

February, 2019



# CITY CENTRE AREA PLAN UPDATE

## Commercial & Office Discussion Paper



Coquitlam



Front Cover Source: Halcyon Hotel, Kouadio Kevin Yoboua, Robson Street Business Association, Jamie Davies, Jonni Armani, Joshua Rainey Photography, Bryant Park Corporation, The Creative Exchange, Bryant Park Corporation (from left to right).

# TABLE OF CONTENTS

- 1** Introduction
- 2** Planning Context
- 3** Current Land Use
- 4** Building a Successful Land Use
- 5** Office & Urban Business Enterprise
- 6** Retail, Services & Entertainment
- 7** Achieving a Vibrant Downtown Through Commercial Density
- 8** Pulling the Commercial Pieces Together
- 9** Next Steps





## LIST OF FIGURES

### INTRODUCTION

Figure 1.1 City Centre Area of Focus .....	3
Figure 1.2 Coquitlam City Centre in Relation to Downtown Vancouver .....	4
Figure 1.3 Step-by-Step Approach to Updating the CCAP .....	5

### PLANNING CONTEXT

Figure 2.1 Employment in Regional City Centres (2016) .....	9
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### CURRENT LAND USE PATTERN

Figure 3.1 Locations of Existing Commercial Activity .....	14
Figure 3.2 Existing Industrial and Commercial Land Use Designations .....	16
Figure 3.3 Floor Area Ratio of Existing and Approved Commercial Properties .....	18

### OFFICE & URBAN BUSINESS ENTERPRISE

Figure 5.1 OFFICE BUSINESS DISTRICTS .....	27
Figure 5.2 Density Transfer Illustration .....	28
Figure 5.3 Locations of Proposed Urban Business Enterprise .....	30

### RETAIL, SERVICES & ENTERTAINMENT

Figure 6.1 Proposed Downtown Promenade and Coquitlam Centre Mall Street Network .....	36
Figure 6.2 Locations of Hotels in the Tri-Cities .....	37
Figure 6.3 Possible Location of Hotel in City Centre .....	40

### ACHIEVING A VIBRANT DOWNTOWN THROUGH COMMERCIAL DENSITY

Figure 7.1 Historical Changes to the C-4 zone .....	43
Figure 7.2 Summary Statistics of Major Mixed Use Developments .....	44
Figure 7.3 Scenario Boundaries .....	50
Figure 7.4 Scenario Results (top) and Results Combined with Projected Growth Outside the Scenario Boundaries (bottom) .....	52
Figure 7.5 Commercial Downtown Core .....	54
Figure 7.6 Existing C-4 Zone vs. Draft Commercial Downtown Core CD Density Allocations. ....	55

### PULLING THE COMMERCIAL PIECES TOGETHER

Figure 8.1 Draft Commercial Land Use Pattern .....	61
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### NEXT STEPS

Figure 9.1 Step-by-Step Approach to Updating the CCAP .....	64
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SECTION 1

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INTRODUCTION



Source: City of Coquitlam



## 01 | PURPOSE OF THIS DISCUSSION PAPER

As an input into the City Centre Area Plan Update (CCAP), the purpose of this discussion paper is to examine the type, density and pattern of future commercial land uses in the ‘heart’ of City Centre. This paper is intended to facilitate a discussion on the role that commercial land uses should play in solidifying City Centre as a downtown and as a regional centre for communities north of the Fraser River.

### Next Steps

Based on Council and community feedback, the outcomes of this exercise will form the foundation for a land use concept for the City Centre that supports economic vibrancy while balancing community aspirations with transit-oriented development best practices.

### 1.1 DEFINING COMMERCIAL

Under Coquitlam’s Zoning Bylaw (3000, 1996) the term ‘commercial’ is broadly defined to include a range of employment generating land uses, which, generally speaking, include retail, personal & food services as well as office. In other words, the Zoning Bylaw does not specify that any portion of a development be provided for a specific type of commercial use, such as office, retail or any other specific use.

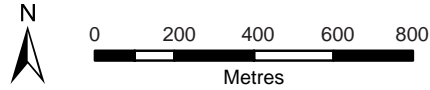
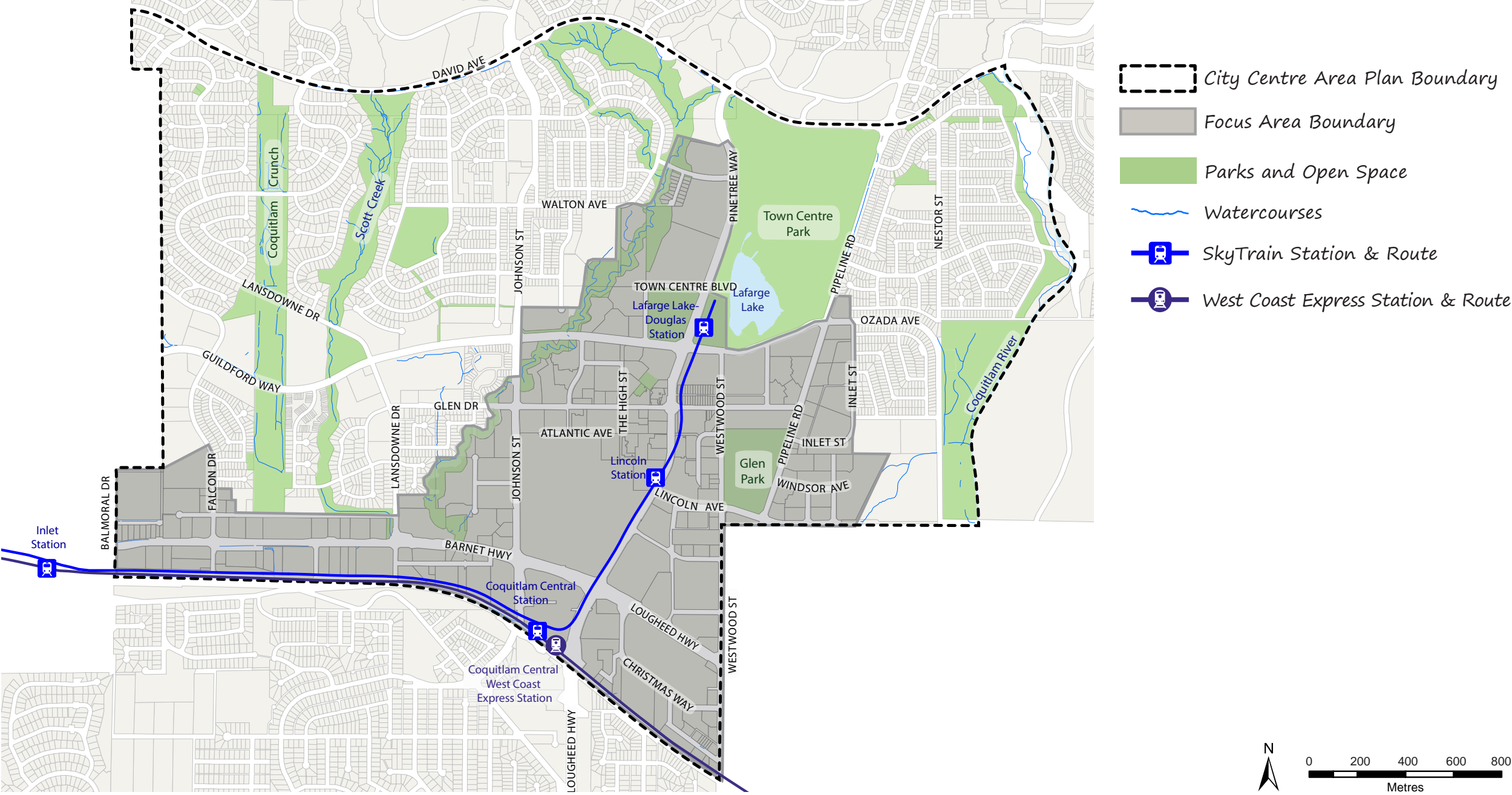


Source: Venveo



Source: Robert Bye

FIGURE 1.1 CITY CENTRE AREA OF FOCUS





## 1.2 AREA OF FOCUS

The CCAP boundary encompasses an area of approximately 724 hectares (1,789 acres) in size, and is bound by David Avenue to the north, the Coquitlam-Port Moody municipal boundary to the west, the Coquitlam River and Port Coquitlam to the east, and the Canadian Pacific Railway (CPR) tracks to the south (Figure 1.1). To put the size of City Centre into context, as shown on Figure 1.2, Vancouver’s downtown is about 468 hectares (1157 acres) in size.

To support transit-oriented development, the focus area of the CCAP Update are within walking distance of the Lafarge Lake-Douglas, Lincoln, and Coquitlam Central SkyTrain stations (Figure 1.1). The CCAP focus area encompasses approximately 263 hectares (650 acres), which is equivalent, in land area, to the size of about 23 Brentwood Town Centres (also known as The Amazing Brentwood).

Focusing the land area of the CCAP Update, strategically prioritizes future development around the SkyTrain stations and continues to strengthen Coquitlam’s City Centre role as a vibrant, hub of activity. In addition, the established neighbourhoods just beyond the Focus 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, these neighbourhoods are not the focus of the CCAP Update.

The vast majority of commercial properties in City Centre are located within the focus area. The focus area also contains a small number of properties that are zoned industrial. These lands are included in the study because of their current and ongoing role in providing mixed commercial-industrial employment opportunities in City Centre.

**Figure 1.2 Coquitlam City Centre in Relation to Downtown Vancouver**

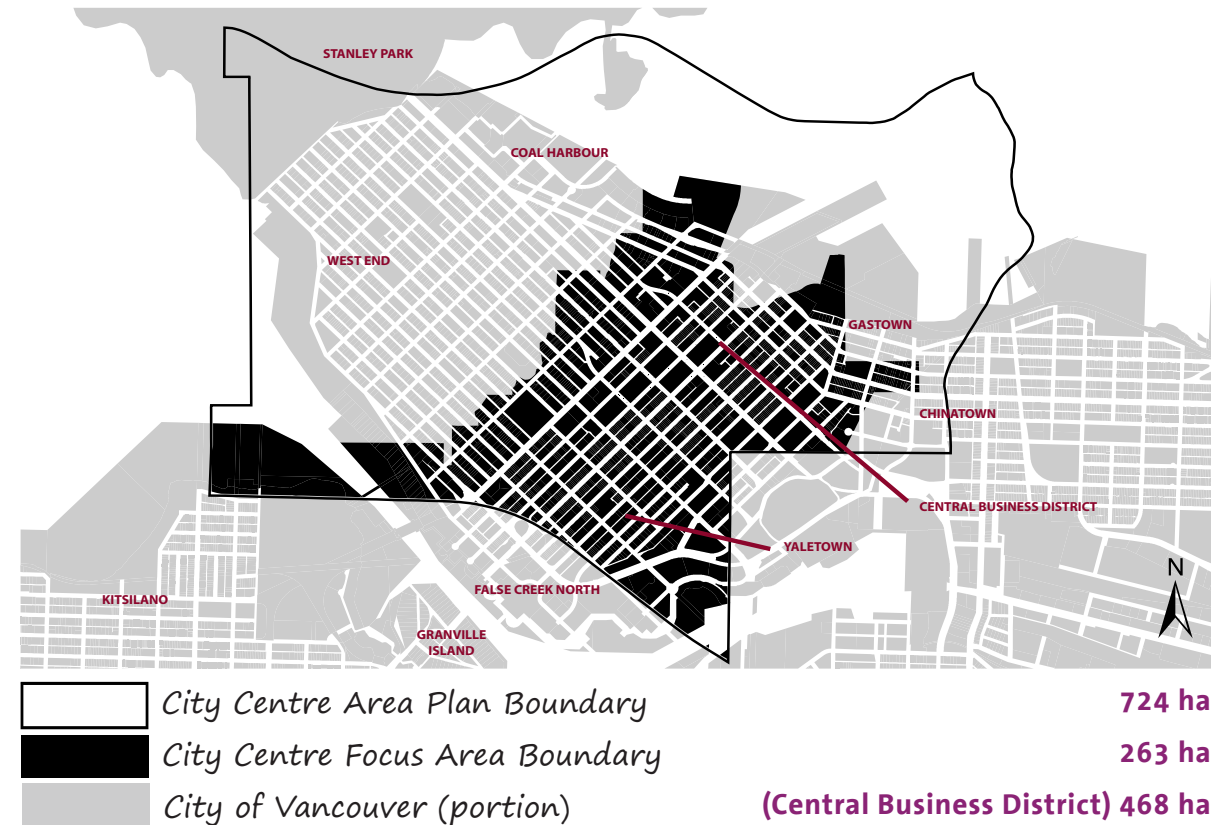




Figure 1.3 Step-by-Step Approach to Updating the CCAP

### 1.3 PREPARING THE DOWNTOWN PLAN

This discussion paper is part of a series of reports, work booklets and papers that are intended to provide a basis for discussion and to seek Council’s direction and guidance for the CCAP Update. Analyses that have informed the preparation of this discussion paper include:

- A summary of public feedback on the future of City Centre is provided in an April 27, 2018 Council-in-Committee report entitled “City Centre Area Plan – Phase 1 Update”<sup>[1]</sup>.
- The preparation of a City Centre Urban Framework Workshop Booklet (September 6, 2018) that outlines street and trail network, precinct design and open space planning considerations for City Centre <sup>[2]</sup>.

Upcoming land use planning reports and studies include:

- A Residential Density & Land Use Transition Report;
- A Precinct & Four Corners Workshop Booklet; and
- A City Centre Area Amenity Strategy.

This step-by-step approach (Figure 1.3) to the updating of the CCAP is being undertaken to ensure that the new CCAP is developed in concert with Council, and that Council provides input and direction at key milestones in the planning process. The outcomes of these analyses will be consolidated into a draft Plan, which will be brought to Council and the public for input and feedback later this year.

[1] [2] This information will be made available online and placed in Council’s lounge.



## 1.4 ORGANIZATION OF THIS DISCUSSION PAPER

The remaining sections of this discussion paper are organized as follows:

**Section 2 - Planning Context** summarizes employment targets and regional planning policy considerations for City Centre.

**Section 3 - Current Land Use Pattern** reviews City Centre's existing commercial land use pattern.

**Section 4 - Building a Successful Downtown** provides an overview of community feedback gathered to date regarding jobs and entertainment options for City Centre.

**Section 5 - Office and Urban Business Enterprise** outlines land use planning considerations to support business and office development in City Centre.

**Section 6 - Retail, Services and Entertainment** reviews trends related to the delivery of retail services, hotels and the establishment of an entertainment district in City Centre.

