



City of Port Moody

Report/Recommendation to Council

Date: November 13, 2019
Submitted by: Planning and Development Department – Development Planning Division
Subject: OCP Amendment and Rezoning Application – 2002-2014 St. George Street and
2003-2009 St. Johns Street

Purpose

To present for Council consideration OCP Amendment Bylaw No. 3222, Rezoning Bylaw No. 3223 and Road Closure Bylaw No. 3225 to facilitate the redevelopment of the properties at 2002-2014 St. George Street and 2003-2009 St. Johns Street.

Recommended Resolution(s)

THAT City of Port Moody Official Community Plan, 2014, No.2955, Amendment Bylaw No. 23, 2019, No. 3222 (2002-2014 St. George Street and 2003-2009 St. Johns Street) be read first time as recommended in the report dated November 13, 2019 from the Planning and Development Department – Development Planning Division regarding OCP Amendment and Rezoning Application – 2002-2014 St. George Street and 2003-2009 St. Johns Street.

THAT Bylaw No. 3222 be read a second time.

THAT City of Port Moody Zoning Bylaw, 2018, No. 2937, Amendment Bylaw No. 24, 2019, No. 3223 (2002-2014 St. George Street and 2003-2009 St. Johns Street) (RM8) be read a first time.

THAT Bylaw No. 3223 be read a second time.

THAT Bylaw No. 3222 and Bylaw No. 3223 be referred to a Public Hearing to be held on Tuesday, January 14, 2020 at City Hall, 100 Newport Drive, Port Moody.

THAT City of Port Moody Road Closure Bylaw, 2019, No. 3225 – 2002-2014 St. George Street and 2003-2009 St. Johns Street be read a first time.

THAT Bylaw No. 3225 be read a second time.

THAT Bylaw No. 3225 be read a third time.

AND THAT notice of Council's intention to remove the road dedication from an opened portion of the St. Andrews Street road allowance and to dispose of the closed road

allowance be provided in accordance with sections 26(3) and 40 of the *Community Charter*.

Executive Summary

Bold Properties (New Barnet) LP has submitted an OCP Amendment and Rezoning Application in order to allow for a six storey, 163-unit development on the properties located between 2002-2014 St. George Street and 2003-2009 St. Johns Street. Key aspects of the proposal include:

- two six-storey buildings over a single parkade with access from St. George Street;
- an overall Floor Area Ratio (FAR) of 2.4;
- a mix of units from one-bedroom to three-bedroom + den suites ranging in size from 53.7m² (578ft²) to 122.5m² (1318.3ft²);
- 92 (57%) adaptable units;
- land dedication to enable an additional northbound travel lane and multi-use pathway on Clarke Road;
- improvements to the existing trail from the end of St. George Street to Moody Secondary School; and
- an affordable housing approach based on BC Housing's Affordable Home Ownership Program.

The developer is dedicating land along Clarke Road to enable road improvements and the construction of a multi-use path. Site consolidation, following dedication, will involve the closure of the opened portion of St. Andrews Street east of Clarke Road.

In order to permit the development, the following are required:

- adoption of an OCP amendment bylaw to alter the land use designation from '*Mixed Use – Moody Centre*' to '*Multi-Family Residential*' as the project does not incorporate any commercial use;
- adoption of a bylaw rezoning changing the zoning from '*Single Detached Residential (RS1)*' to '*Six Storey Apartment Residential Zone (RM8)*';
- adoption of a road closure bylaw to enable the closure of St. Andrews Street;
- if required, a housing agreement bylaw to establish the terms and conditions relating to the management of the proposed affordable home ownership program; and
- issuance of a development permit if the OCP amendment, rezoning and road closure bylaws proceed.

