



City of Port Moody

Report to Advisory Design Panel

Date: October 26, 2023
Submitted by: Community Development Department – Development Planning Division
Subject: ADP – OCP Amendment, Rezoning and Development Permit – 60 Williams Street and 3006/3010/3020 Spring Street (PCI Developments)

Purpose:

To present to the Advisory Design Panel (ADP) an Official Community Plan (OCP) amendment, rezoning and development permit application to facilitate the development of a high density mixed-use development in the Moody Centre Transit Oriented Development (TOD) area.

Resolution Options

The following resolutions are available for Advisory Design Panel consideration:

THAT the proposed project be endorsed as presented in the report dated October 26, 2023, from the Community Development Department – Development Planning Division regarding ADP – OCP Amendment, Rezoning and Development Permit – 60 Williams Street and 3006/3010/3020 Spring Street (PCI Developments).

OR

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

OR

THAT the proposed project not be endorsed as presented for the following reasons:

Applicant:

PCI Developments (PCI).

Property Description:

The subject site has a gross area of approximately 11,611 m² (124,980 ft²) and consists of four lots, three of which are owned by PCI and the fourth (60 Williams Street) by the Province of BC, represented by the Ministry of the Transportation and Infrastructure (MoTI) (**Attachment 1**).

MoTI intends to retain ownership of this lot, with a long-term lease to PCI for use as a public plaza along with four levels of below grade parking connected to the below grade parking on the

PCI property. MoTI has indicated that it intends to transfer the density that might have been accommodated on this lot to its land holdings on the west side of Williams Street.

The lots are currently zoned as Light Industrial (M1) (**Attachment 2**).

Form and Character Guidelines:

Official Community Plan (OCP)

The subject site is within the area designated for Moody Centre TOD development (**Attachment 3**).

The site falls within Development Permit Area 2 (DPA2) – Moody Centre – which regulates the form and character of commercial, industrial, intensive residential, or multi-family residential developments.

Attachment 4 includes the pertinent DPA2 design guidelines (Section 3.9 for mixed-use commercial and residential buildings).

The site is also located within Development Permit Area 5: Hazardous Conditions due to the potential of soil liquefaction during an earthquake event.

Neighbourhood Context:

The subject site fronts onto Williams Street and Spring Street. Surrounding development consists of the following:

- North: the CP Rail and Evergreen Line / Westcoast Express corridor.
- East: Lots owned by Beedie that are currently zoned M1 and designated in the OCP as Moody Centre TOD development. Beedie has recently made an application for an OCP amendment, rezoning and a development permit to allow a high density mixed-use development, including commercial space at street level, podiums and three towers (38, 34 and 32 storeys, descending in height from west to east) on this site.
- South: Four lots on the south side of Spring Street facing St. Johns Street currently zoned General Commercial (C3) and designated in the OCP as Moody Centre TOD development that have older one storey buildings on them. There are no active development applications for these properties.
- West: the Moody Centre transit station and vacant properties currently used for parking that are owned by MoTI and also designated in the OCP as Moody Centre TOD development. MoTI has indicated to staff that it intends to file development applications for these properties in the coming months.

Proposal:

PCI seeks to amend the OCP and rezone the lots to a Comprehensive Development (CD) zone to construct a mixed-use commercial and residential development with rooftop amenity space and four levels of below-grade parking, as well as the plaza.

Submission Documents

As well as being attached to this report, PCI's submission to the City can be found at the following link: <https://engage.portmoody.ca/60-williams-st-and-3006-3010-3020-spring-st-ocp-amendment>

The submission includes:

- Architecture plans (**Attachment 5**)
- Landscape Plans (Attachment 6)
- Rezoning Booklet and OCP Framework (**Attachment 7**)
- Conceptual Roadworks and Servicing Plan (**Attachment 8**)
- Arborist Report (**Attachment 9**)
- Energy Step Code Letter (**Attachment 10**)
- Geotechnical Investigation Report (**Attachment 11**)
- Parking and Loading Report (**Attachment 12**)
- Sustainability Report Card (**Attachment 13**)

Proposed OCP Amendments

The site-specific OCP amendments being sought by PCI include:

- Tower heights of 39 storeys rather than the current maximum of 26 storeys permitted in the Moody Centre TOD area.
- Proposed tower separation of about 28 m (93 ft) rather than the minimum distance separation of 60 m (197 ft) encouraged between adjacent towers in the Moody Centre TOD area.
- Tower floor plates of about 759 m² (8,170 ft²) rather than tower floor plates in the range of 700 m² (7,535 ft²) encouraged in the Moody Centre TOD area.

