Coouitlam

For Committee

October 27, 2016

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To: City Manager

From: General Manager Planning and Development

Subject: Proposed Early Release Framework: Draft Policy for Northwest Burke Vision Area

For: Council-in-Committee

Recommendations:

That the Committee receive the report of the General Manager of Planning and Development dated October 27, 2016 and entitled, "Proposed Early Release Framework: Draft Policy for Northwest Burke Vision Area" for information.

Report Purpose:

This report presents a proposed framework, for consideration by Council-in-Committee, that establishes and applies criteria for identifying early release or 'Official Community Plan (OCP) amendment-ready' sites in the Northwest Burke Vision (NBV) area, prior to Council approval of the NBV.

Strategic Goal:

As a part of the NBV process, the proposed *Early Release Framework* supports the City's strategic goal to 'Strengthen Neighbourhoods' by planning for the development of complete, well-connected neighbourhoods.

Executive Summary:

The NBV is being prepared over a three-phase process, and is close to being completed. Early in the NBV process the concept of 'early release' or 'OCP Amendment ready' sites was identified for properties adjacent to existing Neighbourhood Plan (NP) areas, and that this could occur following completion of Phase 2.

Based on the Phase 2 outcomes, a proposed *Early Release Framework* has been developed that provides a set of criteria to identify potential sites. The proposed framework includes four criteria for defining sites suitable for early release in the NBV area, and highlights key implementation items, which can be applied as part of the standard OCP amendment and rezoning application process (see Attachment 1 *Proposed Early Release Framework*).

The framework proposes four key criteria that must all be met for a site to be OCP amendment-ready:

- 1. Located within the Urban Containment Boundary;
- 2. Adjacent to a Neighbourhood Plan area;
- 3. Have potential for Immediate Connections to Existing Utility Services; and
- 4. Not separated by Geographic Physical Barriers (natural and constructed).



Executive Summary cont'd/

The application of the early release criteria identifies seven potential properties (three land owners) that meet all criteria (See attachment 2). In total these sites represent 7% (11.7 ha) of developable land in the NBV area (based on the mid-range developable land area analysis of approximately 165 ha, as noted in the NBV Phase 2 Report).

It is also intended that implementation of the proposed *Early Release Framework* requires early release sites to follow the standard development application review process. Early release sites are also expected to compliment development within the existing neighbourhood plans, and align with the direction of the NBV work completed to date.

Background:

Northwest Burke Vision

Once complete, the NBV is intended to become a 'game plan' to guide land use planning, infrastructure provision and eventual development in the NBV area for the next 30+ years. The NBV process is now in the 3rd and final phase, and the Phase 3 draft Vision will be presented to Council-in-Committee in the near future.

A primary goal of the NBV is to guide a logical and long-term sequencing of planning and development, to assist the City, landowners and the development community in understanding and addressing the 'opportunities and constraints' of the 400 hectare NBV area. Based on this, the NBV document will also include a 'Phasing Plan' that will identify specific Sub areas that will require further stormwater management planning, neighbourhood planning and infrastructure provision and funding mechanisms. The NBV Phasing Plan will also identify the order in which these Sub areas are to undergo recommended further planning.

Early Release Concept and Rationale

Early in the NBV process the concept of 'early release' was identified for properties adjacent to existing Neighbourhood Plan areas, which could potentially proceed directly to OCP Amendments, following analysis by staff and provided that further detailed, parcel-based planning is undertaken by applicants once sites are identified. This concept is also considered on the basis that early release sites have ready, 'across the street' access to existing utility servicing and streets within Neighbourhood Plan areas, and are not physically separated from Plan areas by significant environmental and/or topographical features.

The proposed *Early Release Framework*, as detailed in this report, is now ready for consideration, and is based on the outcomes of the NBV Phase 2 report, which identifies potential land use areas and key transportation access and servicing concepts, as well as key infrastructure upgrades and improvements.

Background cont'd/

Early Release vs. NBV Phasing Plan

The intent of the proposed *Early Release Framework* is not about determining 'who goes first' in terms of NBV phasing. Rather, it is intended to identify in a logical, objective manner 'OCP amendment-ready' sites that can advance ahead of other, much larger Sub areas in the NBV that require further planning, and where these early release sites can be readily incorporated into existing Neighbourhood Plans and associated land use policies.

For example, in the case of the Smiling Creek Neighbourhood Plan, the NP boundaries were determined by servicing constraints which have been resolved over time. As a result, some limited sites immediately beyond existing NP boundaries are now serviceable, and have been reviewed based on the proposed *Early Release Framework* (and outcomes discussed in the following report section).

NBV properties that are not eligible for early release will require comprehensive neighbourhood planning and further, significant infrastructure upgrades, as identified in Phase 2 and to be further quantified in Phase 3. Benefits of the NBV include the Phasing Plan and an anticipated neighbourhood planning process that is more focused and expedited, will provide further direction regarding the next steps for the provision of planning and infrastructure in the NBV area.

The remainder of this report sets out the proposed *Early Release Criteria*, and applies them to the NBV area to identify potential early release sites. The following commentary also identifies key considerations that staff are reviewing in developing the final NBV document and associated Phasing Plan.

Discussion/Analysis:

Proposed Early Release Framework: Criteria

The proposed framework includes four key objective criteria, which have been applied to lands within the NBV area for the purpose of identifying sites that can readily proceed directly to OCP amendment prior to completion of the NBV and subsequent neighbourhood plans. It is proposed that all four of the criteria must be met for a site to be considered 'OCP amendment-ready' (see Attachment 2 for details). These criteria include:

1: Located within the Urban Containment Boundary

o Sites must be inside the Urban Containment Boundary to be considered;

2: Adjacent to a Neighbourhood Plan

 Sites must be easily and logically incorporated into existing NPs by being adjacent to existing NPs with associated land use policies;

3: Potential for Immediate Connections to Existing Utility Services

Sites must be able to directly connect to existing utility servicing (e.g., water, drainage, sewer, roads as already provided for in existing neighbourhood plan/developed areas) without the necessity for upgrades to the utility or transportation network that would require funding from the City (i.e., Development Cost Charges or Capital Works expenditures);

Discussion/Analysis cont'd/

Proposed Early Release Framework: Criteria cont'd/

- 4: Not separated by Geographic Physical Barriers (natural and constructed)
- Sites must abut existing NPs and not be separated from existing urban neighbourhoods by geographic barriers such as steep slopes, ravines, or extensive earthworks.

Case-by-Case Application of Criteria

The following is a case-by-case application of the proposed early release criteria to each of the NBV Sub areas. The purpose of this application is to spatially identify sites (that can include one property, portions of one property, or multiple properties) that meet all four of the proposed criteria within each Sub area, and to provide an understanding of the conditions and next steps required to advance planning and development within the remaining areas. The application of the proposed early release criteria is outlined below:

Sub Area A:

- Does not meet:
 - Criterion #1 (Located within the Urban Containment Boundary), as the majority of sites are outside of the urban containment boundary; and,
 - Criterion #3 (Potential for Immediate Connections to Existing Utility Services) sites require major upgrades to sanitary servicing utilities.
 - Result: Not eligible for early release

Sub Area B:

- Does not meet:
 - Criterion #2 (Adjacent to a Neighbourhood Plan);
 - Criterion #3 (Potential for Immediate Connections to Existing Utility Services)
 Requires major utility upgrades to roads and sanitary; and
 - Criterion #4 (Not separated by Geographic Physical Barriers)
 Sites are separated from existing neighbourhoods by the Coquitlam River and an escarpment to the east;
 - Result: Not eligible for early release.

