



# City of Port Moody

## Report/Recommendation to Council

Date: February 7, 2023  
Submitted by: Community Development Department – Development Planning Division  
Subject: Early Input – Rezoning (TOD) – Coronation Park (Wesgroup Properties)

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### Purpose

To provide for early Council input on a rezoning application for a portion of the Coronation Park Neighbourhood to allow a high-density mixed-use transit-oriented development.

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### Recommended Resolution(s)

**THAT staff and the applicant consider comments provided during the City Initiatives and Planning Committee meeting held on February 21, 2023 as recommended in the report dated February 7, 2023 from the Community Development Department – Development Planning Division regarding Early Input – Rezoning (TOD) – Coronation Park (Wesgroup Properties).**

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### Executive Summary

Wesgroup Properties has submitted a rezoning application for 59 single family properties in the Coronation Park neighbourhood to facilitate a high-density transit-oriented development (TOD) with a mix of residential, commercial, office, public park, and civic uses. The residential component of the proposal includes a mix of low-rise buildings as well as six towers up to 31 storeys in height. The rezoning application conforms with the Official Community Plan (OCP), which was amended in April 2022, and would be facilitated through a Comprehensive Development (CD) zone. A number of community amenities are proposed to be provided through this development including: market rental housing, two childcare facilities, a large park space, a civic facility, and a pedestrian connection to the Inlet Centre SkyTrain Station via an overpass.

### Background

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 a portion of the neighbourhood identified as Area A of OCP Chapter 15.3.1 (**Attachment 1**).

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 m<sup>2</sup> (2,091,237 ft<sup>2</sup>) of residential gross floor area, of which a minimum of 7,780 m<sup>2</sup> (83,746 ft<sup>2</sup>) must be for purpose-built rental housing.
- A minimum of 9,780 m<sup>2</sup> (105,274 ft<sup>2</sup>) commercial gross floor area, of which a minimum of 2,717 m<sup>2</sup> (29,247 ft<sup>2</sup>) must be for purpose-built office use.
- A minimum of 883 m<sup>2</sup> (9,505 ft<sup>2</sup>) of gross floor area for childcare use.
- A minimum of 1,483 m<sup>2</sup> (15,963 ft<sup>2</sup>) of gross floor area for private indoor amenity use.
- A minimum of 186 m<sup>2</sup> (2,002 ft<sup>2</sup>) for a civic facility.
- A pedestrian overpass linking the site with the Inlet Centre SkyTrain station.

Wesgroup Properties (Wesgroup) applied in July 2022 to rezone the 59 single family lots based on the OCP policies adopted in April 2022.

The application was presented to the Land Use Committee (LUC) on February 6, 2023. The LUC endorsed the rezoning application subject to consideration of additional office space, additional childcare space, additional rental housing, and the addition of affordable housing. The resolution from the meeting was as follows:

LUC23/004

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

- Consider the addition of office space but not at the cost of below market or rental housing;
- Consider increasing childcare space; and
- Consider adding affordable housing units and more purpose built rentals.

An Application Fact Sheet is provided as **Attachment 2**.

## Discussion

### Property Description

The subject site, as shown on **Attachment 3**, 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 landowner (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. The site is located in close proximity to the Inlet Centre SkyTrain Station, approximately 150 m (492 ft) to 450 m (1,476 ft) in distance.

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

### Land Use Policy: OCP and Zoning

The OCP designates the development parcel as “Mixed Use – Inlet Centre”. The site also falls within Development Permit Area 3 (Inlet Centre – Form and Character) in the OCP.

All 59 of the lots within the development site are currently zoned Single Detached Residential (RS1).

The current OCP Land Use Designations and Zoning Maps are included as **Attachments 4 and 5**.

### Neighbourhood Context

**North:** The area north of the subject site (“Area B” in **Attachment 1**) is currently occupied by the Balmoral Place townhouse complex. This site is designated for high density residential development, including buildings up to 26-storeys. 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 City 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 m<sup>2</sup> (3,600 ft<sup>2</sup>) 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 6**.

