



# City of Port Moody

## Report/Recommendation to Council

Date: March 15, 2021

Submitted by: Community Development Department – Development Planning Division

Subject: Multi-Family – Rezoning – 148-154 James Road (Laidler)

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### Purpose

To present for Council consideration a proposed rezoning to facilitate a 111-unit apartment building.

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### Recommended Resolution(s)

**THAT City of Port Moody Zoning Bylaw, 2018, No. 2937, Amendment Bylaw No. 53, 2021, No. 3308 (148 and 154 James Road) (CD84) be read a first time as recommended in the report dated March 15, 2021 from the Community Development Department – Development Planning Division regarding Multi-Family – Rezoning – 148-154 James Road (Laidler).**

**AND THAT Bylaw No. 3308 be read a second time;**

**AND THAT Bylaw No. 3308 be referred to a Public Hearing.**

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### Executive Summary

Bill Laidler, on behalf of Dulex Sitka House Development Ltd., has submitted a rezoning application for two properties located at 148-154 James Road. The application proposes a six-storey apartment building containing 111 residential units including 57 micro dwelling, 49 one-bedroom, and five two-bedroom units. While no rental units are being offered with this proposal, the smaller sized units are intended to provide for affordable home ownership. The development does propose to apply a rent-to-own program for 15% of the units, and to construct 10% of the units as fully accessible per the BC Building Code. The development would include four separate indoor amenity rooms, and a rooftop patio space as common areas.

The City does not have guidelines pertaining to micro-dwelling units, but the application has positive merits as described in the report. Therefore, staff are recommending first and second readings of the proposed bylaw and a public hearing to receive input.

## Background

This application was originally submitted to the City on August 9, 2019, but has been modified substantially by the applicant in February 2020.

Council provided early input on the current proposal at the March 17, 2020 Committee of the Whole meeting, which proposed 114 units with 109 units being micro dwellings or one-bedroom units. Key discussions between staff and applicant over the past year focussed on Council's input and the provision of micro dwelling units, unit density, a substantial parking variance, and the location of the proposal. An Application Fact Sheet is included as **Attachment 1** and a draft rezoning Bylaw No. 3308 is included as **Attachment 2**.

### Key Changes by Applicant

The applicant has made several changes to the application based on the input provided by Council, staff, the Community Planning Advisory Committee (CPAC), and the public, including the following:

- Reduced number of units by three (from 114 to 111);
- Increase of parking spaces from 70 (59 residential, 11 visitor) to 84 (73 residential, 11 visitor);
- Addition of 57 long-term e-bike charging facilities;
- Addition of 11 mobility scooter parking spaces;
- Addition of a 300m<sup>2</sup> (3,234ft<sup>2</sup>) common rooftop amenity space;
- Addition of six private rooftop decks ranging from approximately 39m<sup>2</sup> (416ft<sup>2</sup>) to 61m<sup>2</sup> (652ft<sup>2</sup>) for five sixth-floor units;
- Increase in indoor amenity space from 197m<sup>2</sup> (2,116ft<sup>2</sup>) to 242m<sup>2</sup> 2,606ft<sup>2</sup>;
- Addition of a pet washing station;
- Addition of bike maintenance facility;
- Modification of the housing component; the previously proposed affordable home ownership program included 11 affordable rental units reserved for persons earning less than \$51,000 per year, 11 strata units reserved for persons earning less than \$51,000 per year, and 11 market rental units. This program has been replaced with 15% of the units (17 total units) to be available for a "rent-to-own" program. Qualified applicants will be registered for a draw and the remaining units would be sold at market values;
- Modification of a public art piece of a seal to be replaced with cash-in-lieu to the City's Public Art Reserve Fund per the Public Art policy;
- Modification of a dedicated car share for the building to one car share vehicle provided on the City right-of-way for the public; and
- Removal of the donation of one residential unit to a non-profit group.

### Micro Dwelling Design

The City of Port Moody has minimal examples of micro dwelling units and therefore, there are no established minimum unit sizes or design guidelines for this concept. However, the City of Vancouver has published Micro Dwellings Policies and Guidelines (**Attachment 3**), which applies to self-contained units smaller than 30m<sup>2</sup> (320ft<sup>2</sup>). While this document is intended for rental units, the applicant is proposing a strata building with market ownership that follows this concept. That said, these policies and guidelines ensure that the suites provide a livable

environment regardless of housing tenure. Although the majority of the 59 units identified as micro dwellings in this proposal are larger than Vancouver's definition for micro dwellings, it is a useful reference document as the design guidelines are still relevant for the project.