Sub Area C

- Does not meet:
 - Criterion #2 (Adjacent to a Neighbourhood Plan);
 - Criterion #3 (Potential for Immediate Connections to Existing Utility Services)
 Requires major utility upgrades to sanitary/drainage/water; and
 - Criterion #4 (Not separated by Geographic Physical Barriers)
 Sites are separated from existing neighbourhoods and neighbourhood plan areas by the Upper Hyde Creek ravine. Urban redevelopment in this area will also require the construction of the Oxford St. extension and new Coast Meridian Rd bridge crossing over Hyde Creek;
 - **Result**: Not eligible for early release.

Discussion/Analysis cont'd/

Case-by-Case Application of Criteria cont'd/

Sub Area C-1

- Does not meet:
 - Criterion #4 (Not separated by Geographic Physical Barriers)
 Sites are separated from existing neighbourhoods by the Upper Hyde Creek ravine, which provides a natural barrier preventing the logical extension of the Upper Hyde Creek NP area;
 - Result: Not eligible for early release.

Sub Area C-2

- Meets all criteria, eligible for early release (2.1 ha);
- Requires development coordination with properties fronting the east side of Coast Meridian Rd as the existing road elevation will change.

Sub Area D

- Does not meet:
 - Criterion #2 (Adjacent to a Neighbourhood Plan);
 - Criterion #3 (Potential for Immediate Connections to Existing Utility Services)
 Major utility upgrades required for water and road connections;
 - Result: Not eligible for early release.

Sub Area E and F

- Specific sites (3.4 ha) in Sub area E and F meet the early release criteria and are eligible for early release. These sites abut the Smiling Creek NP, have direct access to servicing utilities, and are unconstrained by any geographic barriers (see Attachment 2);
- Remainder of Sub areas E and F do not meet:
 - Criterion #2 (Adjacent to a Neighbourhood Plan);
 - Criterion #3 (Potential for Immediate Connections to Existing Utility Services); and
 - Criterion #4 (Not separated by Geographic Physical Barriers);
 - Result: Not eligible for early release.

Sub Area G

- Specific sites (6.3 ha) in Sub area G meet the early release criteria and are eligible for early release. These sites abut the Smiling Creek and Partington Creek NP, have direct access to servicing utilities, and are unconstrained by geographic barriers (see Attachment 2);
- Remainder of Sub area G does not meet:
 - Criterion #2 (Adjacent to a Neighbourhood Plan);
 - Criterion #3 (Potential for Immediate Connections to Existing Utility Services);
 - Result: Not eligible for early release.

Seven properties with three separate land owners have been identified through these criteria. Collectively these sites represent 7% (11.7 ha) of projected developable land in the NBV area, based on the mid-range developable land area analysis (165 ha) from the NBV Phase 2 Report.

Discussion/Analysis cont'd/

Case-by-Case Application of Criteria cont'd/

In summary, the potential early release sites, where OCP Amendment applications can proceed in advance of the completed NBV, is based on sites having:

- Existing and immediate connections to utility services where there are no capital or Development Cost Charge expenditures required; and
- A logical case can be made for amending existing Neighbourhood Plan boundaries to provide supporting land use policy to guide the proposed development of early release sites.

Implementation Items and Other Considerations

Pending Council feedback on the criteria, and if Council endorses these criteria as a first step towards development in the NBV area staff have developed a proposed application and approval process, which is summarized as follows:

- Development of early release sites will be initiated though an OCP amendment application, and will follow the standard development planning application and review process;
- OCP amendments will be required to ensure associative planning policies are applied as NP boundaries are extended;
- The Northeast Coquitlam OCP Amendment Application Assessment Criteria (see Attachment 3), which guides OCP amendment applications in Northeast Coquitlam will be applied;
- Application review process will ensure that new development is planned to provide appropriate capacity to facilitate road and utility access to meet future demand upstream to sites beyond;
- Coordinate development of the local road network and verify feasibility and connectivity with future road network with the NBV Phase 2 outcomes; and,
- Council consideration of approval of OCP amendment applications following a Public Hearing.

Next Steps:

Staff will refine the draft *Early Release Framework* based on any Council-in-Committee feedback and then present it to Council for consideration of endorsement at a regular Council meeting. Concurrently staff are completing the draft Vision, which is targeted to be presented to Council-in-Committee by year end, for review and feedback prior to the final round of public consultation in early 2017.

Upcoming Phasing Plan and NBV Sub Areas

The phasing plan currently being developed identifies key infrastructure requirements, which will guide the timing of development and neighbourhood planning for the NBV Sub areas. As noted above, and taking the potential early release sites into consideration, the vast majority of the NBV area (165 ha) requires a 'comprehensive level' of neighbourhood planning. The following summary identifies the key requirements that must be reviewed and addressed as a part of further work in the NBV area:

Next Steps: cont'd/

Upcoming Phasing Plan and NBV Sub Areas cont'd/

Sub Areas A and B:

- Sewer capacity upgrades
- Riverwalk bridge connection (Sub area B)
- Sub area Integrated Watershed Management Plans
- Land use planning to confirm use and location
- Alignment of the local road network and connections to Pipeline Rd
- Future need and location of school site(s)

Sub Areas C, C-1 and D:

- Utility Bridge connection providing sewer, drainage, and water (C-1 only)
- Water Reservoir (Zone 5 Sub area D only)
- Sub area Integrated Watershed Management Plan (Sub area D only)
- Coast Meridian Rd Hyde Creek bridge crossing
- Oxford St. extension
- Land use planning to confirm use and location
- Alignment of the local road network
- Future need and location of school site(s)

Sub Areas E, F and G:

- Water reservoir (Zone 5)
- Land use planning to confirm use and location
- Alignment of the local road network

It is logical to assume that sub areas adjacent to existing Neighbourhood Plans (Upper Hyde, Smiling Creek and Partington Creek) and/or near existing City arterials will likely advance to neighbourhood planning before other NBV Sub areas. However, the actual order of the Phasing Plan, in terms of Sub areas proceeding to stormwater and neighbourhood planning, will need to be determined by further staff analysis as part of Phase 3, and will be based on considering the cost effective and logical extension of infrastructure and improvements.

Financial Implications:

There are no direct financial implications to the City associated with this report.

Conclusion:

The proposed *Early Release Framework*, if endorsed by Council, provides direction to guide development of limited and specific 'OCP amendment-ready' sites within the NBV area, while the majority of the NBV area requires a comprehensive level of further stormwater management planning, neighbourhood planning, and infrastructure identification and funding, prior to development. The associated early release implementation measures will ensure that sites identified for early release compliment development within the existing neighbourhood plans and align with the outcomes of the NBV.

Conclusion: cont'd/

The final Phase 3 NBV document is currently being prepared and will be presented to Council in the coming months, and will identify future neighbourhood plan areas and a Phasing Plan to guide further planning and eventual development.

J.L. McIntyre, MCIP, RPP

AJ/ms

Attachment:

- 1. Proposed Early Release Framework (Doc#2152232)
- 2. Proposed Sites Identified for Early Release (Doc#2436588)
- 3. Northeast Coquitlam OCP Amendment Application Assessment Criteria (Doc#970437)

This report was prepared by Aubrey Jensen, Planner 2 and reviewed by Steve Gauley, Senior Planner and Carl Johannsen, Manager Community Planning.

