



City of Port Moody

Report to Land Use Committee

Date: January 27, 2023
Submitted by: Community Development Department – Development Planning Division
Subject: LUC – Rezoning (Transit-Oriented Development) – Coronation Park (Wesgroup Properties)

Purpose:

To present a rezoning application for a portion of the Coronation Park Neighbourhood to allow a high-density mixed-use transit-oriented development.

Resolution Options

The following resolutions are available for Land Use Committee consideration:

THAT the proposed project be endorsed as presented in the report dated January 27, 2023 from the Planning and Development Department – Development Planning Division regarding LUC – Rezoning (Transit-Oriented Development) – Coronation Park (Wesgroup Properties).

OR

THAT the proposed project be endorsed subject to the applicant addressing the following specific items:

OR

THAT proposal not be endorsed as presented for the followings reasons:

Applicant:

Wesgroup Properties.

Property Description:

The subject site, as shown on **Attachment 1**, consists of 59 single family lots in a portion of the Coronation Park Neighbourhood. The 59 homes are presently occupied, but Wesgroup has purchased all the lots and is the sole land owner (excluding the roads, which are owned by the City).

The gross site area, including roads, is 6.0 ha (14.8 acres), with a significant elevation change of 30 m (100 ft) between loco Road and Balmoral Drive.

Currently, the only road access to the site is via Balmoral Drive.

Land Use Policy:

Official Community Plan (OCP)

The complete set of OCP policies for the Coronation Park Neighbourhood is contained in **Attachment 2**.

The OCP was amended by the City in 2017 to designate the Coronation Park Neighbourhood as “Mixed Use – Inlet Centre” to allow high density mixed-use transit-oriented development (TOD). Wesgroup applied in July 2020 to further amend the OCP for the portion of the neighbourhood consisting of the 59 Single Detached Residential (RS1) zoned lots (“Area A” in **Attachment 2**).

The key OCP amendments, which were approved by Council in April 2022, included:

- A high-level land use concept plan, with further details to be determined at the rezoning stage.
- A public park a minimum of 1.03 ha (2.54 acres) in size.
- A mix of low- and high-rise building forms, including six towers (three 26 storeys and three 31 storeys).
- A maximum of 194,276 m² (2,091,237 ft²) of residential gross floor area, of which a minimum of 7,780 m² (83,746 ft²) must be for purpose-built rental housing.
- A minimum of 9,780 m² (105,274 ft²) commercial gross floor area, of which a minimum of 2,717 m² (29,247 ft²) must be for purpose-built office use.
- A minimum of 883 m² (9,505 ft²) of gross floor area for childcare use.
- A minimum of 1,483 m² (15,963 ft²) of gross floor area for private indoor amenity use.
- A minimum of 186 m² (2,002 ft²) for a civic facility.
- A pedestrian overpass linking the site with the Inlet Centre SkyTrain station.

The site falls within Development Permit Area 3 (Inlet Centre) in the OCP and each phase of development, including residential, commercial and other uses, will require a development permit for form and character. Per OCP policy, Wesgroup is preparing a detailed set of design guidelines for building architecture, landscape architecture and other design elements to supplement those contained in the DPA 3 guidelines.

Zoning

As noted above, all 59 of the lots covered by the rezoning application are currently zoned RS1. The proposed zoning is Comprehensive Development (CD), which is site specific zoning commonly applied to mixed-use projects.

The current OCP Land Use Designation and Zoning maps are included as **Attachments 3 and 4**.

Neighbourhood Context:

- **North:** The area north of Guildford Drive (“Area B” in **Attachment 2**) is designated for high density residential development, including towers up to 26-storeys. The majority of the area is presently occupied by the Balmoral Place townhouse complex. There is currently no application to the City for redevelopment of this area.
- **East:** Polygon owns the 4.57 ha. (11.3 acre) development site immediately east of Balmoral Drive in Coquitlam. Much of the site was formerly the Coronation Park Elementary School. Coquitlam Council gave first reading on January 16, 2023 to a bylaw to rezone the site to allow for:
 - a total density of 5.6 Floor Area Ratio (FAR);
 - about 2,800 residential units in nine towers ranging in height from 24 to 51 storeys;
 - 335 m² (3,600 ft²) of local serving commercial space;
 - two childcare facilities that will accommodate a minimum of 79 spaces;
 - a 0.4 ha (1 acre) public park; and
 - a new road connection from Balmoral Drive to the Barnet Highway (a new signalized intersection) via Palmer Avenue in Coquitlam.

The rezoning bylaw has been referred to Public Hearing on February 27, 2023. Further details on Polygon’s proposed development are contained in **Attachment 5**.

