



City of Port Moody

Report/Recommendation to Council

Date: April 20, 2020
Submitted by: Planning and Development Department – Development Planning Division
Subject: Early Input – (Pre-App) OCP Amendment - Rezoning (Mixed-Use and Multi-Family) – Coronation Park (Wesgroup Properties)

Purpose

To provide Council with an opportunity to provide early input on a Pre-Application for an OCP Amendment and Rezoning for a significant multi-family development with a minor amount of commercial space in the Coronation Park neighbourhood. The applicant has requested Council direction on several specific questions.

Recommended Resolution(s)

THAT staff and the applicant consider the comments provided during the Committee of the Whole meeting held on May 19, 2020 regarding the Pre-Application presented in the report dated April 20, 2020 from the Planning and Development Department – Development Planning Division regarding Early Input – (Pre-App) OCP Amendment – Rezoning (Mixed-Use and Multi-Family) – Coronation Park (Wesgroup Properties);

AND THAT, notwithstanding the Coronation Park Development Application Requirements Policy, staff be authorized to receive an OCP amendment and rezoning application that proposes land assembly and a road network and grades that vary from the Policy and that the applicant be advised to take into consideration comments provided both by the Committee and by staff within this report in drafting that proposal.

Executive Summary

Wesgroup has potentially assembled a significant number of individual lots in the Coronation Park neighbourhood. Such an assembly provides the opportunity to realize the OCP's new vision for the neighbourhood in an efficient and rational manner. Wesgroup's Pre-Application relates to 59 of 66 properties located south of Guilford Drive within the Coronation Park Neighbourhood Plan Area. The Coronation Park Neighbourhood Plan identifies the opportunities for a variety of land uses, including High-Rise Residential, (High-Rise) Mixed-Use Inlet Centre, Low-Rise Residential, and Parks and Open Space. Development in this neighbourhood is also guided by the Coronation Park Development Application Requirements and Coronation Park Transportation Study. Wesgroup's proposal would require amendments to some of those OCP policies, as well as a rezoning.

Key elements of the proposal include:

- a proposed Floor Area Ratio (FAR) of 4.4, or 226,910m² (2,442,446ft²), accommodating approximately 2,800 residential units and 1,114m² (12,000ft²) of neighbourhood serving commercial;
- a built form including six high-rise towers of in the range of 32-36 storeys, each with a six-storey podium and five low-rise buildings of six storeys;
- approximately 50 affordable rental units (with rents 10% below CMHC average rental rates) and 450 market rental units;
- approximately one acre of park space, in the form of a linear park running east-west through the centre of the site; and
- a road network based largely on existing site grades.

Based on the review of the application, an OCP amendment would be required for: an increase in the allowable building heights; an increase in the tower floor plate size; and a reduction in the encouraged minimum tower separation. An amendment to the Coronation Park Development Application Requirements Corporate Policy will also be required in relation to the proposed road network and grading plan.

Additionally, key specific matters upon which the applicant is seeking direction at this time include:

- a modified road network and grading plan;
- the concept of a linear neighbourhood park;
- how lots that are not part of an application will be accommodated;
- the proposed design concept of six high-rise towers ranging between 32 and 36 storeys, with six-storey podiums, as well as six-storey low-rise buildings; and
- whether the City is able to commit to working with Wesgroup to achieve rezoning enactment by June 2022.

This is a large and complex development proposal, with many issues that would need to be examined in more detail as part of a full application. However, staff believe that what Wesgroup has provided as part of their Pre-Application provides a good starting point for moving into a full OCP amendment and rezoning application.

Background

A Pre-Application was received for the majority of properties within the Coronation Park Neighbourhood Plan area, south of Guilford Drive, from Wesgroup Properties on March 4, 2020. A location map is included as **Attachment 1**. It is noted that the six properties to the north of Guilford Drive, including the large townhouse site (Balmoral Place) and the Esso gas station at the corner of Ioco Road and Barnet Highway, are not included as part of this application. Of the 59 residential properties that form part of the Wesgroup land assembly, Wesgroup has 48 either under their ownership or under offer, have no agreement with the three properties located at 114, 125, and 129 Buckingham Drive, and are in negotiations with eight additional properties. Wesgroup anticipates being able to assemble all but three of the residential properties, although there is still the possibility that one or more of the three may become part of the assembly.

