

Westwood/Woodland Frequent Transit Development Area

RECOMMENDATION: (to be passed as separate motions)

1. That Council, having given consideration to *s.475 of the Local Government Act*, confirm the following public consultation information for the Official Community Plan amendment:
 - a) Letter dated September 18, 2019, sent to Westwood/Woodland area property owners advising of the September 17, 2019, Council resolution and,
 - b) Direction from Council and Committee of Council to proceed with drafting the bylaw amendments ; and
 - c) That Council give Official Community Plan Amendment Bylaw No. 4161 first two readings.
2. That Council give Zoning Amendment Bylaw No. 4162 first two readings.
3. That Council approve amending the Density Bonus Policy to provide for a payment of \$50 per square foot for all residential density in excess of the 1.5 Floor Area Ratio in an area designated for Frequent Transit Development.

PREVIOUS COUNCIL/COMMITTEE ACTION

September 17, 2019, Council made the following resolution:

That pursuant to *s.463 of the Local Government Act*, that staff be directed to bring forward area-specific amendments to the Zoning Bylaw for the 3500/3600 Westwood Street area to achieve the following intent:

- 1) that permitted uses within properties zoned Community Commercial be restricted to community commercial uses and the maximum height of a building be restricted to one storey, and;
- 2) that the number of dwelling units permitted for properties zoned Residential Single Family RS1 be restricted to one and the maximum height of a building be restricted to one storey;
unless the following conditions are met:
 - a) Provision of vehicle access between the street and the lane with a minimum width of 20m and in direct alignment with Anson Avenue;
 - b) A mix of community commercial and residential uses with a minimum building height of six storeys; and
 - c) If the floor area ratio exceeds 1.5, provision of a contribution in the amount of \$50 per square foot of additional floor area to City reserve funds for community amenities and social housing amenities.

May 11, 2017 Smart Growth Committee considered a report titled “Community Plan Update: Inclusion of Frequent Transit and Transportation Corridor Policies and Designations” and endorsed consideration of the Westwood/Woodland area as a Frequent Transit Development Area in the Official Community Plan updates process.

Westwood/Woodland Frequent Transit Development Area

REPORT SUMMARY

The proximity of the Lincoln Avenue Skytrain Station creates opportunity to focus transit-oriented growth and allow for higher residential densities along the northern stretch of Westwood Street. This report recommends that consideration be given to amending the Official Community Plan and the Zoning Bylaw to facilitate this change.

BACKGROUND

The Westwood/Woodland area is a triangle shaped area consists of 19 individual lots with a combined land area of approximately 6.3 acres. The area is bound by Woodland Drive to the east, Kitchener Avenue to the south, Westwood Street to the west and the boundary with the City of Coquitlam to the north. The area is located within walking distance to the Lincoln Skytrain Station, as shown on the map below, is relatively flat and primarily developed with older single residential homes. Three properties in the south portion of the triangle contain modest commercial buildings.

The Metro Vancouver Regional Growth Strategy suggests locations within 800m of a rapid transit rail station have the potential to be identified as a Frequent Transit Development Area. The Regional Growth Strategy defines Frequent Transit Development Areas as “priority locations to accommodate concentrated growth in higher density forms of development. They are located at appropriate locations along TransLink’s Frequent Transit Network. Frequent Transit Development Areas complement the network of Urban Centres, and are characterized by higher density residential, commercial and mixed uses, and may contain community, cultural and institutional uses.

Urban design for these areas promotes transit-oriented communities where transit, cycling and walking are the preferred modes of transportation.