- **South:** The service station at the corner of Barnet and loco, which is zoned Service Station Commercial (C4) and designated “Mixed Use – Inlet Centre” in the OCP, is not part of Wesgroup’s land assembly or rezoning application. The owner of this site, 7-Eleven Canada, has indicated to both Wesgroup and City staff that the property is planned to remain in service station use for the foreseeable future.
- **West:** Across loco Road from Wesgroup’s proposed development is Suterbrook Village, the final phase of which is nearing completion by Onni. Suterbrook Village includes multi-family residential units in low-rise buildings and five 26-storey towers, two office and retail commercial buildings, and the Suterbrook Creek greenway.

Also across the street near the northwest corner of loco Road and the Barnet Highway adjacent to the Inlet SkyTrain station is a vacant parcel of land owned by Appia Developments Ltd. that has been zoned for a 24-storey residential tower since 2006. There is no indication from Appia at this point as to when development may proceed.

Proposal:

Wesgroup has submitted a comprehensive rezoning application package, including a Rezoning Booklet (July 2022) that can be referenced for further details via Engage Port Moody at the following link: <https://engage.portmoody.ca/coronation-park-rezoning>. Other documents submitted by Wesgroup as part of its rezoning application can also be found there.

Selected site/architectural and conceptual landscape plans are included as **Attachments 6 and 7**.

The proposed rezoning is in full conformity with the OCP policies for Coronation Park adopted in April 2022. The following is a high-level summary of the key elements of the proposed rezoning.

1. Density

The Coronation Park Neighbourhood Plan does not have a density cap expressed as an FAR. However, Wesgroup's rezoning application results in a gross FAR of 3.42 for all uses combined.

2. Site Plan

Given the grades on the site, a comprehensive technical analysis has been undertaken by Wesgroup to prepare a site plan that addresses engineering, servicing, urban design and other considerations, such as creating a fully accessible public realm for all ages and abilities.

Overall Staff recommend the site plan. There is one tower Staff has asked the applicant to review further. Tower 3 on Parcel 3 seems to be at odds with the other five towers relative to view exposures and other urban characteristics of the proposal. Wesgroup is reviewing this concern in detail and expects to have a response in the next several weeks. The intent is to keep the Tower in the same general area while addressing the concerns identified by Staff.

3. Public Park, Other Outdoor Space and Greenways

The 2017 OCP policy for Coronation Park required a minimum of a 0.4 ha (1 acre) public park. That was increased to 1.03 ha (2.54 acres) as part of the 2022 OCP amendments and was achieved by density being reallocated elsewhere on the site, including increasing the heights of a number of buildings. The park, including all improvements, will be constructed by Wesgroup and turned over to the City.

In addition to the public park, Wesgroup is proposing that a further 0.6 ha (1.5 acres) of open space on strata properties adjacent to the park be publicly accessible using rights-of-ways.

Attachments 6 and 7 show some of the details on the public park, greenways and open space, with the Rezoning Booklet containing further information (pages 84 – 99).

4. Residential

The development will be multi-phased with an estimated build-out of over a decade. The exact number of residential units ultimately constructed is still to be determined. However, the maximum permitted floor area is set at 194,276 m² (2,091,237 ft²). Staff recommend that a minimum be established for the two- and three-bedroom units within the CD zone. The following table outlines Wesgroup's current estimate of the unit mix, which meets and exceeds the Family Friendly Units Policy:

Unit Type	Strata	Market Rental*	Total Number of Units	Percentage of Mix
Studio	199	8	207	8%
One-Bedroom	1,148	46	1,164	45%
Two-Bedroom	870	35	905	35%
Three-Bedroom	299	12	311	12%
TOTALS	2,486	101	2,587	100%

* A minimum of 10% of the rental units are proposed to be for seniors.

As elaborated upon in the Rezoning Booklet (p. 118), Wesgroup is proposing a Rent-to-Own Program available to all renters in the rental building. The program will allow renters to apply a portion of the rent paid each year towards the down payment for any new strata residential home in any Wesgroup development in the Lower Mainland, including Coronation Park. The program will run in perpetuity for the rental building.

Wesgroup's proposed market rental housing component complies with the OCP policy for this portion of Coronation Park. However, staff have requested that Wesgroup consider increasing the amount of rental housing (currently 3.8% of total units) given the OCP's desire for a mix of housing types and tenures in this TOD area.

5. Private Indoor and Outdoor Amenity Space

Wesgroup is proposing a total of 5,903 m² (63,539 ft²) of private indoor amenity space for use by residents of the development. This includes a private amenity building close to the loco Road frontage (i.e., an early phase of development), with the remainder of the space allocated between the residential buildings on the site. Wesgroup also intends to use some of the building rooftops for private outdoor amenity space.

The provision of this private amenity space will alleviate some of the demand of the new residents on civic facilities.