**Section 7 - Achieving a Vibrant Downtown Through Commercial Density** considers the role that commercial density can play in supporting economic development in City Centre.

**Section 8 - Pulling the Commercial Pieces Together** outlines a future commercial land use pattern to support the continued evolution of City Centre into a vibrant downtown.

**Section 9 - Next Steps** outlines, following Council feedback, how the information contained within this discussion paper will be consolidated with other analyses to form the foundation for a draft Plan.

SECTION 2

PLANNING  
CONTEXT

**metrovancouver**




**Regional Growth Strategy**  
Bylaw No.1136, 2010

**Metro Vancouver 2040 Shaping Our Future**

Adopted by the Greater Vancouver Regional District Board on July 29, 2011  
Updated to July 28, 2017

 SERVICES AND SOLUTIONS FOR A LIVABLE REGION



City of Coquitlam

**Citywide Official Community Plan - Part 1**

**Introduction and Regional Context Statement**

*Managing Change and Diversity*

ORIGINAL ADOPTION MARCH 04, 2002 - BYLAW 3479, 2001  
AMENDED DECEMBER 2, 2013 - BYLAW 4421, 2013  
AMENDED JUNE 27, 2017 - BYLAW 4575, 2017

**Coquitlam**  
Planning & Development

Source: Metro Vancouver, City of Coquitlam (from left to right).



## 02 | OVERVIEW

The following is a brief overview of the commercial planning context and employment-related policies and projections that need to be considered as part of the CCAP Update.

### 2.1 PLANNING CONTEXT

#### Regional Growth Strategy

Metro Vancouver's Regional Growth Strategy (RGS), was updated and adopted in 2011. *Metro Vancouver 2040: Shaping our Future* prioritizes the creation and development of compact, complete communities by supporting the concentration of jobs and housing within a hierarchy of urban centres. As a 'Regional City Centre', Coquitlam's City Centre is planned to serve as a regional-scale employment hub as well as a major focal point for commercial, civic, institutional and entertainment activities for the communities in the northeast sector. Figure 2.1, shows 2016 estimated employment levels for various centres (Metropolitan Core, Regional City Centres, Municipal Town Centres) throughout Metro Vancouver along with employment estimates to 2041. Metro Vancouver has a role to play in helping Coquitlam and other municipalities achieve these ambitious estimates, specifically related to the distribution of office throughout the region.



Source: City of Coquitlam

### Official Community Plan - Regional Context Statement

Adopted in 2011, Coquitlam's most recent Regional Context Statement (RCS) outlines how the City will implement the RGS by establishing population and employment growth estimates for the 30-year period out to 2041. City Centre, which employed 10,500 people at the time, was planned to add approximately 11,500 jobs, for a total of 22,000 jobs by 2041. As of 2016, less than 500 jobs had been created during the first five year period. This leaves over 11,000 jobs to be created, a doubling of current employment, over the remaining 25 years if the 2041 projection is to be met.

Regional City Centres	2016 Employment	2041 Employment Target	% Change
<b>Vancouver Metro Core</b>	<b>246,665</b>	52,000	<b>21%</b>
<b>Surrey Metro Core</b>	<b>21,340</b>	27,000	<b>126%</b>
Richmond City Centre	36,455	21,500	<b>59%</b>
Metrotown	19,060	17,000	<b>89%</b>
Lonsdale	15,060	2,000	<b>13%</b>
Langley (City)	11,925	4,800	<b>40%</b>
<b>Coquitlam</b>	<b>10,955</b>	11,000	<b>100%</b>
Langley (Langley Township)	6,490	3,000	<b>46%</b>
New Westminster Downtown	6,560	2,500	<b>38%</b>
Maple Ridge	6,490	5,500	<b>85%</b>
<b>Other Urban Centres</b>			
Brentwood	8,665	4,400	<b>51%</b>
Lougheed (Burnaby)	4,015	7,100	<b>177%</b>
Lougheed (Coquitlam)	1,935	<b>2,900</b>	<b>150%</b>

Figure 2.1 Employment in Regional City Centres (2016). (Most recent data provided by Metro Vancouver).





Source: City of Coquitlam



## SECTION 3

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# CURRENT LAND USE PATTERN



Source: City of Coquitlam



### 03 | OVERVIEW

This section provides a brief description of the current commercial land-use and density pattern in City Centre. With the arrival of SkyTrain, many existing commercial properties are now strategically located for redevelopment into transit-oriented communities. Understanding the existing landscape is as integral part of determining future direction.



Source: City of Coquitlam



Source: City of Coquitlam

### 3.1 CURRENT COMMERCIAL LAND USE

As shown on Figure 3.1, there are a number of key characteristics that define the existing commercial land use pattern in the Focus Area:

#### **Pinetree Way/Westwood Street Shopping Centres and Plazas**

The area north of Lougheed/Barnet Highway, between Johnson and Westwood Streets forms the heart of a destination shopping district for residents of the Tri-Cities and beyond. Encompassing some 24 hectares (59 acres) in the heart of City Centre, Coquitlam Centre Mall is British Columbia's fifth largest enclosed shopping centre. Other shopping mall destinations include Pinetree Village and Sunwood Square, which are both situated on very large parcels. Scattered around these larger shopping centres are a number of smaller properties containing retail and office businesses.

#### **Glen Drive Mixed use Development**

Over the last decade or so, mixed-use development (i.e., residential and commercial) has occurred along Glen Drive. Through redevelopment, the area has become more transit- and pedestrian-oriented, with storefronts abutting sidewalks and structured parking internal to the development.

#### **Christmas Way Big Box & Shopping Plaza Development**

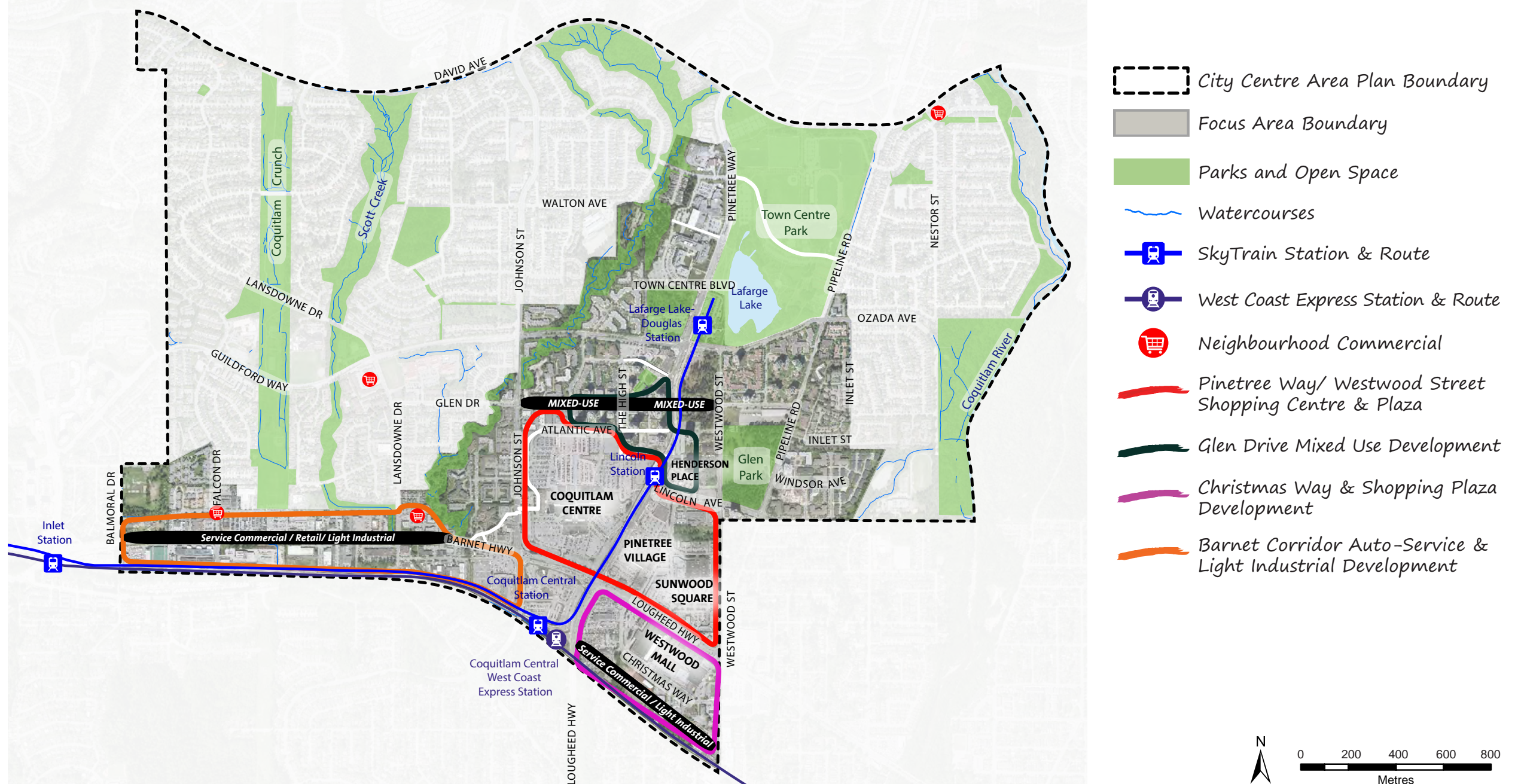
Located in the south-east corner of City Centre, the Christmas Way area includes a wide range of uses. At 7 hectares (18 acres), Westwood Mall is the largest land holding in the area. The shopping plaza contains a mix of retail, personal service and restaurant uses. The remainder of the area includes a mix of auto-sales, auto-service, manufacturing, light industrial, local-serving office uses, a homeless shelter and, under a temporary use permit, a private school.

#### **Barnet Corridor Auto-Service and Light Industrial Development**

The Barnet Corridor primarily contains a mixture of auto-service and light industrial uses. Properties on the north side of Barnet Highway are more commercial in nature and include several retail establishments and restaurants in addition to the auto-service uses. The area south of the highway is characterized by more light industrial and commercial-industrial businesses. This eclectic mix includes uses such as a SkyTrain operations and maintenance facility near Falcon Drive, as well as a craft brewery.



**FIGURE 3.1 LOCATIONS OF EXISTING COMMERCIAL ACTIVITY**



### 3.2 EXISTING CCAP OCP LAND USE DESIGNATIONS

The employment-related land use designations, according to the current City Centre Area Plan are shown in Figure 3.2. Most commercial and industrial establishments correspond to their land use designation. Four designations regulate commercial and industrial land use in City Centre.

#### City Centre Commercial

The land designated as “City Centre Commercial” corresponds with high density, mixed-use development that includes employment-generating, civic/ institutional and residential land uses. Approximately 80% of this land is either built-out, has been approved for redevelopment or is in the approvals process. The remaining 20% is available for future redevelopment and nearly all of this land is currently owned by the City.

#### General Commercial

The area designated “General Commercial” accommodates a wide range of commercial uses at a low density. This designation includes both small shopping plazas and larger shopping facilities. Under this designation, small scale additions are possible on certain sites (e.g., building a stand-alone restaurant on an existing shopping mall site); however, high-density mixed-use redevelopment cannot be accommodated.

#### Service Commercial

The “Service Commercial” designation provides for low-density highway or auto-oriented commercial uses on larger lots. Located adjacent to Barnet Highway/ Lougheed Highway corridor, this designation reflects the historic highway-oriented development pattern of the area.

#### Industrial

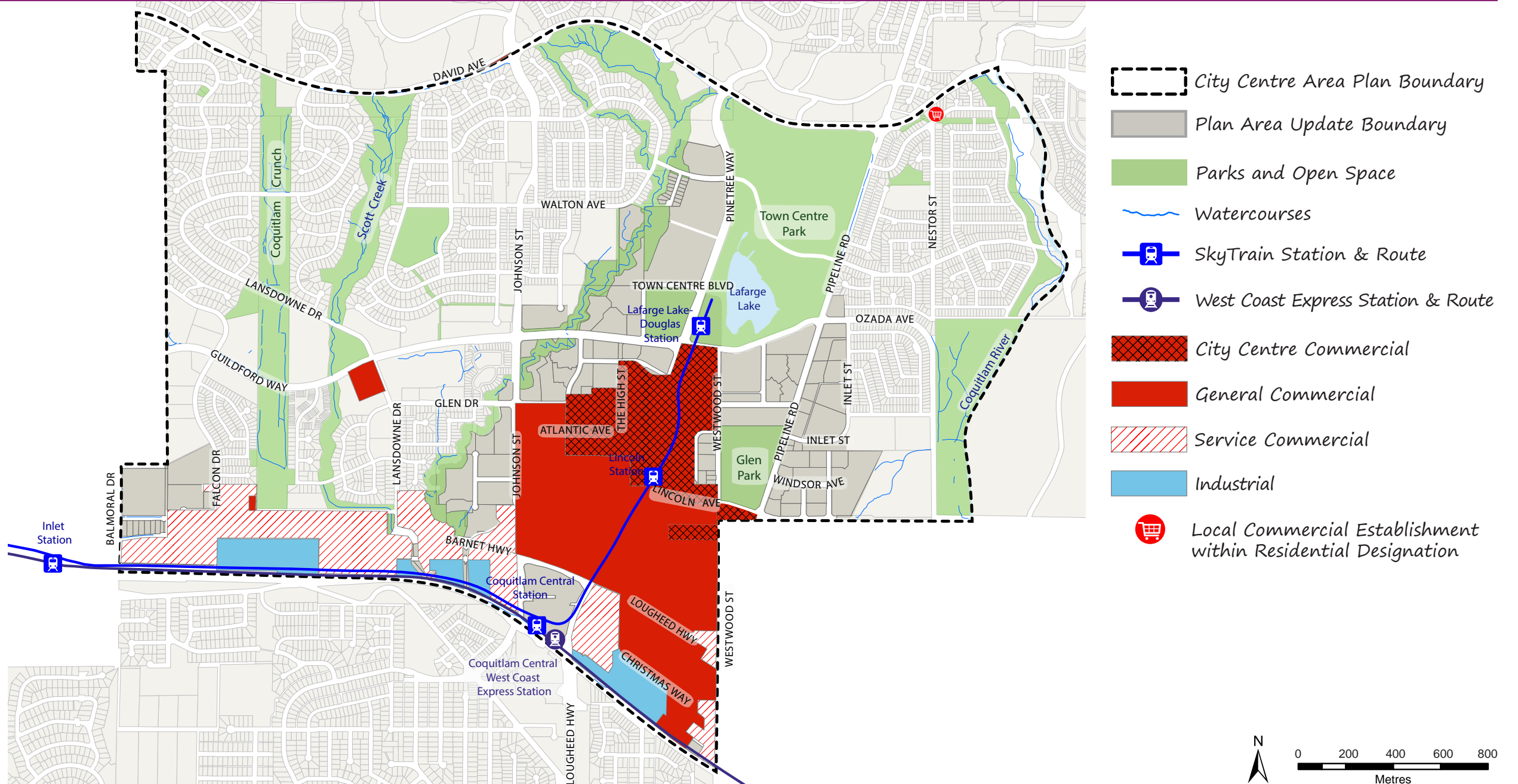
The “Industrial” designation accommodates a range of industrial uses which provide opportunities for goods production, distribution, repair, warehousing, and supporting functions. Pockets of Industrial designated land are scattered along the Barnet/ Lougheed corridor on lands adjacent to the CPR tracks.