The Pre-Application process provides an opportunity for the applicant to receive early input from staff and the Committee of the Whole prior to the applicant submitting a full OCP amendment and rezoning application. As a preliminary application, there is no obligation for Council to take a position at this time. However, this report provides Council with the opportunity to offer such early input, which the applicant is specifically seeking.

Land Use Policies:

In 2017, Council amended Port Moody's OCP to include the Coronation Park Neighbourhood Plan (section 15.3.1), which outlines a new vision for this neighbourhood: a transit-oriented, pedestrian-friendly, and bike-friendly community that has a range of housing forms and types in close proximity to shops, amenities, and public transit. The Plan includes opportunities for a variety of land uses, including High-Rise Residential, (High-Rise) Mixed-Use Inlet Centre, Low-Rise Residential, and Parks and Open Space. An OCP map is included as **Attachment 2**, as is section 15.3.1 of the OCP (**Attachment 3**), which includes key policies to govern the future development of the neighbourhood. The OCP provides for a central area housing a one acre park and low-rise (four-storey) residential buildings, and with 26-storey residential buildings (three-storey podiums) on the south, west, and north edges of the neighbourhood.

In 2018, Council approved funding for a transportation analysis of the OCP amendment for this neighbourhood. Working with the City of Coquitlam, the City of Port Moody completed the Coronation Park Transportation Study, which includes a recommended road network with new neighbourhood access points. The study proposed a long-term connection in Coquitlam, between Palmer Avenue and Barnet Highway, which was selected based on existing grades, regrading within the neighbourhood, and the potential impact on the surrounding arterial road network. An interim access point, just east of the gas station site, with only right-turn movements permitted when entering or exiting the neighbourhood, is proposed to support access to the neighbourhood for residents and construction vehicles during development of the area. On May 28, 2019, Council approved a Corporate Policy (**Attachment 4**) to guide redevelopment in the area, which includes a road network and grading plan derived from the draft version of the Coronation Park Transportation Study.

Corporate Policy – 13-6410-2019-01 – Coronation Park Development Application Requirements helps guide future development of this neighbourhood. The goal of the Policy is to ensure orderly neighbourhood re-development with the following goals:

- re-development is in accordance with the attached Future Road Network Plan, including pedestrian and bicycle connectivity;
- re-development that realizes the identified grades needed for the future road network;
- during the transformation, continued access for existing homes is provided;
- new development does not create or leave individual orphaned parcels;
- new development does not preclude or sterilize re-development of other sites;
- construction traffic impacts on existing neighbourhoods and homes are managed; and
- costs for roads, storm water management, servicing, and amenities, including parks are distributed among individual developments throughout the Coronation Park Neighbourhood Plan Area.

It is noted that the General Manager of Planning and Development is authorized to accept or refuse Development Applications based on this Policy, but that exceptions to this Policy require Council approval.

Property Description

The site area (**Attachment 1**) includes all those residential properties that Wesgroup is in the process of assembling, as well as 114, 125, and 129 Buckingham Drive. The total site area is 59,950m² (645,301ft²), which includes of 49,534m² (533,189ft²) of private property and 9,486m² (102,112ft²) of City road right-of-way.

Neighbourhood Context

All of the properties in the portion of Coronation Park that Wesgroup is the process of assembling are zoned as One-Family Residential (RS1). A zoning map is included as **Attachment 5**.

Surrounding development includes:

- North: across Guilford Avenue, properties also within the Coronation Park Neighbourhood Plan area are zoned Semi-Detached and Townhouse Residential (RM1) and are designated High-Rise Residential in the OCP. Newport Village lies beyond these properties to the north;
- East: across Balmoral Drive is Coquitlam, including the former Coronation Park School site, which is currently designated and zoned for school use, although in Coquitlam's Draft City Centre Area Plan (November 2019), it is designated as high-density apartment residential development along with eight properties on Palmer avenue currently zoned One-Family Residential (RS-1) and one property zoned Two-Family Residential (RT-1);
- South: immediately to the southwest of the site is the Esso Gas station, which is zoned Service Station Commercial (C4) and designated Mixed Use Inlet Centre in the OCP. Across Barnet Highway are Inlet Centre SkyTrain station (south station house), and properties zoned Automobile Sales and Service (C5) and designated Mixed Use Inlet Centre in the OCP; and
- West: across loco Road is Inlet Centre SkyTrain Station (north station house) is Suterbrook which is governed by a Land Use Contract, and the vacant site at 130 loco Road, which is zoned CD40, allowing for a 24-storey high-rise mixed-use development. These properties are designated Mixed Use Inlet Centre in the OCP.

