

OCP and Zoning Bylaw Amendment – 2455-2475 Gately Avenue, 2428-2492 Kingsway Avenue and 2420 & 2450 Ticehurst Lane

RECOMMENDATIONS:

1. That Committee of Council, having given consideration to s.475 of the *Local Government Act*, confirm the following consultation for the proposed Official Community Plan amendment:
 - a. on-site signage,
 - b. the applicant's consultation with the community,
 - c. staff communication with School District 43, and,
 - d. consideration of the application by Committee of Council in open meetings.
2. That Committee of Council recommend to Council that:
 - a. The Official Community Plan land use designation for the development site be amended from Neighbourhood Commercial and Apartment to Comprehensive Residential.
 - b. The Official Community Plan land use designation for the remaining City portion of 2428 Kingsway Avenue be amended from Neighbourhood Commercial to Park Reserve.
 - c. The Zoning be amended from RS1 (Residential Single Dwelling 1), RD (Residential Duplex) and M1 (General Industrial) to a Comprehensive Development Zone to provide for rental tenure apartment dwelling units and a 400m² childcare facility and P3 (Parks and Natural Areas) for the eastern portion of 2428 Kingsway Avenue.
3. Prior to adoption of the amending bylaws, the following conditions be met to the satisfaction of the Director of Development Services:
 - a. Adoption of a Housing Agreement Bylaw that provides for 300 non-market rental housing units.
 - b. Closure and sale of lanes within the development site and subdivision and sale of a portion of 2428 Kingsway Avenue.
 - c. Demolition of existing structures and lot consolidation.
 - d. Submission of a plan providing for road dedication along Kingsway and Gately Avenues.
 - e. Submission of plans and securities and fees for off-site works and services including improvements to the intersection of Kingsway and Gately Avenues, construction of Gately Avenue and a 3m wide multi-use pathway along the Kingsway Avenue frontage and street trees.
 - f. Submission of a plan and securities for riparian area enhancements and construction of the Coquitlam River Trail between Gately and Kingsway Avenues.
 - g. Registration of legal agreement(s) to ensure:
 - i) The development is designed and constructed in accordance with the recommendations of acoustic and vibration studies, and
 - ii) The watercourse protection area is restricted to riparian vegetation and protected from future disturbance.

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PREVIOUS COUNCIL/COMMITTEE ACTION

At the July 28, 2020 Committee of Council meeting, the following resolution was passed:

That in consideration of s.475 of the Local Government Act, Committee of Council direct the following consultation be undertaken for the proposed Official Community Plan amendment:

- 1. On site signage and an advertised on-line public input process led by the applicant, with notification provided to residents, businesses and community services within the area;*
- 2. Information posted on the City's website and considered in an open Committee of Council meeting; and*
- 3. Staff communication with School District 43.*

REPORT SUMMARY

This report provides for Committee consideration of an application to rezone a 2.4-acre site to permit a 6 storey non-market rental apartment development with a childcare facility. This site is currently designated in the Official Community Plan (OCP) for commercial and low density apartment uses and amending the land use designation of the OCP would be required to facilitate rezoning for the proposed development. The report recommends a number of conditions be required prior to consideration of bylaw adoption, including closure and sale of City lanes, sale of a portion of 2428 Kingsway Avenue, dedication of road to allow for widening of Kingsway and Gately Avenues, a Housing Agreement to ensure adherence to the City's Affordable and Family Friendly Housing Policy, and legal agreements to ensure the development is constructed to adhere to acoustic and vibration standards.

The project is seen to offer an important opportunity to address affordable housing needs within the community and review of this application is being expedited in accordance with the City's policy for applications deemed to be in the public interest. Staff recommend Committee support the Official Community Plan and Zoning Bylaw amendments and that the applications proceed to Council for consideration of the bylaw amendments.

BACKGROUND

Proposal: Peak Towers Development Ltd. in partnership with the Affordable Housing Societies has submitted applications to develop a large non-market residential apartment complex with a childcare facility at 2455, 2473 and 2475 Gately Avenue, 2428, 2456 and 2492 Kingsway Avenue and 2420 and 2450 Ticehurst Lane.

