March 5, 2019
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To: City Manager
From: General Manager Planning and Development

Subject: City Centre Area Plan – Residential Density and Land Use Transition

For: Council-in-Committee

Recommendation:
That the Committee receive the report dated March 5, 2019 from the General Manager Planning and Development entitled, “City Centre Area Plan – Residential Density and Land Use Transition” for information.

Report Purpose:
This report presents, for Committee information and feedback, a proposed framework that identifies and applies criteria for establishing a residential density and land use transition approach for the City Centre Area Plan (CCAP) Update. Based on Council-in-Committee feedback the residential density and land use transition will be refined and brought forward as part of the draft Plan.

Strategic Goal:
The City Centre Area Plan Update supports ‘Strengthening Neighbourhoods’ and is an “A” priority in the 2019 Business Plan.

Executive Summary:
The residential density and land use transition report, along with accompanying reports, work booklets and papers will serve as an input for the CCAP Update. The CCAP Update will also build on the existing 2008 CCAP and the 2012 Transit Oriented Development Strategy (TDS).

Recognizing Coquitlam City Centre’s role as a Regional City Centre, a proposed framework has been developed to guide residential density and create a logical and objective land use transition in City Centre. The framework also seeks to balance population growth with the provision of public amenities and services, encourages a diversity of housing types while creating a vibrant downtown with a mix of uses (i.e., residential, commercial and office).

Following Committee’s feedback on the residential density and land use transition as well as accompanying reports, work booklets and papers, staff will prepare a draft Plan, incorporating the draft land use concept. The draft Plan will be presented to Council in the summer of 2019 prior to proceeding with the final round of public consultation.
Background:

Within the larger boundary of the Plan area, the focus of the CCAP Update is the areas surrounding existing SkyTrain stations and along the Barnet Highway and Pinetree Way corridors (as identified in the TDS as core, shoulder and transit corridor areas) (Attachment 1). For the purpose of the residential density and land use transition approach, a comprehensive review of the entire CCAP area was undertaken to capitalize on the investment of the SkyTrain and to strategically prioritize future development around existing stations and strengthen City Centre’s role as a vibrant hub of activity.

It should be recognized that the Four Corners Precinct, located at the intersection of Pinetree Way and Guildford Way, is of strategic importance to the City of Coquitlam. This area has not been included in the residential density and land use transition approach to this point as separate precinct planning is currently underway as part of the CCAP Update process.

As noted above, this residential density and land use transition report is part of a series of reports, work booklets and papers that are intended to assist Council in providing direction and guidance to the CCAP Update. Accompanying land use planning reports and studies include:

- City Centre Urban Framework Workshop Booklet (completed);
- City Centre Area Plan Update: Commercial & Office discussion Paper (completed);
- Precinct & Four Corners Workshop Booklet (underway); and
- City Centre Area Amenity Strategy (underway).

This step-by-step approach to this major plan review being undertaken is to ensure that the CCAP is updated in concert with Council, and that Council provides input and direction at key milestones in the planning process. The outcomes of these analyses will be consolidated into a draft Plan, which will be brought forward to Council and the public for input and feedback later this year.

Summary of Public Feedback

Community feedback received to date regarding future residential development in City Centre was found to suggest a compact and complete community with higher densities located around SkyTrain stations to sustain and grow commercial businesses and create a sense of vibrancy. Feedback also noted that City Centre should be a family friendly place with a range of housing options. A complete summary of Phase 1 Public Consultation feedback is available in the Councillor’s Office.

Resident Petitions

Similar to the Burquitlam-Lougheed Neighbourhood Plan planning process, real-estate agents and developers have been talking with area residents about redevelopment opportunities on the periphery of City Centre. As a result, staff has received several requests from property owners advocating for high density residential development along Barnet Highway and Christmas Way. Staff has also received three petitions from properties/strata’s located along Inlet Street and Falcon Drive (Attachment 2) advocating for high density residential development in these two outer areas.
These inquiries and requests have been evaluated as part of the residential density and land use transition framework outlined below.

