



City of Port Moody

Report/Recommendation to Council

Date: February 3, 2022
Submitted by: Community Development Department – Development Planning Division
Subject: Official Community Plan Amendment – Coronation Park (Wesgroup Properties)

Purpose

To present Official Community Plan (OCP) Amendment Bylaw No. 3285, which facilitates the development of a mixed-use project within the Coronation Park Transit-Oriented Development Area, for consideration of rescinding second reading and reading the bylaw a second time as amended and referring it to a public hearing.

Recommended Resolution(s)

THAT second reading of City of Port Moody Official Community Plan Bylaw, 2014, No. 2955, Amendment Bylaw No. 27, 2021, No. 3285 (Coronation Park) be rescinded as recommended in the report dated February 3, 2022 from the Community Development Department – Development Planning Division regarding Official Community Plan Amendment – Coronation Park (Wesgroup Properties);

AND THAT City of Port Moody Official Community Plan Bylaw, 2014, No. 2955, Amendment Bylaw No. 27, 2021, No. 3285 (Coronation Park) be read a second time as amended;

AND THAT Bylaw No. 3285 be referred to a Public Hearing.

Executive Summary

Wesgroup submitted an OCP amendment application in July 2020 for a significant portion of the Coronation Park neighbourhood (see map in **Attachment 1**). Council gave first reading to Bylaw No. 3285 to amend the OCP on January 29, 2021, and second reading on November 23, 2021. Council resolved as part of second reading that the bylaw be referred to a public hearing, but also resolved that several issues be addressed.

In response, Wesgroup has submitted a revised plan (**Attachment 2**). The revised plan:

- reduces the number of towers from six to five by increasing the height of three towers;

- shifts density around on the site, with two towers up to 26 storeys on the western portion of the site and three towers up to 45 storeys on the east side of the site adjacent to Balmoral Drive; and
- increases the amount of office floorspace, resulting in up to 1,395 jobs on the site.

If these proposed amendments to the plan are supported by Council, second reading of Bylaw No. 3285 must be rescinded by Council, and the Bylaw can be re-read a second time as amended. The bylaw can then be referred to a public hearing.

Background

Council received staff's first reading report on Wesgroup's application and Bylaw No. 3285 at its Regular Meeting held on January 26, 2021. At a subsequent Special Meeting held on January 29, 2021, Council resolved that the bylaw be given first reading, but that prior to bringing the bylaw back for consideration of second reading and referral to public hearing, staff be directed to work with the applicant to further refine the project.

The revised plan and staff's second reading report were received by Council at its Regular Meeting on November 23, 2021. At the November 23, 2021 Regular Council meeting, Council provided direction that was later rescinded at the Special Council meeting of December 7, 2021, where the following updated direction was provided, and the Bylaw was read a second time and referred to a Public Hearing with the following resolutions:

RC21/507a, c, d

THAT prior to Public Hearing, staff and the applicant be directed to:

- provide Council with an option for alternate massing that concentrates density along Balmoral;
- explore affordable housing options with the Province of BC and the Government of Canada within the level of density currently requested by the applicant; and
- achieve a higher jobs-to-population ratio than currently proposed, targeting the city's current Metro Vancouver Regional Context Statement jobs-to-population ratio target.

RC21/508-509

THAT prior to Public Hearing, staff and the applicant be encouraged to achieve a jobs-to-population ratio in the range of 0.23 to 0.42.

RC21/510

THAT Council resolution RC21/492a, b, e, g, and 494b be rescinded.

RC21/511

THAT City of Port Moody Official Community Plan Bylaw, 2014, No. 2955, Amendment Bylaw No. 27, 2021, No. 3285 (Coronation Park) be read a second time.

RC21/512

THAT Bylaw No. 3285 be referred to a Public Hearing.

The first two resolutions (RC21/507a, c, d and RC21/508-509) directed that further work be undertaken by staff and the applicant prior to public hearing and that the results be presented to Council for consideration. Prior to fulfilling the last two resolutions (RC21/511 and RC21/511), the first two resolutions must be addressed.

Wesgroup has submitted a revised plan that staff believe addresses Council's first two resolutions. If Council concurs with the updated concept plan, second reading of Bylaw No. 3285 must be rescinded in order to incorporate the proposed amendments to the plan prior to Public Hearing. The bylaw can then be given second reading as amended and referred to public hearing.

