

TO: His Worship Mayor Michael Morden
and Members of Council
FROM: Chief Administrative Officer
SUBJECT: First Reading
Official Community Plan Amending Bylaw No. 7781-2021
Lougheed Transit Corridor Area Plan and Development Permit Guidelines

MEETING DATE: December 7, 2021
FILE NO: 2019-032-CP
MEETING: C o W

EXECUTIVE SUMMARY:

Council endorsed the Lougheed Transit Corridor Concept Plan on November 10, 2020, with the following Council resolution:

That the Lougheed Transit Corridor Concept Plan, as presented in the November 10, 2020 report, as Appendix A, be endorsed.

Over the past year, the endorsed concept plan has provided guidance to in-stream development applications and development inquiries. The purpose of this report is to introduce Official Community Plan Amending Bylaw No. 7781-2021, which includes three modified sections in the Official Community Plan (OCP):

- Chapter 10 will be expanded to include the Lougheed Transit Corridor Area Plan (LTCAP);
- Chapter 8 will be expanded to include the Lougheed Transit Corridor Development Permit Guidelines; and
- Chapter 6 will be updated to reflect the Commercial land use implications.

It is recommended that first reading be granted to OCP Amending Bylaw No. 7781-2021. Following first reading, the Lougheed Transit Corridor Area Plan and Development Permit Guidelines will be circulated to external stakeholders for referral comments.

In response to both the proposed future addition of Light Rapid Transit, or Bus Rapid Transit, included in TransLink's draft *Transport 2050* plan and the anticipated identification of the Lougheed Transit Corridor as a Frequent Transit Development Area in the forthcoming Regional Growth Strategy it is also recommended that Council direct staff to work in partnership with the Ministry of Transportation and Infrastructure, TransLink, and the City of Pitt Meadows to undertake a Lougheed Highway study that will determine the ultimate road design and road width to accommodate a new dedicated transit lane.

RECOMMENDATIONS:

1. That in respect of Section 475 of the Local Government Act, requirement for consultation during the development or amendment of an Official Community Plan, Council must consider whether consultation is required with specifically:
 - i. The Board of the Regional District in which the area covered by the plan is located, in the case of a Municipal Official Community Plan;
 - 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. Boards of Education, Greater Boards and Improvement District Boards, and
- vi. The Provincial and Federal Governments and their agencies; and

In that regard it is recommended that additional consultation be required in respect to this matter, as outlined in Section 6 'Next Steps' of the staff report titled "Lougheed Transit Corridor Area Plan and Development Permit Guidelines", dated December 7, 2021; and early posting of the proposed Official Community Plan amendments on the City's website, together with an invitation to the public to comment;

2. That Official Community Plan Amending Bylaw No. 7781-2021 be given first reading;
3. That staff work in partnership with the Ministry of Transportation and Infrastructure, TransLink, and the City of Pitt Meadows to undertake a Lougheed Highway study that will determine the ultimate road design and road width to accommodate a dedicated transit lane; and further
4. That staff proceed with a land use review of properties adjacent to the Lougheed Transit Corridor Area Plan to ensure appropriate transitional land uses.

1.0 CONTEXT:

The Lougheed Transit Corridor Study was initiated in September 2018 with an aim to review existing Official Community Plan (OCP) designations and policies for this area and create a more detailed land use plan to guide future development. The timing of this study coincided with the TransLink announcement that a new rapid bus (R3) service would commence along Lougheed in the near future. The R3 bus route commenced in January 2020.

A draft Lougheed Transit Corridor Concept Plan was presented at the December 3, 2019 Workshop meeting, wherein Council provided feedback. Following a final open house event in September 2020, Council endorsed the concept plan on November 10, 2020 with the following resolution:

That the Lougheed Transit Corridor Concept Plan, as presented in the November 10, 2020 report, as Appendix A, be endorsed.

The endorsement of the concept plan completed the land use planning study. The Lougheed Transit Corridor Concept Plan is currently providing guidance on the desired development form and land use in the area. There are currently nine in-stream development applications in the Area Plan, with a total of 677 proposed new residential units. The next step, which is to formalize the concept plan into an OCP area plan, is the subject of this report.