Background

Bold Properties (New Barnet) LP has submitted an OCP amendment and rezoning application for seven properties located at 2001-2014 St. George Street and 2003-2009 St. Johns Street as shown on the Location Plan (**Attachment 1**). The application proposes two, six-storey multi-family residential buildings consisting of 163 apartment units containing a mix of unit types and sizes, over underground parking. The two buildings are arranged around the perimeter of the

site enclosing a courtyard incorporating a variety of outdoor amenities. A project fact sheet is included as **Attachment 2**.

Key issues that have been considered by staff during the review include: the provision of an affordable housing component; the St. Andrews Street road closure; building design improvements to create a transition to the single family homes to the south; road improvements on Clarke Road; the provision of a multi-use pathway along Clarke Road; the Clarke Road/St. George Street intersection design and, the reconstruction of the pathway leading from the St. George Street cul-de-sac down the bank to Port Moody Senior Secondary School.

The application was reviewed by the Community Planning Advisory Committee (CPAC) on July 2, 2019 and the following resolution was passed:

CPAC19/005

Moved, seconded, and CARRIED

THAT CPAC provide the following comments on the proposed project as presented in the report dated June 18, 2019 from the Planning and Development Department – Development Planning Division regarding 2002-2014 St. George Street and 2003-2009 St. Johns Street:

- **provide additional details on the value of the affordable housing component of the project;**
- **explore potential partnerships for affordable housing other than with the City;**
- **consider live/work studio spaces within the project;**
- **consider the inclusion of curb space for ride-sharing services;**
- **investigate whether separated multi-use paths are appropriate;**
- **consider including rainwater capturing opportunities;**
- **encourage the inclusion of passive energy designs;**
- **provide motion-sensitive lighting in the corridors and parkades;**
- **encourage the retention of existing trees (such as the mature conifers);**
- **provide more details on the bird-friendly attributes;**
- **consider alternative colour-schemes that fit neighbourhood context;**
- **consider requiring replanting of native species as appropriate; and**
- **provide revised study of anticipated traffic impact.**

In terms of the affordable housing component, staff and the applicant are presently refining the details of the approach based on BC Housing's 'Affordable Home Ownership Program' as discussed later in this report. The remainder of the issues identified by CPAC are detailed design matters which the applicant has attempted to address and they will be discussed in

greater detail in conjunction with a report on the development permit if the OCP amendment and rezoning bylaws proceed.

Discussion

Site and Conditions

The development site consists of seven single-family lots located between St. Johns Street and St. George Street, on the east side of Clarke Road, as shown on the Location Plan included as

Attachment 1. The lots are developed with single family dwellings with the exception of the lot at 2005 St. Johns Street which is vacant.

The site slopes down by approximately 10.35m (34ft) from St. George Street to the northeast to St. Johns Street. The site is located at the top of a heavily-treed, steep bank that separates the site from the vacant property to the east. This bank varies in height from 12.2m (40ft) at the south end of the site to 3m (10ft) at the north end.

Surrounding development consists of:

- North: across St. Johns Street, developed three-storey multi-family buildings (RM4), which are designated Multi-Family Residential in the OCP up to a maximum of three storeys;
- East: the former Barnet Hotel site (C5), now vacant, which is designated in the OCP for mixed-use development up to six storeys in height and is the subject of a current development application;
- South: Single Detached Residential (RS1) lots, which are proposed to remain Single Family Low Density under the OCP; and
- West: across Clarke Road are five undeveloped properties, including one private RS1 lot and four City parcels zoned Civic Service (P1).

Official Community Plan

The subject property is designated Mixed Use – Moody Centre which allows for mixed commercial/residential development up to a maximum height of six storeys. The site is also situated within the Evergreen Line Westport Sub-Area. Sub-Area Policy 15.5.1.4 anticipated that the subject lots and the adjacent vacant Barnet Hotel site would be developed based on a comprehensive site plan addressing site access, existing grades and compatibility with surrounding uses. The Sub-Area Policy also indicated that that commercial uses would be limited to the St. Johns Street and Albert Street frontages. The site is located within Development Permit Area 1, which regulates the form and character of development in neighbourhoods and the east portion of the site is designated as an Environmentally Sensitive Area (Development Permit Area 4) for the protection of the existing tree resource on the bank to the east.