**Discussion/Analysis:**

**Residential Density and Land Use Transition Framework**

A proposed framework has been developed to provide a set of criteria, which have been applied to the CCAP area to establish a residential density transition approach throughout City Centre. The framework considers the existing housing stock in City Centre, and balances population growth with the provision of public amenities and services. The goal of this approach is to create a vibrant downtown with a mix of development (i.e., residential, commercial and office). The proposed framework criteria include:

1. **Concentrate Population Growth**
   - Focusing population growth to support the cost efficient provision of public amenities and services.

2. **Create a Continuum of Housing Types**
   - Allow for a range of housing types in City Centre and recognize the role that the current housing stock plays along the housing continuum.

3. **Create Areas of Vibrancy**
   - Strengthen City Centre’s role as a hub of activity and support transit oriented development and the investment in SkyTrain (i.e., create a critical mass).

An overview of criterion and proposed direction coming out of the framework is summarized below.

1. **Concentrate Population Growth**

   **Overview**

   The CCAP encompasses an area of approximately 724 hectares (1,789 acres) in size and the core areas around the Lincoln and Coquitlam Central SkyTrain stations, including the TransLink transit hub, encompasses an area of approximately 51 hectares (127 acres) in size. These core areas primarily consist of low density commercial development (i.e., strip and shopping malls) with large parking lots. Based on the extent of available land area for redevelopment in City Centre, multiple decades of population growth can be sustained in the core areas adjacent to existing SkyTrain stations. Recognizing the extensive land area available for potential redevelopment in City Centre, consideration should be given to the concentration of development around existing SkyTrain stations first and creating a high quality urban downtown with a range of amenities and services.

   Based on the rate of growth established in the City’s Regional Context Statement, the population of City Centre is projected to increase by approximately 24,000 residents by 2046. Analysis of the City’s development data and recent Census data indicate that population growth in City Centre was slower than anticipated during the five-year period between 2011 and 2016 resulting in an approximate shortfall of 1,500 people by 2016.
At this time, it is anticipated that the shortfall will widen until 2021 (the year the next Census will be conducted) and a growth rate 2.5 times greater than that being experienced during the current decade (2011 to 2021) is required during the next decade (2021 to 2031) to meet population estimates. A number of emerging development proposals will help to close this gap. A complete overview of projected population growth to 2046 for the CCAP Update is outlined in Attachment 3.

Proposed Direction
Based on development capacity relative to estimated population growth, full build-out of the Focus Area is expected well beyond the 2046 planning horizon. The proposed CCAP Update envisions the majority of population growth will be focused around existing SkyTrain stations through redevelopment of underdeveloped or vacant properties.

An alternative City Centre growth scenario is to allow for a broad application of high density land uses throughout the entire CCAP area, however this would create a dispersed and disconnected pattern of development and is therefore not supported. Concentrating density around existing SkyTrain stations and along the Pinetree Way corridor will reduce land consumption, and the distance between common destinations which is more cost efficient for providing public infrastructure and community services (schools, parks, recreation facilities, etc.) and services for a greater number of residents. Focusing future development towards larger tracts of underdeveloped lands will also minimize land use change in established neighbourhoods in City Centre as well as create a connected and concentrated development pattern with fewer gaps.

2. Create a continuum of housing types

Overview
A review of the existing housing stock in City Centre was undertaken to better understand current housing characteristics. Existing residential development in the core almost entirely consists of medium density apartments and townhomes constructed between 1990 and 2009, and high density mixed-use development constructed between 2010 and 2017 under the existing City Centre Commercial designation (C-4 zone) (Attachment 4).