Over the course of the area planning process, an update to the City's Strategic Transportation Plan began. Preliminary findings from the Strategic Transportation Plan update indicate that while 68% of trips are within Maple Ridge, a large portion of all trips (30%) are leaving to locations west of the city, requiring travel through west Maple Ridge. Data also suggests that congestion is increasing, with more car trips and limited travel occurring with active modes relative to other municipalities in the region. The update of the Strategic Transportation Plan, coupled with TransLink's preparation of *Transport 2050* have each highlighted the need for more analysis on the future for Lougheed Highway. Further study of Lougheed Highway is intended to support development along the corridor and would provide guidance on required road dedication for all modes of transportation.

2.0 DISCUSSION:

2.1 Lougheed Transit Corridor Area Plan Overview

The Lougheed Transit Corridor Area Plan (LTCAP) is a long-term planning document that will help guide urban form, investment and changes to infrastructure within the major transportation corridor of west Maple Ridge over the next thirty years. The plan reimagines Lougheed Highway's suburban landscape as a reinvigorated area anchored by two nodes centered on rapid transit stations – at Laity Street and at 203 Street along Lougheed Highway.

Key aspects of the Area Plan include:

- Introduction of mixed-use buildings at transit nodes;
- Land allocation for employment uses, such as light industrial, business park, warehousing and distribution to boost local job space;
- Focus on multi-storey buildings, with minimums of two or four storeys depending on land use;
- Improved connectivity, safety and amenities for transit users, pedestrians and cyclists;
- Central greenway to offer 'All Ages and Abilities' facilities; and
- New park spaces.

Several housing forms are encouraged through the Area Plan to provide a variety of choice for residents. An increase in residential density is being introduced into this area to help build ridership for the R3 Rapid Bus route and also to help create a local customer base for the "Complete Street" retail/service units. Six guiding principles were developed from the input received through the public consultation process and have set the foundation for creating the area plan. The guiding principles are:

1. Rapid transit stops are mixed-used employment hubs;
2. Mobility choice is enhanced;
3. New built environment is designed at a human scale;
4. Neighbourhoods are safe, diverse and inclusive;
5. Housing for the needs of the many; and
6. Green spaces connect people and nature.

2.2 Lougheed Transit Corridor Land Use Designations

The Area Plan land uses support the introduction of mixed-use development in the Area Plan and a broad range of employment uses. The Lougheed Transit Corridor Area Plan creates five new land use designations that are unique to the Area Plan, as follows:

- Local Residential Infill;
- Intensive Attached Residential Infill;
- Transit Corridor Multi-Family;
- Commercial Mixed-Use; and
- Flexible Employment.

Since Council's endorsement of the concept plan in November 2020, some land use designation changes have been made to the final land use map contained in the area plan and the locations are shown in Figure 1 below. The nature of the changes is generally from a moderate density of duplexes, triplexes, and rowhomes (*Intensive Attached Residential*) to more intensive residential forms of townhouses, fourplexes and apartments (*Transit Corridor Multi-Family*) in specific locations along Major Corridors and the Off-Lougheed Greenway, which will help minimize the number of driveway access points along cycling routes (location 3, 4 and 6 in Figure 1 and Table 1).

These designation changes also include some mapping errors (location 2 and 5 in Figure 1 and Table 1) for existing *Institutional* land uses, and from *Flexible Employment* to *Commercial Mixed-Use* at the western gateway to support more interactive land uses at this location (location 1 in Figure 1 and Table 1). It is noted that the land use change at location 1 to *Commercial Mixed-Use* is based on pre-application discussions with a developer that includes commercial at-grade, office use above and four storeys of multi-family residential use. A rezoning application is expected in the coming months.

