

November 24, 2017
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To: City Manager
From: General Manager Planning and Development

Subject: **City Centre Area Plan Update – Proposed Scope and Process**

For: **Council**

Recommendation:

That Council endorse the proposed scope and process to update the City Centre Area Plan as outlined in the report dated November 24, 2017 of the General Manager Planning and Development entitled, "City Centre Area Plan Update – Proposed Scope and Process".

Report Purpose:

This report seeks Council's endorsement of the proposed scope, process and public consultation approach for the update of the City Centre Area Plan (CCAP).

Strategic Goal:

The City Centre Area Plan update supports 'Strengthening Neighbourhoods' and is a "C" priority in the 2017 Business Plan.

Executive Summary:

City Centre is an important community gathering place both for the residents of Coquitlam and the region, and where the Millennium Line Evergreen Extension (Evergreen Line) begins. The extension of the SkyTrain system to Coquitlam presents a timely opportunity to now refine the existing plans and policies for City Centre, which is guided by the 2008 CCAP (originally adopted in 2002) and the 2012 Transit-Oriented Development Strategy (TDS).

Staff presented a draft scope and process for updating the CCAP to Council-in-Committee (C-i-C) on November 6, 2017. This report outlines a refined scope and process based on the feedback provided by Committee.

The CCAP update is proposed to be undertaken over approximately a year-and-a-half in two project phases, beginning in the winter of 2017 and targeted for completion by mid-2019. Staff are proposing a focused public consultation process, consisting of online engagement, consultation with Council Advisory Committees and external stakeholders, Community Information Sessions and pop-up kiosks at citywide events, to coincide with key planning milestones, in order to reach the broader community.

PWS

Background:

City Centre – Building on Past Decisions

As presented to Council-in-Committee on November 6, 2017, Coquitlam's City Centre is an important place for community activities and celebration (i.e., Town Centre Park festivals) both for the residents of Coquitlam and the region, resulting directly from strategic decisions over the years to facilitate key developments in the area.

These milestone decisions include the opening of many public amenities and facilities, all of which have begun to shape City Centre's character as a regional downtown (e.g., Lafarge Lake / Town Centre Park and Plaza, Coquitlam Centre, and the Evergreen Line, including Lincoln Station).

Building on these past decisions, the CCAP update will further refine the existing policies that guide City Centre development (i.e., the 2008 CCAP and 2012 TDS) by continuing to evolve City Centre's character from a suburb to an urban regional downtown, and solidifying City Centre's identity as the 'heart' of Coquitlam.

Commercial & Employment Growth

Part of strengthening City Centre as a regional destination is creating a thriving hub of diverse activities, including jobs, retail, and other employment spaces. To this end, the City Centre Area Plan update will advance the findings of the Commercial Zone Review and Office Development Review currently being undertaken by Development Planning and Economic Development to understand and help channel the market factors impacting employment within City Centre.

Community Profile Data

In 2016, City Centre was home to around 31,000 people and is currently projected to grow by an additional 27,000 by 2046*. A summary of available Census 2016 data for City Centre is provided in Attachment 1 (including household income). Staff will bring forward a comparison of Census data between the City Centre and Burquitlam-Lougheed areas to a Council Ideas Workshop scheduled to be held early in Phase 1 of the CCAP update.

** Population projections will be reviewed as part of the CCAP update*

Discussion/Analysis:

Scope and Area of Focus

Boundaries for area and neighbourhood plans are often established by identifying the 'hard edges' of a neighbourhood. These 'hard edges' include natural boundaries (e.g., a river), transportation infrastructure (e.g., a major road or rail tracks), or jurisdictional boundaries. In the case of City Centre, David Avenue bounds the area to the north, the Coquitlam-Port Moody municipal boundary serves as the western edge of City Centre, the Coquitlam River and Port Coquitlam border bounds the area to the east, and the Canadian Pacific Railway (CPR) tracks serve as the southern boundary.

Discussion/Analysis: cont'd/

Scope and Area of Focus cont'd/

Within the CCAP's current boundaries (Attachment 2), staff are proposing to focus the CCAP update within the TDS Core, Shoulder and Transit Corridor areas in City Centre, including the four corners at Guildford Way and Pinetree Way and Coronation Park (Attachment 3 – Focus area of the CCAP update / TDS Areas).

