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Coquitlam

For Committee

May 9, 2008

Our file: 08-3360-20/08 004475 RZ/1

2 King Edward Street

Doc #: 633390.v1

To: City Manager

From: General Manager Planning and Development

Subject: **Neighbourhood Plan Update and *Local Government Act* Section 879 Consultation Requirements Relating to a Citywide Official Community Plan Amendment Application 08 004475 RZ – 2 King Edward Street (Fraser Mills Site)**

For: **Committee of the Whole**

Recommendations:

1. That Council receive the report of the General Manager Planning and Development dated May 6, 2008 regarding an update on the Fraser Mills Neighbourhood Plan and *Local Government Act* Section 879 consultation requirements.
2. That Council, with regard to the CWOCP amendment application under file 08 004475 RZ, having given consideration to the requirements of Section 879 and other relevant sections of the *Local Government Act*:
 - a) support a Public Open House hosted and promoted by the Beedie Group through:
 - letter notification of the proposed CWOCP amendment to all landowners, businesses and households within 244 metres (800 feet) of the subject property;
 - placement of an advertisement in the newspaper to notify the public of the open house; and
 - direct invitations to all the parties listed in Section (b) below;
 - b) direct staff to advise and consult with, at a minimum:
 - School District No. 43;
 - City of Surrey;
 - TransLink;
 - Provincial Ministry of Transportation and Gateway Program;
 - Fisheries and Oceans Canada and the Provincial Ministry of Environment;
 - Vancouver Fraser Port Authority;
 - Como Watershed Group;
 - Maillardville Revitalization Task Force; and
 - Metro Vancouver Solid Waste Utility.

PWS

Executive Summary:

The Citywide Official Community Plan (CWOCP) was amended by Council in March 2007 to re-designate the Fraser Mills site from “Industrial” to “Waterfront Village Centre”, including adding a number of policies on the overall vision for the site to help guide the preparation of a Neighbourhood Plan. The owner of the site – the Beedie Group – has now applied for further amendments to the CWOCP to:

- (1) include the Neighbourhood Plan that is currently being prepared and expected to be presented to Council in the next several months;
- (2) amend some of the policies that were added last year now that further detailed analysis has been completed on how to best create a vibrant mixed-use waterfront community;
- (3) incorporate the “Wastech” site on United Boulevard into the Neighbourhood Plan and change its designation from “Industrial” to “Waterfront Village Centre”; and,
- (4) create a Development Permit Area and comprehensive set of development guidelines for the site. Consistent with Section 879 and other provisions of the *Local Government Act*, this report sets out a recommended approach for public consultation that will ensure ongoing communication with the community on the application.

At the time this staff report is considered by the Committee of the Whole, the applicant’s coordinating consultant wishes to make a brief presentation on the status of the project.

This application upholds the corporate objective of supporting and creating neighbourhoods.

Background:

Council adopted Bylaw No. 3817, 2007 at its Regular Meeting on March 5, 2007 to amend the CWOCP for the 33.3 ha (82.4-acre) Fraser Mills site at 2 King Edward Street in southwest Coquitlam. This included re-designating the site from “Industrial” to “Waterfront Village Centre” and adding a number of policies on the overall vision for the site to help guide the preparation of a Neighbourhood Plan.

At this same meeting, Council also approved the Terms of Reference for the preparation of the Neighbourhood Plan. Since then, the applicant – the Beedie Group – has undertaken extensive studies on a wide range of both policy-level and technical issues to ensure that the vision of a vibrant mixed-use waterfront community is fully achieved on the Fraser Mills site.

The Beedie Group has applied for a number of further CWOCP amendments as part of this process, as elaborated upon below.

1. Neighbourhood Plan

The overall land use concept plan for the Fraser Mills site is close to being finalized and the complete Neighbourhood Plan is expected to be submitted to Council in the next several months.

Staff have been working closely with The Beedie Group and its consulting team on the preparation of the plan and a wide range of studies have been completed, or are nearing completion, in support of the plan.

Examples include a commercial and industrial market analysis, an employment study, traffic impact assessment, transportation demand management strategies, an affordable housing plan, a sustainability plan, a district energy plan, environmental studies, and a wide range of engineering studies. The key supporting studies will be submitted to Council at the same time as the Neighbourhood Plan.

The Fraser Mills Neighbourhood Plan will be incorporated as a new section in the CWOCP as has been done for other areas of Coquitlam, such as Maillardville, Smiling Creek and Upper and Lower Hyde Creeks.

