

City of Coquitlam
Fraser Mills Site - Official Community Plan Implementation
Neighbourhood Plan Framework
Terms of Reference

January 26, 2007

1.0 Introduction

Coquitlam's *City-Wide Official Community Plan (OCP)* is the basis and guide for decision making about land uses, environmental protection, watershed management, and delivery of services and utilities in the City, including in southwest Coquitlam.

The application by The Beedie Group to amend the OCP to allow a high density mixed use development on the Fraser Mills site is a departure from current policy. The proposed development would create a new residential and commercial neighbourhood on lands presently designated for industrial use.

A detailed Neighbourhood Plan (NP) is therefore required showing how the Fraser Mills proposal will achieve OCP planning principles and policies and sustainability objectives. This requirement is acknowledged and supported by The Beedie Group and it is anticipated that work on the Fraser Mills NP will begin following formal Council consideration of the OCP amendment application in early 2007. It is the same process that has been followed for other neighbourhoods of Coquitlam undergoing large-scale development or redevelopment.

The approach to the Fraser Mills NP will require simultaneously dealing with land use, urban design, transportation, servicing, development financing, development guidelines and environmental concerns to find an appropriate and generally acceptable balance between community, economy, and environmental needs.

The Fraser Mills NP is also to include servicing concepts for water, sanitary sewer, stormwater management, energy, transportation, parks and open space and other necessary infrastructure. A key component of the NP is the implementation strategy that will identify staging (phasing) plans, specific requirements for subdivision and rezoning approvals, and measures for monitoring and evaluating site performance.

1.0 Introduction cont'd/

It is anticipated that, once approved by Council, key elements of the Fraser Mills NP will be incorporated into the OCP. This will be in addition to the OCP amendment being brought forward by staff to Council in early 2007 dealing with the fundamental land use designation for the site.

2.0 Process

Overview

- a) The Beedie Group shall bear responsibility for preparing the Fraser Mills NP, at its cost.
- b) Once the Fraser Mills NP has been prepared in draft form, it will be provided to City staff for review and comment. It is anticipated that a number of interim meetings will be held with staff as the plan is prepared and issues arise that require joint resolution by staff and the proponent.
- c) When the Fraser Mills NP is completed to the satisfaction of City staff, staff will prepare a report and forward the NP to Council for consideration. The Beedie Group has indicated that it anticipates that preparation of the Fraser Mills NP will take about a year to complete.

Details

The following process shall be followed:

- i) **Pre-planning meeting(s):** Before commencing the NP, one or more pre-planning meeting meetings are to be held with City staff to clarify expectations, specific requirements, and additional studies that may be necessary to address the particular circumstances of the Fraser Mills site. A number of meetings have already been held with the proponent on various aspects of the development proposal and several technical studies have been prepared to date, including for employment and traffic impacts. These studies will likely need to be revised to reflect the evolution of the development proposal as detailed planning work is undertaken and additional studies will have to be undertaken on other subjects, as elaborated upon below.

2.0 Process cont'd/

- ii) **Collaboration with City and other relevant agencies:** The Beedie Group has committed to continuing to collaborate with the City of Coquitlam and other relevant agencies throughout the NP process. As part of this process, it is important that City staff be kept informed by the proponent of meetings, discussions and correspondence with other agencies to ensure a coordinated and consistent approach in preparing the NP.
- iii) **Public consultation:** The process for preparing the NP should provide opportunities for all land and business owners, residents and other interested parties within the vicinity of the Fraser Mills site, as well as the community overall, to participate in a meaningful way. The proponent is required to draft a proposed public consultation process for review and input by staff.
- iv) **Final NP Proposal:** The proponent should prepare the Fraser Mills NP in a manner that will facilitate formal review by City staff, and enable preparation of a report by City staff for consideration by Council. City staff will prepare the necessary documentation and proposed OCP amendments for presentation to Council, which may include all, parts, or summaries of the NP proposal.

3.0 General Framework

The Fraser Mills NP shall conform to the intent of the land use, integrated watershed management, development, transportation, and servicing policies and requirements of the OCP and other pertinent City plans and bylaws.

This will require an appropriate balance and integration between land-use development, economic viability, recreation opportunities, public amenities, community acceptance, urban design and environmental objectives. This balanced approach will also need to conform to other relevant planning, development, and servicing strategies and policies of the City of Coquitlam.

