

Staff Report to Council

Community Development

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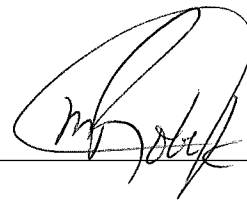
REPORT DATE: January 22, 2020 MEETING DATE: February 11, 2020

TO: Mayor and Council

FROM: Alex Wallace, Manager of Development Services

SUBJECT: Pitt Meadows Official Community Plan Residential Policy Review

CHIEF ADMINISTRATIVE OFFICER REVIEW/APPROVAL:



RECOMMENDATION(S): THAT Council:

- A. Receive for information the January 22, 2020 Staff Report titled 'Pitt Meadows Official Community Plan Residential Policy Review' (the "Report"); AND
- B. Endorse in principle the residential land use plan as proposed in the Report; AND
- C. Direct staff to perform an analysis of city-owned sites identified in this report regarding their suitability for a residential development project with Metro Vancouver Housing and to return to Council with the results; OR
- D. Other.

PURPOSE

The purpose of this report is to respond to issues that were raised by Council and the public at the Engagement and Priorities meeting held on January 21, 2020, and direct staff to perform an analysis of city-owned sites regarding their suitability for a residential development project with Metro Vancouver Housing and to return to Council with the results at the February 25th meeting.

☐ Information Report

☐ Decision Report

☒ Direction Report

DISCUSSION

Background:

At the Engagement and Priorities Meeting on January 21, 2020, Council considered a staff report for the Official Community Plan (OCP) residential policy review that presented an urban residential land use plan and policy framework. The meeting was well attended by the public.

Most of the issues raised by members of the public present were related to the three areas within the Agriculture Land Commission (ALR) that are proposed to have varying levels of policies and land use designations supporting new residential development. The main issues were:

- Preserving trails and natural areas;
- Retaining ALR Land and;
- Concentrating residential density to reduce people's dependence on automobiles.

The following issues were raised by Council and the public about the draft plan and accompanying report during the meeting, and are addressed in this report:

- The relationship between population forecasting and housing projections;
- The status of walking paths or trails on airport land;
- Need for more detailed information about the municipal site at Bonson Road and Airport Way;
- More information about the Community Garden and Mixed-Income land use designation at Bonson Road and Airport Way;
- Agricultural Land Commission (ALC) land exclusion process and estimated timeline and;
- The applicability of the six principles for community development to the draft residential land use plan.

Staff was also requested to revise the proposed residential land use plan to include parks, school sites, and other landmark sites. The revised plan is included in this report as Attachment A.

Relevant Policy, Bylaw, or Legislation:

OCPs are governed through the *Local Government Act*, which specifies the purposes of OCPs, their content, the adoption process, and consultation requirements.

The *Agricultural Land Commission Act* applies to all land with the ALR. Under provincial legislation, the City must refer the draft OCP to the ALC if the OCP affects agricultural land.

Analysis:

ALC Land Exclusion Process and Estimated Timeline

According to the *Agricultural Land Commission Act*, a local government bylaw must be consistent with the Act. Any bylaw (including an OCP) that is inconsistent with the Act, to the extent of the inconsistency, has no force or effect. An inconsistency is defined as policy or regulation that allows a use of land in the ALR that is not permitted in the Act or contemplates a use of land that would impair or impede the intent of the Act.

City staff has met with ALC staff to discuss the OCP review as it relates to the ALR. ALC staff recommends that should the City wish to propose a land use designation in the OCP for residential uses on land that is within the ALR, that the City works closely with the ALC to come to a mutual understanding of the City's goals. This could include a meeting with members of Council with the ALC. Further, the City should present to the ALC a case for each of the areas that are proposed to have residential land use designations.

Further discussions with ALC staff have clarified the process by which these areas could be designated as residential. The municipality would be required to submit an exclusion application for any land it wishes to show as residential land use designation in the OCP. This process involves its own application notification requirements and municipally-held public hearing before the application is forwarded to the ALC for a final decision.

Private landowners are also able to submit exclusion applications to the ALC for their own properties. The ALC refers these applications to the municipality. Only those applications that are supported by Council continue to the ALC for a final decision.

Exclusion applications to the ALC must be approved before the new OCP can be forwarded to a public hearing. An application to the ALC could lengthen the OCP process up to a year.

