

Staff Report to Council

Planning & Development

FILE: 13-6480-20/20

REPORT DATE: October 14, 2020 **MEETING DATE:** October 20, 2020
TO: Mayor and Council
FROM: Anne Berry, Director of Planning and Development
SUBJECT: City of Pitt Meadows Official Community Plan Review – Council Workshop

CHIEF ADMINISTRATIVE OFFICER REVIEW/APPROVAL:



RECOMMENDATION(S): THAT Council:

- A. Receive the report dated October 14, 2020, titled "City of Pitt Meadows Official Community Plan Review – Council Workshop" for information; OR
- B. Other.

PURPOSE

The purpose of this report is to provide detailed information on several topics raised by Council after reviewing the draft Official Community Plan at their July 21st Regular Meeting. Staff was directed to prepare a workshop format for Council to provide the ability to discuss these topics in-depth before proceeding to second reading.

Staff has continually collected feedback that has been provided by Council via email and from the July 21st 2020 Regular Council Meeting, and these edits are being tracked in Attachment C. This workshop is intended for Council to discuss these topics in further detail to set the direction in the new OCP. These topics are:

- Rural Residential land use designation
- Hammond Road proposed Residential – Medium land use designation
- Hammond and Blakely Road proposed Village (mixed commercial and residential) land use designation
- Parking – Tandem spaces

- Population Projections and Housing Potential

This report also includes a discussion of the results thus far for the City of Pitt Meadows/Katzie OCP collaboration and feedback from Translink and Metro Vancouver.

It is staff’s intent to take all other suggestions from Council and incorporate them as much as possible into the draft OCP. There will be time set aside in the workshop to discuss other items listed in Attachment C or seek clarification for those items that are not covered by this report or listed specifically on the meeting agenda.

Information Report Decision Report Direction Report

DISCUSSION

Background:

Rural Residential land use designation

The Rural Residential land use designation is applied to privately owned land in the northern areas of the municipality outside of the Agricultural Land Reserve (ALR) and generally above the floodplain. A total of 60 properties are within this land use designation. They are located in three general areas: Sheridan Hill, the eastern mountainsides, and Swan-E-Set. The existing lot sizes range widely, from 2024.2 square metres to 38 hectares.

Measured Area	Number of Parcels	Total Area Designated Rural Residential
Sheridan Hill	41	80.99 ha
Eastern Hillsides	17	209.96 ha
Swan-E-Set	2	43.68 ha

Figure 1: Number of lots and total area for Rural Residential land use designation

Developed rural residential areas (parts of Sheridan Hill) are zoned rural residential (RR), which, depending on the particular zone, can permit a range of development densities. Undeveloped rural residential lots are typically zoned General Agricultural (A-1), which has a minimum lot size of 8 hectares (20 acres). Most properties within the OCP’s rural residential land use designation require rezoning for subdivision to be permitted.

Existing OCP policies support the subdivision of land in rural residential areas and is defined as:

Lands in the rural area that are not within the floodplain and generally are rock outcrops. The minimum lot size is one unit per net hectare. Innovative and

environmentally sensitive cluster development is encouraged to ensure the preservation of vegetation and the protection of slopes. Special stormwater management and innovative sewage disposal systems are required.

In contrast, the draft OCP is more restrictive regarding development in the rural areas of the City:

Rural Residential

Purpose: to provide residential development in the rural areas of Pitt Meadows that are not within the floodplain and are outside of the Agricultural Land Reserve.

Principal forms and uses: single-family homes potentially with secondary suites or garden suites.

Complementary uses: home-based businesses, utilities, small parks, open space, conservation areas, walking paths, and accessory buildings.

Density: further subdivision of these lands is not supported.

The proposed draft OCP also contains this policy regarding rural residential development:

11.6.3: Areas designated for Rural Residential on Map 2B (see figure 2), Rural Land Use are intended for detached housing on large lots situated outside the urban boundary. This OCP does not envision further intensification of use through subdivision in this designation except in circumstances where a clear benefit to the larger community can be demonstrated.

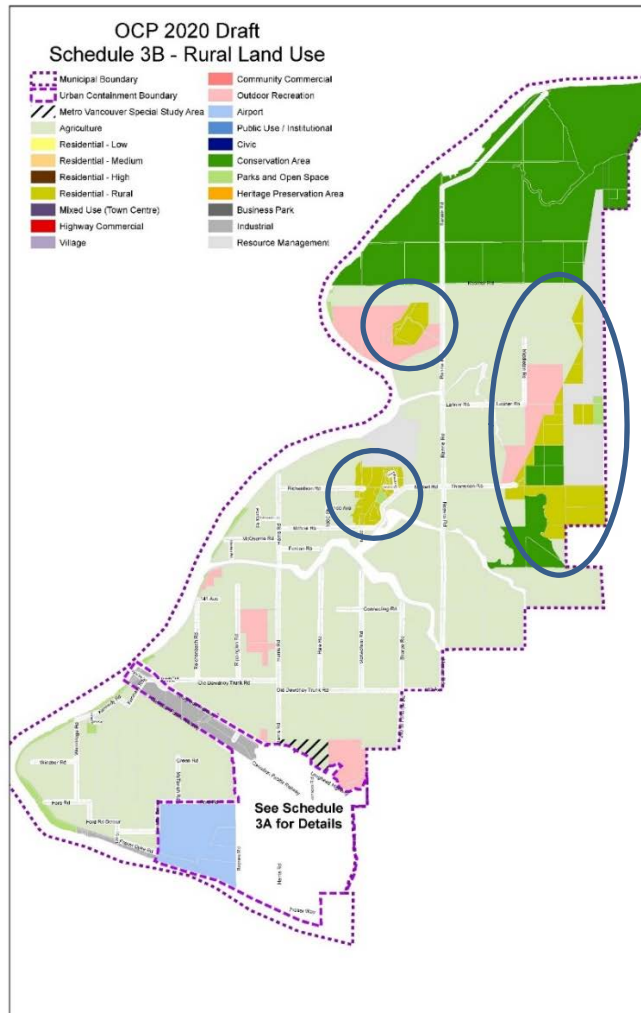


Figure 2: Areas with Rural Residential Land Use Designation, draft OCP, circled in blue

Staff is recommending to not support the further subdivision of land within the rural residential land use designation for the following reasons:

- Vehicle-dependent development

One of the consequences of sprawl is a reliance on personal motor vehicles. With an increase in residents in the area, access to the site might be problematic; there is only access via McNeil and Menzies. There is no transit near the site, and all residents (including elderly or rental tenants) of this development would be forced to rely on vehicles for all trips. This increases air pollution, greenhouse gas emissions, and exacerbates the magnitude of climate change. It also limits potential residents to those that can drive and can afford to drive.

Further, this type of car-dependent development would increase the number of vehicles travelling on roads through active farmland. Farmers in Pitt Meadows already advise that

some drivers on roads in the rural area are angered by slower-moving farm vehicles; more vehicles going to this development would likely exacerbate this issue.

- No amenities locally

As mentioned, there are no services, shops, schools, or significant employment nearby areas that are designated rural residential. Any resident living in these areas would be unable to walk or take transit for any trip serving daily needs. Any children living in these areas would not be able to walk or ride their bikes to school.

Further, the development of rural residential lands would mean potentially hundreds of additional residents with expectations for increased services (such as parks, shops, trails, schools, recreational amenities, etc.) in the area.

- Lack of housing diversity and unaffordability

This type of very large single-family "estate" style homes are likely to be expensive and is the opposite of the City's Strategic Plan goal of housing diversity:

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

Further, this type of development does not lend itself to openness and inclusivity but rather exclusivity. A friendly and welcoming "small-town" feel is difficult to achieve in a subdivision that is not very walkable due to reliance on vehicles and location on steep slopes.

