



City of Port Moody

Report/Recommendation to Council

Date: December 7, 2020
Submitted by: Community Development Department – Development Planning Division
Subject: Early Input – Moody Centre TOD Area Master Plan OCP Amendment Application

Purpose

To give Council an opportunity to provide early input on the draft Moody Centre TOD Area Master Plan.

Recommended Resolution

THAT staff and the applicant consider the comments provided during the Committee of the Whole meeting held on January 5, 2021 regarding the Detailed Application presented in the report dated December 7, 2020 from the Community Development Department – Development Planning Division regarding Early Input – Moody Centre TOD Area Master Plan OCP Amendment Application.

Executive Summary

In July 2020, Perkins and Will Architects, on behalf of a majority of the Moody Centre TOD Area property owners, applied for an Official Community Plan (OCP) amendment for that area located between St. Johns Street and the CP rail corridor to the north and from Moody Street, east to Electronic Avenue, as shown on the Proposed Master Plan Area Map (**Attachment 1**).

The purpose of the application is to seek Council's support for the proposed Master Plan, which will provide guidance for future rezoning and development permit applications and will include the following amendments to the OCP:

- amendments to the existing Moody Centre TOD Area policies and the inclusion of new policies relating to the development of the TOD Area, as required;
- amendments to the boundary of the TOD Area to include a parcel of land located between Electronic Avenue and Buller Street, adjacent to the rail corridor; and changing the land use designation on that parcel from '*Mixed Use - Moody Centre*' to '*Moody Centre Station Transit-Oriented Development*' (illustrated on **Attachment 1**); and
- amendments to the OCP Evergreen Line Sub-Areas Map (Map 11) to permit an increase in the maximum height of buildings from 26 to 36 storeys on selected, larger sites closer to the station. This increase in height (density) is intended to enable the provision of the proposed amenity package.

Key elements of the Master Plan include:

- 3,200-4,135 new residential units, composed of market condominium, market rental, and below market rental homes;
- approximately 2,000 employment opportunities composed of 1,400 office, technology, and light industrial uses, and 600 retail jobs;
- the daylighting of the Dallas/Slaughterhouse Creek complex;
- the provision of a range of public amenities; and
- the closure of a portion of Electronic Avenue, north of Spring Street, and the continuation of Spring Street through to Buller Street.

Background

On November 28, 2017, Council approved amendments to the OCP policies for the Moody Centre TOD Area, which are summarized in **Attachment 2**. Following adoption of these amendments, Council endorsed a Scope of Work for the development of a Master Plan for the Moody Centre TOD area. That Scope of Work culminated in a concept plan, which is contained in the document 'Moody Centre: A Future Transit Oriented Neighbourhood' (**Attachment 3**).

On November 12, 2019, Council released information regarding the process to date for the Master Plan development process for Moody Centre.

CC19/231

THAT Attachments 1 and 2 of the report dated October 30, 2019 from the Planning and Development Department – Policy Planning Division regarding Moody Centre TOD Master Plan Process be publicly released;

AND THAT the Moody Centre TOD Area Ownership Group be invited to present their draft Master Plan at an upcoming Committee of the Whole meeting for further discussion.

On January 25, 2020 Council passed the following motion:

RC20/050, 051, 052

THAT Council hold a discussion at a workshop within the next six weeks to discuss and align around a series of clarified priorities from the City of Port Moody that Council can formalize at the next available meeting and bring to a subsequent joint workshop with the Moody Centre TOD Area Master Planning Group.

The workshop was planned for March 2020, but was delayed due to the business interruption from the COVID-19 pandemic. Leading up to summer 2020, a new process was started with the submission of an OCP amendment application.

On December 1, 2020, Council received a presentation from the Economic Development Committee on its Recommendations Paper and passed a number of resolutions including:

- a target for jobs growth that would attain a 0.42 jobs-to-population ratio by the year 2041;
- prioritizing the creation of office and light industrial spaces suited to well-paid jobs in creative/innovative, knowledge-driven, sustainable business and industry sectors;

- looking at ways of fast-tracking and incentivizing applications currently in process that prioritize employment spaces; and
- instructing staff to proceed with further analysis of the Economic Development Committee Recommendations Paper through consulting services.

With respect to the analysis of the Recommendations Paper, it is expected to be completed in the first quarter of 2021 and would include research on potential facilities needs for the Moody Centre area, locating needs of businesses in target sectors and those complementary to post-secondary institutions, a retail assessment, projection of the post-COVID suburban office market, and other issues.

Property Description

The Moody Centre TOD Area is located between St. Johns Street and the CPR/Evergreen Line rail corridor and between Moody Street and Electronic Avenue as shown on **Attachment 1**.