#### Local Commercial Establishments in Residential Designations

Most lands designated for residential uses also allow for small scale local commercial establishments that serve the daily household or personal needs of nearby residents (e.g., a corner store). Currently only one such property exists in City Centre, near the northeast corner of the CCAP, as shown on Figure 3.2.



**FIGURE 3.2 EXISTING INDUSTRIAL AND COMMERCIAL LAND USE DESIGNATIONS**





### Existing Commercial Densities

As shown on Figure 3.3, the majority of existing commercial properties have a density between 0.25 and 0.5 FAR<sup>1</sup>. The properties with the highest commercial density are typically those that contain two-storey buildings. Along Barnet Highway, the densest properties are typically industrial-commercial developments which generally contain large buildings for warehousing or storage.

Notably, the mixed use developments along Glen Drive have not yet produced higher commercial densities. This is because, as part of development agreements, the provision of commercial floor space (i.e., three banked office towers) was deferred to the final phases of multi-phased projects, which have yet to be constructed.



Source: City of Coquitlam

[1] Floor Area Ratio is a measurement of building density. It indicates the amount of building floor area relative to the size of the property, expressed as a ratio. Most zones in the City's Zoning Bylaw, particularly commercial, industrial and multi-family residential zones, regulate density by specifying the maximum FAR, and in select cases, a minimum FAR for specific uses.



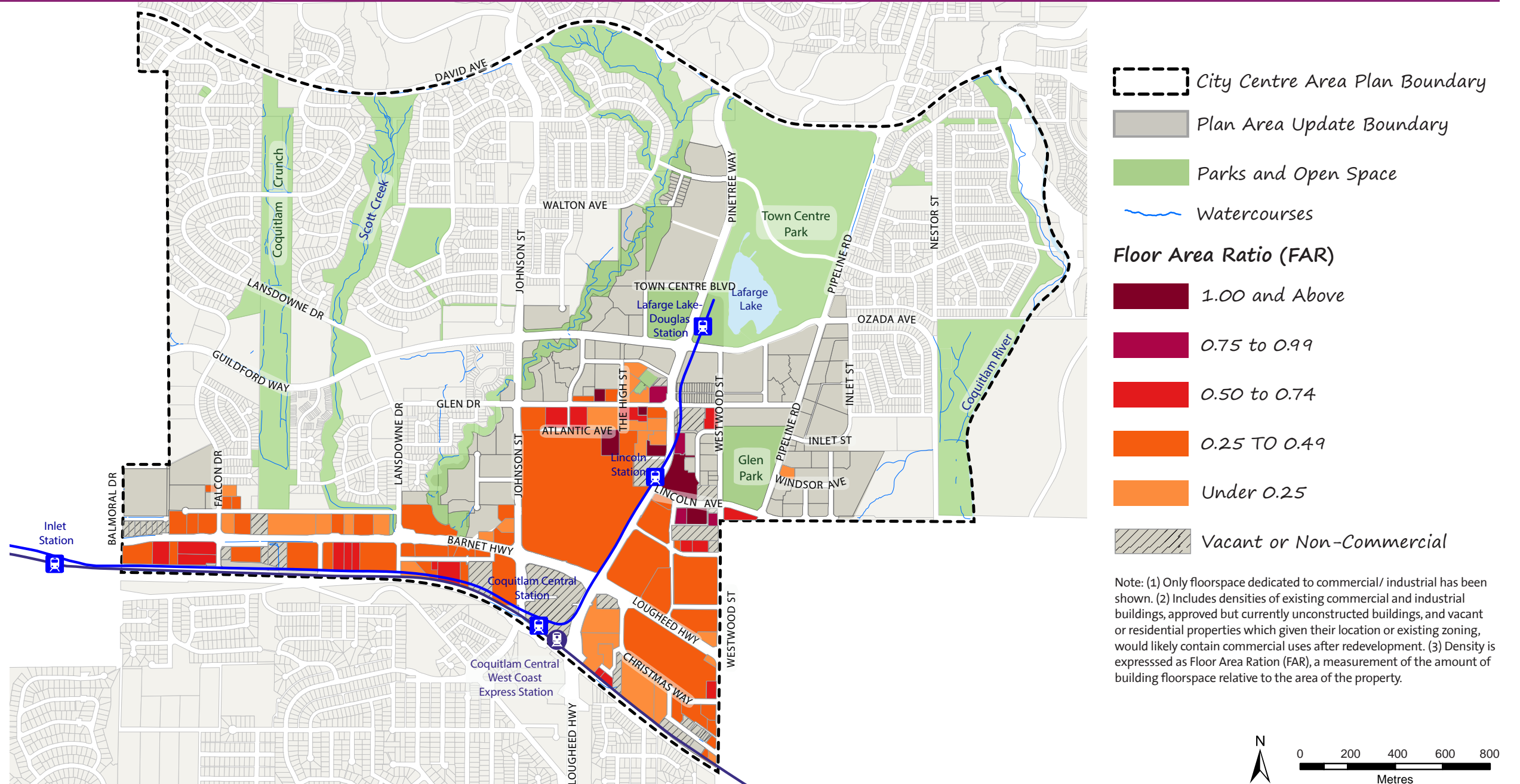
Source: City of Coquitlam



Source: City of Coquitlam



**FIGURE 3.3 FLOOR AREA RATIO OF EXISTING AND APPROVED COMMERCIAL PROPERTIES**



## SECTION 4

# BUILDING A SUCCESSFUL DOWNTOWN



Source: City of Coquitlam



## 04 | OVERVIEW

As community involvement is a key component in providing guidance and feedback to the CCAP Update, this section provides an overview of public input received to date related to commercial, employment and entertainment opportunities for City Centre.

### 4.1 PUBLIC CONSULTATION – ENTERTAINMENT & JOBS

During this initial phase, stakeholders and the public were engaged to identify their goals, objectives and vision for the future of City Centre. The consultation process included several online surveys which generated around 2,000 responses. The surveys were complemented by and promoted through:

- Social media posts;
- Advertisements in the Tri-City News;
- Mail outs to residents and business in the City Centre Area Plan Boundary;
- Presentations to and meetings with 11 stakeholder groups (including the Coquitlam Youth Council, Council Advisory Committees, and the Coquitlam Library and Evergreen Cultural Centre Boards.);
- Pop-up kiosks at SkyTrain stations, Douglas College, and at Coquitlam's Canada Day Celebration; and
- Community Information Sessions at Coquitlam Centre Mall.



Kidz Plan City Centre, 2018 Canada Day Celebration at Town Centre Park (Source: City of Coquitlam).

#### 4.1 PUBLIC CONSULTATION – ENTERTAINMENT & JOBS (Cont'd)

This first round of public consultation focused on understanding how people currently spend time in City Centre, what they value about the area, and to gather ideas on opportunities for the future of City Centre. Public feedback emphasized City Centre becoming a place with a strong, diverse and resilient local economy that supports job growth and thriving local businesses while contributing to the regional economy; as well as a place known to provide opportunities for socializing and gathering through entertainment, dining and shopping options<sup>2</sup>.

Achieving these objectives will involve not planning to current market conditions, but rather planning for a downtown complete with the opportunities that the community desires. The remainder of this Discussion Paper focuses on land use planning policy directions and practices that can assist in achieving a resilient and vibrant downtown economy, including entertainment and socializing opportunities for City Centre.

*“Don't miss this opportunity to capitalize on best practices in high density transit oriented development to deliver the jobs, parks, and community amenities that will make our City Centre the envy of the region.”*

*“Please encourage more local businesses to come to the area.”*

*“I would love to see more venues in our Coquitlam downtown so that we can attend events here, instead of always going to Vancouver.”*

*“The residents of city center would benefit from an indoor sports facility and incentivized commercial space for high tech jobs. It would help to attract and keep the younger demographic in the high density living area.”*

*“Cafes and places to eat and drink wine, beer and ice cream where you can sit outside and enjoy people walking about. Local art stores to arts & crafts, outdoor markets.”*

*“Make it the Downtown for the Tri-Cities and ensure it caters to families first and foremost. Provide office space for professionals and business. Entertainment in the evenings and weekends for young people and families.”*

**A sample of statements shared by the public through Phase I Community Consultation**

[2] An initial summary of public feedback on the future of City Centre is provided in an April 27, 2018 Council-in-Committee report entitled “City Centre Area Plan – Phase 1 Update.”





Kidz Plan City Centre, 2018 Canada Day Celebration at Town Centre Park (Source: City of Coquitlam).



## SECTION 5

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# OFFICE & URBAN BUSINESS ENTERPRISE



Source: Venveo



## 05 | OVERVIEW

As noted in the previous section, a component of a successful downtown is establishing a strong employment base that includes a wide variety of businesses and associated jobs.

Though identified as a ‘Regional City Centre’ in Metro Vancouver’s Regional Growth Strategy (RGS), City Centre has yet to establish itself as a major employment centre in Metro Vancouver. Securing more office development is also a critical to achieving the employment targets set out in the RCS (see Section 2).

This section provides a high level overview of the office market in Coquitlam and outlines land use planning strategies that can aid in City Centre capturing a greater share of office development. To readily adapt to the changing needs of businesses looking to relocate to City Centre, a new ‘flexible’ Urban Business Enterprise land use designation is also outlined.

### 5.1 SECURING MORE OFFICE DEVELOPMENT

The Tri-Cities are currently home to 1% of the region’s office supply and generally attract only small, local-serving tenants. The vast majority of office space in Metro Vancouver (75%) is located in the core municipalities of Vancouver and Burnaby. The view amongst market analysts is that most future office development in Coquitlam will be and should be in City Centre. However; there is heavy competition amongst the larger municipalities for this type of development. Coquitlam’s key competitors for office development are seen as Surrey City Centre and North Burnaby due to proximity.



**The Amazing Brentwood, Burnaby (Source: Shape Properties).**

In the case of North Burnaby, the competition will primarily be Shape Properties’ The City of Lougheed project, where up to 92,900 sq. m. (1,000,000 sq. ft.) of office space is planned and Shape Properties’ The Amazing Brentwood project, where 55,740 sq. m. (600,000 sq. ft.) of office space is planned.

### 5.1 SECURING MORE OFFICE DEVELOPMENT (Cont'd)

Surrey has been aggressively pursuing office development in its City Centre for over a decade and currently has an estimated 204,380 sq. m. (2.2 million sq. ft.) of office space. A further 26,570 sq. m. (286,000 sq. ft.) of office space is nearing completion.



City Centre Phases 1 & 2, Surrey (Source: James Taylor).

A significant portion of Coquitlam's future office development will be driven by local population growth, but the City should be able to compete for a larger share of the regional office market for a number of reasons:

- City Centre is the dominant urban centre in the northeast sector of Metro Vancouver;
- The arrival of rapid transit has made City Centre far better connected to the rest of the region;
- City Centre has a number of high quality amenities (e.g., restaurants, personal and business services, parks and civic facilities), with more to come;
- Significant population growth is occurring in City Centre, creating a larger labour pool from which office employers can draw; and
- Office rents in City Centre are competitive in the region, which is an attraction for tenants that are less concerned about a central location and more concerned about the cost of rent and other factors.

Coquitlam, and City Centre specifically, should therefore be able to support more office development than some market analysts believe might be the case. This, however, will require the City to collectively work with the business community, developers and landowners to establish a market for office space in City Centre.



## 5.2 OFFICE BUSINESS DISTRICTS

Throughout Metro Vancouver, locations with access to rapid transit are generally seen as more attractive to office users; they have lower vacancy rates and higher rents than locations without SkyTrain<sup>3</sup>. Therefore, the lands adjacent to both Lincoln and Coquitlam Central SkyTrain Stations are strategically positioned to attract office users (Figure 5.1). Due to the proximity to Lougheed Highway these sites are also easily accessible by vehicle, something that branch and regional office tenants looking at locating outside of Vancouver may also see as an advantage; especially, if their employees require a vehicle for work.

Concentrating office development in clusters would begin to establish ‘business districts’ within City Centre which would have additional benefits. For instance, similar businesses often tend to locate near each other, so this pattern may help to build a niche market for Coquitlam as clustering encourages networking among firms, enhances workforce development and permits the cost-effective delivery of public services and amenities. In short, a geographically focused cluster of similar and/or related businesses has the potential of creating a competitive advantage for the businesses.

The business districts are not intended to become exclusively office precincts. Residential towers would not be prohibited in these areas, and all

development, office or residential, would include active commercial uses at ground level, including retail, personal services and restaurants/pubs. These commercial uses would activate the street and play a supportive role for the office users located within the business districts.