Established residential neighbourhoods on the periphery of City Centre (e.g., Lower Eagle Ridge, New Horizons) are characterized by single family homes, and low density apartment and townhouse developments built primarily during the 1970s and 1980s. As outlined in Coquitlam's Housing Affordability Strategy, one of the City's goals is to provide a variety of housing options, forms, tenures and price levels to meet the needs of a variety of family types. Based on the age and price level of the housing stock in established residential neighbourhoods in the City Centre periphery and the role it serves on the housing continuum, consideration should be given to maintain the character of these neighbourhoods over the short and medium terms (i.e., no major redevelopment at this time).
Proposed Direction
Preserving established outlying residential neighbourhoods and directing new development to larger tracts of underdeveloped parcels of land in the core will continue to create a continuum of housing types throughout the entire City Centre area accessible to residents at various income levels while minimizing property assessment increases in these established areas. It will also allow for opportunities to provide a greater diversity of housing by adding to the existing housing stock in City Centre to accommodate residents and families in all stages of life, including purpose-built rental, accessible/adaptable units, 2-3 bedroom units and seniors housing.

3. Create areas of vibrancy

Overview
Coquitlam City Centre is designated as a ‘Regional City Centre’ in the Official Community Plan (OCP) and Metro Vancouver’s Regional Growth Strategy (RGS). Regional City Centre’s throughout Metro Vancouver are characterized by high commercial and residential densities, regional-scale employment, complemented by a mixture of services, parks, institutional, cultural and entertainment activities, and supported by frequent transit network connections and major road networks.

Transit oriented development (TOD) is a pedestrian friendly, compact mixed-use form of development centered around rapid transit. This type of development aims to provide a variety of land uses, housing types and transportation alternatives to the automobile. Following TOD best practices, the intensity of both residential and commercial development is far greater around rapid transit stations than that of surrounding areas. The current land use pattern along the Pinetree Way corridor and around existing SkyTrain stations includes a combination of low density commercial development (i.e., strip and shopping malls) and higher density mixed-use development (i.e., residential, retail, entertainment and office) primarily along Glen Drive constructed over the last decade.

Proposed Direction
As set out in the report considered by Committee on February 25th, a Commercial Downtown Core has been proposed in the area around Coquitlam Central and Lincoln SkyTrain stations (Attachment 5). Mixed-use development (i.e., residential, retail, entertainment and office) will help animate the Commercial Downtown Core at all times of the day and night, and provide conveniences for residents to meet their daily needs, as well as support commercial businesses and provide a larger labour pool in close proximity for employers to draw upon.

It is proposed that the highest residential densities be located on sites with a commercial requirement to help create vibrant urban spaces and incentivize redevelopment in the Commercial Downtown Core while creating a walkable urban environment and capitalize on the investment of the SkyTrain.
The proposed residential density and land use transition preserves areas along Barnet Highway, Lougheed Highway and portions of Christmas Way for employment generating uses that may not be suitable in a downtown setting (i.e., production, distribution and repair type businesses) while still being in close proximity to residential areas to provide a variety of employment opportunities for residents. Furthermore, in a rapidly growing real-estate market, these types of uses typically cannot economically compete with high density residential uses. Precluding residential land uses in these areas will have an additional benefit for businesses, specifically related to the relationship between land values, property assessment and property taxes and thereby help encourage and support a variety of employment generating uses in City Centre.

Proposed Residential Density and Land Use Transition

In summary, the proposed residential density and land use transition balances development potential relative to estimated population growth with the cost effective delivery of public services and infrastructure. The proposed land use transition also takes into consideration the role established neighbourhoods contribute to a livable, affordable urban environment. The proposed residential density and land use transition approach for City Centre is shown in broad and conceptual terms in Attachment 5 and summarized below.

Core Area of Change/Redevelopment

The majority of land use changes to the existing 2008 CCAP are proposed around the Coquitlam Central and Lincoln SkyTrain stations. Currently, the maximum permitted density for all residential and commercial uses under the City Centre Commercial land use designation (C-4 zone) is 6.5 FAR, inclusive of density available for affordable housing, with a 0.5 FAR commercial floor space requirement.