**South:** The service station at the corner of Barnet Highway and loco Road, 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, a mixed use neighbourhood recently completed by Onni. Suterbrook Village includes multi-family residential units in low-rise buildings and five 26-storey towers, two office towers, at grade retail commercial, and the Suterbrook Creek greenway.

Also, across the street near the northwest corner of loco Road and the Barnet Highway adjacent to the Inlet Centre 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.

### Development Proposal Description

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.

Select site/architectural and conceptual landscape plans are included as **Attachments 7** and **8**.

The proposed rezoning conforms with the OCP policies for Coronation Park adopted in April 2022. The proposed zoning is CD, which is site specific zoning commonly applied to larger mixed-use projects.

The following is a high-level summary of the key elements of the proposed rezoning.

#### *1. 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 are supportive of the proposed site plan, but 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.

#### *2. 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. Once the proposed 1.03 ha (2.54 acre) park site is dedicated to the City, it will result in a net FAR of 4.13.

#### *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 7** and **8** 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 m<sup>2</sup> (2,091,237 ft<sup>2</sup>). Staff recommend that a minimum be established for the two- and three-bedroom units within the proposed 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%
<b>TOTALS</b>	<b>2,486</b>	<b>101</b>	<b>2,587</b>	<b>100%</b>

\* 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.

Affordable rental housing had been requested by Council to be included in this development at the OCP amendment stage. It was then subsequently requested to be removed in favour of delivering lower building heights, lower density, and a comprehensive list of community benefits. During the adoption of the OCP amendment bylaw, Council approved a resolution for the project to adhere to the City's Inclusionary Zoning – Affordable Rental Units Policy.

The proposal does not meet the objective of the City's Inclusionary Zoning – Affordable Rental Units Policy, which states, 15% of the residential FAR be for below-market rental housing. That said, the policy includes provisions for flexibility to be given where the proposal includes other community benefits. The policy also allows for an economic analysis to be conducted on the proposed development to determine the appropriate amount of affordable housing to be included. The applicant has chosen to submit an economic analysis report to the City and staff are working with a third-party consultant to peer review that submission. The costs of the third-party consultant are being borne by Wesgroup.

### *5. Private Indoor and Outdoor Amenity Space*

Wesgroup is proposing a total of 5,903 m<sup>2</sup> (63,539 ft<sup>2</sup>) of private indoor amenity space for use by residents of the development. This includes a 1,486m<sup>2</sup> (16,000 ft<sup>2</sup>) common amenity space close to the loco Road frontage (i.e., an early phase of development) for all residents of the development. The remainder of the space would be 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 m<sup>2</sup> (107,726 ft<sup>2</sup>) of commercial gross floor area, including 2,764 m<sup>2</sup> (29,752 ft<sup>2</sup>) 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 m<sup>2</sup> (9,562 ft<sup>2</sup>) 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. Staff believe that the proposed number of daycare spaces would meet the needs for additional children that would come from the full build-out of the site as it exceeds the average number of spaces needed when compared to historical census data by 44%. These additional childcare spaces will assist the City in meeting its 2030 target of creating an additional 1,070 new licensed childcare spaces as set out in the City's Child Care Action Plan. 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 m<sup>2</sup> / 2,002 ft<sup>2</sup> 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, meeting, and storage space.

The City will incur costs with owning and operating the facility (e.g., staffing, maintenance, utilities, building management fees) and staff will be undertaking an analysis of these costs versus revenue potential based on similar civic facilities in Port Moody.

### *9. Roads*

The City-owned roads in the development will be closed and as part of the proposed development, creates 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:

- As noted above, 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 of the site.

The other below-grade parking structures in the development will be accessed via two cul-desacs, 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 as it is felt to be appropriate given that it is a TOD area and there should be less reliance on private vehicle use.

Staff have recommended that Wesgroup consider even further reduce 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 in an overall 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 9**). Staff are currently reviewing it and the results will be part of a subsequent report to Council.