Figure 1: Proposed Land Use Changes Following Endorsed Concept Plan

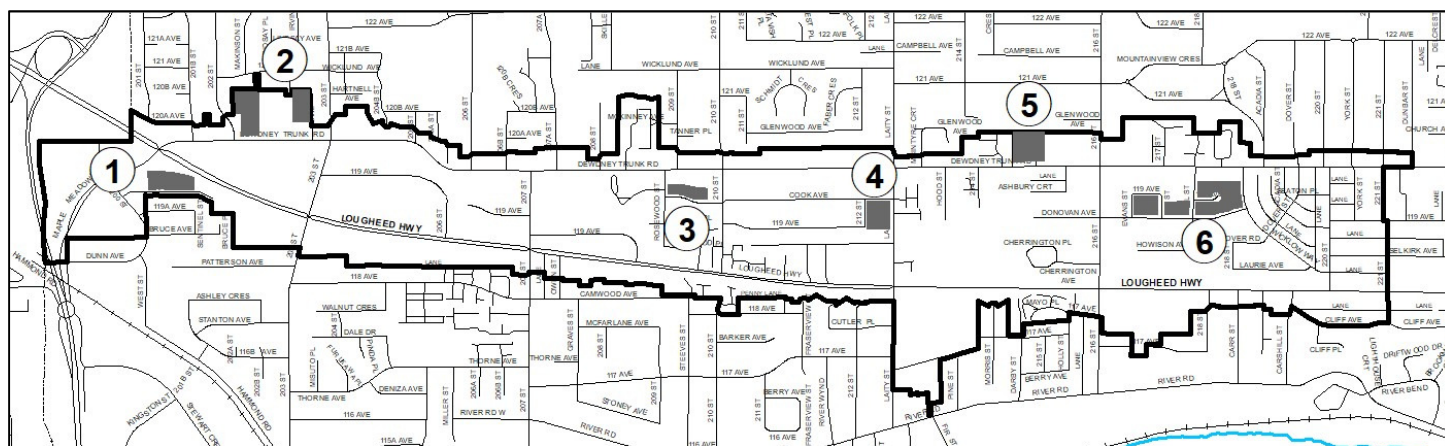


Table 1: Proposed Land Use Changes Identified in Figure 1 Above

Land Use Shown in Endorsed Concept Plan	Proposed Land Use for Area Plan
1. Flexible Employment	Commercial Mixed-Use
2 Transit Corridor Multi- Family	Institutional
3 Local Residential Infill	Transit Corridor Multi-Family
4 Intensive Attached Residential Infill	Transit Corridor Multi-Family
5 Institutional	Transit Corridor Multi-Family, Institutional
6 Local Residential Infill	Transit Corridor Multi-Family

2.2.1 2021-341-RZ, 22100 Lougheed Highway (south block):

Application 2021-341-RZ is for a six-storey apartment building in the south-west corner of the Town Centre Area Plan. Lands directly south of the project on Cliff Avenue are designated *Single-Family Residential*. Recently, Council has commented about the impact of the proposed apartment form and density in regards to an in-stream rezoning application adjacent to the Lougheed Transit Corridor Area.

It is proposed that a review of the *Single-Family Residential* designation for properties in the Town Centre that about the Lougheed Transit Corridor Plan (see Appendix B), be undertaken to look at allowing a higher form of density, such as townhouse or apartment use, that better aligns with the adjacent uses shown in the Lougheed Transit Corridor Area Plan. Staff recommend that a review of the lands identified in Appendix B be undertaken, under recommendation number four of this report.

Alternatively, staff could be directed to prepare an OCP amending bylaw for first reading to re-designate the *Single-Family Residential* land use to *Ground-Oriented Multi-Family* or *Low-Rise Apartment*, without any further analysis or consultation.

2.3 Lougheed Transit Corridor Objectives and Policies

Objectives for each guiding principle were developed to help determine how the area will evolve over time and to inform the creation of land use designations for the area plan (see Appendix A, Schedule 2, page 195). Each objective has a number of supporting policies identified. The area plan objectives and policies are organized into three topic areas:

- land use;
- transportation and connectivity; and
- public realm.

The land use policies are intended to shape and transform the area with higher density residential and employment uses throughout the Lougheed Transit Corridor. A hierarchy of building forms is outlined, with policies to indicate appropriate lot size, density, setbacks, and land use mix dependent on the proximity to a transit station, road classification, and interface with lands beyond the area plan. The implementation of these policies will ensure an urban form of redevelopment, which creates compact communities. The land use policies reflect the appropriateness of rental and affordable housing units in proximity to transit as a consideration in equity planning.

The transportation, connectivity and green space policies address the multi-modal transportation considerations in the area plan. These policies speak to creating a linear greenway, which will be designed as an 'All Ages and Abilities' route connecting to downtown Maple Ridge as well as north-south bike routes. Policies also include parking, transportation demand management, supporting increased transit use and safe routes for walking and cycling.

Public realm policies provide a framework for creating inviting and vibrant spaces for people, through architecture, road design, culture and park amenities.

