

Coquitlam

For Committee

February 25, 2014

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To: City Manager

From: General Manager Planning and Development

Subject: **Proposed Maillardville Streetscape Guidelines**

For: **Council-in-Committee**

Recommendation:

That the Committee receive the report of the General Manager Planning and Development, dated February 25, 2014, entitled "Proposed Maillardville Streetscape Guidelines" for information.

Report Purpose:

This report provides an overview of the proposed Maillardville Streetscape Guidelines, for Council review and feedback, prior to consultation on the Guidelines.

Strategic Goal:

This report supports the City's strategic goal of supporting a growing and changing community by strengthening and revitalizing established neighbourhoods and commercial areas while managing infrastructure priorities.

Executive Summary:

The proposed Maillardville Streetscape Guidelines (the 'Guidelines') is an important tool to direct the creation of pedestrian-friendly, heritage-inspired streetscapes that reflect Maillardville's history and enhance its unique character. The proposed Guidelines build upon past streetscape improvements and guidelines by integrating recognized features and materials. Also, these Guidelines are a key implementation item of the draft Maillardville Neighbourhood Plan (MNP) and apply to distinct "character areas" in the MNP.

Following review and feedback from Council, the proposed Guidelines will be presented to the Maillardville Commercial and Cultural Revitalization Advisory Committee and the Universal Access-Ability Advisory Committee, and will also be distributed to the Urban Development Institute (UDI) and the Greater Vancouver Home Builders' Association (GVHBA) for any feedback. Staff also proposes that the anticipated Public Hearing, on the draft MNP Citywide Official Community Plan (CWOCP) Amendment Bylaw, be used as an opportunity for public feedback on the proposed Guidelines as well. Once feedback is received, staff will refine the proposed Guidelines and bring them back to Council for consideration of endorsement.



Background:

The proposed Guidelines (Attachment 1) have been developed to implement the updated MNP, once it is adopted by Council, and complement the heritage-inspired Development Permit Design Guidelines, which were both presented to Council on December 9, 2013. The key objective of the Streetscape Guidelines is to create engaging, heritage-inspired and pedestrian-friendly streetscapes that reflect Maillardville's history and enhance its unique character.

More specifically the Guidelines are proposed to be applied to distinct MNP character areas, including the Neighbourhood Centre, Allard-LeBleu and Laval Square areas, as well as neighbourhood greenways and Brunette Avenue (see Attachments 2 and 3). The proposed streetscape improvements are intended to be constructed at the time of redevelopment and will be funded by private developers or the City (i.e., from Development Cost Charges [DCCs] funded transportation projects), depending on the status of the fronting roadway (ie. if improvements are DCC or developer-funded).

Building on Past Approaches

These Guidelines provide a more comprehensive and complete set of streetscape finishes than previous MNP-specific guidelines. In the 1980s, unique streetscape improvements were constructed along Brunette Avenue, from Loughheed Highway to Allard Street. The success of these improvements led to the development of the first set of streetscaping guidelines in the 1990s, which focused on Adair Avenue from the Clock Tower to Mackin Park, and the Laval Square area. The attached proposed Guidelines build upon past design approaches by integrating some of the publicly recognized features and materials (e.g., benches, bicycle racks, streetlights) and reinforce the updated MNP policy directions for the three distinct character areas.

The proposed Guidelines were developed in conjunction with the City's Multi-Modal Street Design project and were jointly prepared by Engineering and Public Works (E&PW), Parks, Recreation and Culture (PRC), and Planning and Development (P&D) staff, along with a landscape architecture consultant. The public also contributed to the guidelines through the MNP development process, through feedback on draft streetscape principles and design ideas, as discussed at a public lecture and design workshop (February 2012) and presented at a MNP Public Open House (May 2012).

This report provides an overview of these Guidelines and outlines next steps regarding consultation, prior to bringing the Guidelines back to Council for consideration of endorsement.

Discussion/Analysis:

In general the proposed Guidelines recommend heritage-inspired finishes and furnishings, with unique character, that are also durable, cost-effective and practical.

Discussion/Analysis cont'd/

The Guidelines essentially set out a 'kit of parts' that includes:

- a set of updated and coordinated street furniture;
- a comprehensive planting (trees and ornamental landscaping) strategy;
- patterned (saw-cut) and smooth concrete sidewalks that are consistent with universal accessibility design principles. Pavers are also proposed to be located adjacent to pedestrian movement areas to add texture and colour;
- lighting fixtures for both streets and pedestrian corridors;
- infrastructure for street banners and hanging baskets; and
- electrical receptacles to accommodate seasonal lighting.

