

Coquitlam

For Committee

June 11, 2013

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To: City Manager

From: General Manager Planning and Development

Subject: **Draft Maillardville Neighbourhood Plan**

For: **Council-in-Committee**

Recommendation:

That the Committee receive the report of the General Manager Planning and Development, entitled "Draft Maillardville Neighbourhood Plan" dated June 11, 2013, for information.

Report Purpose:

This report summarizes the draft Maillardville Neighbourhood Plan for Council's information and feedback prior to presenting the draft Plan at a public open house.

Strategic Goal:

This report aligns with the corporate objectives of strengthening neighbourhoods, enhancing economic opportunities, innovating to meet changing needs and improving the sustainability of City services, transportation systems and infrastructure.

Executive Summary:

The draft Maillardville Neighbourhood Plan (MNP) will become the City's blueprint for growth and reinvestment in Maillardville. By guiding growth and development in this established neighbourhood the draft Plan seeks to accommodate an additional 6,000 residents and increased employment opportunities within Maillardville over next 20-25 years. Key policy directions include continuing long-standing efforts to revitalize the neighbourhood, preserving Maillardville's many heritage assets, and building upon past policy updates that were completed in 2008 for the Neighbourhood Centre. Following comments by Council, the draft MNP will be presented at a public open house, to obtain feedback prior to bringing it forward to Council for bylaw consideration. Staff will also consult with the Maillardville Residents' Association, the Maillardville Commercial and Cultural Revitalization Advisory Committee, the Universal Access-Ability Advisory Committee, the Coquitlam Youth Council, the Greater Vancouver Home Builders Association and the Urban Development Institute (UDI) prior to bringing an updated Plan back to Council.

Background:

Maillardville is Coquitlam's oldest and most historic neighbourhood (Attachment 1); the updated draft Maillardville Neighbourhood Plan (MNP, or the 'Plan') has been developed to guide growth and re-investment in this neighbourhood over the next 20 to 25 years. The draft MNP (Attachment 2) seeks to accommodate an additional 6,000 residents and increased employment opportunities within the Plan area, and strengthens long-standing efforts to revitalize the neighbourhood and preserve Maillardville's many heritage assets. Key features of the draft Plan include:

- the continued revitalization of Maillardville's local-serving commercial 'Main Street' along Brunette Avenue;
- a range of housing options set within walkable residential neighbourhoods;
- enhanced neighbourhood identity through the conservation of heritage homes, preservation of existing land patterns and new residential development; and,
- new public amenities that support neighbourhood growth.

Plan History

The existing MNP was adopted by Council in 1990. An outcome of the revitalization effort launched in Maillardville in the 1980s, the original plan consisted of land use policies, design guidelines, a new mixed-use commercial zone and infrastructure improvements along Brunette Avenue and at the gateway Clock Tower area and Heritage Square.

In July 2008 the MNP 'Neighbourhood Centre' policies, zoning and design guidelines were updated to help stimulate the development of a pedestrian-friendly, high-density, mixed-use core. In June 2011 an update to the rest of the MNP was initiated.

Project Scope

As noted in past Council reports, the scope of the MNP update process includes the development of policies for Housing Choices and medium-density multi-family opportunities, heritage conservation and commemoration, urban and architectural design, and parks and outdoor recreation.

Other policy issues, such as transportation and land use associated with the Brunette Interchange and the Lougheed/Blue Mountain/Brunette intersection and industrial lands within the Lougheed/ Schoolhouse Employment Corridor, are outside the current MNP policy review and will be the subject of future planning processes.

This report presents an overview of the draft MNP, which is being presented to Council for information and feedback in advance of public consultation on the draft Plan. The following sections briefly summarize the MNP update and consultation processes, highlights key MNP elements, policies and complementary documents, and outline next steps in the process.

Discussion/Analysis:

MNP Development Process

The draft MNP has been developed through extensive consultation that has engaged many stakeholders including, Council, residents, property owners, businesses, the development community, and the general public.

The MNP update has been underway since June 2011 and has involved four phases:

Phase One: The evaluation of existing neighbourhood conditions and site analysis.

Phase Two: The creation of an updated vision, principles and policy options.

Phase Three: The development of a land use concept as well as preferred policy and urban design directions.

Phase Four: The completion of the Draft Plan for Council's consideration.