This approach strategically prioritizes future development around the SkyTrain stations and continues to strengthen City Centre's role as a hub of activity. It also takes into account the current development pressure along the Evergreen Line, and provides an opportunity to create a finer street grid for ease of movement in City Centre by directing development to the large tracts of consolidated land, allowing for the existing 'super blocks' to be redeveloped as a walkable environment.

In addition, the established neighbourhoods just beyond the TDS area (e.g., Lower Eagle Ridge, New Horizons) are characterized by homes built primarily during the 1970s and 1980s. Based on the age of this housing stock, and the role it serves on the affordable housing continuum, staff are proposing not to specifically include these areas as part of this current CCAP update.

Following the approach used in the Burquitlam-Lougheed Neighbourhood Plan (BLNP) these areas could be identified through the CCAP update as 'future planning areas'. This would flag the City's intention to undertake detailed planning for these areas overtime.

In the interim, if innovative development applications were proposed for these areas, OCP amendment criteria are in place to evaluate the merits of the proposed change to the OCP land use designation. As well, new policies resulting from the CCAP update may also apply to parts of these established neighbourhoods adjoining the TDS areas.

Focusing the CCAP update on the TDS areas would reduce the timeline required to complete the project to just over a year. That said, it is recognized that residents and property owners may request that other areas be included in the CCAP update, which could extend the timeline of the project.

Refinements to the Scope of Work

Based on C-i-C feedback from November 6, 2017 the scope of work has been refined as follows:

- Explore opportunities to enhance family-friendly housing and amenities (e.g., policies to incentivize two and three bedroom suites and flexible amenity space);
- Determine the viability of character areas or 'districts'. This may include, for example, civic, arts and culture, and entertainment districts; and
- Engage the public at SkyTrain stations in and around City Centre (including Inlet Station) during morning and afternoon peak travel times.

Discussion/Analysis: cont'd/***Proposed Scope of Work***

The CCAP update will take a 25-year planning horizon and includes public and stakeholder engagement activities throughout the planning process.

The overall proposed scope of work outlined below is largely consistent with that presented to C-i-C on November 6, 2017, with refinements based on the Committee's feedback (summarized above), and includes:

- Updating land uses and policies focusing on TDS Core, Shoulder and Transit Corridor areas and the four corners precinct at Guildford Way and Pinetree Way (including parking requirements);
- Establishing a renewed identity for City Centre, including guidelines to enhance unique districts or character areas, and encouraging family-friendly neighbourhoods (e.g., two and three bedroom units, and multi-purpose amenity spaces);
- Establishing policies to influence and incentivize employment opportunities;
- Preparing an urban design framework;
- Identifying areas for future neighbourhood planning;
- Creating a network of public open spaces and corridors (i.e., plazas, parks, parkettes and promenades) to improve walking and cycling connectivity for residents and establish a finer street network (i.e., breaking up super blocks);
- Assessing the role and function of the Barnet Highway corridor based on land use policies identified in the TDS;
- Proposing strategies and policy changes to support Coquitlam's Strategic Transport Plan (STP) mode shift goal to increase walking, cycling or transit use in City Centre;
- Reviewing funding strategies (i.e., high level costs) for a future Falcon SkyTrain station and associated transportation network improvements; and
- Planning for the public utilities and amenities needed to support planned growth in Coquitlam's downtown.

Public & Stakeholder Engagement Strategy

As the CCAP update focuses on the TDS Core, Shoulder and Transit Corridor areas, public feedback received during the recently approved BLNP process will provide important direction and lessons learned to the CCAP update, with respect to high density, mixed use development. As a result, a more focused public and stakeholder engagement strategy is proposed for the CCAP update, which will include the following key elements:

- Extensive use of digital consultation that will include online surveys, Viewpoint panel engagement, website and social media resources, and 3D visualization to engage the broader community in shaping the future of their City Centre;
- Community Information Sessions at key milestones in the planning process;
- Pop-up kiosks at key locations across City Centre (e.g., at City Centre Evergreen Line stations, as well as Inlet Centre Station, during morning and afternoon peak travel times) and at citywide events (e.g., Canada Day) throughout the process;

Discussion/Analysis: cont'd/

Public & Stakeholder Engagement Strategy cont'd/

- An Ideas Workshop with Council early in Phase 1 to identify and discuss the strengths, opportunities, and aspirations for City Centre;
- An Ideas Fair – a large stakeholder workshop to seek broader input on City Centre identity;
- Engagement with Council Advisory Committees, external stakeholder agencies, neighbouring municipalities (Cities of Port Moody and Port Coquitlam); and
- Print and digital media information.