Wesgroup Proposal

The Pre-Application is at a high-level of design and is focussed on establishing certain key aspects of the development, including: the proposed road network; site grading; the size and location of development parcels; land use, including: uses, building heights, massing, density, number of units; park location and format; and potential incorporation for future development of lots not under contract or negotiation. The letter of intent from the proponent is included as **Attachment 6**, as are a conceptual Site Plan and Elevations as **Attachment 7**.

Key elements of the Wesgroup proposal include:

- Density: total site area of 51,641m² (555,863ft²) and a proposed Floor Area Ratio (FAR) of 4.4, or 226,910m² (2,442,446ft²), accommodating approximately 2,800 residential units;
- Built-Form: including six high-rise towers of ranging between 32-36 storeys each with six-storey podiums and five low-rise buildings of six storeys;
- Use: in addition to residential use, the potential inclusion of both a small amount (1,114m² / 12,000ft²) of neighbourhood serving retail space and additional space (undefined at this point) for a daycare;
- Affordable Housing: approximately 50 affordable rental units (with rents 10% below CMHC average rental rates) and 450 market-rental units;
- Park: approximately one acre of park space, in the form of a linear park running east-west through the centre of the site;
- Road Network: as an alternative to the regraded road network contemplated in the Neighbourhood Plan, an amended road network, very similar in layout but different in that it is based largely on existing site grades, as shown in **Attachment 8**. It is estimated that the amended network would result in 8,215m² (88,433ft²) of City road right-of-way being retained and 1,270m² (13,679ft²) of closed road being incorporated into the developable site area.

Official Community Plan Policy

Based on the preliminary proposal submitted, an OCP amendment would be required for the following:

- an increase in the allowable building height in the area designated as High-Rise Residential from 26 to a range of 32-36 storeys and an increase in allowable podium heights from three to six storeys;
- the inclusion of an additional high-rise tower in the area designated for Low-Rise Residential (four storeys);
- an increase in the allowable height in the area designated for Low-Rise Residential from four to six storeys;
- an increase in the encouraged maximum tower floor plate size from 7,534ft² to 8,000ft² and;
- a reduction in the encouraged minimum tower separation from 196ft to approximately 120ft.

Through the Coronation Park Neighbourhood Plan process, it was estimated that the potential number of residential units within the whole neighbourhood, including the properties to the north of Guilford Drive, would be approximately 2,225, with an estimated population of 4,450.

In relation to amenity requirements, any redevelopment of the site would also be subject to the City's Community Amenity Contribution (CAC) Program, density bonus requirements, and the Development Cost Charges Bylaw. In addition to the above, the application would be subject to Council Corporate Policy: Interim Affordable Housing Guidelines, which outlines the expectations around the provision of affordable housing units, and also to the Public Art Policy, which encourages the provision of public art as part of new development.

Discussion

Planning Review:

The Pre-Application submission is still at a high level and, as such, the plans and elevations are rudimentary in nature and the comments below are therefore reflective of this. Any full application would be required to meet applicable design guidelines for this form of development.

Density and Built-Form: the proposed density of 4.4 FAR, with approximately 2,800 residential units proposed is over and above what was envisaged through the Neighbourhood Plan process, which estimated approximately 2,225 units for the entire neighbourhood, including the properties north of Guildford Drive. In terms of the building heights, increases from the current four- and 26-storey limits are proposed throughout the neighbourhood, with towers of 32-36 storeys proposed with six-storey podia and multi-family buildings. Tower separation varies, but at a minimum is 120ft, with floor plates of 8,000ft².

In considering the density being proposed and associated built-form, it is important to note that the site represents Well Served Development under City policies given its proximity to both rapid transit and commercial and recreational services, and would also see the development of a park. These matters are key considerations in the Corporate Policy: Prioritizing Higher Density Development, that Council will take into account when reviewing applications to amend the OCP. Given the identified importance of proximity and accessibility to rapid transit and services, in order to justify the proposed OCP amendment, it will be necessary to create and prioritize pedestrian and cyclist connectivity through the site (e.g. via City roads and park space, and also statutory rights-of-way) and to adjacent uses. Through this process it will be necessary to identify the need for key improvements to pedestrian and cyclist infrastructure required to achieve this.