The City of Vancouver's Micro Dwellings Policies and Guidelines has been taken into consideration by the applicant and adjustments to the units have been made to address the relevant design guidelines including the following:

- Guideline: Units located in buildings that include a variety of unit sizes and located in close proximity to open green space, commercial, and community and recreational facilities.
  - How applied: the proposal is close to open green space and outdoor recreation, but limited in commercial and community facilities.
- Guideline: Opportunities for higher ceilings to mitigate areas of the unit that have limited access to daylight.
  - How applied: units are designed with a 9ft ceiling height versus a standard 8ft ceiling height.
- Guideline: Consideration of open residential balconies or sun decks.
  - How applied: a rooftop amenity space is being proposed, and 106 of 111 units include a private balcony.
- Guideline: a minimum of two operable vents placed as far apart as possible, to facilitate good airflow.
  - How applied: ventilation for each unit will be designed to meet the BC Building Code.
- Guideline: a minimum dimension of the main living/sleeping space of 3m (9.8ft).
  - How applied: unit layouts have been revised to address this guideline.
- Guideline: consideration of storage space, with preference for in-suite open and closed shelving units and loft areas, in addition to consideration of accessible and secure storage lockers located outside the unit.
  - How applied: inclusion of closet shelving units and increased closet space will be considered, and vertical steel mesh bike lockers will be offered as an option for those that require storage lockers.

## Discussion

### Property Description

The development site is located at the south end of James Road and east of Moody Middle School, as shown on the Location Plan (**Attachment 4**). The total development site is approximately 1,670m<sup>2</sup> (0.41ac) in size and gently slopes upwards from the north to the south with a 3.5m (11.5ft) change in elevation. The subject lots are currently occupied, each with a single family dwelling.

### Neighbourhood Context

Surrounding development mainly consists of the following:

- North: Single Detached Residential (RS1) lot. The site is developed with a single family home but designated for multi-family residential uses;

- East: Low Density Townhouse Residential (RM3) lot. The site is developed with a 52-unit townhouse complex owned by Metro Vancouver Housing (Moray Place). The townhouses are two storeys in height and provide non-market rental housing;
- South: Low Density Townhouse Residential (RM3) lot. The site is developed with a 50-unit three-storey townhouse strata development (Tall Tree Estates); and
- West: Moody Middle School zoned Civic Service (P1).

The subject site is approximately a 370m walk to access eastbound bus service on St. Johns Street and 480m for westbound service. The site is also located in between SkyTrain Stations, approximately 900m from Inlet Centre Station and 935m to Moody Centre Station walking distance. This equates to a 12- and 13-minute walk to each station, respectively.

### Land Use Policy

#### *Official Community Plan (OCP):*

The OCP designates the subject lands as Multi-Family Residential, which permits residential development ranging from three to six storeys in height.

The site is located within Development Permit Area 1: Neighbourhood Residential, which regulates the form and character of multi-family residential developments. The site is also located within Development Permit Area 5: Hazardous Conditions due to the existence of the potential for soil liquefaction.

#### *Zoning:*

The subject lots are presently zoned Single Detached Residential (RS1).

The OCP and Zoning designation maps are included as **Attachment 5** and **Attachment 6**.

### Proposal

The applicant is proposing to rezone the subject site from RS1 to a Comprehensive Development (CD) Zone (**Attachment 2**). The development is described by the applicant as creating affordable ownership through a multi-generation housing community which features mostly micro dwellings in the form of smaller studio and one-bedroom units. The small unit sizes are intended to make them more affordable.

The development proposal consists of a six-storey residential building containing 111 units over a two-level underground parkade. The building features 11 fully accessible units, a large rooftop amenity space (approximately 3,200ft<sup>2</sup>), common indoor amenity spaces on four of the six floors, and private outdoor amenity spaces for 106 of 111 units. In addition, there is ample bicycle parking, dedicated mobility scooter parking, and dedicated spaces for bike maintenance and pet washing.

Project and landscape plans are included as **Attachment 7** and **Attachment 8**.