Discussion

The revised plan submitted by Wesgroup is different in several respects from the version presented to Council previously. The key changes are:

	November 2021 Plan	February 2022 Plan
Number of Towers	6	5
Tower Heights (storeys)	26 - 31	26 - 45
Distribution of Towers	3 west side of site 3 east side of site	2 west side of site 3 east side of site
Total Commercial Floorspace	9,780 m ² (105,275 ft ²)	12,117 m ² (130,430 ft ²)
Office Floorspace	2,717 m ² (29,247 ft ²)	5,017 m ² (54,005 ft ²)
Estimated Jobs	1,120*	1,360
Jobs to Population Ratio	0.22	0.27

* Amended from the figure of 840 jobs used in the November 2021 staff report, per the explanation below under Employment.

These changes are elaborated upon below.

Residential Density and Building Heights

The residential density of the proposed plan remains unchanged at 194,276m² (2,091,238ft²), which Wesgroup estimates will yield about 2,665 units at full build-out. Wesgroup has made changes to how this residential density is distributed on the site by:

- reducing the number of towers from six to five;
- removing one of the two 26-story towers on the loco Road frontage;
- increasing the potential height of three of the towers to up to 45 storeys; and
- placing the three higher towers on the east side of the site adjacent to Balmoral Drive across from Polygon's proposed development in Coquitlam, where towers up to a similar height may be approved as part of rezoning.

Other buildings on the Wesgroup site are proposed to range in height from four to 12 storeys (see the discussion below under Commercial Density regarding the office building).

The proposed OCP amendment provides flexibility on the building heights to allow some possible minor redistribution of density at the rezoning stage when further technical analysis is undertaken. For example, Wesgroup's attached plan envisions only one 45-storey tower on the east side of the site, with the other two towers set at 41 storeys. However, the OCP amendment would allow all three of these towers to be up to 45 storeys by shifting some of density from elsewhere on the site (e.g., one or both of the 26-storey towers could be reduced in height by a few storeys).

While density may be shifted, it cannot be increased beyond the OCP maximum (see the affordable housing discussion below for a possible exception to this density and height cap). If all three of the towers on the east side of the site are set at 45 storeys at the rezoning stage, which will require the concurrence of Council, it means less density elsewhere on the site.

Commercial Density

Wesgroup is proposing a minimum of 12,117m² (130,430ft²) of commercial floorspace in its revised plan, an increase of 24% from the November 2021 plan. This increased commercial floorspace has been achieved by adding more office floorspace.

Wesgroup had been proposing an office building a minimum of four storeys in height with 2,717m² (29,247ft²) of floorspace in its November 2021 plan. This was intended to be further explored at the rezoning stage, with the OCP amendment allowing up to an eight-storey office building with additional floorspace.

Wesgroup is now proposing that its office building be a minimum of eight storeys to accommodate a total of 5,017m² (54,005ft²) of floorspace. This is the new minimum, with the OCP allowing for a building of up to 12 storeys, which Wesgroup estimates would yield about 7,711m² (83,000ft²) of office floorspace. It will be determined at the rezoning stage if the office building remains at eight storeys or is increased to as many as 12 storeys; this will then be locked into the zoning, with the concurrence of Council.

Population

Using an average of 1.9 persons per house (pph) and an estimated 2,665 dwelling units, the projected population of the development is about 5,065. The November 2021 staff report had discussed an assumed average of 2.2 pph for apartments, which has been used in some of the City's population modeling work. However, staff have now concluded based on subsequent review of Census data and other sources that a more reasonable average is 1.9 pph, even taking into consideration a slight increase over time in the average pph for apartments.¹

The population figure of 5,065 is used here in calculating the jobs to population ratio.

¹ Staff are bringing forward a report to Council with a recommended set of standard measures to be used for all development applications for Council's consideration of endorsement. That includes the average number of persons per household to be applied to each type of proposed new dwelling unit in projecting population growth.

