

March 13, 2012

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To: City Manager

From: General Manager Planning and Development

Subject: **Transit-Oriented Development Strategy (TDS) and Location Criteria for OCP Amendments and Impact Assessment Policies In the Vicinity of the Future Burquitlam Transit Station**

For: **Council**

Recommendation:

That Council:

1. Adopt the Location Criteria for Official Community Plan Amendments in the Vicinity of the Future Burquitlam ALRT Station (Attachment 2) based on Option A, as outlined in the report from the General Manager Planning and Development dated March 13, 2012;
2. Direct staff to prepare Impact Assessment Policies to support OCP amendments in the Burquitlam and Lougheed Neighborhoods, as per the recommended OCP Location Criteria; and
3. Staff be authorized to bring forward a work plan for initiation of a Citywide Transit-Oriented Development Strategy (TDS).

Strategic Goal:

This report supports the corporate objectives of supporting neighbourhoods, enhancing economic opportunities, innovating to meet changing needs, and continually improving processes, policies, and services.

Executive Summary:

With the announced commencement of the Evergreen ALRT project, the City is experiencing renewed development interest in Burquitlam, and other future Evergreen Line station areas. A number of these neighborhoods, including Burquitlam and City Centre, are either already under review or are slated for a neighbourhood plan update in the immediate future. In order to ensure strategic coordination of policies common to all Evergreen Line transit station areas, staff recommends the preparation of a Citywide

Executive Summary: cont'd/

Transit-Oriented Development Strategy (TDS) focused on the ALRT corridor and station areas. A component of the TDS would be to set out planning principles and provide policy direction for subsequent updates to the affected neighborhood plan areas, including Burquitlam, Lougheed and the City Centre. This work stream is generally outlined in box (A) City-Wide TOD Policy Framework on Attachment 1.

Additionally, specific interim actions are recommended in the Burquitlam and Lougheed neighbourhoods, in the area surrounding the future Burquitlam rapid transit station. Given that ten years have passed since the adoption of the Burquitlam Neighbourhood Plan (BNP), staff recommends that the BNP be revisited and revised to capitalize on and respond to the impacts of the new ALRT system. An update of the BNP is necessary to identify the appropriate long-term land uses, densities, infrastructure and amenity needs within the greater context of the neighborhood. The BNP update will require input from the TDS work and therefore cannot commence immediately. On that basis, staff recommends adoption of an interim policy review framework to deal with current development proposals not in compliance with the OCP in the vicinity of the Burquitlam station, including location criteria and impact assessment policies. The proposed interim review framework is set out as process (B) on Attachment 1.

Report Purpose:

To present a recommended approach involving initiation of a Citywide Transit-Oriented Development Strategy (TDS) to support neighborhood planning for Evergreen Line station areas and corridor. And secondly, to seek Council's adoption of an interim policy framework, including OCP location criteria and impact assessment policies to respond to development proposals not in compliance with the OCP in the vicinity of the future Burquitlam Evergreen transit station.

Background:

The Evergreen line represents a significant, long-term transportation investment in Coquitlam. To effectively capitalize on this investment it is essential development occurs in a manner that supports Transit-Oriented Development (TOD) principles. This means higher, mixed-use densities within the commercial core around future stations, and higher residential densities in a pedestrian friendly environment within a 10-15 minute walking distance of stations.

Background: cont'd/

Evergreen Rapid Transit Stations are planned in the Burquitlam and City Centre neighborhoods. Current Millennium Line stations at Lougheed Centre and Braid Street also benefit the Lougheed and Maillardville neighborhoods in Coquitlam. Planning initiatives for a number of these areas in Coquitlam are currently under way, or are scheduled as part of the Planning and Development Department's 2012 work program.

In July 2011, staff brought forward a report to Council pertaining to the Burquitlam Station area. The report highlighted some of the issues that staff were encountering with the existing BNP adopted in 2002, and development activity in the area. It was noted that the BNP had been adopted some years before and that an increasing number of applications and development proposals were coming forward that were inconsistent with the adopted plan. At that time Council endorsed staff's recommendation to hold applications that were inconsistent with the existing plan in abeyance until such time as the plan was updated or assessment criteria/policies were developed. The assessment policies are to serve as an interim measure to allow for OCP amendments to proceed in advance of the comprehensive review and plan update.