Zoning: The subject properties are currently zoned Single Detached Residential (RS1).

The OCP and Zoning designation maps are included as **Attachment 3**.

Analysis

Development Proposal Description

The development proposal consists of two, six-storey apartment buildings enclosing an outdoor amenity courtyard over a parking structure with access off St. George Street. Project details include:

- 163 apartment units including:
 - 79 (48.5%) studio, one-bedroom and one-bedroom and den units ranging from 42.9m² (462.5ft²) to 67.8m² (729.7ft²);
 - 74 (45.4%) two-bedroom and two-bedroom and den units ranging from 70.8m² (762.3ft²) to 93.4m² (1005.8ft²);
 - 10 (6.1%) three-bedroom and three-bedroom and den units ranging from 95.7m² (1,029.8ft²) to 106m² (1140.8ft²); and
 - 92 (56.4%) adaptable units;
- a total floor area of 13,851.2m² (149,092.96ft²), which results in a Floor Area Ratio of 2.4;
- 219 resident parking spaces and 27 visitor spaces;
- 270 long- and short-term bicycle parking spaces, which satisfies the Zoning Bylaw requirement of 258 spaces;
- 123.6m² (1,330.4ft²) of common indoor amenity space; and
- approximately 477m² (5,134.4ft²) of common outdoor amenity space within the central courtyard (excluding the landscaped areas) plus 252m² (2,720ft²) of communal outdoor roof deck spaces. The total indoor and outdoor amenity areas amount to 852m² (9,177ft²) or 5.22m² (56.3ft²)/unit, exceeding the Zoning Bylaw requirement of 3m² (32.3ft²)/unit.

The following Table 1 compares the project elements to the RM8 zoning regulations and other regulations relating to parking, bicycle parking, adaptable units and, amenity area. As illustrated, the project meets and exceeds the RM8 Zone regulations with the exception of the rear (south) setback (shown bolded) which is 0.84m (2.76ft.) short of the RM8 requirement. Staff propose that the site be rezoned to RM8 and the non-conformity be addressed through a variance in conjunction with the development permit if the project proceeds.

Table 1 – Zoning Comparison

Zoning Regulation	RM8 Zone/Other Regs.	Proposal
Density (FAR)	2.4	2.4
Height	21.5m (70.5ft) and 6 storeys, whichever is less	N. Bldg. – 17.46m (57.3ft.) S. Bldg. – 18.8m (61.68ft)
Lot Coverage	60%	56.5%
Setbacks		
- Front	3.0m (9.8ft.)	Front (North) – 5.48m (18ft.)
- Rear	4.5m (14.76ft.)	Rear (South) - 3.66m (12ft.)
- Side	3.0m (9.8ft.)	Side (East/West) – 5.45m (18ft.)/ 3.81m (12.5ft.)

Parking		
- Resident	208	219
- Visitor	27	27
Bicycle Parking		
- Long and short term	258	270
Adaptable Units	Min. 50%	56.4%
Amenity Space	3m ² (32.3ft.) / Unit	5.22m ² (56.2ft ²) / unit

Reduced site, architectural, and landscape drawings are included as **Attachment 4**.

Road Dedication and Intersection Design:

In accordance with the Master Transportation Plan, the developer will reconstruct a portion of Clarke Road and St. Johns Street to include a second northbound travel lane, a dedicated southbound left turn lane from Clarke Road to St. George Street and a multi-use pedestrian/cycling pathway along the east side of Clarke Road. The purpose of these measures is to improve traffic flow and safety, improve pedestrian safety and to incorporate improvements to the cycling network. To implement these improvements, the developer will dedicate a portion of the properties at 2002 St. George Street and 2003 St. Johns Street.