Northwest Burke Vision: Proposed Early Release Framework

Definition

The proposed early release framework provides direction for identifying sites within the Northwest Burke Vision (NBV) that are Official Community Plan (OCP) amendment-ready allowing for site specific development applications in advance of the completed Vision. The proposed framework identifies sites within the NBV area that have the potential to be integrated into existing or planned neighbourhoods and can immediately tie into existing services (i.e., water, sewer, drainage and roads), with no servicing upgrades required. Sites proposed as early release represent contiguous extensions of "residual" lands adjacent to, or partially located within existing neighbourhood plans. The proposed framework defines a set of criterion that must all be met before development can be supported. The intent of this proposed framework is to ensure that early release sites develop in a logical and contiguous manner, and are coordinated with existing utility services and the servicing concepts proposed in the final NBV.

In general the proposed framework identifies sites that are suitable for immediate development based on their location to existing utility services (e.g. water, drainage, sewer, roads) as well as being within the Urban Containment Boundary, and adjacent to a planned neighbourhood (i.e. Neighbourhood Plan Area) without being separated by a geographic barrier such as major roads, servicing utilities, excavation sites, watercourses, and ravines. Development of early release sites will be facilitated through the extension of existing Neighbourhood Plan (NP) boundaries, which were established by constraints that are no longer in existence (e.g. water pressure), and will be defined by geographic barriers and landmarks.

Early Release Framework: Criteria

All of the following proposed criteria are necessary for sites to be considered for early release:

- 1. LOCATED WITHIN THE URBAN CONTAINMENT BOUNDARY: Sites to be considered for early release must be located within the Urban Containment Boundary (UCB). The quarry lands along Pipeline Rd, which are within the NBV area, are outside of the UCB. As gravel resources are exhausted in this sub area an application to amend the UCB can be made in the future following a land use study. The NBV represents a first step in this process.
- 2. ADJACENT TO A NEIGHOBURHOOD PLANS: Early release sites must be abutting a NP area and be covered by an Integrated Watershed Management Plan. The rationale is to provide early release sites with associative NP land use policies to guide development and ensure a logical and contiguous extension and completion of the neighbourhood. Early release sites will be included within the abutting NP through an extension of the NP boundary.
- 3. POTENTIAL FOR IMMEDIATE CONNECTIONS TO EXISTING UTILITY SERVICES: Sites to be considered for early release must be able to immediately connect to existing infrastructure services including water, drainage, sewer and road connections. Only sites with sufficient servicing infrastructure capacity and with access to water service connections within the existing water pressure zone boundary will be considered.

Development of early release sites must be feasible without requiring any upgrades to City servicing infrastructure (i.e. water, sewer, traffic) that would be funded by the City through either capital expenditures, or Development Cost Charges.

4. **NOT SEPERATED BY GEOGRAPHIC PHYSICAL BARRIERS:** Early release sites will not be separated from NPs by a geographic barrier, such as, for example, steep slopes, ravines, parks, and lands that have undergone extensive earthworks as these boundaries provide a clearly defined neighbourhood edge and constrain the contiguous extension of development.

Application of Criteria

- The early release framework criteria apply only to sites identified as 'early release' in this Terms of Reference. The ultimate phasing of development will be finalized through the NBV. The NBV phasing plan will outline a comprehensive approach to coordinating the development of a contiguous extension of infrastructure services and community amenities.
- > The 'early release' criteria have been applied to lands within the NBV area adjacent to existing NPs to identify lands with potential for early release. This analysis involved a mapping exercise that identified key infrastructure services, geographic barriers, and areas of new development where a contiguous extension of development is feasible.

Implementation Measures

- Follow the Standard Development Application Process: It is proposed that development of early release lands will proceed through the standard development planning review application process (i.e. OCP Amendment, Rezoning, Subdivision, and Development Permit). This includes applying the Northeast Coquitlam OCP Amendment Application Assessment Criteria as part of the application review process to ensure compatibility between land uses. As part of the development application process the applicant of lands meeting the early release framework is required to consult with adjacent land owners regarding the proposed development.
- 5. **Facilitating Development of Lands Beyond:** New development that meets the early release framework must ensure that new servicing infrastructure (i.e., roads, sewer, water, and drainage) is planned and designed with appropriate capacity to facilitate road and utility access to meet future demand upstream to sites beyond. Where the developer/land owner accepts additional costs to construct servicing infrastructure to meet future demand, cost sharing measures will need to be explored to offset the cost with future development. Specific implementation items are as follows:
 - → Coordination of Road Network: Development of the road network must be coordinated so that new roads connect with already established road connections identified in the Neighbourhood Plans.
 - → Identify Local Network Connections: The site plan will identify local network connections on the subject land(s) and adjacent sites to identify and ensure that the need for future local network connections is not hindered by new development.

Northeast Coquitlam CWOCP Amendment Application Assessment Criteria

(Adopted by Council Resolution, Oct. 18, 2010, Reference Doc #970437)

1. INTENT

City staff will continue to work with developers and applicants to achieve compliance with adopted neighbourhood plans in NE Coquitlam. Development proposals that require amendments to the CWOCP will not be supported unless they comply with the following OCP Amendment Assessment Criteria. Staff will provide an overview of the performance of each application in relation to the Assessment Criteria in reports to the LUEDSC and Council.

2. CRITERIA

Topography:

 Presence of steep slopes, ravines or steep banks which pose development challenges or preclude development for certain types of land uses.

Environment:

- Presence of watercourses (including setbacks), wetlands and/or other features such as rock outcrops which have established boundaries and may pose development challenges.
- Presence of rare or protected plants or animals.

Location:

- Need to limit the number of crossings of watercourses.
- Is the proposed development on an arterial road or at the intersection of two arterials or an arterial and collector?
- Need to limit direct driveway access to arterials.
- Proximity of proposed development in relation to existing/planned commercial sites and future schools and parks.

Impact of Amendment on Infrastructure:

- Does the proposal negatively impact proposed road and servicing alignments or adjacent developments?
- Proximity and availability of City services and utilities to the proposed development, and impact on the logical provision/extension of services.

Land Use Compatibility and Density:

- Compatibility of proposed development with adjacent land uses existing and/or proposed.
- Appropriateness of proposed density and average density of proposed development compared with the density of surrounding sites (existing and proposed).
- Proximity of utility infrastructure (e.g. water quality ponds in relation to nearby development).
- Proximity of arterial or collector roads to proposed development.
- Does the development (if approved) result in a major departure from an existing plan objective or policy?
- Does the development achieve a unique housing product that was not anticipated in the preparation of the plan, and provide more opportunity for different housing choices?

2. CRITERIA cont'd/

Design:

• The proposed development demonstrates a high degree of innovation, creativity and sensitivity in its overall design.

 Does the development (if approved) result in a significant change in development types (e.g. single family residential to conventional townhouse)?

Community Amenity:

• Does the proposed development through its design, provision of facilities, landscaping or other features provides a broader public amenity that benefits the neighbourhood?

3. TRACKING OF CWOCP AMENDMENTS

As part of each CWOCP amendment application, staff will provide Council with a summary of the density change resulting from that particular application in the Committee/Council report. Staff will also compile the results on a regular basis and provide Council with a periodic update of density changes resulting from CWOCP amendment applications in Northeast Coquitlam on a bi-annual basis.