2. Amendments to Existing Policies

As well as changing the land use designation for the Fraser Mills site last year, Council also adopted a number of high level land use policies setting out an overall vision for how the site should be redeveloped. This included specifying the types of uses permitted on the site and density ranges, as well as important community amenities to be included with the development.

As a result of various technical studies that have been undertaken on how best to develop the site, there are refinements proposed to some of these policies. These include:

- Increasing the amount of permitted commercial floorspace on the site from 110,000 – 175,000 sq. ft. (10,219 – 16,258 sq. m.) to 175,000 – approximately 275,000 sq. ft. (16,258 – 25,548 sq. m.) and the amount of permitted light industrial and related floorspace from not less than 400,000 sq. ft. on 12 acres (4.9 ha) to not less than approximately 650,000 sq. ft. (60,380 sq. m.) on approximately 16 acres (6.5 ha). Staff view these changes as positive since they will increase the amount of employment-generating floorspace on the site and further boost Coquitlam's non-residential tax base.

2. Amendments to Existing Policies cont'd/

- Merging the post-secondary education floorspace, which is specified in the CWOCP to be a minimum of 63,000 sq. ft. (5,853 sq. m.), into the overall light industrial floorspace. This will provide greater flexibility to the Beedie Group in pursuing post-secondary education institution opportunities and ensuring the right amount of floorspace is available in the right location on the site to accommodate a specific end user.
- Increasing the maximum permitted height of the 13 planned residential towers from 30 storeys to 38 storeys (one tower only), with an overall average of 30 storeys. This proposed change is based on the Beedie Group removing some of the low-rise buildings that were in the initial plans in order to create more open space while still retaining the allowable residential density. Detailed viewline and shadow impact analyses have now been conducted by the Beedie Group that show slightly taller towers can be accommodated without adverse impacts. The total permitted number of residential units remains unchanged at a range of 3,200 minimum to 3,700 maximum.
- Designating a parcel for a potential elementary school on the site is at the request of the Coquitlam School District. Demographic analysis undertaken by the Beedie Group and reviewed by School District staff concluded there ultimately could be sufficient school-age children living on the site to support a local school. City staff are working with the Beedie Group and School District staff on innovative ways in which the school might be constructed and financed and will be reporting progress to Council as these discussions proceed.
- Inclusion of a full-size sportsfield near the waterfront that would be City-owned. This is in response to the demographic analysis undertaken by the Beedie Group, which concluded the Fraser Mills site could ultimately have a population of about 7,500, which Leisure and Parks Services staff believe is sufficient to support a full-size sportsfield.

These proposed changes to current CWOCP policy for the Waterfront Village Centre, and possibly others, will be formally brought before Council for consideration once the Fraser Mills Neighbourhood Plan is completed in draft form.

3. Wastech Site

The 6.7 acre (2.7 ha) site at 1200 United Boulevard is owned by the City and currently occupied by the Wastech transfer station under lease, which will be expiring in several years time. The Beedie Group is proposing to acquire the site, which would form part of the Fraser Mills neighbourhood and allow a direct vehicle and pedestrian link from United Boulevard through the site down to the waterfront village plaza. This link is viewed by the Beedie Group's retail consultants and site planners and City staff as vital to the amount and type of retail commercial floorspace that can be supported on the site and is critical for the creation of a vibrant village core.

In order to incorporate the Wastech site into the Fraser Mills Neighbourhood Plan, the CWOCP designation for the site is proposed to be changed from "Industrial" to "Waterfront Village Centre" as part of the current application to match that of the rest of the Fraser Mills site. Upon the City's acceptance of the property purchase offer, expiry of the current lease and relocation of the transfer station, the Wastech site would be redeveloped for retail commercial use of the highest design standard in both building form and character to help create an attractive entranceway to the Fraser Mills neighbourhood.

4. Development Permit Area

A new Development Permit (DP) Area will be created specifically for the Fraser Mills site (including the Wastech property) to guide the form and character of all development. The Beedie Group is in the process of preparing a comprehensive set of DP guidelines, which will be incorporated into the CWOCP at the same time as the Neighbourhood Plan. These guidelines are intended to help ensure a consistent and high quality overall design vision for Fraser Mills while also providing some flexibility for the developer to respond to changing market preferences and design tastes over the anticipated 15 to 20 year build-out of the site.