The TOD Area presently comprises a variety of commercial and light industrial properties as well as the Evergreen Line's Moody Centre Station with associated vehicle parking and shuttle bus staging areas, a portion of which is located on an unopened road allowance owned by the City. The total TOD area, including the transit facility, parking, and roads, is approximately 4.2 hectares (19.8 acres) in size.

Dallas/Slaughterhouse Creek traverses the site in a culvert from St. Johns Street in the block between Williams Street and Electronic Avenue northwards, crossing beneath the rail corridor and an abutting industrial property, eventually daylighting in Rocky Point Park.

While the draft Master Plan covers all of the properties in the TOD Area as identified in the OCP, not all owners have signed on to this application. An Ownership Map (**Attachment 4**), illustrates those owners who are participating and those who have opted not to be involved in the process. This Map also shows the parcel to be added to the TOD Area.

Land Use Policy

Regional Growth Strategy

The Moody Centre TOD Area is identified as a Frequent Transit Development Area and the land is designated as 'General Urban' in the Regional Growth Strategy. 'General Urban' is defined as follows:

'General Urban areas are intended for residential neighbourhoods and centres, and are supported by shopping, services, institutions, recreational facilities and parks. Within General urban areas, higher density trip-generating development is to be directed to Urban Centres and Frequent Transit Development Area. General Urban areas are intended to emphasize place-making, an enriched public realm, and promote transit-oriented communities where transit, multiple-occupancy vehicles, cycling and walking are the preferred modes of transportation.'

Based on this land use classification definition, no amendments to the Regional Growth Strategy are necessary to implement the TOD Area Master Plan.

Official Community Plan

The OCP designates the subject area as '*Moody Centre Station Transit-Oriented Development*,' which permits a range of commercial, residential, employment, institutional, and recreational/cultural uses in building forms ranging from low rise to high rise (not exceeding 26 storeys) based on a comprehensive plan.

The Moody Centre TOD Area and the Spring Street Promenade are identified as Evergreen Line Sub-Areas and the applicable policies are included as **Attachment 5**.

The OCP, section 3.2.4 includes additional objectives related to Appropriate Development including focussing higher density development around Evergreen Line transit stations and along transit corridors; enhancing pedestrian and cycling connections between and within neighbourhoods; and encouraging higher density development where it is well-served with services, amenities, and transit.

The site is within Development Permit Area 2: Moody Centre, the design guidelines of which, along with any amendments and additions arising from this application, will guide the review of future development permit applications.

Zoning

The properties along St. Johns Street are zoned C3 - General Commercial, and the remaining lands to the north between Spring Street and the rail corridor, are zoned M1 - Light Industrial.

The current OCP Land Use Designations and Zoning Designation Maps are included as **Attachments 6** and **7**. For reference, the OCP Map illustrates the area of the proposed TOD Area extension.

Neighbourhood Context

Land uses surrounding the TOD Area include:

- to the south, across St. Johns Street, commercial uses with some single family properties and the City's Public Safety Building;
- to the east, a service station and mixed-use commercial residential development;
- to the north, across the rail corridor, a mix of light industrial uses; and
- to the west, mixed use commercial/residential properties.

Draft Master Plan

The draft Master Plan, included as **Attachment 8**, is based on the TOD Area vision established in the OCP. This Master Plan is conceptual and represents the Owner's Group response to various City policies and Plans relating to: affordable housing, employment, climate change, and sustainability, which are addressed under six goals relating to: Amenities, Sustainability, Mobility, Urban Form, Land Use, and Density. It is important to note that the City has updated some policies and growth targets after the submission of this plan.

The draft Master Plan highlights are as follows:

- housing ranging from 3,200-4,135 units, including:
 - 2,500-3,300 market condominium units;
 - 300-385 market rental units; and
 - 400-450 below market rental homes;
- approximately 2,000 employment opportunities consisting of an estimated 1,400 office technology, institutional, and light industrial jobs, supplemented by 600 retail jobs
- building forms ranging from low-rise (up to four storeys) buildings, as well as towers (including podiums) of up to 26 storeys and, on selected sites closer to the station, up to 36 storeys high;
- daylighting of the Dallas/Slaughterhouse Creek complex through the site;
- the transformation of Spring Street into a cyclist/pedestrian-oriented promenade with retail/food-related business frontages and access to residential buildings;
- several pedestrianized 'mews' to facilitate access to the Evergreen Line station and neighbourhood amenities;
- a range of amenities, including:
 - a pedestrian overpass of the rail corridor to Murray Street and Rocky Point Park;
 - an urban plaza adjacent to the Evergreen Line station to act as a public gathering space for seasonal activities, such as food trucks, etc;
 - a pocket park on Spring Street in the block between Moody and Hugh Streets;
- reduced parking requirements to reflect access to alternate forms of transit; and
- the closure of a portion of Electronic Avenue north of Spring Street and the continuation of Spring Street through to Buller Street.