- Slope hazard

Lands that are designated "Rural Residential" are characterized by steep slopes, ranging from 3 m up to 69 m (227 ft) elevation. To build roads and prepare flat building sites, some slopes will need to be excavated and perhaps blasted with machine scaling, rock bolting, and other rockfall protection measures made necessary. The City's experience with steep slope subdivisions is limited, and a third-party review of any submitted geotechnical reports would be required at the expense of the developer.

A large majority of the rural residential lands are considerably treed. The construction of relatively dense developments in these areas, paired with the associated infrastructure (roads, septic, water, etc.), would result in the loss of numerous trees, impacting slope stability. This would require further investigation and consideration.

- Interface fire hazard

Rural residential lands are located in an interface fire hazard area (see figure 3) with moderate to the high-risk probability of fire occurrence and a moderate to high level of consequence if a fire occurred. Development in this area will increase both the likelihood and impact of an interface fire. If this development in this area were to move forward, a

coordinated fire smart approach to both individual homes and the overall subdivision pattern would be required, prepared by a qualified professional.

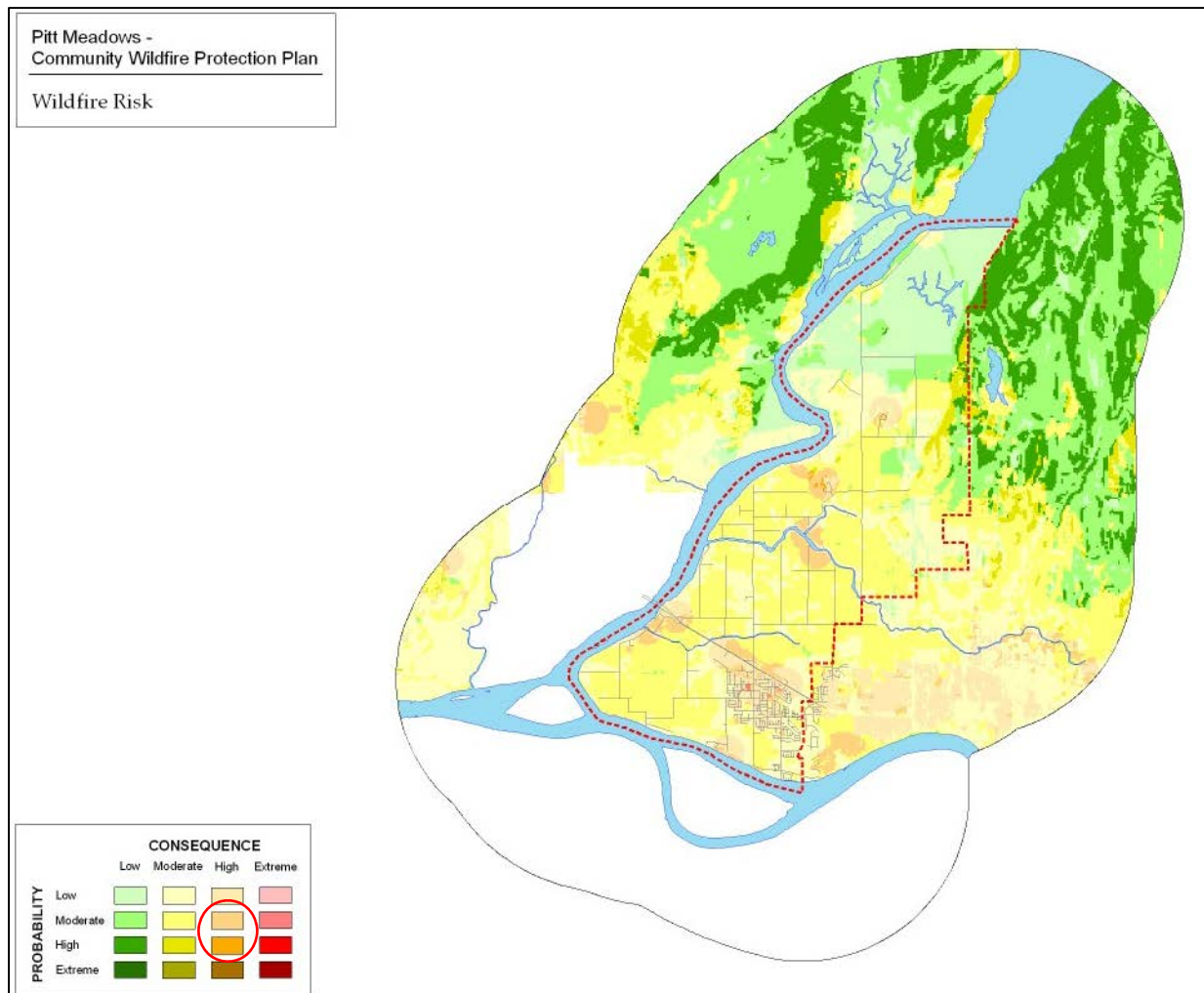


Figure 3: The City of Pitt Meadows Community Wildfire Protection Plan, 2007.

- Emergency response times

Due to the distance from the urban area, emergency response times are relatively slow to rural residential areas. From the fire hall location on 122A St, the response times to the Sheridan Hill area, for example, range from 9 to 13 minutes, although longer for a pumper truck to arrive if needed. More residents in this area will increase demand for emergency services, and emergency services to travel farther on each call to reach those residents. The extra time that emergency services have to commute to respond to a call is less time to respond to other calls within the City.

- Drainage

A large scale residential subdivision in the rural residential area will likely require extensive clearing and result in large areas of impervious surfaces (houses, roads, driveways, etc.), which will impact the overall drainage in the area. Further, given the slope of the land, increased surface water runoff will be exacerbated and carry higher loads of contaminants into the surrounding watercourses.

- Impacts on surrounding farmland

Residential development along an ALR boundary has the potential for land use conflict. Farm activities may lead to concerns from non-farm neighbours about dust, odour and noise. Farmers may experience trespass, litter, crop theft, and flooding from urban development. Agricultural operations are more vulnerable at the urban edge. To promote compatibility edge planning is critically important for potential further development at the boundary of agricultural land. The provincial Ministry of Agriculture's "Guide to Edge Planning" details how this can be accomplished through various tools, including agricultural impact assessment, road patterns, development permits, restrictive covenants, landscape buffering, stormwater management, signage, and others.

In the Guide to Edge Planning, residential development shows low to moderate compatibility with agriculture. If residential development is permitted next to agriculture, the Guide recommends a 30 m setback from residential buildings to the ALR boundary, along with a minimum 15 m wide and 6 m high vegetated buffer. As proposed, the subject development will have an approximately 14 m setback from the ALR boundary.

Additionally, residential development along the ALR boundary may increase speculation, expectations, and the price of other, surrounding agricultural land to the detriment of legitimate existing and future farming operations.

In the draft OCP, proposals in the rural residential designated areas will be subject to the requirements of the new farmland protection development permit area, which includes the submission of an agricultural impact assessment.

- Environmental impacts

As identified by Metro Vancouver's Sensitive Ecosystem Inventory, rural residential lands are significantly covered by mature forest, and some of the very steep areas are more sparsely vegetated.

- Water

Water supply may be a challenge, as the existing subdivision already has supply issues under certain conditions. For development in rural residential areas, main water extensions, reservoirs, and booster stations would be required. The design would need to take into consideration firefighting capacity and sprinkler system requirements for all new homes.