Site Context: The proposed development site is approximately 2.4 acres in size and consists of eight properties bound by Kingsway Avenue, Gately Avenue, Ticehurst Lane and the Coquitlam River. Uses on the site currently include four houses, one duplex and two small scale industrial properties (one single tenant building and one two-storey multi-tenant building) and a vacant City owned parcel.

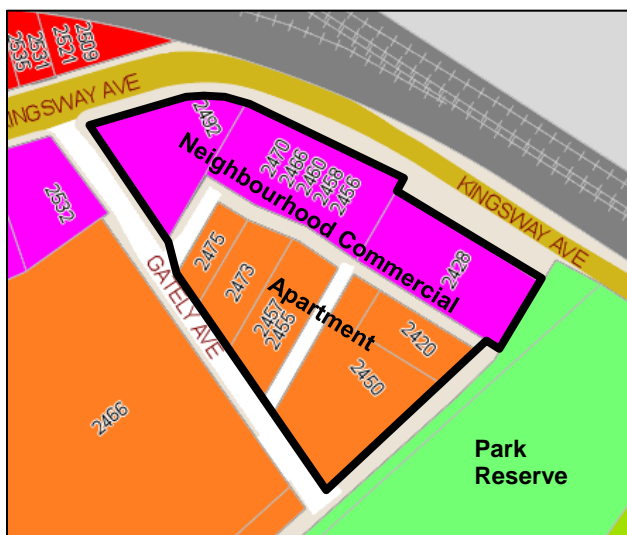
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Location map

Surrounding land uses include the Canadian Pacific Railway corridor and small scale industrial uses north of Kingsway Avenue, a large multi-family residential complex and a small scale light industrial building west of Gately Avenue. An unopened road allowance (Ticehurst Lane) and Coquitlam River is to the east. The Downtown and Lions Park are within walking distance, directly east of the Coquitlam River.

Policy and Regulations: The site is currently zoned a mixture RS1 (Residential Single Dwelling 1), RD (Residential Duplex) and M1 (General Industrial), which reflect their current uses. The Official Community Plan land use designation for the properties along Kingsway Avenue is currently Neighbourhood Commercial (N) intended to provide for a mixed use development. The designation along Gately Avenue is Apartment (A) which would support low profile apartment uses to a maximum of 4 storeys. An amendment to the Comprehensive Residential (RC) OCP designation is proposed to better reflect the anticipated mix of uses.



Current OCP designations



Current zoning

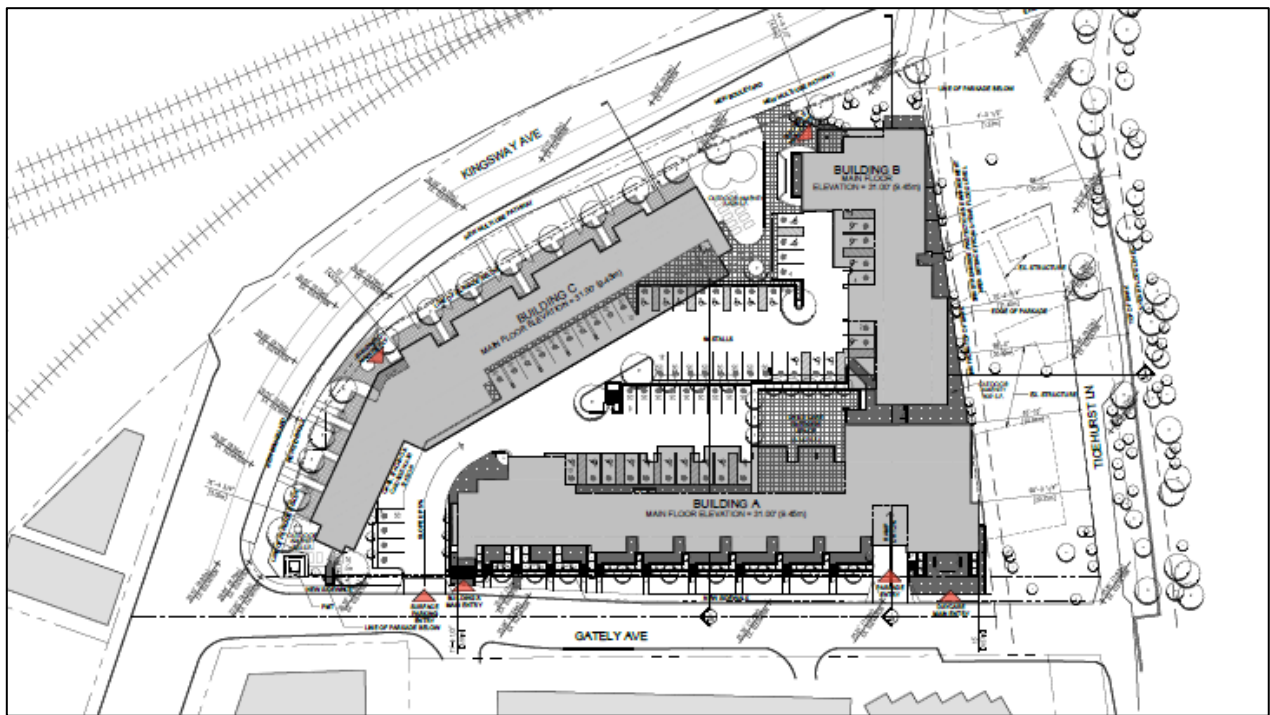
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The policies of the Official Community Plan supports provision of housing that will meet a variety of needs, including affordable and non-market rental housing. The policies support new multifamily housing in areas close to the downtown, and encourage the creation of new childcare facilities. The policies also provide for the City to protect areas of environmental sensitivity through development and support improved pedestrian connections and trail networks.