Also noted is that additional density and building heights on the site would result in the ability of the development to contribute additional amenities as part of the project. These amenities could include, for example, additional land for park space (given the smaller floor plate of buildings compared to a lower-rise built-form); other built amenities, such as park improvements, affordable housing and daycare space etc.; and/or financial contributions through the City's Community Amenity Contribution (CAC) Program and density bonus requirements.

Urban Design: Regardless of the density and building heights proposed, urban design elements will be a key consideration in any future application. Given the high-level nature of the plans at this point, a detailed design review has not been undertaken, but the following will be key considerations in any future review:

- **Grade Transition:** given the significant grade transitions across the site, particularly from the northeast corner to the northwest corner, it is important that development is designed in order to step with the grade so that development addresses the streetscape. Such consideration should include loco Road, with uses designed to address the street (e.g. exploring the possibility of having units fronting out directly onto the street);
- **Site Layout:** location of towers, including tower separation, and six-storey buildings (building length and footprint) will need to be further considered. The tower proposed within the area currently designated for Low-Rise Residential development is also the furthest distance from the SkyTrain station and neighbouring commercial amenities and

its placement needs closer examination. View impact analysis and shadow studies will also be required as part of any future application. As identified in the OCP, new buildings adjacent to the park shall front or face the park and be designed to minimize overshadowing, through stepping back of building heights away from the park. Through an OCP amendment and rezoning application, there is an opportunity to revisit the OCP and proposed massing to arrive at a preferred massing and site plan; and

- Height, Massing, and Built-Form: If an increase in building heights is to be considered, architecturally significant designs should be employed, particularly for the towers. Ensuring that buildings address the streetscape and provide a pleasant pedestrian environment will be important. A mix of three to six storeys for both the tower podia and low-rise forms should also be considered, including the setting back of upper storeys on six-storey buildings. The current layout, particularly within the low-rise portion of the site, includes large buildings, which appear to offer few breaks in the streetscape and may impact connectivity through the site.

Commercial Space: The 1,114m² (12,000ft²) of neighbourhood serving commercial space is a relatively small component, when compared to the amount of residential density. This is something that may be considered further, as part of any future application, taking into account additional uses and amenities within the development, the significant neighboring commercial services within Suterbrook Village and Newport Village and the connectivity of the site to those locations.

Affordable Housing: The OCP encourages the provision of a range of housing forms and tenures to meet the needs of different segments of the market. These policies include:

- Meeting City needs through a variety of housing types and forms and tenures, providing residential accommodation ranging from affordable to affluent to serve the needs of a wide range of people, including families, singles, seniors, and those with special needs;
- Creating pedestrian oriented neighbourhoods which provide the necessary and appropriate amenities, affordable housing, as well as social and cultural facilities to foster a sense of community cohesion and identity; and
- Encouraging a mix of rental, strata, and freehold housing units in proximity to transit stations.

On March 17, 2020, Council supported the adoption of the Interim Affordable Housing Guidelines Corporate Policy. Council has indicated in this policy an expectation or ambition to request that 15% of the residential units be below-market rental units. The current proposal of 50 affordable rental units, (with rents 10% below CMHC Average rental rates) and 450 market-rental units represent 17.8% of all units proposed, with the affordable component making up less than 2%. Staff believe that increasing the number of affordable units within the rental component should be considered further. Wesgroup has indicated that they are willing to work with the City to find a mix of housing options that is desirable for all parties, but that the costs of affordable housing and rental housing must be considered when discussing density bonus calculations and the overall amenity package.

Lots Not Included as Part of a Development Application: Corporate Policy – 13-6410-2019-01 – Coronation Park Development Application Requirements includes the following goals in relation to remaining lots as lots develop in the neighbourhood:

- new development does not create or leave individual orphaned parcels;
- new development does not preclude or sterilize re-development of other sites; and
- construction traffic impacts on existing neighbourhoods and homes are managed.

As noted, Wesgroup is seeking to acquire all the lots shown in **Attachment 1**, although they have indicated that they may be unable to include the lots at 114, 125, and 129 Buckingham Drive at this time. Also, the Esso station at the corner of Ioco Road and Barnet Highway is not part of the assembly being sought.