#### *15. Amenity Package*



The amenity package that Wesgroup is proposing to deliver as part of the development is under review by staff and is subject to further negotiations between the City and Wesgroup. This includes topics such as community amenity contributions (CACs), development cost charges (DCCs), density bonus, the overpass, market rental housing, the value of the City roads being converted to other uses, the civic amenity, on and off-site works and services, the public park improvements, the public art contribution and the phasing of delivery of these amenities.

## Other Option(s)

At this time, the applicant and staff are seeking preliminary input from the City Initiatives and Planning Committee. While the proposed recommendation provides for general input through the Committee discussion, the Committee could choose to provide more specific direction to the applicant and staff through an alternative resolution. One alternative resolution is as follows:

THAT the applicant be advised to consider the following:

>insert items<

## Financial Implications

There are no financial implications associated with the recommendation in this report.

## Communications and Civic Engagement Initiatives

Notification signs informing the public of the rezoning application have been placed on the subject site in accordance with City of Port Moody Development Approval Procedures Bylaw, 2011, No. 2918.

Later in the process, a community information meeting would need to be held by the applicant as part of the application. If the project proceeds through initial bylaw readings, the public will have an opportunity to comment at the Public Hearing, which will occur following a mail-out notification to adjacent property owners and occupants, an advertisement placed in the local newspaper, and a decal of the Public Hearing time and date placed on the notification signs.

In addition, information was placed on the Engage Port Moody website. Comments received on Engage Port Moody were generally mixed. However, there was general consensus for the inclusion of non-market rental as well as additional market rental housing. Other concerns heard were in regards to increased traffic and density.

The Engage Port Moody Summary Report is included as **Attachment 10**.

## Council Strategic Plan Objectives

Providing this early opportunity for Council input on a preliminary development proposal supports the strategic priority of Community Evolution as it relates to the objective of ensuring that future community growth is carefully considered and strategically managed, consistent with the targets approved in the City's OCP.

## Attachment(s)

1. Coronation Park OCP Policies.
2. Application Fact Sheet.

3. Location Map – Coronation Park.
4. OCP Land Use Designations Map – Coronation Park.
5. Zoning Map – Coronation Park.
6. Proposed Polygon Development.
7. Site Plans – Coronation Park.
8. Conceptual Landscape Plans – Coronation Park.
9. Sustainability Report Card – Coronation Park.
10. Engage Port Moody Summary Report.

## Report Author

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## Report Approval Details

Document Title:	Early Input (TOD) - Coronation Park (Wesgroup Properties).docx
Attachments:	<ul style="list-style-type: none"><li>- Attachment 1 - OCP 15.3.1 Coronation Park.pdf</li><li>- Attachment 2 - Application Fact Sheet - Coronation Park.pdf</li><li>- Attachment 3 - Location Map - Coronation Park.pdf</li><li>- Attachment 4 - OCP Land Use Designations Map - Coronation Park.pdf</li><li>- Attachment 5 - Zoning Map - Coronation Park.pdf</li><li>- Attachment 6 - Proposed Polygon Development.pdf</li><li>- Attachment 7 - Site Plans - Coronation Park.pdf</li><li>- Attachment 8 - Conceptual Landscape Plans.pdf</li><li>- Attachment 9 - Sustainability Report Card - Coronation Park.pdf</li><li>- Attachment 10 - Engage Port Moody Summary Report.pdf</li></ul>
Final Approval Date:	Feb 13, 2023

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

Kate Zanon, General Manager of Community Development - Feb 10, 2023 - 12:16 PM

Stephanie Lam, City Clerk and Manager of Legislative Services - Feb 10, 2023 - 12:43 PM

Natasha Vander Wal, Acting Manager of Communications and Engagement - Feb 10, 2023 - 3:34 PM

Paul Rockwood, General Manager of Finance and Technology - Feb 10, 2023 - 4:23 PM

Jeff Moi for Tim Savoie, City Manager - Feb 13, 2023 - 4:23 PM