Discussion

Typically, a TOD area encompasses housing, employment, and retail within a network of walkable, bikable streets with linkages to the surrounding community that evolves over time as owners choose to develop their properties.

The ultimate goal of the draft Moody Centre Master Plan is to transform the current low-intensity, light industrial and auto-oriented uses on lands surrounding the Moody Centre station into a complete, sustainable, walkable, lively, urban neighbourhood.

Moody Centre is a designated development priority area in the OCP and the proposed land uses and densities are generally in accordance with the prevailing directions in the OCP, notwithstanding the proposal to increase some building heights/density and expand the boundary of the TOD Area. The draft Master Plan positively responds to the City's goals and objectives related to 'Appropriate Development' and 'Growth Management' which focus higher density development in the vicinity of the transit station areas in well-served locations. The draft Master Plan has also been developed in response to key sustainability and environmental enhancement policy directions. Aside from a review of the draft Master Plan against the prevailing OCP policies and planning best practices, the Moody Centre TOD Area draft Master Plan is also being reviewed against other Plan and Policy documents including: the Climate Action Plan, the Master Transportation Plan, Arts and Culture Master Plan, the Interim Affordable Housing Guideline Policy, and the recently-adopted Child Care Plan and Age-Friendly Plan.

A review of the Plan in relation to City policies, targets and Master Plans is outlined in the following table:

City Policies, Targets and Master Plans	Proposed Land Use or Plan Incorporation of Policies, Targets and Master Plan as Applicable
Housing Options Interim Affordable Housing Guidelines Policy: 15% of units should be designated as affordable units	<p>The draft Master Plan provides for owned strata units, some of which could be made available through a variety of rent-to-own and other forms of affordable home ownership models.</p> <p>The Interim Affordable Housing Guideline Policy applies to this application although the process of master plan development pre-dates the Policy. The current proposal identifies between 10.8% and 14.0% of the total housing depending on whether the number of units built is at the low or high end of the range, as affordable units. This falls short of the minimum 15% target suggested in the Policy, and additional rental units should be incorporated if feasible from a land economic perspective.</p>
Commercial or Industrial Space	<p>The draft Master Plan proposes 2,000 retail, office, and service-type jobs, significantly increased from earlier drafts. The proponents have highlighted that there are limits to their financial capacity to include further increased employments space given the other policies and requirements for this area.</p>
Provision of Public Open Space and Park Amenities	<p>The draft Master Plan proposes public space surrounding the daylighting of Dallas/Slaughterhouse Creek, a transit plaza approximately 0.34 acres in size, and a pocket park. While some public open spaces are provided, the draft Master Plan does not provide the City with new suitably-sized (approx. 1 acre in size) outdoor recreation opportunities to support the activities of different demographics that will be living within the project area without putting additional pressure on Rocky Point Park.</p>
Natural Environment - Daylighting of Creeks	<p>This project proposed to daylight Dallas/Slaughterhouse Creek. The proposal is consistent with current environmental policies, represents a substantial benefit to the local environment, and provides a welcome addition to the proposed green space within the TOD Area</p>

Master Transportation Plan - Improvements to Pedestrian/Cyclist Mobility	The rail overpass, internal pedestrian mews and cycling lanes, and the extension of Golden Spike Way comply with current Moody Centre TOD Area policies to prioritize pedestrian and cycling mobility to/from the station.
External Transportation Considerations	Aside from internal transportation related issues, Moody Centre should be connected to the external community. For example, the OCP includes a policy encouraging the development of an overpass over St. Johns Street in the vicinity of Moody Middle School. It is also important that the draft Master Plan identify opportunities for other external connections.
Impact Assessment	The plan outlines impacts of additional density, potential view impacts, capacity of existing schools to accommodate additional students.
Arts and Culture Master Plan	The plan identified public art at key locations and establish a vibrant Spring Street promenade. The transit plaza will provide opportunities for a variety of events.
Climate Action Plan - focus on directing growth to reduce emissions through the management of development patterns and improving the energy performance of buildings.	<p>The proposed Plan represents an opportunity to reduce vehicle-generated emissions by providing employment opportunities within walking distance of residences within the TOD Area and beyond, facilitating easy access to the transit station, contributing to the bicycle network and ensuring easy pedestrian movements through the plan area augmented by car share, e-bikes, and ride hailing opportunities.</p> <p>Energy performance will be reviewed against the prevailing step code requirements through the review of future individual development permit applications.</p>
Sustainability Features - Sustainability Checklist Score and Key Features	Sustainability attributes relating to the environment, built form, architecture and stormwater management, will be determined at a later phase of development
Child Care Initiatives	The draft Master Plan does not presently address the provision of child care. If the plan moves forward, the explicit inclusion of childcare space should be addressed.
Age-Friendly Attributes	The on-going review of the draft Master Plan and future development permit applications should address the recommendations of the Age-Friendly Plan. These features will be determined at a later phase of development