2.4 Lougheed Transit Corridor Area Plan Maps

The Lougheed Transit Corridor Area Plan contains three new maps to support the written policies (see Appendix A, Schedule 2, page 221):

- Land Use Map: Identifying the locations of land uses that are specific to the area plan.
- Off-Lougheed Greenway, Parks & Open Space Map: Focuses on the east-west greenway road alignment with park and conservation land locations.
- Road Pattern & Connectivity Map: Shows locations of desired new road connections, pedestrian walkways and laneways.

2.5 Lougheed Transit Corridor Development Permit Guidelines

As part of the preparation of an area plan, Development Permit Guidelines have also been created for the Lougheed Transit Corridor to shape the form and character of new development. The Development Permit Guidelines are organized into sections to address each residential and commercial land use, and provide guidance on design considerations such as building design, signage and lighting, as well as access and parking. The Development Permit Guidelines support the creation of vibrant, urban spaces integrated with rapid transit service. The use of diagrams and photos provide examples of desired development.

2.6 OCP Amendments:

The Lougheed Transit Corridor Area Plan and the Lougheed Transit Corridor Development Permit Area Guidelines will form two new sections in the OCP (see Appendix A). Additionally, two changes are required in Chapter 6 Employment. As the transit nodes identified in the Area Plan will become focal locations for jobs, services, and retail, they will replace the existing Community Commercial Node located at 216 Street and Dewdney Trunk. Additionally, commercial land in the Area Plan will no longer be identified as *General Commercial*, and will follow new commercial Area Plan policies. These changes require revisions to policies 6-23 and 6-27, and are included in Appendix A. It is noted that the Area Plan's identification of higher residential opportunities will in turn support greater demand for retail, service and employment uses, resulting in the creation of more complete communities.

3.0 STRATEGIC ALIGNMENT:

Implementing strategic plans related to local infrastructure and the economy, including area plans, is a Council priority as established under its Growth pillar of the 2019-2022 City of Maple Ridge Strategic Plan.

4.0 INTERGOVERNMENTAL IMPLICATIONS:

Since the kick-off of the Lougheed Transit Corridor Study in 2018, significant progress has been made at the regional level through Metro Vancouver's Regional Growth Strategy update (*Metro 2050*) and TransLink's *Transport 2050* work. Both of these documents have implications for local government planning, including regional growth policy, long term transit investment planning, and addressing climate change. Additionally, the COVID-19 pandemic and local real-estate conditions have accelerated trends in consumer choice and lifestyle more generally.

4.1 Metro Vancouver Implications:

Maple Ridge's land use planning work in the Lougheed Corridor has been informed by a regional study of the segment of Lougheed Highway, from Coquitlam Central Station to Maple Ridge's Town Centre, undertaken by Metro Vancouver in 2018. This transit corridor study provided baseline research and identified a number of metrics that will be tracked and reported over time to better understand the impact of transit-oriented community policies.

Metro Vancouver recently completed a draft of the updated Regional Growth Strategy, *Metro 2050*, which is intended to be presented to the regional board in 2022. An important part of the growth network of regional urban centres, outlined in *Metro 2050*, is Frequent Transit Development Area (FTDAs). The draft Metro 2050 RGS states:

"FTDAs are intended to be additional priority locations to accommodate concentrated growth in higher density forms of development. They are identified by member jurisdictions and located at appropriate locations within the Major Transit Growth corridors. FTDAs complement the network of Urban Centres, and are characterized by higher density forms of residential, commercial, and mixed uses, and may contain community, cultural and institutional uses."

The Lougheed Transit Corridor Area Plan meets the criteria to be considered as a FTDA. It is proposed that Maple Ridge pursue the identification of an FTDA area in the Lougheed Transit Corridor Area Plan (through preparation of a Regional Context Statement, as required by the *Local Government Act*), following adoption and acceptance of the revised Regional Growth Strategy, anticipated next year.

Identification of a FTDA area will signal Maple Ridge's desire for frequent, fast, and reliable transit along Lougheed Highway, and support for transit-oriented development that includes employment and residential densification. As transit ridership grows in the area, greater transit investment for improved service will be warranted.

