

Coquitlam

For Council

March 4, 2014

Our File: 08-3360-20/13 012979 OC/1

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To: City Manager

From: General Manager, Planning and Development

Subject: **Proposed Maillardville Neighbourhood Plan (MNP)**
Bylaw No. 4465, 2014 - 13 012979 OC

For: **Council**

Recommendation:

That Council:

1. Give first reading to the City of Coquitlam Citywide Official Community Plan Amendment Bylaw No. 4465, 2014, to replace the existing Maillardville Neighbourhood Plan and related Development Permit Area Guidelines and Design Guidelines, and make related amendments to the Southwest Coquitlam Area and Lougheed Neighbourhood Plans;
2. In accordance with the *Local Government Act*, consider Bylaw No. 4465, 2014, in conjunction with both the City of Coquitlam 2013 Five-Year Financial Plan Bylaw No. 4451, 2013, and the Regional Solid Waste Management Plan;
3. Having given consideration to the requirements of Section 879 and the *Local Government Act*, and having previously requested staff to consult with potentially affected agencies, direct staff to send copies of Bylaw No. 4465, 2014, to School District No. 43 and the City of New Westminster prior to Public Hearing;
4. Refer Bylaw No. 4465, 2014 to Public Hearing.

Report Purpose:

This report presents the proposed Maillardville Neighbourhood Plan (MNP) and Development Permit Area Guidelines, as well as associated Southwest Coquitlam Area Plan and Lougheed Neighbourhood Plan 'housekeeping' amendments for first reading of the Citywide Official Community Plan (CWOC) Amendment Bylaw No. 4465, 2014 and referral to Public Hearing.

Strategic Goal:

This report supports the City's corporate objectives to strengthen neighbourhoods and enhance the sustainability of City services, transportation systems and infrastructure.

POS

Executive Summary:

The MNP will guide growth and reinvestment in Maillardville, while preserving the neighbourhood's historic character over the next 20 to 25 years. Following Council feedback at the Council-in-Committee meeting of December 9, 2013, a CWOCP Amendment Bylaw has been prepared for Council consideration of Plan adoption (Attachment 1). Staff recommend that Council give first reading to Bylaw No. 4465, 2014, direct staff to circulate the Bylaw to key external agencies, and refer the Bylaw to Public Hearing.

Background:

Coquitlam's Oldest and Most Historic Neighbourhood

Maillardville was established in 1909 when French-Canadian pioneers arrived by train to work at Fraser Mills. The development of homes, a school, small farms and church (in Laval Square) followed, and small 'townsites' emerged along Allard and LeBleu Avenues and around Laval Square. Residential growth surged after World War II with the construction of Lougheed Highway in 1953, and small businesses located along Brunette Avenue, within Maillardville's present-day 'Neighbourhood Centre'.

Maillardville's Land Use Planning History

In an effort to revitalize key areas in Maillardville (i.e., along Brunette Avenue), and building on previous efforts, Maillardville's first Neighbourhood Plan was adopted by Council in 1990. This Plan included a new mixed-use land use for the Neighbourhood Centre, Brunette Avenue improvements and guided the development of the gateway Clock Tower area and Heritage Square.

In July 2008 the MNP 'Neighbourhood Centre' policies, zoning and design guidelines were updated to stimulate development in this area. In June 2011, an update to the rest of the MNP (referred to as the 'proposed MNP' in this report) was initiated, and this process is now almost complete with the presentation of the proposed MNP to Council as a CWOCP Amendment Bylaw.

The Proposed MNP: Maillardville's New Plan

The draft MNP, as presented at the December 9, 2013 Council-in-Committee meeting, is a new 'blueprint' for accommodating 6,000 new residents over the next 20 to 25 years, continuing to promote reinvestment and revitalization, and celebrating and preserving Maillardville's unique heritage character. Key MNP features include:

- new Neighbourhood Attached Residential (NAR) or 'Housing Choices' areas that support 'gentle' densification and retain street and block patterns;
- two distinct 'Heritage Character Areas' - Laval Square and Allard-LeBleu;
- new medium density areas that support 'Main Street' revitalization;
- new park amenities to support growth, including the Booth Farm;
- a street, greenway and trail network that improves travel choice;
- a high-density, mixed-use Neighbourhood Centre with a pedestrian-friendly 'Main Street' along Brunette Avenue; and
- employment land policies (for lands along Lougheed Highway and Schoolhouse Street) that are consistent with the City's Industrial Zone Review project.