Discussion/Analysis:

Recent development proposals around the Burquitlam Transit Station have highlighted the need for coordination of both Citywide and local area policies to guide a consistent vision and series of principles for development around transit stations and corridors.

Citywide Transit-Oriented Development Strategy (TDS)

With the pending arrival of the Evergreen Line, there is a new opportunity to re-assess and coordinate significant Citywide policy objectives affecting all transit station areas and corridors, in order to provide strategic benefits and ensure a consistent policy framework to guide detailed planning that will follow in these areas. These policies would in turn allow the community to capitalize on new infrastructure and development investment, allow provision of affordable housing options, improve transportation options and walk ability, and achieve supportive open space and community amenities.

Staff recommends initiation of a TDS to establish citywide policies and address issues common to all the rapid transit station areas. The TDS will build on existing OCP TOD policies and be conducted in a phased approach, in order to enable early deliverables to provide input to on-going planning processes in individual neighborhoods, like Burquitlam and the City Centre. Should Council support this initiative, staff will bring forward a work plan for the TDS for Council consideration shortly.

Discussion/Analysis: cont'd/

Flowing from the TDS, specific policy initiatives are recommended, as discussed further below (i.e., Location Criteria for OCP Amendments and Impact Assessment Policies), to address interim development proposals around the future Burquitlam Evergreen transit station in advance of a plan update, due to the magnitude of development interests in this area. However, staff is not recommending that such interim policies be developed for other neighborhoods (i.e. City Centre, Lougheed*) due to a variety of factors, including staff resources, and magnitude and complexity of local issues in these areas. Development proposals in these areas not consistent with the current OCP would need to await completion of the TDS.

Burquitlam Neighborhood Plan (BNP) and Station Area

The vision for the Burquitlam neighbourhood was to develop as a transit-oriented village in accordance with key TOD principles. Since BNP adoption there has been sporadic development in the area. More recently though, primarily due to increased certainty surrounding the Evergreen Line, renewed development activity and interest in Burquitlam has occurred. Given the ten years since BNP adoption, staff believes the plan may not adequately support Evergreen Line service over the 40-50 year life expectancy of new development. Other concerns staff have regarding the area include:

- The need to identify and provide additional road, bike and pedestrian infrastructure, particularly if large land assemblies occur or if large sites redevelop;
- The need to replace and/or upgrade aging and near capacity servicing infrastructure;
- The ongoing community concern regarding insufficient public amenities and services in Burquitlam, despite significant and recent redevelopment in the area;
- The need to identify and implement funding mechanisms to assist in providing public amenities such as a recreation centre, which is identified as a need in the current BNP;
- The potential displacement of rental housing within the neighbourhood through redevelopment; and
- The need to update the corresponding zones (C-7 Transit Village Commercial and RM-4, RM-5, and RM-6 High Density Apartment Residential) to support transit-oriented development in the Burquitlam and Lougheed neighborhoods.

*The Intracorp Projects Ltd. proposed townhouse development on the south side of Foster Avenue would be considered through the BNP update.

Discussion/Analysis: cont'd/

A timely, coordinated and strategic program is needed to address the issues noted above. This includes the need to update the BNP to identify the appropriate, long-term land uses and densities, infrastructure and amenity needs within the greater context of the neighbourhood. However, given the timing required to complete a strategic update, an interim policy framework is also required to respond to current development proposals not in compliance with the OCP around the Burquitlam station.

Therefore, in addition to the recommended TDS initiative, staff recommends adoption of an interim framework to respond to OCP amendment applications in the vicinity of the Burquitlam station. The proposed Location Criteria for OCP Amendments is set out in Attachment 2 and is further described below.