The planning process to date has included three public open houses, participation at the Festival du Bois, three public workshops, a digital engagement pilot and two public lectures. A Council-appointed Public Advisory Group and the Maillardville Commercial and Cultural Revitalization Advisory Committee also played a key role in providing input, and assisting with updating the Plan vision and principles.

Council was regularly informed of the MNP scope, process and policy themes, public consultation feedback, and research findings through staff reports at the end of each phase. These reports are located in the Councillors' office for reference, and Council feedback on these reports has informed the direction and outcomes of the Plan.

Draft MNP Overview

The draft MNP will become the City's blueprint for growth and reinvestment in Maillardville. The draft Plan not only accounts for the needs of Maillardville as a distinct community, but also for its place in Southwest Coquitlam and the City.

Similar to the Partington Creek Neighbourhood Plan, the draft MNP has been organized to be a more use-friendly Plan, which reflects Council's efforts to improve business practices and streamline processes. The Introduction, Vision, Principles and Land Use Concept sections provide readers a concise summary of the Plan's vision and land use locations and definitions (i.e., "the plan at a glance"). Subsequent sections provide greater detail as one reads further into the Plan, starting with neighbourhood-wide General Policies and culminating in Specific Area Policies that apply to unique areas in the Plan area. The MNP also directs readers to applicable Development Permit Area Guidelines and concludes with an Implementation and Monitoring section. Key highlights of the draft MNP are described below.

MNP Vision and Principles (Page 3 of the draft MNP; Attachment 2)

Developed by the Public Advisory Group and informed by feedback from the Council and the public, the draft Plan vision is: *Maillardville is a vibrant, safe, livable and inclusive Neighbourhood that links together its unique village centre, dynamic business districts, lively recreation and natural areas and attractive, diverse residential precincts.*

Draft MNP Overview cont'd/

Maillardville is connected both to its Francophone past and its multicultural future as expressed in the vitality of its public spaces and its varied attractions and activities.

The draft MNP contains nine “Guiding Principles” that implement this vision and guide Plan policies, including:

- » Design on a Human Scale
- » Preserve Heritage
- » Build Vibrant Public Spaces
- » Create Neighbourhood Identity
- » Increase Transportation Options
- » Restore Main Street
- » Facilitate Job Growth
- » Provide Housing choices
- » Enhance Landscapes

MNP Land Use Concept/Land Use Plan (Page 4-6; Schedule A)

Reflecting on the Plan’s setting, vision and principles, and building on the existing land use pattern, the MNP land use plan includes these key features:

- a high-density, mixed-use Neighbourhood Centre that establishes a pedestrian-friendly ‘Main Street’ along Brunette Avenue with residential, neighbourhood-serving retail, office and institutional uses;
- a city and region-serving employment corridor (large format retail, entertainment, industrial uses) along Lougheed Highway and Schoolhouse Street;
- new Neighbourhood Attached Residential (NAR, or ‘Housing Choices’) that provide densification opportunities and also support the retention of existing street, block and lot patterns (a key part of Maillardville’s heritage);
- the establishment of “character areas” to support conservation and enhancement of Maillardville’s history and heritage values;
- new higher density residential areas (medium density) that support ‘Main Street’ revitalization and economic development opportunities;
- parks that support growth and provide recreational/cultural experiences; and
- a street, greenway and trail network that provides for many modes of travel within the neighbourhood and connections beyond.

Land Use Plan Updates

The draft MNP includes a series of key land use updates, relative to the existing MNP (adopted 1990) land use plan (see Attachment 3). Some of these updates were presented at the May 2012 open house, and others reflect subsequent updates, which are being proposed for Council’s consideration. These updates include:

- Neighbourhood Attached Residential (NAR; Housing Choices):
New areas are proposed to be designated NAR in the Plan area, including the Laval Square area, north of the Neighbourhood Centre up to Rochester Avenue and an area southwest of Bernatchey Street. These new NAR areas were presented at the May 2012 public open house, and will provide new opportunities for increased density that will help to:

Land Use Plan Updates cont'd/

- » preserve existing lot and block patterns and historic homes;
- » maintain south-facing views;
- » make home ownership in the neighbourhood more affordable; and,
- » provide more residents to support local-serving commercial development along the 'Main Street' of Brunette Avenue and local schools.