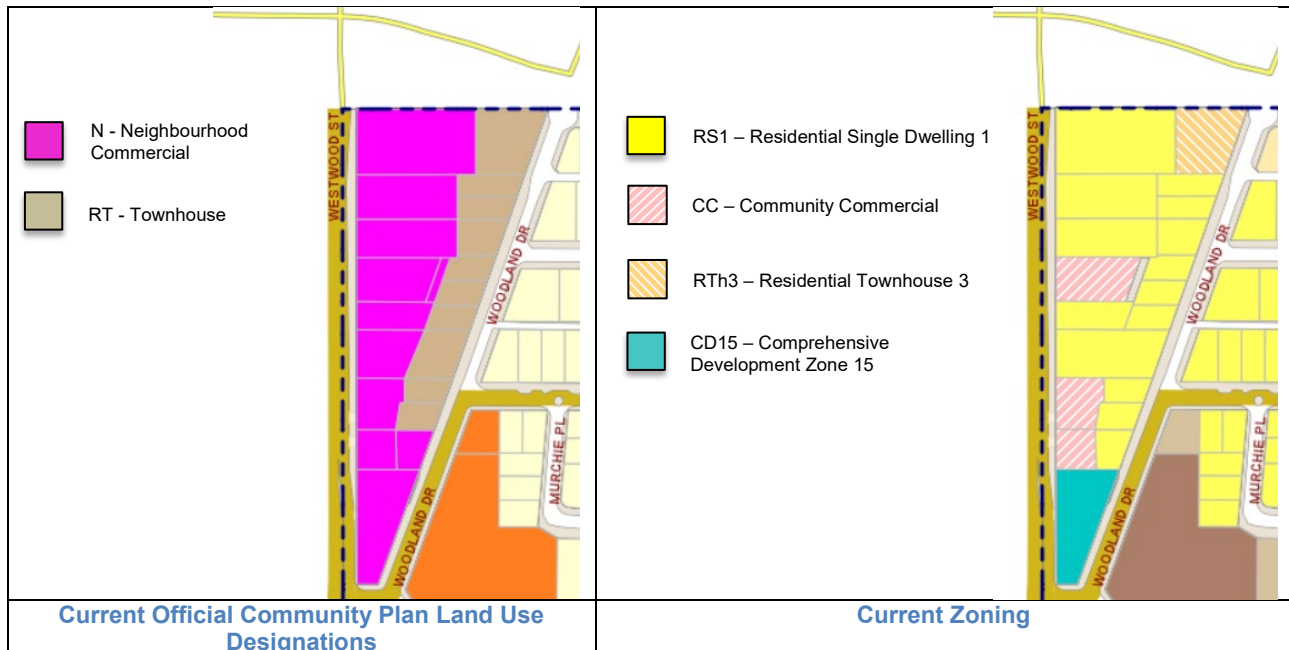


Westwood/Woodland Area

Westwood/Woodland Frequent Transit Development Area



400m Radius to Lincoln Station



The area is currently designated by the Official Community Plan (OCP) as N (Neighbourhood Commercial) along Westwood Street and RT (Townhouse) along Woodland Drive. The intent of the Neighbourhood Commercial OCP designation is to allow for commercial uses intended to serve

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the larger neighbourhood and include retail and office uses in a building up to four storeys with residential uses above the first storey. The Townhouse OCP designation is intended to allow for attached residential uses up to three storeys in height.

Current zoning is a mixture of mostly RS1 (Residential Single Dwelling 1) and a few CC (Community Commercial) zoned properties. 3685 Woodland Drive is zoned RTh3 (Residential Townhouse 3) and was developed with 9 townhouses in the mid-2000s and a property at 3540 Westwood Street is a Comprehensive Development zone (CD15) which permits limited commercial uses and a service station. The service station was decommissioned several years ago.

Following the arrival of the Evergreen Skytrain extension and construction of the Lincoln Avenue Station, the City identified an opportunity for the Westwood/Woodland area to be designated for transit oriented development in a future update to the Official Community Plan; the intent of this direction was to ensure that new development would be that of high density residential in keeping with the area's short walking distance to transit services. Council recently determined they wishes to see immediate changes to this areas zoning and OCP designation to ensure any new development in the area reflects the City's intent to see higher density, transit-oriented development in the area and to address traffic concerns.