6. Commercial

Wesgroup is proposing a total of 10,007 m² (107,726 ft²) of commercial gross floor area, including 2,764 m² (29,752 ft²) of purpose-built office space in a four-storey building. This commercial gross floor area slightly exceeds the required minimum in the OCP.

Almost all of the commercial space is planned for the loco Road frontage and will therefore be completed in early phases of the development. Wesgroup's plans include a grocery store and a drug store, as well as smaller retail spaces.

The OCP has left open the opportunity to increase the amount of office space in Coronation Park to what could be accommodated in a building up to eight storeys. While Wesgroup is meeting the minimum amount of required office space, staff have requested that Wesgroup consider increasing it because office space creates a significant number of jobs and can attract a wide range of businesses that the City is targeting in its Economic Development Master Plan (e.g., high technology and professional services). Office space is also an ideal use in a TOD area, as has been demonstrated by Onni's two office buildings in Suterbrook Village.

7. Childcare

Wesgroup is proposing 888 m² (9,562 ft²) of childcare space, located in two different areas of the site - one in an early phase and one in a later phase. Together, these two spaces can accommodate an estimated 194 children. Further details on childcare can be found on page 115 of the Rezoning Booklet.

8. Civic Amenity

The indoor amenity space that Wesgroup is proposing to construct and turn over to the City's ownership meets the OCP requirement (186 m² / 2,002 ft² of gross floor area).

Page 79 of the Rezoning Booklet sets out how Wesgroup proposes, subject to Council concurrence, that this facility be used, namely a large open space that provides the flexibility to be programmed and used in many ways. This is similar to the examples provided in the booklet of other Port Moody civic facilities (e.g., Old Orchard, Glenayre, Kyle) and facilities in other communities. These facilities generally include washrooms, kitchens and storage space.

9. Roads

The City owned roads in the development will be removed as part of the proposed development, creating a highly pedestrian-oriented development and more open space.

As noted, there is currently only one point of access for the Coronation Park Neighbourhood via Balmoral Drive. Two more access points are planned:

- A road connection from Balmoral Drive to the Barnet Highway via Palmer Avenue in Coquitlam as part of an early phase of the proposed Polygon development. The new intersection will be fully signalized. There is also the long-term possibility of a road connection to Palmer Avenue via Runnel Drive in Coquitlam.
- An entrance directly into Wesgroup's parking structure at loco Road and Suterbrook Way, changing this from a three-way intersection to a four-way intersection. This entrance is intended to primarily service development on the loco Road frontage.

The other below-grade parking structures in the development will be accessed via two cul-de-sacs, one off of Balmoral Drive and the other off of Guildford Drive.

There will be improvements to both the loco Road and Barnet Highway frontages as part of the development. Design details are being worked out, but will include, for example, a separated bike lane on loco Road.

10. Parking

Wesgroup is proposing a total of 251 commercial, civic and childcare parking stalls, which meets the City's Zoning Bylaw requirements. Given that this proposed project is in a TOD area, Wesgroup is proposing a 6% reduction in the number of residential parking stalls, from the Zoning Bylaw requirement of 3,011 stalls to 2,845 stalls, a difference of 266 stalls. Staff support this reduction is appropriate given that it is a TOD area and there should be less reliance on private vehicle use.

Staff have requested that Wesgroup consider even further reducing the amount of parking provided as a measure to offset some of the recommended changes to the proposal, which would be subject to Council concurrence. Wesgroup has indicated that it will consider this, but its current focus is on preparing detailed parking and loading plans for staff review.

11. Pedestrian Overpass

For a number of years the OCP envisioned a pedestrian overpass as part of the redevelopment of the Coronation Park Neighbourhood that would cross either the Barnet Highway or loco

Road. Analysis undertaken as part of the 2022 OCP amendments concluded that this overpass is needed to move pedestrians safely and efficiently and that it should cross loco Road, landing near the Inlet Centre SkyTrain Station. Technical analysis is currently underway on the overpass design (e.g., exact alignment, width, grade), with the intent that it would accommodate both pedestrians and cyclists and be fully accessible. The overpass is discussed, including examples of overpasses elsewhere, on pages 82 – 83 of the Rezoning Booklet.

12. Projected Population and Employment

Wesgroup projects that, at full build-out, the development will have an estimated 4,657 residents. This is based on an assumed average of 1.8 persons per household, which aligns with the City's standard average for apartments in its population projection work, and a total of 2,587 units.

Analysis undertaken by Wesgroup at the OCP amendment stage estimated that about 540 jobs would be created on-site in the commercial space at full-build out, as follows:

- Drug store: 40-45 jobs
- Grocery store: 195-210 jobs
- Office: 8 jobs per 1,000sqft = ~235 jobs
- Standard commercial retail units: 20 jobs
- Two daycares: 26-33 jobs

In addition, it is estimated based on staff analysis that there would be about 535 home-based jobs, bringing total employment on the site to about 1,075 jobs. This produces a jobs to population ratio of 0.23.