Staff are also proposing to designate the 1600 and 1700 block of Brunette (north side) and Sheridan Avenues as NAR. This is based on further staff analysis that responds to a petition (received following the May 2012 open house) from property owners residing on these blocks, that requests Council to redesignate these blocks as NAR. The NAR redesignation is feasible, and will help to support new growth and reinvestment, while also serving as a transition area between future medium density residential development to the south and a one-family residential neighbourhood to the north. Petition organizers also consulted with neighbours to the north, which share a common access street (Sheridan), and according to the organizers the majority of these residents are in support of the NAR redesignation. Staff also note that redevelopment of some of the properties within the 1600 and 1700 blocks will require additional grading and earth works, given the presence of steep slopes. Access to new NAR redevelopments will be required off of Sheridan Avenue and frontage improvements on both Brunette and Sheridan Avenues will also be necessary.

- **Medium Density Apartment Residential:**
As presented at the May 2012 open house, new medium density residential areas (which can accommodate apartment and stacked townhouse building forms) are located west of Our Lady of Fatima complex, along the eastern portions of Brunette, Booth and Hie Avenues, and north of the Neighbourhood Centre along James Avenue. These areas will accommodate new residential growth near the Brunette Avenue 'main street', transit routes, community amenities, schools and existing employment lands. Policy direction has also been added to the draft Plan to ensure the massing of new apartments, located west of Our Lady of Fatima, 'steps downs' where adjacent to existing single family home areas.

Staff are also proposing a new medium density area in an area north of the Neighbourhood Centre, bounded by Roderick and Harris Avenues, Blue Mountain Street and a lane west of Allard Street. This will provide residential density and new investment close to the Neighbourhood Centre, helping to support economic development and revitalization efforts. This use will also provide an appropriate density, height and building type transition between higher density development in the Neighbourhood Centre and Housing Choices areas to the north.

Land Use Plan Updates cont'd/

- **Parks and Recreation:**

The draft MNP land use plan designates three properties, at the east end of the 1700 block of Brunette Avenue (south side), as park. This proposed park is located in an area proposed for future medium density apartment development, along the south side of Brunette Avenue, and also a proposed NAR (Housing Choices) area on the north side of Brunette Avenue, as noted above. A new local park amenity in this area will help to meet the needs of an increased residential population, and potentially serve as a future trailhead to the adjoining BC Hydro corridor. This park designation also provides a key opportunity to preserve the 'Booth Farm' heritage home (located on 1746 and 1750 Brunette Avenue) which dates to 1901 and is in the Maillardville heritage inventory. Designating these properties as a park also provides the greatest degree of certainty in preserving this key heritage asset (assuming the subject properties are acquired by the City) and provides a range of possibilities for the future use of the Booth Farm as a civic/community amenity. At this point there is no identified potential operator (besides the City) for a Booth Farm amenity, thus a park designation is recommended relative to another potential land use (such as Civic and Major Institutional).

The draft Plan includes policies that support this proposed designation, requiring the conservation of Booth Farm house, the establishment of park space and potential future connections to the City's trail network. As part of the next stage of public consultation, staff will consult further with the owners of these properties. Once the properties are purchased by the City, detailed analysis will be undertaken to determine the optimal use of the heritage building and grounds, along with preparing an operational funding plan for the restoration of the Booth Farm house and on-going maintenance and programming.

General Policies (Section 3, Pages 7-17)

The General Policies section of the draft MNP contains a set of 'one-stop-shop' policies that apply neighbourhood-wide, and are organized in these categories: Commercial; Residential; Industrial; Civic and Major Institutional and Schools; Parks, Recreation and Culture; Neighbourhood/Site Design; Heritage Conservation and Commemoration; Environment; Transportation; and Utilities.

Heritage Conservation and Commemoration (Section 3.4, Page 13)

A key feature of the updated MNP includes strengthening the policy approach for heritage conservation and commemoration. This primarily involves using Heritage Revitalization Agreements (HRAs) for the redevelopment of properties with heritage buildings. HRAs are a flexible land use tool that are essentially agreements between developers and the City, that seek to preserve heritage buildings/elements through the use of incentives (e.g. additional density, fee waivers, etc.) and specific conditions.