Through the residential density and land use transition study and analysis undertaken as part of the Commercial and Office Discussion Paper, it is proposed that a maximum FAR of 6.5, inclusive of density available for affordable housing, and a 1.0 commercial FAR requirement be applied in the Commercial Downtown Core until a comprehensive review of the City's density bonus program is completed. For areas designated as City Centre Commercial outside of the Commercial Downtown Core (i.e., the lands along the Glen Drive corridor shown as City Centre Commercial (mixed-use) in the Attachment 5 map), the existing 6.5 FAR maximum, inclusive of density available for affordable housing, and 0.5 FAR commercial floor space requirements are proposed to be maintained (Attachment 5).

Shoulder Area of Change / Redevelopment

Outside of the Commercial Downtown Core and City Centre Commercial designation, a combination of high and medium density residential rounds out the residential density and land use transition.

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1 Floor Area Ratio (FAR) is the maximum building floor area allowed to be constructed on a property based on the lot area and is expressed as a ratio.
High density residential allows up to a 5.5 FAR, inclusive of density available for affordable housing, under the RM-6 zone without any height limit and the medium density land use allows up to a 2.64 FAR, inclusive of density available for affordable housing, under the RM-3 zone with a height limit up to 8 storeys.

To provide a transition to the adjacent lower density neighbourhoods, site specific height limits are proposed for high density (20-25 storey) and medium density (4-6 storey) residential areas identified in Attachment 6.

Although proposed residential land use changes are primarily within the CCAP Focus Area, staff recommends a land use change for the area east of Inlet Street and south of Tahsis Avenue from low density apartment residential and townhousing to medium density with a 4-6 storey height limit (Attachment 7). Through redevelopment, a land use change in this area would help facilitate an improved pedestrian and cycling connection between the Commercial Downtown Core and the Coquitlam River with an east-west neighbourhood greenway connection.

A medium density land use form with a 4-6 storey height limit in this area will serve as a transitional land use between the Commercial Downtown Core and peripheral areas in City Centre and blend into adjacent established, lower density neighbourhoods.

Evaluation of Petitions and Development Inquiries
As previously mentioned, staff have received requests from property owners and developers advocating for a land use change to high density for properties located along the Barnet Highway corridor and Christmas Way and on the periphery of City Centre along Inlet Street and Falcon Drive. These requests have been evaluated based on technical feasibility, public feedback, surrounding neighbourhood context and the overall land use transition. It is recommended that the areas along the Barnet Highway corridor and Christmas Way be preserved for employment generating uses as identified in the Commercial and Office Discussion Paper and the areas located along Inlet Street and Falcon Drive be designated as medium density.

The proposed density and land use transition preserves the areas along Barnet Highway and Christmas Way for employment generating uses. Precluding residential development in these areas likely increases the timeline for the need for a Falcon SkyTrain station, as there may be no business case for a station in the short- or medium-terms. High density residential is being considered on the former Coronation Park School site based on its proximity and access to the Inlet Centre SkyTrain station in Port Moody.

A land use change to high density for the areas along Inlet Street and Falcon Drive (Attachment 2) would create inconsistencies in the transition of residential land uses away from existing SkyTrain stations. A land use change to medium density with a 4-6 storey height limit within these two areas has been proposed to serve as a transition and blend into surrounding lower density neighbourhoods.
Staff will continue to consult with landowners and developers in City Centre as part of the CCAP Update in a coordinated manner with the Transit Oriented Development Team (TODAT).

Applications that do not require an OCP amendment will continue to be advanced to Council and pre-applications will be reviewed based on the existing 2008 CCAP, the TDS, and CCAP Update work completed to date (although no OCP amendments will be advanced ahead of the CCAP Update).