- Sewage disposal

There are no City sewers in the vicinity of the rural residential lands. Soils in these areas may prove problematic or incapable of supporting individual, traditional septic systems for denser developments. Denser residential developments may require a piped sanitary sewage collection system with a central treatment plant, possibly discharging into local rivers and waterways, potentially impacting habitat quality. These types of systems can be effective but are only sustainable if maintained responsibly. The City does not have the capacity to take over management of such a system if it is not appropriately maintained in the future, nor to ensure that such routine management and maintenance is performed. Further, if such a system fails, the ground can become contaminated and leach into nearby sites.

- Traffic

As noted above, a development in the rural residential area is entirely vehicle-dependent for all daily trips, and there is no opportunity for residents to use public transit. The only way to access the proposed development is through agricultural areas.

The City already routinely receives complaints about speeding on rural roads and an increase in vehicles using this road will likely prove to be further problematic.

The City has received a submission (see Attachment A) regarding the Rural Residential land use designation. The submission points out that the proposed rural residential land use designation does not support further subdivision, and requests that the draft OCP be revised to include the following policy statement:

Areas designated for rural residential are intended for detached housing on large lots situated outside the urban boundary. The OCP does not *generally* envision further intensification of use through subdivision in this designation and/or through the extension of *public sanitary services*. *Exceptions to this general policy must be predicated upon:*

- *The provision of a clear Community Benefit*
- *Ensure the protection of a significant component of natural features*
- *Conform to a pattern of subdivision found in the immediate neighbourhood that provides a precedent*
- *Development density calculated on a gross density basis shall not exceed 2.25 units per acre.*
- *No requirement for the extension of the public sanitary sewage collection system*

Options for Consideration

1. Retain proposed OCP policies as is. Council can consider OCP amendment applications for increased development density (there is a current OCP amendment application in process) on a case-by-case basis.
2. Retain the current density of one lot per net hectare, carried over from the current OCP.
3. Include additional policies indicating that the City will consider an OCP amendment to support the development of lands in the rural residential land use designation, under particular circumstances, including:
 - the provision of a clear and direct community benefit,
 - the protection of natural features,
 - no requirement for the extension of public sanitary sewage collection,
 - water pressure analysis
 - receipt of a third party independent fiscal analysis on the impact of the proposed development on municipal finances,
 - environmental and geological reports indicating that the area can be safely and sustainably developed to the density proposed,
 - archaeological survey,
 - submission of a proposed lot and road layout
 - any other information needed as identified through the development application review process

Under this option, staff is not recommending any development density thresholds be included in the OCP because it is not possible to determine what the optimal density should be without the above proposal – specific information.

Hammond Road proposed Residential – Medium land use designation

Schedule 3, the Urban Land Use Designation Map (figure 4), represents a shift in the way the City could accommodate new residential growth within the Urban Containment Boundary. In the current 2008 OCP, infill residential development is to be distributed through existing single-family residential neighbourhoods in the form of small lot subdivisions, duplexes, garden suites, and secondary suites. Instead of supporting this type of development throughout the urban area of Pitt Meadows, the proposed land use plan concentrates medium density development (townhouses, small apartment buildings, fourplexes) along Hammond Road (shown in orange in the map below).

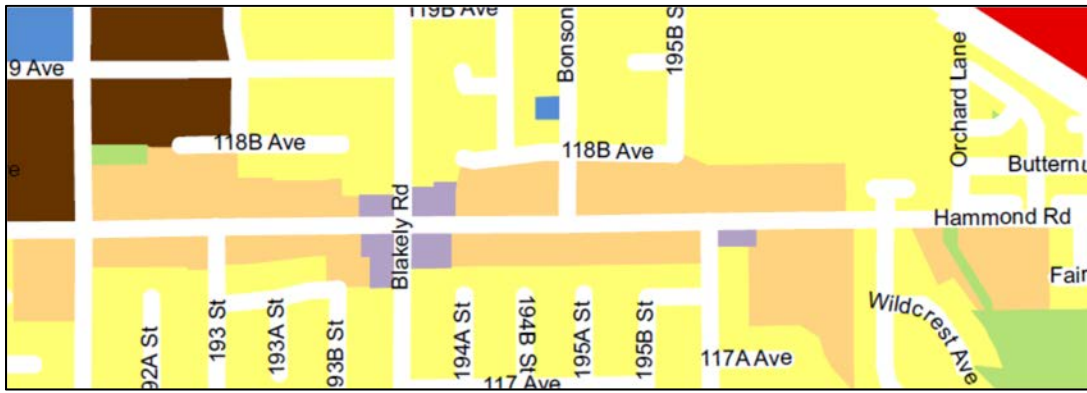


Figure 4: Excerpt from the existing draft urban land use plan, proposed land uses along Hammond Road (medium density residential shown in orange, low-density in yellow, mixed commercial and residential in purple)

The Residential – Medium density designation is defined in the draft OCP as follows:

Purpose: to provide areas for medium-density residential buildings generally in the form of townhouses, stacked townhouses, four-plexes, courtyard housing, and low-rise apartment buildings at a density of 31 to 100 units per net hectare. Ground-oriented units are encouraged where possible.

Principal forms and uses: townhouses, stacked townhouses, duplexes, four-plexes, courtyard housing, and low-rise apartments.

Complementary uses: home-based businesses, utilities, small parklets, walking paths, accessory buildings.

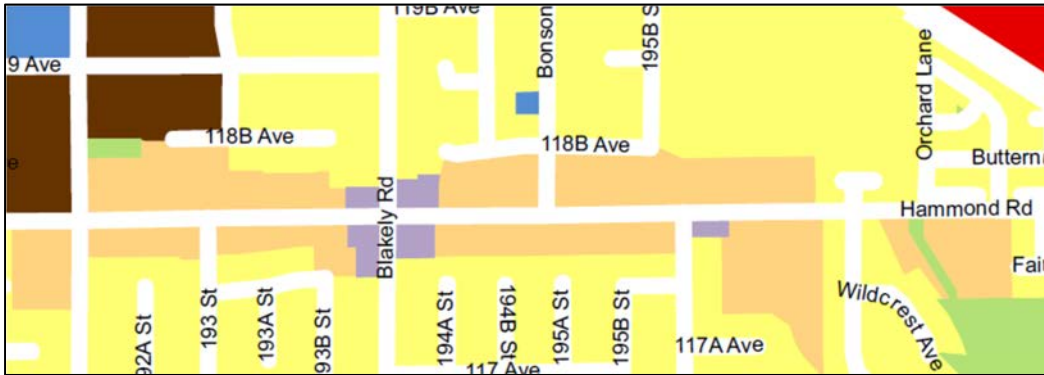
Density: 31 to 100 units per net hectare

In terms of development potential, applying the proposed medium density designation (31 to 100 units per net hectare) to the Hammond properties, as shown on the proposed urban land-use plan, could result in between 204 and 654 new housing units.