This site will be subject to form and character, environmental conservation and watercourse protection development permit objectives and design guidelines. These applications would be considered after adoption of the Official Community Plan and Zoning Bylaw amendments.

The City's Density Bonus policy provides for the City to retain the additional land value achieved by the rezoning and Official Community Plan amendment and provides for consideration of that value to be offset by the provision of social housing and community amenities. The City's Affordable and Family Friendly Housing Policy requires that 10% of any additional residential density be secured as non-market rental housing. The City's Processing of Development Applications Policy provides for the City to fast-track public Interest applications through the various application review processes and process the applications at the City's cost.

Project description: The proposed development consists of three 6-storey buildings with 302 apartment units and a 400m² (4,305 ft²) childcare facility built over a common one-level parkade. The complex consists of three buildings fronting the periphery of the site clustered around a grade level interior parking court.

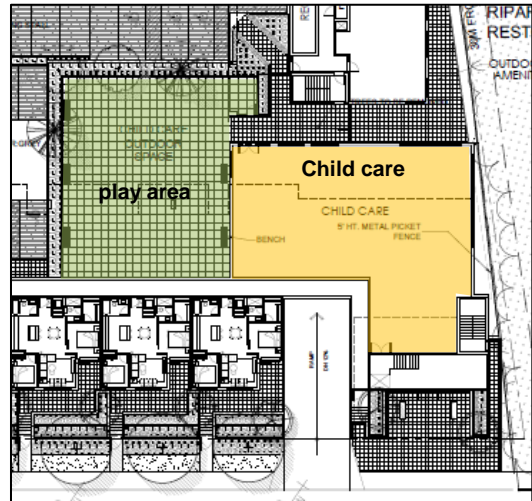


Proposed site plan

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Each building is designed with its own prominent main entry providing pedestrian level access from the adjoining street. Apartment units at street level have individual front doors and landscaped walkways leading to the street to promote pedestrian access and eyes on the street. There are two vehicle access points to the site from Gately Avenue; one for access to the grade level parking court which will also serve as access to garbage and recycling rooms located to the interior of the site and a second for access to the underground parkade.

The residential portion of the development will consist of 129 one-bedroom, 123 two-bedroom and 48 three-bedroom apartment units ranging in size from 44m² (474 ft²) to 80m² (861 ft²). These units include 60 adaptable and 30 accessible units to help meet the needs of residents with disabilities. The proposal include common amenity space for the residents consisting of two outdoor amenity areas which provide a children's play area, raised gardening beds and seating and tables for outdoor gatherings. The indoor amenity spaces include a lounge/party room and meeting/study rooms. The proposed child care is to be located near the southeast corner of the site and includes outdoor play space located to the interior of the site. All units have private outdoor space in the form of a balcony or patio.



Child care and outdoor play area

The developer proposes a contemporary architectural style that includes quality cladding materials in keeping with other recent development in Port Coquitlam including brick, fibre-cement panel, corrugated metal, standing seam metal, aluminum and glass balcony railing, and wood look metal soffits. Each building will utilize consistent materials but have its own unique colour palette to create a cohesive design while allowing each building to have its own personality.



