



Corporation of the City of
NEW WESTMINSTER

REPORT

Development Services

To: Mayor Côté and Members of Council **Date:** 2/1/2021

From: Emilie K Adin, MCIP **File:** OCP00026
Director of Development Services

Item #: 18/2021

Subject: **Sapperton Green: Official Community Plan Amendment Section 475 and 476 Consultation Report**

RECOMMENDATION

***THAT** Council, with regard to the proposed OCP amendment for 97 Braid Street (Sapperton Green):*

- i. Give consideration to the requirements of Section 475 and 476 as well as other relevant sections of the Local Government Act;*
- ii. Direct staff to advise and consult with the following:*
 - a. Cowichan Tribes*
 - b. Halalt First Nation*
 - c. Hwlitsum First Nation*
 - d. Katzie First Nation*
 - e. Kwantlen First Nation*
 - f. Kwikwetlem First Nation*
 - g. Lyackson First Nation*
 - h. Lake Cowichan First Nation*
 - i. Musqueam Nation*
 - j. Penelakut Tribe*
 - k. Qayqayt First Nation*
 - l. Seabird Island Band*
 - m. Semiahmoo First Nation*
 - n. Shxw??whámel First Nation*
 - o. Soowahlie First Nation*
 - p. Squamish Nation*

- q. *Sto:lo Nation*
 - r. *Sto:lo Tribal Council*
 - s. *Stz'uminus First Nation*
 - t. *Tsawwassen First Nation*
 - u. *Tsleil-Waututh Nation*
 - v. *Board of Education of School District 40;*
 - w. *City of Burnaby*
 - x. *City of Coquitlam*
 - y. *Ministry of Transportation and Infrastructure;*
 - z. *TransLink;*
- iii. *Direct staff to seek input from interested parties in the following manner:*
- a. *send a request for written comments to the parties listed above;*
 - b. *place a notice on the City Page to advise the public of this application; and*
 - c. *require the applicant to include notice of the proposed OCP amendment on the site signage required for the subject application.*
- iv. *Not require consultation with:*
- a. *Councils of Neighbouring Municipalities other than as noted herein;*
 - b. *any greater boards or improvement districts other than as noted herein;*
 - c. *Board of the regional district in which the area covered by a plan is located (Metro Vancouver); and*
 - d. *other agencies or groups not noted herein;*
- as none are considered to be affected by this application.*

EXECUTIVE SUMMARY

A revised Master Plan concept has been submitted in support of the rezoning application for a complete, mixed use, sustainable and transit-oriented master planned community called Sapperton Green at 97 Braid St. The revised Master Plan concept proposes increasing residential density from 315,870 sq. metres (3.4 million sq. ft.) to 390,192 sq. metres (4.2 million sq. ft.) on the site to support the provision of a minimum of 23,690 sq. metres (255,000 sq. ft.) of affordable housing consistent with the City's Inclusionary Housing Policy. This revised Master Plan concept was endorsed by Council as the basis for further consultation on February 4, 2020.

The additional residential density is not consistent with the Official Community Plan Land Use designation which specifies a maximum for residential uses of 315,870 square metres (3,400,000 sq. ft.) floor space, equating to approximately 3,700 dwelling units and 7,500 residents. Additionally, given the proposed additional density, up to two towers have now been proposed to exceed the maximum height (35 storeys) included in the land use

designation. As such, the Official Community Plan Land Use Designation would need to be amended to be consistent with the Master Plan concept.

The purpose of this report is to identify those parties that may be affected by the proposed Official Community Plan amendment as required by sections 475 and 476 of the Local Government Act and to formally provide them with information on the proposal. This legislatively required consultation would be in addition to the current ongoing consultation with many of the identified parties.

All the feedback from this consultation, as well as the current on-going consultation, would be provided to Council as part of the consideration of an Official Community Plan Amendment Bylaw.