Further detail on the community groups and organizations that will be consulted is provided in Attachment 4.

Phasing and Timeline

The CCAP update is proposed to be undertaken in a focused manner over two project phases (summarized below), beginning in the winter of 2017 with a targeted completion date of mid-2019. Over the two phase process staff will update Council at key milestones.

Phase 1 – Re-Discovering City Centre (December 2017 – Summer 2018)

The first phase will investigate the existing context of the plan area in order to inform a discussion on City Centre's identity and character. This will involve a combination of technical studies and analysis of community data and existing policies.

Key Tasks:

- Identify City Centre's strengths, opportunities and gaps, and future aspirations through mapping and data analysis (i.e., demographic and employment statistics, travel patterns, 3D modelling of building forms);
- Undertake technical studies (e.g., the Commercial Zones Review and Office Development Review, high density development and parking viability, transportation modelling, utilities demand analysis);
- Review and update land uses and policies that guide development for the City Centre TDS Core, Shoulder and Transit Corridor areas including the four corners at Guildford Way and Pinetree Way;
- Investigate high level funding strategies for a future Falcon SkyTrain Station and associated transportation network;
- Prepare a draft 'City Centre Identity Statement', Guiding Principles, and measures of success; and
- Undertake community consultation to obtain input on City Centre's identity, opportunities and issues, including:
 - Ideas Workshop with Council;
 - Stakeholders Ideas Fair;
 - Digital consultation – early 2018 (e.g., online surveys, Viewpoint, and social media channels);
 - Council Advisory Committees meetings; and
 - Phase 1 Community Information Session and series of pop-up kiosks.

Discussion/Analysis: cont'd/**Phase 2 – Shaping the Future of City Centre (Fall 2018 – mid 2019)**

Phase 1 findings will be synthesized into a draft Plan containing a land use concept with associated guiding policies and an Implementation Strategy.

Following public and stakeholder consultation on the draft, a proposed Plan will be prepared for Council's consideration.

Key Tasks:

- Finalize land use, transportation and public open space network concepts and accompanying policies;
- Develop an Implementation Strategy, identifying tools, interventions or catalyst projects to carry out the Plan, including:
 - A Servicing Assessment;
 - Revised Urban Design and Development Permit Area Guidelines; and
 - Updated Streetscape Guidelines.
- Undertake consultation for feedback on the draft Plan through:
 - Digital consultation;
 - Council Advisory Committees meetings;
 - Phase 2 Community Information Session; and
 - CCAP pop-up kiosks at City Centre locations and community events / festivals (e.g., Canada Day).

Next Steps:

Following Council endorsement of the proposed scope, process, and public engagement strategy, staff will commence Phase 1 with background analysis, initial public consultation and hold an Ideas Workshop with Council.

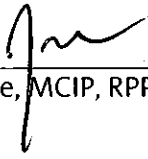
Financial Implications:

Initiating an update of the CCAP is identified as part of the 2017 Business Plan and will primarily be undertaken with existing staff resources. External resources will be required for certain strategic CCAP work components (e.g., high density development and parking viability) and will be funded through the existing Community Planning division capital projects budget.

Conclusion:

Building on past decisions that have shaped City Centre to date, the City Centre Area Plan update will solidify City Centre's identity as the heart of Coquitlam and the region and continue to evolve its character into an urban downtown.

The project is proposed to be undertaken in two phases over a year-and-a-half, starting in December 2017 and targeted for completion by mid-2019. The CCAP update will involve extensive digital public consultation alongside Community Information Sessions, pop-up kiosks, and engagement with Council Advisory Committees, neighbouring municipalities, and external stakeholders.



J.L. McIntyre, MCIP, RPP

Attachments:

1. City Centre Census 2016 Summary Data (Doc# 2784391)
2. City Centre Area Plan OCP Land Use Designation Map (Doc# 2784563)
3. Focus of City Centre Area Plan Update (TDS Areas) (Doc# 2784540)
4. Proposed Consultation and Engagement Strategy (Doc# 2736715)

This report was prepared by Dear Bhokanandh, Community Planner and reviewed by Steve Gauley, Senior Planner, and Andrew Merrill, Manager, Community Planning.



City Centre Area Plan – Census 2016 Summary Data

The data below summarizes the Census 2016 information released by Statistics Canada to date.