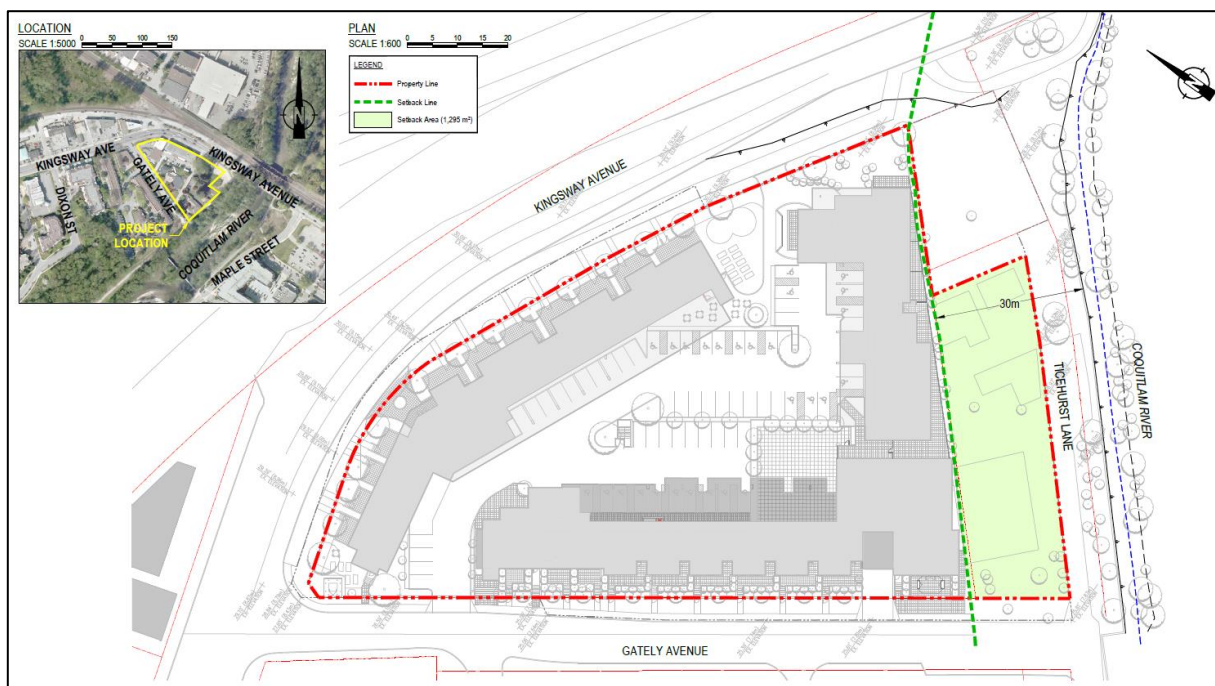
Façade fronting Kingsway / Gately intersection

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The landscape plan calls for a mixture of trees, shrubs, perennials and ground cover plants located throughout the periphery of the site in integrated landscape planters and tiered retaining walls to soften the building edges and define and beautify the apartment patios for the ground floor apartment units. The interior parking court is also to be landscaped and the parking areas interplanted with trees to add shading and architectural interest. The landscape surface materials include concrete and high quality unit pavers for patios and walkways, asphalt for the parking court driveways and unit pavers for the vehicles parking spaces.

The proposed development, in accordance with the building and plumbing bylaw, will also be constructed to meet Step 2 of the BC Energy Step Code which will provide at least a 15% reduction to the National Building Code for energy consumption. The applicant's preliminary stormwater management plan indicates a stormwater detention tank is to be installed to detain/delay stormwater flows from the development to aid in reducing impacts to the City stormsewer system. A thorough description of environmental conservation measures will be provided to Committee for consideration of development permit issuance.

Watercourse Protection: The proposed development is adjacent to the Coquitlam River and subject to the objectives and guidelines of the Watercourse Protection Development Permit (DP) Area. These guidelines would prescribe a 30m wide watercourse protection area measured from the Coquitlam River top-of-bank. The development is also subject to the Provincial Riparian Area Protection Regulation (RAPR).