BACKGROUND

Subject Site Characteristics and Site and Policy Context

Information on the subject site characteristics and context are provided in Appendix A. The subject site is designated SGTMC – Sapperton Green Transit-Oriented Mixed-Use Community in the Official Community Plan which would permit a mix of medium to high density residential, office, retail, open space, and public and other community serving facilities in a transit supportive, complete community. The designation permits a maximum residential floor area of 315,870 square metres (3,400,000 sq. ft.). A summary of policies and regulations related to the project is attached in Appendix B

Consultation Requirements

Section 475 and 476 of the *Local Government Act* provides specific requirements for consultation that must occur prior to the consideration of an Official Community Plan (OCP) amendment. The Act requires local government to provide one or more opportunities it considers appropriate for consultation with the organizations and authorities it considers will be affected by the proposed OCP amendment. The local government must:

- a) consider whether the opportunities for consideration with one or more organizations and authorities should be early and ongoing; and
- b) specifically consider whether consultation is required with:
 - i) the board of the regional district in which the area covered by a plan is located;
 - ii) the board of any regional district that is adjacent to the area covered by the plan;
 - iii) the council of any municipality that is adjacent to the area covered by the plan;

- iv) First Nations;
 - v) greater boards and improvement boards;
 - vi) the Provincial and Federal governments and their agencies; and
- c) consult with the Board of Education and seek input on the following:
- i) the actual and anticipated needs for school facilities and support services in the school districts;
 - ii) the size, number and location of the sites anticipated to be required for the school facilities referred to in paragraph (i);
 - iii) the type of school anticipated to be required on the sites referred to in paragraph (ii);
 - iv) when the school facilities and support services referred to in paragraph (i) are anticipated to be required;
 - v) how the existing and proposed school facilities relate to existing or proposed community facilities in the area.

Application History

An Official Community Plan Amendment was completed in November 2015 which updated the land use designation for the site to a site specific designation. This land use designation allows the development of a projected 3,700 residential units (3.4 million square feet of residential floor space), a large office employment component (750,000 to 1.5 million square feet), and retail commercial (approximately 100,000 to 150,000 square feet), community centre and child care as initially proposed.

An application for rezoning the site was received by the City in June, 2017. On July 10, 2017, Council received an update report and endorsed the preliminary Master Plan concept and associated principles as the basis for public consultation and processing the rezoning application for the site at which time, staff and the applicant were directed to incorporate affordable housing within the proposal.

On February 4, 2020 a revised master plan concept was presented to Council which included affordable housing consistent with the City's Inclusionary Housing Policy and which was endorsed as the basis for further consultation.

Overview of the Revised Master Plan Concept

The revised Master Plan concept proposes increasing residential density from 315,870 sq. metres (3.4 million sq. ft.) to 390,192 sq. metres (4.2 million sq. ft.) on the site to support the provision of a minimum of 23,690 sq. metres (255,000 sq. ft.) of affordable housing consistent with the City's Inclusionary Housing Policy.

The revised Master Plan concept continues to include all the key community amenities and organizing features that were included in the initial Master Plan concept, including:

- provision of 104,237 sq. metres (1.12 million sq. ft.) of secured market rental housing;
- more than 20% of the site dedicated to parks, open space, plazas, naturalized and riparian areas, walkways, trails, and pedestrian corridors;
- creating a pedestrian, bike and transit focused community, including active, people centric streets;
- connection to the City's Sapperton District Energy System;
- recreational amenities including a 3,251 sq. metre (35,000 sq. ft.) community centre and child care facility; and
- 69,677 sq. metres (750,000 sq.ft.) to 139,354 sq. metres (1.5 million sq. ft.) of employment-generating office space representing a growth of existing city-wide office space of between 37.5% and to 75%.

Additional information is available on the City's website at:

www.newwestcity.ca/sappertongreen

Discussion with key stakeholders regarding the revised plan, including Ministry of Transportation and Infrastructure and TransLink are on-going.

DISCUSSION

Proposed Designation

A new land use designation would be developed to accommodate the revised Master Plan concept and would be included in an Official Community Plan Amendment Bylaw to be consideration by Council. In the development of this updated OCP designation, there would be opportunities to simplify the existing land use designation and to make it more consistent with the format of the land use designations included in the rest of the City's 2017 Official Community Plan.