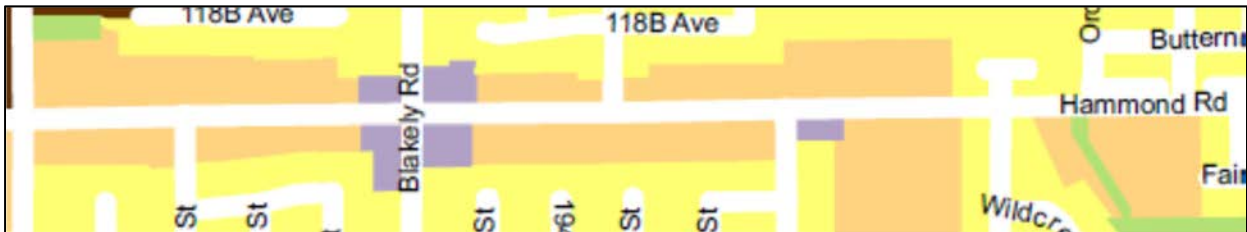
The Residential-Medium Density designation on Hammond Road encompasses nearly 11 hectares of area and 103 individual properties. The designation applies to lots facing Hammond Road, and in some cases, lots that do not immediately face Hammond Road, but are adjacent to lots on Hammond Road. The reason for this is to provide development opportunity for larger, comprehensive development projects that require some lot depth. Proposed OCP policies only permit driveway access off of Hammond Road, thereby protecting the single-family neighbourhood from through traffic from these future developments. Any development proposal would be required to incorporate lots directly on Hammond Road to allow for this access. Proposed developments would also be required to obtain a development permit.

Options for Consideration

1. Retain the proposed Residential-Medium Density designation as currently shown in the Draft OCP as shown below.



2. Limit the area of the proposed Residential-Medium Density designation to those lots fronting directly on Hammond Road as shown below.



Hammond and Blakely Road proposed Village (mixed commercial and residential) land use designation

Also along the Hammond Road corridor, the draft OCP proposes to designate eleven properties on each of the four corners of the Hammond and Blakely intersection as "Village", which is a mixed commercial and residential land use designation (properties shown in purple on the map below). The other area of the City that is designated "Village" is the commercial area in Osprey Village, along Barnston View Road.

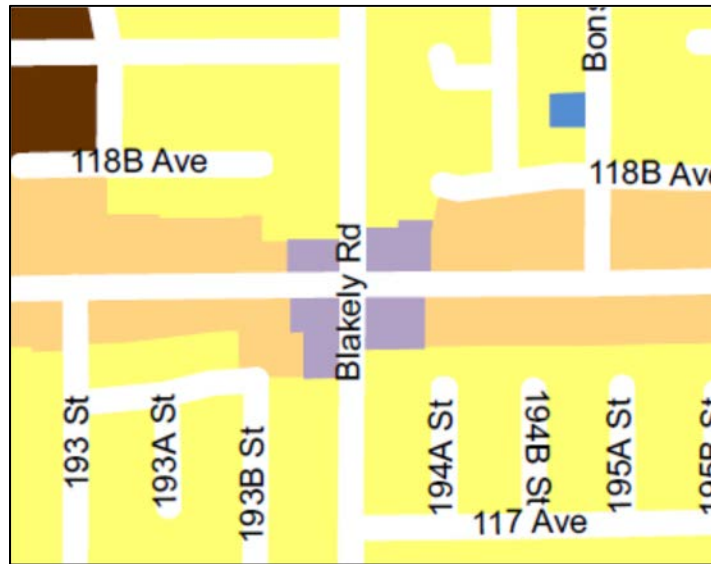


Figure 5: Excerpt from existing draft land use plan - detail of proposed land uses at corner of Blakely and Hammond (mixed use shown in purple)

The land use designation for “Village” in the draft OCP is as follows:

Purpose: to provide mixed commercial and residential uses appropriate to the scale and character of the surrounding neighbourhoods.

Principal forms and uses: medium-density residential uses and small-scale commercial uses generally in the form of townhouses, tri-plexes, courtyard housing and low-rise apartments. Commercial uses should be located on the ground floor and oriented towards the main fronting street.

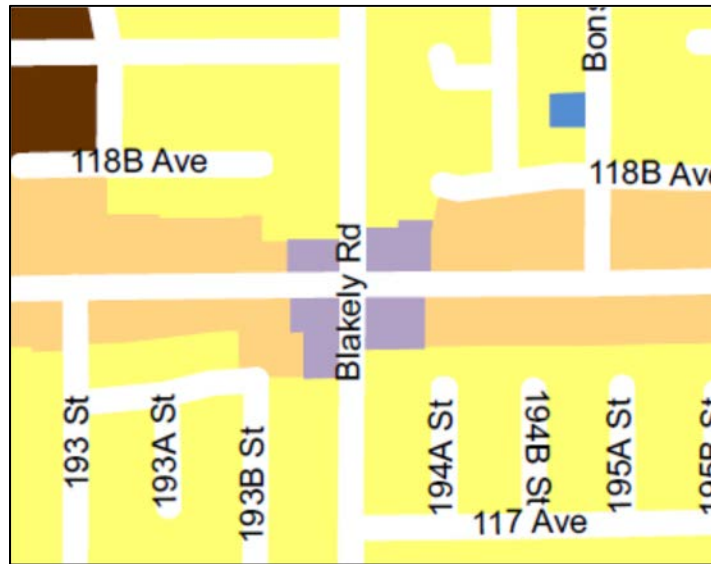
Complementary uses: home-based businesses, utilities, parks, open space and community facilities (e.g., child care).

Density: 31 to 100 units per net hectare.

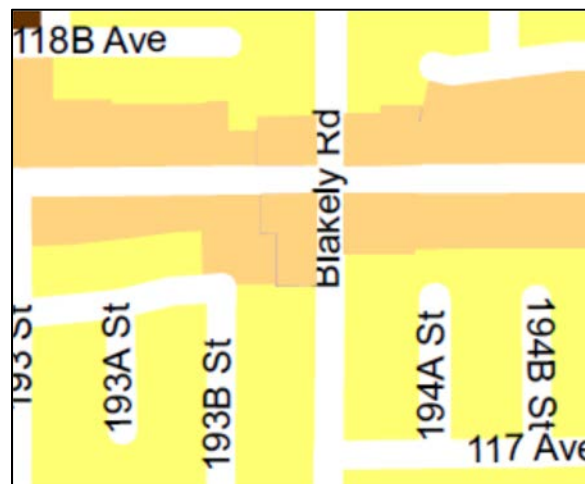
Any proposals within this designation will also be subject to development permit area guidelines.

Options for Consideration

1. Retain the proposed Village Designation at the intersection of Blakely and Hammond Roads, as currently shown in the Draft OCP as shown below.



2. Replace the visual Village map designation with policy language supporting mixed-use development at the corner of Blakely and Hammond Road, but limiting this type of development to not more than two corners within the language of the OCP. The map will be revised as shown below.



Harris Road and Lougheed Highway north-west corner land use designation

City Staff received an email from a developer who is working on a proposal to build a high-density mixed-use development on the north-west corner of Harris Road and the Lougheed Highway (see Attachment B).

Parking

Council raised the possibility of including policies restricting the use of tandem parking spaces in residential areas. Parking is an important issue in a community as it makes up a sizable portion of the land use in an urban area and it can impact the livability of a neighbourhood. Too little parking can increase conflict and hinder business growth and too much can be costly from a land use perspective. The existing OCP and the draft OCP contains a few very broad policies on parking, mostly in terms of supporting some relief from parking requirements for affordable housing projects. The development permit area guidelines also help to guide the design of parking areas, especially in regards to screening and placement. Generally, parking is addressed in detail through the Zoning Bylaw, which stipulates the required parking and other regulations such as parking space dimensions for different land uses.

Options for Consideration

1. Include guidelines in the residential development permit areas that discourages tandem parking or;
2. Other.

Population Projections and Housing Potential

Housing Projections

The relationship between housing and population projections and housing potential was raised at the July 21st Council meeting. According to population projections that were completed for the City as part of the residential review, the City of Pitt Meadows is expected to grow by an additional 4,354 people by the year 2041. This population growth is expected to generate the need for additional 2,325 housing units, also by 2041.