5. Public Consultation

Council approved the Beedie Group's initial public consultation process in April 2007. Since then, the Beedie Group, often with City staff present, have had many meetings and discussions with various stakeholder groups. The proponent has also set up a website (www.villageatfrasermills.com) to help keep the public informed on progress.

Because there are further amendments required to the CWOCP for which the Beedie Group has now applied, Section 879 of the *Local Government Act (LGA)* must again be followed. This section requires that Council, prior to adopting an Official Community Plan (OCP) or amending an existing OCP, must provide one or more opportunities, in addition to the Public Hearing, it considers appropriate for consultation with persons, organizations and authorities it considers would be affected.

5. Public Consultation cont'd/

In particular, Council must:

- a) consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing;
- b) specifically consider whether consultation is required with:
 - i) the Board of the Regional District in which the area covered by the Plan is located, in the case of a Municipal OCP;
 - ii) the Board of any Regional District that is adjacent to the area covered by the Plan;
 - iii) the Council of any municipality that is adjacent to the area covered by the Plan;
 - iv) First Nations;
 - v) School District Boards, Greater Boards and Improvement District Boards;
 - vi) the Provincial and Federal Governments and their agencies.

Additionally, Section 881 of the *LGA* specifies that the School District having jurisdiction must be consulted with respect to matters including the actual and anticipated school needs as well as the size, number, location, type and timing of school facilities required.

There was a comprehensive Section 879 process carried out as part of the amendments to the CWOCP to change the land use designation on the Fraser Mills site from "Industrial" to "Waterfront Village Centre" and the Beedie Group has continued to maintain contact with many of the stakeholder groups that were consulted. However, a new Section 879 process must be formally endorsed by Council to deal with the latest CWOCP amendment application, which is proposed as follows:

- **A Public Open House** hosted by the applicant to introduce the latest version of the Fraser Mills proposal and receive feedback from the community. The Beedie Group is planning to hold this meeting in late May and will be promoting it through newspaper notices, mail notification to all landowners, businesses and households within 244 metres (800 feet) of the subject property and direct invitations to key stakeholder groups;

5. Public Consultation cont'd/

- **Direct staff to advise and consult with:**
 1. School District Nos. 43 (Coquitlam) because future enrolments at area schools within their jurisdiction may be affected by the application;
 2. City of Surrey given that the subject site borders this neighbouring municipality on the other side of the Fraser River;
 3. TransLink given the subject site's proximity to the Braid Street Station in New Westminster and the requirement to ensure appropriate public transit service for the site as it develops;
 4. Provincial Ministry of Transportation and Gateway Program given the subject site's proximity to the Trans Canada Highway and potential future Gateway Program elements;
 5. Vancouver Fraser Port Authority because of the site's proximity to their jurisdiction and plans by the proponent to build a pier on the Fraser River;
 6. Fisheries and Oceans Canada and the Provincial Ministry of Environment because of the subject site's proximity to the Fraser River and Como Creek;
 7. Como Watershed Group;
 8. Maillardville Revitalization Task Force because the proposal could affect business activity within the Maillardville area and there are representatives of various community groups on the Task Force; and
 9. Metro Vancouver (Greater Vancouver Regional District) solid waste utility.

Staff do not believe that consultation with any First Nation is required since none are considered to be affected by the subject application.

Conclusion:

The Fraser Mills Neighbourhood Plan process is moving along well and many of the substantive issues have now been addressed, including through a close working relationship between staff, the Beedie Group and a wide variety of stakeholder groups. The applicant's lead consultant wishes to provide a brief update at the May 12th Committee of the Whole meeting on its Neighbourhood Planning process and present an overview of the latest draft version of the Fraser Mills land use concept plan prior to it being presented to the public and stakeholder groups as part of ongoing consultation.

Conclusion cont'd/

Consistent with Section 879 of the *LGA*, staff working with the proponent, have developed a comprehensive approach to ensuring thorough public consultation on the latest set of proposed CWOCP amendments for Council's endorsement. The results will be reported to Council as the Neighbourhood Plan process proceeds to ensure that any input received is considered by Council and reflected in the plan as deemed appropriate.



J.L. McIntyre, MCIP

EV/lmc

This report was drafted by Eric Vance, the consultant retained to assist as the City's project coordinator on this major application and reviewed by Jim McIntyre, General Manager Planning and Development.