

Staff Report to Council

Planning and Development

FILE: 6480-20-2019-01

REPORT DATE: April 20, 2020

MEETING DATE: April 28, 2020

TO: Mayor and Council

FROM: Anne Berry, Director of Planning and Development

SUBJECT: Official Community Plan Amendment and Rezoning Application for
19796, 19806, and 19818 Hammond Road

CHIEF ADMINISTRATIVE OFFICER REVIEW/APPROVAL:



RECOMMENDATION(S): THAT Council:

- A. Direct Staff to prepare an Official Community Plan Amendment Bylaw for Council consideration, pertaining to the properties located at 19796, 19806, and 19818 Hammond Road, that would:
 - A.1 change the land use designation from Residential–Low Density to Residential–Medium Density; AND
 - A.2 change the Development Permit Area from DPA No. 11 - Residential Infill to DPA No. 8 - Multi-Family Residential; AND
- B. Direct Staff to prepare a Zoning Bylaw Amendment to rezone the properties at 19796, 19806, and 19818 Hammond Road from A-1 (General Agriculture) to CD-N (Comprehensive Development N) and RRTZ (Residential Rental Tenure Zoning) as presented at the April 28, 2020 regular meeting of Council; AND
- C. Direct Staff to work with the applicant on the Lower Hammond Drainage Study; OR
- D. Other.

PURPOSE

The purpose of this report is to present the applications to Council and to seek direction for an Official Community Plan amendment and rezoning for the properties at 19796, 19806, and 19818 Hammond Road in order to develop a low-rise apartment building and a separate market-rental only building on the same property that will be done in two phases.

☐ Information Report

☐ Decision Report

☒ Direction Report

DISCUSSION

Background:

The City has received an application to amend the land use designation in the City's Official Community Plan for the properties located at 19796, 19806, 19818 Hammond Road from Residential-Low Density to Residential-Medium Density and to rezone those properties from A-1 (General Agricultural) to CD-N (Comprehensive Development N) Zone and a portion to RRTZ (Residential Rental Tenure Zoning) (Attachment D). Due to the increase in residential density, the application will also include a change to the Development Permit Area from Development Permit Area No.11-Residential Infill to Development Permit Area No.9 – Multi-Family Development.

Applicant:		Censorio Group (Vancouver, BC)
Owner:		1288 Developments Ltd., Inc. No. BC1063211
Civic Address:		19796/19806/19818 Hammond Rd
Area:		0.81 ha (2 acres)
OCP	Existing:	Residential – Low Density (see Attachment B)
	Proposed:	Residential – Medium Density
OCP DPA	Existing:	#11 – Infill Housing
	Proposed:	#9 – Multi-Family Development
Zoning	Existing:	A-1 (General Agricultural) (see Attachment C)
	Proposed:	Comprehensive Development N (CD-N) and Residential Rental Tenure Zoning (RRTZ)

None of the properties are located in the Agricultural Land Reserve but all are located within the floodplain. The lots are currently vacant and are located adjacent to City-owned property that contains the start of the Wildwood Trail and open space/park.

Application History

OCP Amendment and Rezoning Application 2015

An application for the properties at 19806 and 19818 Hammond Road was received by Council at the June 23rd, 2015 Special Meeting. This application proposed 36 townhouse units at a density of 51.5 units per hectare. The application was defeated by Council as the density was considered too high for the two lots.

Rezoning Application- 2017

Between 2015 and 2017, the owner acquired the property at 19796 Hammond Road, in addition to 19806 and 19818 Hammond Road. The addition of the 19796 Hammond Road increased the lot size from 0.61 hectares (1.5 acres) to 0.81 hectares (2 acres).

In 2017, a new rezoning application was submitted to the City. This application proposed a low-density residential, 24 unit townhouse project, with the units grouped into 12 duplex or two-unit buildings. Due to the geotechnical characteristics of the properties, a number of studies and reports were required prior to any development. Reports and studies included:

- Receipt of technical and environmental reports such as:
 - Hydrology report; drainage and storm water management proposal; construction details to meet flood level requirements; compensation area and replanting plan for relocating the existing watercourse, as required under the Riparian Areas Regulation; geotechnical survey; sample building elevations; etc.;
- Public consultation meeting as per Council Policy C015;
- Receipt of revised site plan to include 3 m walkway dedication;
- Details of proposed outdoor amenity area; and,
- Agreement of Residential Community Contribution as per Council Policy C091.

Due to the cost of studies and reports, this application was brought to Council for First Reading in order to obtain Council approval to move the application forward before further investment was made.

This application was presented at the regular meeting of Council held on March 20th, 2018. The following resolution was passed:

"MOVED by Councillor Bell, SECONDED by Councillor Stark, THAT Council:

- A. *Grant First Reading to Zoning Bylaw Amendment Bylaw No.2788, 2018 to rezone the properties at 19796, 19806 and 19818 Hammond Rd from A-1 (General Agricultural) to RM-1(Multi-Family Residential 1) subject to the following as outlined in the report titled "Rezoning Application for 19796, 19806 and 19818 Hammond Rd":*

A.1 Receipt of technical and environmental reports;

- A.2 *Public Consultation Meeting as per Council Policy C015;*
- A.3 *Receipt of revised site plan to include 3 m walkway dedication;*
- A.4 *Receipt of typical elevation drawings;*
- A.5 *Details of proposed outdoor amenity area; AND*
- A.6 *Agreement on Residential Community Amenity Contribution as per Council Policy C091."*

In March of 2019, the City received a letter stating that the original developer and architect of the application presented to Council on March 20th, 2018 withdrew their involvement in the rezoning application. A new developer was retained and a new application and proposal was subsequently submitted in August 2019.

Relevant Policy, Bylaw or Legislation:

This issue is regulated by the City's Official Community Plan Bylaw No. 2352, 2007 and the City of Pitt Meadows Zoning Bylaw No. 2505, 2011.

Official Community Plan

The properties are currently designated Residential – Low Density, which permits residential development in the form of single family, two and three family housing to townhouses with a density of up to 30 units per hectare. Current policies related to residential development include:

4.6.1 Concentrating Residential Development

- a) Multi-family housing is particularly encouraged within the central part of the urban area, including medium to high density multi-family housing located on major roads and within the Town Centre; and,
- b) Preference will be given to areas close to public transit routes or stations for higher density residential development.