The projected demand for housing is derived from a combination of population projections and housing maintainer rates. Key assumptions about the Pitt Meadows population and future change are based on three factors:

1. The **number of births**, which are estimated based on fertility data for the Local Health Area and reported by the British Columbia (BC) Stats Vital Statistics Division. This data set measures the number of births to women at various ages and can be used to estimate future births based on the age profile of the local female population.

Household maintainer means the person in the household who pays the rent or the mortgage, or the taxes, or the electricity bill and so on for the dwelling.

2. The **number of deaths**, which are estimated based on mortality data for BC. This data set reports the probability of BC residents dying at various ages and can be used to estimate future deaths based on the local age and sex profile. Taken together, births minus deaths are equal to the “natural increase” of the population.
3. The **level of net migration**, which is the difference between the number of people who move to the community from elsewhere and those who leave Pitt Meadows to move somewhere else. Net migration is the most important factor in determining the level of future growth and the most uncertain. The projected level of net migration is based on past trends combined with the overall outlook for Metro Vancouver.

Both the likelihood of forming and maintaining a separate household and the preferred housing form can change over the course of a person’s life. These patterns, along with population projections, can be used to project the number and type of housing units in Pitt Meadows. Population projections, combined with household maintainer rates (which are available for different structure types) allow the projected population by age to be converted into demand for housing. As the population is projected to change in size and age over time, the demand for different types of housing units will change in response.

The table below summarizes the total projected population and housing growth, and the average household size for the whole of Pitt Meadows in 2016 and by 2041:

	2016	2041	Net Change
Population	19,447	23,800	4,353
Number of Housing Units	7,195	9,520	2,325
Average Household Size	2.7 people/ household	2.5 people / household	-0.2 people per household

Housing Potential

It is estimated that the proposed housing plan could accommodate a total of 3,235 additional units for Pitt Meadows in a mix of housing types, not including the North Lougheed Study Area and those lands currently located in the ALR:

Housing Type	Potential Additional Housing Units
Apartment Units (within mixed use and apartment land use designations)	2,165

Ground Oriented Units (townhouses, stacked townhouses, four-plexes or courtyard housing)	1,070
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Housing potential differs from housing projections in methodology, purpose and results. Housing projections are based on population projections, and help to determine what types of housing will be needed in the community to house a growing population. Housing potential is determined through examining the current use of properties in the City, and the age and condition of buildings on the properties, as well as their development potential. The housing potential numbers indicate how many units a particular land use plan could yield, should every lot with potential be developed or redeveloped. The development of any property is predicated on a complex set of factors that are particular to the parcel, the local real estate market, financing, lot assembly for larger developments and the property owner, and are beyond municipal control. Many lots will not redevelop even if their OCP designation allows them to do so.

It is anticipated that there will be very few new additional single-family homes, apart from garden suites and duplexes.

City of Pitt Meadows/Katzie OCP collaboration

On November 28, 2019, British Columbia became the first province to bring into force legislation to implement the United Nation Declaration on the Rights of Indigenous Peoples (UNDRIP).

UNDRIP provides a universal framework of minimum standards for the survival, dignity and well-being of indigenous people around the world. It includes 46 articles covering issues on the rights of indigenous people such as culture, identity, religion, language, health, education and community. Of particular interest to those in government is the statement: "States shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measure that may affect them."

UNDRIP is not a legally binding instrument under international law. The country's Truth and Reconciliation Commission has confirmed UNDRIP as a framework for reconciliation and has called on all levels of government to implement it. The provincial legislation that passed in support of UNDRIP late last year does not compel or require action from the municipalities yet and no further provincial legislation has been enacted in support of UNDRIP although the government is committed to introducing legislation in the near future.

With this background in mind, and given the ongoing work in the City towards reconciliation, City staff has been collaborating with Katzie to ensure that the new Official Community Plan will accurately reflect Katzie, its history, culture and legacy with special emphasis on the City's relationship with the Katzie First Nation. The City contacted Katzie early in the OCP review to inform them of the process and then approached them again in late 2019 / early 2020 to ask for their collaboration in the OCP in terms of policy recommendations and background information.

Generally, the recommended policy additions from Katzie are broad and are focused on the relationship between the municipality and the First Nation, and includes suggestions for collaboration in the future, as well as the continuation and support of current collaborative efforts. There are two policy suggestions that City staff are recommending additional work on. These are:

Policy 2.2:

The City will include Archaeological Overview assessments as requirements for all building permit applications which involve ground-disturbing activities

Municipalities do not have the ability to impose additional requirements or restrictions for building permit applications that are not contained within the building code.

Policy 5.1:

Commit to developing a Halkomelen language program in partnership with Katzie First Nation

Educational programs such as language instruction are outside of the scope of the programs offered by the municipality.

Staff will work with Katzie to see how we can work with these policy recommendations so that they more closely reflect the municipality's scope of services and our roles and responsibilities as laid out under provincial legislation.

Katzie have provided a new chapter for the OCP that will be entitled "Katzie First Nation and the Reconciliation process. This chapter provides historical background information, and a foundation for the ongoing relationship building between Katzie and the City.

External Agency Feedback

Translink

Translink has provided initial comments on the draft OCP that was referred to them after first reading of the bylaw in July. So far, their comments are focused on three areas of the OCP:

- Alignment with the Maple Ridge / Pitt Meadows Transportation Plan.
- Request for continued engagement and discussion regarding the North Lougheed Connector Road proposal
- Clarification regarding concentration of growth along the Frequent Transit Network.

Metro Vancouver

There were few significant issues raised by Metro Vancouver after their review of the OCP, although they had several recommendations and points of clarification, including changing the land use designation of Codd Island from Agricultural to Conservation and Recreation, which was part of their acquisition of additional property around the Codd Island Wetland that is intended to preserve and enhance the ecology of this important area. Staff will amend the land use plan accordingly.

After the bylaw for the OCP has had the public hearing and after third reading, the Regional Context Statement will be referred to Metro Vancouver for acceptance.

Other Correspondance

The City has received a correspondence from Kabal Atwall dated June 23 that was not included for Council's consideration when the OCP Bylaw received first reading in July, in which he requests reconsideration of the land use designation at the northwest corner of Lougheed Highway and Harris Road. Please see correspondence, attachment B.

Next Steps

After receiving Council direction, staff will incorporate the feedback in addition to the comments made at the July 21st Regular Council meeting and the emails that were sent to staff and summarized in the attached table into the draft OCP. These changes will be tracked. The edits will then be sent to the graphic designer who is working towards a visually attractive document. The photographs and illustrations will allow the OCP document to convey the visions and goals of the OCP as well as the special character of Pitt Meadows.

Staff will then return to Council with this version of the draft OCP for second reading of the bylaw, and request the scheduling of the public hearing. At that point, Council can request further changes be made to the document prior to and in preparation for the public hearing. Further changes can also be made to the OCP after the public hearing.

COUNCIL STRATEGIC PLAN ALIGNMENT

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

Community Voice: Engage stakeholders in meaningful discussion around the current and future success and prosperity of Pitt Meadows

FINANCIAL IMPLICATIONS

- None Budget Previously Approved Referral to Business Planning
- Other

There are no financial implications directly associated with this report. Under the Local Government Act, Council is obligated to consider the OCP bylaw in conjunction with its financial plan following first reading. Planning staff will coordinate with the City’s Finance department to facilitate a review of the OCP in light of the City’s financial plan. Staff will return to Council with a report prior to second reading of the bylaw.

PUBLIC PARTICIPATION

- Inform Consult Involve Collaborate Empower

The Official Community Plan Review is entering the final stage of the OCP Review process. The City will schedule a public hearing for the OCP bylaw after second reading.

