millennium lines (travelling to Burnaby/Vancouver and Surrey respectively), while New Westminister is the focal point for buses and access to surrounding higher density developments and the City’s waterfront.

**Transit Oriented Development (TOD)** is compact, mixed-use development near new or existing public transportation infrastructure that serves housing, transportation and neighbourhood goals. Its pedestrian-oriented design encourages residents and workers to drive their cars less and ride mass transit more.

The Downtown’s transit infrastructure also supports reduced parking standards for Transit Oriented Developments (TOD), further promoting increased transit use and reduced housing costs.

### Challenges

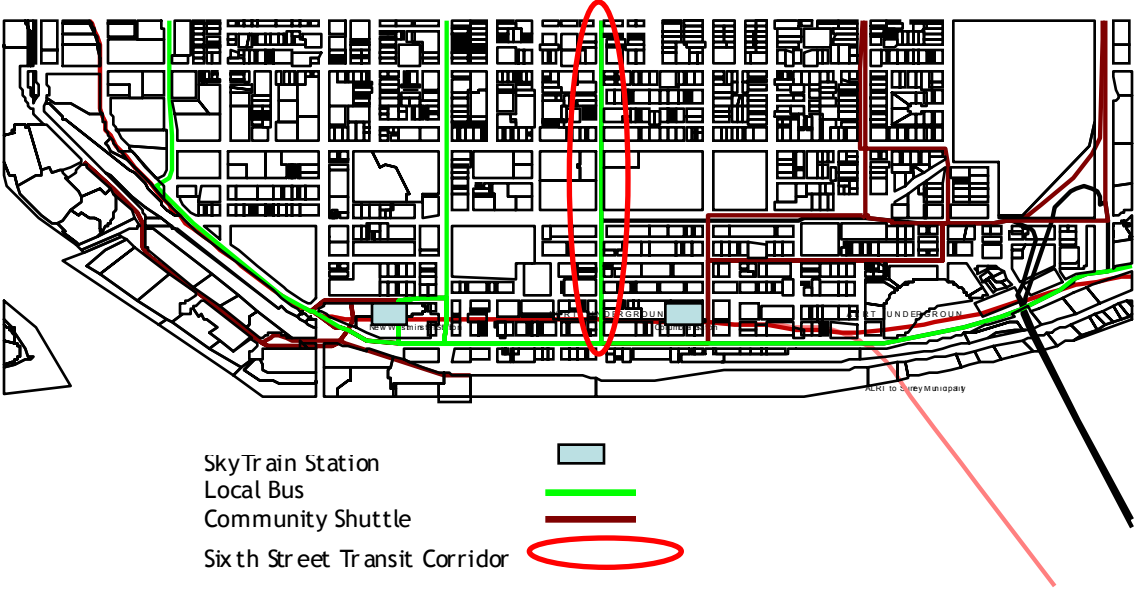
Transit-related challenges for the Downtown include:

- A traditional reliance on the private automobile for travel purposes, impacting overall transit use and demand in the Downtown
- The fixed nature of SkyTrain infrastructure, which cannot be easily modified and forms a barrier in the street network
- Poor integration of Columbia Station into the Downtown fabric
- Steep topography and limitations with transit equipment mean not all transit stops are fully accessible
- While the transit service is considered frequent, it is not always reliable due to congested conditions on the road network.

Strategy	Actions
<p>Promote a convenient, safe and well-integrated transit network, making transit an attractive mobility option for Downtown residents, employees and visitors.</p>	<ul style="list-style-type: none"> <li>• Implement a strong incentive-based TOD policy, encouraging high residential densities and a mix of uses near transit stations (i.e., increased density, reduced parking standards).</li> <li>• Work with developers and employers to support transit use:               <ul style="list-style-type: none"> <li>○ Provide education and information pertaining to sustainable commute measures (i.e., Transportation Demand Management (TDM))</li> <li>○ Encourage developers and property owners to unbundle parking from the purchase or rental price of a dwelling or office space.</li> <li>○ Provide end-of-trip facilities for employees</li> </ul> </li> <li>• Ensure the preservation of direct routes to SkyTrain stations.</li> <li>• Where topography permits, upgrade all transit stops to be fully accessible and provide shelter either through adjacent land use (i.e., awnings) or installation of transit shelters.</li> <li>• Work with local employers and institutions to encourage use of TransLink faresaver Passes</li> <li>• Partner with TransLink, senior levels of government and private sector to improve transit network:               <ul style="list-style-type: none"> <li>○ Plan and prioritize improvements to Sixth Street, similar to Vancouver’s Main Street Transit and Pedestrian Priority Corridor Plan.</li> <li>○ Prioritize improvements to both New Westminster and Columbia SkyTrain stations.</li> <li>○ Explore potential for transit priority measures</li> </ul> </li> </ul>

	<p>to facilitate improved transit service.</p> <ul style="list-style-type: none"> <li>○ Explore feasibility of Uptown/Downtown shuttle service.</li> </ul>
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Figure 18. Transit network



5. Driving and Managing Demand

Located in the centre of Metro Vancouver and in close proximity to both the Patullo and Queensborough bridges, Downtown New Westminister is subjected to considerable traffic pressures. Increased vehicle traffic, resulting from growth in the Downtown as well as growth in regional flows of both passengers and goods, is a major concern for Downtown residents, workers, and visitors. Increased vehicle traffic poses health and safety risks, and conflicts with the City’s sustainability objectives. The need to balance regional demand without compromising Downtown’s livability and role as an urban Regional Town Centre will be Downtown’s greatest transportation challenge.



Severance of the waterfront  
Source: City Staff

Challenges

Key traffic issues include:

**Heavy through traffic** - model data from 2003 indicated that 82% of the 8,436 cars entering Downtown New Westminister during the a.m. peak period continued on as through traffic. High traffic, congestion hot spots in New Westminister are Royal Avenue, Columbia Street and Stewardson Way, and Front Street.

**Traditional reliance on private vehicles for travel** - 57% of journey-to-work trips Downtown are via private automobile; 53% of all trips Downtown are via private automobile.

**Safety** - increased traffic competes and conflicts with other modes of travel, such as walking and cycling which presents a safety risk for all modes.

**Barriers to the waterfront** - there are limited access points for automobiles to gain entry to the waterfront.

Strategy	Actions
<p>Manage and safely accommodate vehicular traffic related to population and employment growth Downtown, without encouraging additional through traffic.</p>	<ul style="list-style-type: none"> <li>• Ensure road network connections between regional facilities (NFPR, Pattullo Bridge) and Downtown’s street system provide safe, direct, convenient and comfortable pedestrian and cyclist facilities.</li> <li>• Implement traffic calming measures to indicate transition from arterial to a city-centre environment</li> <li>• Improve safety and efficiency of major roads by:               <ul style="list-style-type: none"> <li>○ Using traffic signal progression</li> <li>○ Restricting access to local streets and driveways to properties</li> </ul> </li> <li>• Emphasize education, communication and the development of incentives to promote sustainable modes of travel and to discourage the use of private vehicles.</li> <li>• Use Zoning Bylaw incentives to promote car-sharing, parking payment-in-lieu for improved sustainable transport infrastructure.</li> <li>• Work with regional stakeholders to reduce vehicle traffic:               <ul style="list-style-type: none"> <li>○ Support road pricing and other transportation demand management (TDM) measures.</li> <li>○ Support transit initiatives across the region</li> <li>○ Continue to work with all stakeholders to mitigate the impact of major regional projects on Downtown, including the North Fraser Perimeter Road and replacement of the Pattullo Bridge.</li> </ul> </li> </ul>

## 6. Parking

Parking influences development Downtown, from efficient circulation to urban design, transit ridership, and economic development. Expansion of parking in general raises concerns about

maintaining dependence on automobiles and diminishing people's motivation to use sustainable transport for local trips and commutes.

Vision and goals for parking construction and location sometimes compete when these issues merge. For example, above-grade parking structures are less costly to build, but the resulting bulky and sometimes unattractive buildings can impede views and negatively affect the street environment. The higher cost of underground parking can avoid these impacts but also deter prospective Downtown tenants and visitors who might be accustomed to suburban rates or even free parking.

The availability of, and requirements for parking are consistently a topic of debate in relation to the review of development projects, community planning and other policy initiatives. Parking is a particularly important issue at this time as it relates to two initiatives in Downtown New Westminster:

**Sustainability Initiatives** - the manner in which the supply of parking is regulated has a direct effect on the choices individuals make in terms of their mode of transportation, with the use of vehicles by single occupants being the least sustainable method.

**Front Street Parkade** - planning is underway with regard to the Parkade and better linking of the waterfront with Columbia Street. A survey of the Front Street Parkade indicates that current parking demand is far below the level of supply. For example, the peak demand period for this location is late-morning, yet only 38.3% of parkade spaces and 53% of on-street spaces were occupied during this survey period. It is recognized that the Parkade is aging infrastructure that will eventually need to be replaced.

## Challenges

As residential, commercial, and civic activity intensifies, the resulting traffic generation will coincide with greater need for parking. Carpooling and transit improvements, as well as enhancements to promote walking and cycling, could help to reduce the increased parking demand, but new parking will be required to continue Downtown's growth and evolution as a city centre. The Downtown Community Plan seeks to balance the diversity of these issues. Additionally, rather than simply accommodating additional parking, more efficient use of available spaces is essential.

Several challenges in managing parking in the Downtown include:

- An expectation of drivers to be able to find off-site parking a short distance from their destination, even in a dense, highly urbanized environment.
- Physical and financial constraints of developing below-grade parking in most of Downtown due to floodplain and soil conditions.
- Lack of sufficient on-street parking space to accommodate future parking needs.
- Residents desire to maintain car ownership and parking spaces even if they are using sustainable transportation modes for the majority of their trips.

## Opportunities

The City has an important role in its ability to influence modes of transportation and better support more sustainable alternatives to the private automobile. This can be done through:

- land use planning that supports a mix of uses within walking distance
- use of regulatory measures for parking supply intervention
- use of Provincial legislation enabling cities to accept payment-in-lieu of parking for the purpose of funding improved pedestrian and cycling infrastructure
- support and education promoting sustainable transportation (Transportation Demand Management measures)

Strategy	Actions
<p>Encourage efficiency and sustainability by managing demand for and supply of parking.</p> <div data-bbox="289 905 594 1163" style="border: 1px dashed gray; padding: 5px; margin: 10px 0;"> <p>“Unbundling” – rent or sell parking spaces separately, rather than automatically including them with building space.</p> </div>	<p><b>On-Street</b></p> <ul style="list-style-type: none"> <li>• Price on-street parking for cost recovery, varying by length of stay, location and other factors.</li> <li>• Prioritize use of road space for sustainable modes and local service.</li> </ul> <p><b>Off-Street</b></p> <ul style="list-style-type: none"> <li>• Limit the supply of long-stay parking.</li> <li>• Work with developers to add additional public parking in their developments in exchange for density increases.</li> </ul> <p><b>General</b></p> <ul style="list-style-type: none"> <li>• Lobby Provincial government to amend legislation in regard to parking regulations (i.e., “unbundled” parking requirements for new developments)</li> <li>• Install signage providing location of on and off-street parking, space available in off-street parking facilities and directions to off-street parking facilities at five specific locations</li> </ul>

A piece of infrastructure also affecting the Downtown is the Front Street Parkade. It is recognized that public parking is needed in the Downtown to help promote businesses, especially along Columbia Street where historic buildings do not have typical onsite parking for their customers. However, there is a recognition that the Parkade acts as a physical barrier between Columbia Street and the waterfront.

At this time, the City is looking at options for the Parkade and is recommending that a partial deconstruction of the Parkade, between the older section of Begbie and Sixth Streets, be examined.



*Front Street Parkade acts as a barrier to the waterfront*

*Source: City Staff*



Under this scenario, approximately 400 spaces would remain. If the City were to pursue this option, it is anticipated that the streetscape on Front Street between Begbie and Sixth Streets would be significantly improved by allowing more sunlight and open space. This is linked to the plan next to Front Street on the waterfront, known as the Larco development. Given that the Larco plan is a high density development of 1,000 units constructed within 5 towers, it is anticipated that this development would be completed over the next 20 years, and that in the interim, with the Parkade removal between Begbie and Sixth Streets, there would be fairly open views of the waterfront for next 20 years.

### **Parking Replacement Strategy**

To deal with the parking issues related to the demolition of the Parkade, the City is exploring de-centralized parking replacement facilities. This would include identifying private sites in the Downtown, primarily on Columbia Street, to accommodate additional parking. Strategies would include provisions for public parking in private developments through development incentives and joint private/public ventures as a way of phasing out the Parkade over time.