Background: cont'd/

New Development Permit Area Guidelines

The proposed Development Permit Area Guidelines aim to create high-quality, attractive buildings that reflect and enhance Maillardville's unique history and identity. These Guidelines supplement existing Citywide design guidelines (Part 4 of the CWOCP), and include 'heritage-inspired' design directions for new developments that acknowledge the neighbourhood's history and French-Canadian origins, recognize earlier building designs in the neighbourhood (e.g. the mansard roof), and also create authentic design character. Specific guidelines include:

- Neighbourhood Centre guidelines that reflect local history and draw from the design character of buildings found within historic commercial districts, developed in the region between the late 1800s and early 1900s;
- Laval Square and Allard-LeBleu guidelines that reflect existing heritage, 'pioneer' character and design of homes built in these areas in the early 1900s; and
- Multi-family residential building guidelines that include 'heritage-influenced' design elements that reflect local history as well as design treatments applied to existing multi-family buildings in recent decades (e.g. the mansard roof).

Following from the above context, this report provides a brief overview of the draft MNP development process, highlights a key refinement to the MNP (based on Council feedback) and associated CWOCP refinements needed to ensure consistency between the MNP and the CWOCP, and outlines next steps in concluding the MNP development process.

Discussion/Analysis:

MNP Development Process

The proposed MNP has been developed through extensive consultation involving Council, residents, property owners, businesses, the development community, and the general public. This process, under way since June 2011, has involved four phases that each culminated with a report back to Council on outcomes. These phases are identified below (with highlights of each phase):

Phase 1 – Existing Conditions and Site Analysis:

- analysis of neighbourhood context, identification of opportunities and constraints;
- review of housing, retail and industrial market conditions, transportation network and possible heritage conservation incentives; and
- consultation with the Public Advisory Group (PAG) and the Maillardville Commercial and Cultural Revitalization Advisory Committee (MCCRAC); and
- public consultation through Public Open House #1 held along with a 'conversation café' (for exploring ideas to enhance Maillardville).

Phase 2 – Update Vision, Guiding Principles and Policy Options:

- development of an updated vision and guiding principles;
- consideration of land use changes (Housing Choices and medium density residential) through meetings with the PAG and MCCRAC; and
- public consultation involving a residential site tour (15+ attendees), public lecture (80+ attendees), two design workshops (20+ attendees) and a Public Open House #2 (180+ attendees).

Discussion/Analysis: cont'd/

Phase 3 – Preferred Land Use Concept, Policy and Design Directions:

- development of draft land use concept, and land use and design policies;
- significant public consultation on potential urban design policies, including an urban design lecture (80+ attendees), workshop (40+ attendees), digital engagement project (280+ participated), a booth at Festival du Bois and a design workshop with MCCRAC; and
- Public Open House #3 (150+ attendees) on the draft land use concept and urban design ideas and policy directions.

Phase 4 – Draft Plan for Council's Consideration:

- development of Draft MNP and associated Development Permit Area Guidelines, based on public feedback and technical information gathered during the previous three Phases;
- presentation of draft MNP to Council-in-Committee for feedback on June 17, 2013, to 'kick-off' the final phase of public consultation; and
- final public consultation on the draft MNP, with MCCRAC, Youth Council West and Public Open House #4 (June 27, 2013; 200+ attendees).

Final Proposed Refinements to the Draft MNP

Following refinement of the draft MNP and guidelines based on public feedback from Phase 4, staff presented the draft MNP to Council-in-Committee on December 9, 2013 (see the December 2, 2013 report for details, available in the Councillor's Office and on-line at www.coquitlam.ca/maillardville), and noted that feedback on the draft MNP indicates general support for the Plan.

Based on Council feedback received at this meeting, a further refinement has been made to the draft MNP, amending a Neighbourhood Centre policy to require public squares/plazas to be bound by active commercial uses, which could include restaurants and cafés (MNP Policy 4.1 d). The updated policy reads as follows:

- "4.1 d) Encourage the development of urban squares/plazas adjacent to the Main Street sidewalk along Brunette Avenue to contribute to the pedestrian focus of the shopping street:
- i. Require commercial uses along ground floor building areas that front onto squares/plazas, with allowance for entrances leading to other allowed uses in buildings.
 - ii. Design interfaces between squares/plazas and buildings to include seating areas, patios and landscaping that support 'active' commercial uses (e.g. restaurants, cafés)."

With the completion of this above final proposed refinement, staff believe that there is general support for proposed MNP and the proposed Maillardville Development Permit Area Guidelines. Based on this, staff recommend first reading of Bylaw No. 4465, 2014 and referral of the bylaw to Public Hearing.

Discussion/Analysis: cont'd/

Plan Implementation

Once adopted by Council, the MNP will be ready to guide new development in Maillardville. The MNP also contains a series of further implementation policies, including the development of Heritage Revitalization Agreement guidelines and procedures, a park acquisition plan, a heritage commemoration and interpretation plan, and Streetscape Guidelines, among others. Development of these other implementation policies will be initiated after the MNP is adopted, and will be presented to Council for review and feedback at a later date.