### Lincoln Station Business District

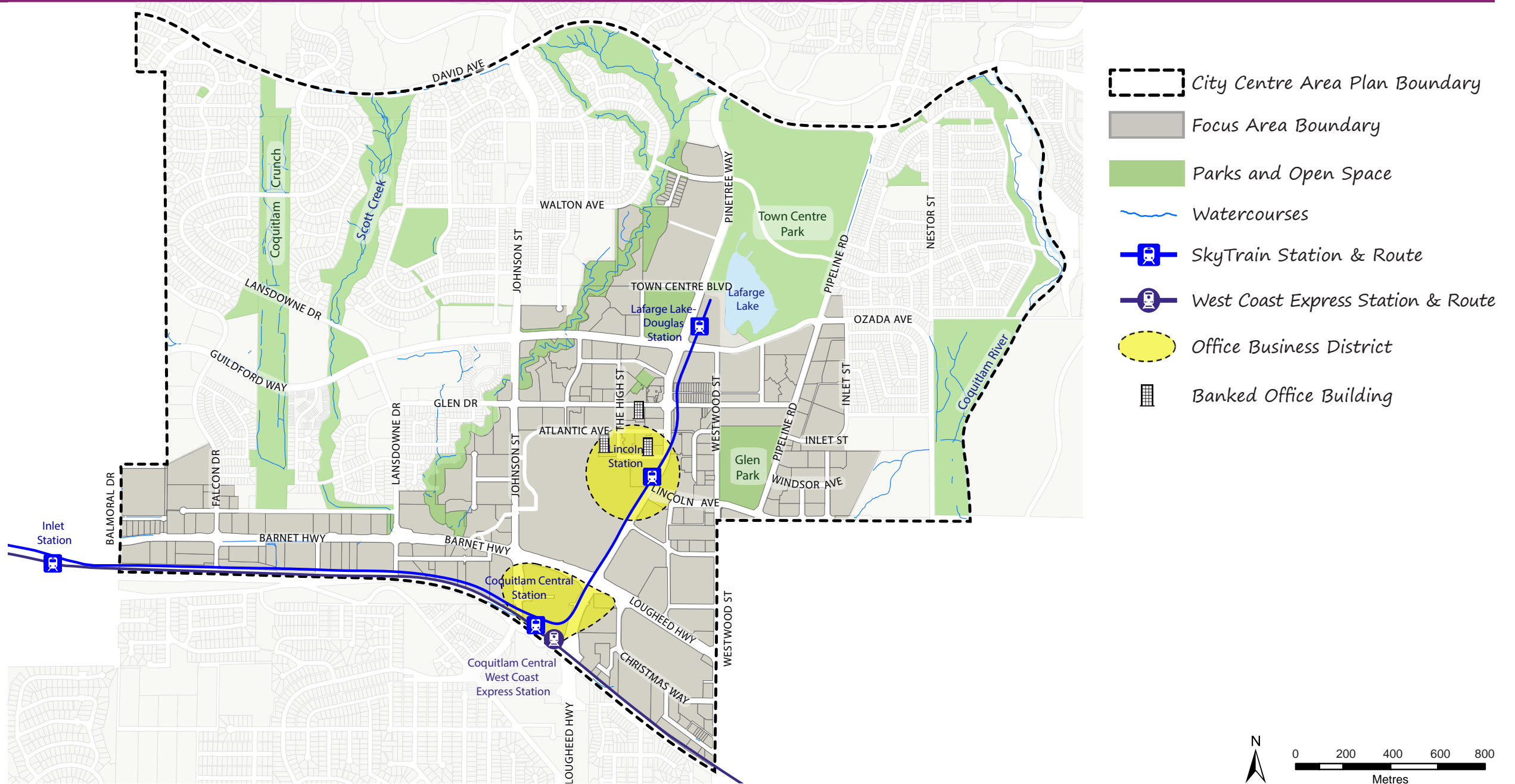
Lincoln Station is centrally located within the core of City Centre. And an office cluster already has the potential to emerge around the station, with three developers having a combined total of 325,880 square feet (30,740 square meters) of committed-banked office space in proximity to the station. In order to ensure the equitable distribution of office space amongst developers, as shown on Figure 5.1, the cluster extends across Pinetree Way, but still within walking distance of Lincoln Station.

### Coquitlam Central Station Business District

The Coquitlam Central/TransLink transit hub, south of Lougheed Highway is a transportation nexus with a major bus hub serving the Tri-Cities, a SkyTrain station, a West Coast Express station, and highway access. The ease of access to the site, combined with its high visibility from the highway gives it an advantage over other sites in City Centre in attracting office tenants. As with the Lincoln Station office cluster, in order to ensure the equitable distribution of office space amongst developers, the cluster extends through the TransLink bus hub across Johnson Street to the west and Lougheed Highway to the east (Figure 5.1).

[3] “Rapid Transit Office Index” (2016), JLL Global Commercial Real Estate Services

**FIGURE 5.1 OFFICE BUSINESS DISTRICTS**





### 5.3 OFFICE BUILDING TYPES

Since the areas surrounding Coquitlam Central and Lincoln SkyTrain Stations consist primarily of large land holdings, most office space is expected to be built as components of large multi-phased mixed-use commercial/residential projects. In this context, two configurations of office space can be accommodated and each can serve different segments of the office market.

#### Standalone Office Buildings

Within each of the two identified business districts, developers are required to provide standalone office buildings. As this building form can provide enough square footage to meet the needs of branch and regional office tenants, who may require entire floors or multiple floors, or tenants who do not wish to be located in mixed-use buildings. This can be achieved by transferring the density from the upper stories of several tower podiums into a single building (Figure 5.2).

An example of a successful standalone office building in proximity to City Centre is the seven-storey Poco Place tower located along Lougheed Highway in Port Coquitlam. This office building has been successful in attracting and maintaining long term office tenants that, such as HSBC, who in some cases, occupy an entire floor.

Developers outside of the two areas identified as business districts will provide office space as part of redevelopment, in both standalone and tower podium forms. This will help to ensure that office space is available to meet the entire spectrum of the office market (e.g., businesses and non-profits requiring minimal square footage in the podium of a residential tower, or businesses interested in strata office space).

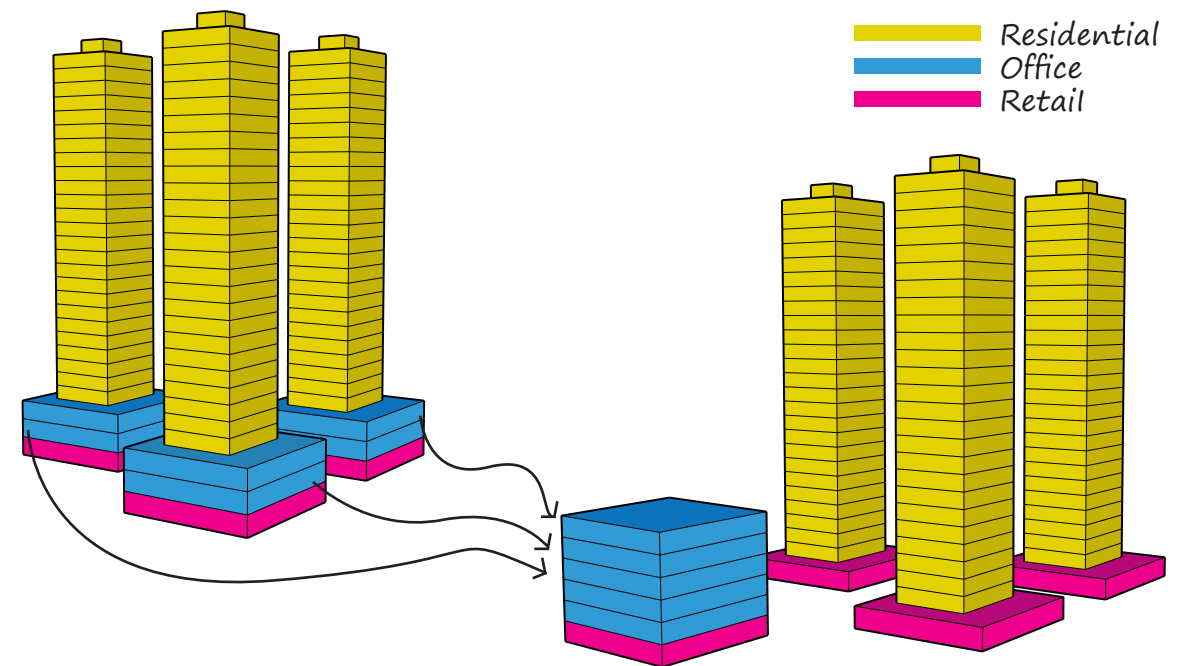


Figure 5.2 Density Transfer Illustration

## 5.4 URBAN BUSINESS ENTERPRISE

To support business development, preserve areas for employment, and provide space for an emerging area of office/ commercial development, a new land use designation is proposed for City Centre.

Areas designated 'Urban Business Enterprise' will allow for the mixing of employment generating uses, including, office, commercial, production, clean industrial, storage, distribution, repair, recreation, research/development and restaurants/pubs (including microbreweries). Residential development would not be permitted in Urban Business Enterprise areas, to encourage and support the employment generating land uses, which typically cannot economically compete with residential land uses in an open market. Prohibiting residential land uses will have an additional benefit for businesses, specifically related to the relationship between land values and property taxes.

Figure 5.3 identifies locations where the Urban Business Enterprise designation could potentially apply. These areas currently support service commercial, and light industrial uses and are easily accessible by vehicle, while being in proximity to residential areas to provide a variety of employment opportunities for residents.

In addition, encouraging Urban Business Enterprise uses and prohibiting residential uses along Barnet Highway, within the 25-year planning horizon, likely increases the timeline for the Falcon SkyTrain Station, as there is no business case for a station in this location in the short- or medium-term.



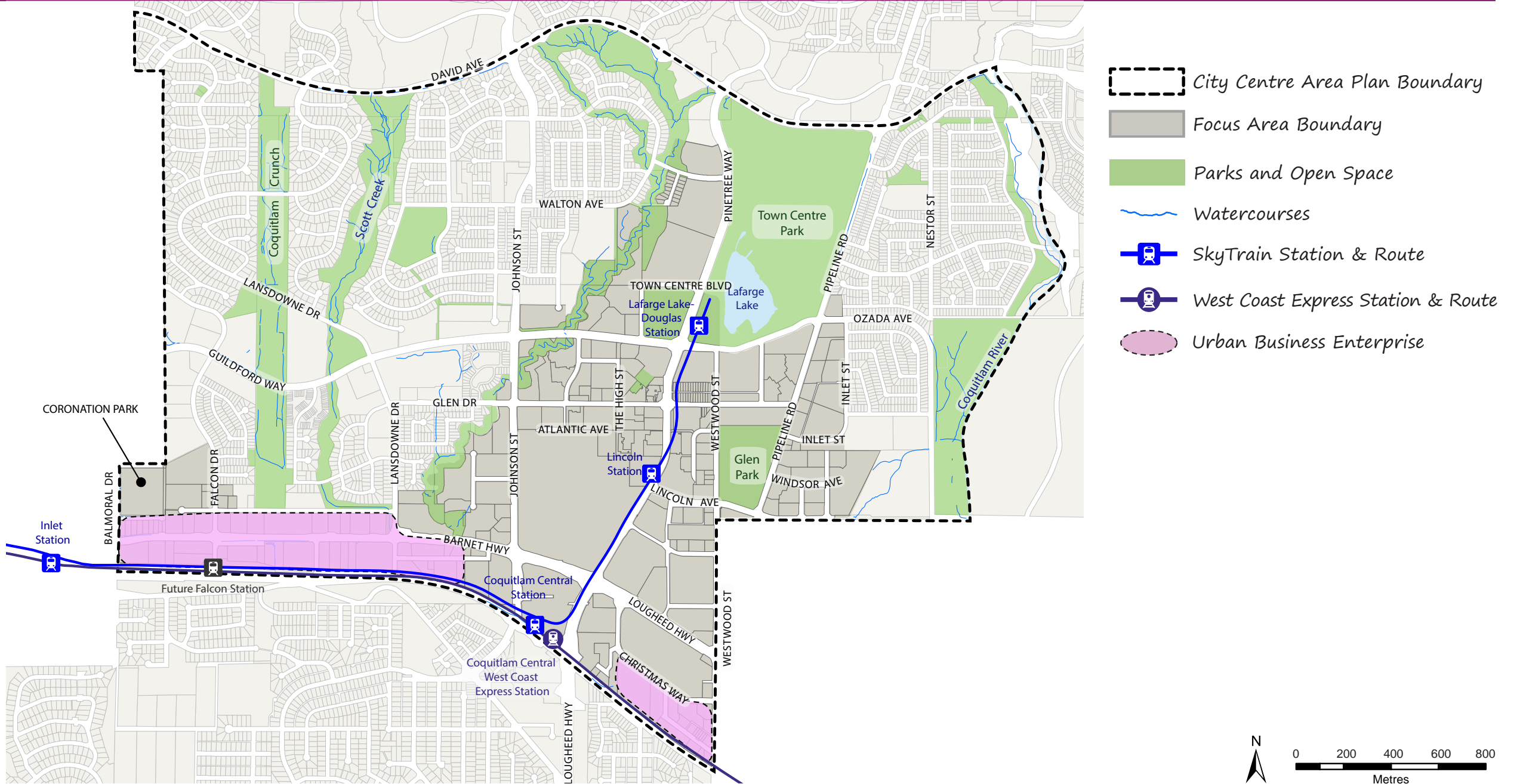
34 W7, Vancouver (Source: Chard Development)



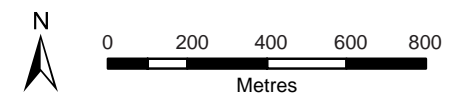
Ironworks, Vancouver (Source: Conwest Group)



**FIGURE 5.3 LOCATIONS OF PROPOSED URBAN BUSINESS ENTERPRISE**



-  City Centre Area Plan Boundary
-  Focus Area Boundary
-  Parks and Open Space
-  Watercourses
-  SkyTrain Station & Route
-  West Coast Express Station & Route
-  Urban Business Enterprise



## SECTION 6

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# RETAIL, SERVICES & ENTERTAINMENT



Source: Tomas Williams



## 06 | OVERVIEW

This section provides a review of emerging retail trends to be considered as part of the planning for City Centre. This includes an overview of high-level planning considerations for an entertainment district and the provision of hotel/conference space.

### 6.1 RETAIL TRENDS

Since the 1950s, single-use commercial has been the most popular format for retail development, especially in cities where land values have been low and land is plentiful. These types of commercial uses have historically included suburban shopping malls, power centres and retail strip malls. According to the International Council of Shopping Centres (ICSC), and the Urban Land Institute (ULI), retail trends, especially in urban areas, are shifting in response to a variety of factors, including economic, demographic and lifestyle. These changing trends include:

- Consumer preferences for more walkable shopping experiences.
- The rise of millennial consumers that prefer unique shopping experiences.
- Increased efficiencies in supply chain logistics are allowing retailers to downsize to smaller spaces with less backroom storage.
- E-commerce, which is blurring the line between online and physical stores, with many online retailers now shifting to having physical shops (i.e., 'clicks-to-bricks').
- The focus back towards traditional downtown 'high/main streets.'



Source: Clem Onojeghu

## 6.1 RETAIL TRENDS (Cont'd)

Capitalizing on these trends, new retail and commercial development formats are emerging and include:

**Vertical Mixed Use:** Combines different uses in the same building in a vertical fashion with underground parking. Ground floor uses cater to pedestrian and include restaurants and services, with offices and residential development above.

**Horizontal Multi-Use Village:** Combines different uses in horizontally connected buildings, although some vertical mix may occur. Parking may include a mix of surface and underground. These developments are mixed use (i.e., retail, restaurants, services, office, entertainment and residential).