As part of their submission, Wesgroup has included three Site Plans (**Attachment 7**), one that includes the lots at 114, 125, and 129 Buckingham Drive as part of a future application, one that shows the existing houses remaining, and one that shows them as future park. Staff believe that the City should consider an OCP amendment and rezoning application for the Wesgroup land assembly (subject to confirming which parcels are ultimately not included). However, staff do not believe that the concept of those parcels being eventually acquired by the City at fair market value and turned into park is plausible given the significant cost and need for any park to be ideally situated. Again, this is also a topic that will need further analysis at the full application stage.

Parcels not part of any future application, including the Esso gas station, would therefore need to be left with a practical development potential that can be demonstrated by Wesgroup. In relation to the gas station, it is currently operating successfully and the owner (7-11 Corporation) has indicated to both Wesgroup and, in the past, to staff, that it has no interest in being part of any redevelopment of the neighbourhood in the foreseeable future. However, given the landmark location of the site, and potentially its role in the connection of the neighbourhood to the SkyTrain station, both visually and physically, this should be factored into the current proposal (e.g., access, building interfaces, and setbacks). Staff feel that this is feasible, but it will need to be further considered in any future application.

As the current proposal does not include every parcel in the prescribed consolidation areas of the Corporate Policy, Council direction is needed on whether staff can accept a future application, as is recommended by staff.

Transportation: Road Network

As referenced above, at the Closed Meeting of Council held on May 28, 2019, Council endorsed the Coronation Park Neighbourhood Transportation Study and also adopted Corporate Policy – 13-6410-2019-01 – Coronation Park Development Application Requirements, which outlines prerequisites, conditions, and requirements for the acceptance of development applications in the Coronation Park Neighbourhood Plan Area. Such prerequisites include those related to the future road network and specifically: the need to factor in regrading of the neighbourhood to incorporate a future road network and an interim access point just east of the gas station, with only right-turn movements permitted when entering or exiting the neighbourhood, which is

proposed to support access to the neighbourhood for residents and construction vehicles during development of the area.

The study envisaged significant regrading of the neighbourhood to incorporate an altered road network to improve the grades for accessibility within the neighbourhood area. Wesgroup's proposal is to not significantly alter the existing grades within the neighbourhood, but to make only minor changes to grade and primarily work with the existing grades. This change to the grade changes that were envisaged in the Corporate Policy, is proposed primarily to limit the negative impacts the resulting retaining walls would have on the streetscape and neighbouring properties on the north side of Guilford Drive. Based on an initial staff review of the application, the proposed road design generally reflects the expectation of the connectivity of the network, though some revisions may be required to improve accessibility. Road grades of Guilford Drive could be maintained to address constructability as long as a fully accessible route was also provided internally (e.g., through the park system). The remainder of the road network will need to achieve an accessible standard. Consideration may be given to maintaining existing steeper road grades that can still safely be used by all users as long as a fully accessible route is identified between Balmoral Drive and Ioco Road. A comprehensive Traffic Impact Analysis, which is a standard requirement for the vast majority of rezoning applications for multi-family and commercial/mixed-use developments, would also be required with any future development application.

As the grading in the area is different than prescribed in the Corporate Policy Council, direction is needed whether staff can accept a future application, as is recommended by staff.

Transportation: General

The Coronation Park Neighbourhood Plan envisions Coronation Park as a transit-oriented, pedestrian and bike friendly community that is made up of a range of housing forms and types, in close proximity to shops, amenities, and transit. Accordingly, the OCP states that redevelopment of Coronation Park is encouraged to support alternative transportation modes, and shall include pedestrian and cycling infrastructure, including a pedestrian/bicycle overpass to Inlet Centre Station, and on-road separated bike lines connecting the neighbourhood to surrounding areas.

Given the importance of these elements, a comprehensive transportation study will be needed that specifically addresses the needs of both pedestrians and cyclists. Such an analysis would: look at key routes through the neighbourhood and connections to the wider neighbourhood, particularly to the SkyTrain station, but also to other neighbourhood amenities; and take into account the number of future residents and the likely volume of use of key routes and connections. It is envisaged that such a study would also be a key element in seeking to justify the increase in density being proposed and would also inform the identification of required improvements to such connections and demonstrate how such improvements may be achieved. The pedestrian overpass is a key element of this that also requires further consideration from a practicality and feasibility perspective and a transportation study would help to inform that element.