While the neighbourhood boundaries are the Fraser Mills site itself, examination of a broader area (such as the transportation catchment area, natural drainage features, land ownership, etc.) is required to ensure that a logical and comprehensive approach is utilized in preparing the NP.

4.0 Neighbourhood Plan Format and Content

The Fraser Mills NP must be in sufficient detail to fully and clearly guide the future rezoning, subdivision, and implementation processes.

4.1 Format

The Fraser Mills NP is to include narrative, tables, graphics, and maps to fully explain existing conditions and the proposed development. The plan should be bound in 8½ x 11 colour format, and reproducible in black and white. Maps should be provided at a metric scale (with appropriate legends, north arrows, titles, labeling, etc.) that can be included in the body of the report, except for the land-use concept plan, which will be provided at that scale and 1:2000.

Determination of other plans including sections, elevations and perspectives may be required, and are to be confirmed prior to plan commencement. The Fraser Mills NP also needs to be in a format consistent with the anticipated adoption of a consolidated Citywide Official Community Plan. Digital reproductions, compatible with City of Coquitlam systems, are also required.

4.2 Process

The NP should explain the planning process that was followed, including the parties responsible for preparation of various components and consultation with agencies, community residents, neighbouring land owners and tenants, and other interested parties, and how the process complied with the *Local Government Act*. The NP should describe those issues and concerns that arose in the planning process and indicate how these matters were addressed. The NP process will also need to provide evaluation criteria that will provide for input of various parties, and enable City Council to understand how trade-offs were made in the development of the NP.

4.3 OCP Conformance

The Fraser Mills NP should indicate how the planning and servicing concepts conform to the policies and principles of the OCP (and, in future, a consolidated Citywide OCP), including the Regional Context Statement. The overall intent is to create a complete community which protects natural features and environmentally sensitive areas, promotes resource efficiency, increases transportation choices, provide a mix of housing, and promotes community well being. These principles will need to be elaborated upon in the NP where specific policy areas (land use, transportation, servicing, and implementation) are discussed.

4.0 Neighbourhood Plan Format and Content cont'd/

4.4 Site Analysis

The NP must be based on a thorough analysis of existing contextual and site conditions taking into account the recommendations of other detailed investigations. These factors must be explained in sufficient detail so that the review and use of the completed NP will enable full understanding of the constraints and opportunities that have influenced plan preparation. The analysis will include appropriate mapping and explanation of:

- a) **location:** neighbourhood boundaries in relation to surrounding areas, other neighbourhoods, and influencing factors.
- b) **natural features:** topography including soil and geo-technical conditions, environmentally sensitive features, hazard features, major vegetation areas, streams, drainage courses and patterns, including sub-surface water for the site and the relationship to surrounding areas.
- c) **built features:** existing buried and above ground site and surrounding features such as pipelines, services, roads and accesses, significant structures, trails, and impervious cover.
- d) **ownership:** property boundaries, ownership, ownership patterns and areas.
- e) **zoning:** existing zoning and other municipal, provincial, or federal regulations affecting the neighbourhood.

4.5 Development Concept

The Development Concept should be in sufficient detail to provide relevant detail necessary to understand specific elements of the Fraser Mills NP. The NP should also indicate how conformance with OCP policies, principles, and guidelines is achieved. At a minimum, the Development Concept should include:

- a) **plan objectives:** an overall explanation of the design and development approach to land use, transportation, servicing, and implementation objectives for the neighbourhood, consistent with the OCP, is required.
- b) **land use:** the proposed land uses on the site, including location, exact types and densities are to be specified, including for residential, commercial, industrial, institutional (e.g., the BCIT satellite campus), parks and open space as well as for private indoor amenity space and public amenities such as the proposed museum /

4.0 Neighbourhood Plan Format and Content cont'd/

4.5 Development Concept cont'd/

art centre. The Beedie Group's commitment to an affordable housing component of approximately 10-15% of the total number of units, ranging from government subsidized low-income housing to entry-level market housing, must also be described, including location and how this component will be achieved.

The supporting market rationale must be provided for the commercial and industrial components of the development. The location and type of all public parks space (passive and active) and the planned trail system, must also be identified. The details of the public pier that has been proposed by The Beedie Group must be provided, including design, timing and the required approvals from others (e.g., FREMP and Interfor).