4.2 Transport 2050:

TransLink is in the process of preparing the Regional Transportation Strategy, *Transport 2050*, which is anticipated to be brought to the TransLink Board and Mayor's Council in early 2022 for adoption. *Transport 2050* will contain a Major Roads Network and a Regional Cycling Network that tie into Lougheed Highway land use planning. A new road classification – Major Transit Growth Corridor – will be introduced in both the *Transport 2050* and *Metro 2050* regional documents. The portion of Lougheed Highway in the Town Centre and west of Maple Ridge Town Centre Area to Coquitlam Central station is identified as a Major Transit Growth Corridor. Major Transit Growth Corridors are locations identified for long term transit investment. In the context of the Lougheed Highway, transit investment could take the form of a rapid transit bus in a dedicated lane, light rail, or another emerging transit form.

The Regional Cycling Network identifies routes that have regional significance to reach key destinations in Metro Vancouver. Lougheed Highway is also identified as part of the Regional Cycling Network and upgrades, through capital projects over the next several years, will complete a multi-use path for the stretch of Lougheed Highway west of the Town Centre. In the future, rapid transit improvements, off-street cycling facilities on each side of Lougheed Highway are envisioned within *Transport 2050*.

TransLink's *Transport 2050* work has identified Lougheed Highway as a Major Transit Growth Corridor from Maple Ridge Town Centre Area to Coquitlam. Major Transit Growth Corridors are identified for future rapid transit investment with a dedicated travel lane separate from vehicular traffic. At this point in time, the corridor classification is the first step of a multi-step process to realize a higher order of transit on Lougheed Highway. The Lougheed Highway is under the Ministry of Transportation and Infrastructure's (MoTI) jurisdiction, therefore, collaboration and communication between the City, TransLink and MoTI will be critical going forward. The impetus for an inter-governmental meeting on the Maple Ridge portion of the Major Transit Growth Corridor is discussed further in Section 5.1 "Transportation" and Section 6 "Next Steps".

5.0 INTERDEPARTMENTAL IMPLICATIONS

Planning Department staff have been working collaboratively with the Engineering and Parks, Recreation & Culture Departments in the preparation of the area planning policies. It is anticipated that these departments will continue to be involved as redevelopment of the Lougheed Transit Corridor area occurs over time. One key area where significant synergies have been identified is in the alignment of the Lougheed Transit Corridor Area Plan and the update to the Strategic Transportation Plan. Additional comments are provided on the upgrades to Engineering servicing in Section 5.1 below.

5.1 Engineering Department:

The Engineering Department has provided the following comments regarding the servicing implications in the Lougheed Transit Corridor.

Water:

Increasing density throughout the Lougheed Transit Corridor will necessitate the replacement of existing small diameter water mains. The most significant driver of the upgrades will be the increased need for peak flows to fight fires.

Sewage:

Increasing densities associated with the area plan will necessitate upgrades to existing sewers. Currently, large older sewers thread the needle between houses and run through somewhat inaccessible areas. In these cases, it will likely be necessary to construct new sewers with sufficient capacity on major roadways such as Lougheed Highway. Another consideration is the very large trunk sewer that skirts the north and west sides of the Urban Area. The capacity of this sewer relative to the increase in population will have to be confirmed. Also, it will be important for the City to make progress on eliminating rainwater connections to the sanitary system, as the ingress of clean water to the sewer system takes up capacity otherwise available for growth. A study of sewer flow monitoring data is currently underway and will demonstrate which areas of the City have higher amounts of rainfall incorrectly entering the sewage system. This information will allow the City to prioritize areas for detecting and correcting instances where rainwater is entering the sewer system.

Drainage:

The Lougheed Transit Corridor study area traverses the South Alouette Watershed and the Kennedy (Pitt Meadows) Drainage Area. The impact of increased development on both areas will have to be examined. The greatest flooding concerns likely relate to McKenney Creek, which carries drainage from most of the area to the South Alouette. The Integrated Stormwater Management Plan has indicated that several culverts along this creek corridor are undersized. A section of McKenney Creek, in the ALR lands south of Abernethy Way, currently overflows its banks during large rain events. Best practice development can mitigate impacts on downstream flows, but major rain events in particular will be a challenge to address. Local and trunk sewers will have to be upsized to accommodate the proposed development. All new infrastructure will have to be sized to accommodate increased rainfall intensities that are predicted to accompany climate change. A significant amount of drainage upgrade work will be required to address current deficiencies and allow for growth. Some of the upgrades, such as lowland channel widening, may require cooperation from agricultural land owners and will likely involve riparian area improvements and improved management of invasive plant species known to clog streams.