Household Income (2015)

	City of Coquitlam		City Centre Area Plan	
Average Household Income	\$93,837		\$75,440	
Median Household Income	\$74,475		\$60,059	
Total # of Private Households	51,325		12,835	
	#	%	#	%
Under \$20k	5,345	10	1,840	14
\$20k-\$39,999	7,800	15	2,400	19
\$40k-\$59,999	7,720	15	2,175	17
\$60k-\$79,999	6,540	13	1,780	14
\$80k-\$99,999	5,410	11	1,390	11
\$100,00+	18,510	36	3,260	25
Prevalence of low income ¹	17.7%		23.9%	

1. Based on the Low Income Measures (LIMs). All persons in a household are considered to have low income if their household income falls below half of the median income

Population change 1981 - 2016

Census Year	City of Coquitlam		City Centre Area Plan		
	Census Population	% Change from Previous	Census Population	% Change from Previous	% of City
2016	139,285	9.8%	31,380	15%	23%
2011	126,840	10.7%	27,215	12%	21%
2006	114,589	1.5%	24,270	2%	21%
2001	112,890	10.9%	23,895	9%	21%
1996	101,820	21.2%	21,898	29%	22%
1991	84,021	21.3%	17,023	56%	20%
1986	69,291	13.4%	10,890	115%	16%
1981	61,077		5,061		8%

2016 Population by Age Group

	City of Coquitlam	City Centre Area Plan	
			% of City
Population total	139,285	31,380	23%
19 yrs & under	31,310	6,590	21%
20-39 yrs	36,265	8,295	23%
40-64 yrs	52,320	11,445	22%
65 yrs & over	19,380	5,050	26%

2016 Dwelling Type & Average Household Size

	City of Coquitlam		City Centre Area Plan	
				% of City
Total private dwellings	51,325		12,840	25%
Single-detached house	19,785		2,910	15%
Semi-detached house	1,595		95	6%
Row house/duplex	19,870		2,230	11%
Apt < 5 storeys	11,380		3,770	33%
Apt >5 storeys	5,915		3,830	65%
Other single attached	15		5	33%
Average household size	2.7		2.4	