In addition, the OCP has policies encouraging increasing housing choices and rental housing, which include:

4.6.2 Housing Choices

- a) Encourage and facilitate a broad range of market, non-market and supportive housing; and,
- f) The City will consider incentives (e.g. density bonuses) to encourage provision of seniors, rental, and special needs housing in the urban area.

4.6.3 Rental Housing

- a) Consider applying incentives (including but not limited to fee waivers, density bonuses, and property tax exemptions) as appropriate, to encourage the development of rental housing; and,
- b) Investigate reducing parking requirements for purpose-built rental housing (secured as a rental with a housing agreement) in Urban Centre and along arterial roads.

City of Pitt Meadows Zoning Bylaw No.2505, 2011

At present, all three properties are zoned A-1 (General Agricultural). This zoning permits agriculture and associated uses.

Analysis:

Proposed Concept

This application is for an Official Community Plan (OCP) Amendment to re-designate the properties from Residential – Low Density to Residential – Medium Density. The

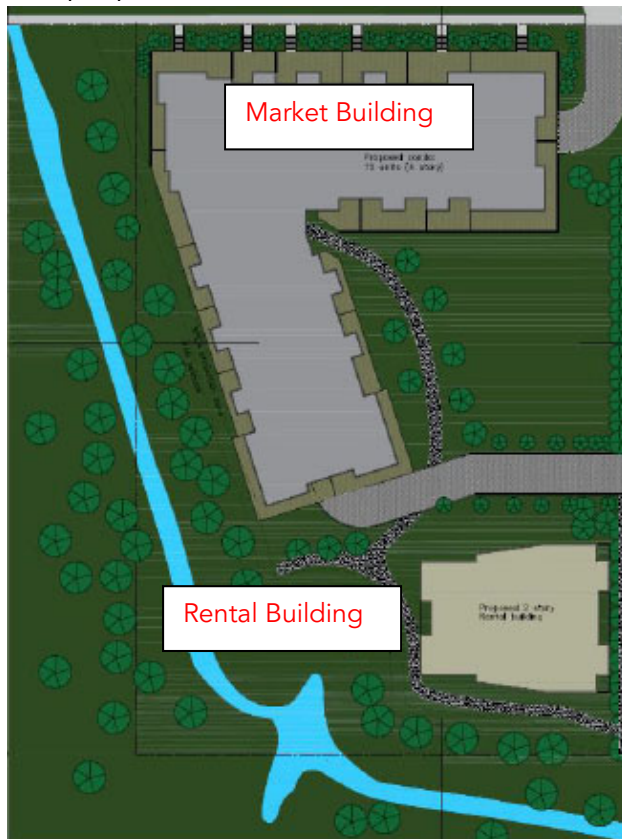


Figure 1: Concept Site Plan

will also include a separate rental only building at the south of the site (Figure 1 and Attachment E). This would be built in two phases.

The Residential – Medium Density land use designation permits residential uses in the form of townhouses and low rise apartments at a density of 31-100 units per hectare.

The rezoning application is to rezone the properties from A-1 (General Agriculture) to CD-N (Comprehensive Development N). A portion of the properties will also be rezoned to RRTZ (Residential Rental Tenure Zoning) (Attachment D). Municipalities have the authority to zone properties to RRTZ under Section 481.1 of the *Local Government Act*. Rezoning a portion of the property to RRTZ ensures that the tenure remains rental and is not converted to market units in the future.

In conversations with City staff, the applicant is proposing a strata development comprising of a low-rise apartment building along the northwest portion of the property. The development

At this stage, the proposal is conceptual and in the very preliminary stages. No set building plans, number of units, unit sizes etc. have been submitted. The density will be within the 31-100 units per hectare maximum under the Residential – Medium Density land use designation.

The applicant has placed an emphasis on the natural environment and is proposing to use the natural features on and surrounding the site to create an amenity feature, such as a neighbourhood park. In recognition of the geotechnical characteristics of the site, the applicant has expressed interest to potentially partner with the City to use a portion the City owned property directly west of the subject sites to create a storm water retention pond and neighbourhood park. This would tie into the existing recreational area to the south of the site by incorporating paths connecting into Wildwood Trail.

Site Conditions

The subject properties are currently vacant and are located at the bottom of Hammond Road. They are within the floodplain and are relatively swampy in nature. There is an unnamed stream that runs across the southwest corner of the property located at 19796 Hammond Road, which is a tributary stream that drains into the Katzie Slough roughly 200 meters to the east (Attachment F). In the previous rezoning application presented to Council on March 20th, 2018, the applicant was proposing to relocate the existing stream; however, the current developer no longer wishes to pursue this option.

As per the resolution passed by Council at the March 20th, 2018 meeting, the applicant completed a Riparian Areas Assessment (RAA) titled "Riparian Areas Regulation: Assessment Report" dated May 9th, 2019 conducted by Phoenix Environmental Services. The RAA identified that the Streamside Protection and Enhancement Area (SPEA) infringes on the site by 1,628 m² (17,523.7 ft²) and thus reduces the overall buildable area of the site (Attachment F). As a result of the SPEA, the developer has shifted their focus from a townhome development to a low-rise apartment building that better fits within the allowable development area and site conditions.

A low-rise apartment building considers drainage issues and SPEA setbacks. Placing a townhome development on this site would significantly decrease the permeability of the surface thereby contributing to drainage issues in the area. Constructing a low-rise apartment building instead retains more green space and thus, permeable surfaces where rain water can drain naturally through the ground (Figure 1). Appropriate storm water management designs will also be required to ensure surrounding properties are not adversely affected by the proposed development.

A Lower Hammond Drainage Study has been identified as a future project. Staff have been in discussion with the applicant in regards to the drainage issues in the area. The applicant is supportive of this study and has expressed interest to work with the City to complete the study. Staff is recommending that the area drainage study be completed before the application receives Second Reading.