Consideration of Agencies for Local Government Act Legislated Consultation

The Local Government Act requires that Council formally consider who could be affected by the proposed Official Community Plan (OCP) amendment, and specifically consider whether consultation is required with those groups. Staff has provided in Appendix C a recommendation for Council's consideration for each of the identified groups, which is the basis for the staff recommendation in this report.

Staff notes that consultation with most of the identified groups has been on-going since the submission of a rezoning application for the site.

NEXT STEPS

1. Formal Section 475 and 476 consideration regarding the Official Community Plan amendment (**this report**);
2. Send Letters to agencies identified through Council direction; (February 2021)
3. Continued development and refinement of the Master Plan based on feedback received.
4. Council consideration of First and Second Readings of Official Community Plan Amendment and Rezoning Amendment Bylaws;
5. Public Hearing;
6. Council consideration of adoption of Official Community Plan Amendment Bylaw and Rezoning Amendment Bylaws;
7. Master Plan development, rezoning and subdivision to follow.

OPTIONS

The following options are offered for consideration by Council.

1. That Council, with regard to the proposed OCP amendment for 97 Braid Street (Sapperton Green):
 - i. Give consideration to the requirements of Section 475 and 476 as well as other relevant sections of the Local Government Act;
 - ii. Direct staff to advise and consult with the following:
 - a. Cowichan Tribes
 - b. Halalt First Nation
 - c. Hwlitsum First Nation
 - d. Katzie First Nation
 - e. Kwantlen First Nation
 - f. Kwikwetlem First Nation
 - g. Lyackson First Nation
 - h. Lake Cowichan First Nation
 - i. Musqueam Nation
 - j. Penelakut Tribe
 - k. Qayqayt First Nation
 - l. Seabird Island Band
 - m. Semiahmoo First Nation
 - n. Shxw??whámel First Nation
 - o. Soowahlie First Nation
 - p. Squamish Nation
 - q. Sto:lo Nation
 - r. Sto:lo Tribal Council

- s. Stz'uminus First Nation
 - t. Tsawwassen First Nation
 - u. Tsleil-Waututh Nation
 - v. Board of Education of School District 40;
 - w. City of Burnaby
 - x. City of Coquitlam
 - y. Ministry of Transportation and Infrastructure;
 - z. TransLink;
- iii. Direct staff to seek input from interested parties in the following manner:
 - a. send a request for written comments to the parties listed above;
 - b. place a notice on the City Page to advise the public of this application; and
 - c. require the applicant to include notice of the proposed OCP amendment on the site signage required for the subject application.
 - iv. Not require consultation with:
 - a. Councils of Neighbouring Municipalities other than as noted herein;
 - b. any greater boards or improvement districts other than as noted herein;
 - c. Board of the regional district in which the area covered by a plan is located (Metro Vancouver); and
 - d. other agencies or groups not noted herein;
 as none are considered to be affected by this application
2. That Council provide staff with alternative direction.

Staff recommends Option 1.

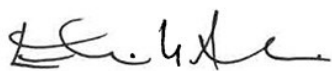
ATTACHMENTS

Appendix A - Site Context and Characteristics
 Appendix B - Summary of Policies and Regulations
 Appendix C - Consultation Considerations

This report has been prepared by:
 Mike Watson, Senior Planner

This report was reviewed by:
 Rupinder Basi, Supervisor of Development Planning
 Jackie Teed, Senior Manager of Development Services

Approved for Presentation to Council



Emilie K Adin, MCIP
Director of Development Services



Lisa Spitale
Chief Administrative Officer



Appendix A:

Site Characteristics and Context

Appendix A: Site Characteristics and Context

The subject site is a 38.35 (1,692,307 sq. ft. / 15.72 hectares) acre site which is unique in the region because of its size and adjacency to a variety of transportation infrastructure, as well as its proximity to natural, ecological and recreational amenities.