DISCUSSION

Staff have prepared amendments to the Official Community Plan, the Zoning Bylaw and the Density Bonus Policy in order to implement Council's direction. In summary the changes include:

- Adding a new "Frequent Transit Development" land use designation in the Official Community Plan and amending the land use designation of the Westwood and Woodland area to this designation.
- Adding new policies to the OCP which specify the City's expectation for this area to include:
 - Consideration of transition and consolidation with adjacent lands and land uses through an area planning process and design of development, including consolidated vehicular access on Westwood Street aligned with the Anson Avenue intersection in Coquitlam.
 - A mix of commercial and multifamily residential uses; with the commercial use restricted to Westwood Street to ensure compatibility with residential development to the east.
 - Higher-density built form fronting Westwood Street, with a minimum overall height of 6 stories. This would allow for consideration of both mid-rise (woodframe) construction and high-rise (concrete) construction as appropriate to the context of the development, and provides for flexibility in building articulation.
 - Lower-density, ground oriented built form fronting Woodland Drive, to address the community's expectation for a modest form of multi-family development that is compatible with the existing single residential character of the community. This

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- would allow for consideration of built forms such as rowhomes or stacked townhomes.
- Provision of pedestrian and cycling friendly streets, amenities and connections through the area, to enhance neighbourhood connections to the Evergreen line, and
- Inclusion of housing type and tenure that will provide a public benefit, such as rental, non-market, family oriented or entry level ownership.
- An amendment to the City's Density Bonus policy to confirm a \$50 per square foot density bonus provision for all residential density in excess of the 1.5 FAR. This provides certainty to property owners about how the City expects to capture a portion of the increase in land value associated with a proposal to permit higher densities that which could be achieved by developing within the current neighbourhood commercial designation of the Official Community Plan. This bonus density amount is the same as that applied to RA1 (Residential Apartment 1) zoned properties.
- Amendments to the Zoning Bylaw to restrict the height of development within the existing zoning in the area to one story and one dwelling unit, in order to address issues of traffic management and the City's expectation for future development to be planned in an orderly, compatible manner in keeping with Council policies.

Staff do not recommend pursuing an amendment to the City's Regional Context Statement to formally designate this area as a regional Frequent Transit Development Area (FTDA) at this time. A comprehensive update to the both the City's Official Community Plan and Metro Vancouver's Regional Growth Strategy is underway and, through this process, staff will enter into dialogue with Metro Vancouver about the suitability of this area as a regional FTDA.

PUBLIC CONSULTATION

Letters were sent to property owners September 18th, 2019 advising of Council's resolution and inviting input. Staff have heard from four property owners seeking clarification of the resolution and wanting to discuss future potential of their lands and have discussed the proposed changes with a number of realtors and interested investors/developers.


Staff also met with City of Coquitlam staff to discuss land use planning for the area. Amendment of the Official Community Plan and the Zoning Bylaw requires an advertised Public Hearing and all owners of properties within the area would be informed of the Hearing. The City of Coquitlam will also be formally advised of the proposed change and their input sought.

FINANCIAL IMPLICATIONS

None

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OPTIONS (✓ = Staff Recommendation)

	#	Description
	1	Give first two readings to amending bylaws for the Official Community Plan and the Zoning Bylaw.
	2	Delay first two readings and request staff to provide additional information
	3	Take no action (deny first two readings of the bylaws).

ATTACHMENTS

Attachment 1: September 18, 2019 letter to Westwood/Woodland property owners

Lead author(s): Jennifer Little and Bryan Sherrell

September 18, 2019

Dear Property Owner:

This letter informs you that the Council of the City of Port Coquitlam has directed staff to bring forward an amendment to the Zoning Bylaw for the Westwood/Woodland area. Please refer to the attached copy of the resolution adopted by Council at its meeting held September 17, 2019.

The City identified an opportunity for the Westwood/Woodland area to be designated as a Frequent Transit Development Area in a future update to the Official Community Plan following the arrival of the Evergreen Skytrain extension and construction of the Lincoln Avenue Station. In April 2012, the City sent letters to properties in the 3500/3600 block of Westwood Street and Woodland Drive to inform owners and residents that the City was considering undertaking a study of this area to evaluate this potential land use change. On May 11, 2017 the City determined that the Westwood/Woodland area should be considered for transit-oriented development as described in the attached report. The intent of this designation is to ensure that new development would be that of high density residential in keeping with the area's short walking distance to transit services. The resolution adopted by Council on September 17th is intended to implement this direction by providing clear direction and certainty to owners, residents, potential purchaser and developers of the City's expectations for development.