Additionally, to support the proposed Criteria, staff is currently working on two (2) separate work components for Burquitlam, to be completed concurrently in advance of a neighbourhood plan update, as follows:

- Development of Impact Assessment Policies, which each OCP Amendment application would need to address; and
- Amendments to the C-7, RM-4, RM-5, and RM-6 Zones.

Attachment 1 outlines the high-level process steps for the Citywide TDS program, as well as the two (2) Burquitlam station work components, and the process interdependencies between each process.

Location Criteria for OCP Amendments in the Vicinity of the Future Burquitlam Station

Attachment 2 summarizes proposed criteria for consideration of OCP amendment applications around the future Burquitlam transit station. The recommended Criteria can be summarized as follows:

- OCP amendment applications should **NOT** be considered on an interim basis in advance of the neighborhood plan update on lands currently designated One Family Residential, or Neighbourhood Attached Residential (Area A), due to the high potential for land use conflict, concerns about ad-hoc development, and potential lost opportunities to achieve appropriate development densities and form in keeping with Transit-Oriented principles;

Discussion/Analysis: cont'd/

- OCP amendment applications should **NOT** be supported on lands designated Medium Density Apartment Residential where current 4-storey multi-family development is proceeding (east of future transit station) or where lands form a transition to One Family or Neighborhood Attached Residential designated lands (Area B); and
- OCP Amendments can be considered in the interim on lands designated Medium Density Apartment Residential in close proximity to the transit station and/or fronting Clarke Road (Areas C and C1), as well as lands already designated for Transit Village Commercial (Area D) subject to compliance with the impact assessment policies that will be developed. It is expected that under this interim approach, completion of the initial phases of the TDS will be necessary in order to establish the overarching vision, as well as planning and principles and policies applicable to station areas and the transit corridor, to properly inform/guide development applications.

Council Options

Council may wish to consider a number of alternative approaches to expand or limit the areas where OCP amendment applications may be dealt with in the interim around the future Burquitlam station, as follows:

Option A (Recommended) - Staff recommends that Council adopt the Location Criteria for OCP Amendments in the vicinity of the Burquitlam Station, as per Attachment 2, and described above.

Pros:

- Provides an interim solution to create policy and update applicable zones in advance of a comprehensive neighborhood plan update.
- Allows development to continue in a timely manner, within appropriate areas, to capitalize on development momentum and prevent lost opportunities to densify in close proximity to the Evergreen Line station.
- Limited impacts on surrounding single-family neighborhoods.

Cons:

- Only provides a temporary solution that does not eliminate the need for a comprehensive update of the neighborhood plan.
- Limited public consultation and input to guide overall vision for the neighbourhood plan update.

Discussion/Analysis: cont'd/

In addition to Option A outlined above, an alternative option would be to expand the areas where OCP amendments would be permitted (Option B) in the interim or to not allow OCP amendments at all (Option C) until the neighborhood plan update is completed. The pros and cons of each of these options are briefly outlined below:

Option B- This option would allow consideration of any and all OCP amendment application to proceed in advance of a comprehensive neighborhood plan review, but still be subject to the impact assessment policies.

Pros:

- Allows for timely review of proposed development projects.
- Allows each application to be evaluated and reviewed based on its own merits.

Cons:

- Potential for sites to develop at densities that are inconsistent with City's long term goals surrounding transit-stations.
- Lack of coordinated policy and context to guide overall development and review of individual applications on an ad hoc basis.
- Public concerns may arise about uncoordinated development patterns or piecemeal amendments to the neighbourhood plan.
- Lack of comprehensive public consultation and input to guide overall vision for neighbourhood plan.
- Encourages land speculation in stable single-family neighborhoods.

Option C – Under this option, Council may direct staff to hold all OCP amendment applications in abeyance until after the TDS and neighborhood plan update has been completed.

Pros:

- Prevents "lost opportunities" associated with unplanned for development.

Cons:

- Potential continuation of low density development (i.e., duplexes) within the Neighborhood Attached Residential area.