## **7. Goods Movement**

The movement of goods is one of the most significant issues for the future of Downtown New Westminster. In addition to three rail lines running along the Fraser River, Downtown is home to two road network routes of regional importance: Royal Avenue, which forms Downtown's northern boundary, and the route formed by Stewardson Way, Front Street, and Columbia Street, which is under review as part of the North Fraser Perimeter Road (NFPR) project. Heavy flows of through traffic - both passengers and goods movement - have a significant impact on the quality of life for Downtown residents, employees, and visitors.

Currently, New Westminster's waterfront is cut off from the Columbia Street and the rest of Downtown by a major regional truck route and three rail lines. With the Provincial Gateway project and possible increases in goods movement through Annacis Island, the pressure for accommodating goods movement through this corridor is unlikely to decrease in the future and may, in fact, increase. Mitigating the negative impacts of this goods movement corridor through the Downtown is the single most important transportation issue facing Downtown. The City will only consider support for the NFPR if:

- It is demonstrated that the corridor supports the City's economic, social and environmental goals;
- The NFPR does not compromise the livability of the Downtown;
- The corridor will only utilize the existing 2 lanes of Front Street; and
- The NFPR is designed in a manner that seamlessly connects the Downtown with the waterfront

### **Challenges**

While the City recognizes the importance of goods movement in the region, mitigating the negative impacts of a goods movement corridor on Downtown's livability will be imperative. In moving forward with this, there are several major challenges:

**Incompatible with growth designation** - Downtown New Westminster is a designated Regional Town Centre. This means it is to accommodate a large share of the region's future higher density commercial and residential growth with a high level of transit access and interconnection. There are health (noise, air quality), safety, and overall livability concerns having an open, unenclosed major goods movement corridor running through a designated high density growth area.

**Severing Downtown from its waterfront** - the waterfront is one of the City's greatest, most valued assets. It has historical and aesthetic importance and serves as a defining feature, setting Downtown apart from other areas in the City. The location of the goods movement corridor acts as a barrier, disconnecting the waterfront from the rest of the Downtown neighbourhood.

### Opportunities

Unlike many other municipalities in the region, the City of New Westminster owns most of its roads and right-of-ways, including those comprising the major goods corridor discussed in this chapter. It also owns a portion of the land occupied by the three rail lines. This gives the City some flexibility and presents an important leveraging opportunity for helping achieve our livability goals as the region, and the goods movement corridor, expands.

Strategy	Actions
<p>Mitigate the negative impacts of the goods movement corridor on the livability of Downtown and only accommodate increased capacity if it does not detract from the objectives and function of a Regional Town Centre.</p>	<ul style="list-style-type: none"> <li>• Restrict access from Royal Avenue to adjacent streets in the vicinity of McBride Boulevard by permanently altering the streetscape at specified locations (identified in the Downtown Transportation Study).</li> <li>• Reduce the number of vehicle connections between Front Street/NFPR and Downtown's local street system to reduce delays on the NFPR and reduce the potential for new capacity to permit external traffic to infiltrate Downtown's local streets.</li> <li>• Protect vehicle connections between Downtown and the Waterfront at McInnes Street/Quayside Drive and Sixth Street.</li> <li>• Protect connections for pedestrians and cyclists between Downtown and the Waterfront at Hyack Square, Begbie Street, Sixth Street, Fourth Street and Elliot Street.</li> <li>• Mitigate the acoustic and air quality impacts of the NFPR through intensive planting, fencing, encapsulation and decking at grade separated crossings.</li> <li>• Improve the safety and efficiency of railway corridors through:               <ul style="list-style-type: none"> <li>○ Urban design and landscape considerations</li> <li>○ Enhanced lighting, signalization, and signage at railway crossings</li> <li>○ Working with railway operators to provide acoustic mitigation and enhanced rights-of-way.</li> </ul> </li> </ul>

## 11.0 Parks and Recreation

**Table 7: Parks Inventory**

### **Downtown Parks and Open Spaces**

Downtown Waterfront Park (to be constructed)	3.20 ha
Waterfront Esplanade	3.08 ha
Albert Crescent Park	1.82 ha
Quayside Park	0.37 ha
Begbie Plaza	0.21 ha
Hyack Square	0.15 ha
Stewardson @ Royal Rose Garden	0.08 ha
McInnes Street Triangle	0.03 ha
Muni Evers Park	TBD
<b>Total</b>	<b>8.94 ha</b>

### **Context**

The City of New Westminster is characterized by a strong sense of heritage and an appreciation of parks and open space. As parks systems across the province underwent major growth throughout the 1970s and 1980s, New Westminster was known as a leader in playground design, urban horticulture and landscape architecture within City planning.

As the Downtown's residential population grows over the next 30 years, providing recreational services and ensuring quality connections between parks and open space systems becomes increasingly important.

### **Parks and Open Space**

Adequate green space is important for maintaining and improving livability levels in a community, especially in high density neighbourhoods where access to private outdoor space is limited. Green space helps reduce greenhouse gases, capture air pollution, act as a water filtration system and moderate the heat-island effect caused by paved areas. Research shows that natural spaces have restorative effects that improve mental health and can benefit children's development.



*Muni Evers Park, yet to be designed and developed.*

*Source: City Staff*

New Westminster has a total of 110 hectares of parkland and natural areas. Downtown has a total of 8.94 hectares of existing parkland and open space within five community and neighbourhood parks. Given the type and scale of growth that is expected in the Downtown, this will be insufficient to meet the needs of this growing neighbourhood. This increased population density will require strategic planning for acquiring future park space and innovative design of park space in order to maximize its use. The 2008 *Parks and Recreation Comprehensive Plan* recommends the addition of 2.02 hectares of park space for Downtown to meet future demand. The 2009 purchase of Westminster Pier will create an additional 3.2

hectares of City-serving park space within the Downtown, adding considerably to the availability of outdoor recreational opportunities in the neighbourhood. Creating good access to this park will be key since steep slopes, rail lines and limited vehicular and pedestrian crossings currently make it difficult to access the Downtown waterfront.

### Leisure and Recreation Facilities

New Westminster has a total of 47 sports fields and outdoor athletic facilities including baseball diamonds, lacrosse boxes, tennis courts and multi-use sports courts. None of these are located in the Downtown so it currently relies on facilities provided elsewhere in the City to meet these recreational needs. The City also has a variety of indoor recreational facilities including an aquatic centre, two community centres, a community gymnasium, two arenas, a stadium and a senior's centre.

Today, many of the City's facilities built 20 to 40 years ago are nearing the end of their lifecycle and are in need of significant upgrading or replacement.

There is currently no indoor recreational facility Downtown, although planning for a multi-use civic facility in the Downtown is currently underway. This facility, set to be under construction in 2011, will be designed to include space for arts and culture as well as multi-purpose fitness rooms for activities such as yoga, dance and fitness classes.

### Challenges and Opportunities

Downtown has a significant lack of green space which is of concern for a growth concentration area that is expected to absorb the majority of the City's growth in coming decades. The type of development that is slated to take place will be apartment and townhouse developments, accommodating, as trends indicate, young urban singles, couples, families, and empty nesters. These residents will need to rely on access to parks and open space to meet their outdoor recreational needs.

The *Parks and Recreation Comprehensive Plan* found that Downtown was notably deficient in all parks classifications, in terms of total land area and spatial distribution of park space. A number of additional challenges include:

**Topography** - steep grades make it particularly difficult for children, parents with strollers, seniors and those with mobility challenges to get around their own neighbourhood and access park space.



*New Downtown off leash dog park, critical for households with limited or no outdoor area.*

Source: City Staff



*Community gardens offer opportunities for gardening and social interaction in high density residential neighbourhoods.*

Source: City Staff



*Park and open space created on a plinth as Freeway Park, Seattle, WA.*

Source: City Staff

**Inadequate linkages** - trails that link to transit and off leash dog areas are especially important in the Downtown area. Further development of trails, walking and cycling routes would help alleviate current park deficiencies and provide much needed connectivity between Downtown and the rest of the City. Enhancing the connections between the Downtown and the waterfront will help bridge this dense neighbourhood with its waterfront and provide easier access to open space.

**Land availability** - Downtown is highly urbanized, with a limited land base and few sites available for dedication as parkland.

**Service model delivery** - New Westminster is relatively small and compact, and in the past has been able to deliver recreation services on a City-wide, or “centralized” basis. With increasing population growth, and higher concentrations of people at the edges of the City’s boundaries (Downtown included), the challenging topography, and cost and/or time constraints of transportation choices for families and those with limited incomes, there will be a need for a shift in the service delivery model, with some services being decentralized.

**Underutilized park space** - Downtown’s 1.82-hectare Albert Crescent Park has spectacular river views and is well-located in the Albert Crescent Precinct, but is seldom occupied. Existing residents have identified this park as an untapped park resource that could be better programmed to meet the community’s needs.

Over the next 5 years, Downtown will see several significant parks and recreation investments, making it one of the City’s most vibrant, livable neighbourhoods with first rate amenities. A new waterfront park and state-of-the-art civic facility will provide a legacy for the Downtown. In addition to these unrivaled amenities, Downtown is also looking forward to:

- Park improvements for Muni Evers Park, formerly known as Poplar Landing; and
- A new school at the former Saint Mary’s Hospital site, providing field space and a playground that will be available during non-school hours, in addition to a neighbourhood park.

In a built-out neighbourhood such as Downtown, where it is not feasible for the City to acquire large tracts of land for park, creative solutions for adding land to the parks inventory are required. This includes improving streetscapes and boulevards, creating accessible green roofs, and capitalizing on redevelopment opportunities to secure more outdoor space.

**Key Goal: Downtown has a comprehensive system of parks, open spaces and facilities that provide recreational opportunities and other aesthetic and environmental benefits.**

Strategies	Actions
Build on the Downtown’s premier amenity - its waterfront.	<ul style="list-style-type: none"> <li>• Create a long-term (25-years plus) park plan that is concentrated on the Fraser River waterfront between Sixth Street and Elliot Street.</li> <li>• Acquire strategic waterfront parcels for parkland and trails as they become available.</li> <li>• Promote water activities on the waterfront by constructing amenities such as marinas and piers, and natural places along the foreshore for boating and kayaking.</li> </ul>

Strategies	Actions
	<ul style="list-style-type: none"> <li>• Create places where people can interact with the river.</li> </ul>
<p>Ensure Downtown has sufficient parks and open space to meet the needs of residents, employees and visitors.</p>	<ul style="list-style-type: none"> <li>• Fulfill parkland needs as prescribed in the <i>Parks and Recreation Comprehensive Plan</i> and acquire 2 hectares of neighbourhood parkland accordingly.</li> <li>• As sites become available, suitable properties should be acquired by the City for park space.</li> <li>• Encourage new multi-family developments to incorporate shared garden plots, roof-top gardens and other types of private green space that can be accessed for outdoor enjoyment and gardening experiences.</li> </ul>
<p>Ensure that Downtown's leisure and recreational assets are safe, socially inclusive and support the various needs of a diverse community, focusing on current servicing gaps.</p>	<ul style="list-style-type: none"> <li>• Encourage and support community gardens, including properties held by not-for-profit organizations and possible railway corridor right-of-way lands.</li> <li>• Plan and construct a multi-use civic facility in the Downtown that will be welcoming and accessible to all, by location and physical design.</li> <li>• Target younger adults (20-34 years of age) in the Downtown area as parks and facilities are developed.</li> <li>• Develop parks Downtown that encourage use by all age groups by accommodating a range of activities.</li> <li>• Ensure all parks and recreation facilities incorporate Crime Prevention Through Environmental Design (CPTED) strategies, including adequate lighting, access, visibility, and maintenance.</li> </ul>
<p>Maximize use of existing parks and recreational assets and opportunities.</p>	<ul style="list-style-type: none"> <li>• Create a plan for Albert Crescent Park, expanding play opportunities for children.</li> <li>• Make better use of school sites in their ability to provide local recreational programming.</li> </ul>
<p>Ensure that the system of parks and open spaces is highly accessible and well-connected.</p>	<ul style="list-style-type: none"> <li>• Mitigate obstacles to the new waterfront park through highly visible and accessible pedestrian and bicycle crossings over Front Street and the rail lines.</li> <li>• Maintain permeability throughout Downtown, and ensure good pedestrian, barrier-free access to all City parks, plazas and outdoor spaces.</li> </ul>
<p>Explore creative/innovative</p>	<ul style="list-style-type: none"> <li>• Maximize greenspace opportunities on all future</li> </ul>

Strategies	Actions
ways of creating greenspace.	<p>structures by constructing to bridge between Columbia Street and the waterfront.</p> <ul style="list-style-type: none"> <li>• Consider the use of parking lots that are typically vacant during the evenings and weekends as candidate sites for multi-use sports courts.</li> <li>• Maximize use of Downtown streets through the planting of trees and planted/community garden curb bulges.</li> </ul>
Promote Downtown's parks and recreation assets as a showpiece of environmental sustainability.	<ul style="list-style-type: none"> <li>• Promote improved air quality and reduce stormwater runoff by preserving and expanding existing green spaces and promoting greenroofs and roof-top gardens in new developments.</li> <li>• Support biodiversity by careful planning of habitat, riparian areas, green spaces and corridors: <ul style="list-style-type: none"> <li>• Enhance natural habitat for wild life, especially along the City's waterfront park area.</li> <li>• Green the Downtown where possible by implementing a "green streets program" throughout all City sidewalks.</li> </ul> </li> <li>• In order to minimize environmental impacts (i.e., energy consumption, water use and runoff, greenhouse gas emissions, waste production), recreation facilities will be designed to exemplify progressive green building performance.</li> </ul>





## 12.0 Arts and Culture

*"Could we ever know each other in the slightest without the arts?"*  
Gabrielle Roy (1909-1983)

### Context

Arts and culture are integral to a vibrant and sustainable urban community, by promoting:

**Healthy communities** - arts and culture are the soul of a community adding energy, variety, movement and colour.

**Identity and pride** - the arts provide a sense of beautification, attractiveness and pride for the community, adding personality and depth to the public realm. They bring a sense of safety to a community as positive art participation diminishes negative social behaviour such as tagging and graffiti.