Proposed Associated Bylaw Amendments

The CWOCP Amendment Bylaw No. 4465, 2014, includes the proposed MNP and Development Permit Area Guidelines. It also contains 'housekeeping' amendments to the Southwest Coquitlam Area Plan and Lougheed Neighbourhood Plan to ensure consistency between the new MNP and Guidelines and other sections of the CWOCP. Details of these amendments are described in Attachment 2.

Next Steps:

Staff is recommending first reading of CWOCP Amendment Bylaw No. 4465, 2014 and referral of the Bylaw to the next Public Hearing. Following the Public Hearing, Council will be able to consider adoption of the MNP into the CWOCP.

Regarding the associated Maillardville Streetscape Guidelines, staff presented the proposed Guidelines to Council-in-Committee on March 3, 2014. Staff received detailed feedback from Council, including comments regarding the use of appropriate street trees (ie. use a different species within the Neighbourhood Centre and along the Brunette Avenue Processional Route), suitable paving materials in low traffic areas (concerns with pavers were noted) and the need for a strategic approach in implementing streetscape improvements, to ensure they occur in a coordinated manner and avoid 'ad hoc' and incomplete street finishes. Staff will address these comments and report back to Council, prior to finalizing the Guidelines and bringing them back to Council for adoption.

Staff are also currently consulting with Council Advisory Committees and the development community on the Streetscaping Guidelines, and the Public Hearing on the proposed MNP will provide an opportunity for public input on the Streetscape Guidelines. Following the report back to Council noted above (addressing comments from the March 3 2104 Council-in-Committee meeting), staff will refine the Guidelines based on all consultation feedback and then present them to Council for consideration of adoption by resolution in the coming months.

Financial Implications:

A *Maillardville Servicing Assessment* has been prepared as a 'companion' to the MNP. It identifies and summarizes required infrastructure improvements (transportation,

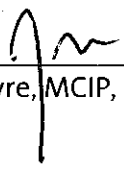
Financial Implications: cont'd/

utilities, and parks) to support development of Maillardville, including estimated costs and funding sources (such as Development Cost Charges).

The *Servicing Assessment* was outlined in the December 3, 2013 report of the General Manager Planning and Development, titled "Maillardville Servicing Assessment", which was presented at the December 9, 2013 Council-in-Committee meeting. A copy of the *Servicing Assessment* and the report are available in the Council's Office and on line at: www.coquitlam.ca/maillardville.

Conclusion:

The proposed MNP and Development Permit Area Guidelines will guide growth and reinvestment in the Maillardville Neighbourhood over the next 20 to 25 years. Feedback received in the final consultation phase indicates general support for the proposed Plan and Guidelines, and a final refinement has also been made to the Neighbourhood Centre policies in response to Council feedback. Based on this, staff recommend first reading of CWOCP Amendment Bylaw No. 4465, 2014 and referral of the Bylaw to Public Hearing.



J.L. McIntyre, MCIP, RPP

RN/lmc

Attachments:

1. Bylaw No. 4465, 2014 – MNP, Development Permit Area Guidelines, Lougheed Neighbourhood Plan and Southwest Coquitlam Area Plan Amendments (Doc# 1645439)
2. Bylaw No. 4465, 2014 Summary (Doc# 1654367)

This report was prepared by Russell Nelson, Community Planner and was reviewed by Steve Gauley, Senior Planner and Carl Johannsen, Manager Community Planning.

BYLAW NO. 4465, 2014

A Bylaw to amend the "City of Coquitlam Citywide Official Community Plan Bylaw No. 3479, 2001"

WHEREAS certain changes are necessary for the clarification and effective and efficient operation of Bylaw No. 3479, 2001 and amending Bylaws, in accordance with the *Local Government Act*, R.S.B.C, 1996, c. 323;

NOW THEREFORE, the Council of the City of Coquitlam, in an open meeting lawfully assembled, ENACTS AS FOLLOWS:

1. Name of Bylaw

This Bylaw may be cited for all purposes as the "City of Coquitlam Citywide Official Community Plan Amendment Bylaw No. 4465, 2014."