Map showing the watercourse protection area

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The applicant provided an environmental report which assessed the development proposal and its conformance with the City's Watercourse Protection DP guidelines. This report confirmed the project meets the prescribed 30 meter setback as shown on the image below. Through this development, the applicant would remove several existing structures (two houses, two accessory buildings and pavement) from the setback area and enhance it with riparian plantings. Further information on watercourse protection and the enhancement plans would be provided to Committee in consideration of a Watercourse Protection Development Permit should the application proceed.

Trees: The applicant submitted an arborist report (Attachment 2) assessing the 54 existing trees on the site, mostly located on the single residential and duplex properties and 6 street trees. The proposed concept requires 41 trees to be removed as they are within the footprint of the parkade; 7 of these trees meet the Tree Bylaw's definition of significant tree due to their size. 13 trees within the watercourse protection area and the 6 street trees would be retained.

The applicant is proposing to plant 91 new trees which includes 59 on the development site, 20 in the watercourse protection area and approximately 12 additional street trees. The robust landscape plan also proposes a mixture of 1,079 shrubs, 660 grasses, 467 perennials and 428 ground cover plants with an additional mixture of 775 shrubs, 127 perennials, and 325 ground cover plants in the watercourse protection area.

Parking: The Parking and Development Management Bylaw requires 305 parking spaces for the proposed development including 300 for the residents (1 parking space per dwelling unit) and 5 for the child care (1 parking space per 10 children). The applicant has proposed 294 parking spaces including 289 for the residents (0.96 parking spaces per dwelling unit) and 5 for the childcare facility. Over 10% (33) of the parking stalls will be accessible spaces that provide for wheelchair access; these stalls are 4 meters wide which is 1.3m wider than a standard parking space.

The transportation impact study (Attachment 3) provides an analysis of the proposed parking and concludes the proposed parking will meet the needs of the development. The Affordable Housing Societies has also provided a letter (Attachment 4) describing the typical parking needs of their residents and confirming that, based on their other housing projects, the proposed parking ratio is more than adequate to meet the needs of their tenants. The building will also provide storage for bicycles in a secure room in the underground parking structure.

Transportation: The applicant provided a transportation impact study that assessed the existing traffic conditions and the impact of the proposed development on the transportation network. In summary, the report found the proposal will add 153 new vehicle trips in the AM peak hour and 178 new vehicle trips in the PM peak hour and confirms the existing transportation network has adequate capacity to accommodate these trips. The report provides analysis and identified options for improvements to the Gately/Kingsway Avenue intersection. The recommended improvement is

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to enhanced movements to/from Gately Avenue through the addition of a westbound left turn/receiving lane as shown on the image below. Road dedications along Kingsway and Gately Avenues would be required to meet the necessary road allowance widths to accommodate the required infrastructure.