### Unit Mix

The unit mix ranges from micro dwelling units to two-bedroom units with the following breakdown:

Unit Type	Unit Count	Percentage of Overall Units	Size Range	Average Unit Size
<b>Micro Dwellings</b>	57	51%	28m <sup>2</sup> - 36m <sup>2</sup> (300ft <sup>2</sup> - 392ft <sup>2</sup> )	33m <sup>2</sup> (351ft <sup>2</sup> )
<b>One-Bedroom</b>	49	44%	36m <sup>2</sup> - 60m <sup>2</sup> (391ft <sup>2</sup> - 651ft <sup>2</sup> )	45m <sup>2</sup> (487ft <sup>2</sup> )
<b>Two-Bedroom</b>	5	4.5%	60m <sup>2</sup> – 89m <sup>2</sup> (644ft <sup>2</sup> – 935ft <sup>2</sup> )	73m <sup>2</sup> (791ft <sup>2</sup> )

### Accessible Units

The development proposal provides 48 adaptable units plus 11 accessible units with accessible features such as wider hallways and bathrooms for wheelchairs, a walk-in bathtub, and lower set kitchen counter. The 59 units (53%) that are either adaptable or accessible exceeds the Zoning Bylaw requirement of 50% of single-storey units to be adaptable.

### Rent-to-own Units

The application is exempt from the Interim Affordable Housing Guidelines Policy as it was submitted prior to the policy's approval. However, based on previous approvals, it was communicated to the applicant that an affordable housing component is expected where additional density is being sought. In this case, the applicant is proposing 17 units (15% of the total) as rent-to-own, similar to other development projects within Port Moody. The total amount paid in rent will be allocated towards the down payment for a total of two years. Of the 17 units selected for this program, 12 micro dwelling units and five one-bedroom units will be available.

### Amenity Spaces

As many of the units are small in size, the developer is proposing dedicated private outdoor amenity space for 95.5% of the units in the development. Six sixth-floor units also have access to large private rooftop patios.

The development also provides common indoor and outdoor amenity spaces. This includes indoor common amenity rooms on levels two to five with a variety of programming such as a gym, library/computer workstations/gaming station, and a meeting room/flex space. The indoor amenity space totals 242m<sup>2</sup> (2,606ft<sup>2</sup>), averages approximately 61m<sup>2</sup> (653ft<sup>2</sup>) for each room, and includes a small outdoor balcony space. To complete the outdoor amenity space, a large rooftop patio is proposed, 300m<sup>2</sup> (3,234ft<sup>2</sup>) in size. The combined amount of indoor and outdoor amenity space is 5m<sup>2</sup> (54ft<sup>2</sup>) per dwelling unit, which goes beyond the RM8 Zone requirement of 3.0m<sup>2</sup> (32ft<sup>2</sup>) per dwelling unit.

### Zoning Compliance

The proposal has a floor area ratio (FAR), of 3.08. Due to the higher FAR, a CD Zone being sought is based on the conventional Six-Storey Apartment Residential (RM8) Zone, which permits a maximum FAR of 2.4. In addition to the increase in density when compared to the RM8 Zone, the proposed CD Zone also reduces the parking requirements by approximately 37%. Based on the plans that were submitted, all other aspects of the CD Zone are aligned with the RM8 Zone. A summary of the CD Zone regulations that require a variance when compared to the RM8 Zone is seen below:

Zoning Comparison		
	Proposed CD Zone	RM8 Zone
Density (FAR)	3.08	2.4
Parking	84 parking spaces (73 residential, 11 visitor)	135 parking spaces (113 residential, 22 visitor)

While the project would provide a total of 84 parking spaces for 111 residential units, the project plans show four accessible residential parking spaces for the building, which includes 11 accessible residential units. The four accessible parking spaces meet the Zoning Bylaw based on the number of parking spaces that are required under the bylaw. Although there are 11 accessible units, the shortfall of accessible parking spaces is being supplemented by providing 11 dedicated mobility scooter parking spaces.