**Lifestyle Centre:** Take the form of an outdoor commercial shopping centre that combines retail functions with services and amenities. Most of these developments have surface parking. Retail is the primary use, but food and beverage sales and services are also common.

**Urban Infill:** Involves the redevelopment of underutilized land. This type of development is often mixed use, and includes retail, entertainment, restaurants, services, amenities and residential development. This type of development encourages the use of existing infrastructure and typically includes a mix of surface and underground parking.

**Main Street Commercial:** Involves incorporating commercial/ entertainment main streets into redevelopment projects that include, retail, food and beverage, services, hotel, residential, office and civic uses. The Urban Land Institute predicts that high street retail will emerge as the strongest retail format in Canada from a leasing and development perspective<sup>4</sup>. This will be followed by lifestyle and entertainment centres.

**Neighbourhood Retail Nodes:** Provide shopping and services to local residents, with retail and services being geared towards daily needs. Retail uses may include a convenience store, office space, pharmacy, daycare, restaurant (e.g., pizzeria) and a dry cleaner.

[4] See Prospects for Canadian Commercial Subsectors in 2017, in the Emerging Trends in Real Estate report by the Urban Land Institute.



## 6.2 RETAIL OPPORTUNITIES IN CITY CENTRE

The future land use pattern for City Centre provides an opportunity to consider many of these retail trends:

- **Urban Infill** through the redevelopment and land use intensification of mall parking lots along Pinetree Way, between Johnson Street/ Mariner Way and Westwood Street. This would include the redevelopment of the Coquitlam Central Station/TransLink bus hub.
- **Regional Retail** along the Lougheed/Barnet Corridor, as the properties adjacent to the Corridor are easily accessible by vehicle.
- **Comprehensively Planned Vertical and/or Horizontal Multi-Use Villages** and **Life Style Centre** redevelopments at Coquitlam Centre Mall, Sunwood Square, Pinetree Village, Coquitlam Central Station/ TransLink bus hub. The mall redevelopments could occur over several phases, which would allow existing retailers to continue to operate.
- **Main Street** commercial/entertainment by extending The High Street through the Coquitlam Centre Mall site.
- **A Neighbourhood Retail Node** along Pipeline Road in the vicinity of Guildford Way and Glen Drive to meet the day-to-day shopping and service needs of area residents.

As part of establishing the overall land use pattern for City Centre, each of these retail land use opportunities are brought together in Section 8.



Source: Robson Street Business Association

### 6.3 ENTERTAINMENT DISTRICT

As noted in Section 4, there is a desire to see more entertainment options, such as theaters, pubs and night clubs in City Centre. Entertainment districts have often been associated with a large destination venue or anchor, such as a professional sports stadium; however, in downtowns that do not have such an anchor, communities have created a ‘destination’ by grouping entertainment uses, as is the case with Port Moody’s “Brewers Row”. The right mix of many smaller destinations, associated with well-designed public spaces (for events such as farmers markets), can create a district that becomes a renowned destination in its own right.

Other key elements of successful entertainment districts include:

- A mix of high-density office, residential and tourist accommodation uses located on upper floors of buildings within the district, or on adjacent sites, to provide patrons throughout the day.
- A location easily accessible by high frequency public transit as well as readily available to ride-hailing services.
- Relaxed regulations for restaurants and pubs, such as hours of operation, conditions of use, and patio requirements, for example.

#### Opportunities for an Entertainment District in City Centre

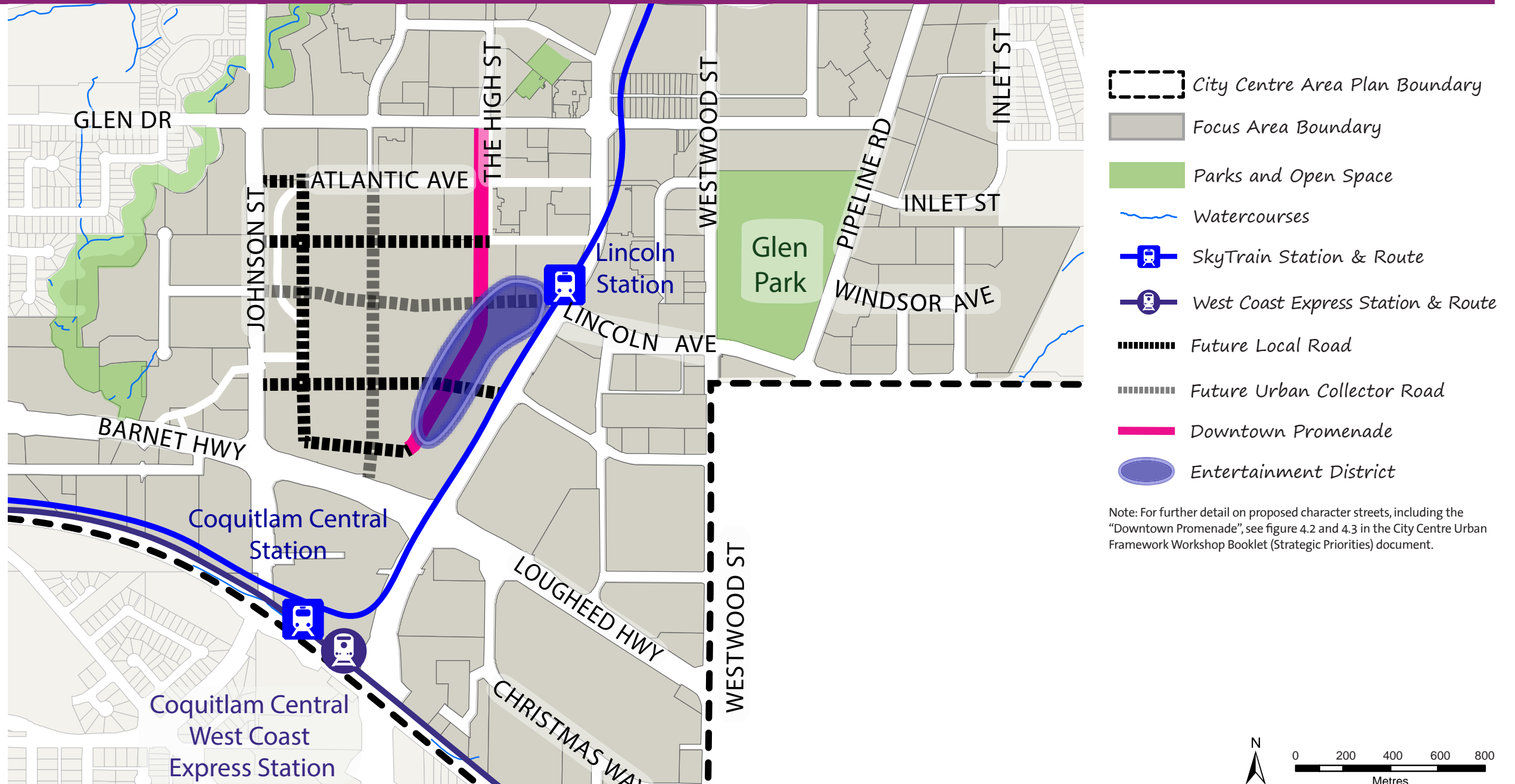
Extending The High Street through the Coquitlam Centre Mall site provides an opportunity to establish a centrally located entertainment district. The current CCAP includes a series of character streets. As part of the CCAP Update, the character street typologies are being expanded, and in the *Urban Framework Workshop Booklet*, The High Street has been identified as a ‘Downtown Promenade’ (Figures 6.1). Concentrating restaurants, bars and night clubs along the Downtown Promenade, in proximity to the Lincoln Station Business District and along Northern Avenue to Lincoln SkyTrain Station, will help establish a vibrant destination in City Centre supported by plazas and squares.



Source: Robson Street Business Association

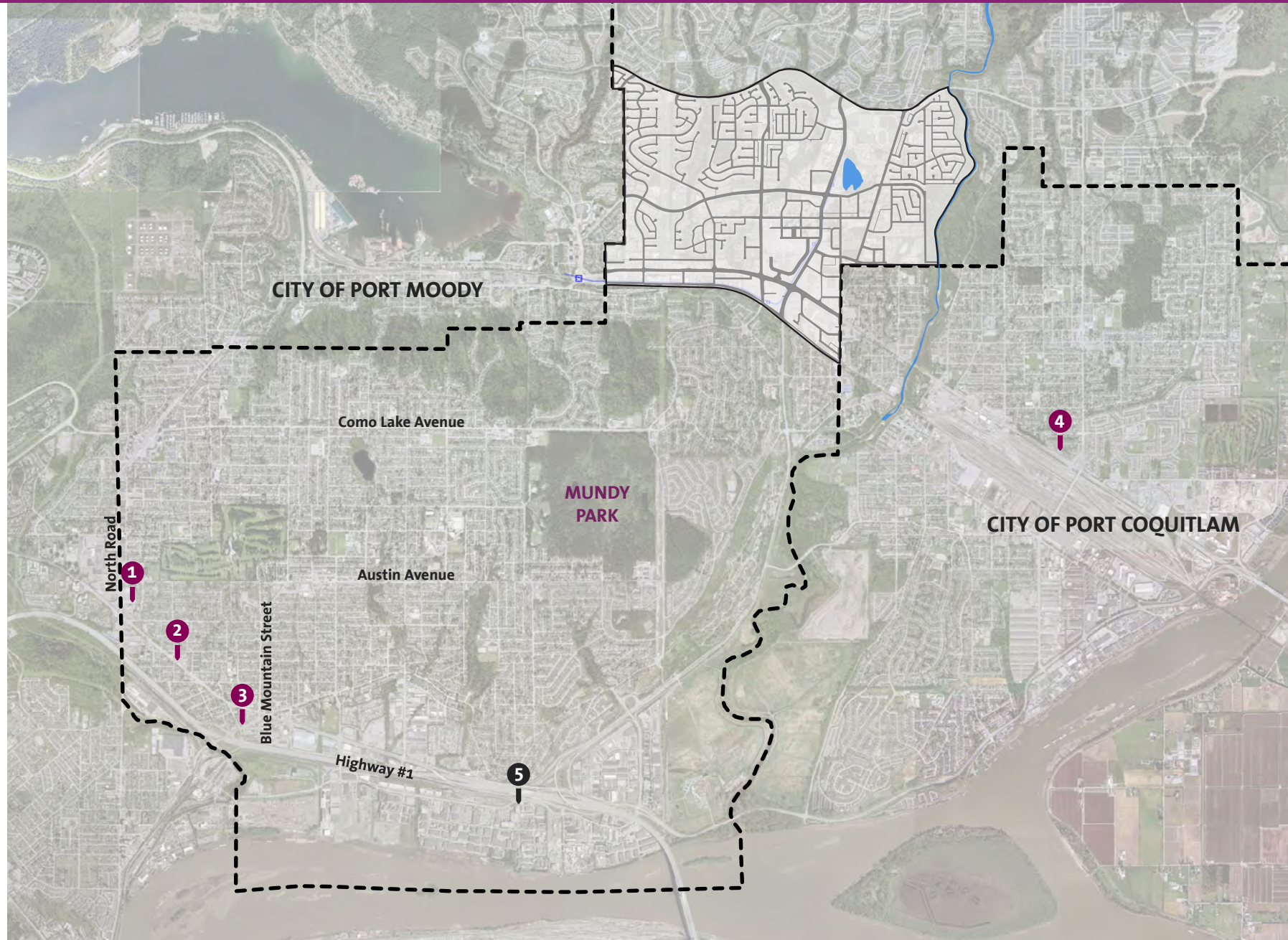


**FIGURE 6.1 PROPOSED DOWNTOWN PROMENADE AND COQUITLAM CENTRE MALL STREET NETWORK**





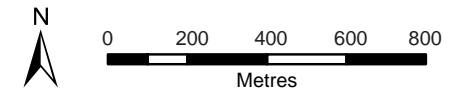
**FIGURE 6.2 LOCATIONS OF HOTELS IN THE TRI-CITIES**



City Centre Area Plan Boundary

Plan Area Update Boundary

- 1** Executive Plaza Hotel  
405 North Road  
140 Rooms
- 2** Ramada by Wyndham  
631 Lougheed Highway  
84 Rooms
- 3** SureStay Plus Hotel by Best Western  
725 Brunette Avenue  
61 Rooms
- 4** Poco Inn and Suites  
1545 Lougheed Highway  
99 Rooms
- 5** FUTURE Hard Rock Casino Hotel  
1545 Lougheed Highway  
140 Rooms





## 6.4 HOTEL SPACE

### Current Hotel Market

Currently, three hotels, with a combined 285 rooms, operate in Southwest Coquitlam, with a fourth hotel being considered in conjunction with the Hard Rock Casino (140 rooms). The only lodging in proximity to City Centre is the 99-room Poco Inn and Suites, in Port Coquitlam (Figure 6.2).

These hotels generally cater to the sport tournament, leisure and business traveler, though the Executive Plaza Hotel at 405 North Road hosts conferences and weddings. As a large number of sports tournaments that attract out-of-town participants occur at Town Centre Park, tournament organizers routinely comment that participants are required to find lodging in Surrey or Burnaby because of the lack of hotel rooms in City Centre.

### Hotel Models

Representatives from the hotel industry have noted that Coquitlam has the population to support an additional hotel, in particular in City Centre, which is currently underserved. The challenges to achieving this, however, are land and construction costs. To overcome these challenges other communities have employed creative solutions in the delivery of hotel rooms.

### *Adaptive Use of Student Housing*

Combined student housing and hotel space is also becoming more common. Depending on the type and configuration of the space, this often provides an affordable alternative to traditional hotels. For example, both UBC and SFU market their student housing facilities for visitor accommodation between May and August. Douglas College has previously indicated that they intend to build student housing at their New Westminster Campus. As a result, there may be a market for a privately operated facility near the Coquitlam campus that caters to international students, business travelers and sporting events at Town Centre Park.



**The Simon Hotel, Burbaby (Source: Simon Fraser University)**

### *Mixed-Use Boutique*

Boutique-style hotels, integrated into the podiums or lower floors of residential towers are becoming more common. For example, in Surrey's City Centre, a recently constructed mixed-use tower, known as 3 Civic Plaza, includes a 144-room Marriott Hotel; and, another tower featuring a 112-room Hampton by Hilton hotel was recently approved for a site a few blocks to the south. In New Westminster, planning is underway for an eight-storey, 120-room hotel adjacent to a proposed 45-storey residential tower.