In addition to the issues identified in the table above, staff have the following additional comments:

- Economic Analysis:

A recent Council resolution will result in the development of an Economic Development Plan which will explore an aspirational target of 0.42 jobs per resident citywide by 2041. It is anticipated that the proposed economic analysis of the TOD Area will provide further direction on how the jobs to resident ratio can be improved and an indication of the types of jobs that may be achievable within this context. This analysis may also provide direction on what opportunities there may be for the future development of the City's lands, in particular, whether an institutional use and/or a business innovation centre may be possible. Moreover, the goal of employment creation is affected by the financial viability of the proposed Master Plan and its land use program. If jobs are a priority in this area of the community, Council may want to consider emphasizing this target over other project elements to explore a further increase employment space in support of the desired doubling of the citywide jobs-resident ratio overtime.

- Building Height:

Additional density is proposed through an increase in the height of some buildings from 26 storeys to a maximum of 36 storeys to contribute to the provision of the following amenities:

- daylighting of Dallas/Slaughterhouse Creek;
- provision of a pedestrian overpass to Murray Street and Rocky Point Park;
- infrastructure improvements;
- affordable housing; and
- additional employment space beyond what the market may support.

The additional density requested relative to the level of amenities provided will be the subject of a financial analysis which will be presented to Council prior to consideration of an OCP amendment bylaw;

- Transportation Impact Assessment

A review of the Transportation Impact Assessment is required to ensure projected growth and mode splits, etc. are adequately accounted for, and to identify potential transportation demand management measures to support the proposed parking reductions;

- Archaeological Overview Assessment

Staff suggest that it may be appropriate to conduct an initial Archaeological Overview Assessment to identify the potential for culturally-significant resources within the TOD Area that may impact the Master Plan layout; and

- Neighbourhood Plan Policies / Development Covenant

If the project proceeds to the bylaw stage, it would be appropriate to ensure that the various components of the Master Plan are implemented as sites redevelop over time. This would include, among other items, clauses relating to: the provision of amenities; an infrastructure phasing strategy; a housing strategy to ensure the equitable provision of the affordable housing units across the various development sites, etc. This could take the form of specific neighbourhood plan policies or a covenant.

Relationship of the Master Plan Process to the OCP Review

As part of the OCP Update initiative, Council has indicated that Moody Centre TOD is one of four specific areas for which future land uses will be reviewed in more detail. The OCP amendment application by the property owners offers an opportunity to evaluate their proposal in light of a wider discussion on any changes Council may want to make to the Moody Centre TOD land use designation. Initial input from Council regarding this application could support visioning as to other land use options the City might identify as part of the OCP Update program. In the meantime, and parallel to the OCP Update process, this application would proceed under the regular review process and come back to Council with an OCP amendment bylaw for consideration.

Other Options

At this time, staff and the proponents are seeking input from the Committee of the Whole. Two options are presented for consideration. Option 1, the resolution listed on page 1, reflects Council's stated preference to limit early input to suggestions and comments. Alternatively, staff feel that it is important for the applicant to receive clear direction at this stage in the process, and Council may wish to consider Option 2.

Option 1 (Listed on page 1)

THAT staff and the applicant consider the comments provided during the Committee of the Whole meeting held on January 5, 2021 regarding the Detailed Application presented in the report dated December 7, 2020 from the Planning and Development Department – Development Planning Division regarding Early Input – Moody Centre TOD Area Master Plan OCP Amendment Application.

Option 2 (Option for Council direction)

Should Council wish to give more specific direction to the applicant at this time, the following resolution could be considered with changes as necessary to indicate any Council concerns at this time:

THAT the applicants for OCP amendment to the Moody Centre TOD Area be advised to consider modifications to the application to address the following:

- prioritize an increase in the total number of employment opportunities in support of a City wide 0.42 jobs/resident target;

Financial Implications

At this stage, the full extent of the financial implications are not known, but the project will be the subject of a financial analysis intended to value the proposed TOD Area amenities against the value of the additional density (building heights) proposed. In the future, individual development applications will be subject to the provision of a Community Amenity Contribution and public art contribution as well as any applicable density bonus requirements.