On September 17th, 2019 Committee of Council also approved a development permit for the vacant property located at 3646 Westwood Street that regulates the design of a four-storey building with commercial uses on the ground floor. This permit issuance is in keeping with the area's current Neighbourhood Commercial land use designation and the development permit objectives and guidelines set in the Official Community Plan. This proposal conforms to a site-specific community commercial zoning that applies to the site. If you wish to know more about this proposal, the report considered by Committee may be viewed on the City's website at <https://www.portcoquitlam.ca/wp-content/uploads/2019/09/2019-09-17-COC-Regular-Agenda-w-pg.pdf>.

S.463 of the *Local Government Act* allows for a city's Council to direct staff that it wishes to amend Zoning Bylaw to ensure that future development within an area would be in accordance with those land uses it considers to be appropriate. Council adopted the attached resolution following its consideration of the development permit application for 3646 Westwood Street as it brought to Council's attention the situation that the existing zoning does not reflect the City's intent to see higher density, transit-oriented development in the area.

Pursuant to Council's direction, staff will be drafting an amendment to the Official Community Plan to designate the Westwood/Woodland area as a Frequent Transit Development Area and set land use polices intended to achieve higher density redevelopment, promote consolidation of properties within the area and address traffic concerns. Staff will also be drafting an amendment to the Zoning Bylaw that will specifically apply to the area. These proposed

amendments would address concerns about access to properties within the area by requiring provision for access to properties to be in direct alignment with Anson Avenue in the City of Coquitlam. The amendments would also provide certainty to property owners about how the City expects to capture a portion of the increase in land value associated with rezoning to permit a higher density by setting a defined amount of \$50 per square foot of floor area that is additional to that which could be achieved by developing within the current neighbourhood commercial designation of the Official Community Plan, or the bonus density. This bonus density amount is the same as that applied to RA1 (Residential Apartment 1) zoned properties.

Staff anticipate bringing forward the OCP and zoning amendments to Committee of Council for its consideration in an open meeting this fall. If Committee determines it wishes to recommend to Council that the bylaw amendments as drafted be approved, then Council would be asked to proceed with the bylaw amendments. Council would hold an advertised Public Hearing and all owners of properties within the area would be informed of the Hearing. The City will also be informing the City of Coquitlam of the proposed change and seeking their input.

We would be happy to discuss Council's direction and the proposed amendments with you. Please contact Bryan Sherrell at sherrelb@portcoquitlam.ca or me at richardl@portcoquitlam.ca or give us a call at 604-927-5442.

Sincerely,

Laura Lee Richard
Director of Development Services

Attachments:

1. Westwood Woodland Area and Designations
2. Resolution adopted by Council September 17, 2019
3. Report considered by Smart Growth Committee May 11, 2017

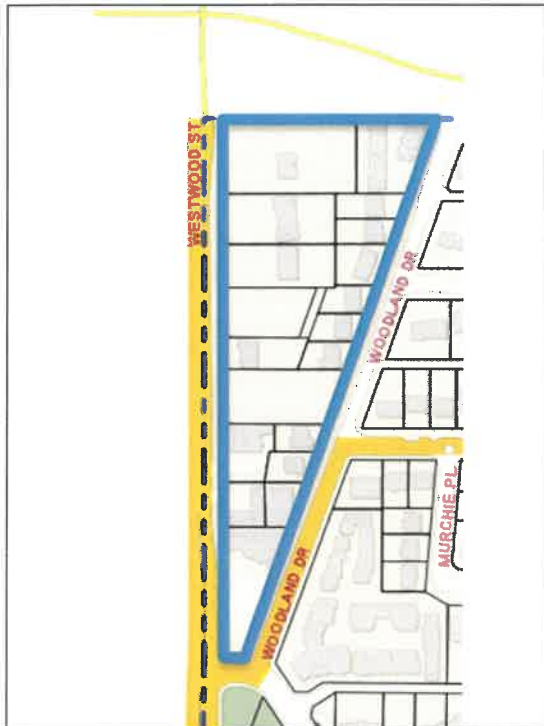


Figure 1: Westwood/Woodland Area (outlined in blue)