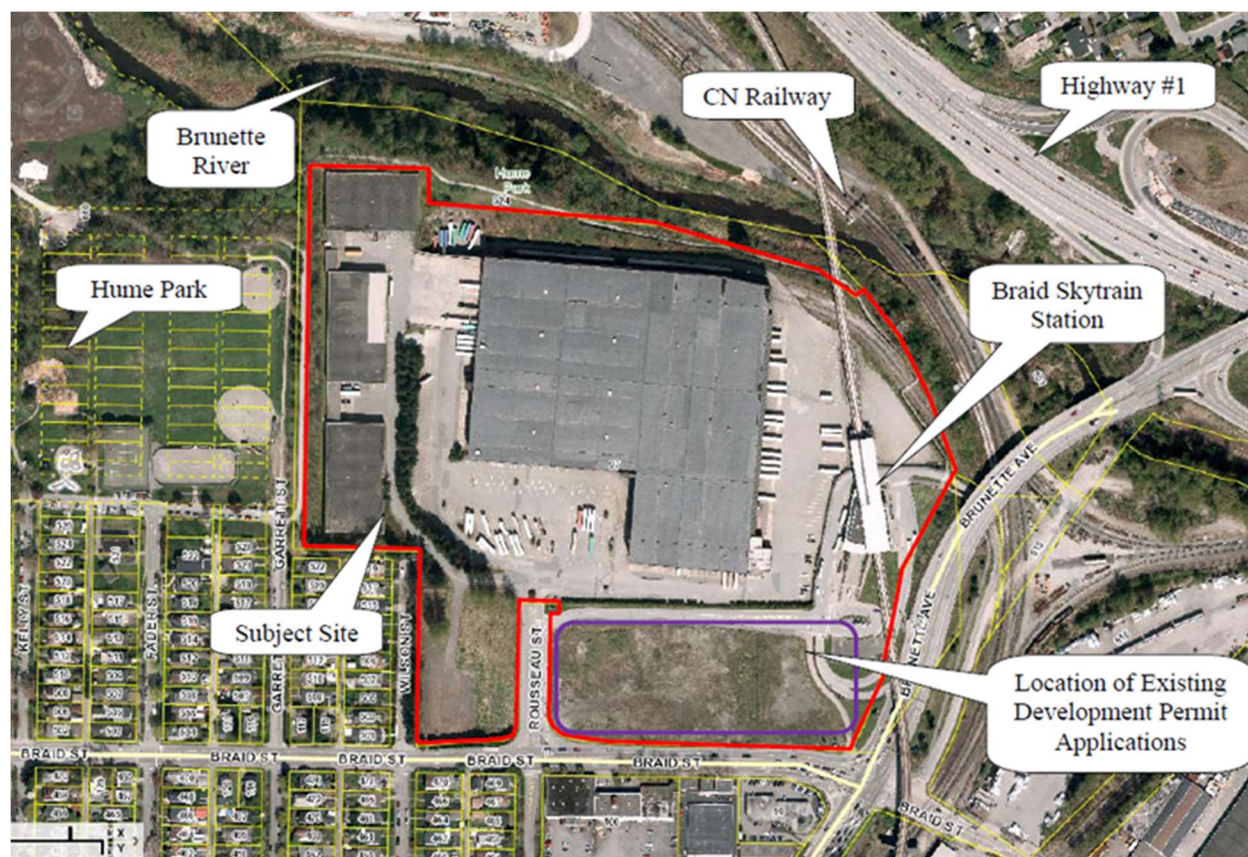


Figure 1: Site Context / Location

As shown in figure 1 above, the site is strategically located at the south-eastern gateway to the city on the northwest corner of the Braid Street and Brunette Avenue intersection. Brunette Avenue (which leads into the Brunette interchange) abuts the eastern edge of the property. The current primary access to the site is from Rousseau Street which connects to Braid Street, which runs along the southern edge of the site. The site is adjacent to a mix of different uses, including Hume Park, single detached dwellings, commercial service uses, and Brunette River (which is the boundary between the City of New Westminster and the City of Coquitlam).

The Braid SkyTrain station and bus loop are located on the eastern edge of the property. Access to the station and bus loop uses internal access roads. These access roads (Transit Way) bisect a corner of the site, which includes some undeveloped land but is mostly used for warehouses.

There is an active Temporary Use Permit in the area marked ‘Location of Existing Development Permit Applications’ to allow for parking for Royal Columbian Hospital during redevelopment of that site.