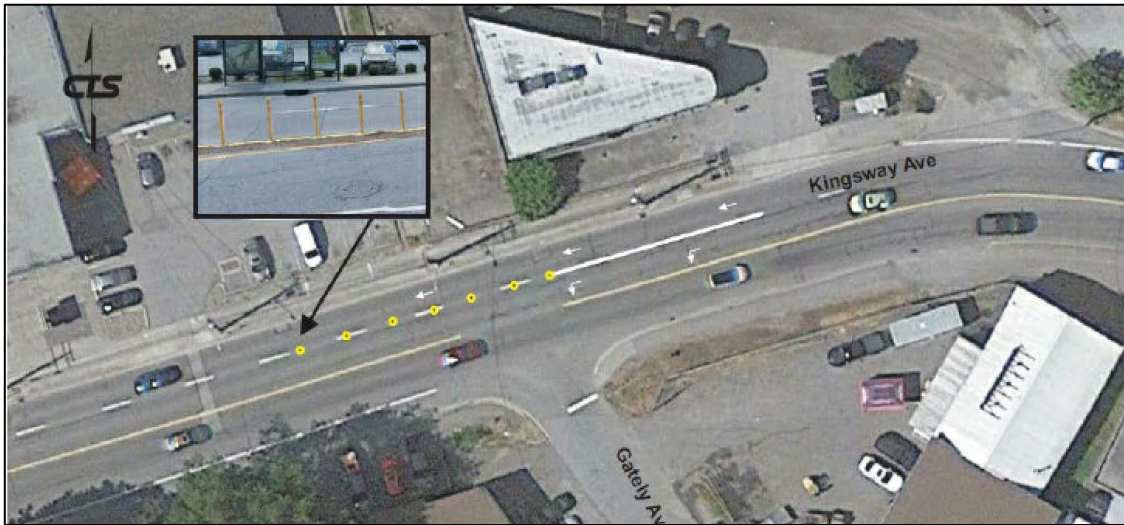


Illustration of proposed westbound left turn and receiving lane

The report also recommends improvements to pedestrian and bicycle infrastructure adjacent to the site including a construction of a 3m wide multi-use pathway (MUP) along Kingsway Avenue and connection of the Coquitlam River Trail between Gately and Kingsway Avenues.



Potential extension to Coquitlam River Trail

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Finally, the report recommends consideration of a future connection between Gately and Chine Avenues to provide enhanced access from Gately Avenue to the fully signalized intersection at Dixon Street and Kingsway Avenue as shown on the image below. This connection would transect vacant municipal land adjacent to Dixon Street and the River Woods housing site at 2446 Gately Avenue (owned by the Affordable Housing Societies). Affordable Housing Societies has indicated intent to explore redevelopment 2446 Gately Avenue in the future and the potential to construct this connector will be explored at that time.



Potential future extension to Chine Avenue

Off-site Infrastructure and utilities: In addition the road network improvements identified by the traffic study, this project would require significant infrastructure and service upgrades to meet standards of the subdivision servicing bylaw and adequately service the proposed development. These include reconstruction of Kingsway Avenue ½ road plus one meter complete with curb and gutter, sidewalk, road drainage, street trees and street lighting; reconstruction of Gately Avenue full width complete with curb and gutter, sidewalk, road drainage, street trees and street lighting on the eastern side fronting the site. This development also requires extensive service upgrades including replacement of both the watermain and sanitary services on Gately Avenue. An assessment is being completed to determine if storm sewer upgrades are necessary.

Land Purchase and Road Closure: To facilitate the consolidation with adjacent properties, the applicant has requested to purchase a portion of a city owned parcel at 2428 Kingsway Avenue and the lanes within the 2400 block of Gately and Kingsway Avenue as illustrated in the image below. The total area of land to be purchased is approximately 2,184m².

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Map showing proposed road closure, portion of 2428 Kingsway to be purchased and road dedications

Proximity to railway operations and Kingsway corridor: The site is located in proximity to the CP Rail corridor and adjacent to the Kingsway Avenue, which is an arterial route and truck corridor. In accordance with guidelines developed by FCM and the Railway Association of Canada, the applicant contacted CP for comments and retained technical studies to assess potential noise and vibration impacts and provide mitigation strategies. The guidelines also suggest maintaining a 30m setback from the rail corridor where possible; the proposed development is located approximately 25 to 29m from the Canadian Pacific Railway (CP) corridor and approximately 40m from the actual rail tracks.

The acoustic study (Attachment 5) found the noise level to be 69 dBA, which is on the high side of the CMHC recommended range of 55 to 75 dBA. The study recommends a number of measures be taken to provide adequate noise isolation in interior spaces including thickening exterior sheathing and interior drywall and using sound dampening windows and doors for suite walls fronting Kingsway Avenue. As the noise isolation can only be achieved when windows and doors are tightly closed, consideration will also need to be given to alternative forms of ventilation. The applicants are in the process of assessing the potential for vibrations and identifying if mitigation measures are necessary.

CP declined to comment on the development as it is not directly adjacent to the rail corridor.

Public Consultation: Consistent with the consultation plan presented to Committee July 28, 2020, the applicant provided an opportunity for community input beginning August 20th and ending September 13th. During this period the applicants received comments from 9 respondents on the proposed land use. The input received about the proposal included comments in support of the

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project and the provision of non-market housing along with concerns about the additional density, traffic and environmental impacts. A summary is provided in attachment 6.