Figure 2: Aerial (Boundary between Coquitlam and Port Coquitlam shown by the dashed line)

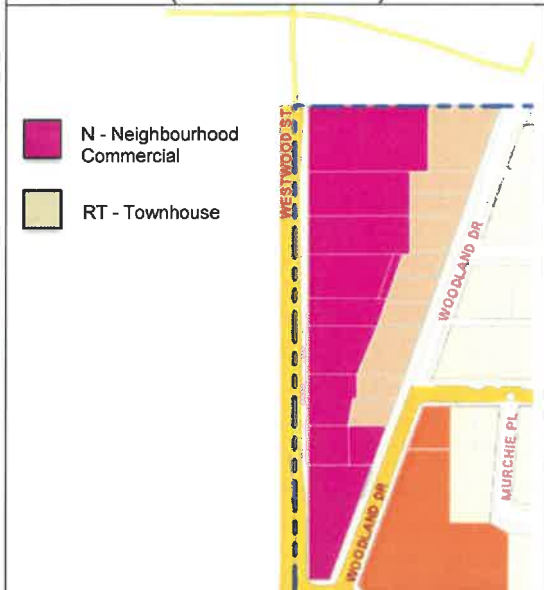


Figure 3: Current Official Community Plan Land Use Designations

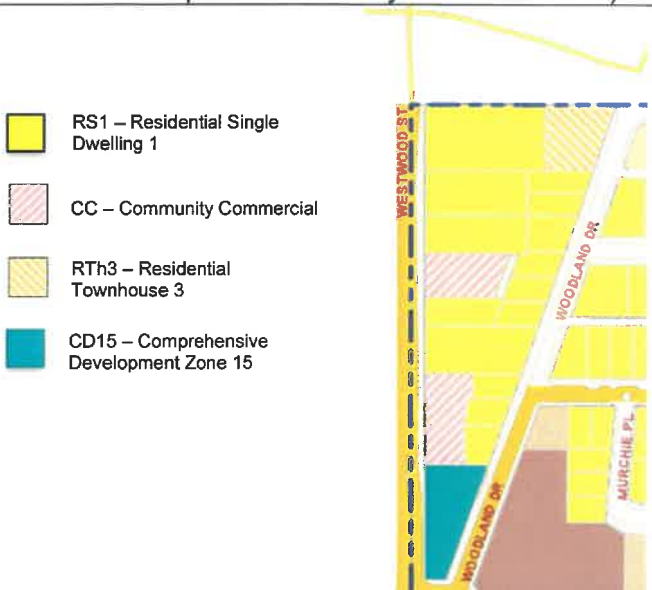


Figure 4: Current Zoning

Excerpt of the September 17, 2019 Council Minutes

Moved – Seconded:

That pursuant to s.463 of the Local Government Act, that staff be directed to bring forward area-specific amendments to the Zoning Bylaw for the 3500/3600 Westwood Street area to achieve the following intent:

- (1) that permitted uses within properties zoned Community Commercial be restricted to community commercial uses and the maximum height of a building be restricted to one storey, and;*
- (2) that the number of dwelling units permitted for properties zoned Residential Single Family RS1 be restricted to one and the maximum height of a building be restricted to one storey*
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 - 3. If the floor area ratio exceeds 1.5, provision of a contribution in the amount of \$50 per square foot of additional floor area to City reserve funds for community amenities and social housing amenities.*

Carried



Report to Committee

DATE: May 4, 2017

TO: Smart Growth Committee (SGC)

FROM: Laura Lee Richard, Director of Development Services

SUBJECT: **Official Community Plan Update: Inclusion of Frequent Transit and Transportation Corridor Policies and Designations**

EXECUTIVE SUMMARY

One of the key elements of the OCP update is to identify where land use policies and designations should be changed due to changing modes of transportation and levels of service. Three areas have been identified where change is warranted: the Lougheed Corridor, the Westwood/Woodland area, and lands used for rail transportation purposes.