**Community understanding** - arts and culture contribute to a community's cohesion, bringing together a diversity of people, cultures, and languages. They are an avenue for self expression, recognizing diversity, practicing tolerance and developing caring relationships.

**Economic opportunities** - arts and culture initiatives provide employment opportunities for residents and can draw people from great distances leading to spin-off investments for local businesses in the surrounding area.

The arts help us express ourselves and understand others. Arts and cultural capital is an empowering force that encourages interaction, coexistence, cooperation and acceptance.

New Westminster has had a long tradition in arts and culture with numerous community arts organizations that have been operating in the City for decades. Arts and culture in New Westminster includes recreational and professional endeavours. According to the most recent census, New Westminster has 11.3 artists per 1,000 persons in the labour force.

*"One can endlessly cite statistics to prove employment, economic impact and tourist magnetism. What the arts - given a chance - bring to a city is something in addition to all these material rewards. They give a great city an image of its soul."* Tom Hendry, Playwright, Arts Policy Advisor and Officer of the Order of Canada

Arts and culture activities, programs and artist's creations are offered throughout the City, making use of both public and private facilities. One of the City's and Downtown's largest facilities is Douglas College, a community college that offers an extensive selection of educational programs including a Theatre Arts program, Music program, services and facilities including a full gymnasium, an art gallery and a 350-seat Performing Arts Theatre. Downtown is also home to the New Westminster Museum and Archives - one of the oldest community heritage sites in the province.

### Challenges and Opportunities

Arts and culture is evolving as an area of municipal government service delivery for the City, and the Downtown has long been established as the City's cultural hub. It supports a diverse selection of arts and culture events and festivals such as Hyack Festival, the Santa Claus Parade, Show and Shine, New Westminster Multicultural Festival and Fraserfest. However, there are number of challenges that face the success of the arts and culture sector, such as:

- general lack of funding for arts and culture programs
- lack of community identity and pride in civic arts

- entertainment dollars leaving the City because of competition from neighbouring municipalities (i.e., Burnaby's Shadbolt Centre and Metrotown theatres, Coquitlam's Red Robinson Theatre)

It is expected that further commercial and residential growth in the Downtown will help stimulate arts and culture investments. Downtown is an attractive location for arts and cultural facilities and events, drawing on a number of assets:

**Good access** - Downtown's two SkyTrain stations and Eighth Street transit hub can attract people from the City and the region.

**Availability of space** - the heritage character area offers a unique atmosphere for arts activities and the area's underutilized ground floor retail space provides opportunities for arts and culture related activities.

**Affordability** - lower rents in character buildings can help meet some of the affordability challenges faced by arts and culture operators.

**Historical collection** - The City's Museum and Archives, located at Irving House on Royal Avenue, has a collection that is touted as second only to the Royal BC Museum in Victoria!

**Renewed investment** - renovations on the Fraser River Discovery Centre and River Market at the Quay, one of the City's most popular destinations, contributes to a renewed sense of energy and offers synergistic opportunities with the cultural creative sector.

**New civic facilities** - the newly renovated Hyack Square features an outdoor stage, tiered seating and a children's play feature that makes space family-friendly and attractive to the young adult population moving into the Downtown core.



*Paying homage to their rainy climate, this is one of many examples of public art on the streets of Seattle, WA*

*Source: City Staff*



*Downtown's newly renovated Fraser River Discovery Centre.*

*Source: City Staff*



*Downtown's new Hyack Square.*

*Source: City Staff*

The City's new state-of-the-art multi-use civic facility will be located in the Downtown; it is planned to provide a 300-400 seat non-proscenium theatre, arts studios, gallery space, and museum and archives space.

**Key Goal: Downtown is a vibrant arts and cultural hub of the City.**

Strategy	Actions
<p>Facilitate access to arts and culture opportunities for all affordability levels, age groups, and mobility levels.</p>	<ul style="list-style-type: none"> <li>• Foster a sufficient amount and diversity of appropriate facility space, programming, and services for youth, seniors, children and families, and people from different cultural backgrounds to meet present and future needs.</li> <li>• Ensure the new multi-use civic centre is designed to meet the needs of Downtown's diverse and changing population, through physical design, programming, and service provision (i.e., youth, children, seniors).</li> <li>• Encourage the creation of affordable and appropriate meeting space for small arts and culture groups.</li> <li>• Promote free arts events accessible for the entire community.</li> <li>• Create a flexible, affordable performance space that will support independent artists with little financial risk.</li> <li>• All civic arts and culture facilities will be universally accessible and inclusive and welcoming.</li> </ul>
<p>Identify the Downtown as the preferred location for City-serving arts and cultural facilities to maximize public access and spin-off benefits for nearby businesses.</p>	<ul style="list-style-type: none"> <li>• Construct a state-of-the-art facility to support performing and visual arts, gathering and interaction, and play.</li> <li>• Fill the regional gap by creating a well-equipped medium sized non-proscenium theatre with flexible seating that allows performances, conferences and celebratory events combined with appropriate food service supply.</li> <li>• Include flexible studio spaces (dance, art, drama, pottery, music) to create an animated centre that supports growth and development of local arts organizations.</li> <li>• Create appropriate facility space for the City's Museum and Archives that allows for permanent and temporary display of the City's treasures.</li> </ul>
<p>Continue to have Downtown distinguished as an artistic community.</p>	<ul style="list-style-type: none"> <li>• Provide space for artists to connect and build synergistic relationships.</li> <li>• Provide opportunities for art businesses, galleries and art</li> </ul>

Strategy	Actions
	<p>entrepreneurs.</p> <ul style="list-style-type: none"> <li>• Encourage collaboration/partnerships between relevant stakeholders.</li> <li>• Develop programs to increase the awareness of the benefit of the arts for businesses and other key stakeholder groups.</li> <li>• Encourage street artists as a way of bringing a sense of vibrancy and creativity to the Downtown.</li> <li>• Provide opportunities for live/work studios and displays for artists.</li> </ul>
<p>Incorporate art into public spaces and private developments in the Downtown.</p>	<ul style="list-style-type: none"> <li>• Develop and implement a Public Art Policy, supporting guidelines and a funding strategy that leads to New West becoming a place noted for art locally, regionally and nationally.</li> <li>• Include public art, where appropriate, inside and outside civic facilities, as well as in parks, on streets and as part of neighbourhood beautification projects.</li> <li>• Support public art that is whimsical and fun.</li> <li>• Encourage developers to contribute to public art with new development.</li> </ul>
<p>Create a vibrant, active pedestrian experience along the retail corridors of Downtown.</p>	<ul style="list-style-type: none"> <li>• Encourage unique and locally-based retail shops, restaurants, bistros, lounges, art galleries, and neighbourhood-oriented entertainment to locate on Columbia Street, the Quay, and other retail corridors. This will create street-level energy, drawing residents in to spend their leisure and entertainment dollars within the City.</li> <li>• Amend the Zoning Bylaw to only allow retail spaces and restaurants (rather than office spaces) on the street level of Columbia Street.</li> <li>• Designate Columbia Street as a “special area” and use Design Guidelines to distinguish it from the rest of the Downtown.</li> </ul>

## 13.0 Public Realm

### Context

Public spaces such as streets, parks, sidewalks and plazas make up a large part of our urban experience - this is called the public realm. The public realm is an open stage where the community can come together to celebrate within their neighbourhood through collaborative activities such as street festivals, sidewalk fares, and ceremonies, or gather through informal meetings and get-togethers in parks and plazas.

A vibrant and lively public life is key to a successful Downtown. There is a renewed recognition of the important role of a high quality public realm in contributing towards a healthy, engaged community. Careful consideration should be given to the design of the public realm, ensuring it supports an urban fabric that is:

- Connected and walkable
- Pleasant and attractive
- Safe and comfortable
- Engaging and interactive

Due to its historical influences, Downtown New Westminister is fortunate to have an urban framework that integrates a diverse mix of land uses, has a fine grained street system tailored to the pedestrian, and includes a rich inventory of unique heritage buildings.

### Challenges

While New Westminister's geographic location (north side the Fraser River, centrally located in the region) offers a competitive advantage for the City in terms of trade, transportation and proximity to the region's metropolitan core, the Downtown has endured significant negative impacts as a result. The side effects of several major infrastructure investments pose the greatest challenge for Downtown's public realm:

**Pattullo Bridge** - these bridge connections interrupt pedestrian access, and the uncertainty surrounding the potential relocation of the bridgehead presents other challenges.

**North Fraser Perimeter Road (NFPR)** - this goods movement corridor, which is part of the region's Major Road Network system, dissects the Downtown cutting the waterfront off from itself.



*Street cafes bring life and vibrancy to the public realm.*

Source: Unknown



*Quebec City adds whimsy and fun to their public spaces with colour and scale.*

Source: City Staff



*Denver pokes fun at density in their Downtown.*

Source: City Staff

**Rail lines** - the two rail lines accessed by Canadian Pacific Railway, Canadian National Railway and Southern Railway, run parallel to the NFPR through the Downtown.

The combined result of the NFPR and the rail lines is a severing of the Downtown, interrupting pedestrian connections and access to the waterfront. Excessive noise, emissions and traffic and train speed present health and safety concerns, especially for children, seniors and those with mobility limitations.

Other challenges for Downtown's public realm include:

- steep north-south grades that make walking and cycling difficult
- gradual closure of streets, eroding the original fine grained grid system
- insufficient or inadequate pedestrian pathways
- lack of street trees and plants
- lack of park and open space for informal and formal gatherings
- safety concerns around the street presence of homelessness and drug activity, particularly along Columbia Street and the SkyTrain stations
- inadequate street lighting
- Front Street Parkade visually acting as a barrier to the waterfront



*Human scale interface at street level, and "green" streetscapes soften the urban landscape and create a welcoming pedestrian environment in Seattle, WA.*

*Source: City Staff*

## Opportunities

As home to the former "Miracle Mile," Downtown New Westminister boasts a rich history of prosperity, investment and innovation. It has a fine grained grid system and established street front commercial area that integrates a variety of uses making it a highly walkable neighbourhood. The sloping grades offer commanding street-end views of the mighty Fraser River and Downtown has unique, special places unmatched in character and prestige elsewhere in the City:

- Columbia Street with its rich history and heritage character
- River front Esplanade
- The River Market at the Quay



*Character lighting creates safe spaces and reinforces historical charm.*

*Source: K. Danielson*

Through the use of design guidelines that promote human-scale developments, the City can ensure newer buildings are well-integrated and enhance the public realm through thoughtful consideration of safety, comfort, views, light and air penetration.