There is an abundance of trees located on the site. As per the resolution passed at the March 20th, 2018, an arborist report was required prior to Second Reading. The applicant submitted an arborist report titled “Arboricultural Inventory and Report” dated September 19, 2019. The report found that given the site plan submitted at the time, which involved 43 townhouses, most trees outside of the SPEA would be required to be removed. The scope of work was preliminary in nature because site plans and tree conditions were expected to change beyond the original report’s scope. The City would require replacement of any trees removed as a condition of the Development Permit.

Site Context

TransLink has identified Hammond Road as part of the Frequent Transit Network (FTN). An FTN is a network of corridors where transit services run at least every 15 minutes in both directions throughout the day and into the evening, every day of the week. All three subject lots are located at the southeast end of Hammond Road, right along the FTN (Attachment A).

There are two major bus routes that run east and west along Hammond Road. A westbound bus stop is located directly in front of the subject properties and an eastbound bus stop is located one minute walk from the sites. These routes connect Pitt Meadows to Coquitlam, New Westminister, and to the RapidBus line that runs down Lougheed Highway. All of the aforementioned bus routes connect to the region’s SkyTrain network, to downtown Maple Ridge, and the two West Coast Express stations.

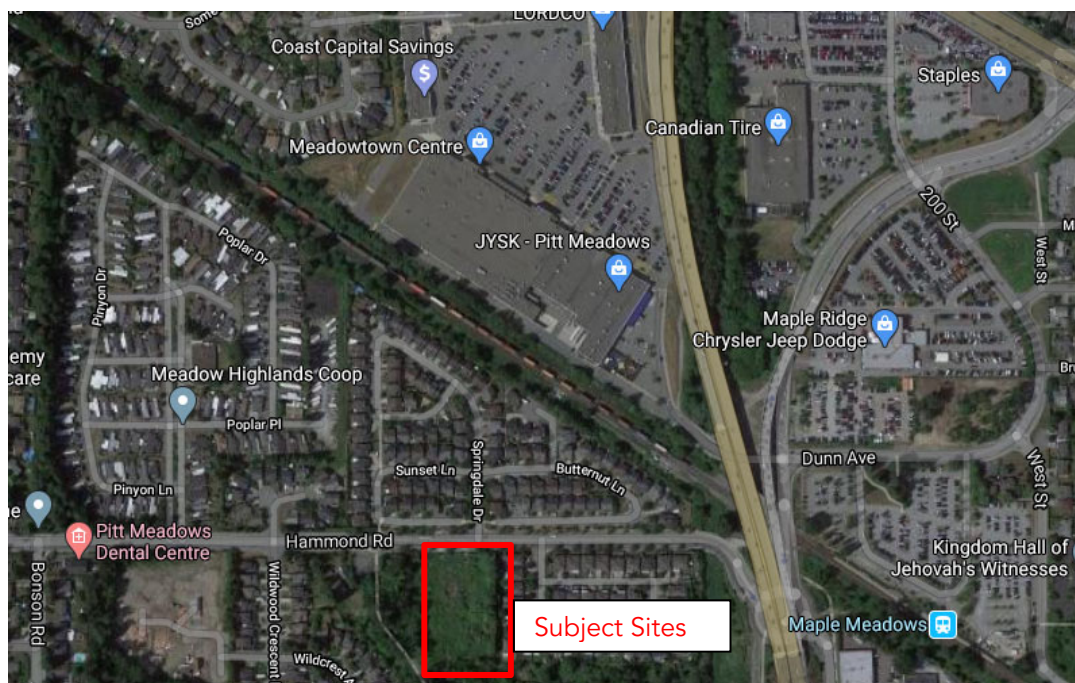


Figure 2: Map Showing Subject Site in Relation to Transportation Routes and Services

The subject sites are located within 750 metres (under a 10 minute walk) to the West Coast Express at Maple Meadows Station, giving the site easy access to a commuter route to Downtown Vancouver (Figure 2). The sites are also located 1-kilometre (12 minute walk) from Meadow Town Centre, which has a variety of shops and services, 1.2 kilometres (15 minute walk) to Davie Jones Elementary, and 1.1 kilometres (15 minute walk) to Pitt Meadows High School.

South of the property is undeveloped City property that is heavily treed and is designated as Open Space in the City's OCP, with Wildwood Trail running through this parcel of land. A portion of this parcel of land is located within the Agricultural Land Reserve. Towards the west side of the property is a City-owned parcel that is also designated as Open Space, heavily treed, and where the Wildwood Trail begins. To the north and east of the subject site there are residential neighbourhoods consisting of single family homes (Figure 3) (Attachment A).



Figure 3: Site Context Map

Metro Vancouver Regional Growth Strategy: Metro 2040

The subject site is located within the General Urban land use designation under the Metro Vancouver Regional Growth Strategy (RGS). In the RGS, "General Urban areas are intended for residential neighbourhoods and centres, and are supported by shopping, services, institutions, recreational facilities and park. Within the General Urban area, higher density trip-generating development is to be directed to Urban Centres and Frequent Transit Development Areas (FTDAs). 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.”

Goal 1 of Metro 2040 is “Create a Compact Urban Area”. One of the strategies to achieve this goal is:

1.2 Focus growth in Urban Centres and Frequent Transit Development Areas

This strategy identifies that the role of municipalities is to:

- c) include policies for Frequent Transit Development Areas which:
 - ii) Focus growth and development in Frequent Transit Development Areas, generally consistent with the guidelines set out in Table 3 (Guidelines For Urban Centres and Frequent Development Areas)
- d) include policies for General Urban areas which:
 - v) encourage infill development by directing growth to established areas, where possible.

The RGS identifies that FTDA's should focus medium and higher density housing, including affordable housing, along the FTN. At present, the City does not have any designated FTDA's.

Rental Only Units and Housing Agreements

Over the past 10 years, the rental vacancy rates in Metro Vancouver have remained very low at an average of 1.3%, making it difficult to find suitable and affordable rental housing. According to Metro Vancouver Housing 10-Year Plan, an estimated 5,400 new rental units are needed every year. The City of Pitt Meadows has one purpose built rental apartment building located at 19220 119th Avenue (corner of Harris Road and 119th Avenue). This property is zoned RM-2 (Multi-Family Residential) and does not have any Housing Agreement on title. This means that this existing rental building can be converted to market housing.