The Westwood/Woodland area is proposed to be designated as a Frequent Transit Development Area in the OCP. This area is within walking distance of the new Lincoln Station on the Evergreen extension. The designation would require that any new development be within the context of an area plan and would provide for a pedestrian-oriented development and consideration of a higher density than that contemplated by existing policy.

The current policy for the Lougheed Corridor area promotes uses which have a regional orientation and rely on high volumes of traffic, leading to the development of shopping centres and large format retail uses with large surface parking lots and automobile servicing uses. With the impending introduction of a rapid bus service along the Corridor, there is an opportunity to incorporate uses having a transit-orientation in their design. Therefore, a new land use policy is proposed to allow for areas located at rapid bus stations within this corridor to redevelop as transit-oriented development nodes offering a mix of uses, including higher density residential uses. Guidelines for rezoning applications at these nodes are also proposed to require that projects meet community housing needs, enhance the streetscape and connectivity, and are designed to mitigate the impacts of proximity to major transportation routes (Lougheed Highway and the CP Rail line).

It is important that the OCP update recognize the importance of lands used for rail transportation purposes. It is proposed that a new land use designation, Transportation, be included in the OCP and that lands used for this purpose be included within this designation.

RECOMMENDATION

That the Official Community Plan update include designation of the Westwood/Woodland area as a Frequent Transit Development Area, policies to permit and guide transit-oriented development of nodes at rapid bus stop locations along the Lougheed Highway, and application of a Transportation Corridor land use designation for the rail yards south of Lougheed Highway.

1. BACKGROUND

1.1 Regional Context

The Regional Context Statement included in the Official Community Plan (OCP) requires consideration be given to including lands within Frequent Transit Development Areas (FTDAs) as part of the OCP update. This requirement originates in Metro Vancouver's regional growth strategy, *Metro Vancouver 2040: Shaping Our Future*, which looks to the identification of FTDAs as a mechanism to encourage concentrated growth in appropriate areas along TransLink's Frequent Transit Network, and the City's response to this strategy in adopting its Regional Context Statement.

FTDAs are intended to complement the network of Urban Centres by providing for higher densities of residential, commercial and mixed use along with community and institutional uses. Municipalities are encouraged to identify FTDAs as a parcel-based overlay within their Regional Context Statements, and to include supportive policies and land use designations to encourage the creation of transit-oriented development on the designated properties.

The Regional Growth Strategy defines locations within 400m of TransLink's Frequent Transit Network (FTN) and 800m of a rapid transit rail station as having the potential to be identified as an FTDA. To date, only a handful of communities within the Region have designated FTDAs: locally, Coquitlam has designated Burquitlam and Port Moody has designated part of Moody Center.

1.2 Transportation Planning

TransLink identifies Lincoln Avenue at Pinetree Way as a Millennium Line rapid rail transit stop within the current FTN map, resulting in the surrounding area being identified as appropriate for consideration as an FTDA. It also identifies Lougheed Highway between Coquitlam Centre and Maple Ridge area as an appropriate area for such consideration in the future when transit improvements are in place. In 2016, TransLink launched a 10-year investment plan and Phase One of this plan provides for delivery of B-line or better (such as bus rapid transit) service along Lougheed Corridor by 2019. The service is intended to enhance connections to the Evergreen extension of the Millennium SkyTrain line. TransLink has advised it will be initiating a study this year to identify the location of bus stops. Stops will typically be 500m to 1.5km apart and criteria for stop locations is expected to include key intersections, proximity to trip-generating uses, and connections to other transit routes.