As noted, staff are encouraging Wesgroup to consider increasing the office component of its project. As an example, if the amount of purpose-built office space was roughly doubled (i.e., an eight storey rather than four-storey building), this would yield an estimated 235 additional jobs on the site, for a total of 1,310 jobs. This would produce a jobs to population ratio of 0.28.

13. Wellbeing Assessment

The consulting firm of Happy Cities did an extensive wellbeing assessment report for Wesgroup as part of the OCP amendment process. Wesgroup committed that Happy Cities would be involved at the rezoning stage and that the more refined plan would reflect the wellbeing principles established by Happy Cities. This has been done and is summarized on page 111 of the Rezoning Booklet.

The following is a noted conclusion by Happy Cities:

“Overall performance: The Coronation Park plan surpasses the minimum score required to create a community that supports wellbeing under each design realm. The plan scores the highest under Prime Location criteria, and has the most room for improvement under Places for People.”

“Places for People” scores only “Good”, compared to “Excellent” and “Very Good” for the others. Staff believe that Wesgroup needs to find ways to improve that rating and Wesgroup has indicated that it is working on this with Happy Cities.

14. Sustainability Report Card

Wesgroup’s Sustainability Report Card is attached as submitted (**Attachment 8**). Staff are currently reviewing it and the results will be part of a subsequent report to Council.

15. Wesgroup Submission to LUC

Wesgroup has prepared the attached submission (**Attachment 9**), which addresses the LUC’s Scope of Consideration:

- Current OCP designation and zone;
- Proposed use and/or density;
- Neighbourhood context;
- Affordable housing options;
- Contribution to the local economy in terms of allocated space, for purchase and/or rental, that is dedicated to private business operations, identifying business sector (industrial, light industrial, office/professional, retail/commercial, non-profit service, other), and expected number of jobs related to each; and
- Mobility implications.

Items for Further Review:

Staff provided initial written comments to Wesgroup on its rezoning application in November 2022, with the letter stating that these are staff’s comments and that Council has not yet had an opportunity to provide its initial input. As discussed in this LUC report, staff believe that among the items needing further review are:

- The amount of office space being proposed.
- The location of Tower 3 on Parcel 3.
- The amount of market rental housing being proposed.
- The wellbeing assessment score for “Places for People”.
- Parking and loading plans, which have not yet been provided.
- The overpass design, which is now being jointly worked on by staff and Wesgroup.

Wesgroup has indicated to staff that it is prepared to further consider these items but first wants the initial input of Council so that it can consider all the comments in a comprehensive way and prepare a full response.

Concluding Comments:

The overall quality and completeness of the rezoning application submission by Wesgroup is noteworthy. There are areas that require further discussion and amendment, but the review process is starting from a good base, without major information gaps or inconsistencies.

The project includes a number of positive aspects, including delivering a significant amount of new housing in the Inlet Centre TOD area, business and job creation, local shopping opportunities, public park space, a pedestrian-oriented environment, a fully accessible public realm, a civic facility, a pedestrian overpass and high-quality urban design.

Attachments

1. Location Map – Coronation Park.
2. Coronation Park OCP Policies.
3. OCP Land Use Designations Map – Coronation Park.
4. Zoning Map – Coronation Park.
5. Proposed Polygon Development.
6. Site/Architectural Plans – Coronation Park.
7. Conceptual Landscape Plans – Coronation Park.
8. Sustainability Report Card – Coronation Park.
9. Wesgroup Letter to LUC – Scope of Consideration – Coronation Park.

Report Author

Wesley Woo, MCIP, RPP
Senior Planner

Report Approval Details

Document Title:	LUC – Rezoning (Transit-Oriented Development) – Coronation Park (Wesgroup Properties).docx
Attachments:	<ul style="list-style-type: none">- Attachment 1 - Location Map - Coronation Park.pdf- Attachment 2 - OCP 15.3.1 Coronation Park.pdf- Attachment 3 - OCP Land Use Designations Map - Coronation Park.pdf- Attachment 4 - Zoning Map - Coronation Park.pdf- Attachment 5 - Proposed Polygon Development.pdf- Attachment 6 - Site Plans.pdf- Attachment 7 - Conceptual Landscape Plans.pdf- Attachment 8 - Sustainability Report Card - Coronation Park.pdf- Attachment 9 - Wesgroup Letter to LUC - Scope of Consideration - Coronation Park.pdf
Final Approval Date:	Jan 30, 2023

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

Kate Zanon, General Manager of Community Development - Jan 30, 2023 - 1:04 PM