Discussion/Analysis: cont'd/

Staff discussed the recommended Location Criteria for OCP amendments (Option A) with several developers with land holdings and pre-applications in the vicinity of the Burquitlam station on February 14, 2012. Several developers with properties located within areas that are not supported (Area A) under the interim framework expressed disappointment, and continue to seek an alternative interim approach that would enable them to move forward with their developments now on a site-specific basis, as per Option B. One of these developers, Intracorp Projects Ltd., appeared before Council as a delegation on February 20, 2012, to present their views in this regard.

Impact Assessment Policies

Potential OCP amendments that meet the above location criteria would be reviewed under assessment policies to address the impacts associated with the proposed development. Each applicant would be responsible for resolution of the following prior to finalizing their preliminary development plans and advancing their application to Council:

- **Servicing and Infrastructure Impacts** – The applicant will be responsible for upgrades or contributions to mitigate any servicing impacts (e.g., sewer, water, roads) triggered by the proposed development. Additionally, if an applicant proceeds in advance of the neighbourhood plan update, they would fund any studies needed to determine required servicing upgrades.
- **Density Bonus System** – For proposed high-density projects utilizing the density bonus system that would be available under the C-7, and RM-4, 5 or 6 zones, contributions would be made towards broader public amenities supporting the transit service and immediate station area and possibly to assist in housing affordability. The pending Zoning Bylaw updates to these zones will include provisions to add a density bonus scheme similar to the C-4 City Centre Commercial zone for Council's consideration.
- **Community Amenity Contributions (CACs)**– CACs represent an important potential component to enable new development to contribute appropriate funding to support identified community amenities (e.g., recreation centre) needed to accommodate the increased population and employment growth. Typically, CACs would bridge the funding gap that cannot be provided for through Development Cost Charges (DCCs). A cost-based formula for determining CAC's on a residential or commercial floor area basis is proposed to be developed.

Discussion/Analysis: cont'd/

- **Rental Housing Replacement Plan** - A large portion (approximately 35%) of the City's rental housing stock is located within the Burquitlam and Lougheed neighbourhoods. Given that Areas C and C1 (Attachment 2) include many rental apartment units, an approach for rental unit replacement will need to be developed. A plan is required to determine appropriate and specific rental replacement rates.

Financial Implications:

There are no direct and/or immediate financial impacts associated with this report; however, depending on the options chosen, there will be an impact on staffing resources and potential additional costs for planning studies and consultants. Specific work program costs for the TDS and the neighbourhood plan update will be brought forward separately for Council consideration, while other initiatives discussed in this report can be resourced through adjustment of current work priorities.

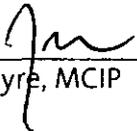
Conclusion:

The pending arrival of the Evergreen Line presents an unprecedented investment and a tremendous opportunity to achieve Transit-Oriented Development in Coquitlam key neighborhoods that will be served by rapid transit. The development of consistent and coordinated policies for all transit station nodes and corridors will provide a strategic benefit to assist in detailed planning in these areas.

The City recognizes there is considerable redevelopment potential within the Burquitlam neighbourhood, and other station areas, as a result of the Evergreen Line service. Given this significant transit investment, it is essential that land use, urban design and supporting transportation infrastructure and community amenities are done properly and in a manner that supports the Evergreen Line over the long life-span of this service. The most appropriate means of "getting it right", and ensuring development proceeds in a manner consistent with the City's best interests, is to assess long-term densities, infrastructure and amenity needs through a neighbourhood plan process.

Conclusion: cont'd/

However, to respond to current development interests in the Burquitlam area and provide overarching policy direction, staff are recommending that Council endorse initiation of a work plan for a Citywide Transit-Oriented Development Overlay Strategy to support transit corridors in all areas of the City. Additionally, it is recommended that staff proceed with concurrent initiatives as part of the interim strategy for development in the vicinity of the Burquitlam Station, including the recommended Location Criteria for OCP Amendments (Option A), completion of corresponding zoning amendments to support Transit-Oriented Developments, and development of Impact Assessment Policies. As the TDS work progresses, staff will initiate a focused and timely review/update of the BNP, a proposed work program for which will be brought to Council shortly for consideration.