**Hampton by Hilton Hotel and Resorts, Surrey (Source: Architecture49 / Yanna Holdings).**



**Civic Hotel, Autograph Collection, Surrey (Source: Marriott Hotel & Resorts).**



### Hotel Siting Considerations

According to industry experts there are a number of criteria that need to be considered in siting a hotel, including:

- **Proximity to demand generators, such as office buildings, large shopping malls and stadiums.**
- **Proximity to vibrant, pedestrian-friendly entertainment districts,** as many travelers are looking for hotels within walking distance to offices, shops, restaurants and nightlife.
- **Easily visible and accessible** from major roads and by transit.
- **Locations offering a unique experience,** for example, an opportunity to ‘live like the locals’.

Based on these considerations, Figure 6.3 illustrates a possible location for a hotel within City Centre. This would situate a hotel within walking distance of several future demand generators, including two future business districts and a future entertainment district. This location also combines the advantages of highway visibility with transit access while integrating a hotel into a future mixed-use, pedestrian-friendly neighbourhood. As part of the CCAP Update other locations for a hotel will be further explored. For instance, with the sports facilities at Town Centre Park hosting regional, provincial, national, and international tournaments there may be an opportunity to locate a hotel in close proximity to the park, through careful consideration needs to be given to the lack of highway visibility.

### Conference Space

The business community has commented on the absence of conference space in Coquitlam and the region. Conference space further enhances a hotel’s ability to increase occupancy by allowing it to host events such as corporate meetings, weddings and fundraisers. Hotel planning should consider the provision of flexible conference space capable of accommodating between 500 and 1,000 people, or possibly more depending upon market demand. Locating conference space in proximity to the entertainment district will further enhance the viability of the space, and contribute to the vibrancy of the downtown.

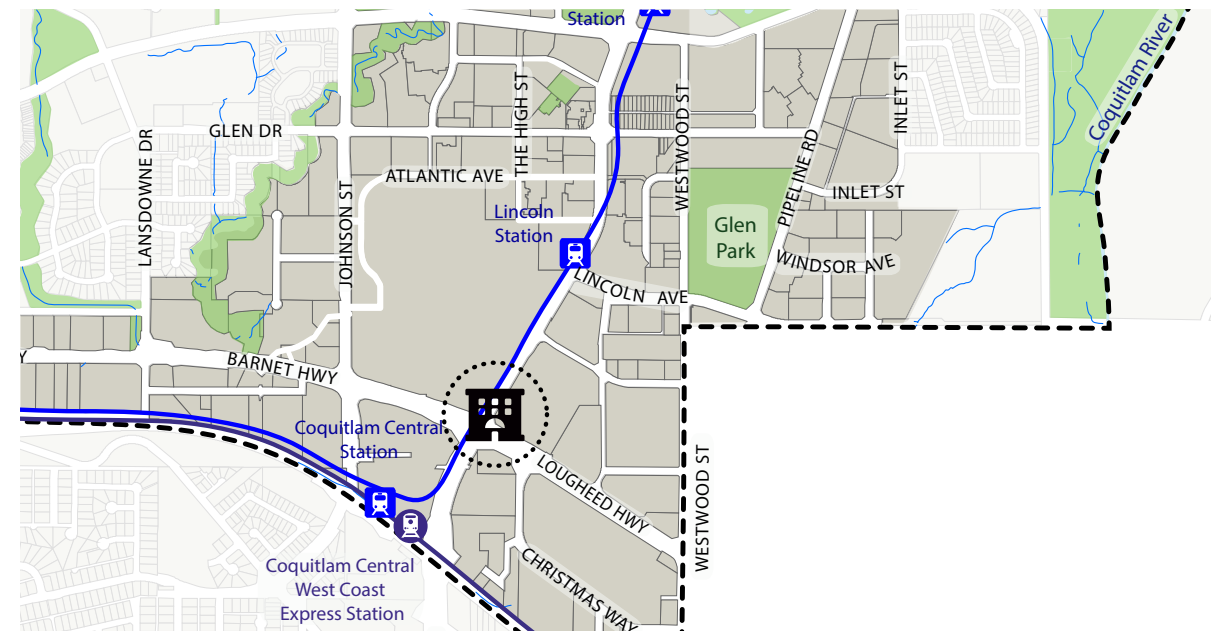


Figure 6.3 Possible Location of Hotel in City Centre

## SECTION 7

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# ACHIEVING A VIBRANT DOWNTOWN THROUGH COMMERCIAL DENSITY



Source: Sandro Katalina



## 07 | OVERVIEW

This section provides an overview of commercial density considerations for City Centre. This includes a review of historical changes to commercial density requirements, and a summary of commercial densities in comparable urban centres throughout Metro Vancouver. The section also outlines an approach to adjusting the commercial density in City Centre with the objectives of increasing employment opportunities and vibrancy in the downtown.



**Mixed-use development zoned C-4 (Source: City of Coquitlam).**

### 7.1 CITY CENTRE COMMERCIAL DENSITY CHANGES

In City Centre, high-density mixed-use projects have typically been developed under the C-4 “City Centre Commercial” zone<sup>5</sup>. The zone allows for a variety of commercial, residential and institutional uses, and permits a maximum density of 6.0 Floor Area Ratio (FAR), with an option to build to 6.5 FAR or greater to accommodate additional affordable housing. The C-4 zone requires that a minimum floor area ratio (FAR) of 0.5 be composed of “employment generating uses”.

A number of changes have been made to the density requirements of the C-4 zone over the past three decades. Prior to 1991, the zone permitted a maximum density of 2.5 FAR, 50% of which (or 1.25 FAR) was required to be commercial. The series of changes that have occurred since that time are shown in Figure 7.1.

The two most recent changes established the current minimum commercial requirement (2011) and maximum permitted density (2017) for the C-4 zone. Prior to 2011, the minimum commercial requirement was 0.7 FAR. The 2011 amendment reduced this requirement to 0.5 FAR<sup>6</sup>. The most recent change occurred in 2017, where an additional 1.5 FAR was made available for providing purpose-built rental/affordable housing. This change raised the maximum permitted density from 5.0 FAR to 6.5 FAR.

[5] A few properties in City Centre have recently been zoned or are undergoing a rezoning to “Comprehensive Development” (CD) to accommodate affordable housing, however, these CD zones have followed the 0.5 commercial FAR requirement of the C-4 Zone.

[6] “Amendments to C-4 City Centre Commercial Zones Density Provisions and Associated Citywide Official Community Plan Policy,” dated May 2, 2011.

### 7.1 CITY CENTRE COMMERCIAL DENSITY CHANGES (Cont'd)

As a result of this series of changes, the current 0.5 FAR commercial requirement now represents 8% of a development's maximum potential total floor area. As shown on Figure 7.1, the amount of density available for residential floor space has multiplied by nearly a factor of five, from 1.25 FAR to 6.5 FAR; meanwhile, the commercial component to the C-4 "City Centre Commercial" zone has dropped in both absolute terms (1.25 FAR to 0.5 FAR) and relative terms (50% to 8%).

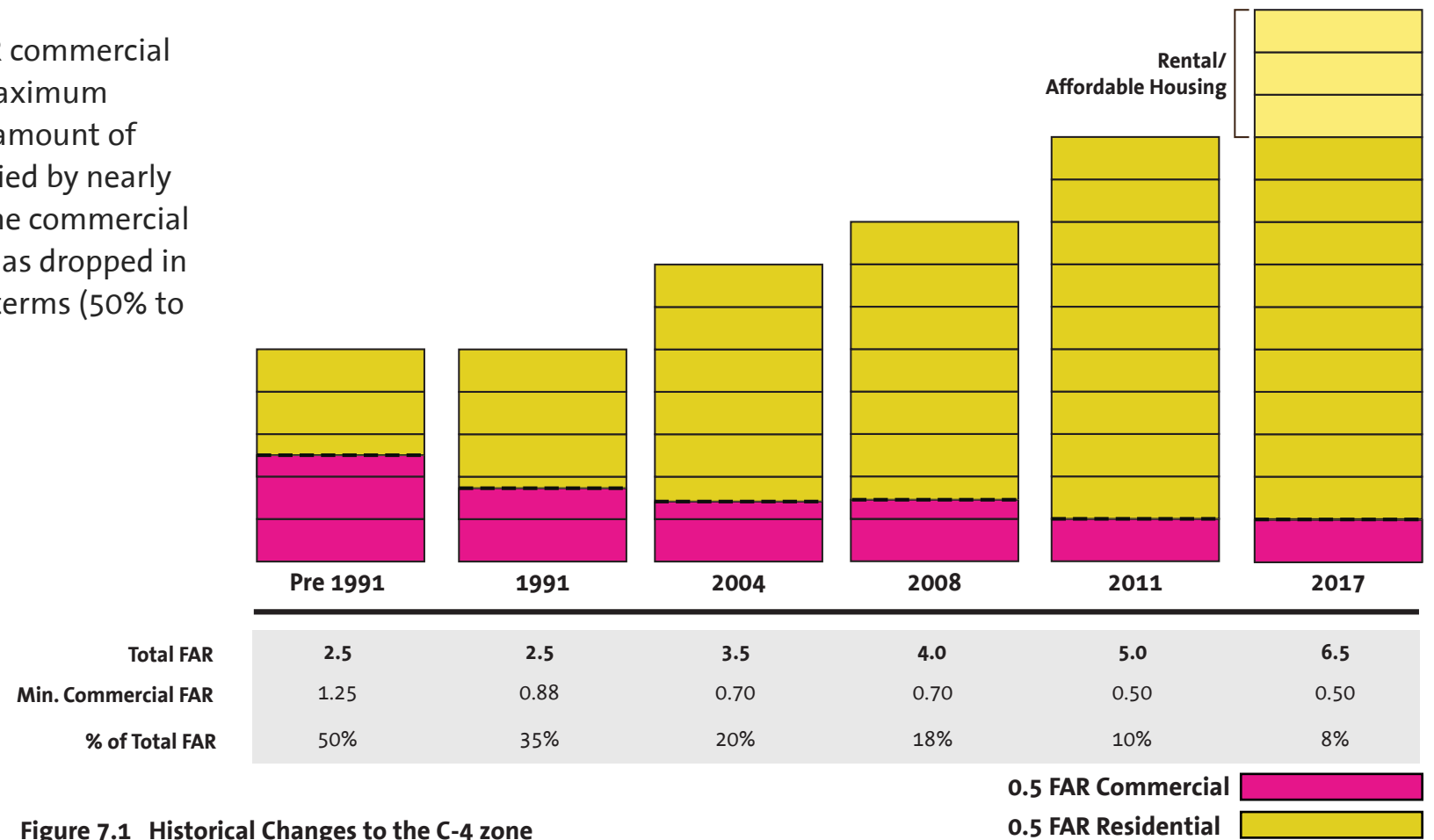


Figure 7.1 Historical Changes to the C-4 zone



## 7.2 COMMERCIAL DENSITIES IN METRO VANCOUVER

To gain an understanding of the commercial density requirements occurring in urban centres in adjacent municipalities, mixed-use redevelopment projects in north Burnaby and Surrey City Centre were surveyed. These areas have been identified as major competitors to Coquitlam in the office market. An overview of each project's commercial development is provided below and summarized in Figure 7.2. All of these projects are near SkyTrain and most involve the redevelopment of a strip or shopping mall.

As Figure 7.2 shows, for each project, the commercial density at full build-out will exceed a 1.0 FAR. To date, it appears that the developers are meeting their commercial commitments, and in the case of Gilmore Station and Impressions exceeding original expectations.

Project Name	Location (Urban Centre)	Area	GFA Prior to Redevelopment	Expected GFA (sq.ft.)	Site-wide Commercial FAR
Amazing Brentwood	Brentwood	28 acres	645,000 sq.ft. regional shopping centre	2,500,000 sq.ft.	2.1
Gilmore Station	Brentwood	13 acres	Light industrial & office buildings, vacant parcels	685,000 sq.ft.	1.3
City of Lougheed	Lougheed	37 acres	727,000 sq.ft. regional shopping centre	2,670,000 sq.ft.	1.5
Impressions	Lougheed	3.5 acres	46,000 sq.ft. strip mall	175,000 sq.ft.	1.3
King George Hub	Surrey	9 acres	hotel, commercial building, and park and ride facility	461,500 sq.ft.	1.1

Figure 7.2 Summary Statistics of Major Mixed Use Developments

### Amazing Brentwood

According to the master plan, this 28-acre site is expected to deliver 2.5 million square feet of retail, entertainment and office space, which represents a 2.1 FAR, at full build-out. The initial phases, currently under construction, will double the existing shopping centre's commercial floor space (from 645,000 sq.ft. to 1.3 million sq.ft.), with more commercial to be added in future phases.



Amazing Brentwood (Source: Shape Properties).

### Gilmore Station

Gilmore Station is a 13-acre development located within the Brentwood urban centre at Gilmore SkyTrain Station. According to the master plan, a minimum of 685,000 sq.ft. of commercial floor space will be built, representing a commercial density of 1.3 FAR. The developer appears to have intentions to build more than this, as they are currently marketing 1.45 million sq.ft. of commercial space, of which 1 million sq.ft. is office, representing a commercial density of 2.7 FAR.



Gilmore Station (Source: ONNI).



### City of Lougheed

The existing Lougheed Town Centre regional shopping centre sits on a 37 acre site. According to the master plan, the redevelopment will include 2.67 million sq.ft. of commercial floor space at full build-out, representing a density of 1.5 FAR. The first phase includes 152,000 sq.ft. of commercial space. Future phases, adjacent to the Lougheed SkyTrain Station are planned to include higher commercial densities with a significant office components.



City of Lougheed (Source: Shape Properties).

### Impressions

Impressions is a project on a separately-owned site (at North Road and Cameron Street) which is subject to the same master plan that governs the City of Lougheed development. At 3.5 acres, Impressions is the smallest site surveyed for this study. The master plan anticipates that sites such as this one would provide a commercial density of 1.0 FAR. The developer has yet to obtain final approval; however, the current proposal includes a 14-storey office tower above a retail podium, with 178,000 sq.ft. of commercial space (1.2 FAR).



Impressions (Source: ONNI).



## King George Hub

Located on a 9-acre site immediately south of the King George SkyTrain Station in Surrey City Centre, this mixed use project will provide a 1.1 commercial FAR. To date, one office tower has been constructed and is home to the Coast Capital Savings head office, with a second office tower currently under construction.



King George Hub (Source: King George Hub).



King George Hub (Source: King George Hub).



## 7.3 COMMERCIAL DENSITY SCENARIOS

### Overview

Two commercial density scenarios have been prepared to gain a high level understanding of the number of potential jobs and net changes to commercial floor area that may result from maintaining the current commercial FAR minimum in City Centre, in comparison to increasing the commercial FAR minimum requirement in City Centre.