2. City of Coquitlam Citywide Official Community Plan Bylaw No. 3479, 2001, as amended, is further amended as follows:

- 2.1 **PART 3 AREA AND NEIGHBOURHOOD PLANS** is amended by replacing Section 9.1 MAILLARDVILLE NEIGHBOURHOOD PLAN, in its entirety, with Schedule "A" attached to this Bylaw.
- 2.2 **PART 4 URBAN DESIGN + DEVELOPMENT PERMIT AREAS**, Section 4.0 is amended by deleting Sub-section 4.1 Maillardville in its entirety and adding a new sub-section in its place "4.1 Maillardville" attached to this bylaw as Schedule "B".
- 2.3 **PART 4 URBAN DESIGN + DEVELOPMENT PERMIT AREAS**, Schedule A is amended by replacing the existing map with a new "Schedule A Development Permit Areas – Southwest Coquitlam" attached to this bylaw as Schedule "C".
- 2.4 **PART 3 CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN**, Section 2.3, CC2 zoning is amended by replacing the "Low-Density Apartment" row in the chart with the following:

Low-Density Apartment	RT-2	Townhouse Residential (not applicable in the Maillardville Neighbourhood Plan area)
	RM-1	Two-Storey, Low-Density Apartment Residential
	RT-1	Two-Family Residential (within Maillardville Neighbourhood Plan – Laval Square Development Permit Area only)
	C-1	Local Commercial, in accordance with Policy CC14

- 2.5 **PART 3 CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN**, Section 2.3 is amended by deleting policies CC33 through CC39 inclusive and associated sub-titles and figures, and renumber the subsequent policies in the same section accordingly.

- 2.6 **PART 3** CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN, "Schedule E – Schoolhouse Employment Centre", is deleted in its entirety and delete all associated references to this deleted schedule.
- 2.7 **PART 3** CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN, "Schedule A – Land Use Designations", is amended by replacing the existing schedule with a new Schedule "A" attached to this bylaw as Schedule "D".
- 2.8 **PART 3** CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN, "Schedule D – Area Plan", is amended by replacing the existing schedule with a new Schedule "D" attached to this bylaw as Schedule "E".
- 2.9 **PART 3** CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN, "Schedule G – Neighbourhood Policy Framework", is amended by re-labeling the schedule as Schedule E, amending all references to Schedule G in the Plan be substituted with Schedule E and delete the reference to Schedule G from the list of Plan Schedules.
- 2.10 **PART 3** CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN, "Schedule H – Southwest Coquitlam Watershed Boundaries", is amended by replacing the existing schedule with a new schedule attached to this bylaw as Schedule "F", amend all references to Schedule H in the Plan be substituted with Schedule F and delete the reference to Schedule H from the list of Plan Schedules.
- 2.11 **PART 3** CHAPTER 9 SOUTHWEST COQUITLAM AREA PLAN, Section 8.4.2 is amended by replacing the text after "Plan Schedules:" with the following:
- | | |
|------------|---|
| Schedule A | Designated Land Use Map |
| Schedule B | Conceptual Planning Framework: Centres Strategy |
| Schedule C | FREMP Map |
| Schedule D | Location and Topic-Specific Areas |
| Schedule E | Neighbourhood Policy Framework |
| Schedule F | Southwest Coquitlam Watershed Boundaries |
- 2.12 **PART 3** CHAPTER 9.2 LOUGHEED NEIGHBOURHOOD PLAN, "Schedule B – Land Use Designations", is amended by replacing the existing schedule with a new Schedule "B" attached to this bylaw as Schedule "G".
- 2.13 **PART 3** CHAPTER 9.2 LOUGHEED NEIGHBOURHOOD PLAN, "Schedule D – Parks and Greenways Connection Plan", is amended by replacing the existing schedule with a new Schedule "D" attached to this bylaw as Schedule "H".
- 2.14 **PART 4** URBAN DESIGN + DEVELOPMENT PERMIT AREAS, Section 1.2.3 (a)(i) is amended by deleting the last three bullet points in the list and adding "Allard-LeBleu" as the last bullet point in the list.

- 2.15 **PART 4 URBAN DESIGN + DEVELOPMENT PERMIT AREAS**, Section 1.2.3 (b) is amended by adding "Allard-LeBleu" as a new bullet point in the list, situated between "Laval Square;" and "Waterfront Village" bullet points.
- 2.16 **PART 4 URBAN DESIGN + DEVELOPMENT PERMIT AREAS**, Section 1.2.3 (c), (iii), second bullet point, is amended by adding the phrase "and Maillardville" immediately following the phrase "All lands in the Austin Heights".
- 2.17 **PART 4 URBAN DESIGN + DEVELOPMENT PERMIT AREAS**, Section 5.1.1 (a)(i) is amended by adding the phrase "and Maillardville" immediately following the phrase "...located within the Austin Heights...".

READ A FIRST TIME this _____ day of _____, 2014.

CONSIDERED AT PUBLIC HEARING this _____ day of _____, 2014.

READ A SECOND TIME this _____ day of _____, 2014.

READ A THIRD TIME this _____ day of _____, 2014.

GIVEN FOURTH AND FINAL READING and the Seal of the Corporation affixed this _____ day of _____, 2014.

MAYOR

CLERK