Proposed New Residential Areas

The proposed residential land use plan as presented to Council at the January 21st EPC showed three new areas of potential residential development. All three areas are within the ALR and are also within the floodplain. The airport site on Harris Road and the city-owned site at Airport Way and Bonson Road were originally put forward to provide potential areas for affordable housing projects. This updated map now shows all parks as green and school properties as purple. This map is focused on residential land use

all commercial, agricultural areas and non-residential uses are shown as white. Staff will present the full land use map at a later date.

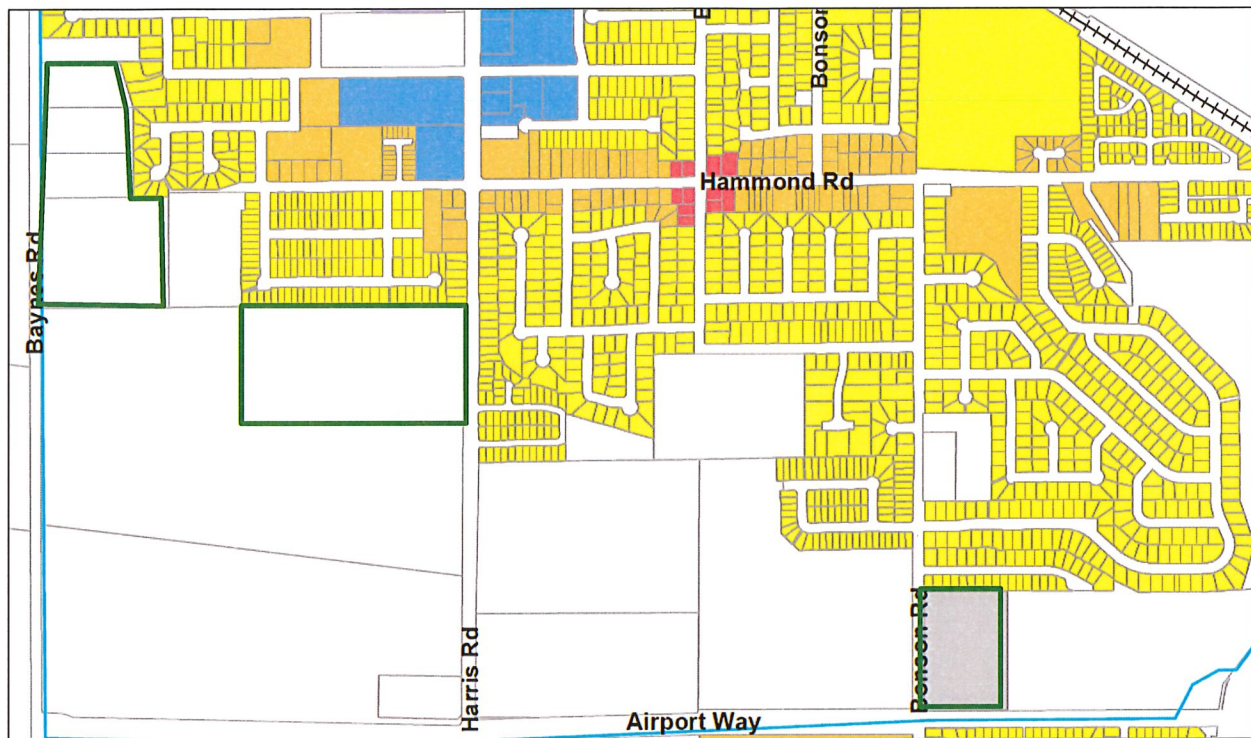


Figure 1: Proposed Residential Areas within the ALR, from the January 21st EPC Meeting

Designating any of these properties as residential will require for them to first be removed from the ALR through an ALC Exclusion Application process. This process, as explained above, would delay the adoption of the new OCP by several months and up to a year. The land at the airport is jointly owned by the City of Pitt Meadows and the City of Maple Ridge; this adds a further layer of complexity to any land-use change.

For this reason, staff is recommending not to pursue seeking a possible notation indicating future residential development for the airport property at Harris Road. Staff is suggesting retaining the Metro Vancouver Special Study Area designation for the Baynes Road properties and not pursuing an exclusion at this time. This is due to the current focus on the North Lougheed Study Area and staff capacity. Further, staff will investigate the possibility of creating a new Special Study Area designation for the City-owned site at the corner of Airport Way and Bonson Road with Metro Vancouver staff (see Attachment A).