Making use of the City's Financing Growth initiatives, future growth means additional opportunities to help secure public realm investments, including:

- sidewalk upgrades and improved pedestrian connections
- streetscape enhancements - street greening and street lights
- Central Valley Greenway improvements
- a waterfront park at the Westminister Pier site

- partial removal of the Front Street Parkade
- plinth or other mitigating measures to address NFPR and rail line issues

Growth means more people living Downtown, therefore more “eyes on the street,” street activity, energy and vibrancy. The result will be a safer, more active street life in the Downtown.

**Key Goal: Downtown is a walkable, well-connected neighbourhood that is safe and pleasant for the pedestrian with a public realm that sets the stage for a vibrant and engaging community life.**

Strategies	Actions
<p>Support a connected and accessible Downtown.</p>	<ul style="list-style-type: none"> <li>• Implement the recommendations for pedestrian connections and improvements identified in the 2009 <i>Downtown Public Realm Plan</i>.</li> <li>• Foster the development of streets, plazas, parks and public spaces that are accessible and welcoming to all through physical design, location, use of benches and resting areas. Consider protection from wind and noise and exposure to sunlight and views.</li> <li>• Require all sidewalks and access/entry points to new buildings to be universally accessible.</li> <li>• Develop a “Wayfinding Strategy” identifying significant locations, landmarks, and focal points within the Downtown.</li> <li>• Maintain Downtown’s fine grained grid system by avoiding further street closures, unless it is demonstrated as necessary. This contributes to greater permeability and access throughout the Downtown.</li> <li>• Leverage new development and infrastructure projects to secure strong pedestrian pathways and connections adjacent to, or part of, subject projects.</li> <li>• Support the continued implementation of the 2000 <i>Trail and Greenway Master Plan</i> in the Downtown.</li> <li>• Ensure there are sufficient barrier-free pedestrian and bicycle connections to the waterfront, with special attention to the waterfront park. These should include well-designed, well-lit crossings over Front Street and the rail lines.</li> </ul>

Strategies	Actions
<p>Ensure a safe and comfortable experience for enjoying Downtown's public spaces.</p>	<ul style="list-style-type: none"> <li>• Apply the principles of Crime Prevention Through Environmental Design (CPTED) for all new development and public spaces.</li> <li>• Maximize the use the Subdivision and Development Control Bylaw and the <i>Streetlight Improvement Strategy</i> to ensure high quality streetscape enhancements and improved pedestrian safety (i.e., street trees, traffic calming, street lights).</li> <li>• Downtown sidewalks and new buildings shall be universally accessible.</li> <li>• Through the use of Design Guidelines, require new developments to provide high quality, safe, pedestrian-oriented streetscapes (i.e., appropriate scale, landscaping, air and light penetration at street level).</li> <li>• Require that street redevelopment and maintenance activities give specific attention to increasing pedestrian interest, comfort and safety, with sufficient lighting, public art, paving treatment and outdoor furniture.</li> <li>• Ensure that the Downtown is, and appears well-maintained through street-litter control programs and the implementation of regulations and enforcement regarding unsightly premises, graffiti removal and maintenance standards.</li> <li>• Examine ways to improve pedestrian and bicycle safety along Royal Avenue.</li> <li>• Maintain active drug enforcement programs in relation to street level drug activities.</li> <li>• Implement Homelessness Action Plan to reduce visible homelessness and to provide proper services for individuals in need.</li> </ul>



Strategies	Actions
<p>Provide for a vibrant and pleasurable public life.</p>	<ul style="list-style-type: none"> <li>• Continue to accommodate a range of land uses (residential, retail, office, and institutional), that are compatible with each other, to generate positive street-level activity throughout the day.</li> <li>• Through Zoning Bylaw regulations, only retail, restaurant and personal service uses will be permitted at grade along identified commercial corridors, such as Columbia Street.</li> <li>• Use Design Guidelines to achieve active, people-oriented street fronts.</li> <li>• Encourage businesses to contribute to an active street life through outdoor cafes, displays, seating, interesting signage and weather protection for pedestrians such as awnings.</li> <li>• Patios and seating areas on sidewalks are encouraged on Downtown streets.</li> <li>• Incorporate colourful banners, public art and street furniture into the public realm. Priority areas include Columbia Street, Lorne Street, Begbie Street and Carnarvon Street.</li> <li>• Provide for a wide range of activities, accessible to individuals of all ages and abilities, in the programming of the waterfront park.</li> <li>• Protect street-end view corridors and key public views through building design and siting requirements in the Zoning Bylaw and Design Guidelines.</li> </ul>
<p>Support a connection between people and the environment.</p>	<ul style="list-style-type: none"> <li>• Use Design Guidelines to: <ul style="list-style-type: none"> <li>○ Support biodiversity through encouraging developments to use of a variety of native plant materials and species that are a food source for birds.</li> <li>○ Support xeriscaping and other low impact forms of landscaping (i.e., alternative water use options, low consumption irrigation systems)</li> </ul> </li> <li>• Require developments to use landscaping to soften street appearance, create interest and unique spaces, and screen unsightly uses.</li> <li>• Improve drainage and reduce street-level heat impacts through maximizing use of the Subdivision and Development Control Bylaw to require the installation of street trees.</li> <li>• Preserve and enhance view corridors</li> <li>• Support pedestrian and bicycle connections to the river.</li> </ul>



## 14.0 Community Infrastructure

### Context

In New Westminster, basic City services include roads and streets (discussed in Chapter 10), water distribution, stormwater drainage, sanitary sewers, solid waste collection, flood protection and electricity. Other utility services such as natural gas and telephone are provided by private companies. As the Downtown neighbourhood continues to grow, the demand on the City's services and utilities will increase. The existing systems are capable of handling the anticipated future growth, however, upgrades will be needed. The City is currently developing an Asset Management Strategy in order to systematically address the challenges related to all of New Westminster's aging infrastructure. To help offset the costs of these upgrades, the City collects development cost charges (DCC's) from new development.

### Water, Sewer and Storm Systems

The objective of the City is to service the existing customers and future growth in a cost-effective, socially responsible and environmentally sound manner. The City is currently implementing several regionally mandated initiatives including the sewer separation program and recently completed the construction of a Combined Sewer Overflow (CSO) tank.

New growth in the Downtown must be accommodated in a sustainable and socially responsible manner. Reducing water consumption, source reduction of storm run-off and sewer separation are regional objectives the City is pursuing through existing and new developments. Opportunities to coordinate the rehabilitation of existing infrastructure with new development will be sought whenever feasible.

### Solid Waste and Recycling Services

Solid waste management becomes increasingly more important as the City grows since there are considerable economic and environmental costs associated with handling waste.

In order to reduce the amount of solid waste produced and transported, a number of waste reduction initiatives have been promoted throughout the City. New Westminster participates in Metro Vancouver's regional Zero Waste Challenge which aims to minimize waste generation and maximize reuse and recycling. The City offers subsidized composting programs, including apartment sized worm composting bins which are available to those living in homes with limited outdoor space. As development continues throughout Downtown, greater emphasis will be put on building design to create compost and recycling areas that are safe and easy to use and maintain.



*New Westminster's Combined Sewer Overflow (CSO) tank located within Muni Evers Park.  
Source: City Staff*



*Recycling programs reduce solid waste going to the landfill and are important contributions for sustainability.  
Source: City Staff*

## Engineering Structures

New Westminster's Downtown has many transportation system-related engineering structures (bridges, retaining walls, parking structures, etc). These structures form an integral part of the City's broader infrastructure and are critical to the functioning of the overall transportation system. They face many of the same issues other infrastructure components face:

- The cost of maintenance and repairs required by the age of these structures is high and rapidly escalating
- Their critical role in the transportation network makes maintenance, repairs or upgrading work difficult and expensive
- Upgrades and expansion of the City's engineering structures often means demolition and reconstruction to meet today's standards

The potential construction/reconstruction of major infrastructure projects in the Downtown that are not under City jurisdiction presents opportunities to rehabilitate/reconstruct related City structures and other related utilities. Examples of such projects include:

- Pattullo Bridge reconstruction (TransLink)
- Potential reconstruction of the New Westminster Rail Bridge (Federal)
- The North Fraser Perimeter Road (TransLink)

## Floodplain

Situated on the banks of the Fraser River, parts of the Downtown are located within the River's natural floodplain boundaries (see Schedule E). Over the recent years floodplain management has changed as the Provincial Government transferred the responsibility for establishing regulations for development to local municipalities.



*Dyke management in Queensborough to address Freshet water levels.*

*Source: City Staff*

The Fraser River experiences an annual increase in water levels called a Freshet. The Freshet is a result of the snow which has accumulated in the mountains melting and contributing runoff to the River's natural flow. The level of rise is predicted through closely monitoring the amount of snow accumulation in the mountains and spring weather patterns. The river rise is predicted by a computer model and confirmed by river gauges located along the Fraser River including Hope, Mission and the New Westminster Quay.

The Downtown does not currently have a system of provincially registered dykes and relies on an emergency plan which identifies mitigation works and procedures to follow in the event the river levels are expected to result in flooding. The City is in the process of developing a Floodplain Management Strategy. The conceptual level was recently completed identifying a proposed dyke alignment and work has commenced on a feasibility study to produce preliminary designs for each of the dyke segments.

The Floodplain Management Strategy will provide guidance for the dyke implications to development projects; however, the City faces a challenge in establishing design standards, which balance government guidelines, architectural design, historic retention and economics. The City is also in the process of developing floodplain building and development standards which will consider the floodplain requirements while referencing the issues related to accessibility, parking and transportation, physical constraints and environmental impacts.

Many City amenities have been constructed within the floodplain including the waterfront Esplanade, which is a popular walking destination along the river front. The Esplanade is composed of two sections; a wooden boardwalk directly over the Fraser River and a brick walking path on the shoreline. Under the freshet emergency plan, the wooden portion has the potential to be submerged and as such would be closed to public access. The brick pathway however, has been identified in the Floodplain Management Strategy to be raised and included as a component to the proposed dyke alignment. This will allow continued enjoyment of the riverfront while offering an increased level of protection to Downtown residents and businesses.

### Electrical Utility

The City of New Westminster is unique in its power servicing, having its own electrical utility. The City of New Westminster Electrical Department runs the oldest continuously-operating electrical utility in British Columbia. The Electrical Department distributes electricity to 25,000 commercial and residential customers and maintains the electrical systems throughout the City.

### Challenges and Opportunities

As previously mentioned, being an older municipality means the City has aging infrastructure that needs to be replaced or rehabilitated. The steep topography of the City, and in particular Downtown, provides challenges for effective and efficient servicing. Being a compact, urban centre has also resulted in competition between the various infrastructure utilities that all require underground space (such as water pipes, electrical, gas and telephone lines). As the Downtown redevelops, opportunities will be presented where the City can coordinate service and utility upgrades to coincide with construction.