Source: City of Coquitlam

### Scenario 1: Maintaining Commercial FAR at 0.5

Following the direction of recent rezonings in City Centre, the vast majority of which have not exceeded the minimum 0.5 commercial FAR requirement, the first scenario assumes that redevelopment projects in City Centre will continue to build a 0.5 commercial FAR. This scenario could also be seen to represent the ‘status quo’ scenario for understanding how much net commercial floor area might ultimately be added to, or removed from, City Centre through redevelopment of existing commercial sites.

### Scenario 2: Increasing Commercial FAR to 1.0

Through the second scenario, it is assumed that the minimum required commercial density is raised to a 1.0 FAR. Although this increase doubles the current commercial FAR requirement in City Centre, it brings the commercial density more in line with the pre-2011 commercial density requirement, and is still below the commercial FARs of a number of other urban centres undergoing redevelopment in Metro Vancouver.

## Assumptions

As this is a high level exercise to guide scenario preparation, several overall assumptions were applied to both scenarios.

### 1. Scenario Boundaries

The commercial lands that the scenarios apply to are shown on Figure 7.3. These lands comprise 51 hectares (127 acres) and form the commercial ‘core’ of City Centre, and currently contain the majority of low-density commercial development in City Centre (i.e., plazas and shopping malls). Because of their adjacency to the Coquitlam Central and Lincoln SkyTrain Stations these lands also have substantial mixed use (i.e., residential, retail and office) redevelopment potential.

### 2. Employment Growth Beyond Scenario Boundaries

Employment growth beyond the scenario boundaries is assumed to be consistent for both scenarios. This includes the number of jobs resulting from continued infill, particularly mixed-use development along Glen Drive, and redevelopment of the Barnet Highway corridor and the Christmas Way area as Urban Business Enterprise. Through redevelopment, collectively, these shoulder areas could add approximately 4,000 new jobs.

### 3. Four Corners

Employment numbers for Four Corners have not been included in this analysis as precinct planning is currently underway, which could have an impact on employment generating floor area. Once precinct planning is complete for Four Corners the employment growth numbers for City Centre will be updated.

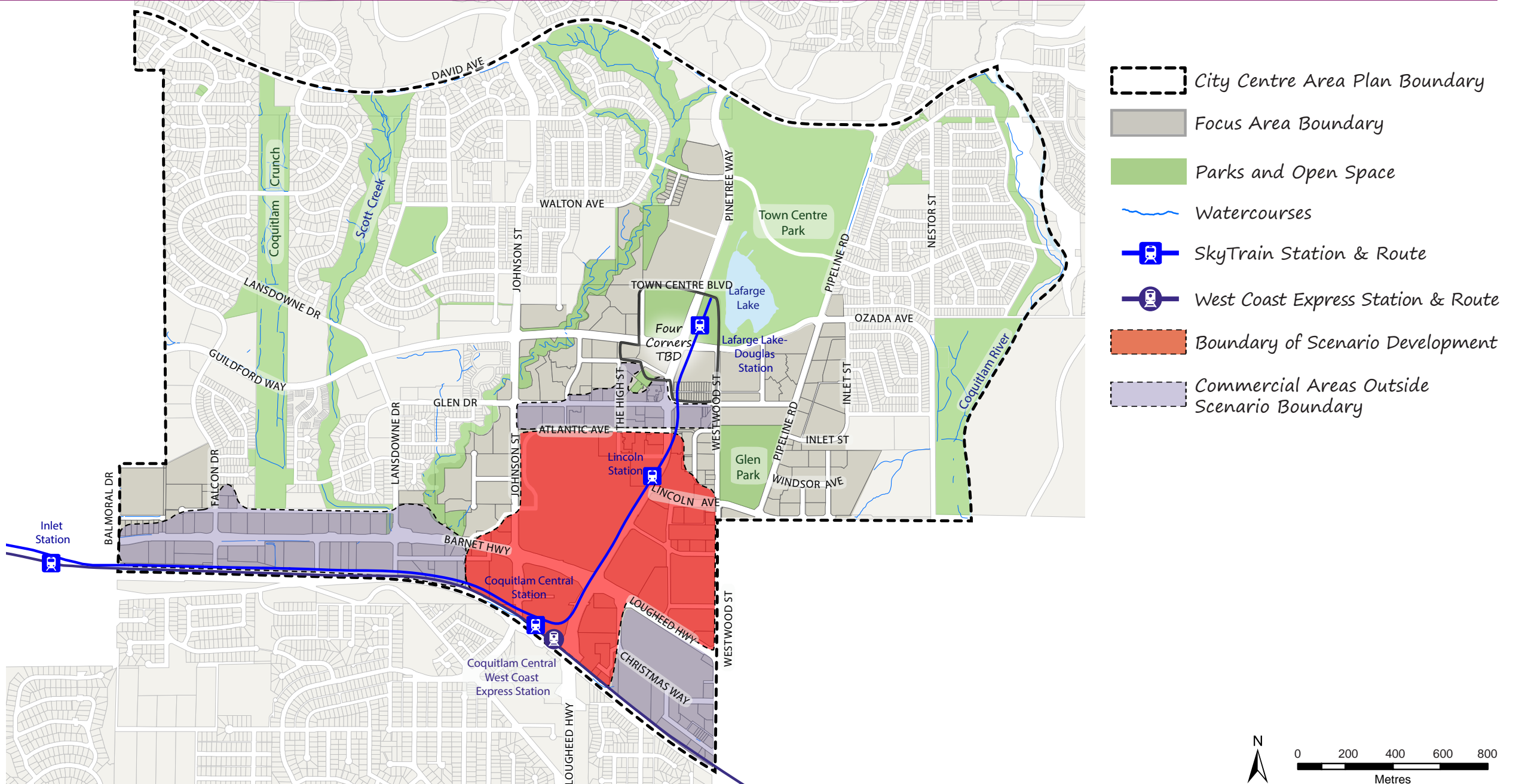
### 4. Employment Density

An employment density of 1 job per 250 sq.ft.<sup>7</sup> has been applied to the area within the scenario boundaries and assumes a mix of retail and office uses. This density is higher than the current employment density for the area (estimated at 1 job per 360 sq.ft.); as it is assumed that more intense forms of employment (i.e., office), will become more prominent over time and will therefore raise the overall employment density.

[7]The employment density rate of 1 job per 250 sq.ft. is an approximate average between office employment (1 job per 150-200 sq.ft.) and retail employment density (1 job per 300-400 sq.ft.).



**FIGURE 7.3 SCENARIO BOUNDARIES**



### Scenario 1 - Maintaining a 0.5 Commercial FAR

Within the scenario boundary, at full build-out, a commercial density of 0.5 FAR produces an additional 900,000 sq.ft. of gross floor area, which translates to just under 6,500 jobs, for a total of approximately 3 million sq.ft. and 12,000 jobs within the scenario boundaries (i.e. existing plus change under each scenario as shown in Figure 7.4).

To put this into context, the additional 900,000 sq. ft. of employment generating floor space achieved through redevelopment is roughly equivalent to the addition of three 25-storey office towers, spread over the entire 51 hectares (127 acres) of the scenario area boundaries, or core.

Combined with the job growth expected outside the scenario boundary; Scenario 1 results in employment growth of 10,500 new jobs, for a total of 20,000 jobs at full build-out (Figure 7.4). This scenario fails to create enough jobs, at full capacity, needed to meet the RCS employment growth estimate of 11,000 new jobs by 2041.

As commercial buildings undergo redevelopment and are replaced, the outcomes of this scenario show that the current commercial requirement of 0.5 FAR does not represent a significant increase in commercial floor area added to City Centre through redevelopment relative to the commercial density that exists today.

In fact, nearly as many people are working in the areas outside the scenario boundary area, which are generally located further away from SkyTrain, as are working within it. Accordingly, maintaining a 0.5 commercial FAR in the core of City Centre does not take advantage of opportunities to cluster a higher concentration of jobs adjacent to SkyTrain.

### Scenario 2 – Increasing Commercial FAR to 1.0

Under scenario 2, Within the scenario boundary, at full build-out, a commercial density of 1.0 FAR produces an additional 3.8 million sq.ft. of gross floor area and around 18,000 jobs, for a total of 5.9 million sq.ft. and some 23,500 jobs within the scenario boundaries (Figure 7.4).

Combined with the job growth expected outside the scenario boundaries, Scenario 2 results in employment growth of 22,000 new jobs, for a total of 31,500 jobs at full build-out (Figure 7.4). The actual rate of employment growth is dependent on the pace and timing of development; meeting the RCS growth target of 11,000 new jobs by 2041 includes a degree of uncertainty. However, this scenario creates sufficient capacity to accommodate the level of job growth envisioned.



More employment opportunities in the core would also help to increase the vibrancy of the downtown, which could contribute to the creation and growth of an office market, and support a hotel along with retail and entertainment businesses. Scenario 2 concentrates a higher level employment around two SkyTrain stations, helping to create the critical mass needed to support each of these elements.

	Existing	Scenario 1 0.5 Commercial FAR		Scenario 2 1.0 Commercial FAR	
		Change	Build-out	Change	Build-out
<b>Scenario Boundaries</b>					
<b>Gross Floor Area</b>	2.1 million sq.ft	+ 0.9 million sq.ft	3.0 million sq.ft	+ 3.8 million sq.ft	5.9 million sq.ft
<b>Jobs</b>	5,500	+6,500	12,000	+18,000	23,500
<b>CCAP Update Area Total</b>					
<b>Gross Floor Area</b>	3.6 million sq.ft	+ 1.8 million sq.ft	5.4 million sq.ft	+ 4.7 million sq.ft	8.3 million sq.ft
<b>Jobs</b>	9,500	+10,500	20,000	+22,000	31,500

Figure 7.4 Scenario Results (top) and Results Combined with Projected Growth Outside the Scenario Boundaries (bottom).

## 7.4 COMMERCIAL DENSITY & THE COMMERCIAL DOWNTOWN CORE

The findings of the scenario exercise show that an increase to the minimum commercial density requirement should be considered. There are a number of potential benefits associated with raising the commercial density requirement to 1.0 FAR, including:

- Providing more opportunities to create and expand each of the elements necessary for a complete downtown, including office space, retail shops, restaurants and pubs, entertainment venues, and hotel and conference space.
- Adding more jobs in close proximity to the Lincoln and Coquitlam Central SkyTrain stations, taking advantage of their strategic locations to support high density employment.
- Creating a level of employment capacity that will help the City meet its RCS employment estimates.
- Contributing to the City's long term economic stability by growing the non-residential tax base.
- Beginning to achieve the scale of commercial density found in comparable urban centres in Metro Vancouver.

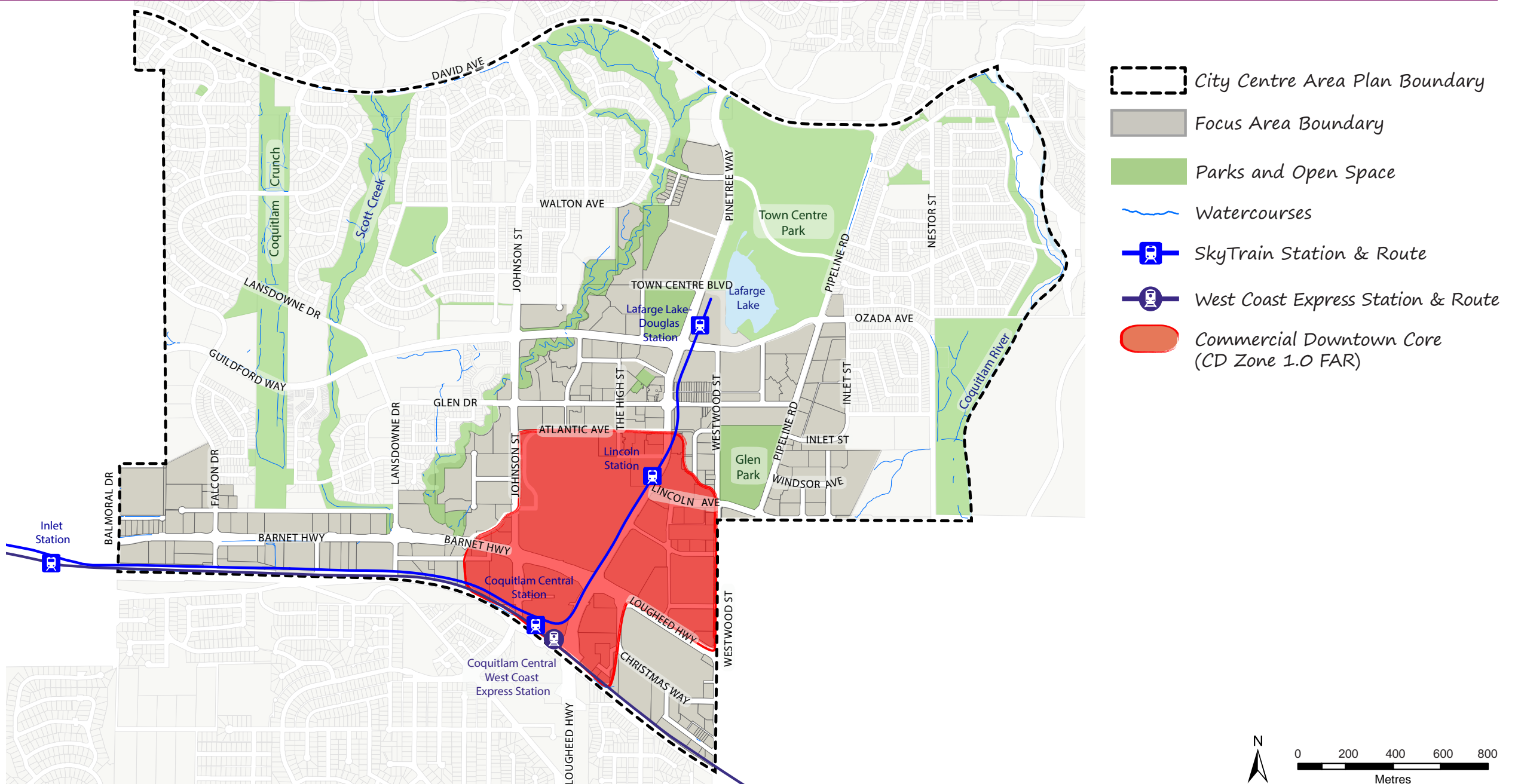
This recommended increase to the commercial density requirement would apply to a geographically-defined area, which will help to establish a vibrant and concentrated *Commercial Downtown Core* within City Centre: the boundaries used to test the scenarios form the suggested boundaries of the *Commercial Downtown Core* (Figure 7.5). Outside the *Commercial Downtown Core*, the existing 0.5 FAR requirement could continue to apply to properties where the C-4 zone would be used.