NORTHWEST BURKE VISION

Proposed Early Release Framework







- 'Game Plan' for planning and development over the next 30+ years
- High level land use overlays and servicing concept
- Phasing Plan for subsequent neighbourhood plans (NP)
- Entering 3rd and Final Phase

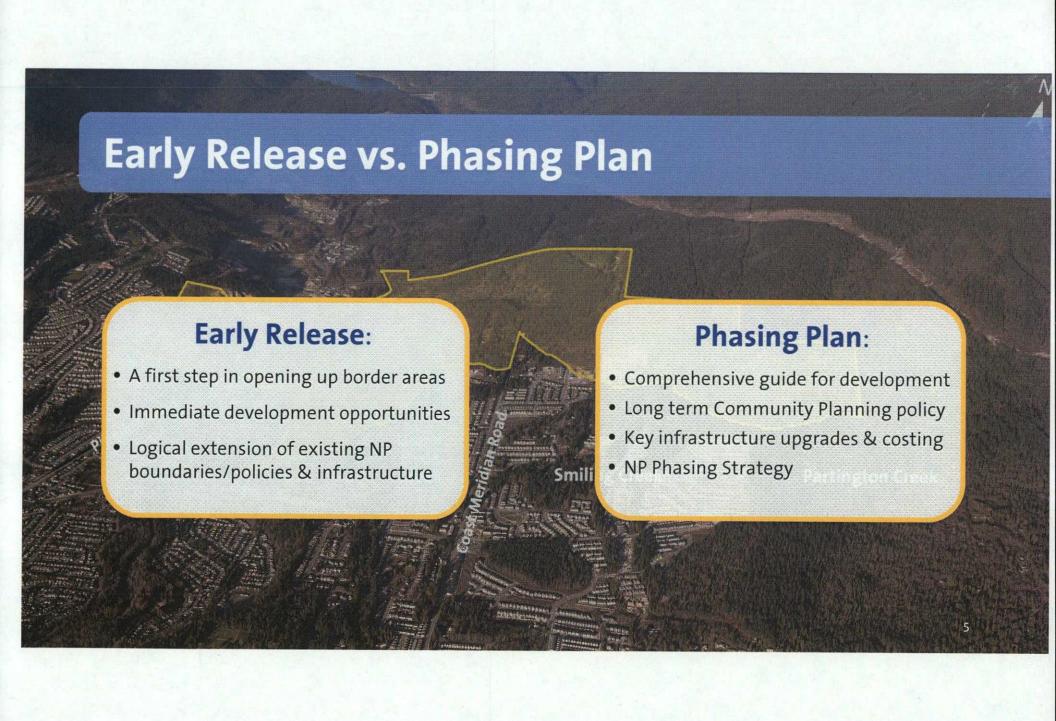
Smiling Creek

Partington Creek

"Early Release" Concept

- Relates to:
 - Development applications that straddle existing NP/NBV boundaries
 - A need to distinguish 'OCP amendment-ready' lands from future NP areas
 - Ongoing land development pressures near existing NP/NBV boundaries
 - Builds on Phase 2 findings (infrastructure and access)



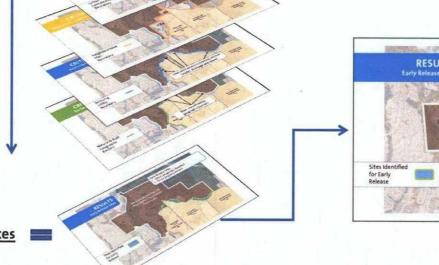


Proposed Early Release Criteria

CRITERIA

- 1. Urban Containment Boundary
- 2. Neighbourhood Plan Boundary
- 3. Utility Servicing Boundary
- 4. Geographic Barriers