**Key Goal: Downtown has infrastructure services and utilities that efficiently and adequately meet the neighbourhood’s needs.**

Strategies	Actions
Coordinate service upgrades	<ul style="list-style-type: none"> <li>• Coordinate service and utility upgrades to coincide with and support public and private development construction.</li> <li>• All existing and future infrastructure related work must be done in concordance with the New Westminster Asset</li> </ul>

Strategies	Actions
	Management Strategy.
Minimize impact on surrounding neighbourhood	<ul style="list-style-type: none"> <li>• Develop, construct and operate City services to minimize impacts on local livability and to compliment the urban character of the Downtown.</li> </ul>
Floodplain Development	<ul style="list-style-type: none"> <li>• Encourage a policy of continuous dyke improvements following the recommendations from the Floodplain Management Strategy</li> <li>• Explore alternative measures to flood proofing of redevelopment projects.</li> </ul>
Explore creative/innovative ways of advancing environmentally sustainable servicing.	<ul style="list-style-type: none"> <li>• Explore demand-side management opportunities to reduce the pressure on City infrastructure, utilities and natural resources.</li> <li>• Incorporate the concept of sustainability into the development and implementation of capital projects whenever possible.</li> <li>• Minimize water consumption.</li> <li>• Reduce peak wet weather flows through onsite stormwater management solutions.</li> <li>• Require at source sewer separation with redevelopment</li> </ul>

## 15.0 Land Use Designations (Land use map, see Schedule F)

Land Uses	Storeys*	Details
Columbia Historic Mixed Use	<ul style="list-style-type: none"> <li>Non-heritage small sites (up to 8,000 sq.ft.) up to 6 storeys</li> <li>Non-heritage medium sites (8,100 - 23,900 sq.ft.) up to 8 storeys</li> <li>Non-heritage large sites (over 24,000 sq.ft.) up to 12 storeys</li> <li>Non-heritage large sites acting as density transfer recipients may build up to 17 storeys</li> </ul>	<ul style="list-style-type: none"> <li>mixed use along Columbia Street</li> <li>retail, office, service, restaurant, entertainment, arts and culture, recreation at street level</li> <li>retail, office or residential above</li> <li>identified heritage sites will be protected.</li> <li>all development on non-heritage sites must respect adjacent heritage</li> <li>façade retention will be encouraged over full demolition of a heritage building</li> </ul>
Commercial Waterfront	Up to 20 storeys	<ul style="list-style-type: none"> <li>commercial only: retail, service, office, restaurant, entertainment, hotel, arts and culture</li> </ul>
Mixed Use High Density	Up to 20 storeys  660 Front Street - Up to 30 storeys (Bylaw No.6951, 2005)	<ul style="list-style-type: none"> <li>mixed use throughout Downtown, outside of Columbia Historic Mixed Use</li> <li>retail, office, service or residential</li> <li>any combination of the above (can be one use or multiple uses)</li> </ul>
Irving House Cultural Commercial	Up to 3 storeys	<ul style="list-style-type: none"> <li>small retail, restaurant, service that will be synergistic with Irving House</li> </ul>
Parks and Open Space	n/a	<ul style="list-style-type: none"> <li>parks and open space</li> <li>limited commercial, food service, retail</li> </ul>
Muni Evers Residential/Park	Up to 20 storeys	<ul style="list-style-type: none"> <li>residential</li> <li>townhouses, stacked townhouses, row houses, low rise apartments, mid rise apartments, towers</li> <li>park and/or open space</li> </ul>
Residential - Tower Apartment	Up to 20 storeys	<ul style="list-style-type: none"> <li>targeted for residential</li> <li>intended for residential towers</li> <li>also may include mid-rise apartments, low rise apartments, townhouses, stacked townhouses, row houses</li> <li>community amenities such as churches, child care, libraries or community space</li> <li>small-scale, corner store type retail, restaurant, and service uses permitted</li> </ul>

Land Uses	Storeys*	Details
Residential - Mid Rise Apartment	Up to 12 storeys	<ul style="list-style-type: none"> <li>targeted for residential</li> <li>intended for mid-rise apartments</li> <li>also may include low rise apartments, townhouses, stacked townhouses, row houses</li> <li>community amenities such as churches, child care, libraries or community space</li> <li>small-scale, corner store type retail, restaurant, and service uses permitted</li> </ul>
Residential - Low Rise Apartment	Up to 6 storeys	<ul style="list-style-type: none"> <li>targeted for residential</li> <li>intended for low rise apartments</li> <li>also may include townhouses, stacked townhouses, row houses</li> <li>community amenities such as churches, child care, libraries or community space</li> <li>small-scale, corner store type retail, restaurant, and service uses permitted</li> </ul>
School/Institution	n/a	<ul style="list-style-type: none"> <li>public, private and post-secondary schools</li> <li>public institutional uses, such as libraries, law courts and civic facilities</li> <li>park</li> </ul>
Comprehensive Development	n/a	<ul style="list-style-type: none"> <li>further study is anticipated which may affect the mix and type of land use</li> <li>uses permitted under the existing zoning will continue to be allowed</li> </ul>
Transportation infrastructure	n/a	<ul style="list-style-type: none"> <li>major rail, road, and other transportation infrastructure</li> </ul>
Pattullo Bridge Realignment Study	n/a	<ul style="list-style-type: none"> <li>further study is required regarding the Pattullo Bridge realignment study</li> <li>uses permitted under the existing zoning will continue to be allowed</li> </ul>

*\*Note: Properties on the Heritage Register, and sites adjacent, are subject to further guidelines that may limit allowable heights. Properties in the SkyTrain Precincts may have a height allowance of 20 storeys or 30 storeys depending on their location.*



## 16.0 Design Guidelines

### Objectives

The City of New Westminster will ensure that new development supports a vibrant, pleasant, and people oriented downtown. The guidelines for Downtown are based upon the following objectives for development:

- Reflect the context of New Westminster and unique characteristics such as history, views and topography.
- If building in the Columbia Street Historic District, form, height and character will be evaluated based on adjacencies to heritage assets. If building outside the historic district but next to a heritage asset, factors such as sympathetic design and materials must be considered.
- Support the protection and revitalization of heritage buildings and the neighbourhood's heritage character.
- Provide safe and pleasant streets and public spaces where pedestrians feel comfortable and welcome.
- Create a positive, people oriented connection between new buildings and the street, between public and the private spaces.
- Promote excellence in architectural design and creativity in the architectural form, massing and character of new development.
- Protect important public views, and ensure light and air penetration to the street.
- Promote a vibrant and diverse local economy through the encouragement of attractive and functional commercial areas.
- Guide the development of new buildings which conserve energy, materials and water.
- Encourage new habitat and a greened built environment which supports ecological cycles and reconnects people with nature.
- Minimize negative impacts on air quality and the water quality of the Fraser River.
- Maximize opportunities for rooftop features which generate energy, minimize runoff and create multi-purpose green spaces.

## Guidelines

### 1. Building Form and Massing

The massing and form of buildings should showcase high level design and creativity, respecting the pedestrian scale and heritage assets of the Downtown.

- a. Vary the shape, massing, and exterior finishes of buildings in order to avoid a repetitive appearance when the development is viewed as a whole. Extra attention should be paid to doorways and corners.
- b. Create focal points and prominence in building design at the corners of street intersections. Gateway elements are encouraged at visually prominent intersections.
- c. Design the building with continuity throughout. Design elements or key proportions from the tower may extend through the podium and be reflected at street level.
- d. Provide a consistent and cohesive colour palette utilizing colours appropriate to a New Westminster context. Consider the heritage colour palette in the older buildings of New Westminster.
- e. Quality, natural materials that are historic to New Westminster are encouraged.
- f. Contribute to the unique character of the city through clear architectural references. While it is important not to mimic heritage buildings, the use of traditional materials, proportions and details that help reinforce New Westminster as a historic place are encouraged.
- g. Buildings located adjacent to heritage assets must ensure the form, massing and design of the building is sympathetic to the heritage building.
- h. The spacing of towers and units should be staggered so that private views are directed past neighbouring high-rise developments.
- i. Locate the portion of commercial buildings below 40 feet (12 metres) in height close to the edge of the sidewalk. Special attention should be given to the first 3 or 4 storeys to reinforce the pedestrian scale.
- j. Provide a minimum 15 foot (4.5 metres) setback from the edge of the top of a podium fronting a pedestrian oriented street. This does not apply to lanes or narrow streets intended primarily for access, utilities and servicing.
- k. Reinforce the scale and character of heritage buildings through ensuring the top edge of the heritage façade forms the edge of the podium of the building. The setback from the edge of a street front heritage façade should be at least 15 feet (4.5 metres).
- l. When designing point towers:
  - Integrate the design of the podium with the tower.
  - Shape buildings above the 7th storey as tall and slender towers that respect views, and provide for light and air penetration to the street.
- m. Reinforce the conclusion of the building design through special consideration of the form, massing and detail of the top several floors and roof of the building. Provide

- organized rooftops that are attractive when seen from above as well as the street. Rooftop mechanical and service equipment should be screened in a way that incorporates it as an integral part of the building's architectural design.
- n. Provide some variety and unique characteristics of each building where there are multiple buildings in one development to reinforce individual building identity.
  - o. Creativity in the design of the building and landscaping is encouraged to promote interest and whimsy in the Downtown.
  - p. Interior sidewalls, created as a result of construction/redevelopment phasing, should be designed to complement the overall appearance of development, and should not appear temporary or unfinished.

## 2. Columbia Street Heritage District

**These guidelines are based on the conservation and enhancement of heritage buildings along Columbia Street. The intent is to provide appropriately rehabilitated heritage buildings, while providing guidelines for new development that adds to the ambience of the Columbia Street Heritage District.**

- a. Buildings should be restored to their appropriate individual time period and style.
- b. Original materials should be left in place and new materials should be sympathetic and compatible.
- c. New development will respect the scale and historic street pattern.
- d. The saw-tooth profile of the historic streetscape must be maintained.
- e. New construction will be compatible with adjacent heritage assets and compliment the overall Columbia Street Historic District.
- f. New buildings should provide an appropriate transition between differing scales and heights of neighbouring buildings.
- g. New construction will respect and enhance the horizontal alignments on neighbouring heritage buildings.
- h. The first storey will maintain a similar articulation to the heritage buildings on either side and upper storeys should respect or continue the decorative details and articulation of neighbouring heritage buildings.
- i. Storefronts should respect the existing pattern of building widths along the street.
- j. A new building that is wider than 66 feet should maintain the rhythm of the streetfront building pattern, such as using strong vertical design elements at the centre and sides of the new building.
- k. Display windows should reflect the repetitive and vertical pattern of neighbouring heritage buildings.
- l. Upper storey windows should reflect the fenestration pattern of neighbouring heritage buildings and may be of punched design.

- m. Signs should add to the interest of the building and respect the historic character of the area, and not create visual clutter.
- n. Signs and awnings on heritage buildings will follow the HARP design guidelines for size, colour and material.
- o. New awnings should have a traditional profile, with sloped awnings being preferred. Material should be of high quality canvas or glass.
- p. Where structurally possible, awnings should align horizontally with neighbouring canopies.

### 3. Solar Orientation and Energy Efficiency of Buildings

The intent is to maximize energy conservation opportunities through application of passive design principles. These principles lead to buildings designed to require less energy input to cool in hotter months and heat in colder months. Further, the intent is also to limit the energy consumed by buildings by encouraging use of alternative energy sources and the use of high quality durable materials with a long lifespan.

- a. Orient and mass buildings to maximize opportunities for passive solar heating and cooling, solar hot water and photovoltaics, and natural lighting and ventilation. Where possible, situate the long axis of major building elements in the east-west direction.
- b. Site and orient buildings to take advantage of prevailing winds for cross ventilation. Buildings should have units with exterior ventilation (operable windows) on two sides to encourage passive cooling through cross ventilation.
- c. Building massing that promotes units with potential for exterior ventilation on two sides is strongly encouraged.
- d. Incorporate the use of roofing materials and colours with a high “albedo” (i.e., materials that reflect heat energy from the sun) to reduce the absorption of heat into the building and reduce the “heat island effect”.
- e. Use exterior shading devices to manage heat gain from solar exposure. These may be adjustable, such as fixed awnings or retractable canopies, or fixed, such as projecting roofs, deep balconies, light shelves, fixed fins and similar features into building design to shade during the summer but provide solar access in winter.
- f. Limit the amount of glazing, especially on west and southwest exposures, where mid-afternoon summer sun is difficult to shade effectively. Maximize glazing on building facings with limited sunlight exposure. For mid- and low-rise facades, a maximum of 50% glazing is permitted. Above 3 storeys, glazing of less than 60% is encouraged.
- g. Encourage glazing technologies that allow daylight penetration into buildings and minimize heat conduction.
- h. Produce 10% of the building’s annual energy demand from on-site renewable sources (solar, geo-exchange [earth energy]). “Solar ready” design is encouraged to extend energy production later.

- i. Select exterior materials with low embodied energy and long lifespan to minimize energy used in building construction.

#### 4. Commercial Street Front

**The orientation and design of commercial buildings should add to the street vitality and safety by promoting active, street level uses and informal surveillance of the area.**

- a. Locate uses to reinforce a vibrant, safe pedestrian experience. Encourage retail and service activity on the first floor immediately adjacent to the sidewalk on important commercial streets.
- b. Ensure a direct relationship between commercial activities and the pedestrian. Where commercial activities front the street level there should be:
  - Clear or tinted (not reflective or opaque) windows on the street
  - Prominent doorways
  - Architectural building detail at the pedestrian eye level
  - Visual interest including lighting, awnings, landscaping containers, and/or creative use of colour
  - Varied store fronts (large storefronts without fenestration detailing are strongly discouraged)
- c. Signage should not create visual clutter.
- d. Outdoor seating, cafes, tables or outdoor displays are encouraged to promote street activity, where possible.
- e. Provide a separate, safe, covered entrance for residents where residential and commercial uses are in the same building. The residential entrance should be located on the less prominent street if possible and not interrupt a continuous commercial street front.
- f. Large blank walls that front streets, including retaining walls, are strongly discouraged. If unavoidable, they should be mitigated by:
  - Using different textures, materials and colours on the wall to articulate the surface and make it more visually appealing.
  - Murals or other forms of public art.
  - Installing a trellis or living, green wall.
  - Providing a raised or terraced planter bed with adequate area to plant landscaping that can grow to screen the wall.
  - Incorporating the wall into a patio or sidewalk café area.