J.L. McIntyre, MCIP

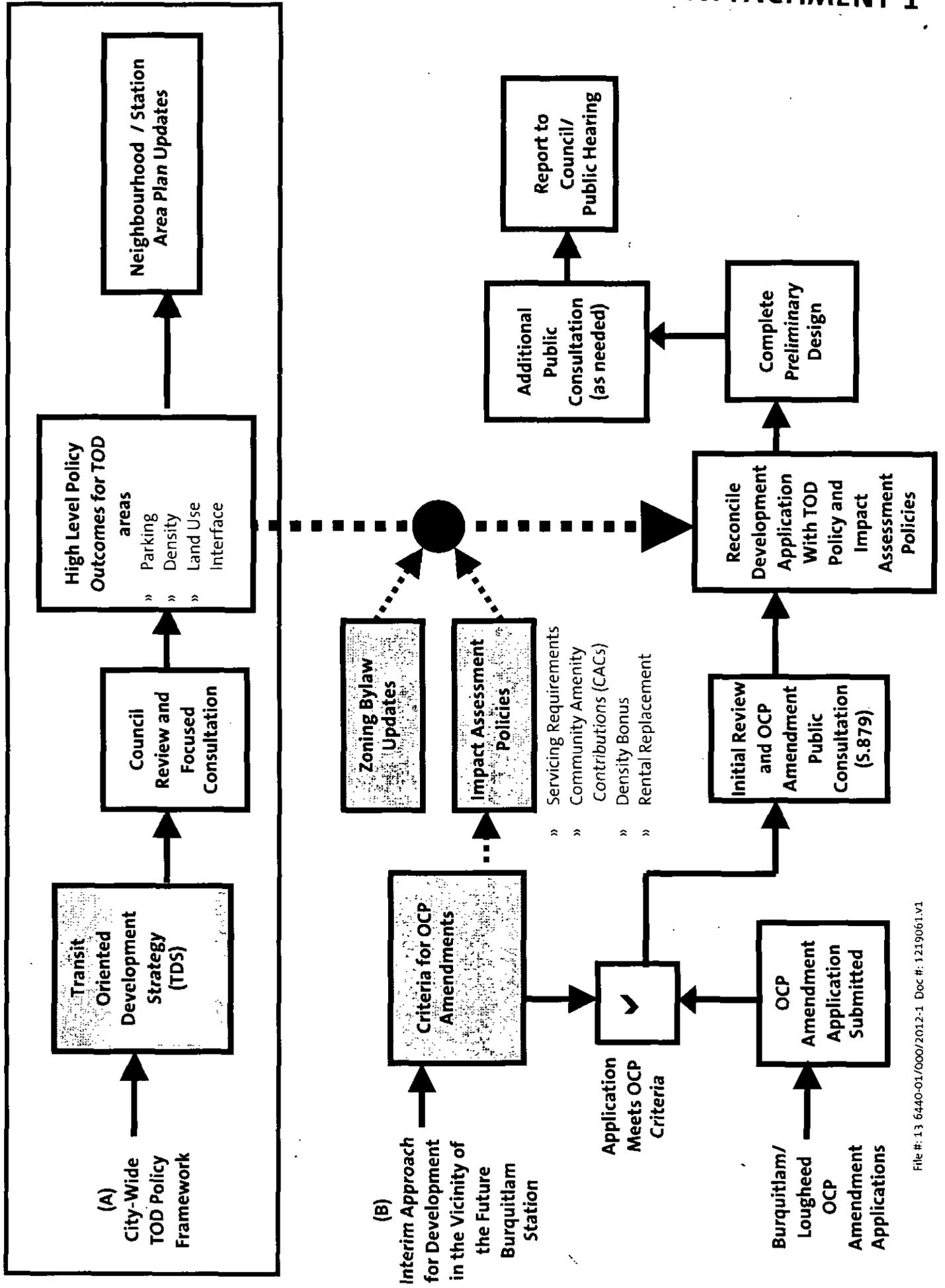
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Attachments:

1. TDS/Burquitlam Station Policy Initiatives
2. Criteria for OCP Amendments in the vicinity of Burquitlam Station.

This report was prepared by Chris Jarvie, Planning Technician 2, Erica Tiffany, Supervisor Development Planning, Raul Allueva, Manager Development Services and Jim McIntyre, General Manager Planning and Development.