### Comprehensive Development (CD) Zoning & Density Allocation

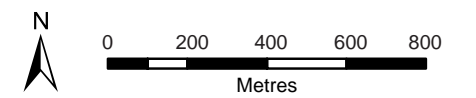
The most straight forward approach for achieving the 1.0 commercial FAR requirement for properties within the *Commercial Downtown Core* is to apply Comprehensive Development (CD) zoning to that area that is largely based on the C-4 zone (e.g., permitted uses), but with a different density provision that raises the commercial requirement. A comparison of the C-4 zone and a draft *Commercial Downtown Core* CD zone is shown as Figure 7.6. As shown on Figure 7.6, the only changes to the density provisions between the zones would be a 0.5 increase to the minimum, required commercial density, with the overall base density and density bonus steps remaining the same. The C-4 zone would continue to apply to properties outside of the *Commercial Downtown Core*.



**FIGURE 7.5 COMMERCIAL DOWNTOWN CORE**



-  City Centre Area Plan Boundary
-  Focus Area Boundary
-  Parks and Open Space
-  Watercourses
-  SkyTrain Station & Route
-  West Coast Express Station & Route
-  Commercial Downtown Core (CD Zone 1.0 FAR)



**Comprehensive Development (CD) Zoning & Density Allocation (Cont'd)**

As noted in Section 7.5 this approach will be reviewed as part of a comprehensive review of the City’s density bonus program. The review will also look at the overall maximum density requirement in the *Commercial Downtown Core*. In the interim, additional density beyond an overall 6.5 FAR could be considered on a case-by-case basis

The use of a CD Zone in the *Commercial Downtown Core* has additional benefits as the area consists of large, single-owner properties (e.g., up to 23 ha or 59 ac) that will require comprehensive planning, including the provision of parks, schools and other amenities, as needed, in addition to residential and commercial development. The more comprehensive nature and flexibility offered by CD zoning will better facilitate these major mixed-use projects.

The use of CD zoning in the *Commercial Downtown Core* would be further supported by requiring developers to prepare Master Plans for the large, single-owner properties (a current requirement in the Official Community Plan), and the use of development agreements which, for instance, can control the phasing of development.



Figure 7.6 Existing C-4 Zone vs. Draft Commercial Downtown Core CD Density Allocations.



## 7.5 INTERIM CHANGES TO DENSITY BONUS CONTRIBUTIONS

Many neighbouring municipalities exclude commercial density from density bonus contributions. In fact, Burnaby calculates commercial density and residential density independently, meaning an increase in commercial density does not impact the amount of available residential density.

In Coquitlam, under the current density bonus program, if commercial FAR exceeds the base density requirement a density bonus contribution is required. The City's density bonus program is scheduled to undergo a comprehensive review in the coming year. As elements of the density bonus program should not be looked at in isolation, how commercial FAR is calculated in City Centre should be evaluated as part of this comprehensive review. As an interim step, it is proposed that all commercial FAR be exempt from density bonus contributions. This interim step would begin to bring Coquitlam in line with other municipalities in competing for and attracting commercial development, especially office. This approach has been previously considered by the City<sup>8</sup>, but has yet to be applied.

Exempting commercial density bonus contributions will not impact the density bonus program as density bonus forecasts are based on residential calculations.

[8] "Revised C-4 Zone Density Bonus and Proposed Funding Approach for the Lincoln Avenue ALRT Station" dated January 11, 2011.



**The City of Port Moody does not charge density bonus for commercial floor area. Suter Brook, Port Moody (Source: Onni).**

## SECTION 8

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# PULLING THE COMMERCIAL PIECES TOGETHER



Source: Scott Webb



## 08 | OVERVIEW

Based on the information presented and analyzed in the preceding sections, this section sets out the commercial planning elements and recommended policy direction that will solidify City Centre as an employment, retail, office and entertainment *Commercial Downtown Core*. The central objectives of this exercise are:

- To continue to build a strong, diverse and resilient local economy that generate job growth and supports thriving local businesses while contributing to the regional economy, and
- To establish City Centre as an entertainment, dining and retail destination.

As a result, the commercial elements of the proposed land use pattern highlighted below are not intended to meet current market considerations, but rather are setting the foundation for a vibrant and complete downtown that includes a variety of businesses and employment opportunities to be realized over the long term. Market strategies to support this vision will need to be considered as part of a CCAP implementation plan.



Source: Rod Long



Source: Cam Morin

## 8.1 PROPOSED COMMERCIAL LAND USE PATTERN

The commercial elements of the future land use pattern for City Centre are shown on Figure 8.1 in broad, conceptual terms, and includes:

- The **clustering of office development** around the Lincoln and Coquitlam Central SkyTrain Stations. Both of these nodes are easily accessible by vehicle and SkyTrain, something that branch and regional office tenants looking at locating outside of Vancouver may see as an advantage. In addition, three developers have committed-banked office space in proximity to Lincoln Station, which when built, will form the basis of a cluster. Within these office business districts developers are encouraged to provide standalone office buildings. Office development in City Centre will be further augmented by office space provided in tower podiums throughout the downtown. This will ensure that the office space being provided meets the varying space needs of businesses and various office users looking at locating in City Centre.
- The **Urban Business Enterprise** land use designation is proposed to accommodate a variety of employment generating land uses ranging from ‘clean’ industrial to office and microbreweries. Areas being proposed to be designated Urban Business Enterprise include lands adjacent to Christmas Way between Lougheed Highway and the Canadian Pacific Railway track, and lands adjacent to Barnet Highway between Hoy Creek and Port Moody.
- To meet the **regional shopping** needs of Tri-City residents, regional commercial development is proposed along Lougheed Highway as one enters City Centre from the east as this area is easily accessible by vehicle. To promote a sense of arrival to City Centre, new development along this corridor would be required to follow the policy direction of the Urban Boulevard Character Street (Figure 4.2 in the City Centre Urban Framework Workshop Booklet) . This will help to reinforce the role that Lougheed Highway plays as a ‘gateway’ into the commercial core from an aesthetic or visual perspective.
- An **entertainment district/downtown promenade** is proposed by extending The High Street through the current Coquitlam Centre Mall site (See Figure 8.1). This location is in the core of the downtown and is easily accessible by vehicle and SkyTrain while being in close proximity to the planned office clusters, residential towers and potentially, a hotel. The grouping of restaurants, bars and night clubs will contribute to the downtown’s character and identity as a ‘destination’.



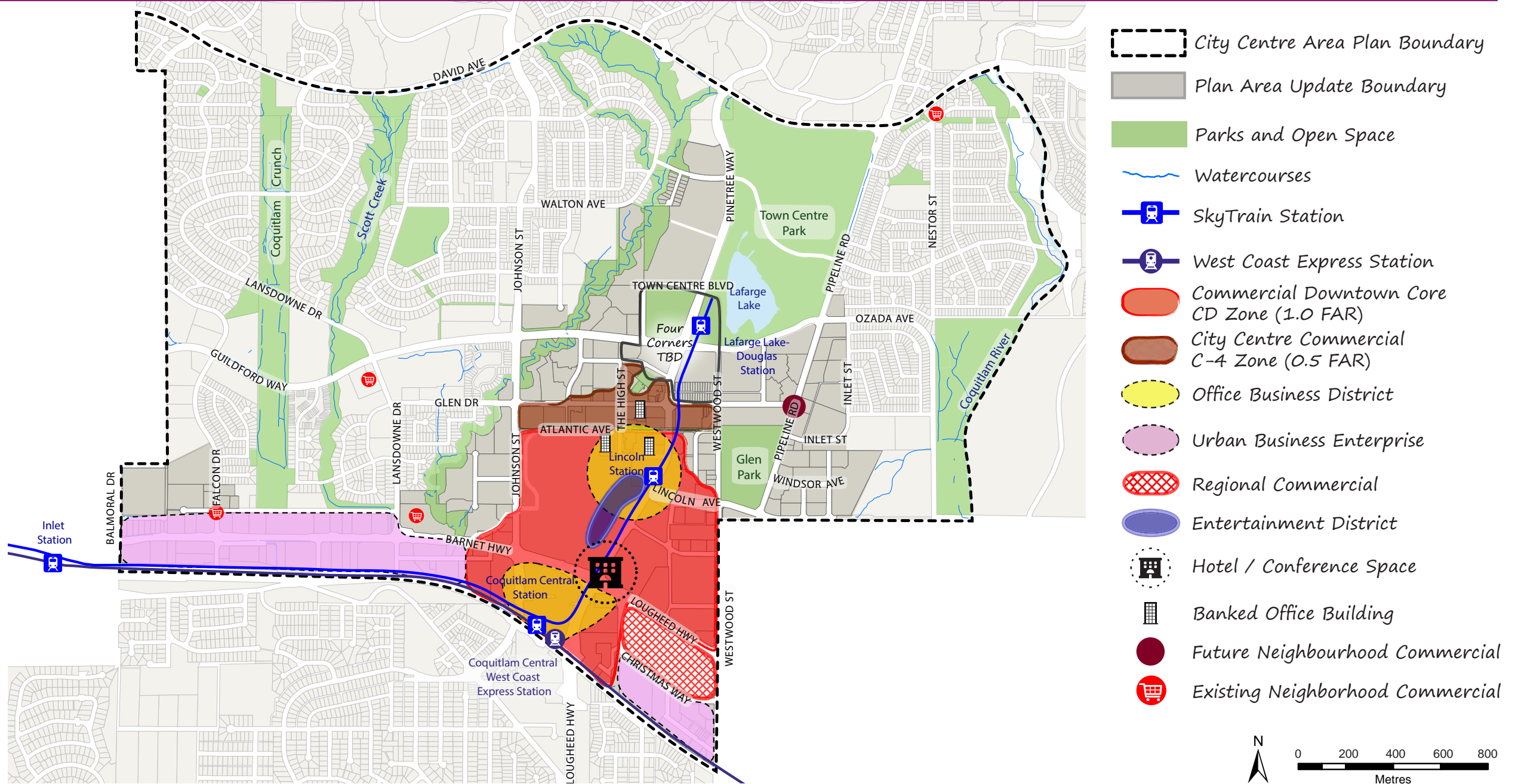
- The comprehensive redevelopment of Coquitlam Centre Mall, Sunwood Square, Pinetree Village, and the Coquitlam Central Station/TransLink bus hub as master planned **high-density mixed-use villages**. These sites would include retail, office and high density residential development. Master planning will ensure that these sites redevelop in a coordinated and phased manner while the mixing of land uses will contribute to establishing a vibrant downtown. Each site could adopt a redevelopment theme (e.g., architecture and branding) specific to the site, which would contribute to a more visually interesting downtown, and distinguish one part of the downtown from another. (Other necessary land uses and public facilities such as parks, schools and civic facilities are currently being studied and will be presented for consideration in subsequent reports.)
- **Hotel/ conference space** situated in proximity to the Lougheed Highway and Pinetree Way intersection. A hotel in this location would be highly visible and could serve as an anchor to the two office business districts and entertainment district, while being within reach of Town Centre Park's sports facilities, which hosts regional, provincial, national and international tournaments. To increase the viability of a hotel, hotel space could take the form of a boutique-style hotel, by being part of a residential tower.

- The addition of a **neighbourhood retail node** along Pipeline Road in the vicinity of Guildford Way and Glen Drive. Similar to other neighbourhood retail nodes in City Centre (e.g., Guildford Way and Lansdowne Drive, Lansdowne Drive and Barnet Highway, and Falcon Drive and Runnel Drive) a neighbourhood retail node along Pipeline Road would meet the day-to-day shopping and service needs of area residents that are located on the eastern periphery of City Centre. Retail uses may include a convenience store, office space, pharmacy, daycare, restaurant (e.g., pizzeria) and a dry cleaner.

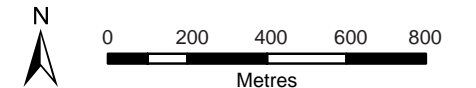


Source: Ali Yahya

**FIGURE 8.1 DRAFT COMMERCIAL LAND USE PATTERN**



- City Centre Area Plan Boundary
- Plan Area Update Boundary
- Parks and Open Space
- Watercourses
- SkyTrain Station
- West Coast Express Station
- Commercial Downtown Core CD Zone (1.0 FAR)
- City Centre Commercial C-4 Zone (0.5 FAR)
- Office Business District
- Urban Business Enterprise
- Regional Commercial
- Entertainment District
- Hotel / Conference Space
- Banked Office Building
- Future Neighbourhood Commercial
- Existing Neighborhood Commercial





### Establishing a Commercial Downtown Core

As discussed above, to help solidify City Centre as a downtown and a regional employment centre, consideration should be given to increasing the minimum commercial FAR to 1.0 within a geographically defined core. Establishing a *Commercial Downtown Core* that concentrates commercial, entertainment and office development has a number of advantages:

- It generates more opportunities to create and expand each of the elements necessary for a complete downtown, including office space, retail shops, restaurants and pubs, entertainment venues, and hotel and conference space.
- It adds more jobs in close proximity to Lincoln and Coquitlam Central SkyTrain stations, taking advantage of these strategic locations to support high density employment and generate transit ridership.
- It creates a level of employment capacity to help the City meet its RCS employment targets.
- It contributes to the City's long term economic stability by growing the non-residential tax base.
- It begins to scale commercial density relative to other comparable urban centres in Metro Vancouver.

The geographical concentration of higher density commercial, office and entertainment uses will help in creating a sense of vibrancy in Coquitlam's City Centre. This vibrancy will be further enhanced through mixed used development that includes high density residential. As a result, the *Commercial Downtown Core* will become a place for people to live, work and play.



Source: Yi Wei



## SECTION 9

## NEXT STEPS



Source: City of Coquitlam



## 09 | NEXT STEPS

This discussion paper is part of a series of reports, work booklets and papers that are intended to provide direction and guidance to the CCAP Update. Following Council feedback, the ideas presented in this discussion paper will be refined and combined with other land use analyses that will also be brought forward to Council for consideration, including:

- A Residential Density & Land Use Transition Report,
- A Precinct & Four Corners Workshop Booklet, and
- A City Centre Area Amenity Strategy.

As shown on Figure 9.1, this step-by-step approach to the updating of the CCAP is being undertaken to ensure that the CCAP is updated in concert with Council, and that Council provides input and direction at key milestones in the planning process. The outcomes of these analyses will be consolidated into a draft Plan, which will be brought to Council and the public for input and feedback later in the year.



Figure 9.1 Step-by-Step Approach to Updating the CCAP.