Employment

Wesgroup's November 2021 plan generated an estimated 1,120 jobs on site at full-build-out, including commercial floorspace and home-based jobs. This is a higher number (increase of 33%) than the estimate of 840 jobs contained in the staff report at the time, which was made up of an estimated 540 jobs for the commercial floorspace and an estimated 300 home-based jobs.

Since then, there has been further evaluation by staff of how home-based jobs should be estimated. The estimate of 300 home-based jobs was based on an assumption of 0.115 jobs per dwelling unit. However, other data suggests that it may be more appropriate to apply that figure to population rather than dwelling units. Using that latter approach yields about 580 home-based jobs using a projected population of 5,065.

The jobs to population ratio for the previous November 2021 plan is therefore 0.22 with the revised methodology.

Council's direction in November 2021 was that the applicant be encouraged to achieve a jobs-to-population ratio in the range of 0.23 to 0.42.

Staff estimate that the revised plan will generate 1,360 jobs on site at full-build out, including the 780 jobs in the commercial floorspace (Wesgroup's estimate) and the same 580 home-based jobs. This would result in a jobs to population ratio of 0.27.

If the office floorspace increases further at the rezoning phase, there will be added jobs and the ratio will be higher than 0.27.

Affordable Housing

Per Council's resolution, staff and Wesgroup met with BC Housing to explore affordable housing options for the site. BC Housing indicated that, while they are interested in the opportunity to possibly participate in an affordable housing project on the site, their next program intake is not anticipated until 2023, and the level of detail required for an application submission exceeds the detail known at an Official Community Plan stage of development.

Wesgroup's position remains that, while it would welcome an affordable housing component in the project beyond its proposed market rental building, this can only be achieved by adding more residential density.

Given the uncertainty around how affordable housing might ultimately be delivered on the site (including possible changes over time in funding programs and sources), staff recommend flexibility in the OCP Bylaw to accommodate it. A policy has therefore been added to the attached bylaw that states, "...additional residential gross floor area and increased building heights may be considered as part of a rezoning application in exchange for below-market rental housing units and other forms of affordable housing." This policy leaves the decision of whether to allow added density and building heights in the hands of Council if an affordable housing proposal is brought forward in the future through the rezoning application which is a requirement before re-development can take place.

Traffic Impacts

Wesgroup has submitted a memo from its transportation consultants on the projected traffic impacts of the additional commercial floorspace (**Attachment 3**) and reconfiguration of the site. The consultants have concluded that:

“...the total increase in trips resulting from updated site statistics is between 3.9% to 6.6% of the total vehicle trips using both the lower and upper estimates for residential trip generation. When this increase in trips generated is assigned to the road network, the increase in volume to individual movements is negligible.

This small increase in vehicle trips in consideration of the site context as a transit-oriented development and the high-level site statistics available for adjacent developments, CTS finds that the proposed increase in job-producing density will not have a significant impact to the transportation network analysis conducted in November 2021.”

Staff concur with this conclusion. From a short-term, site-specific, technical perspective, the increase in commercial space may generate slightly more vehicle trips. However, from a longer-term municipal and regional perspective, increased jobs within this neighbourhood supports a better mix of uses within a TOD area that can support a shift in transportation modes and the ability for future residents to have all of their daily needs (including work) within a walk, cycle, or convenient transit ride. This plan supports progress towards the City’s Climate Action Plan and Master Transportation Plan goals and targets.

As noted by both staff in the report received by Council in November 2021 and in the attached report from CTS, further traffic impact assessment work, including developing detailed mitigation strategies (e.g., transportation demand management and off-site road improvements), will be undertaken at the rezoning stage.

Conclusion

Wesgroup has made further changes to its plan in response to Council’s resolutions from its November 23, 2021 meeting. Staff recommend that Bylaw No. 3285 be amended to reflect these changes and that a public hearing now be scheduled. The amended bylaw is included as **Attachment 4**.

If the OCP amendment bylaw is adopted by Council, there will be opportunities for further input to the plan by Council, civic committees, and the public at the rezoning stage.