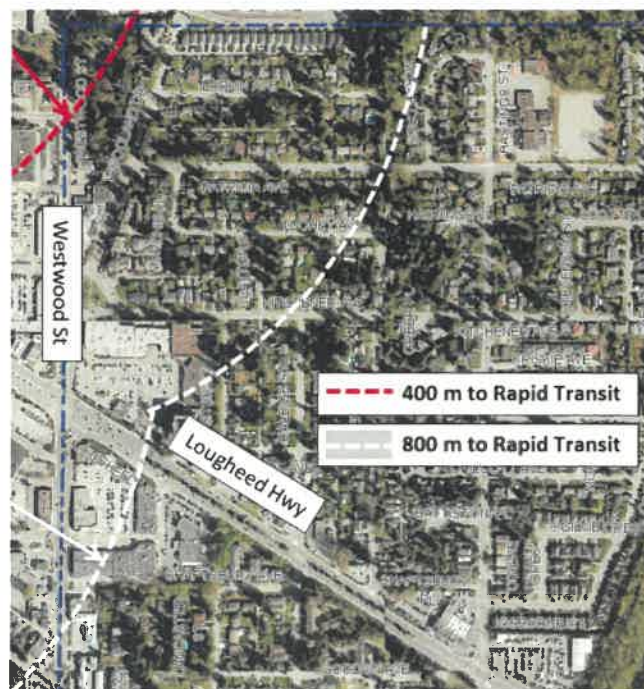
1.3 Port Coquitlam Context

The City's OCP generally encourages automobile-oriented commercial uses which serve a

regional population to be located along the Lougheed Corridor. It supports the regional concept for Urban Centres and transit-oriented development by encouraging mixed-use commercial and residential development along Westwood Street in proximity to the Coquitlam Town Centre. In addition, it recognizes the importance of the CP Rail lands and promotes retention of these lands for regional transportation purposes.

The City's Master Transportation Plan (MTP) recognises the importance of Lougheed Highway as a high traffic corridor, as it carries approximately 30,000 vehicles on a daily basis. The Highway is designated as part of TransLink's Major Road Network in recognition that it serves both a critical local link and function within the regional network. There are several bus routes along the Lougheed Highway providing regional connections as well as connections to and from Port Coquitlam's downtown and the Dominion Triangle. The MTP recommends consideration of road widening as part of the implementation of a rapid bus service with transit priority. The corner of Westwood Street and Lougheed Highway is just within 800 meters of the Coquitlam Central Station.

Figure 1: Proximity of areas in the City of Port Coquitlam to Rapid Transit Stations



2. PLANNING DIRECTIONS

2.1 Westwood/Woodland Area: This area is largely characterized by low-density commercial developments, and older single family homes despite the policy in the OCP supporting transit-oriented development and land uses. The current land use designation and policies for this area provides for smaller scale (3-4 storey) commercial/residential uses along Westwood Street and townhouse uses along Woodland Drive.

Figure 2: Westwood/Woodland Area



With its proximity to the Lincoln Station and Coquitlam City Centre, there is potential to focus transit-oriented growth and allow for higher residential densities along the northern stretch of Westwood Street. Building forms could include mid- to high-rise developments, depending on market and site context. Recognizing that low density residential uses between Woodland Drive and the Coquitlam River are likely to remain for the foreseeable future, high density development within the Westwood/Woodland area should be required to achieve a lower profile facing Woodland Drive and limit vehicular access to Westwood Street. An overall development plan for the area is needed to ensure appropriate access and guidelines for the form and character of higher density development. With abundant retail and office space in close proximity in the City of Coquitlam, consideration can also be given to determining if commercial uses are appropriate through a detailed planning process.

This report recommends that consideration be given to designating the Westwood/Woodland triangle as an FTDA in the updated OCP. This change would confirm the policy to support increased density in close proximity to a rapid transit station. In addition, the OCP update should include additional policies to require that any rezoning for development within this area be undertaken within the context of a Westwood/Woodland area plan, a plan that would be a requirement of any developer proposing to rezone lands within the area.

Proposed guidelines for development include:

- adequate access is provided to properties within and around the proposed development, focused on Westwood Street;
- designs and densities are sensitive to surrounding context including both Port Coquitlam and Coquitlam areas;
- pedestrian-oriented elements are incorporated;
- commercial uses will only be required if there is a demonstrated need.