DISCUSSION

The OCP and additional City policies establishes how the community is intended to develop, designates lands for uses in keeping with these policies and provides guidance on the types of housing, services and community supports the City should encourage. An evaluation of the proposal with applicable policies and regulations indicates the following:

- The apartment uses on the site are reflective of the OCP's Apartment Residential designation for a large portion of the site and in keeping with policies to locate apartment buildings in urban centers close to community services and transit. The site is within walking distance from the Downtown, in close proximity to other multi-family developments, parks and trails and existing commercial uses.
- The proposal retains a portion of the commercial uses anticipated in the OCP by including a daycare facility. The location of this facility at the rear of the site provides for a superior site context and buffers this use from the traffic and rail corridor.
- The proposal for 300 non-market rental housing units aligns with the OCP and associated policies to explore and support the development of rental housing, encourage housing affordability and promote a range of housing options to meet the needs of our diverse community. The development provides for outdoor and indoor community amenity space and each unit will benefit from their own balcony or patio.
- The OCP policies for community facilities and services encourages the provision of additional childcare spaces to meet the needs of the community and the draft Child Care Action Plan supports this direction. The proposed 48 child facility will help support childcare need in the neighbourhood.
- The proposal is in keeping with the City's Affordable and Family Friendly Housing and Density Bonus Policies by providing 100% non-market rental units and community amenities in the form of the childcare facility in exchange for an increase in density. The additional density will translate into the provision of approximately 78 additional non-market units.
- The OCP provides that residential units should be buffered from negative impacts. The impact of traffic noise from Kingsway Avenue and the CP rail corridor can be reduced by implementing measures and recommendations of the technical studies prepared by acoustical and geotechnical engineering consultants.
- Information submitted by the applicant and their transportation consultants suggested the proposed parking ratio will more than adequately meet the needs of the residents given the mix of tenants and the affordability criteria. The site is also well located to promote alternative modes of transportation (walking and cycling) due to its proximity to the Downtown and access to public transit on Kingsway Avenue.

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- The proposal meets the intent of the City's Watercourse Protection Development Permit Guidelines by maintaining the required setback to the Coquitlam River and enhancing the riparian landscape through removal of encroachments and appropriate plantings.
- The proposal will result in improvements to the Kingsway and Gately intersections and additional pedestrian connections through construction of the MUP on Kingsway and extension to the Coquitlam River Trail.

It is staff's opinion that the proposal provides substantial community benefit and is aligned with established direction in the OCP. Staff recommend the proposal be supported with the following provisions:

- 1) The site land use designations be amended to Comprehensive Residential (RC) and a Comprehensive Development (CD) zone be crafted that provides for the proposed mix of land uses, and confirms permitted density, built form, siting and parking requirements.
- 2) Registration of a housing agreement that restricts the site to the provision of rental non-market housing to ensure the continued community benefit of the project.
- 3) Closure, subdivision and sale of municipal lanes and land, dedication of road along Gately and Kingsway Avenues and consolidation of lands into one parcel.
- 4) Securing off-site works that include improvements to Kingsway and Gately Avenue intersection, construction of a multi-use path along Kingsway Avenue, extension of the Coquitlam River Trail along Ticehurst Lane, and riparian enhancements.
- 5) Registration of legal agreements to ensure the noise and vibration impacts from Kingsway Avenue and rail lines are mitigated in accordance with the recommendations of technical studies and the Watercourse Protection Area is restricted to riparian vegetation and protected from future disturbance in perpetuity.


The applicant has undertaken consultation in keeping with Committee's July 28th resolution and Section 475 of the *Local Government Act*. Comments on the proposal ranged from support to concerns about traffic, density, overall growth in the community and impacts to the environment. Staff further recommend Council confirm its consultation requirements by adoption of the recommended motion.

FINANCIAL IMPLICATIONS

In accordance with the Processing of Development Applications Policy, the City did not require Rezoning and Development Permit application fees, an approximate value of \$57,000. The Affordable Housing Society may also apply to the City for a grant from the Special Needs Housing Reserve, previously provided at \$1,000 per dwelling unit.

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OPTIONS (✓ = Staff Recommendation)

	#	Description
	1	Recommend to Council that the Official Community Plan and Zoning Bylaw amendments be considered for approval.
	2	Request additional information, amendments to the application, changes to recommended conditions of prior to forwarding the application to Council.
	3	Recommend to Council that the application be refused.

ATTACHMENTS

Attachment #1: Development concept drawings

Attachment #2: Arborist report

Attachment #3: Transportation impact report

Attachment #4: Affordable Housing Societies parking needs letter

Attachment #5: Acoustic study

Attachment #6: Consultation summary

Lead author(s): Bryan Sherrell and Jennifer Little