Park Space and Configuration

The OCP requires that a park with a minimum size of one acre be provided as part of the redevelopment of the Coronation Park neighbourhood. The application proposes the concept of a linear neighbourhood park, which would serve both as an accessible pathway that runs from east to west through the site, as well as a City Park.

Based on staff review, while the linear park proposal meets the one-acre requirement and contributes to connectivity, staff concern relates to the resulting narrow park space which has more of a greenway character, with very limited ability to provide for active park uses desired within this park, particularly given the significant grade changes from east to west through the park.

Additionally, since the proposal would significantly increase the population of Coronation Park, above the expectations of the current OCP Neighbourhood Plan, it seems appropriate that a park larger than one acre should be considered. It is also noted that the City's Parks and Recreation Master Plan propose a parkland ratio of 2.5 hectares/1,000 people and that this is also embedded in the updated Development Cost Charges (DCC) Bylaw. However, it is acknowledged that as an urban, programmed park, provided through this specific development, it would need to be significantly smaller than the ratio that is contemplated in the Parks Master Plan. It is further noted that the developer would be contributing DCC funding for additional parkland acquisition to help the City achieve its Park Master Plan vision. Subject to further analysis at the full application stage, it is estimated at this point that the parkland acquisition DCCs collected from the development would be in excess of \$20 million.

The ultimate size of the park would have to be determined through a full application that takes into consideration the overall amenity package associated with the development. It is envisaged that the park should serve a variety of needs for the neighborhood, and therefore should include a variety of programming elements to meet the needs of a demographically diverse population. Examples of potential elements include:

- open space for general recreation;
- universal accessibility;
- outdoor play areas, including playgrounds;
- a sports court or courts;
- amenities for dogs;
- community garden space;
- significant long-term tree canopy cover; and
- a water feature.

The above list is only preliminary and accommodating all of those items within one acre, or even a larger space, may be challenging and there may also be other items not listed above that would be desirable. Accordingly, it may be possible that programming could be addressed in a number of ways that would require further consideration as part of any full application.

Examples include:

- as mentioned above, the consideration for the provision within the neighbourhood of additional park space, is beyond the minimum of one acre identified in the OCP. It is noted that in addition to any park required as part of this application, that there may be opportunities to incorporate additional park space as part of the possible future redevelopment of the properties on the north side of Guildford Drive in the Coronation Park Neighbourhood Plan area;
- reconfiguring the park space to create larger, more functional areas;
- consideration for the provision of some park space and related elements on private property (e.g. including statutory rights-of-way on areas of strata property); and
- the potential to coordinate programming with the City of Coquitlam, related to the provision of park space as part of the redevelopment of the former school site and adjacent properties for high-density apartment residential development.

While not considered park or space, as it would not be accessible to the general public, there are also opportunities to create open space and outdoor recreation areas on private property (e.g. the rooftops of the tower podiums) which may also serve residents of individual buildings.

Environmental Issues

As a preliminary application, a tree survey or environmental reports have not yet been provided. The City's currently approved road concept for re-grading the site would require the removal of virtually all trees and the removal of existing open drainage. Development at the scale contemplated in the OCP would also make it difficult to retain these existing features. The Wesgroup proposal would retain more existing grade; however, tree retention is still expected to be very difficult. These matters would be explored in detail as part of a full application. Any future application would also need to take into account the City's Climate Action Emergency Declaration and demonstrate how it is meeting related goals to be included in the City's Climate Action Plan.

Financial Analysis

The City's CAC Program seeks CACs from residential rezoning applications at a flat rate of \$6 per square foot of residential floorspace up to 2.5 FAR. Any residential floorspace in excess of 2.5 FAR is subject to the City's density bonus requirements, as set out in the Zoning Bylaw, which seeks an amenity contribution equal to 75% of the additional land value created by the residential density over 2.5 FAR. The value of the additional density over 2.5 FAR is established by way of agreement between the applicant and the City.

The above approach works well for stand-alone development sites that are already serviced and subdivided. However, the proposed rezoning concept for Coronation Park will require extensive new servicing and infrastructure, and the project will be phased over an extended period of time. These two factors have a significant impact on the value of the land, and there are likely few (if any) comparable sales that could be considered. Therefore, the City's typical approach to establish the density bonus amount is not considered appropriate in this case. Given the scale and complexity of the proposal, an independent financial analysis will be undertaken by a consultant retained by the City, at the proponent's cost, to evaluate the financial ability of a rezoning application in the Coronation Park neighbourhood to provide amenity contributions, or the provision of community amenities, including rental housing and/or affordable housing, as

part of a redevelopment. This analysis will be used to inform any full development application for the subject site and likely form the basis of the amenity package proposed.