Communications and Civic Engagement Initiatives

Public Engagement

The applicant has undertaken several public engagement events to obtain the community's input on the key issues to inform the preparation of a Master Plan for the TOD Area. That engagement is summarized in section 2.2 of **Attachment 3**.

Community Planning Advisory Committee

The draft Master Plan was presented to the Community Planning Advisory Committee (CPAC) on October 15, 2020, at which time the following motions were considered:

CPAC20/033

Moved, seconded, and CARRIED

THAT staff and the applicant consider the comments provided during the Community Planning Advisory Committee meeting held on October 15, 2020 regarding the proposed Moody Centre TOD Area Master Plan presented in the report dated September 24, 2020 from the Community Development Department – Development Planning Division regarding OCP Amendment Application – Moody Centre Transit-Oriented Development Area.

CPAC20/034

Moved, seconded, and DEFEATED

THAT the Community Planning Advisory Committee support the OCP Amendment Application (Moody Centre Transit-Oriented Development Area) moving forward.

The questions and comments raised by CPAC centered on the following high-level issues:

- proposed employment numbers and the need to put more focus on employment opportunities;
- the need for additional detail on affordable housing and what that constitutes;
- the need to ensure that smaller locally-owned businesses can be viable enterprises;
- there is no reference to how the proposal relates to the Arts and Culture Master Plan;
- suggestions for additional amenities, including: a library, community centre, arts/cultural centre;
- the proposed increase in height (density) and what the City obtains for that additional density;
- shadowing impacts on Rocky Point Park and surrounding properties;
- need for additional park space due to existing pressures on Rocky Point Park; and
- the timing of this application in light of the on-going OCP review.

The minutes of the CPAC meeting are included as **Attachment 9**.

Next Steps

Following consideration by the Committee of the Whole, review comments will be provided to the applicants, including staff comments and input from the Community Planning Advisory Committee, outlining any additional information required in a re-submission.

A key next step in the process would be a high-level financial analysis of the proposal to explore if the proposed increase in density is required or sufficient to support the provision of the amenities, housing, and employment elements that the City has suggested in OCP policies and through earlier Council comments. A clear indication from Council on whether the proposal has merit for further review would inform the applicant's decision regarding proceeding with the process and inform the review of the OCP as it relates to the TOD Area.

Following receipt of staff comments and comments from Council, it is anticipated that the applicant will provide a re-submission to address the issues raised. Prior to Council consideration of an OCP Amendment bylaw, the applicant would be required to host a Community Information Meeting in accordance with the City's Public and Stakeholder Consultation for Major Projects or Area Plans Policy at a date and time yet to be established to provide an opportunity for the public and stakeholder groups to provide input on the draft Master Plan.

Council Strategic Plan Objectives

Providing this early opportunity for Council input on this significant 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.

Attachments

1. Transit-Oriented Development Area.
2. Summary of November 2017 OCP Policy Amendments.
3. Moody Centre: A Future Transit Oriented Neighbourhood.
4. Ownership Map.
5. Moody Centre TOD Area and Spring Street Promenade Evergreen Line Sub-Area Policies.
6. OCP Land Use Designations Map.
7. Zoning Designations Map.
8. Draft Master Plan.
9. CPAC Minutes

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Report Approval Details

Document Title:	Early Input - Moody Centre TOD Area OCP Amendment Application.docx
Attachments:	<ul style="list-style-type: none">- Attachment 1 - Transit-Oriented Development Area.pdf- Attachment 2 - Summary of November 2017 OCP policy amendments.pdf- Attachment 3 - Moody Centre A Future Transit Oriented Neighbourhood.pdf- Attachment 4 - Ownership Map.pdf- Attachment 5 - Moody Centre TOD Area and Spring Street Promenade Policies.pdf- Attachment 6 - OCP Land Use Designations.pdf- Attachment 7 - Zoning Designation Map.pdf- Attachment 8 - Draft Master Plan.pdf- Attachment 9 - CPAC draft minutes.pdf
Final Approval Date:	Dec 21, 2020

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

André Boel, City Planner - Dec 18, 2020 - 1:09 PM

André Boel on behalf of Kate Zanon, General Manager of Community Development - Dec 18, 2020 - 1:10 PM

Dorothy Shermer, Corporate Officer - Dec 18, 2020 - 5:20 PM

Tim Savoie, City Manager - Dec 21, 2020 - 9:16 AM