Appendix B:

Summary of Policies and Regulations

Appendix B: Summary of Policies and Regulations

Policies and Regulations

Official Community Plan: The subject site is designated SGTMC – Sapperton Green Transit-Oriented Mixed-Use Community in the Official Community Plan, which is described as:

This area will include a mix of medium to high density residential, office, retail, open space, and public and other community serving facilities in a transit supportive, complete community. The area will support office uses (750,000 sq. ft. floor space minimum to 1,500,000 sq. ft. floor space maximum), residential uses (3,400,000 sq. ft. floor space maximum equating to approximately 3,700 dwelling units and 7,500 residents) and community supportive retail commercial uses (approximately 150,000 sq. ft. floor space). Public and/or private community serving facilities will be provided as appropriate. Floor space for non-profit community serving facilities will be excluded from the maximum floor space allowable. A minimum 15 % of the site will be publicly accessible open space, including plazas, squares, parks, playgrounds and other open areas that are accessible to the public. Emphasis will be placed on active transportation linkages. Building heights will range from three storeys to a maximum of 35 storeys. Development of the site will require a comprehensive Master Plan including Design Guidelines to be created for the entire site prior to any rezoning of the site. The Master Plan is subject to a public review process. The area is a Development Plan Area; Design Guidelines developed through the Master Plan process will be adopted through rezoning.

The Official Community Plan Amendment Bylaw also designates the subject site a Development Permit Area with Design Guidelines to be further developed and then implemented through the Master Planning process and rezoning.

Economic Development: The large office component planned for Sapperton Green represents a very significant amount of space for the development of employment generating uses. Such development would be supportive of the City's IDEA Centre and would benefit from the City's Intelligent City initiatives such as the BridgeNet fibre optic network.

Secured Market Rental Housing Policy & Affordable Housing Strategy: The proponent intends to provide 104,237 sq. metres (1.12 million sq. ft.) of secured market rental housing in Sapperton Green. The application has been revised to include additional density onsite to also support the provision of affordable housing.

Family-Friendly Housing & Adaptable Housing: Each development in Sapperton Green

would comply with the applicable bylaw requirements.

Sapperton Transportation Study: The City's current work towards the Sapperton Transportation Plan is being coordinated with the land use and circulation plans for Sapperton Green.

Brunette River Master Plan: Sapperton Reach Case Study: This study has guided the proponent's Master Plan work in the area along the Brunette River, resulting in proposed park dedication and realignment of the Regional Greenway.



Appendix C:

Consultation Considerations

Appendix C: Consultation Considerations

1. City of Coquitlam

Consultation with the Council of the City of Coquitlam is recommended as the subject site is on the New Westminster / Coquitlam border.

2. City of Burnaby

Consultation with the Council of the City of Burnaby is recommended as the subject is less than 500 metres from the New Westminster / Burnaby border.

3. First Nations:

The City of New Westminster is currently in the process of developing a work plan to establish strategies to guide the City in the operationalization of Truth and Reconciliation efforts. These strategies will address how the City undertakes consultations with First Nations in regards to Official Community Plan amendments as well as other planning notifications. Until such time as this process is in place, staff recommends utilizing the contact lists maintained by Port Metro Vancouver and the Provincial Consultation Database for consultations along the River. The First Nations on these lists include:

- a. Cowichan Tribes
- b. Halalt First Nation
- c. Hwlitsum First Nation
- d. Katzie First Nation
- e. Kwantlen First Nation
- f. Kwikwetlem First Nation
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u. Tsleil-Waututh Nation

4. The Board of Education of School District No. 40 (New Westminster)

Consultation is recommended as the OCP amendment will have an impact on future school enrolment.

5. Ministry of Transportation and Infrastructure

Consultation is recommended since this ministry has jurisdiction over the Highway #1 and Brunette Interchange which is directly adjacent to the site.

6. TransLink

Consultation is recommended as significant TransLink infrastructure is located on the subject site including Braid SkyTrain Station and bus loop. The site also has frontage along Braid Street which is identified as part of the Major Road Network.