#### 5. Residential Street Front

**Residential buildings should be oriented and designed to balance a sense of community and neighbourliness while still allowing privacy of individual units.**

- a. Emphasize residential scale and street orientation through changes in architecture and articulation of building form.

- b. For medium density developments, reduce the building's bulk and volumetric impact on the street by setting back upper portions of the building.
- c. Provide a comfortable separation between residences and the street to allow for landscaped front yards, porches or patios. A set back of at least 10 feet (3 metres) from the property line should be included.
- d. Ensure a relationship between residential activities and the sidewalk through building and site design. There should be:
  - Expression of individual units reflected in the overall form of the building as well as at street level;
  - A visual and physical connection between residences (townhouse or apartment) and the street with ground level units having individual front doors that are directly accessible and visible from the street;
  - large windows facing the street and useable outdoor space;
  - Oversight of the street from the building; and
  - Design of walking areas, patios, retaining walls, lighting and fences that are detailed, decorative and reflective of the individual precinct.
- e. Where patios are located along the street front, they should be elevated slightly to provide a degree of privacy while still allowing street surveillance.
- f. If the building has a main pedestrian entrance, it should be clearly evident, directly connected to the street and integrated within the design of the building. There should be direct sight-line into the elevator lobby from the street.
- g. If the building has a main pedestrian entrance, provide a gateway transition feature for walkways which are intended for use by residents, thereby delineating the private property. Locate the feature near the sidewalk and integrate it with the design of the development.
- h. Large blank walls fronting streets, including retaining walls, are strongly discouraged. If unavoidable, they should be mitigated by:
  - Using different textures, materials and colours on the wall to articulate the surface and make it more visually appealing.
  - Using murals or other forms of public art.
  - Installing a trellis or living, green wall.
  - Providing a raised or terraced planter bed with adequate area to plant landscaping that can grow to screen the wall.
  - Incorporating the wall into a patio or sidewalk café area.

## 6. The Public Riverfront

The public riverfront will promote active and recreational uses along the Fraser River and encourage high quality open space and development that improves public access and views of the river.

- a. Apply guidelines regarding pedestrian comfort and circulation (Section 8) and public open spaces (Section 9) to important pedestrian and public riverfront places.

- b. Commercial buildings located adjacent to the Esplanade are encouraged to have outdoor seating areas that open onto the walkway and contribute to the activity of the space.
- c. Buildings are to reflect the marine character of the Fraser River.
- d. Suitable space for entertainment and tourism uses that contribute to the vitality and activity along the riverfront are strongly encouraged.

## 7. Pedestrian Comfort and Circulation

**These guidelines aim to create a high quality, comfortable and pleasant experience for pedestrians in the Downtown.**

- a. Provide for the comfort and interest of pedestrians on the sidewalk and in public spaces through lighting, signage, seating and continuous weather protection such as canopies and awnings.
- b. Provide high quality and pleasant public streetscapes with sidewalk details such as interesting tree grates, paving inlays, stamps, or colour, and are consistent with existing sidewalk patterns.
- c. Provide easy access that is suitable for all ages and abilities from the street to building entrances and for important walkways within the development. Provide smooth, non-skid walking surfaces and gentle grades. There may be changes in the grade of walkways from individual units to the public street.
- d. Provide shielded, down lighting to ensure the safety and comfort of pedestrians on the public sidewalk. Provide for security and ambient lighting but minimize light pollution. Energy efficient lighting such as LED or solar powered lighting should be used where ever possible.
- e. Ensure safe circulation by distinguishing areas for walking and cycling from parking and traffic.
- f. Provide street trees in public right-of-ways along streets to soften the urban environment and reduce the scale of the street to a more human level.
- g. Ensure lanes and narrow streets are pleasantly designed and safe by indicating an edge between the public street and private land. Consider interesting paving details that delineate pedestrian circulation and drainage patterns. Provide opportunities for visual oversight and lighting from buildings onto narrow streets or lanes.
- h. Incorporate the principles of Crime Prevention Through Environmental Design (CPTED) such as lighting, visibility or natural surveillance, control of trespass, prevention of blind spots or hiding places, clear access, and safe parking garages. Seek professional evaluation for large or complicated proposals.
- i. Within CPTED guidelines, minimize exterior lighting energy demand by minimizing lighting and using high-efficiency luminaires and bulbs such as LEDs.

## 8. Outdoor Spaces

Open spaces should be thoughtfully designed to maximize daylight and provide functional space that is comfortable for a variety of ages and users.

- a. Accessible, outdoor public spaces are encouraged in all developments, including commercial and institutional buildings.
- b. Provide high quality, interesting, and durable outdoor spaces. Coordinate the design of all elements including lighting, paving, outdoor furniture, and garbage receptacles. The design of the gathering area should be integrated with the site and building.
- c. Incorporate public art in all open spaces where ever possible.
- d. Provide for pedestrian permeability with multiple opportunities to access and move through public open space.
- e. Locate outdoor spaces to capture the sun and create an inviting gathering space. Suitable overhangs, canopies and trees for shade and rain protection should be incorporated.
- f. Spaces should be designed to be programmable for inter-generational activities and uses. They could include:
  - a playground suitable for a variety of ages and that is visible from residential units
  - benches and/or tables
  - landscaping
  - a patio to encourage social interaction
- g. Lower flat roofs should be structurally and architecturally designed to accommodate forms of rooftop landscaping and outdoor activity.

## 9. Public View Corridors

Care should be taken to avoid disrupting views to Downtown's primary element, the Fraser River, as well as to Mt. Baker.

- a. When a development occurs along a significant street (Fourth Street, Sixth Street and Eighth Street), the applicant will provide an view impact analysis evaluating how the proposal affects views to the Fraser River and Mt. Baker.

## 10. Light and Air Penetration

Ensuring adequate light and air circulation of new development and minimizing its negative impact on existing buildings is important in the urban context of Downtown.

- a. Provide for light and air penetration through a minimum separation between towers of 90 feet (27.4 metres). For the purposes of the guidelines a tower is deemed as a building 7 storeys or higher.
- b. Shape towers so that views are maximized around and between them.
- c. Provide a shade/shadowing study and view analysis for all buildings.



## 11. Noise

**Due to the proximity to rail, SkyTrain and the truck route in the Downtown, new development needs to consider noise abatement techniques to enhance the livability of residential units.**

- a. An array of design and construction techniques should be used to buffer residential units from noise, including:
  - orienting outdoor areas and bedrooms away from noise sources
  - using alternate ventilation (to provide an alternative to opening windows)
  - using concrete construction
  - using glass block walls or acoustically rated glazing
  - using sound absorptive materials and sound barriers on balconies
- b. Provide a report prepared by qualified persons trained in acoustics and current techniques of noise measurements demonstrating that the noise levels in residential units meet CMHC levels.

## 12. Plants and Landscape

**Abundant landscaping should be used to maximize the 'green-ness' of Downtown and soften the urban landscape.**

- a. Make substantial use of landscaping and contribute to a green Downtown. Use landscaping in all areas including walkways, patios, public spaces or other hard surfaces, and include setbacks from the property line.
- b. Provide landscaped ("green") roofs on all concrete podiums to manage runoff, add visual appeal, improve energy efficiency and reduce heat island effects, and provide amenity value.
- c. Landscaping integrated into the building roofline, patio and podium edges, and along the building facade at grade is encouraged to soften building edges, provide a degree of privacy, and reduce summertime solar gain. Landscaping should provide only a partial screen to enable surveillance of the street, transparency of commercial frontages, and to provide for safety.
- d. Retain good quality existing landscaping where possible. Ensure any retained mature trees will be safe when construction is complete.
- e. Provide good quality plants and support long term maintenance through using professional standards. Specify these or higher standards on the landscape plan:
  - Plant material in the specified container size must meet the BC Landscape Standard of the BC Nursery Trades Association
  - All trees shall be staked in accordance with the BC Landscape Standards.
- f. Mulch planting beds to a minimum depth of 50 mm to reduce evaporative losses and increase absorption of soils.
- g. Choose plants that are species native to the area and:
  - Provide complex multi-storey habitat through a combination of groundcover, shrubs and trees, and the use of species that provide nesting habitat, protection from predators, and food for songbirds;

- Are hardy, drought-tolerant, perennial species, reducing the need for maintenance, pesticide use, and irrigation.
- h. Design and place landscaping to facilitate year round moderation of the internal building climate. Appropriate deciduous trees on the south and west side of buildings will shade in summer and allow sunlight through in winter.
  - i. Communal gardens and private balcony or roof gardens are encouraged, to provide residents with space to garden and grow food. Edible decorative landscaping is also encouraged.
  - j. Consider rainwater collection and storage in cisterns to use for landscape irrigation.
  - k. Design landscapes, including planters and decorative landscape areas, to incorporate low-impact storm water features that retain and/or infiltrate run-off in order to treat it to storm water quality objectives set out in the applicable storm water management plan, or as required to meet Water Quality Objectives for the receiving water body.

### 13. Parking

**The location and design of parking structures should avoid negative impacts on the pedestrian environment and to adjacent properties.**

- a. Development should support vibrant, safe streets by ensuring people oriented uses in buildings front prominent sidewalks where substantial pedestrian use is expected. Parking structures and parking lots will be designed to be unobtrusive to the pedestrian environment.
- b. Above ground open air parking lots will be strongly discouraged.
- c. Parking structures are strongly encouraged to be located below ground. Where below ground structures are not possible, above ground parking structures should be located behind active, street level uses.
- d. Above ground parking structures that dominate the pedestrian environment are not permitted. Attention and detail should be given to the design of the structure, including:
  - Decorative grating applied to any face of the structure fronting a street
  - Creative use of colour
  - Colourful landscaping
- e. Soften the views and reduce the visual scale of parking from the sidewalk and street with landscaping. Ensure that landscaping supports public safety through allowing visual surveillance of parking areas.
- f. Provide access to parking and utilities from a lane or narrow street and ensure a continuous pedestrian interface and neighbourhood quality on the primary street. Where lane access is available, access to parking areas or structures from a street will generally not be permitted.
- g. Integrate the access to parking with the design of the building. Minimize the number of sidewalk crossings and impacts upon pedestrians.

- h. Provide secure and separate parking for residential and commercial activities where both share a parking structure.
- i. Ensure underground parking for commercial uses is readily accessible, well signed and easily used by customers.
- j. Support transportation options such as carpools, cooperative car use, parking for people with disabilities through providing appropriately sized and conveniently located parking spaces.
- k. Plant trees and shrubs throughout any surface parking areas to intercept precipitation, reduce surface heating, enhance appearance and protect pedestrians from the elements. The use of native plants is preferred.
- l. Design parking and other paved areas to minimize negative impacts on surface runoff volume and quality. Use an appropriate selection of strategies such as the following:
  - Install oil/water separators for high traffic areas.
  - Direct runoff to landscaped filter strips, bio-swales, and bio-filtration strips.

#### 14. Recycling, Garbage and Compost Receptacles

**The location of recycling, garbage and compost receptacles should be given thoughtful design to encourage the reduction of solid waste and promote sustainability within individual developments.**

- a. Encourage the installation or provision of space for a 3-stream (compost, recyclable, waste) collection facility in all residential units and food service establishments, and/or in common areas in buildings to ensure that centralized organics collection facilities are in-place once organics collection is mandatory in the coming years.
- b. Ensure the 3-stream collection facility is located in a secure, well designed, screened area that is safely accessible by both residents and service trucks.
- c. Encourage the incorporation of 3-stream separation into kitchen areas to make recycling convenient.
- d. Reduce the impact of odor from compost bins through careful location and an enclosed design complementary to the design of the building.
- e. Access to waste should be located off of lanes or secondary streets.