Eligible early release sites



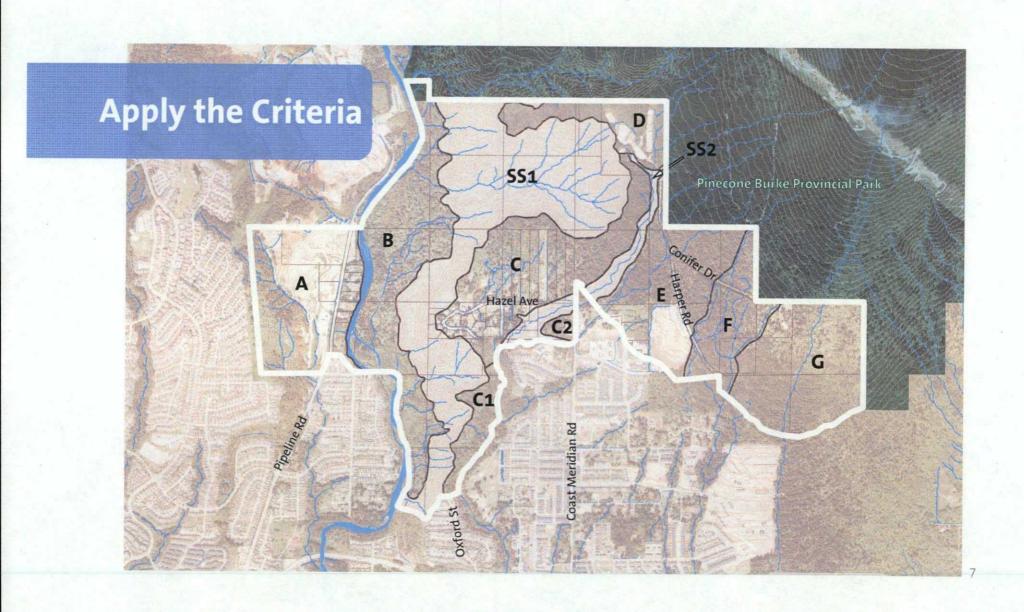


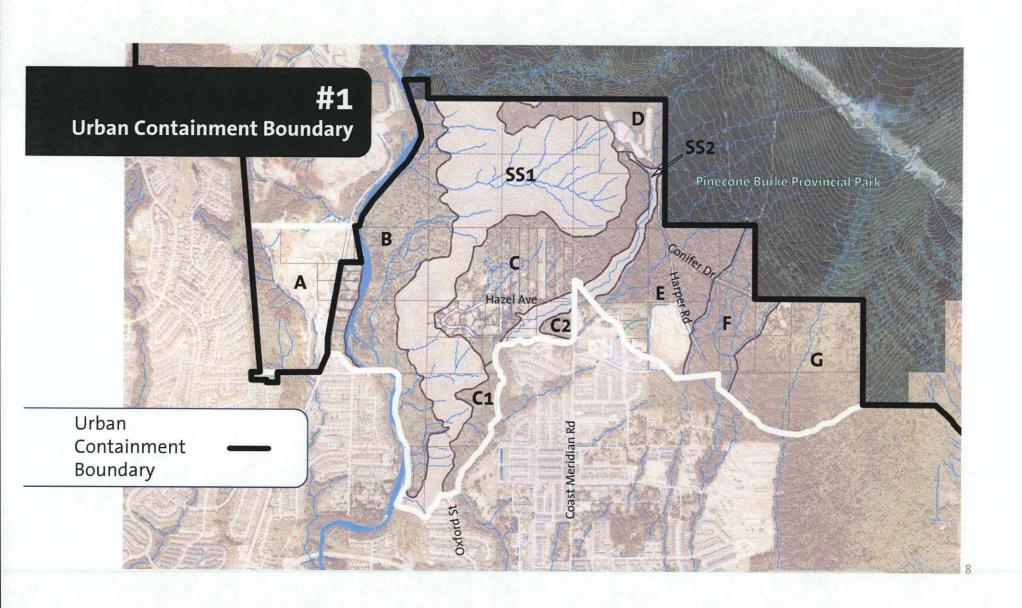


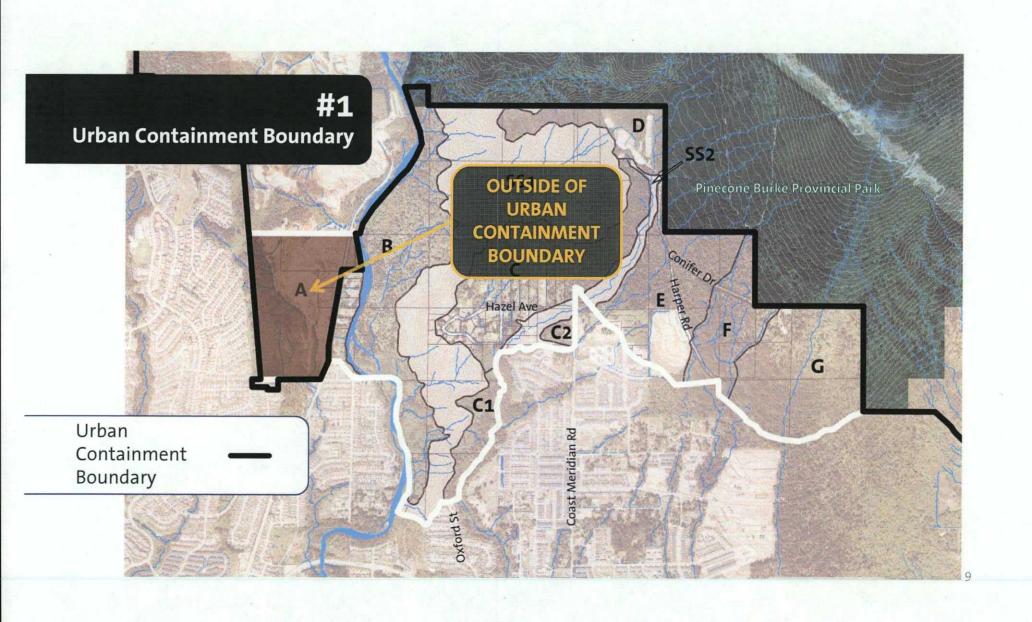


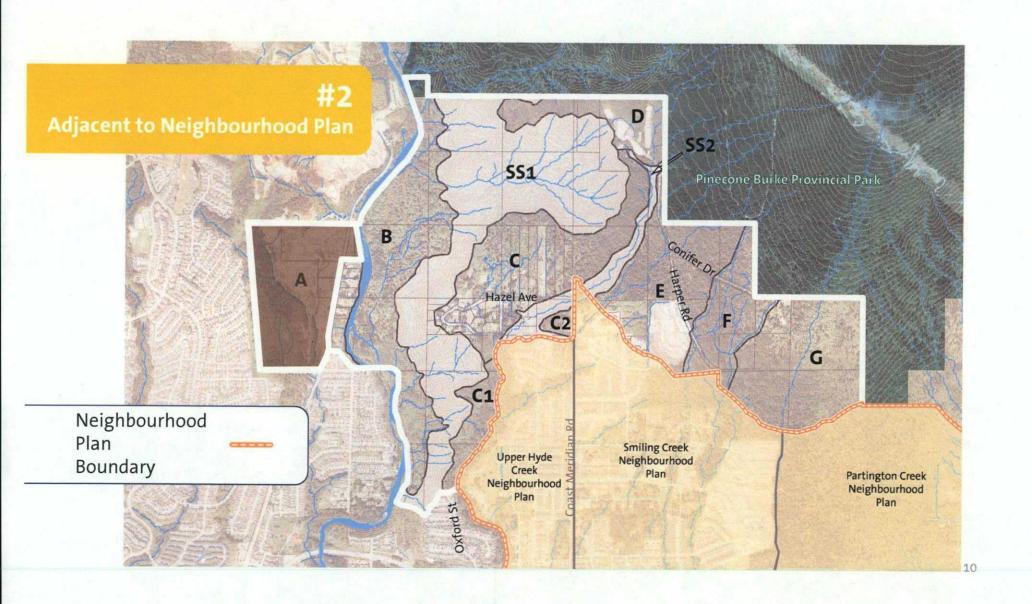


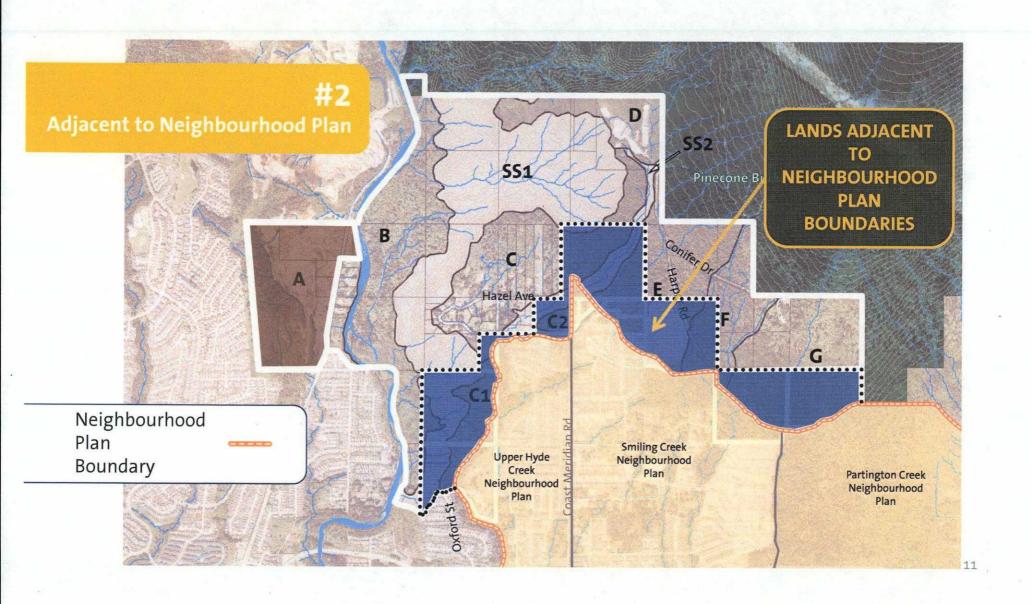


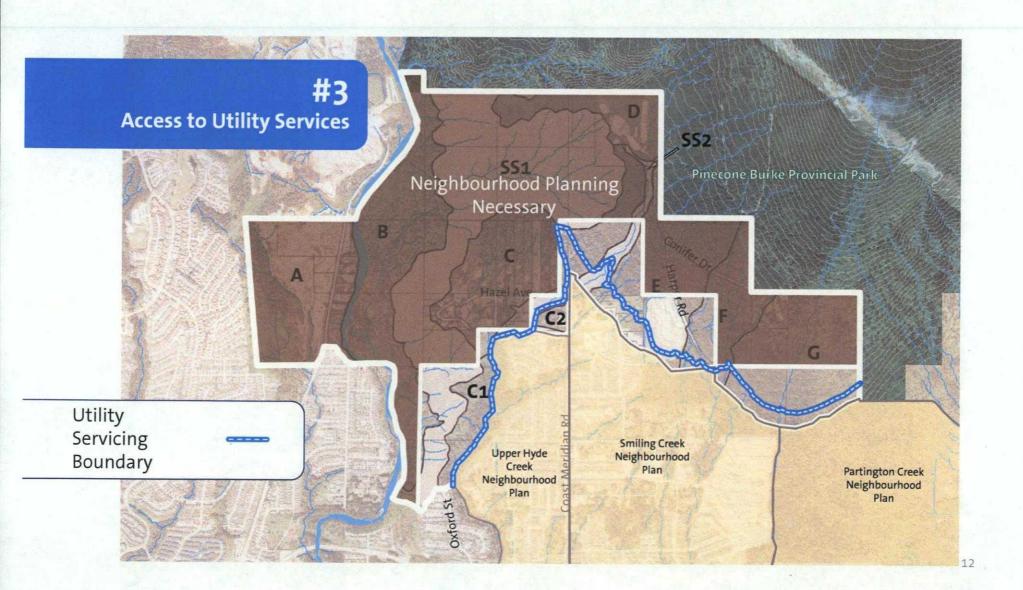


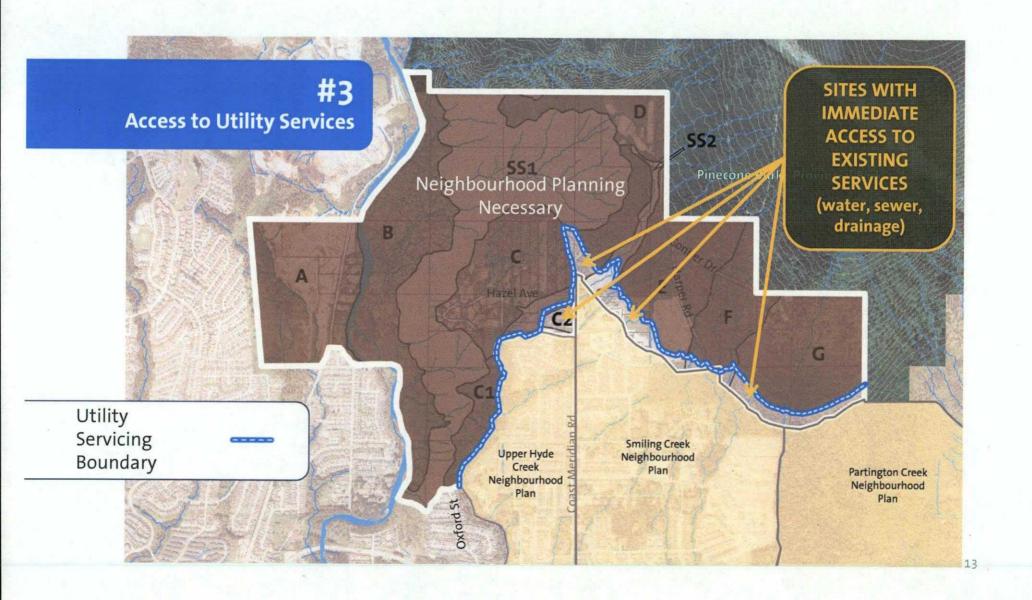