The extent of upgrades for water, sewage and drainage can be approximated through studies, and funding needs required to accommodate growth could then be incorporated into the DCC bylaw. The impact this will have on DCC rates can be determined as part of future work.

Transportation:

The Ministry of Transportation and Infrastructure recently committed to undertake a study in 2022 of the Lougheed Highway that will determine the ultimate road design and width to accommodate a dedicated transit lane, in partnership with the City of Maple Ridge, the City of Pitt Meadows and TransLink. Maple Ridge has identified this work in the 2022 Business Plan.

Stemming from the outcome of that work, the remaining developable land south of Lougheed Highway, within the Area Plan boundaries, will require further review to ensure that there is sufficient depth to

construct the density and urban form that the area plan envisions. This analysis is proposed to take place after the Ministry of Transportation and Infrastructure has concluded their study, and may require expanding the area plan boundary.

5.2 Economic Development:

The Economic Development Department is currently preparing a new Economic Development Strategy to encourage and guide commercial and industrial investment in Maple Ridge. A key component of the strategy will focus on supporting the growth of the manufacturing sector in Maple Ridge, which will require the identification of new employment lands for light industrial, business park, technology-enabled manufacturing, and warehousing uses. The Lougheed Transit Corridor is ideally suited for these uses.

6.0 NEXT STEPS

Should Council grant first reading to OCP Amending Bylaw No. 7781-2021, the next step will be to refer the Lougheed Transit Corridor Area Plan to the following agencies and organization for comments:

- Katzie First Nation;
- Kwantlen First Nation;
- City of Pitt Meadows;
- School District 42;
- Metro Vancouver;
- TransLink;
- Ridge Meadows Hospital;
- Fraser Health;
- City Departments
- Committees of Council; and
- Ministry of Transportation & Infrastructure;

Referral comments will be included in the second reading report. Concurrently with the referral process, staff will be working with the Engineering Department, Ministry of Transportation and Infrastructure, and TransLink on planning for future rapid transit upgrades along Lougheed Highway and an update will be included in the second reading report. Following receipt of second reading, the Lougheed Transit Corridor Area Plan, Development Permit Guidelines and supporting OCP amendments will be forwarded to Public Hearing and subsequently consideration of third reading. Upon receipt of final approval, the amendments will be formalized in the OCP and will guide re-development in the area.

As the Lougheed Transit Corridor Area Plan includes higher density opportunities for re-development, it is recommended that land uses adjacent to the area plan boundaries be reviewed. Recommendation number four is included to direct staff to review the land use of properties adjacent to the Lougheed Transit Corridor Area Plan to ensure appropriate transitional land uses are able to be considered.

7.0 CONCLUSION

Following Council endorsement of the Lougheed Transit Corridor Concept Plan on November 10, 2020, this document has provided guidance to in-stream development applications and development inquiries. It is recommended that Council grant first reading to OCP Amending Bylaw 7781-2021. Following first reading, the Lougheed Transit Corridor Area Plan and Development Permit Guidelines be circulated for referral comments.

“Original signed by Amelia Bowden”

Prepared by: **Amelia Bowden, M.Urb, MCIP, RPP
Planner 2**

“Original signed by Charles Goddard”

Reviewed by: **Charles R. Goddard, BA, MA
Director of Planning**

“Original signed by Christine Carter”

Approved by: **Christine Carter, M.PL, MCIP, RPP
GM: Public Works & Development Services**

“Original signed by Scott Hartman”

Concurrence: **Scott Hartman
Chief Administrative Officer**

The following appendices are attached hereto:

- Appendix A: Official Community Plan Amending Bylaw No. 7781-2021
 - Schedule 1: Lougheed Transit Corridor: Development Permit Area Guidelines
 - Schedule 2: 10.7 Lougheed Transit Corridor Area Plan
 - Schedule 3: Figure 2 – Community Commercial Nodes and Historic Commercial Centres
 - Schedule 4: Figure 6 – Area Plans
 - Schedule 5: Schedule B
- Appendix B: Single-Family Residential Properties Adjacent to Lougheed Transit Corridor Study