2016 Top Five Mother Tongue Languages (Single Responses¹)

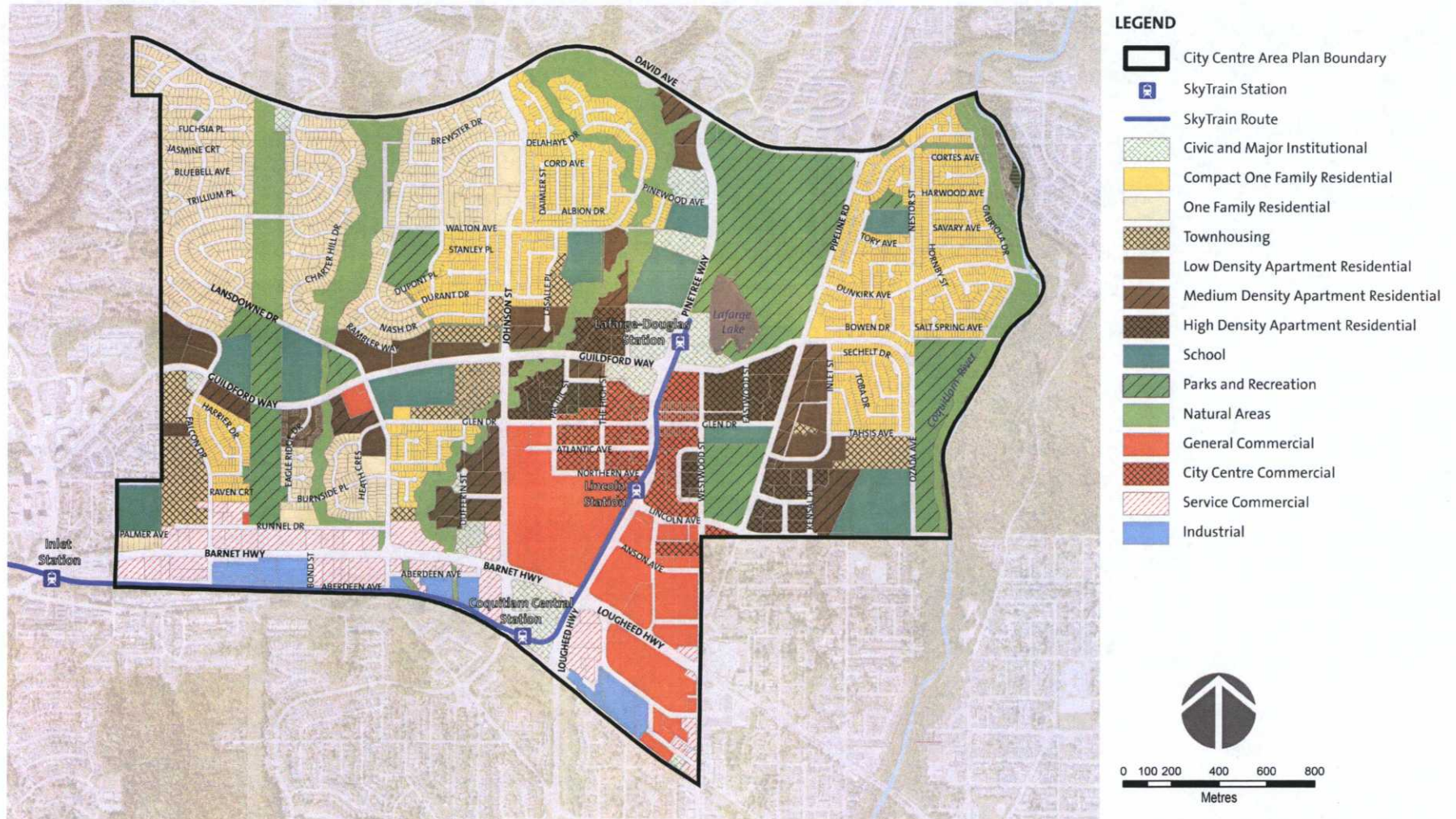
	City of Coquitlam			City Centre Area Plan			
	Population	% Total Population	% Single Responses	Population	% City Centre Population	% Single Responses	% City of Coquitlam Population
Total Single Responses	133,980	96.9%		30,225	96.8%		-
English	69,830	50.5%	52.1%	13,920	44.6%	46.1%	20%
Chinese languages ²	23,745	17.2%	17.7%	6,470	20.7%	21.4%	27%
Persian (Farsi)	7,050	5.1%	5.3%	2,710	8.7%	9.0%	23%
Korean	8,565	6.2%	6.4%	2,005	6.4%	6.6%	38%
Tagalog (Philipino)	2,705	2.0%	2.0%	610	2.0%	2.0%	23%