In terms of organization, the Guidelines document is comprised of five key sections:

1. *Introduction* on how to use the Guidelines;
2. *Streetscape Design Principles* that guide streetscapes designs;
3. *Streetscape Zones* that identify how streetscape improvements will be implemented;
4. *Streetscape Design* for the MNP character areas, greenways and Brunette Avenue processional route; and
5. *Streetscape Details* that identify specific paving materials, furnishing, plantings and lighting.

Key highlights of these sections are provided below.

Design Principles

The proposed Guidelines are informed by seven key design principles to help direct the creation of streetscapes that:

1. foster a distinct sense of place;
2. contribute to economic success of local business and livability of residential areas;
3. maximize the quality of experience, comfort, safety and universal access for pedestrians while maintaining a balance between all users;
4. are visually and functionally cohesive;
5. celebrate the historical context of Maillardville in a stylistically authentic manner;
6. anticipate long-term phasing of improvements; and,
7. are durable, timeless, of high quality, and easy to maintain.

Applying the Guidelines: Streetscape Zones

The materials and finishes outlined in the Guidelines apply to frontage improvements between the curb and the building face/property line along the street. This streetscape corridor (Attachment 4) includes four zones:

- the Curb zone,
- the Furnishing/Boulevard zone,
- the Pedestrian Movement zone, and
- the Building Frontage zone.

These zones conform to the City's new Multi-Modal Street Design Standards and define the location of site furnishings, plantings, pavement materials and other details along the streetscape.

Discussion/Analysis cont'd/

Applying the Guidelines: Streetscape Types

The Guidelines identify two types of streetscapes: 1) Commercial or Higher Density Residential; and 2) Lower Density Residential. Furnishings and materials for the Commercial or Higher Density Residential streetscape include saw-cut-patterned sidewalks along the Pedestrian Movement zone, paving materials (e.g., concrete, stone pavers) and tree grates in the Furnishing zone, and furnishings such as benches, bicycle racks and litter receptacles.

The Lower Density Residential streetscape includes a planted Boulevard zone that adds more green space (i.e., grass and ornamental plantings) commonly found in lower-density residential neighbourhoods. In addition, both types of streetscapes include a coordinated colour (graphite colour applied to site furnishings and street and pedestrian lights), street tree and planting strategy, and heritage-inspired street and pedestrian lighting that reflect the type already in use in some parts of the neighbourhood. Finally, both streetscape designs support universal accessibility (i.e., smooth finishes to the sidewalk, no obstructions along the Pedestrian Movement zone).

Greenways and Corner Parkettes

The MNP area is proposed to contain two types of greenways, neighbourhood and Citywide, which are key features that will improve mobility and add amenities to the neighbourhood.

The proposed Guidelines specifically apply to the design of neighbourhood greenways, along their entire length, and associated corner parkettes (see Attachment 3). The neighbourhood greenways are a well-integrated system of sidewalks, streetlighting, planting and on-street cycling facilities that accommodate a variety of users, including cyclists, pedestrians and those requiring mobility aid devices. The corner parkettes provide a small, well-lit and highly visible public 'resting space' at street corners along the greenway route and will create unique amenities in the neighbourhood.

The design of Citywide greenways, specifically where they pass through MNP character areas, will be generally guided by the Streetscape Guidelines, in terms of furnishings, colour, lighting, and other features.

Brunette Avenue Processional Route

The Guidelines document also identifies Brunette Avenue, from Laval Square to the Clock Tower in the Neighbourhood Centre, as a 'Processional Route'. This Route is historically significant as a place for community ceremonial processions that marked special occasions, events and important holidays (in the years following the arrival of French Canadians from Quebec and Ontario in 1909/1910). Based on these Guidelines, the 'Processional Route' will use the same site furnishings and paving materials as other streetscapes noted above. However, the Route will be distinguished from other streetscapes in the character areas, in terms of colour (black) and planting materials and additional infrastructure that supports a street banner program, flower baskets with irrigation and electrical receptacles that provide power for seasonal/festive lighting. Given its historical significance, this Route is also proposed to be highlighted as a significant element in the Heritage Commemoration and Interpretation Plan, a key implementation item of the MNP.