KATZIE FIRST NATION CONSIDERATIONS

- Referral Yes No

Staff will communicate the results of the Council workshop to Katzie First Nation.

SIGN-OFFS

Written by: Dana K. Parr Planner II	Reviewed by: Alex Wallace Manager of Community Development
Approved by: Anne Berry Director of Planning & Development	

ATTACHMENT(S):

- A. Email from David Ehrhardt with Discussion Paper Submission OCP Review dated June 15, 2020
- B. Email from Kabel Atwall to Dana Parr dated June 23, 2020 re. "Draft OCP"
- C. Summary table of Council OCP comments

Discussion Paper Submission - OCP Review

June 15 2020

The Discussion

Over the past number of months the City of Pitt Meadows has embarked on a review of the current OCP Bylaw #2352, 2007 which is intended to be culminated with Pitt Meadows 2040, a comprehensive update of the OCP which will guide development and decision-making over the next 20 years. This memo is intended to focus on the draft Objective 7 Policy 7.2 section which deals with lands designated as "Rural Residential". For reasons outlined in this memo we are concerned that the current wording of Policy 7.2 may fetter future decisions of the Pitt Meadows Council and staff to implement responses to community needs. This is especially crucial given that planning responses to community growth needs specifically outside of the urban core are inordinately influenced by the significant proportion of ALR lands within the Pitt Meadows boundaries. It is on this basis we would request consideration be given to an expansion of Policy 7.2 to proactively provide a means whereby Council, independent of the Metro Vancouver process, can use its discretion through good planning to respond to local community needs.

Background

Scattered within the City boundaries there are approximately a half dozen groupings of Rural Resource (RR) designated lands ranging in size from approximately 100 acres to hundreds of acres. See attached OCP 2020 Schedule 3B. Their location within the City is somewhat indiscriminate though there is a considerable representation along the easterly boundary of the City. Also of significance these lands are primarily bounded by land uses designated for ALR, Conservation, Outdoor recreation or Resource management uses. It would appear that due to the impact of historic agricultural, recreational and resource activities these lands have simply evolved into the RR designation rather than having been created or designated based upon a defined long term vision. In addition it is clear that the physical characteristics, including geotechnical and environmental, of some of these independent groupings are significantly dissimilar to others with a similar OCP designation. It is on this basis that we submit that the proposed OCP designation should have the ability to differentiate between the rather diverse locational and physical characteristics of these various independent grouping of lands.

Further as mentioned in the above Discussion introduction the ALR creates serious constraints on opportunities for detached housing on large lots situated outside the urban boundary. Again we submit that the proposed OCP designation should have some additional built in flexibility

Our suggested additional considerations

While it is acknowledged that a significant portion of the RR designated lands logically do fit within the parameters of the proposed Policy 7.2 we believe that there exists some community planning exceptions that should be incorporated into the policy. To permit the City staff and Council the future opportunity to consider such exceptions we would suggest that the policy could be expanded to include clearly defined precedents which would permit exceptions to the primary intention of the bylaw.

Suggest Policy modification

The Pitt Meadows 2040 suggested wording for Objective 7 Policy 7.2 reads as follows:

Policy 7.2 – Rural Residential lands as indicated are lands which are outside of the urban area, yet not within the Agricultural Land Reserve.

- Areas designated for rural residential are intended for detached housing on large lots situated outside the urban boundary. The OCP does not envision further intensification of use through subdivision in this designation and/or through extension of services.

We are proposing that consideration be given to the two following modification to Policy 7.2 which will provide more flexibility by recognizing additional considerations such as site characteristics and historic subdivision and development patterns within a specific rural area. The first proposed text modifications of a single word is underlined and reads as follows:

- Areas designated for rural residential are intended for detached housing on large lots situated outside the urban boundary. The OCP does not generally envision further intensification of use through subdivision in this designation and/or through extension of services.

The second modification underlined below is necessitated from the inclusion of the word “generally” in the previous text. This additional text when finalized provides a set of parameters on which to base any exception to the general policy.

Exceptions to this general policy must be predicated upon:

- a historic pattern of subdivision found in the immediate neighbourhood;
- The protection of a significant component of natural environmental features will be incorporated into any development plan;
- The lands are currently served by the municipal water system;
- There will be provision for tertiary sanitary treatment;
- Development density shall not exceed 2.25 units per acre calculated on a gross density basis

Conclusion

It is our belief that the simple insertion of the word “generally” within the main body of Policy 7.2 will provide flexibility to the City and its staff to respond to special circumstances. The further inclusion of a framework of conditions precedent can then ensure that there is a definitive set of guidelines making certain any “exceptions” follow predetermined good community planning precepts.

Tanya Barr

From: Kabel Atwall
Sent: Tuesday, June 23, 2020 12:25 PM
To: Dana Parr; Anne Berry
Subject: Draft OCP

Hi Dana:

With the draft OCP bylaw proceeding to Council and then onto the public hearings, I wish to take this opportunity to put forward comments on that draft on behalf of Ron Jones Ltd., for the property it owns at the corner of the Lougheed Highway and Harris Road. As you are aware, this property is located within the the northwest quadrant of this intersection and is the currently the subject of a rezoning and OCP amendment application. It is currently vacant.

The subject portion of this property is designated as Highway Commercial within the current OCP. This in all likelihood reflects its distant past use as an amusement park and the fact that it is outside of the ALR. It is also defined as General Urban in Metro Vancouver's Regional Growth Strategy.

The draft OCP has the property designated for Highway Commercial, yet again, even though the property owner's attempts to use it for such over the past years has been rejected by Pitt Meadows on four occasions. Given this fact, when we started to discuss the future use of the site with staff, it was also noted by staff, that it wished to see something more aesthetically pleasing than a commercial center at this key gateway into Pitt Meadows. Furthermore, when we started to discuss a potential commercial/residential development scenario for the site, we were dissuaded from any commercial on that site.

As a result of this past history related to trying to use the site for highway commercial uses and the recent comments received in regards to this type of use on the site, we decided to pursue a residential development on the property. This was never discouraged by staff and we worked cooperatively, with staff, to come up with a development proposal that addressed the design criteria for a responsible development. We undertook all the necessary studies and went through a quite an in depth design process to come up with the development proposal that is the subject of our current rezoning and OCP amendment applications. We also looked at the work being undertaken for the North Lougheed Study Area and tried to compliment the uses being proposed for that area. Furthermore, we looked at all the material that was prepared for the OCP review as it related to the housing component of the review. We took into consideration the findings and recommendations of City Spaces as they pertained to housing and there must have been some merit in our proposal as the subject property was included in the recommendations of City Spaces in Residential Scenario 3 as High Density Residential.

Furthermore, we held a public information meeting in regards to our proposal, which was attended by more than 40 people. Of these, 14 left comments, 11 of which were positive.

Notwithstanding all of this, the current draft of the OCP still has our property designated as Highway Commercial. It also appears that this was done even though the Highway Commercial use of the site is at odds with some of the policies of that draft OCP. As an example, Objective 4.1 policy statement as it refers to the Lougheed Highway Corridor states: "*Target and retain highway commercial development on lands adjacent to Lougheed Highway (between Harris Road and Golden Ears Way)*". This excludes our property and is therefore, not applicable to our property.

Objective 4.5 seeks to encourage mixed development along Harris Road between Hammond Road and the Lougheed Highway. This again excludes our property and makes another area the focus of commercial development. Despite the exclusion of our property from the areas that are being promoted for such commercial development, we still find ourselves being designated for Highway Commercial uses on the Land Use Plan that accompanied the draft OCP. There is an inconsistency in this regards.