If this proposal moves forward and is in turn, approved by Council, then the owner of the properties will be required to enter into a Housing Agreement with the City. A Housing Agreement is a contract that is entered into voluntarily by the purchaser or property owner with the local government. It can be included as a condition of rezoning by the local government to an owner or developer. Municipalities are authorized to enter into a Housing Agreement under Section 483 of the *Local Government Act*. Housing Agreements are a powerful tool that can help ensure the longevity of the supply of rental, affordable or special needs housing. The terms and conditions of a Housing Agreement may vary depending on the community but can include:

- groups or persons permitted to occupy the buildings (e.g. seniors, low income households, or a mix of tenants);
- type of tenure (rent or ownership);
- rent levels;
- price restrictions;
- administration or management requirements; and
- other terms related to the occupancy.

Housing Agreements are entered into by bylaw and the local government must file notice at the Land Title Office. Housing Agreements run with the land, thereby committing any future use of the property to be bound by the terms of the agreement; however, the actual agreement will not be registered as a change on the title to the property and if a person doing a title search wanted to see the agreement, they would have to contact the total government to obtain it. For this reason, it is good practice to register the Housing Agreement as a covenant under Section 219 of the *Land Title Act*. This ensures that future purchasers are aware of the agreements on the land. Without a Section 219 covenant with a Housing Agreement, the local government may be unable to enforce a notice of housing agreement against the holder of prior charges.

A Section 219 covenant can be used to regulate the use of land but can also regulate subdivision and can be more specific about construction of buildings. For example, a Section 219 covenant can limit the density of a development or require that land is to be built upon or not built upon. Housing agreements on the other hand, can restrict the occupancy and use of the housing proposed on the land. For example, a Housing Agreement can control rental rates, occupancy and target populations.

Under Section 482 of the *Local Government Act*, municipalities are granted the authority to establish different density rules or conditions under the zoning bylaw in exchange for the provisions of rental, affordable or special needs housing.

Planning Department Comments

In the last rezoning application, Council approved First Reading subject to several conditions. Since that time, the proposed development has changed scope to better fit within the conditions of the site and surrounding neighbourhood. Planning Staff support the proposed concept, based on the following:

High Connectivity

The subject sites are in a prime location for a medium density residential development. The sites are within the urban area and are located along TransLink's Frequent Transit Network. This allows for easy access to shops, services, schools, and the West Coast Express.

For pedestrians, there are sidewalks directly along Hammond Road. In addition, the site is located right at the entrance to Wildwood Trail allowing for connectivity to the City's recreation network, Pitt River Greenway, and Osprey Village in South Bonson.

Density and Height

The number of units for the market apartment building and the rental building is not yet determined; however, it is likely that the project will propose the density permitted under the Residential – Medium Density designation (100 units per hectare) considering the loss of buildable areas from the SPEA setback. Regardless of this, Planning Staff advise that a low-rise apartment building on this site is much more suitable than a townhome development because:

- Parking in the low-rise apartment building will be situated underneath the apartments rather than on surface level as you would see with a town home development. An updated geotechnical report will help indicating if parking can be situated partially below ground. In addition, parking requirements could be relaxed due to the sites location on the FTN;
- A low-rise apartment building uses less of the lot area thereby allowing for more permeable surfaces to mitigate drainage issues; and,
- More green space is provided with a low-rise apartment building.

The building height will likely be 4 storeys, roughly 15 metres in height. From the perspective of Staff, this height would not significantly impact the form and character of the surrounding neighbourhood. There is open space to both the west and south of the property. To the north, there is a single family residential neighbourhood (Morningside), which was raised by at least 1.5-2 metres by fill prior to building (Figure 4). To the east is Fairfield development, which is a single family residential area. The applicant has ensured that the low-rise apartment building would be positioned towards the west of the lot (see Figure 1 or Attachment E), away from Fairfield development, to reduce over shadowing and privacy issues. In addition, positioning the building this way would likely preserve trees along the eastern edge of the property line, which also helps to retain more privacy for adjacent lots.