The above would also tie in with a financing strategy the City is working on for Coronation Park, which is a plan to cover the cost of new infrastructure and amenities (e.g., park space, a pedestrian overpass, upgraded roads) that would be needed if the area is redeveloped. The strategy will also address how the costs of new infrastructure and amenities should be shared between parcels in the neighbourhood (e.g. which costs should be borne fully by Wesgroup, which should be borne by the parcel north of Guildford Drive if it redevelops, and which should be shared in some way). The strategy is looking at financing tools including:

- development cost charges (fees collected from developers to cover the cost of growth-related infrastructure and amenities);
- community amenity contributions (voluntary contributions from developers to cover the cost of infrastructure and amenities that are not directly related to population growth); and
- density bonus (an agreement between the City and a developer that allows for additional density, i.e. extra floor space, in exchange for community amenities, such as park space, affordable housing, libraries, etc.)

Key Questions from the Proponent

As part of the Pre-Application submission as set out in **Attachment 6**, Wesgroup submitted five questions for which they were seeking input from the City as part of this pre-application process.

1. *Does the City support moving forward with the modified road network, leaving most of the existing grades unchanged, specifically Guilford Drive?*

Staff Comment: Staff are generally supportive of the proposed layout, subject to the provision of additional information and detailed design. However, this will require Council approval of an exception to the Coronation Park Development Application Requirements Corporate Policy. A recommendation to that effect is included with this report so that Wesgroup can make a full application.

2. *Due to the modified road network, does the City support the concept of a linear neighbourhood park which would serve as an accessible pathway through the site as well as a City Park?*

Staff Comment: Staff are support a linear greenway through the site, but the proposed concept would not deliver all the functional park space needed for this neighbourhood in the future. In addition, the one-acre size does not reflect the proposed increase in population from what was envisioned at the time that the Coronation Park Neighbourhood Plan was adopted in the OCP. Further analysis at the full application is needed on the amount, configuration, and programming of park space to ensure it best meets long-term neighbourhood needs;

3. *Would the City support proceeding with rezoning the hold out properties in tandem with our proposal or allow the properties to be developed around and left out of the conceptual design?*

Staff Comment: Staff believe that it is reasonable to consider an OCP amendment and rezoning application for the Wesgroup parcels (subject to confirming which parcels are ultimately included). It is felt that the properties not part of any future application should not be rezoned (i.e., they would remain RS1), but should have the potential for rezoning at some point in the future, if the subject owners wish to apply. Any future application by Wesgroup will need to ensure that it takes into account future use and development potential of any lots not included as part of the application. Additionally, Wesgroup's concept of those parcels being eventually acquired by the City and turned into park is likely not plausible based on the significant cost involved, although this will need further analysis at the full application stage.

4. *Does the City generally support the proposed concept of 6 x 32 storey towers with 6 storey podiums as well as 6 storey low-rise buildings?*

Staff Comment: The background analysis leading to current OCP policy for the Coronation Park neighbourhood assumed four 26-storey towers to the south and west of a central four-storey low-rise building form, although this is not enshrined in policy and leaves flexibility. Given the proximity to rapid transit, recreation, and commercial uses, plus the ability to increase open space and provide other amenities through higher building forms, staff are not opposed to considering such an increase in density. The six-storey podiums for all towers do cause staff concern due to the combined massing with the towers.

Ensuring that the development represents exemplary urban design and meets key guidelines would also be a key consideration of any design review. If towers are to be introduced into the interior portion of the site, as proposed, it would be appropriate to conduct a massing study of the entire site to best locate towers, park space, and greenway connections. Staff encourage such a study as part of a future application to achieve an optimal site and massing plan that addresses massing, parks, hold out properties, and greenways. This would include the consideration of building heights up to approximately 32-36 storeys.