Furthermore, in the GP Rollo report in regards to commercial and industrial land, completed in November of 2019 for the City, it is stated that there is no need for additional retail commercial space due to the introduction of online retail sales. It is noted that Pitt Meadows is a saturated market. In addition, in that report, our site is not identified as being in the map of Harris Road North Commercial area, while the Harris Road South Commercial area as identified, is noted as being oversupplied.

Therefore, we are having a hard time understanding why we were retained as Highway Commercial. The policies in the OCP do not include our site and the Rollo report indicates that there is no need for additional commercial space.

As noted earlier, the subject property meets the objectives of Metro Vancouver's Regional Growth Strategy. Defined as General Urban, the RGS states that these areas are intended for residential neighbourhoods and centers. In General Urban, high density trip generating development is to be directed to Urban Centers and Frequent Transit Development Areas, both of which, we are located within. The objective of the RGS is to focus growth in the Urban Centers and FTDA's, as per the guidelines for the FTDA's. This is not been done in our particular situation. In fact, these objectives are being ignored in our case.

It has to be recognized that the subject property is located adjacent to Transit and Transit stops and it's location, creates a development that is less dependent on the automobile.

In our development proposal, our application speaks to many of the objectives of the draft OCP and its compliance with these objectives. In the Growth, Neighbourhoods and Housings section, without going into great detail, our proposal complies policies such as 1.2: Encourage and facilitate a broad range of market, non-market and supportive housing, 2.1: Multi-family 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 Center, 2.2: Preference will be given to areas close to public transit routes or stations for higher density residential development, 2.3: Consider allowing building higher than four storeys within areas designated for high density residential and mixed residential/commercial uses in the Town Center, where publicly accessible open space and other public amenities and community benefits are provided, 4.2: Encourage and facilitate a broad range of market, non-market, and supportive housing.

In looking at the Agricultural policies of the draft OCP, the fact that property is out of the ALR and that buffers have been agreed to with the ALC, to not utilize it for its highest use is ultimately going to put pressure on other ALR lands. Based on experience gained from past dealing with the ALC, it is probable that before the ALC would ever consider the exclusion of any further lands from the ALR in Pitt Meadows, it will want to be assured all lands released from the ALR have been utilized to their full potential.

In regards to the North Lougheed Study Area, this area is directly across Harris Road from our site. That area is being looked at for Mixed Use Commercial/Residential, Institutional, and Civic Institutional. The NLSA states that density and public amenities close to Harris Road and the Lougheed Highway would improve connectivity to existing businesses and services along Harris Road, south of the Lougheed Highway. We have to ask why would these uses and the rationale given for the NLSA, not be applicable to subject site?

We feel that subject property is being ignored and we fail to understand why. We comply with many of the objectives of the the Residential section of the draft OCP and the objectives of the RGS and FTDA's, At the same time, the Highway Commercial policies do not include our property, they are focused on the lands to our east and south. The Rollo study says there is no need for additional commercial. So what are we left with?

Pitt Meadows has been clear in the past that it does not want Highway Commercial uses on the site on 4 different occasions. Meanwhile, the NLSA lands are being looked at as a mixed use development area, yet we are not, even though we are just across the Harris Road from that area. At the least, we should be afforded the same consideration as the lands in the NLSA.

Pitt Meadows should be looking at ways to take advantage of the site's attributes, eg, out of the ALR, adjacent to transit and the B-Line stop, close proximity to shopping and other services. However, these appear to have been ignored. As it sits now, the site has been sterilized and/or neutralized in regards to future usage. It is believed that this should not be the case.

It is hoped that the property's designation can be re-examined and that it is re-designated to take full advantage of its attributes.

It is trusted that our comments will be given proper consideration and conveyed to Council in its consideration of the OCP.

If you have any questions or wish to discuss this with ourselves, please do not hesitate to contact me.

Thank you for your time.

Kabel Atwall

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
Mayor	P. 9 park lands --- does this include the recent acquisition by Metro of 160 acres – previously large lot residential	P. 28 Ridge meadows.... Exploring other service delivery models and structures that may include an independent detachment....not status quo regardless	P 23 SD42 – they own land at Airport way and Bonson for future elementary school use.	P. 17 small town character --- didn't see PM Proud anywhere and only well into the report do I see the Natural Place referred to several times
	P. 64 codd wetlands -- new 160 acres as noted above	P. 46 5.3 not dependent on cars -----NLSA	P. 24 2.6 – we are also part of Translink – regional body and focused on transit oriented housing	P. 31 – natural place mentioned I believe first time
			P. 24 – Christmas in Pitt Meadows ---- large numbers as well as Airport Days P. 84 – GEBP – fitness ? also 3 and 4 is a distribution centre not direct retail likely P. 49 – main roads --- what about Bonson and traffic south of Hammond?	
		P. 53 "watermetering" = council hasn't discussed but should --- mentioned under safe water 6.1.1.c. and then under conservation6.1.2 b. perhaps combine?w 160 ac	P. 26 – 3.1.1. – MACAI – with ridge – please check with Mark ----	
		P. 64 codd wetlands -- new 160 acres as noted above	P. 27 refers to local "elders"common with first	

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
			nations....seniors is really common	
		. 76 – small lots under 5 acres in ALR not farmed – policy should include doing a review --- if not farmed consolidate (not estate homes) and if estate homes, then collect appropriate taxes, advocate with Province to fix this gap	P. 29 – 3.4.6 grammatical error	
		Also throughout, given the level of planning around NLSA, MOTI, etc. I do believe there should be more references to this...it has been talked about since the 1980s. I know there will be an OCP amendment coming but we talk about a lot of things as a “future state or future potential state”	P. 38 – “YPK” + I think we need to say operated under airport society which is essentially owned by MR and PM; 800 acres – but confirm with Guy	
		P. 88 under policies b. preserve industrial ---- that is a council role on zoning – for instance, commercial is not what it used to be because of amazon...may be a changed environment that Council wants to look at something else.	P. 38 – also NLSA “connector” – well on our way --- mentioned later but should be here.	

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		Don't see reference to tandem v. side by side parking and desire for the latter	P. 42 hierarchy – pedestrian and cyclists ---- odd transit isn't higher	
		Encourage three parking spots per single family home	P. 49/50 YPK again – owners....	
			P. 138 – South Harris Bus Park Design Guidelines --- doesn't matter it was written in 2017 – <u>that council did not adopt.</u> Should change to 2019 when this council adopted. P. 100 – 11.4.1 add regional bodies such as MVHC	
		From the Council Meeting: Not in favour of Hammond Road Laneway	P. 88 – last paragraph above policies ---- way beyond under development....have zoning and now in ADP DP stages....	
			P. 89 – refers to B-Line which is a type of advanced busing but is not rapid bus which we have	
			The projections do not accurately reflect the amount of development that is expected to occur in Pitt Meadows I might have missed it but should be in the various residential pieces. Regional Growth Strategy – 2041 – says 24,000 - With Hammond, Harris,	

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
			Sutton, Mosaic and NLSA – this number is likely not reflective of Council’s vision and current planning.	
			P. 38 says 3 main roads --- does not include Airport Waywe know the volumes now and what is coming + airport traffic; need links to policies and traffic 5.12	
Nicole McDonald		Livability, quality of life - greater focus on accessibility, walkability with our aging population.	Incorporating the work fo the Economic Resiliency Task Force into policies dealing with the economy and employment.	Outlines intro and purpose at beginning, but is there a way to do a key synopsis or summary at beginning. Greater recognition of the Small Town Feel that is so important to residents. Vison at beginning rather then just page 17. From Council meeting – executive summary a good idea
		KFN comments not robust enough. I would have KFN higher/first on list of other agencies.		Questioning the order of Chapters..... is there reason why was this order set? Can it be changed, looked at other city OCPs they have own order? Example seems