Development Summary

The proposal includes the following key elements:

- A gross site area of 9,108 m² (98,040 ft²). This includes the portion of the site with the proposed daylight creek but excludes the public plaza.
- A total gross floor area of 63,364 m² (682,049 ft²) spread across the following uses:
 - 5,315 m² (57,207 ft²) of commercial space, including a grocery store and general retail space.
 - 57,647 m² (620,505 ft²) of residential space with 857 units of rental housing.
 - 403 m² (4,340 ft²) of artist space.
- 2,121 m² (22,828 ft²) of indoor amenity space (excluded from density calculation).
- A Floor Area Ratio (FAR) of 6.96.
- Extension of Golden Spike Way to allow parking and loading access from the rear of the site rather than from Spring Street.
- Outdoor amenity space on both the podium rooftop and tower rooftops.

Proposed project plans and landscape plans are included as **Attachments 6 and 7**.

Inclusionary Zoning Policy

The proposed 857 units of rental housing will help fill one of the housing gaps identified in Port Moody's Housing Needs Report (2021), which is secured market rental housing.

Secured market rental housing is exempt from the City’s Inclusionary Zoning Policy (2022), which requires at least 15% below-market rental units or at least 6% non-market rental units for development projects that have a residential FAR of more than 2.0. Nonetheless, PCI is proposing that 5% (43) of the total units be below-market rental based on BC’s Housing Income Limits (HILs) rates. This would help fill another one of the gaps identified in the Housing Needs Report.

Family Friendly Units Policy

The City’s Family Friendly Units Policy sets out the expectations for the provision of two-bedroom and three-bedroom units in all new multi-residential and mixed-use residential development applications where 20 or more dwelling units are created.

PCI proposes the following unit mix:

Units	Market Rental	%	Below Market	%	Total	%
Studio	607	74.6%	29	67.4%	166	19.4%
1-Bed					470	54.8%
2-Bed	166	20.4%	9	20.9%	175	20.4%
3-Bed	41	5.0%	5	11.6%	46	5.4%
Total	814	100.0%	43	100.0%	857	100.0%

This unit mix meets the City’s policy.

Adaptable Dwellings

PCI has met the 50% Zoning Bylaw requirement for adaptable dwellings.

Grocery Store

The OCP policies for the Moody Centre TOD area include an expressed desire for a grocery store. The intent of this policy is to secure a store that serves not only the immediate area but the broader Moody Centre neighbourhood. PCI’s grocery store, proposed at about 3,846 m² (41,398 ft²) in size, would meet this need.

Artist Space

A total of 403 m² (4,340 ft²) of what is termed “low-cost artist workspace and studios” is proposed. This space aligns with the City of the Arts Vision, “...where Port Moody is a community where creativity and the arts are supported and encouraged, and cultural expression is woven into everything we do”, per the Arts and Culture Master Plan (2018).

Public Art

PCI has engaged a public art consultant, and a detailed public art plan is being developed. PCI is proposing an artwork budget of approximately \$1.25 million.

Public Amenities

In addition to the 43 below-market rental units, PCI is proposing three other major public amenities:

- The realignment and daylight of Dallas Creek (sometimes also referred to as Slaughterhouse Creek).
- A pedestrian overpass of the Canadian Pacific Kansas City (CPKC) railway that would directly connect the Moody Centre TOD area to Murray Street. This is another of the expressed desires in the OCP for this area. The construction of this overpass as one of the early proposed amenity projects in the Moody Centre TOD area is viewed by staff as positive.
- A public plaza (about 0.24 ha. / 0.6 ac. in size) that could be programmed in a variety of ways.

The details of how these amenities will be financed and delivered, including through potential community amenity contribution, density bonus and development cost charge credits, as well as possibly through late comer contributions towards the overpass, have not been resolved and are under discussion between City staff and PCI.

Step Code

PCI has committed to meeting or exceeding Step Code 3 of the BC Energy Step Code and providing a Low Carbon Energy System (including a potential District Energy System).

Vehicle Parking

A total of 595 spaces is provided for all uses. This is a reduction of 46% of the Zoning Bylaw requirements, which defines a total requirement of 1,099 spaces. A comprehensive analysis by Bunt and Associates provides rationale for the deficiency, which is yet to be assessed in detail by the City, though the project's immediate proximity to a multi-system transit station potentially offers justification for some reduction in parking requirements. The residential parking is also proposed to be 'unbundled', and at extra cost to tenants, potentially leading to a reduction in personal ownership of vehicles.

Bicycle Parking

City-defined bicycle parking requirements are met in full and placed in appropriately separate storage areas according to use. Long term bicycle parking is located in a single vast storage room on the western half of Level P1. Security within this area may be a concern for residents and will require close monitoring. It is not clear if all cyclists must use the vehicle parking ramp to access the storage areas. Staff believe that clarification is needed or exploration on the availability of an alternate potentially safer route.