The proposed unsignalized St. George Street/Clarke Road intersection design will enable all-directional movements with the exception of left turns from St. George Street to southbound Clarke Road. Traffic wishing to proceed southbound will travel up Seaforth Way to Seaview Drive and access Clarke Road at a new signalized intersection.

Site Consolidation

Following dedication, the applicant will purchase the open portion of the St. Andrews Street road allowance to consolidate the site which requires a road closure bylaw. **Attachment 5** illustrates the area to be dedicated and the St. Andrews Street road allowance to be closed.

Affordable Housing – BC Housing Affordable Home Ownership Program

As indicated in the letter from Bold Properties (**Attachment 6**), the applicant is presently working with staff and BC Housing to refine an affordable housing approach for 100% of the units in the project utilizing BC Housing's 'Affordable Home Ownership Program' (AHOP). The goal of the Program is to create new ownership homes that are affordable for eligible middle income households with incomes between \$112,000 and \$155,000, don't own a home, and who currently reside in an qualifying rental unit.

Briefly, affordability is achieved by contributions from three parties: developer, through a reduced profit margin; BC Housing, through low-cost interim construction financing and, as is currently being proposed by the developer, the City of Port Moody, through a deferral of all fees and charges, land contributions, etc. These contributions are then used to lower the amount of a first mortgage by 10-20%. That reduction is secured as a second (AHOP) mortgage held by BC Housing which will be interest free and payment free for 25 years which effectively increases the affordability for purchasers. When the unit is sold (or the amortization period ends), the AHOP mortgage is required to be paid out and those funds will be returned by BC Housing to the City's Affordable Housing Reserve Fund to the City's deferred fees and charges. The funds being returned to the City do not only include the City's deferred revenue but also the developer's subsidy and the value of BC Housing's contribution. That amount may either be more or less than the initial mortgage amount depending upon whether the unit increases or decreases in value.

At this point, the details as to how this program will be applied to the subject project have not been finalized and staff will come back with a final proposal for Council's consideration prior to adoption of the required bylaws and issuance of a development permit. Staff tentatively support the program outline for the purpose of the Public Hearing on the basis that BC Housing would

be involved, it would offer first time home owner options as well as having the potential of freeing up 162 rental units elsewhere.

Form and Character

The project is situated within Development Permit Area 1: Neighbourhood Residential and the project generally addresses the applicable design guidelines. This will be addressed in detail at the development permit stage if the required bylaws proceed. Of note, the south building has been redesigned with a significant stepped break in the upper levels in order to reduce the massing of the building and ease the transition to the single family homes across St. George Street. This break is shown on **Attachment 4, Sheet A3.0** and varies between 9.4m (31ft) at the 4th level and 23.3m (76.5ft) at the 6th level.

Sustainability Report Card

The current Sustainability Report Card is included as **Attachment 7** and the project is standing at a score of 68%.

Sustainability Pillar Application	Cultural	Economic	Environmental	Social	Overall Total
2002-2014 St. George Street and 2003-2009 St. Johns Street	57% (4 out of 7)	100% (7 out of 7)	72% (43 out of 57)	51% (18 out of 35)	68%

Implementation

Implementation of this project requires:

- an amendment to the OCP to change the land use designation from 'Mixed Use – Moody Centre' to 'Multi-Family Residential' to reflect the fact that the project does not contain any commercial use. In support of the proposed amendment, the applicant provided a Letter of Opinion (**Attachment 8**) from a commercial brokerage firm which indicates that the location of the site and the access challenges suggest that the site is not one that would support commercial use. CPAC encouraged the developer to incorporate live-work units in the project but that use is not permitted in the RM8 Zone. The RM8 Zone does allow for home occupations subject to the regulations in sections 5.2.3(a) and (b) of the Zoning Bylaw and the developer has offered to ensure that a future strata council cannot prohibit that use which may have to be implemented through a restrictive covenant as a condition of a development permit. To implement the land use change, OCP Amendment Bylaw No. 3222 is included as **Attachment 9**;
- rezoning from 'Single Detached Residential (RS1)' to 'Six-Storey Apartment Residential Zone (RM8)'. Rezoning Bylaw No. 3223 is included as **Attachment 10**;

- closure of the opened portion of St. Andrews Street to enable the consolidation of the site. Road Closure Bylaw No. 3225 is included as **Attachment 11**; and
- a Housing Agreement Bylaw to implement the affordable housing approach if required.