The NP must also show how uses on the site will be buffered from the noise, odour and other impacts generated by adjacent industrial development. This may include physical separation, but other mitigation measures may also be required.

- c) **development guidelines:** the Fraser Mills NP will be designated as a separate Development Permit Area and all the requirements of a Development Permit Area will apply (urban design elements such as view corridors, building placement and height, built form and character, transitions between uses, cultural and historic preservation, watershed protection, environmental setbacks; tree preservation; flood plain provisions; etc.). View and sight-line analyses and shadow impact studies must be undertaken for all towers proposed for the site. The Development Permit Area and accompanying guidelines will form part of the proposed OCP amendment when the NP is brought forward to Council for consideration.
- d) **statistical analysis:** a detailed statistical breakdown of land use areas by category is required. In the case of residential uses, it should include details of density and housing form. In the case of commercial, institutional and industrial uses, it should include minimum and maximum floor space areas. Employment generation, including the estimated number (part-time, full-time, FTE), type, and incomes are to be provided. Population and student generation statistics, projected total impervious area and parking calculations will also be required. The amount and type of private indoor amenity space proposed for use by residents of the Fraser Mills neighbourhood should also be specified.

4.0 Neighbourhood Plan Format and Content cont'd/

4.5 Development Concept cont'd/

- e) **transportation:** the identification and location of proposed transportation infrastructure (such as vehicles, transit, bicycles, and pedestrians, Transportation Demand Management, etc.) and an explanation of how it fits with overall area transportation concepts and plans for southeast Coquitlam and the City overall is required. This is to include identification of required transportation improvements, their estimated capital costs, timing, and proposed funding sources and cost sharing arrangements. It should also include planned pedestrian and bicycle linkages between the Fraser Mills site and the Maillardville neighbourhood, as has been proposed by The Beedie Group. The proposal by The Beedie Group to ensure public transit between the Fraser Mills site and other areas, including the Braid Street rapid transit station, if such service is not adequately provided by TransLink must be detailed.
- f) **servicing:** the identification and location of proposed public and franchise utility infrastructure (water, sewer, stormwater management, etc.) is required, along with an explanation of how it fits with overall watershed and area servicing concepts for southeast Coquitlam.
- g) **sustainability:** The Beedie Group's stated commitment to sustainability should include details on how a high level of sustainable development will be achieved on the site. This includes, for example, identification of ways in which energy consumption will be reduced, such as energy efficient building design and innovative low impact energy systems (e.g., geo-exchange). Innovative, leading edge strategies will be provided for dealing with sustainability challenges such as waste management, alternatives to private automobile use, provision of required community services on-site (e.g., day-care), and creating an inclusive community, including site and building accessibility.

4.6 Implementation

The Fraser Mills NP should describe those matters that are relevant to how and when the plan will be implemented, including:

- a) **staging:** the general staging pattern, including initial and subsequent development stages and outline what transportation, infrastructure, and community facilities will be required at specific times or thresholds.

4.0 Neighbourhood Plan Format and Content cont'd/

4.6 Implementation cont'd/

- b) **subdivision and rezoning:** any particular requirements that should be accounted for in the subdivision and rezoning process, including proposed CD zoning provisions, and explanation of approvals (by Coquitlam or other agencies) that are required before development can be commenced.
- c) **land acquisition:** a description of how and when public lands (parks, etc.) will be acquired.
- d) **development financing:** a framework on how development funding issues will be structured including off-site costs, DCC's, latecomer agreements, local improvement charges, and the acquisition of any necessary off-site rights of way or easements. Other costs or burdens on City of Coquitlam resources shall also be identified, including the potential need for a new Fire/Rescue station in the vicinity of the site.
- e) **monitoring and evaluation:** indicate how performance measures will be determined, monitored and evaluated against the stated goals, objectives and principles.

5.0 Additional Documentation

Other plan frameworks may be incorporated into the Fraser Mills NP as required during its preparation and in consultation with City staff.

The Fraser Mills NP should reflect further detailed analysis as necessary for each specific area of the neighbourhood. Additional investigations may be required on a case-by-case basis by the City of Coquitlam before proceeding in conjunction with the NP, and may include studies concerning geotechnical, hydrological, top of bank, etc. The NP should indicate consistency with the findings and recommendations of these reports.