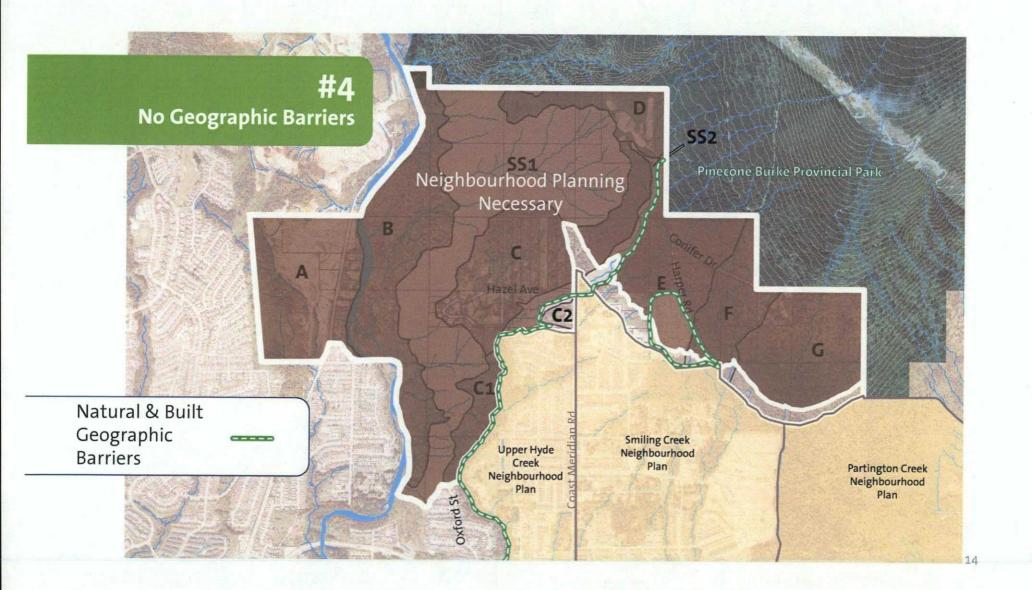


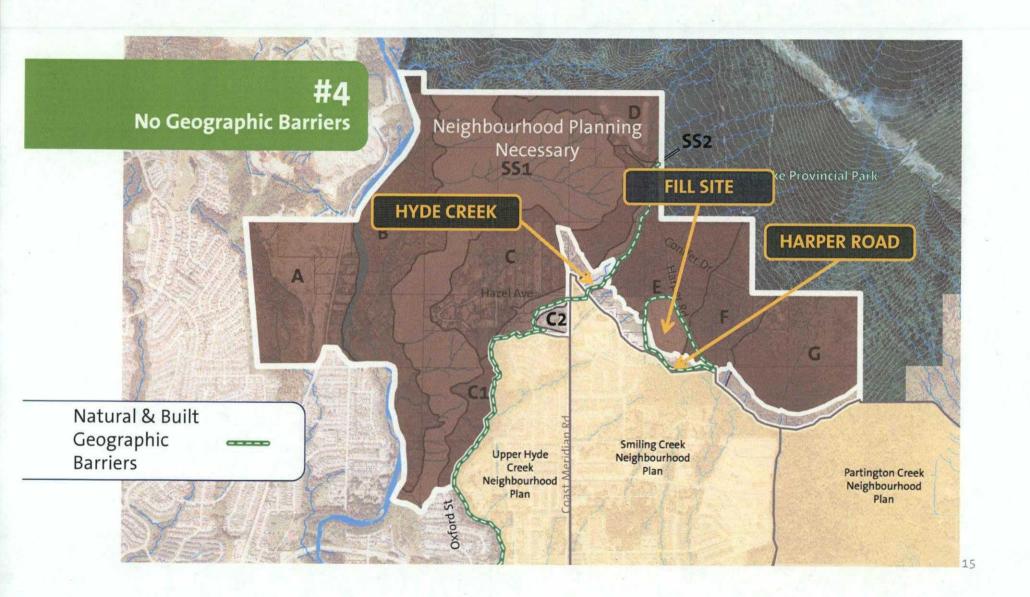


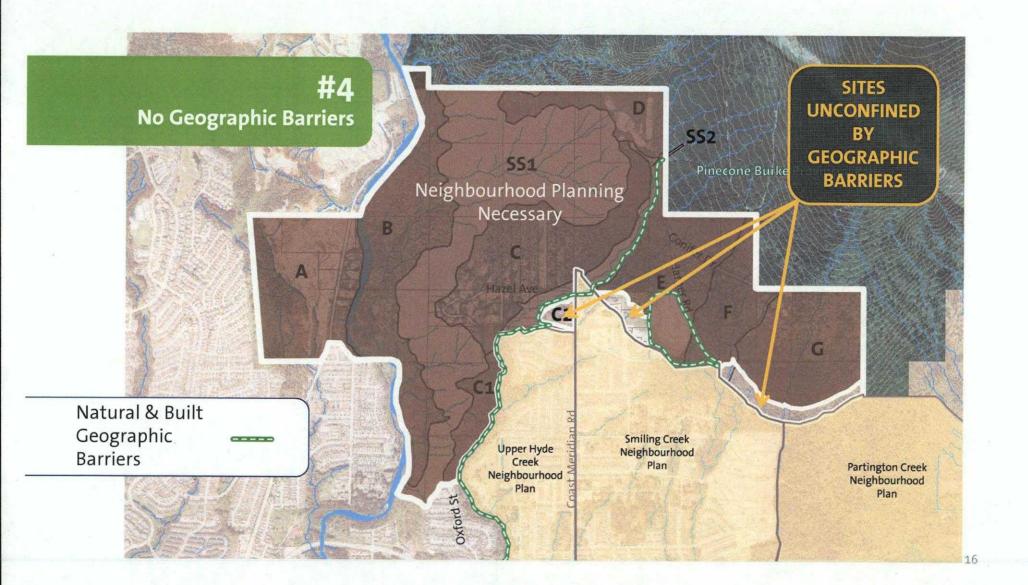


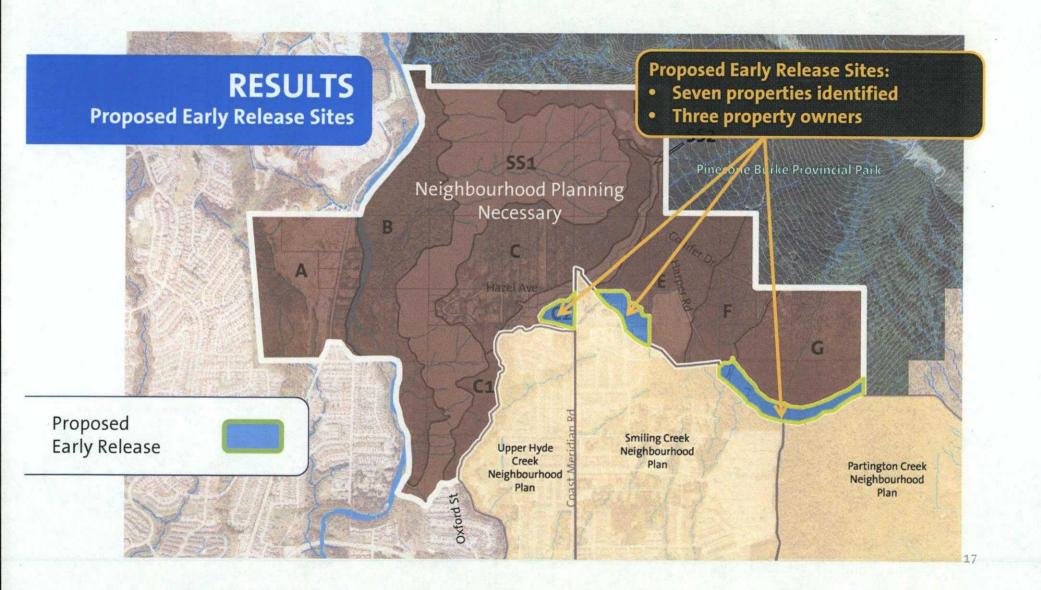




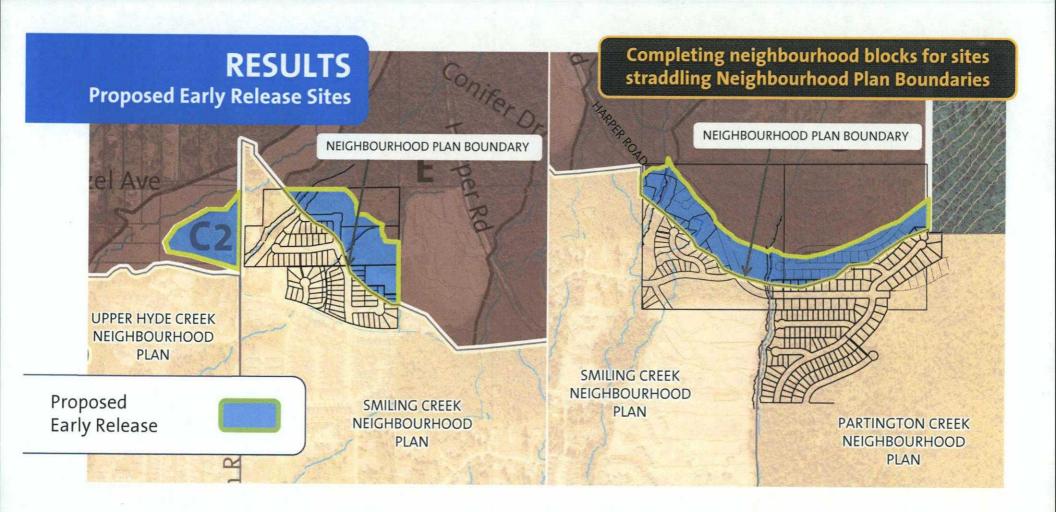






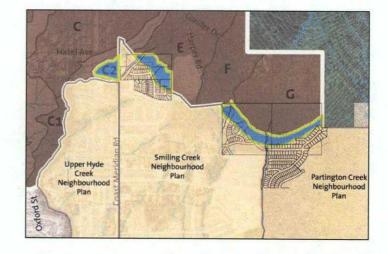




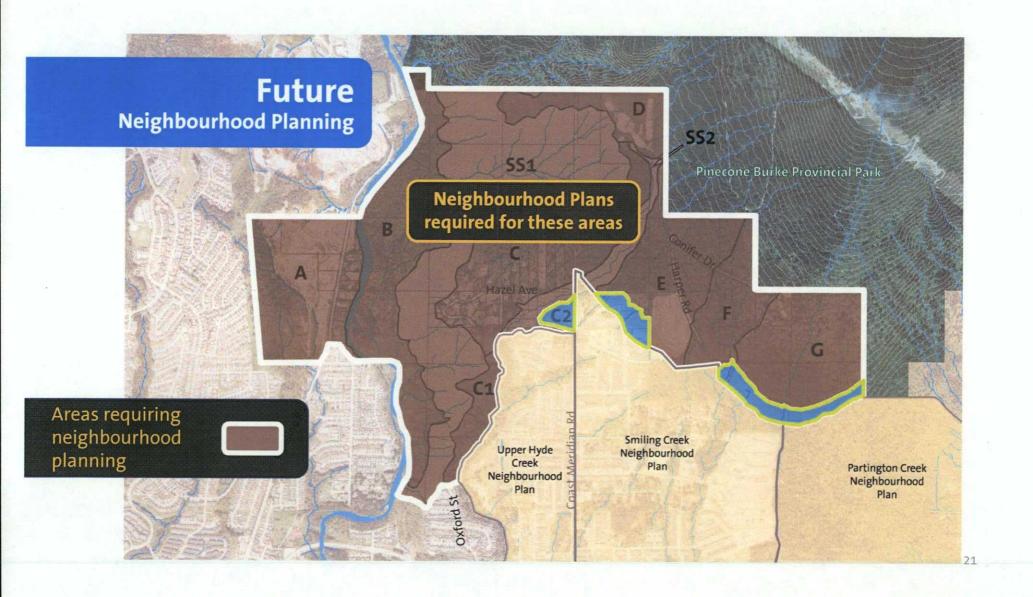


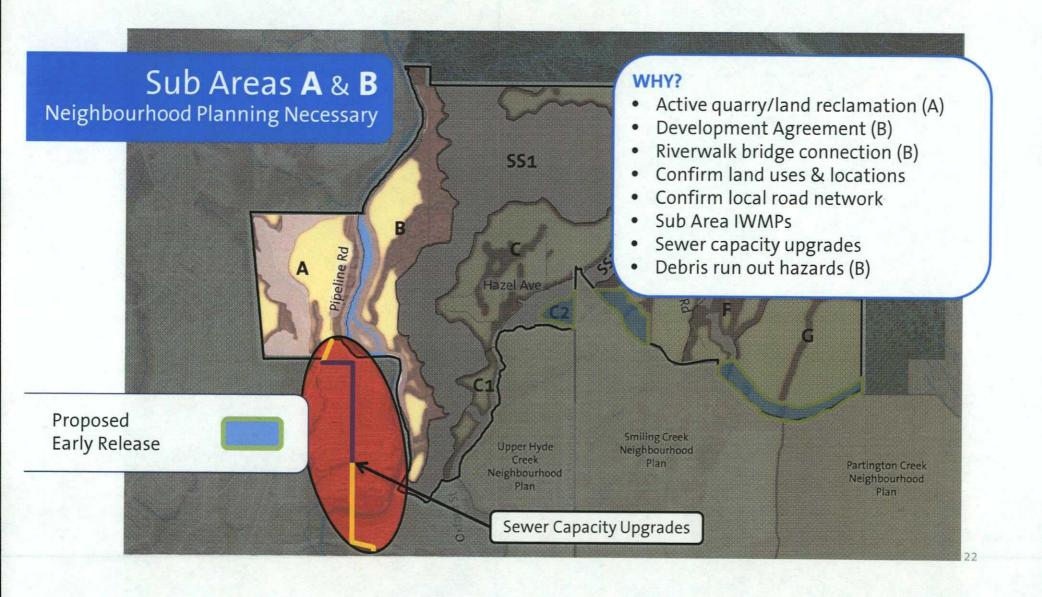