2.2 Lougheed Corridor: There are a variety of commercial districts along Lougheed Highway which vary in their history of development, parcel sizes, surrounding land uses and vehicular access. Land uses along the corridor are generally in keeping with the current OCP direction to promote highway-oriented developments including auto dealerships and service centres, strip malls, drive-through restaurants and a hotel with surface parking. Sites next to both the Westwood Street intersections and Shaughnessy Street/Oxford Street area have developed with shopping centres having large surface parking lots; mixed residential/commercial developments have also been developed north of the highway at Shaughnessy Street and a larger new mixed-use development is about to start construction between Suffolk Avenue and the Lougheed Highway.

Figure 3: Lougheed Corridor



The Dominion Triangle area has developed as a regional commercial destination on the north side of the Lougheed Highway corridor at the eastern boundary of Port Coquitlam. It includes a collection of large format commercial buildings in both the older Ottawa Street area and newer Fremont Village area, along with several smaller strip malls with neighbourhood and community commercial uses. Two residential buildings within the Fremont Village commercial centre are now starting to be constructed after it was determined that high rise, high density residential development would not be feasible.

With the future selection of bus stops for frequent transit, some areas within the stretch of Lougheed Highway between Westwood and Oxford Street have the potential to be developed for transit-supportive and transit-oriented uses. For example, a large shopping centre could be redeveloped to include a mix of uses including higher density residential uses if the site is within walking distance of a rapid bus stop. It is proposed that the OCP update identify this section of the Lougheed Corridor to have potential as an FTDA in areas within 400 meters of a rapid bus stop. This proposal would signal a change in policy to allow for the corridor to transition to more intense residential and compatible commercial land uses. It is not possible to pre-determine the FTDA because this designation is parcel-based and would be subject to confirmation from TransLink of the rapid bus stop locations. In addition, it is proposed that the underlying OCP land use designations be amended to support applications for rezoning to allow for transit-oriented development without the need for an OCP amendment.

The following policies are proposed to be included in the OCP update to guide applications for rezoning in areas near rapid transit stops, once the stop locations are known:

- (1) a defined public benefit to meet housing needs, such as secured rental, special needs and family-oriented units;
- (2) an enhanced pedestrian- and cycling-oriented streetscape including wider sidewalks, lighting, and street trees as well as infrastructure such as bus shelters, cycling facilities and crosswalks to promote connectivity between the development site and the transit stop;
- (3) the design mitigates the impact of the highway location including noise and pollution mitigation features.

Most sites within the stretch of the Lougheed Corridor between Oxford Street and the Dominion Triangle are significantly impacted by access constraints, noise and reduced visibility if next to the Coast Meridian Overpass. Retention of the current highway-oriented policy is proposed for this corridor.

The Dominion Triangle area has been planned as a highway-oriented regional destination accommodating large format (“big-box”) developments and, in the Fremont Village portion, a “lifestyle” retail centre to be complemented by higher-density residential uses. In accordance with this direction, the parcel sizes and building designs accommodate substantial traffic volumes and include expansive parking lots. This area’s development remains in process and continued development in keeping with the vision for this area is foreseen. No changes in policy are proposed.

2.3 Rail Lands: The lands currently used by CP Rail for rail transportation purposes are expected to be required to serve a transportation function over the long term. The goods movement and transportation functions provide a significant contribution to the local economy, and the West Coast Express offers a highly valuable transit option to the region. To confirm that this area is intended to be used for transportation purposes, it is proposed that a new land use designation, Transportation Corridor be applied to the area in the updated OCP.

3. CONSULTATION

The proposed changes in land use policy outlined in this report will guide future development of areas impacted by changes in transportation services. It is proposed that discussion of these changes be included when we are reviewing the consolidated changes for the OCP Update as they will be of interest to the larger community.

OPTIONS

SGC may resolve to:

1. Endorse including the proposed land use directions for the Westwood/Woodland area, Lougheed Highway corridor and rail lands as part of the broader OCP update consultation to be undertaken later this year (*recommended*);

May 4, 2017

Proposed Frequent Transit and Transportation Corridor Policies & Designations

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2. Direct staff to undertake detailed consultation specifically on these proposals with property owners, businesses stakeholders and the community prior to their inclusion in the updated OCP;
3. Request further information prior to making a decision.

Laura Lee Richard

Director of Development Services