If the above Bylaws proceed, a development permit will be presented to Council for consideration at the time the Bylaws are ready to be considered for Adoption.

Concluding Comments

The proposed development while requiring an OCP amendment to eliminate the requirement for commercial use, is otherwise in conformance with the six storey built form policies established in the OCP. The development has generally addressed the applicable development permit area design guidelines to the satisfaction of staff. The Affordable Home Ownership Program will enable more buyers to enter the ownership market and potentially free up rental units in the City. Overall, this project will provide some variety of housing sizes for different segments of the market and given the proximity to transit, schools and commercial uses on St. Johns Street, it represents a positive addition to the community. If the project proceeds, a further report relating to the Affordable Home Ownership Program and development permit will be provided for Council's consideration.

Other Option(s)

1. THAT City of Port Moody Official Community Plan, 2014, No. 2955, Amendment Bylaw No. 23, 2019, No. 3222 and City of Port Moody Zoning Bylaw, 2018, No. 2937, Amendment Bylaw No. 24, 2019, No. 3223 (3105-3113 St. Johns Street) (CD 75) be given first reading only and that the applicant be requested to work with staff on an updated affordable housing proposal prior to second reading and Public Hearing.

THAT the staff report dated November 13, 2019 from the Planning and Development Department – Development Planning Division regarding OCP Amendment and Rezoning Application – 2002-2014 St. George Street and 2003-2009 St. Johns Street be received for information and that the applicant be requested to update the proposal by addressing the following concerns / suggestions

Financial Implications

Community Amenity and Public Art Contributions

The applicant is required to pay the Community Amenity Contribution (CAC) amount which will be established at the development permit stage once the final residential floor area is confirmed and prior to the adoption of Rezoning Bylaw No. 3223. Based on a current gross residential floor area of 14,035m² (151,072.8ft²) at \$6.00/ft², the contribution would be in the order of \$900,000. Of that total, approximately \$300,000 would be directed to the Affordable Housing Reserve Fund and the remaining \$600,000 would go towards general community amenities.

The applicant has committed to provide 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 \$37,800,000, the contribution would be \$189,000.

The CAC and the Public Art Reserve Fund contribution are payable prior to adoption of the OCP Amendment Bylaw No. 3222 and Rezoning Bylaw No. 3223 unless receipt is deferred to support the implementation of the Affordable Home Ownership Program.

Implications of City contributions for affordable ownership program

If Council is supportive of the Affordable Home Ownership Program approach for the project, then it may include deferring all or some of fees and charges above, as well as the proceeds of the land sale of St. Andrews Street, to be paid back overtime through BC Housing once the second mortgages are paid out by owners. The City's deferral of all fees and charges would be one of three sources of financial support for the affordable ownership program. The financial implications for the City have not yet been fully evaluated.

Staff note that the proposed new DCC bylaw is envisioned to provide partial waivers for affordable housing rental units, but not for ownership units. The policies for CAC's do offer in kind contribution options. For land sales proceeds there is no formal policy. To date, the City has not financially contributed to all but 1 affordable housing project (St. Andrews) and in that context the City's support would constitute a entire new approach in supporting affordable ownership housing options. If supported by Council, staff would continue to work with the developer and BC Housing to further discuss this proposal prior to Council confirming any commitments regarding contributing to the program through a full or partial deferral of fees and charges.