### Parking Variance

The project proposes a parking reduction of approximately 38%. The reduction in parking is supported by a Parking Study from Watt Consulting Group (**Attachment 9**). The development proposes an 84-stall underground parkade, which requires a reduction of 51 stalls from the required 135 based upon the bylaw requirement. The reduced parking rate was calculated using proposed parking rates for “micro dwellings,” which are not currently included in the Zoning Bylaw, as well as the provision of Transportation Demand Management (TDM) measures. While the Zoning Bylaw requires one parking space per one-bedroom or studio unit, the parking study recommends a parking rate of 0.45 spaces per micro dwelling. Measures to support the micro dwelling parking rate and TDM measures for a general parking reduction are listed below.

#### *Measures to Support Micro Dwelling Parking Rate of 0.45 Per Unit*

- i. Extend multi-use pathway to St. Johns Street along the west side of James Road.
- ii. Provide an additional 31% long-term bicycle parking.
- iii. Provide 57 long-term electric bicycle (e-bike) charging stations.
- iv. Provide nine shared e-bikes.
- v. Provide 11 mobility scooter parking stalls.

#### *TDM Measures to Support Parking Reduction*

- i. Provide a bicycle maintenance facility.
- ii. Provide a “Transportation Welcome Package.”
- iii. Provide one on-street car share stall.

### *Parking Reduction Calculation*

The table below shows the bylaw requirements and the subsequent reductions in parking due to the reduced micro dwelling parking rate and TDM measures. Note that the micro dwellings and the rent-to-own units have been separated for the purpose of the calculation. Based on the review of the parking study, as well as the consideration for accessibility to amenities and transit, staff support the proposed parking reduction.

Parking Requirements and Reduction Calculations							
Unit Type	Units	Bylaw Requirements		Micro Dwelling Rates Applied		TDM Measures Applied	
		Per unit	Total	Per unit	Total	TDM	Total
1-Bedroom	44	1	44	1	44	<ul style="list-style-type: none"> <li>• Bike Maintenance Facility</li> <li>• Transportation Welcome Package</li> <li>• One (1) Car Share Stall – On Street</li> </ul>	<b>40</b>
1-Bdrm Rent-to-own	5	1	5	1	5		<b>5</b>
2-Bedroom	5	1.5	7	1.5	7		<b>6</b>
Micro Dwelling	45	1	45	0.45	20		<b>18</b>
Micro Rent-to-own	12	1	12	0.45	5		<b>5</b>
Visitor	111	0.2	22	0.1	11		<b>10</b>
<b>Total</b>			<b>135</b>		<b>92</b>	<b>-9%</b>	<b>84</b>

### Frontage and Off-Site Improvements

In addition to meeting the servicing standards outlined in the City of Port Moody Subdivision and Development Servicing Bylaw (SDSB) 2010, No. 2831, the applicant is required and has agreed to address the following requirements:

- Installation of a full traffic signal at the St. Johns Street and James Road intersection. The applicant will be responsible for \$85,000 of the construction cost with the balance recoverable by future development through a registered Latecomers Agreement.
- Registration of a 2.5m statutory right-of-way (SRW) along the James Road frontage for the provision of public access, municipal and private services including BC Hydro, telecommunications and gas, as necessary. Building setbacks will be applied from the SRW and not the existing property line.
- Construction of a multi-use path along the west side of James Road (as indicated under the Parking Variance section of this report).

### Sustainability Report Card

The completed Sustainability Report Card for the development proposal is included as **Attachment 10** and the following table summarizes the scoring at this point in the process.

<div> <div>Sustainability Pillar</div> <div>Application</div> </div>	Cultural	Economic	Environmental	Social	Overall Total
148-154 James Road	36% (4 out of 11)	71% (5 out of 7)	47% (25 out of 53)	57% (25 out of 35)	51%

## Other Option(s)

If Council determines that substantial changes are needed before the project proceeds to the next steps, staff recommend in that case to give the bylaw first reading only and refer the project back to staff and applicant to consider specific changes.

## Financial Implications

### Community Amenity Contributions (CACs)

The CAC amount will be established at the development permit stage once the final residential floor area is confirmed and prior to the adoption of the rezoning bylaw. Based on the proposed residential floor area of 5,123m<sup>2</sup> (55,147ft<sup>2</sup>) at \$6.00/ft<sup>2</sup>, the contribution would be approximately of \$318,882 after a credit of \$12,000 for the existing parent parcels. Of that total, approximately \$106,294 would be directed to the Affordable Housing Reserve Fund and the remaining \$212,588 would go towards general community amenities.