Other Option(s)

THAT the report dated February 3, 2022 from the Community Development Department – Development Planning Division regarding Official Community Plan Amendment – Coronation Park (Wesgroup Properties) be received for information and the applicant be requested to further update the proposal by addressing the following concerns/suggestions prior to consideration of amended second reading of Bylaw No. 3285:

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Financial Implications

There are no immediate financial implications associated with the recommendations of this report. However, as discussed in staff's report at the November 2021 Council meeting, the amenities package to be delivered as part of the proposed development, including both financial and in-kind contributions, will be negotiated as part of the rezoning application process and will be enshrined in a future development agreement covering the entire site.

Communications and Civic Engagement Initiatives

Previous Engagement and Referrals

As reported to Council at the November 2021 meeting, in accordance with the City's Public and Stakeholder Consultation for Major Development Projects or Area Plans Policy, opportunities for input from the general public and specific stakeholder groups on Wesgroup's initial submission were provided at:

- two virtual community information meetings (and related website) facilitated by the applicant on October 29, 2020; and
- the Community Planning Advisory Committee (CPAC) meeting held on November 9, 2020.

The results from the referral to other government organizations, per Section 475 of the *Local Government Act*, were provided to Council in January 2021.

Further Engagement by Wesgroup

Given that Wesgroup's November 2021 plan was significantly different than the plan presented to Council at the time of first reading in January 2021, Wesgroup undertook further public consultation, including updating the information on its website devoted to Coronation Park and conducting another public survey. The results of this most recent survey were presented to Council at the November 2021 meeting. Public input was also sought by Happy City as part of its work for Wesgroup, as was also reported to Council in November 2021.

Further Engagement by the City

Public input was received on Engage Port Moody from September 24, 2021 to December 14, 2021, although the Coronation Park page remains online and will continue to be updated. Highlights of the project engagement to date (as of January 30, 2022) included:

- 22 engaged participants each contributed to one or more on-line feedback tools;
- 113 informed participants visited multiple project pages, contributed to a tool, or downloaded documents; and
- 247 visitors viewed the project page.

In terms of input, 12 respondents supported the project, seven opposed it and three had mixed opinions. Further details are contained in **Attachment 5**.

Council Strategic Plan Objectives

Council has outlined specific goals and objectives in its 2019-2022 Strategic Plan to address housing options and planning activities and to ensure that City assets are optimized for current and future generations. Specific objectives and actions include, “plan for a variety of housing types to meet community needs,” “ensure future community growth is carefully considered and strategically managed consistent with the targets approved in our Official Community Plan,” and “be stewards of City lands to optimize benefits to community well-being.”

Attachment(s)

1. Location Map – Coronation Park.
2. Wesgroup Memo, February 8, 2022 and Amended Plan Submitted by Wesgroup, February 1, 2022.
3. CTS, Technical Memorandum, Coronation Park Development TIA, Supplemental Letter for OCP, February 1, 2022.
4. Official Community Plan Bylaw, 2014, No. 2955, Amendment Bylaw No. 27, 2021, No. 3285 (Coronation Park).
5. Engage Port Moody Feedback Summary – January 30, 2022.

Report Author

Andre Boel, MCIP, RPP
City Planner

Report Approval Details

Document Title:	Official Community Plan Amendment - Coronation Park (Wesgroup Properties).docx
Attachments:	<ul style="list-style-type: none">- Attachment 1 - Location Map - Coronation Park.pdf- Attachment 2 - Wesgroup Memo, February 8, 2022 and Amended Plan Submitted by Wesgroup, February 1, 2022.pdf- Attachment 3 - CTS, Technical Memorandum, Coronation Park Development TIA, Supplemental Letter for OCP, February 1, 2022.pdf- Attachment 4 - Official Community Plan Bylaw 2014 No. 2955 Amendment Bylaw No. 27 2021 No. 3285 (Coronation Park).pdf- Attachment 5 - Engage Port Moody Feedback Summary – January 30, 2022.pdf
Final Approval Date:	Feb 22, 2022

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

Kate Zanon, General Manager of Community Development - Feb 15, 2022 - 4:18 PM

Dorothy Shermer, Corporate Officer - Feb 15, 2022 - 10:30 PM

Lindsay Todd for Rosemary Lodge, Manager of Communications and Engagement - Feb 16, 2022 - 2:35 PM

Paul Rockwood, General Manager of Finance and Technology - Feb 17, 2022 - 12:36 PM

Tim Savoie, City Manager - Feb 22, 2022 - 6:08 AM