## Appendix No. 1. Policies and Programs

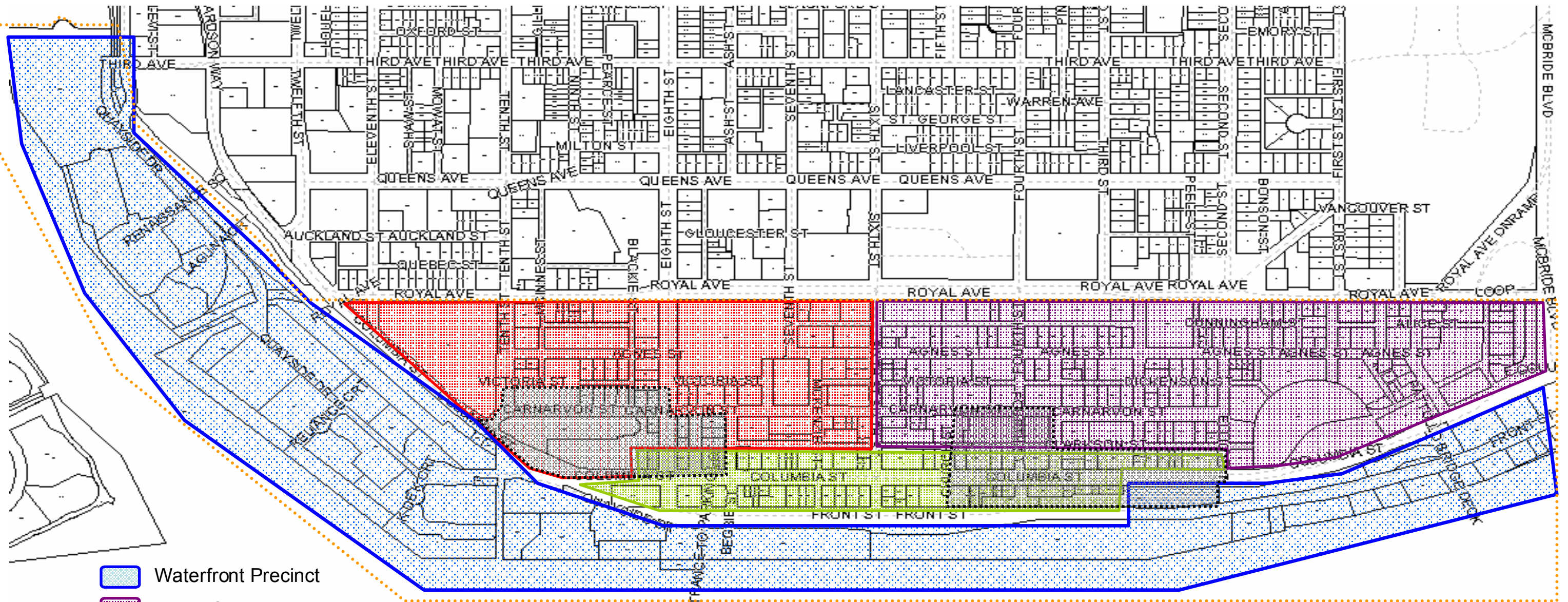
Housing	Economic Development
<p><b>Official Community Plan (OCP).</b> Adopted in 1998, the OCP establishes 11 housing goals and 9 related policies and priorities.</p> <p><b>Affordable Housing Strategy.</b> Adopted in April 2009, this strategy contains 9 strategic directions related to facilitating the provision of affordable housing.</p> <p><b>Studies and initiatives:</b></p> <ul style="list-style-type: none"> <li>• Moratorium on strata conversions (1978)</li> <li>• Secondary suites program (1998)</li> </ul>	<p><b>Official Community Plan (OCP).</b> Adopted in 1998, the OCP establishes 18 goals and 5 policies related to commercial revitalization and the economy.</p> <p><b>Livable City Strategy</b></p> <p><b>Industrial Lands Strategy</b></p>
Public Realm	Heritage
<p><b>The Official Community Plan.</b> The Official Community Plan provides goals and policies about Parks and Open Space and Urban Design. Development permits areas set out specific guidelines for the form, character and landscaping for new development.</p> <p><b>Parks and Recreation Comprehensive Plan, 2008.</b> The Parks and Recreation Comprehensive Plan states priorities and strategies around the acquisition and development of parks.</p> <p><b>Livable City Strategy, 2008.</b> The Livable City Strategy is the economic development strategy for the City of New Westminster. It contains strategies in support of a high quality public realm and a vibrant Downtown.</p> <p><b>City of New Westminster Five Year Capital Plan.</b> The Capital Plan outlines projects, priorities, and capital expenditures that the City will undertake in the next five years including parks, streetscape, and infrastructure upgrades.</p> <p><b>City of New Westminster Greenway Master Plan 2000.</b> This plan identifies major greenways for combination bike and pedestrian routes.</p> <p><b>Subdivision and Development Control Bylaw #7142 and Amendment #7286.</b> New development must install streets and sidewalks according to the standards and design details set out in the Subdivision and Development Control Bylaw.</p> <p><b>Studies and Initiatives.</b> Various studies and initiatives contribute to understanding the Downtown including;</p> <ul style="list-style-type: none"> <li>• Downtown Public Realm Inventory and Analysis, 2009</li> <li>• Downtown New Westminster Urban Plan, 1991</li> <li>• City Wide Review of Streetlighting Illumination Levels, 2009, and Street lighting Improvements Strategy, to be developed</li> <li>• City of New Westminster Transportation Corridor Plans, Ongoing</li> <li>• View Analysis from the Development Analysis Technical Memorandum, 2007</li> </ul>	<p><b>The Official Community Plan</b> The OCP recognizes the importance of heritage in creating a distinctive neighbourhood in the Downtown. It identifies heritage issues and provides goals, policies and priorities for the conservation of the City's heritage resources.</p> <p><b>The Heritage Management Plan (1993)</b> specifies policies, standards, procedures and tools for the City's management of its heritage resources.</p> <p><b>The Columbia Street HARP Guidelines (Heritage Area Revitalization Program 1990)</b> were developed as part of the HARP program - a voluntary cost-sharing program initiated by the provincial government that benefited building owners and tenants of 27 historic buildings along a portion of Columbia Street. Over a three year period, the program provided 50% funding for sympathetic façade upgrades. The guidelines remain as a voluntary guide to assist design decisions for heritage buildings along Columbia Street.</p> <p><b>The Downtown New Westminster Action Plan (1996)</b> identifies heritage conservation and historic interpretation strategies as being important to the Downtown, and provides goals and objectives for the conservation of neighbourhood heritage resources.</p>







Transportation	Arts and Culture
<p><b>Official Community Plan for City of New Westminster.</b> Adopted in 1998, the OCP establishes 4 transportation goals and 9 related policies and priorities.</p> <p><b>Transportation Input to the Downtown New Westminster Community Plan, Halcrow Consulting Inc. 2009.</b> Provides the background, issues to be considered and recommendations for the Downtown Community Plan.</p> <p><b>Bicycle Plan, 1997.</b> Established City of New Westminster Bicycle Network and standards, including routes through Downtown.</p> <p><b>New Westminster Trail and Greenway Plan, 2008.</b> Established Greenway network and designs, including 5 greenways through Downtown.</p> <p><b>Council adopted policy on Transit Oriented Developments, 2008.</b> This policy defines what a Transit Oriented Development (TOD) is and how parking reductions would be considered in the context of a TOD.</p> <p><b>The Long Range Transportation Study, 1998.</b> Never adopted, not very specific to Downtown.</p>	<p><b>Official Community Plan (OCP).</b> Adopted in 1998, the OCP establishes goals and related policies and priorities and in section 2.2 Community Social Issues.</p> <p><b>New Westminster Tourism Plan.</b> Adopted in 2007, this plan provides a vision and guiding principles and specific strategies for developing tourism in New Westminster.</p> <p><b>New Westminster Arts Strategy.</b> Adopted in 2008, this strategy is a plan for the arts in New Westminster over the next five years. It develops desired outcomes and recommended strategies for the City and the arts community to consider when addressing the issues.</p> <p><b>Studies and initiatives:</b></p> <ul style="list-style-type: none"> <li>• Museum and Archives Study (2004)</li> <li>• New Westminster Theatre Study (2008)</li> </ul>
Parks and Recreation	Community Well-Being
<p><b>Official Community Plan (OCP).</b> Adopted in 1998, the OCP establishes 6 Parks and Open Space goals and 6 related policies and priorities.</p> <p><b>Parks and Recreation Comprehensive Plan.</b> Adopted in 2009, this plan provides direction on the meeting the parks, recreation and cultural needs of current and future City residents, organizations and businesses.</p> <p><b>Trail &amp; Greenway Master Plan.</b> Adopted in 2000, this document provides a design plan for a comprehensive trail/greenway system that can be completed as opportunities arise. Eleven greenway segments were identified across the City, five of which include connections with the Downtown.</p>	<p><b>The Official Community Plan.</b> Adopted in 1998, the plan establishes 18 goals related to quality of life, neighbourhood livability, safety and social issues and 22 related policies and priorities.</p> <p><b>Child Care Strategy.</b> Adopted on February 16, 2009, the strategy contains a child care policy and recommends 21 actions to create a comprehensive child care system.</p> <p><b>Affordable Housing Strategy.</b> Adopted in April 2009, the strategy contains nine strategic directions related to facilitating the provision of affordable housing.</p> <p><b>Homelessness Action Strategy and Implementation Plan for New Westminster.</b> Adopted in December 2006, the strategy and plan make 25 recommendations in support of a continuum of housing, income and support.</p> <p><b>The New Westminster Multicultural Policy.</b> Adopted in September 2008, the policy recognizes diversity as a source of enrichment and strength and promotes understanding, sensitivity and positive attitudes towards people of different ethno-cultural backgrounds.</p> <p><b>Studies and initiatives:</b></p> <ul style="list-style-type: none"> <li>• The Uptown/Downtown Early Childhood Development Hub Project (2008).</li> <li>• Uptown/Downtown Built Environment and Active Transportation Study (in Process - 2009).</li> <li>• Child Care Needs Assessment (2008).</li> </ul>

Environment	
<p><b>The Official Community Plan.</b> Adopted in 1998, the OCP establishes policies and priorities on air quality, water quality, habitat resources, and energy efficiency in section 2.5 Environment and the Riverfront.</p> <p><b>Council Resolution on Climate Change.</b> Adopted in 2007, this commits the City to supporting the Kyoto Protocol by introducing policies at a local level that will allow the City and community to reduce climate change pollution.</p> <p><b>BC Climate Action Charter.</b> The City signed onto this Provincial Charter in 2008 and committed itself to becoming carbon neutral by 2012.</p> <p><b>Partners for Climate Protection.</b> The City is a member of this Federation of Canadian Municipalities program. Through the program, the City adopted its own Corporate Greenhouse Gas Reduction Plan in 2008.</p> <p><b>At the Crossroads: An Environmental Sustainability Strategy for Downtown New Westminster, HB Lanarc Consultants Ltd. 2009.</b> Provides the background, issues to be considered and recommendations for the Downtown Community Plan.</p>	

# Schedule A

## Land Use Precincts



-  Waterfront Precinct
-  Albert Crescent Precinct
-  Tower Precinct
-  Historic Precinct
-  SkyTrain Precincts
-  Plan Boundary



Not to scale



# Schedule B Heritage Register Buildings



1. THE STATION, 814 COLUMBIA STREET
2. B.C. ELECTRIC RAILWAY BUILDING, 774 COLUMBIA STREET
3. BANK OF NOVA SCOTIA, 728 COLUMBIA STREET
4. OCCIDENTAL HOTEL BLOCK, 716 COLUMBIA STREET
5. BRYSON BLOCK, 710 COLUMBIA STREET
6. TRAPP BLOCK (ARMY & NAVY), 685 COLUMBIA STREET
7. THE WINDHAMMER HOTEL, 680 COLUMBIA STREET
8. EDSON BLOCK - PARAMOUNT THEATRE, 662 COLUMBIA STREET
9. DUPONT BLDG., 642 COLUMBIA STREET
10. LEWIS BLOCK (CRESCENT BLOCK), 638 COLUMBIA STREET
11. HAMILLY BLOCK, 624 COLUMBIA STREET
12. CUNNINGHAM BLOCK, 612 COLUMBIA STREET
13. CHESS BLOCK, 611 FRONT STREET
14. DOMINION TRUST BLOCK, 600 COLUMBIA STREET

15. ELLIS BLOCK, COLUMBIA STREET, 548 COLUMBIA STREET
16. ELLIS BLOCK, FRONT STREET, 553 FRONT STREET
17. BANK OF COMMERCE, 544 COLUMBIA STREET
18. MAINS BLOCK, 535 FRONT STREET
19. BURR THEATRE - COLUMBIA CINEMAS, 530 COLUMBIA STREET
20. ARMY & NAVY DEPARTMENT STORE, 522 COLUMBIA STREET
21. M. AND M. BLDG., 511 COLUMBIA STREET
22. WESTMINSTER TRUST BLDG. WESTMINSTER CLUB, 713 COLUMBIA STREET
23. ADAMS BLOCK, 705 COLUMBIA STREET
24. HART BLOCK, 701 COLUMBIA STREET
25. JAMES ARMSTRONG BLOCK, 671 COLUMBIA STREET
26. BENJAMIN YOUNG BLOCK, 665 COLUMBIA STREET
27. CURTIS BLOCK, 649 COLUMBIA STREET
28. COUTHARD SUTHERLAND BLOCK, 607 COLUMBIA STREET