**Discussion/Analysis cont'd/
Streetscape Details**

The last section of the proposed Guidelines details the specific recommended streetscape furnishings and materials that have been jointly selected by E&PW, PRC and P&D staff, along with a landscape architecture consultant, for use in the MNP area, based on the following criteria:

- the need to reflect the heritage inspired context of Maillardville and to integrate earlier streetscape design directions;
- the availability of streetscaping products (i.e., benches, garbage bins, lighting fixtures) made in Metro Vancouver, elsewhere in Canada or, when this is not possible, of foreign products sold and distributed by Canadian companies;
- the long-term availability of, and ready access to, these products, which helps to reduce construction costs and improves access for replacements;
- the need for reasonable initial and life-cycle costs of products;
- the desire for highly durable products that are sustainably sourced (i.e., made from recycled materials) and can eventually be recycled; and
- the need for lighting fixtures that are energy efficient.

Next Steps:

Following Council's feedback and direction, the proposed Streetscape Guidelines will be presented to the Maillardville Commercial and Cultural Revitalization Advisory Committee (MCCRAC) and the Universal Access-Ability Advisory Committee (UAAAC), and will also be distributed to the Urban Development Institute (UDI) and the Greater Vancouver Home Builders' Association (GVHBA). Staff also proposes that the Public Hearing on the draft MNP Citywide Official Community Plan (CWOCP) Amendment Bylaw, which is anticipated to occur in the coming months, can be used as an opportunity to receive public feedback on the Guidelines. Feedback received from these Advisory Committees, the development community and Guideline-related comments at the MNP Public Hearing will be used to refine the proposed Guidelines. Staff will then present the refined Guidelines to Council near the end of the second quarter of 2014, for consideration of adoption by resolution, so they can be used by City staff in processing development applications in the MNP area.

Financial Implications:

In balancing the objective of creating streetscapes that celebrate Maillardville's history and unique character with using furnishings that are durable and cost-effective, a cost comparison analysis was undertaken as a part of developing the proposed Guidelines. The intent of the analysis was to compare cost differences between streetscapes constructed using the proposed Guidelines to both a typical City standard, and to the "enhanced" standard that is currently being constructed in the Burquitlam neighbourhood (based on adopted Burquitlam-specific guidelines).

Financial Implications cont'd/

Through this analysis, it was determined that construction based on the proposed Guidelines will be somewhat more expensive than construction based on typical City standards, but less expensive than construction directed by the current streetscape guidelines in Burquitlam (which will be similarly reviewed in the upcoming neighbourhood plan process). The analysis also showed that the proposed Guidelines will lead to less expensive streetscape construction in comparison to many of the newer streetscape requirements recently implemented by other Metro Vancouver municipalities (e.g., Burnaby's town centres such as Edmonds and Lougheed).

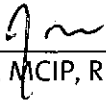
As noted above, nearly all of the proposed streetscape improvements in Maillardville will be implemented and constructed at the time of redevelopment and will be funded by private developers. Other streetscape improvements will be achieved through road and citywide greenway infrastructure projects that will be developed and funded through the City's current DCC program, grants from senior agencies and other capital programs.

Information on how these infrastructure elements and amenities will be funded is detailed in the Maillardville Servicing Assessment, as presented at the December 9, 2013 Council-in-Committee meeting, which is available in the Councillor's Office and on line at: www.coquitlam.ca/maillardville.

Conclusion:

The MNP will become a blueprint for growth and reinvestment in Maillardville, and will guide revitalization of this historic neighbourhood in coming years. The proposed Guidelines are an important tool that will assist in implementing the MNP, by guiding the development of heritage-inspired yet cost-effective streetscapes that enhance Maillardville's character and reflect the neighbourhood's history.

Following Council's feedback and direction, the proposed Guidelines will be presented to the MCCRAC and the UAAAC and will be distributed to the UDI and the GVHBA for review and feedback. The anticipated Public Hearing on the draft MNP also presents an opportunity to receive public feedback on the Guidelines. Staff will then use the feedback received to finalize the Guidelines document and present it to Council for adoption by resolution.



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Attachments:

1. Proposed Maillardville Streetscape Guidelines (Doc# 1644033)
2. Neighbourhood Character Areas (Doc# 1644046)
3. Greenways and Parkettes (Doc# 1644051)
4. Streetscape Zones (Doc# 1644053)

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