### Density Bonus

The Zoning Bylaw makes provision for bonus density where a FAR greater than 2.5 is being proposed. In this case, the bylaw stipulates that a financial contribution for community amenities equivalent to 75% of the land value of the additional density above a FAR of 2.5 is required. For the purpose of the density bonus calculation, floor areas for commercial and below-market housing are excluded. In this case, a payment of 75% of the land value of an additional 0.58 FAR would be required. The exact amount will be determined for payment prior to adoption of the zoning amendment bylaw.

### Public Art Contributions

The applicant has committed to providing a contribution to the Public Art Reserve Fund, which will be based on 0.5% of the cost of construction in accordance with the Public Art Policy. Based on a construction cost estimate of approximately \$11,000,000 by the applicant, the contribution would be \$55,000.

## Communications and Civic Engagement Initiatives

### Community Planning Advisory Committee (CPAC)

The latest design and proposal was reviewed by CPAC on May 11, 2020 and the committee provided a number of comments for consideration including some concerns around the size of the units, and the location of the development. Full meeting minutes are included as **Attachment 11**.

### Community Information Meeting

The applicant held an online Community Information Meeting on March 11, 2021, with approximately 50 people who attended the session. The majority of comments were complimentary of the project. In addition to the virtual meeting, submissions for feedback were received over a ten-day period through an online feedback form. The applicant reported that there were 269 responses to the online feedback form with positive comments specifically on the micro dwellings, accessible units, and rent-to-own program.



### Public Notification

A notification sign informing the public of the rezoning application has been placed on the subject site in accordance with the City of Port Moody Development Approval Procedures Bylaw, 2011, No. 2918.

Should the rezoning application be given first and second readings, the public will have an opportunity to comment at the Public Hearing, which will occur following a mail-out notification to adjacent residents, an advertisement placed in the local newspaper, and a decal of the public hearing time and date placed on the notification sign.

### **Council Strategic Plan Objectives**

The proposal is consistent with the goals of Council's 2019-2022 Strategic Plan related to a Healthy City by planning for a variety of housing types to meet community needs.

### **Attachment(s)**

1. Application Fact Sheet.
2. Zoning Amendment Bylaw No. 3308 (CD84).
3. City of Vancouver Micro Dwelling Policies and Guidelines.
4. Location Map.
5. OCP Map.
6. Zoning Map.
7. Project Plans.
8. Landscape Plans.
9. Parking Study from Watt Consulting Group.
10. Sustainability Report Card.
11. CPAC Meeting Minutes – May 11, 2020.

### **Report Author**

Wesley Woo, MCIP, RPP  
Development Planner

## Report Approval Details

Document Title:	Multi-Family - Rezoning - 148-154 James Road (Laidler).docx
Attachments:	<ul style="list-style-type: none"><li>- Attachment 1 - Application Fact Sheet.pdf</li><li>- Attachment 2 - Zoning Amendment Bylaw No. 3308.pdf</li><li>- Attachment 3 - City of Vancouver Micro Dwelling Policies and Guidelines.PDF</li><li>- Attachment 4 - Location Map.pdf</li><li>- Attachment 5 - OCP Land Use Designation Map.pdf</li><li>- Attachment 6 - Zoning Map.pdf</li><li>- Attachment 7 - Project Plans.pdf</li><li>- Attachment 8 - Landscape Plans.pdf</li><li>- Attachment 9 - Parking Study.PDF</li><li>- Attachment 10 - Sustainability Report Card.pdf</li><li>- Attachment 11 - CPAC Meeting Minutes - May 11, 2020.pdf</li></ul>
Final Approval Date:	Apr 12, 2021

This report and all of its attachments were approved and signed as outlined below:

André Boel, City Planner - Apr 7, 2021 - 3:29 PM

Kate Zanon, General Manager of Community Development - Apr 8, 2021 - 8:37 AM

Dorothy Shermer, Corporate Officer - Apr 8, 2021 - 12:15 PM

Rosemary Lodge, Manager of Communications and Engagement - Apr 8, 2021 - 3:27 PM

Paul Rockwood, General Manager of Finance and Technology - Apr 8, 2021 - 3:33 PM

Tim Savoie, City Manager - Apr 12, 2021 - 10:22 AM