Figure 4: Showing Height of Morningside Development

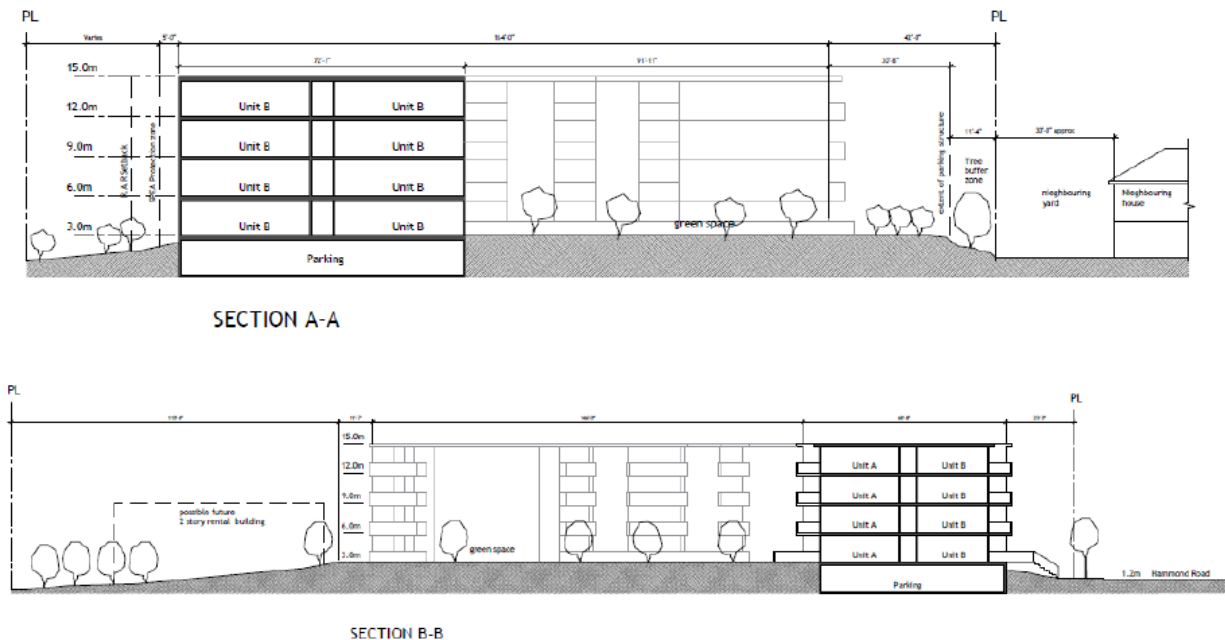


Figure 5: Cross Section Example

Supports Regional Policies and Official Community Plan Policies

The proposed concept is in line with the Regional Growth Strategy (RGS). The sites are located along the FTN and municipalities are to include policies for Frequent Transit Development Areas, which are areas intended to accommodate higher density forms of development. Policies contained within the OCP support the RGS goals, as they indicate that multi-family housing should be located on major roads and preference for higher density residential development will be given to sites close to public transit

routes. The proposed concept meets all of the policy directions in the RGS and the OCP described earlier.

The presented concept also encourages and works to secure rental units, which supports Goal 4 – expanding rental housing across the region in the Metro Vancouver Housing 10-Year Plan. Likewise, the proposed rental building supports the policies contained within the OCP that are directed at diversifying housing choices.

The OCP also contains policies that recommend incentivizing rental housing. Potential incentives include density bonuses to encourage the development of rental housing. In context of this proposal, the applicant is seeking a density increase from low-density residential to medium-density residential. The applicant is proposing to include a separate rental building along the south side of the property.

Official Community Plan Review

Currently, the City's OCP is under review and anticipated to be completed later this year. As presented to Council and the public through the OCP review process, the City is expected to grow by an additional 4,354 people by 2041. This population growth is expected to generate the need for additional 2,325 housing units, also by 2041.

Based on these projections, Council recently reviewed and endorsed the draft residential land use plan for the City. This plan focuses residential growth around the Harris and Hammond Road corridors, which will meet the housing needs based on our population projections. Additionally, the draft urban land use map has designated all three subject sites as Residential – Medium Density. Therefore, the medium-density land use designation proposed by this development would directly support proposed land use designation and the projected housing needs required by 2041.

Addresses Drainage Concerns

The proposed project increases the area of permeable surfaces, helping to reduce overall drainage concerns by allowing rain water to filter through the ground. In addition, the applicant is willing to work with the City to complete the Lower Hammond Drainage Study and is interested to improve the storm water management plan of the site and surrounding area and would like to create a storm water retention pond.

Options and Recommendation

At this time, and based on the information provided in this report, the Planning department is recommending that Council direct Staff to prepare draft bylaws for the

Official Community Plan amendment and Zoning amendment and for staff to work with the applicant to complete the Lower Hammond Drainage Study.

Should Council direct staff to prepare draft bylaws and to work with the applicant to complete the Lower Hammond Drainage Study, the following is a list of requirements that would be needed to grant First Reading:

- Technical and environmental reports:
 - Geotechnical Report;
 - Drainage and Storm Water Management Proposal;
 - Hydrology Study;
 - Replanting Plan; and,
 - Site Plan and proposed elevations; and,
- Working with City Staff on an agreement for a Community Amenity Contribution, which may include improving the City lot to the west to improve storm water management and drainage or another contribution as outlined in Council Policy C091.

Should the application proceed through the amendment process, Staff is recommending that a Housing Agreement be a condition of adoption.

COUNCIL STRATEGIC PLAN ALIGNMENT

☐ Principled Governance ☐ Balanced Economic Prosperity ☐ Corporate Excellence
☒ Community Spirit & Wellbeing ☐ Transportation & Infrastructure Initiatives
☐ Not Applicable

Affordability. Promote accessible and affordable transportation, daycare and housing opportunities to help families and businesses thrive.

Housing Diversity. Encourage diversity in housing types to foster an inclusive, affordable, multi-generational community.

FINANCIAL IMPLICATIONS

☒ None ☐ Budget Previously Approved ☐ Referral to Business Planning
☐ Other

PUBLIC PARTICIPATION

☐ Inform ☒ Consult ☐ Involve ☐ Collaborate ☐ Empower

The applicant is required to host a Development Information Meeting as per Council

Policy C015.

KATZIE FIRST NATION CONSIDERATIONS

Referral ☐ Yes ☒ No

City Staff has not yet forwarded the application to the Katzie. Should the application be granted First Reading, a referral will be sent to the Katzie First Nation.

SIGN-OFFS

Written by:

Stefanie Ekeli
Development Services Technician

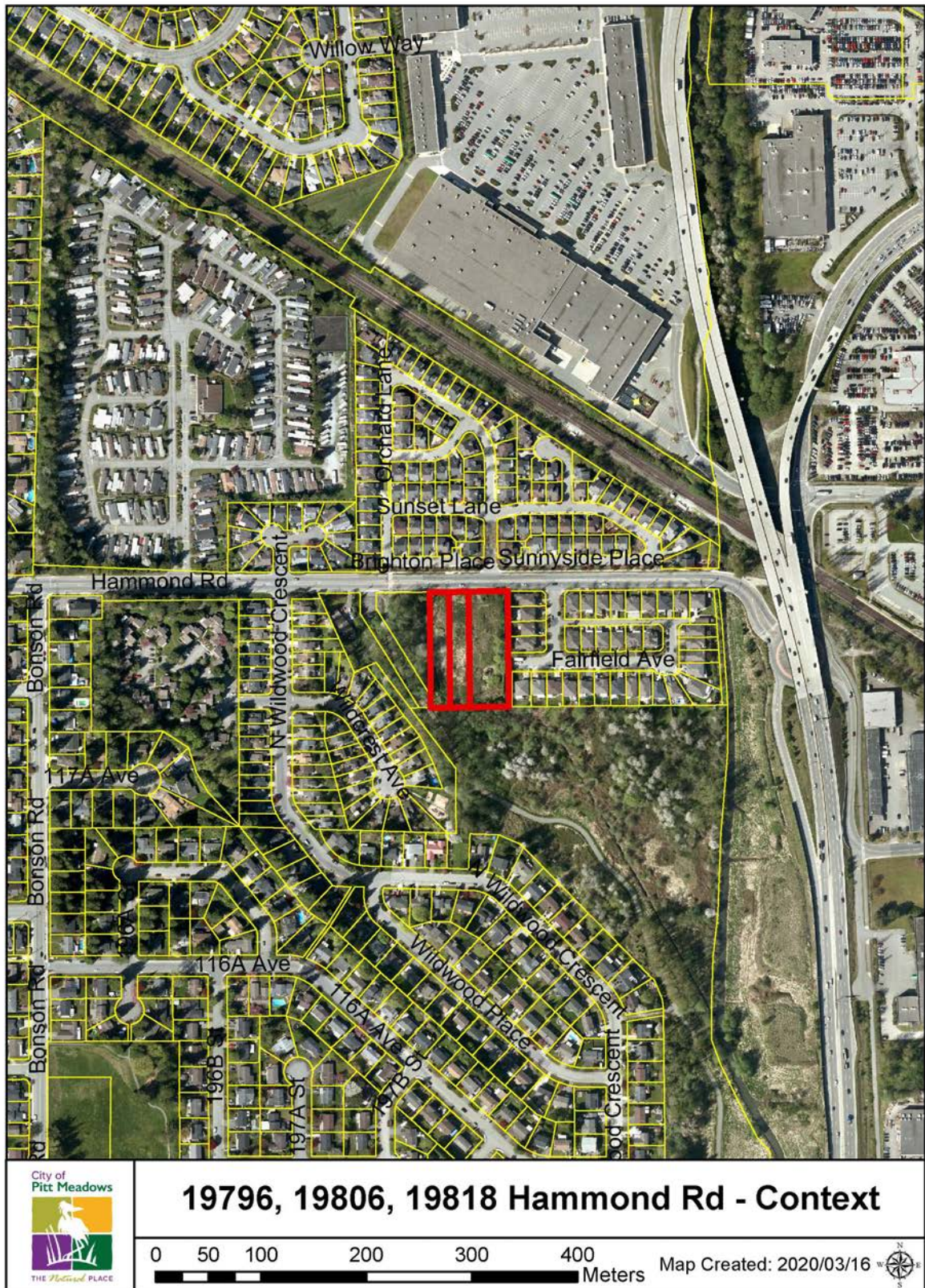
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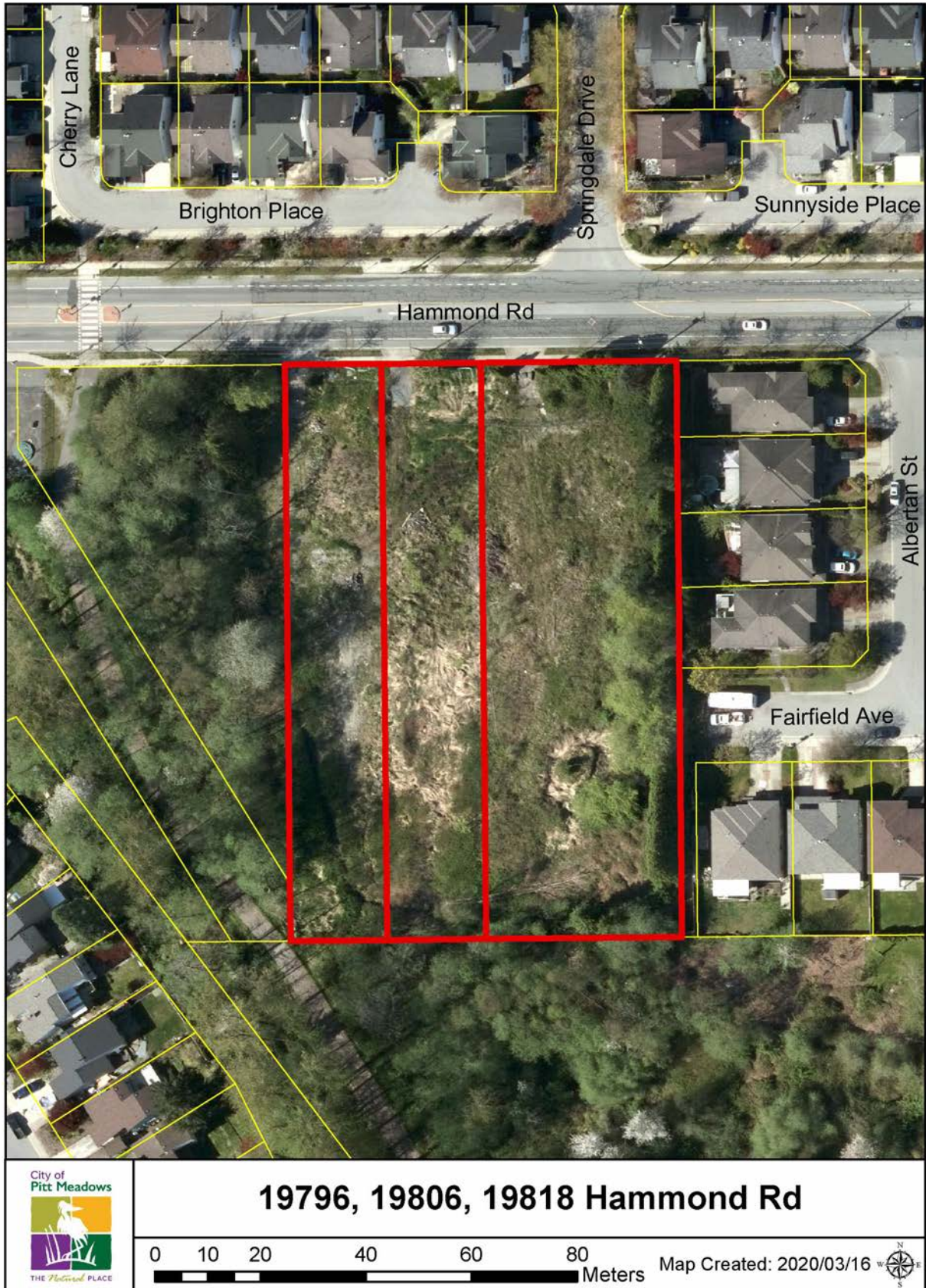
Alex Wallace,
Manager Planning and Development