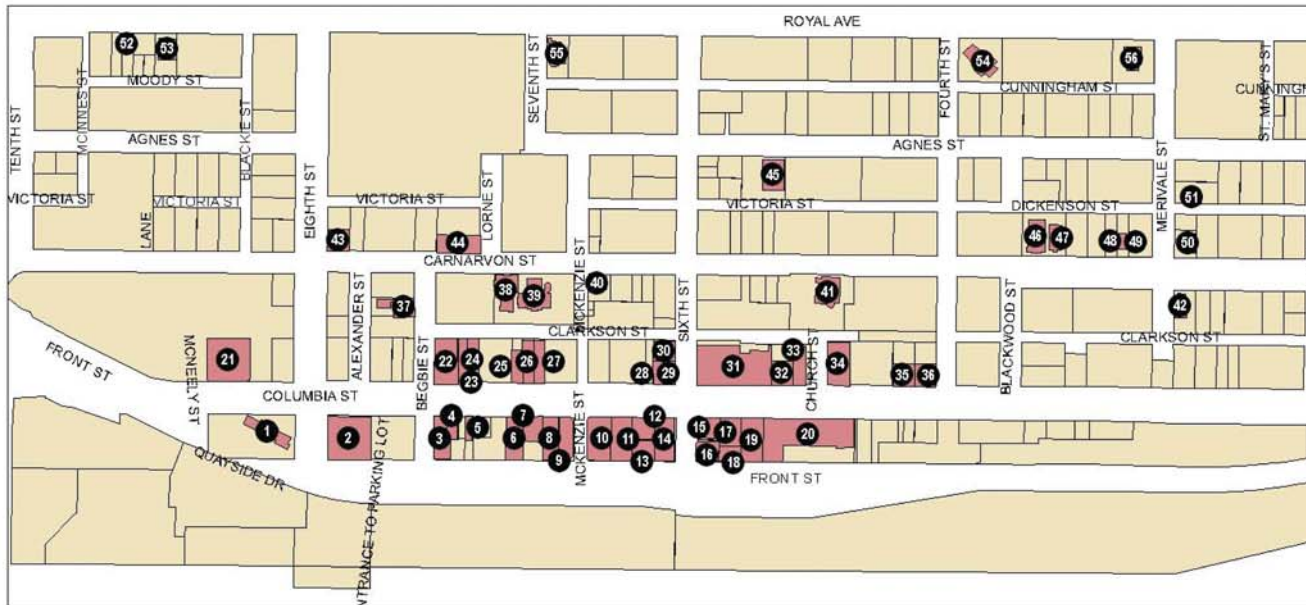
29. BURLARD BLOCK, 601 COLUMBIA STREET
30. CLIFF BLOCK, 28 SIXTH STREET
31. NEW WESTMINSTER POLICE DEPARTMENT, 555 COLUMBIA STREET
32. GIFFORD BLOCK (HALL LAMERY BLOCK), 513 COLUMBIA STREET
33. BANK OF MONTREAL, 511 COLUMBIA STREET
34. EVANS B. DEAN BLOCK, 446 COLUMBIA STREET
35. COLUMBIA STN (IN BURR BLOCK) MEET HOTEL, 415 COLUMBIA STREET
36. DOUGLAS BLOCK, 401 COLUMBIA STREET
37. ARABIAN MANSION, 48 BEGGIE STREET
38. BEGGIE COURT - LAND REGISTRY OFFICE, 889 CARNARVON STREET
39. BEGGIE COURT - NH COURT HOUSE, 889 CARNARVON STREET
40. FISHERIES BUILDING, 805 CARNARVON STREET
41. HOLY TRINITY CATHEDRAL, 54 CARNARVON STREET
42. NIAGARA LUTHERAN CHURCH, 47 MERVILLE STREET

43. 000 FELLOWS' BLOCK, 65 EIGHTH STREET
44. HILL BLOCK (ROYAL CITY GLASS BUILDING), 711 CARNARVON STREET
45. MAGNIFIC HALL, 508 AGNES STREET
46. B. MANUEL PENTECOSTAL CHURCH, 321 CARNARVON STREET
47. ST ANDREW'S HALL, 317 CARNARVON STREET
48. MARIANARY COTTAGE, 307 CARNARVON STREET
49. HEARY HOUSE, 305 CARNARVON STREET
50. BLODDEN HOUSE, 219 CARNARVON STREET
51. CATHERINE ARMSTRONG HOUSE, 63 MERVILLE STREET
52. ALEX. FERGUSON HOUSE, 823 ROYAL AVENUE
53. CHARLES DODD Y HOUSE, 808 ROYAL AVENUE
54. SAINT PETER'S CHURCH, 330 ROYAL AVENUE
55. SAINT PAUL'S REFORMED EPISCOPAL CHURCH, 628 ROYAL AVENUE
56. IRVING HOUSE, 302 ROYAL AVENUE



A heritage register is an official list of heritage properties that have been identified as having heritage value or heritage character by a community.

Successful Heritage Building Reuse Projects:  
 2. BC Electric Railway Building  
 17. Bank of Commerce  
 31. New Westminster Police Department



# Schedule C

## Parks & Open Space



..... Plan Boundary

Future Park

Community Park

Plaza

Neighbourhood Park

..... Waterfront Esplanade

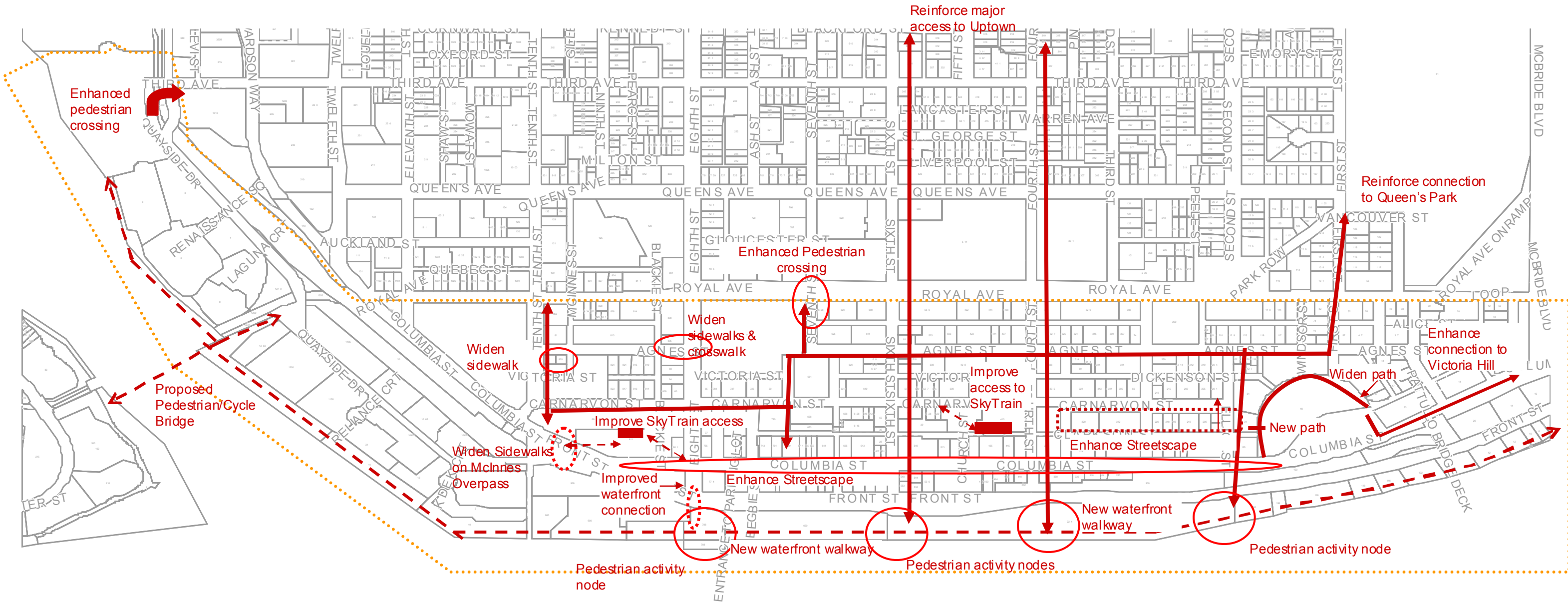
City Park



Not to scale

# Schedule D

## Public Realm



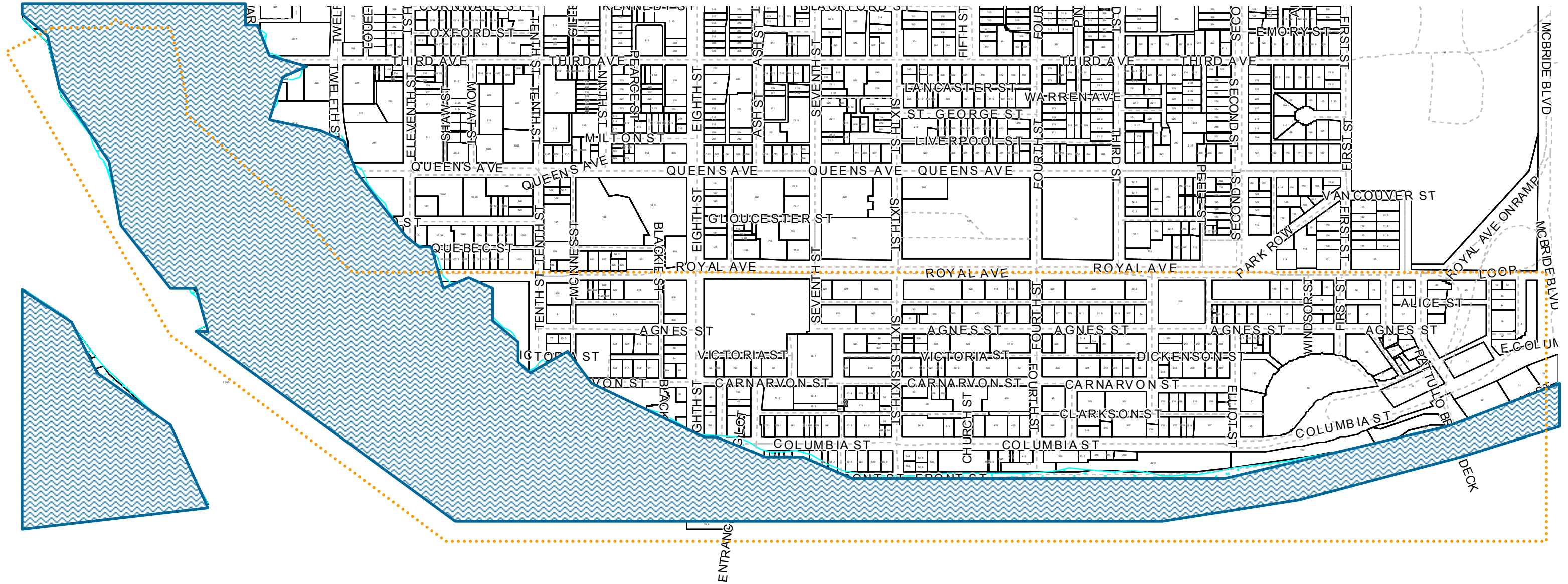
..... Plan Boundary



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# Schedule E

## Floodplain Boundary



-  Floodplain Area
-  Plan Boundary



Not to scale

# Schedule F

## Land Use Map



### Legend

#### LAND USE

- Columbia Historic Mixed Use
- Commercial Waterfront
- Comprehensive Development
- Irving House Cultural Commercial
- Mixed Use High Density
- Muni Evers Residential / Park
- Parks and Open Space
- Pattullo Bridge Realignment Study
- Residential - Low Rise Apartment
- Residential - Mid Rise Apartment
- Residential - Tower Apartment
- School / Institution
- Transportation Infrastructure

- Heritage - Register
- Heritage - Designated & HRA
- SkyTrain Stations
- SkyTrain Lines



0      162.5      325      650 Meters      1:6,500

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