Heritage Conservation and Commemoration (Section 3.4, Page 13) cont'd/

HRAs can supersede local government zoning regulations (i.e., land use, density and siting regulations, development cost recovery, subdivision and other requirements), but are not 'precedent setting'. HRAs are suited to unique heritage conservation situations and can result in creative solutions that are 'win-win-win' outcomes for the developer, the community and the City. As an example of how HRAs might be implemented, eight heritage buildings identified as a "primary" building in the Maillardville Heritage Inventory could benefit from this approach, providing property owners wish to redevelop to a higher density. This approach also builds on the recent use of HRAs in Maillardville to preserve and restore existing heritage buildings on redevelopment sites.

The use of HRAs in Maillardville requires the development of specific HRA guidelines and procedures that will govern negotiations (between developer and the City) on redevelopment proposals involving properties with heritage buildings. Development of these HRA guidelines is a key Plan implementation item to be initiated after the MNP is adopted, and these guidelines will be presented to Council for review and feedback at a later date. This policy approach is further supported with additional policies in the draft MNP that call for the retention of existing land patterns in low-density residential areas, the development of new heritage commemoration measures, and the application of heritage-inspired streetscape finishes that contribute to the telling of Maillardville's history.

Specific Area Policies (Section 4, Pages 18-22)

This section includes policies for four specific and unique areas in Maillardville, some of which require more policy detail to achieve the Plan vision, principles and policies.

Maillardville's Neighbourhood Centre

A key MNP priority is the continued revitalization of the Neighbourhood Centre into a mixed-use neighbourhood 'heart' with a pedestrian-friendly 'Main Street' populated by local-serving shops along Brunette Avenue. As noted above, policies in this section are based on Neighbourhood Centre land use policies developed in 2008, with the addition of a policy that promotes commercial uses in the Neighbourhood Centre to support economic development and revitalization efforts.

Allard-LeBleu and Laval Square Heritage Character Areas

Being that the conservation and commemoration of Maillardville's heritage is another key priority, the draft Plan includes policies for two distinct 'Heritage Character Areas': Allard-LeBleu and Laval Square. These original 'town-site' areas stand out as particularly unique heritage precincts. Draft Plan policies guide the retention of distinct land patterns, the conservation of heritage buildings, the inclusion of detached, 'fine-grained' building forms and the maintenance of key view corridors toward Laval Square.

Specific Area Policies (Section 4, Pages 18-22) cont'd/

Schoolhouse East

As noted above, revisiting the policies specific to the Schoolhouse East area was not included in the MNP update process. This area is part of the Lougheed / Schoolhouse Employment corridor, as identified in the SWCAP, and has more policy connections with other mixed-employment areas along Lougheed and Trans Canada Highways and United Boulevard. The draft Plan includes existing policies that have been 'transplanted' from the SWCAP into the draft MNP, in anticipation of future planning work involving industrial/commercial lands in this strategic employment area.

Lougheed Brunette

This specific area, which includes the Brunette Interchange and the Brunette/Lougheed/Blue Mountain intersection, may be subject to a future major transportation infrastructure review and upgrade(s). In response draft Plan policies maintain the established land use designations until the relevant transportation review(s) are completed (requiring other levels of government), and also note that a future land use review will be undertaken when upgrade options are identified.

Section 5.0 – Development Permit Areas (Page 23)

To assist in the development of high-quality, attractive buildings that recognize Maillardville's unique history and identity in the MNP area, new design guidelines and associated Development Permit Areas (DPAs) are proposed as a part of the draft Plan. Staff note that while these guidelines and DPAs apply to the MNP area, they will be incorporated if approved by Council into Part 4 of the CWOCP instead of the MNP. These new draft guidelines and DPAs (see Attachment 4), supplement existing Citywide guidelines, and include 'heritage-inspired' design directions for new developments specific to Maillardville that recognize and integrate earlier design directions (e.g. the mansard roof), and also seek to create authentic design character.

Maillardville Neighbourhood Centre

- The newly updated Neighbourhood Centre guidelines draw on existing, heritage-inspired building designs that acknowledge the neighbourhood's history, and also draw inspiration from the design character of buildings found within historic commercial districts, developed in the region between the late 1800s and early 1900s, with the aim of creating a unique, new identity. This 'hybrid' approach reflects the fact that new development within the Neighbourhood Centre will likely be of a much higher density and taller than any building developed there in the past, and these guidelines will help to create an authentic, high quality look that balances existing heritage with the new building forms and design.

Heritage Character Areas – Laval Square and Allard-LeBleu

- These guidelines aim for a consistent design approach that reflects the existing heritage character and design of the homes built in these areas in the early 1900s, built by pioneers who settled this area and typically used simple framing techniques and common roof design elements (e.g., hip, gable).