Transit-Oriented Development Strategy/Burquitlam Station Area Policy Framework

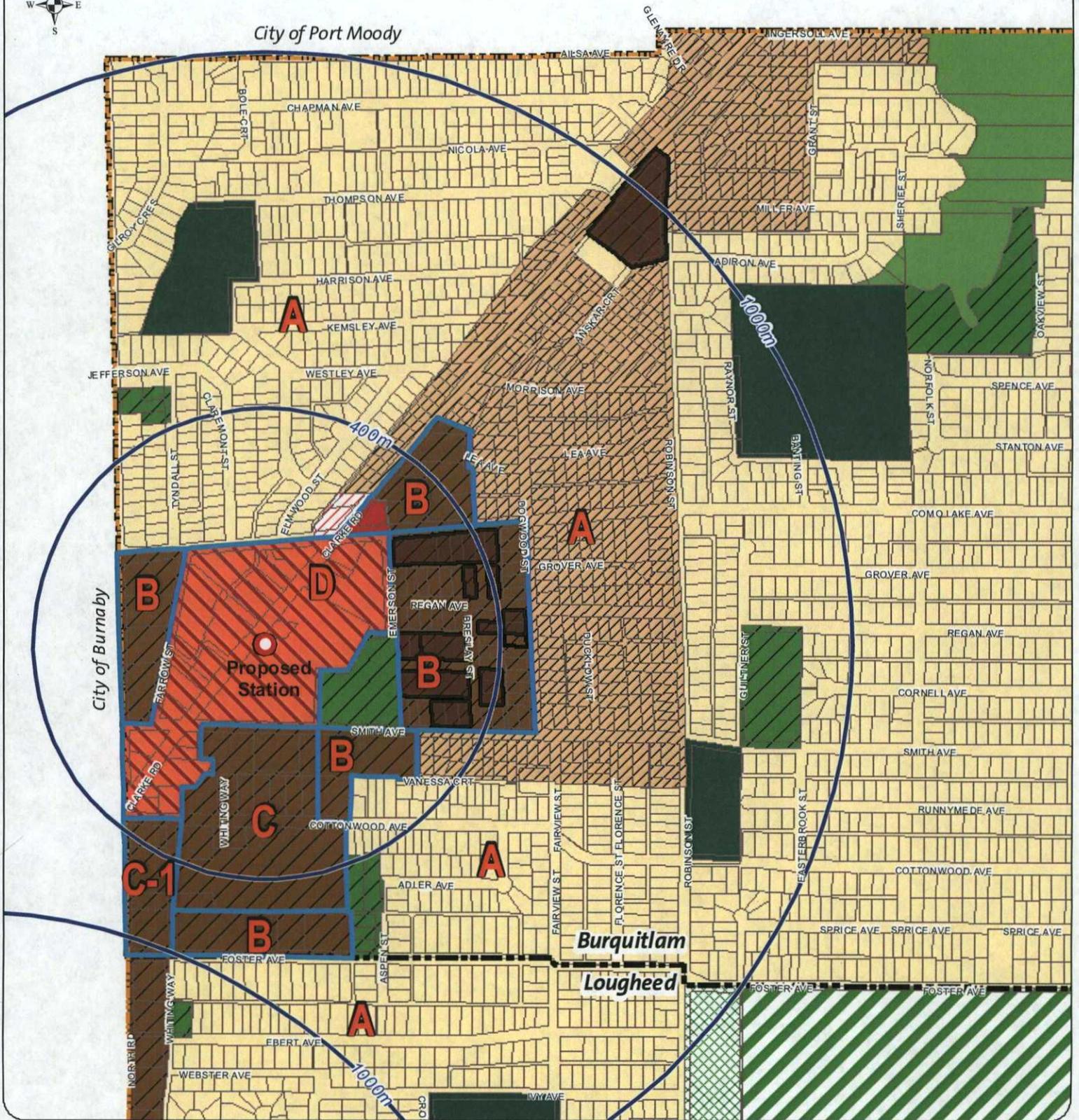


**Criteria for OCP Amendments in the Vicinity of Burquitlam Station- Description and Rationale
(Refer to Attached Map for Specific Areas)**