Communications and Civic Engagement Initiatives

In accordance with the City's Public and Stakeholder Consultation for Major Development Projects or Area Plans policy, the applicant held a Community Information Meeting on May 23, 2019 to engage the public about the proposal and solicit feedback. The meeting was attended by 24 residents and a total eight feedback responses were received. Comments received related to:

- the parking and safety impacts associated with the additional traffic on Seaforth Way;
- the proposed design of the intersection of St. George Street and Clarke Road and the absence of a signalized intersection;
- implications for emergency access/egress due to the limited access off St. George Street;
- a suggestion that a road connection be provided through the former Barnet Hotel site to Albert Street;
- the impact of the building on views from the surrounding neighbourhood; and
- the need for designated on-street service vehicle parking.

As noted previously in the report, the proposed Clarke Road and St. George Street intersection will not be signalized for operational reasons due to the grade of the road. In order to ensure that a potentially dangerous situation is not created, the intersection design will not allow for southbound left turns from St. George Street onto Clarke Road. This will necessitate that southbound traffic utilize Seaforth Way and Seaview Drive to enter Clarke Road at a signalized intersection.

Due to the steep bank and the riparian area associated with South Schoolhouse Creek to the east and the fact the site is being developed as a single site, access through to Albert Street will not be possible.

The St. George Street road allowance will be rebuilt as part of the project and a pull out bay will be provided on the north side to allow for deliveries and parking.

Should this rezoning application proceed to a Public Hearing, notices will be sent to adjacent properties within a 140m radius of the site and will be advertised in the local newspaper in accordance with the Development Approval Procedures Bylaw and the *Local Government Act*.

Council Strategic Plan Objectives

The proposal is consistent with the strategic priority of Community Evolution in the 2019-2022 Council Strategic Plan 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 Official Community Plan.

Attachments:

1. Location Plan.
2. Application Fact Sheet.
3. OCP Land Use and Zoning Designation Maps.
4. Reduced Site, Architectural and Landscaping Plans.
5. Plan Showing Dedication and Road Closure Areas.
6. Sustainability Report Card.
7. Letter from Bold Properties regarding the Affordable Home Ownership Program.
8. Report From Commercial Real Estate Consultant.
9. Draft City of Port Moody Official Community Plan, 2014, No. 2955, Amendment Bylaw No. 23, 2019, No. 3222.
10. Draft City of Port Moody Zoning Bylaw, 2018, No. 2937, Amendment Bylaw No. 23, 2019, No. 3223.
11. Draft City of Port Moody Road Closure Bylaw, 2019, No. 3225.

Report Author

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Report Approval Details

Document Title:	OCP Amendment and Rezoning - 2002-2014 St. George Street and 2003-2009 St. John Street.docx
Attachments:	<ul style="list-style-type: none">- Attachment 1 to Council Report (Location Plan).DOCX- Attachment 2 to council report (Fact Sheet).DOCX- Attachment 3 to Council Report.DOCX- Attachment 4 - architectural and landscape plans.PDF- Attachment 5 to council Report.DOCX- Attachment 6 - Sustainability report Card.PDF- Attachment 7 - Letter from Bold Properties re Affordable Home Ownership Program.PDF- Attachment 8 - Letter from Commercial Real Estate Consultant.PDF- Attachment 9 - OCP Amendment Bylaw 3222.DOCX- Attachment 10 - Rezoning Bylaw 3223.DOCX- Attachment 11 - Road Closure Bylaw .DOCX
Final Approval Date:	Nov 19, 2019

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

Rosemary Lodge, Manager of Communications and Engagement - Nov 15, 2019 - 3:20 PM

Paul Rockwood, General Manager of Finance and Technology - Nov 18, 2019 - 8:43 AM

André Boel, General Manager of Planning and Development - Nov 18, 2019 - 11:07 AM

Tim Savoie, City Manager - Nov 19, 2019 - 8:57 AM