5. *Given the above noted timeline constraints, does the City commit to working with Wesgroup to achieve Rezoning enactment by June 2022?*

Staff Comment: The City can certainly commit to working cooperatively with Wesgroup on any full OCP and rezoning application, as it does with every applicant. However, it is not possible to commit to a specific timelines given the number of variables and the public nature of the process and statutory obligations. The target date of June 2022 appears achievable based on the City's experience with other major development proposals, but it cannot be ensured. Staff propose to work with Wesgroup on creating a work plan with key deliverables and desired timelines if a full application is made to help move the process along as efficiently as possible.

Concluding Comments and Items for Further Review

The Wesgroup land assembly presents a rare opportunity to achieve the redevelopment of the majority of the Coronation Park neighbourhood in a phased and coordinated manner with a single developer. There are many advantages to such an approach.

As noted, the Pre-Application is very high-level in nature and that reflects the comments in this report. Areas requiring further attention should a full application be submitted include:

- matters related to site layout, density, height, massing, tower separation, tower floor plates, etc.;
- the mix of uses and amount of commercial space proposed and housing type/unit mix;
- transportation matters relating to pedestrian, cyclist, and vehicular movements and connectivity and related improvements;
- the amount, location, programming, and configuration of park space;
- amenity components, including the provision of physical amenities (e.g. affordable housing, daycare space, public art, etc.) and/or related financial contributions;
- the need to complete a detailed financial analysis in order to identify amenity requirements, DCCs, CACs, and density bonus amounts that the project may be expected to provide;
- ensuring that lots not included as part of a future development application are adequately accommodated; and
- addressing tree retention, stormwater management, and related environmental matters.

It is also noted that as part of any subsequent OCP amendment/rezoning application, it would be required to meet additional City Policy and Bylaws, and that additional plans and reports would be required, including, but not limited to: detailed architectural, landscape and civil plans, transportation and traffic impact assessments, environmental reports, arborist reports, a completed sustainability report card, geotechnical reports, stormwater management plans, a commitment to low-carbon and energy-efficient building design, etc.

Other Option(s)

At this time, staff are seeking input from the Committee of the Whole. While the proposed recommendation provides for general input through the Council discussion, both the applicant and staff would benefit from receiving more specific direction at this time to clarify if there are any fundamental concerns before more effort is expended on this design. The Committee therefore could choose to provide more specific direction to the applicant and staff through an alternative resolution.

Financial Implications

There are no Financial Implications associated with this report at this point.

Communications and Civic Engagement Initiatives

As this is a Pre-Application, there is no requirement for public input at this point. Should a full application be submitted in the future, it would be subject to the City's Public and Stakeholder Consultation for Major Development Projects or Area Plans policy, which would provide opportunities for input from the general public and specific stakeholder groups.

Council Strategic Plan Objectives

Providing this early opportunity for Council input on a development 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 City's Official Community Plan.

Attachment(s)

1. Location Map.
2. OCP Designation Map.
3. Section 15.3.1 of the OCP.
4. Corporate Policy: Coronation Park Development Application Requirements.
5. Zoning Map.
6. Letter of Intent.
7. Preliminary Architectural Plans.
8. Amended Road Network Site Plan.

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Report Approval Details

Document Title:	Early Input – (Pre-App) OCP Amendment - Rezoning (Mixed-Use and Multi-Family) – Coronation Park (Wesgroup Properties).docx
Attachments:	<ul style="list-style-type: none">- Attachment 1 - Location Map.pdf- Attachment 2 - OCP Designation Map.pdf- Attachment 3 - Section 15.3.1 of the OCP.pdf- Attachment 4 - Corporate Policy - Coronation Park Development Application Requirements.PDF- Attachment 5 - Zoning Map.pdf- Attachment 6 - Letter of intent.pdf- Attachment 7 - Preliminary Architectural Plans.pdf- Attachment 8 - Amended Road Network Site Plan.pdf
Final Approval Date:	May 11, 2020

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

Dorothy Shermer, Corporate Officer - May 6, 2020 - 11:27 AM

Lesley Douglas, General Manager of Environment and Parks - May 6, 2020 - 1:51 PM

Jeff Moi, General Manager of Engineering and Operations - May 6, 2020 - 3:55 PM

Rosemary Lodge, Manager of Communications and Engagement - May 11, 2020 - 7:58 AM

Paul Rockwood, General Manager of Finance and Technology - May 11, 2020 - 8:05 AM

André Boel, General Manager of Planning and Development - May 11, 2020 - 8:57 AM

Tim Savoie, City Manager - May 11, 2020 - 5:24 PM