Implementation

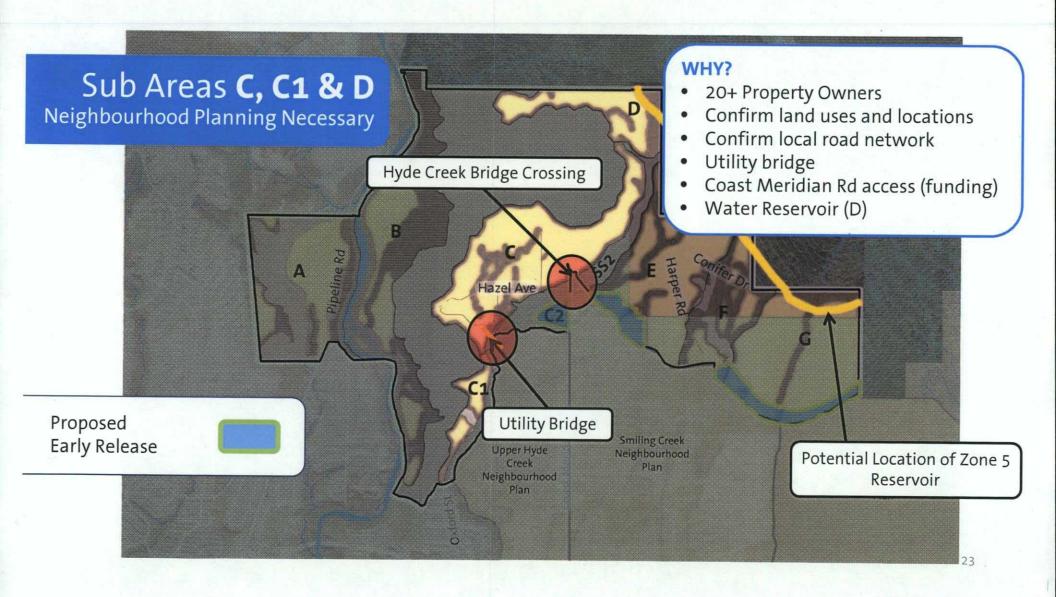
- For the proposed Early Release Lands, the standard development application process would be followed:
 - OCP amendments required
 - NE Coquitlam OCP Amendment Criteria
 - Ensure access to lands beyond
 - Identify local network connections for roads and utilities