Maillardville Multi-Family Residential

- These guidelines seek to attain a consistent design approach that includes 'heritage-influenced' design elements that reflect Maillardville's history as well as design treatments that have been applied to multi-family buildings developed within the Plan area in recent decades.

Section 6.0 – Implementation and Monitoring (Page 22-23)

This section includes implementation policies, including the development of HRA guidelines and procedures and a park acquisition plan, both of which will be initiated upon final adoption of the MNP. This section also identifies measures to monitor the effectiveness of Plan implementation.

MNP Servicing Assessment

Similar to the Partington Creek Neighbourhood Plan, a high-level Maillardville Servicing Assessment is being developed to support MNP implementation. This Assessment will summarize the infrastructure improvements required for Plan build-out and include estimated costs and funding sources (such as Development Cost Charges). It will be presented to Council for information and feedback prior to bringing the draft MNP back to Council as an OCP amendment bylaw.

MNP Streetscape Guidelines

Heritage-inspired streetscape guidelines are also being developed to support draft Plan heritage policies and design guidelines, and to reinforce Maillardville's unique character as the neighbourhood grows and evolves. These are intended to replace existing Maillardville streetscape guidelines, which were developed in the 1990s and informed by previous City revitalization efforts in the 1980s, that apply to Adair Avenue (from the Clock Tower to Mackin Park) and the Laval Square area.

The application of the existing guidelines has been uncoordinated and 'piecemeal' to date, and these new guidelines (which are being developed in coordination with the City's Multi-modal street design project) will apply a more complete set of streetscape finishes within the Plan area. These new guidelines will apply to the Neighbourhood Centre and the Laval Square and Allard-LeBleu Heritage Character Areas, and will identify a 'kit of parts' that includes light standards (streets and low-level pedestrian), street furniture, sidewalks and other pavement finishes and street trees and landscaping that are specific to these three areas of Maillardville. Staff will present the Streetscape Guidelines to Council prior to bringing the draft MNP back to Council as an OCP amendment bylaw.

Next Steps:

Following Council's feedback and direction, the draft MNP will be presented at a public open house in late June 2013. In the coming months staff will also consult with the owners of properties being proposed as park in the draft Plan, the Maillardville Residents' Association, the Maillardville Commercial and Cultural Revitalization Advisory Committee, the Universal Access-Ability Advisory Committee, the Coquitlam Youth Council, the Greater Vancouver Home Builders Association and the Urban Development Institute (UDI).

Next Steps cont'd/

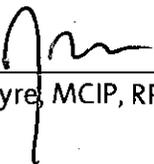
Feedback received from consultation will be used to refine the draft MNP, which will then be presented to Council in Fall 2013 as an OCP amendment bylaw. This bylaw will also include 'related amendments' to ensure consistency between the MNP and Southwest Coquitlam Area Plan (SWCAP) policies. Following this, a Public Hearing will be held on this bylaw.

Financial Implications:

The MNP Servicing Assessment will be developed to specify park, utility and transportation improvements, associated high-level cost estimates and funding sources (primarily through Development Cost Charges) needed to support Plan build-out. This Assessment will be presented to Council for information and consideration, prior to considering an OCP amendment bylaw for the Plan.

Conclusion:

The draft MNP has been developed through an extensive public consultation process, and will guide new growth, revitalization and heritage preservation efforts in Maillardville over the next 20 to 25 years. Following Council's feedback and direction, the draft MNP will be presented at a public open house at the end of June 2013. This will be followed by consultation with other key stakeholders, such as the Maillardville Commercial and Cultural Revitalization Advisory Committee, the Universal Access-Ability Advisory Committee, Youth and the UDI. Staff will then use feedback to finalize the MNP, and present it to Council as an OCP amendment bylaw in Fall 2013.



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Attachments:

1. Location Map – MNP Boundary – Doc# 1475053
2. Draft MNP – Doc# 1475090
3. Land Use Plan Updates – Doc# 1475080
4. Draft Maillardville Development Permit Guidelines – Doc# 1475086

This report was prepared by Russell Nelson, Community Planner and Steve Gauley, Senior Planner, and reviewed by Kurt Houlden, Acting General Manager, Parks, Recreation and Culture, Perry Staniscia, Manager Lands and Properties, and Carl Johannsen, Manager Community Planning.