ATTACHMENT(S):

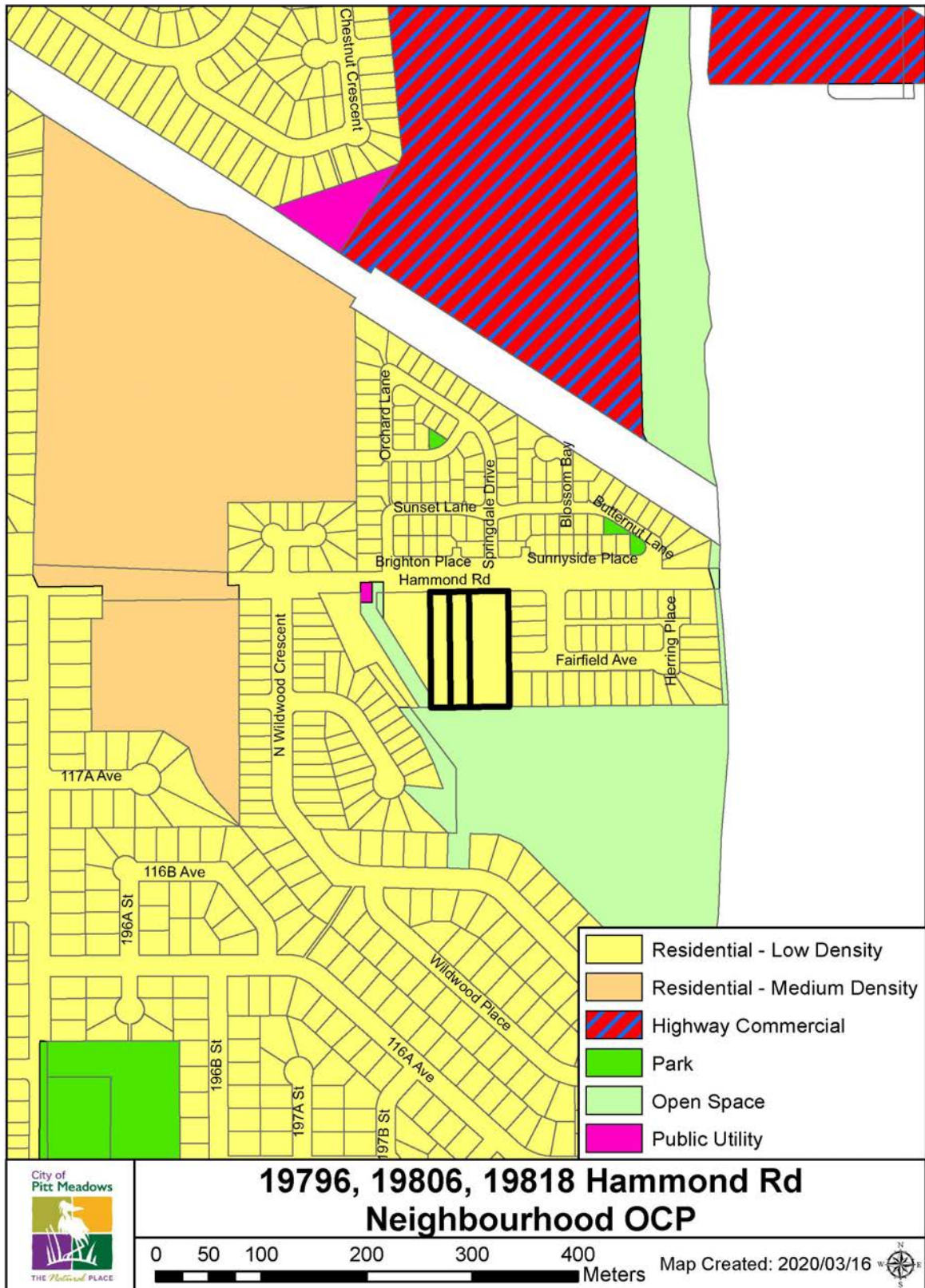
- A. Site Context
- B. Official Community Plan Map
- C. Zoning Map
- D. Proposed Zoning Map
- E. Site Plan Concept
- F. Riparian Areas Regulation SPEA Map