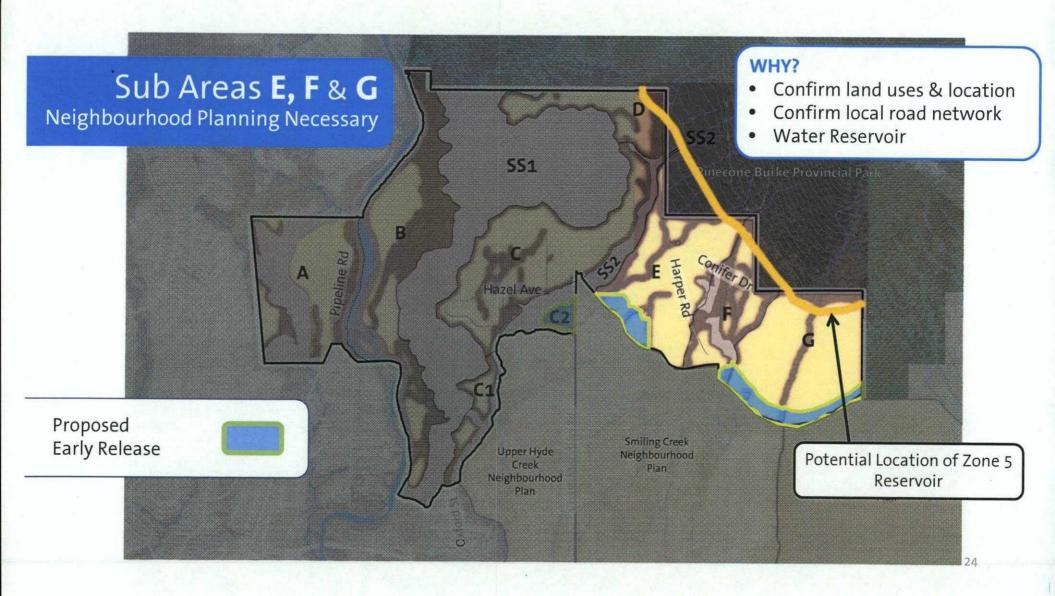












Next Steps: Early Release Framework

- Refine Framework
- Bring Framework forward to Council for consideration of endorsement
- Following Council's consideration notify:
 - Land owners, and;
 - Other stakeholders
- Draft Vision & Consultation
- Council consideration early 2017