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
				strange that Agriculture is chapter 9 and arts, culture, heritage is chapter 2. Would want to have the order to be more representative, prioritized of PM.
		Commercial and Industrial highlight in Chapter 10, need more support and focus on local and small business. (ie Task Force/Committee business & tourism). Tourism expanded p. 91		Pitt Meadows Proud – is our Vision and Stamp. Need to be at the start the document and be consistently felt/woven throughout. Include in Purpose?? i.e note it in Objective 2.1 p20
		P23 – Objective 5 out of place – notes KFN but no bullets, and contained in 2.4	Emerging issues: Dyke concerns to community and climate change. Dykes huge significance in PM P. 16	Communication Dept or visual dressing up of document - grab reader.
		Well-being, Community Safety. Need more reference to importance of Essential services police need, fire and rescue/medical response P.28		
		Parks & Rec : need more mention of child & youth sports programs and organizations, and need for amenities and user space – ice, fields, box, gym etc... important stakeholders for		

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		health of our kids, youth and families.		
		P.53 support exploration of metered- water. Weigh cost of conversion - to usage/cost/conservation and environment		
Anea Simpson	<p>p.210 – I’m not sure if I support the ‘village mixed use’ on Blakely and Hammond</p> <p>From Council meeting: Perhaps consider allowing mixed use on opposing corners rather than every corner</p>	p.26 – Do more to ensure city buildings are accessible. This is stated in the title but not addressed in the supporting policies	p.31 – small town character “one of the most important goals” – This OCP envisions....Let’s add to this if we can to reflect how we are achieving this goal, other than “phasing out small lot subdivisions”	p. 20- 2nd paragraph – “Heritage, history and a sense of belonging...” Whole paragraph needs
		We hope that percentage of people who commute within PM will increase (graph on p.40).	p.23 – Katzie First Nations – s/b singular not plural (also why does this say objective 5 in section 2?)	
		We need to, not only get in and out of Pitt Meadows, but around Pitt Meadows. Advocate for a community shuttle to increase connectivity within PM and	p.24 – “love my city week” does not bring art into the community (Plus I don’t even know if they are still functioning)	

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		reduce traffic, particularly to connect residents to homes/jobs in the GEBP and the NLSA.		
		Support initiatives for public transportation on the Fraser River – has come up at our Metro meetings	p.64 - areas. Best Management Practices – something went wrong here.	
		p. 91,92 – Tourism supporting policies only mention marina, dikes, agritourism. This could be expanded	p.81 – Visions statement – “and enrich” s/b “to enrich” to avoid overuse of the word “and”	
		There could be more here to support vision statement: parks and recreation enhancement, golf courses, consider improvements to accommodations, a conference centre for the North Lougheed, a promotional campaign etc.	p.191 – “The City is undertaking a Master Transportation Plan (to be completed in 2013...)” Obviously this is outdated. (s/b “was” completed?)	

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		I agree with the assertion in the email that it is preferable to adapt wording to ensure a future Council's freedom to consider the development without re-applying to Metro.	p. 198 – emissions reduced by 2017 (also outdated)	
		Support for policies that would permit Council to consider large lot rural development	Pie chart on P. 9 needs to be re-aligned	p.188 – the entire introductory paragraph needs to be rewritten. (speaks of "brand new" Pitt River and Golden Ears bridges) I notice some city's RGS simply begin with something similar to the second paragraph. Thus, alternatively to editing the first paragraph, we could begin our intro with the second paragraph and omit the first paragraph entirely.
			Further breakdown of population figures would be helpful – both in the youth categories and working adults	
			Tourism section needs additional supporting material	
			Additional milestones needed on the timeline in the introduction	

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
Bob Meechen		We have given a lot of space to environmental issues a consultant is in the process of a report on the City's environmental features and assets. It would be useful to link these reports to the OCP so that the language is similar and the goals match.	A review of the Official Community Plan prepared annually to provide information on the effectiveness of i Each Performance Review to consider (and not limited to) update of data green initiatives, environmental goals, land use, population, housing stock, employment, regional growth targets, urban amenities, greenways, parkland density, urban agriculture, and heritage properties (and more).	From Council meeting: Preserving small town very important
		Similarly, the Metro Van Regional Growth Strategy could be linked to our OCP and again the language and vision should be reflected in the final draft of our OCP		
		Our vision is limited on what plans we have for housing seniors and what expansion of services this growing population requires.		

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		Developers need incentives to build low rise rancher style homes as land is pricey. Consider more direction on how to support seniors and low-income families by providing incentives for density breaks or DCC		
		We could consider a zone for gated communities (like Langley/Walnut Grove). Currently we have zero such developments in our city. Seniors need more security and less traffic. Not all seniors wish to live in retirement homes.		
		Electric Vehicle Charging Stations...a direction that every new home, condo, strata, complex, commercial and industrial building either provide for this technology or be "ready wired" for an easy transition as EV's become the norm.		
		In general, I agree with the vision but would offer a suggestion that as we have entered into a new world (since the start of Covid),		

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		providing for future such events are worth considering as part of the OCP.		
		Expansion of cycle routes.		
		Actively supporting a "work from home" environment.		
		Smaller commercial and industrial locations which allow for owners or workers to live "above the shop".		
		Incubator/starter business locations supported by a lower tax rate for first 3 years		
		Actively seeking out opportunities for higher education (community college) in our community		
		Expansion of local shuttle bus service to allow for less cars on the roads.		
		Rewarding community volunteerism that adds to the quality of life for all		
Tracey Miyashita		Katzie is missing from cultural diversity section and only a	. Wonder if we should mention having parks within 1km of	The small town feel and natural place are key themes to me

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		<p>brief mention in Heritage section. I feel we need more history and context about Katzie and language.</p> <p>3. Objective 5: nothing written under this. Is more info needed?</p>	<p>home impacts health positively - I have health data on this. Should there be mention of commitment to regional parks through metro?</p>	<p>that represent the heart of our community vision and what we stand for. This must be remembered as we approach any development.</p>
		<p>Add Christmas in the city, honouring our veterans during Remembrance Day.</p>	<p>Do you need health data on Pitt Meadows? Is our top three health concerns? (I have data on Pitt residents if ever needed)</p>	
		<p>Should there be mention of commitment to regional parks through metro?</p>		
		<p>. On pg 197 item d change from car-free to vehicle free</p>		
		<p>. I might be missing this but add a piece about investigating archaeological significance prior to development in consultation with kfn</p>		
		<p>. How are we planning with healthy communities in mind? Walkable, close to parks, smoking bylaws, access to</p>		

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		care and services, employment etc We are doing this, but inclusion of health in our overall vision might be something to emphasize.		
Michael Hayes	Reduce proposed footprint by half and designating only the North East corner & South West corners of Blakely and Hammond Road as Village Mixed-use. This would create an introduction for the village concept to the Neighbourhood and community. If further development is deemed beneficial to the area locations it could be brought back to council for consideration.	In addition, I strongly encourage the installation of turning lanes at this intersection before proceeding with any future developments.		
		The addition of or enhancement for a community shuttle servicing YPK, Pitt Meadows City centre and Maple Ridge City centre		
		The addition of or enhancement for a community shuttle servicing YPK, Pitt Meadows City centre and Maple Ridge City centre		

	Land Use Maps	Policies	Supporting Information	Format, Presentation and Themes
		A requirement for adequate space between all multilevel residential buildings over four stories in height.		
		Addition of sound mitigation whereas sound levels exceed current safety requirements or hours of operation.		