Sustainability Report Card

A completed Sustainability Report Card, with staff's initial grading and comments, is included as **Attachment 13**. The completed report card has been provided to PCI for consideration and will be updated as the application moves forward through consideration of readings.

Items for Further Review:

Staff have reviewed the application and provided initial comments. The proposal has many positive features, but staff have some concerns, which are outlined below:

Daylit Creek Alignment

There is a presently culverted creek (Slaughterhouse Creek) that runs diagonally across the site from east to west and connects up with culverts under the CPKC railway and properties on both

sides of Murray Street before emptying into the inlet. This culvert is part of Metro Vancouver's stormwater management system and the culvert under the PCI site is owned and maintained by Metro Vancouver.

Section 15.5.6 of the OCP includes policy for the Moody Centre TOD area states that the daylighting of this creek is desirable:

Redevelopment shall create an urban greenway by daylighting Dallas/Slaughterhouse Creek, which will be part natural area/ habitat and part park space/recreation. The greenway will be provided through dedication as part of a redevelopment proposal. Density may be transferred to the remainder of the parcel. Its design and function will be determined through further study. New buildings adjacent to the greenway shall front/face it and be designed to minimize overshadowing by stepping back of building heights away from the greenway.

PCI's proposal accommodates this policy, with proposed realignment and daylighting of the creek on the east side of its site. Staff support this realignment, subject to certain design details being addressed. However, Metro Vancouver's engineering group has concerns about this alignment for several reasons, including hydrology and maintenance, and has indicated to PCI and the City that they do not support it at this time. PCI is continuing to work on resolving the issue with PCI with staff's assistance as required.

The submission before ADP assumes that the matter will be resolved and that Metro Vancouver will ultimately accept the proposed alignment, although possibly with some modifications. However, if Metro Vancouver does not support the east alignment and another alignment option is required, this would have a major impact on PCI's plans and a new submission would be needed.

Form and Character

Building Architecture

One of the most significant concerns generated by staff's initial review is the overall bulk and character of the towers. The tower footprint appears to be larger than it actually is in gross area, due primarily to the two balcony recesses on the north and south elevations, and the cantilevered balconies which span the entire north and south elevations, separated by narrow 1.2 m (4 ft) gaps between them. Staff believe that exploration of alternate floor plans should be encouraged, with the objective of reducing the visual bulk of the towers.

Of greater concern than the floor plate size is the apparent bulk and expression of character, which is only partly the result of the floor plan layout. The City's objective remains the realization of towers that are articulated in ways that will help mitigate potentially bulky massing, thereby enhancing the overall tower form and expression.

Alternative concepts may also be warranted for the treatment at the top of the towers, which, if the tower height is deemed acceptable, will serve as an identifying beacon on the City's skyline. The 'crown' of the towers as illustrated in the renderings is not particularly inspirational and detailing on the drawings is vague. To the extent that assessment is possible, the towers seem to be topped by a boxy and heavy mass, and it is unclear in the submission whether or not the enclosures are meant to be opaque or transparent, or a combination thereof. Staff recommend

more design exploration and detail should be explored to achieve both a more artistic top floor expression and better integration with the suggested improved character of the towers.

The general arrangement of the proposed building forms and their positions within the confines of the plaza and riparian zone appears to be appropriate. However, staff note some issues for ADP's consideration below.

- The Spring Street façade is articulated on the architectural drawings to be rectangular bay projections which add articulation and visual interest. However, insufficient information is provided for the floors above, regarding materials, colour, and the potential for fenestration and/or signage.
- More clarity and detail regarding the architectural expression of a unified podium is required to enable comprehensive design assessment.
- The architectural drawings do not include a north elevation for the entire project, nor show any representation or design detail of the proposed pedestrian bridge on the west elevation, or how it connects with the podium.
- All residential units are accommodated within two tower forms which are slightly offset from each other in the plan. This affords maximized views from each tower, although outlook is compromised below the 12th floor by the east tower's much larger lower floor plates.
- The additional floor area between Level 3 to Level 12 of the east tower gives the impression of being 'tacked on', with massing that is not blended with the balance of the building. This is especially evident on the east elevation, where components appear assembled randomly, and where modifications introduced on the lower part of the tower seem forced and unresolved, and non-aligned with what occurs in the upper floors.
- Entrance points into the residential towers are vaguely defined within the podium and lack scale and identity. Some type of framing, canopy or other elemental articulation should be provided to give them presence and more comfortable scale, and to distinguish them from an equally weak expression of access into the grocery store. All entries require design refinement and stronger identity.
- The northwest CRU that faces the plaza could be recessed (as per renderings) to accommodate outdoor dining near the station.