ATTACHMENT A: Site Context

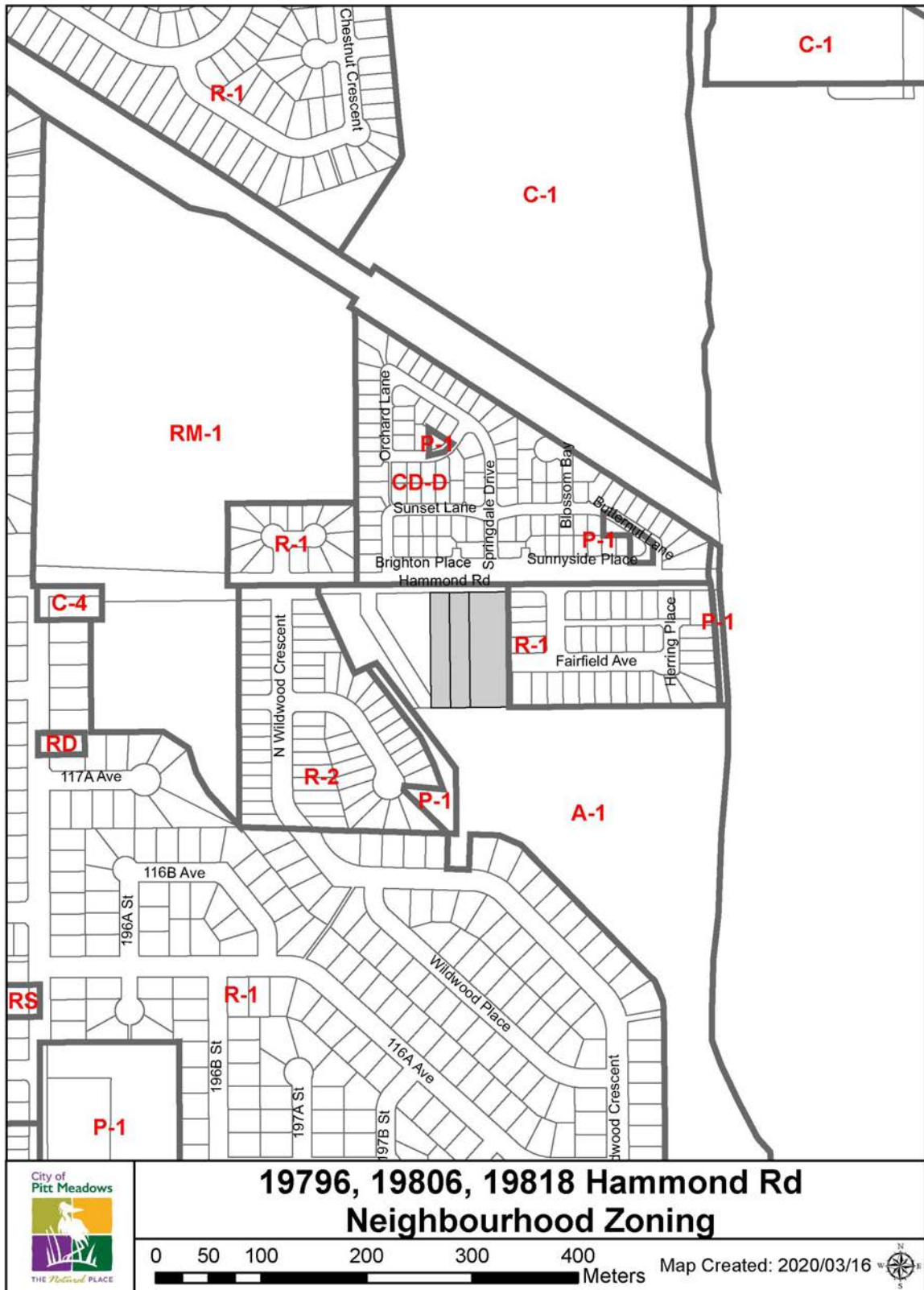




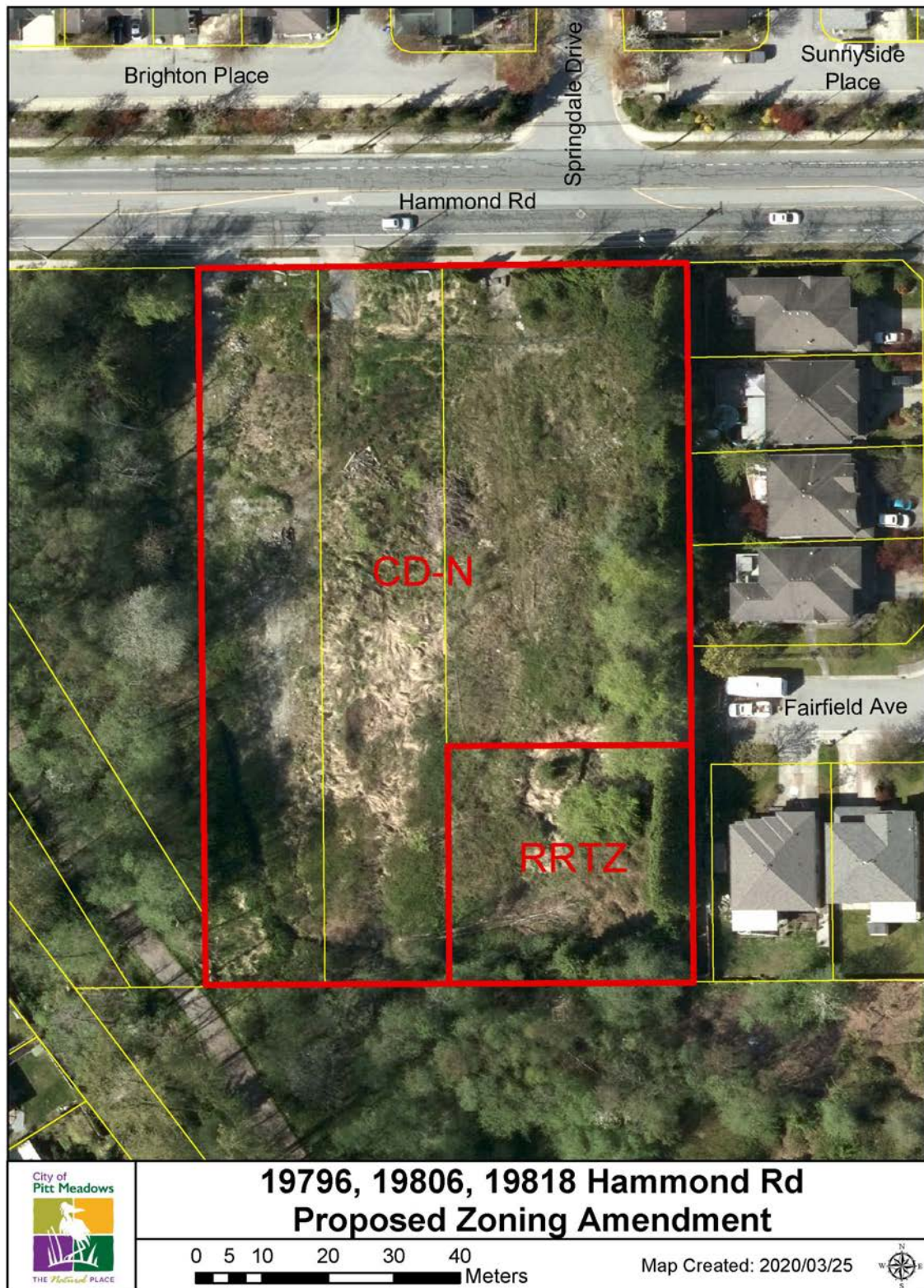
ATTACHMENT B: Official Community Plan Map



ATTACHMENT C: Zoning Map



ATTACHMENT D: Proposed Zoning Map



ATTACHMENT E: Site Plan Concept



ATTACHMENT F: Riparian Area Regulation SPEA Map