1. One language spoken at home

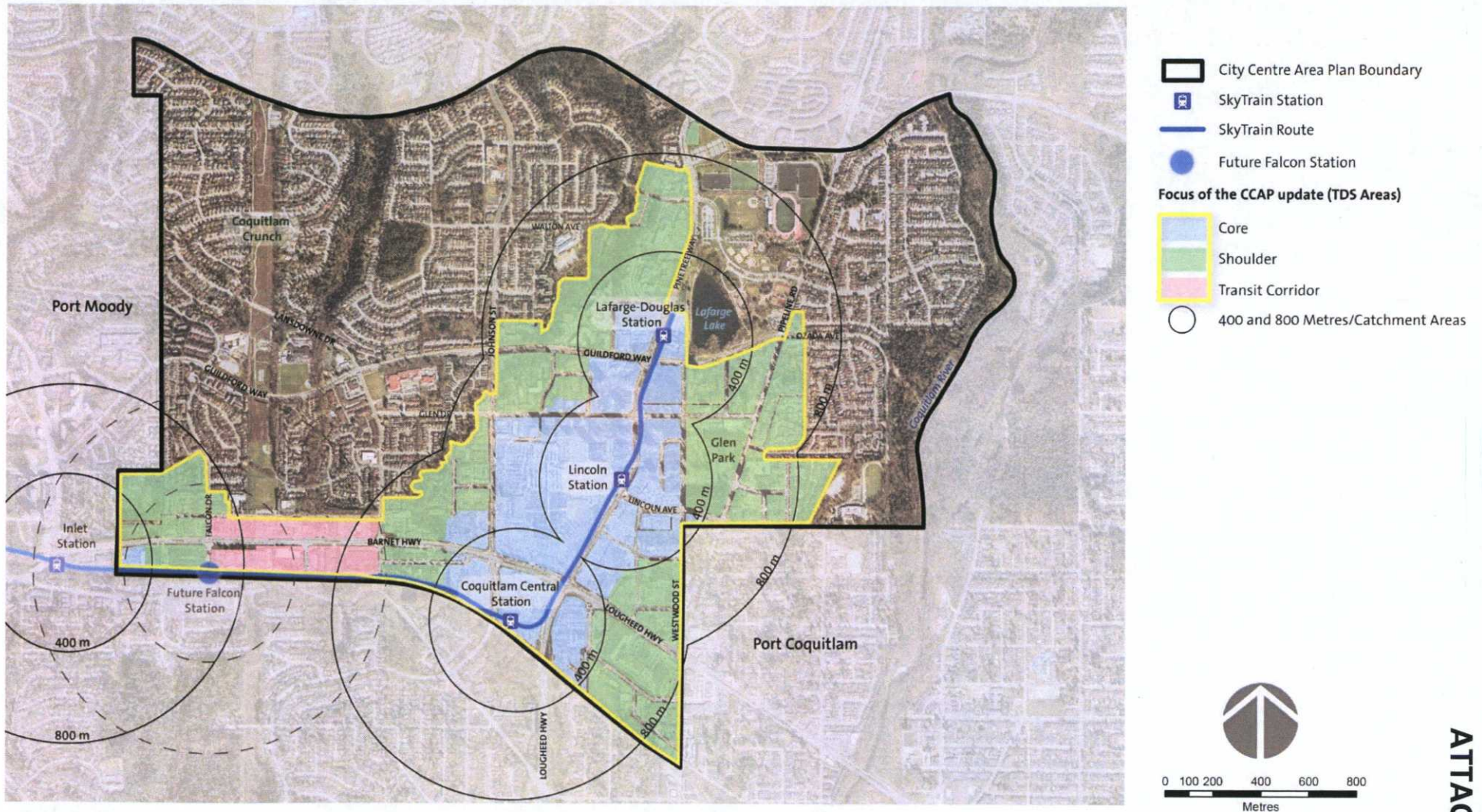
2. Includes Mandarin, Cantonese, Min Nan, Wu, Hakka and other non-specified Chinese languages

Coquitlam

City Centre Area Plan – OCP Land Use Designation Map



Focus of the City Centre Area Plan Update [Transit-Oriented Development Strategy (TDS) Areas]





City Centre Area Plan Update Proposed Public & Stakeholder Engagement Strategy

Key elements of the proposed engagement strategy are summarized below:

- Digital consultation to offer public opportunity to comment online, including the use of the City's online survey platform, Viewpoint (e.g., to provide input on the draft Plan). The City's social media platforms (e.g., Twitter, Facebook, YouTube, Instagram) may also be used to further engage the public (e.g., an online discussion on City Centre's strengths and opportunities).
- Electronic and print media to provide public access to project information and notify opportunities for involvement. This may include mail outs, newspaper advertisements, newsletters, a project webpage, social media, and email updates.
- Community Information Sessions will be held (one in each phase) as open house style events with panel displays and staff available to answer questions and discuss feedback.
- A CCAP pop-up kiosk will be set up at central locations in City Centre and as part of other City events, where appropriate (e.g., a CCAP information booth at the Canada Day; celebration) to further raise awareness and gather feedback at key points of the process.
- Council Advisory Committees will be consulted at key points throughout the process, including:
 - The Economic Development Advisory Committee;
 - The Sustainability and Environmental Advisory Committee;
 - The Multiculturalism Advisory Committee; and
 - The Universal Access-Ability Advisory Committee.
- Neighbouring municipalities which border City Centre, Port Moody and Port Coquitlam, will be informed and consulted at key milestones in the process; and
- External stakeholders representing a broad range of interests in City Centre will be consulted. Documents or key outputs will be referred to community groups, business interests, and agencies for review and comment at critical points through the process.
 - TransLink;
 - School District No. 43 Board;
 - Douglas College Administration;
 - Douglas College Students Union;
 - Coquitlam Youth Council;
 - Tri-Cities Chamber of Commerce;
 - Urban Development Institute (UDI);
 - Eagle Ridge Residents' Association;
 - Coquitlam Town Centre Community Association;
 - Glen Pine 50+ Society;
 - Tri-Cities Homelessness and Housing Task Group;
 - Fraser Health – Healthy Built Environment Program;
 - Coquitlam Public Library;
 - Metro Vancouver; and
 - Coquitlam River Watershed Roundtable.