Landscaping

Despite the intensive urban environment created by the proposal, and in addition to the urban greenway provided by the riparian zone, staff believe that significant effort has been made to maximize the introduction of landscaping, which as proposed is a rich and balanced mix of hardscape and softscape elements, arranged within creative and thoughtful concepts. Almost all the rooftops have been treated as landscaped environments.

Storm water management has been considered as an integral component of the design of both the public and private rooftops.

Issues and details on the Level 3 landscaping that staff believe require possible further exploration or refinement include:

- Irrigation and maintenance of all soft landscaping.
- Maintenance and security/management of all spaces.
- Maintenance access to the green roof suggested on the central amenity building.
- Viability of any Level 3 green areas extending below the overhang of the towers above.

- Questionable location of the community garden zone on the north side of the west tower, which will likely be in permanent shadow.
- Potential to increase the number of trees.

Compared with the high-quality design of the plaza and rooftops, staff believe that the landscaping along Spring Street is basic. More detail and the introduction of benches/seating areas, specialty lighting and other features, including the potential for public art, is suggested, while retaining and possibly adding more boulevard trees. On that point, staff are discussing internally what the Spring Street design standard should be to ensure that all developments are using the same integrated design standard.

Details on the Plaza and Overpass

More information is being sought from PCI on the details of the design, maintenance and other elements of both the plaza and the overpass.

Examples for the plaza include:

- Some of PCI's submission drawings note that plaza programming will include public washrooms and an end of trip facility, but they are not shown in other drawings in the submission.
- TransLink and MoTI have not yet had an opportunity to review the plaza design. This will be a high pedestrian traffic volume area. The design must accommodate that flow, including from both the station and overpass. Events in the plaza may conflict with pedestrian commuter traffic.
- If the plaza is to host events, then the design must accommodate this with services (e.g., grey water, potable water, power, garbage, storage, etc.). This is a major undertaking and would require a high level of ongoing maintenance.
- Details on how the plaza will be managed.

Examples for the overpass include:

- There are no details on the overpass design, with only very high level suggestions of what it might look like.
- There is no information on how the overpass will connect to the property on Murray Street, which PCI also owns. Is it envisioned to be integrated with a building or will it be standalone?
- Will there be stairs and an elevator or a ramping system?
- CPKC Rail and TransLink have not yet agreed to allowing this overpass above their operations and it is unknown what conditions they will place on it.
- Ownership and maintenance of the overpass.

Concluding Comments:

The proposal would provide 857 purpose-built rental units, including 43 below-market rental units, and desirable amenities within the Moody Centre TOD Area that would benefit both the development and residents in surrounding neighbourhoods. However, it should be noted that the amenity package is subject to the City reaching agreement with PCI on the financing of a number of these elements. In addition, there are other issues and concerns that will need to be addressed as part of a future submission such as:

- Metro Vancouver agreement on the daylit creek alignment.
- Improved building architecture.

- Additional details on the overpass.
- Additional details on the plaza.

Attachment(s)

1. Location Map
2. Zoning Designation Map
3. OCP Land Use and Building Height Designations Map
4. Spring William Street Relevant Development Permit Area 2 Design Guidelines
5. Architecture plans
6. Landscape Plans
7. Rezoning Booklet and OCP Framework
8. Conceptual Roadworks and Servicing Plan
9. Arborist Report
10. Energy Step Code Letter
11. Geotechnical Investigation Report
12. Parking and Loading Report
13. Sustainability Report Card

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Report Approval Details

Document Title:	ADP - OCP Amendment, Rezoning and Development Permit - 60 Williams Street and 3006-3020 Spring Street (PCI Developments).docx
Attachments:	<ul style="list-style-type: none">- Attachment 1 - Spring William Street-Location Map.pdf- Attachment 2 - Spring William Street-Zoning Map.pdf- Attachment 3 - OCP Land Use and Building Height Designations Map.pdf- Attachment 4 - Spring William Street Relevant Development Permit Area 2 Design Guidelines.pdf- Attachment 5 - Architecture Plans.pdf- Attachment 6 - Landscape Plans.pdf- Attachment 7 - Rezoning Booklet OCP-2.pdf- Attachment 8 - Conceptual Roadworks and Servicing Plan.pdf- Attachment 9 - Arborist Report.pdf- Attachment 10 - Energy Step Code Letter.pdf- Attachment 11 - Geotechnical_Investigation_Report.pdf- Attachment 12 - Parking and Loading Report.pdf- Attachment 13 - Sustainability Report Card.pdf
Final Approval Date:	Oct 20, 2023

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

Adam Shroff, Legislative Services Coordinator - Oct 20, 2023 - 3:04 PM

Michael Olubiyi, Manager of Development Planning - Oct 20, 2023 - 3:28 PM

Kate Zanon, General Manager of Community Development - Oct 20, 2023 - 5:15 PM