Location	Description and Policy Rationale
<p>Area A includes land currently designated One-family Residential and Neighbourhood Attached Residential in the OCP.</p> <p>This area is NOT deemed suitable to process OCP amendment applications in advance of a comprehensive neighbourhood plan update for the following reasons:</p>	<ul style="list-style-type: none"> ○ Uncertainty regarding the necessary densities to support rapid transit over the long-term; ○ Developments may be at lower densities than is appropriate for future development patterns, effectively underselling the plan; ○ Ad-hoc development may result in lost opportunities; ○ Land use adjacency impacts (i.e., higher density residential adjacent to single-family); and ○ May result in housing demand being redirected away from the core areas that are in closer proximity to the Evergreen Line station.
<p>Area B includes land currently designated Medium Density Apartment Residential.</p> <p>This area is NOT deemed suitable to process OCP amendment applications to high-rise residential in advance of a neighbourhood plan update for the following reasons:</p>	<ul style="list-style-type: none"> ○ Recent development patterns within this area have been three and four-storey apartment developments, in accordance with the OCP land use designation; and ○ In advance of updated policies to address appropriate long-term transitioning between high, medium and low-density housing forms, this area provides an interim buffer between higher density developments closer to the transit station and the surrounding and outlying neighbourhood attached residential and single-family uses.
<p>Area C is designated Medium Density Apartment Residential and includes older apartment buildings with rental tenures. OCP amendments to a high-rise apartment could be considered within this area for the following reasons:</p>	<ul style="list-style-type: none"> ○ The sites are relatively large; reducing the need for large land assemblies; ○ The transition from medium to high density will have less impact on the urban form; ○ It is insulated from single family residential by medium density apartments, parks, arterials, and Transit Village Commercial designated properties, reducing the potential for transitioning or land use adjacency impacts; and ○ Maximum development potentials can be achieved, avoiding the potential to undersell within the area proximate to the Evergreen Line station.
<p>Area C1 is designated Medium Density Apartment along Clarke Road. OCP amendments to a high-rise, mixed-use form could be considered in this area for the following reasons:</p>	<ul style="list-style-type: none"> ○ Given the site location along an arterial, proximity to the Transit Village Commercial area, ability to support commercial development, and insulation from single-family residential is well suited for OCP amendments to the Transit Village Commercial designation. ○ Staff recommend considering amendment applications within this area subject to review under the Interim Policy Review Framework .
<p>Area D is designated Transit-Village Commercial in the OCP. Staff do not anticipate OCP amendment applications in this area given it already provides for the "highest and best use". However, the following regulatory changes are required:</p>	<ul style="list-style-type: none"> ○ Amendments to the C-7 Transit Village Commercial and RM-4, RM-5 and RM-6 High Density Apartment Residential zones, the implementing zones for the Transit Village Commercial designation, are needed to make the zones more marketable and to bring them into alignment with the density bonus system recently adopted for the C-4 City Centre Commercial zone. Work on this component has been initiated, with public consultation occurring in March/April, with an anticipated public hearing in April 2012.



City of Port Moody



Burquitlam and Lougheed Neighbourhood Plan Land Use Designations

LEGEND

- | | |
|-------------------------------|--------------------------------------|
| Civic and Major Institutional | General Commercial |
| Extensive Recreation | Transit Village Commercial |
| Natural Areas | Medium Density Apartment Residential |
| Parks and Recreation | Neighbourhood Attached Residential |
| School | One Family Residential |
| Service Commercial | Recently Approved Applications |

Date Created: Feb 23, 2012
 Map Projection: UTM Nad1983
 Prepared By: Planning & Development
 Source: City of Coquitlam