Special Study Areas identify locations where the municipality has expressed an intention to alter existing land use and is anticipating a future regional land use designation amendment. A new Special Study Area designation will require an amendment to the Metro Vancouver Regional Growth Strategy. This may be achieved when the municipality submits its Regional Context Statement to the Metro Vancouver as part of the OCP adoption process, pending Metro Vancouver's approval of the

amendment. If the Special Study Area involves lands within the ALR, then the municipality is required to consult with ALC during the preparation of planning studies before initiating an application to exclude lands from the ALR.

Staff is proposing the Davsion Road land use stays as one to two family residential. After further investigation staff determined that focusing growth along Harris Road, Hammond Road will meet the housing needs based on our population projections.

Staff recommends that Council direct staff to investigate city-owned sites, including the site at the corner of Bonson Road and Airport Way, caretaker house located in the north east corner near the athletic fields, civic center and possibly the North Lougheed Study Area for potential affordable housing (see note 1). The suitability of these sites will be considered in relation to Metro Vancouver's list of key considerations that prioritize affordable housing opportunities in the region. This approach ensures that the City, in collaboration with Metro Vancouver, submits an affordable housing proposal that best achieves affordable housing goals and thereby increases the City's likelihood of a successful outcome. The Official Community Plan Review is proposed to continue to public consultation for the draft plan in March, with the bylaw anticipate to be adopted in July 2020.

Note 1:

Affordable housing is defined as housing that costs less than 30% of a household's pre-tax income or is 10% below the market rate and includes housing for seniors, those with disabilities, and families.

Population Forecasting and Housing Projections

Based on population projections from CitySpaces, which are in turn, based on population projections from Metro Vancouver, 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 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

The projected demand for housing is derived from a combination of population projections and housing maintainer rates (see Note 2). 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.
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.

Note 2:

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.

Both the likelihood of forming and maintaining a separate household and preferred housing form, 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 population is projected to change in size and age over time, the demand for different types of housing units will change in response.

Airport Walking Trails

The airport land between Baynes Road and Harris Road is within the ALR. The 860 meter – long walking trail on Airport land from Harris Road to Baynes Road is located entirely within a Statutory Right-of-Way (SRW).



Figure 2: Airport Trail Statutory Right-of-Way

A SRW is a legal agreement that allows a public agency to access a private property. The SRW is accompanied by a plan and/or a written description of the right-of-way area and is registered at the New Westminster Land Title Office. The SRW is binding on all existing and future owners of the property.

The SRW applies only to the trail. The surrounding trees and vegetation are not protected. The land is owned by the Pitt Meadows Airport Society. The SRW is in favour of the City.

Six Principles for Community Development

At the EPC meeting on January 21st, one of the members of the audience presented six guiding principles for sustainable communities. These principles are:

1. Good and plentiful jobs close to home
2. Different housing types
3. Mixed-use corridors accessible to all
4. Five-minute walking distance
5. Access to natural areas and parks
6. Lighter, greener, cheaper, smarter infrastructure

These guidelines are taken from a book entitled Sustainability by Design: A Vision for a Region of Four Million. Published in 2006, it was a project of the Design Centre for Sustainability at the University of British Columbia. The intention of the publication was to "galvanize support for a sustainable Vancouver region – among citizens, elected officials, government staff, the non-governmental organization (NGO) sector, real estate professionals, and the broader population of community advocates...In Sustainability by Design, you see the first iteration of a collaboratively produced vision for a sustainable region of 4 million."

Although it was never formally adopted by Metro Vancouver (it doesn't appear that formal adoption was ever the intention), the guidelines are generally consistent with the goals of the Metro Vancouver Regional Growth Strategy and also of the current City of Pitt Meadows Official Community Plan, which was adopted in 2008. The

guidelines are still applicable and useful, and the new Official Community Plan will maintain consistency with them.

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 associated with this report.

PUBLIC PARTICIPATION

- ☒ Inform ☒ Consult ☐ Involve ☐ Collaborate ☐ Empower

This report will be made available on the City's Official Community Plan Review webpage for the community.

KATZIE FIRST NATION CONSIDERATIONS

Referral ☐ Yes ☒ No

This report will not be referred to the Katzie First Nation; however, the draft policies and land use plan will be referred, and staff will meet to discuss the draft Official Community Plan prior to First Reading of the Official Community Plan Bylaw. The First Reading Draft of the Official Community Plan bylaw will be formally referred to the Katzie First Nation.

SIGN-OFFS

Written by:

Reviewed by:

Alex Wallace, Manager of Community
Development

Alex Wallace, Manager of Community
Development

Attachments:

- A. Draft Residential Land Use Map