Next Steps:
Following feedback from Council-in-Committee, the residential density and land use transition will be refined. The outcomes, along with accompanying reports, work booklets and papers, will provide direction and guidance for a draft land use concept for City Centre that supports economic vibrancy while balancing community aspirations with transit-oriented development best practices.

Staff will also continue with on-going technical work, including:
• Precinct & Four Corners Workshop Booklet;
• A City Centre Areas Amenity Strategy;
• Develop family friendly policies that support residential development; and
• Further discussions with School District 43 regarding future school site requirements.

Once complete, the draft land use concept will then be presented to Council in the summer of 2019. If the draft land use concept is supported by Council, staff will proceed with the final round of consultation, including community information sessions, a public survey, pop-up kiosks, digital print media, as well as engagement with Council Advisory Committees, external stakeholder agencies, and neighbouring municipalities (Port Moody and Port Coquitlam).

Financial Implications:
The CCAP Update is identified as part of the 2019 Business Plan and is funded through the existing Community Planning division capital projects budget.

Conclusion:
As an input into the CCAP Update process, the purpose of this report was to examine residential densities and land use transitions in City Centre. The CCAP Update builds on the policies in the 2008 CCAP and the TDS by focusing on transit supportive densities and land use changes around existing SkyTrain stations.

A framework was developed to guide the residential density and land use transition based on three criteria, which sought to balance population growth with the delivery of public amenities and services, while allowing for a range of housing types and strengthening City Centre's role as a Regional City Centre.

The proposed land use transition focuses new higher density residential development around existing SkyTrain stations and along the Pinetree Way corridor. Redevelopment in the core will primarily be directed towards larger tracts of consolidated land which will allow for the creation of a finer street grid and improved ease of movement in City Centre.
Moving away from the core, a mixture of high rise apartments and medium density apartment and townhouse developments will serve as transitional land uses towards the peripheral of the CCAP and blend into lower density established neighbourhoods.

Attachments:

1. City Centre Area Plan Update Focus Area (Doc # 3255315)
2. Resident Petitions (Doc # 3255315)
3. Population Growth Background Paper (Doc # 3255522)
4. Age of Residential Buildings (Doc # 3255315)
5. Proposed Residential Land Use Transition (Doc # 3255315)
6. Proposed Height Limits (Doc # 3255315)
7. Proposed Land Use Changes Beyond the CCAP Focus Area (Doc # 3255315)
8. Presentation Slides (Doc # 3256348)

This report was prepared by Allison Pickrell, Planner 2, and reviewed by Steve Gauley, Senior Planner, and Andrew Merrill, Manager, Community Planning.
RESIDENT PETITIONS

City Centre Area Plan Boundary
Parks and Open Space
Watercourses
SkyTrain Station & Route
West Coast Express Station & Route

CCAP Petitions Received to Date
1 1160 Inlet St. Sept. 17, 2018
2 1174 Inlet St. Oct 11, 2018
3 1140 Falcon Dr. Nov. 5, 2018
INTRODUCTION

Purpose
The purpose of this report is to provide an overview of projected population growth to 2046 for the City Centre Area Plan (CCAP) Update. It combines information from a number of sources, including Census data, the City's Regional Context Statement (RCS) growth estimates, and development application and building permit data.

Summary
Growth estimates identified in the City's Regional Context Statement (RCS) from 2011 have been updated based on 2016 population figures, and the updated projections have been extended to 2046. Based on this update, City Centre is expected to add 24,000 new residents between 2016 and 2046, with the vast majority of growth to be concentrated in the CCAP Focus Area (Figure 1).

A review of the available data indicates that City Centre is currently lagging behind its RCS-estimated population growth, and that this shortfall is expected to widen during the next three years. An increase in construction activity could help City Centre meet future targets; however due to the existing shortfall, it is unlikely that City Centre will exceed the estimates, at least within the next decade.
REPORT STRUCTURE

The report is divided into six sections.

Section 1 reviews the growth estimates identified in the RCS and summarizes the 2011-2016 five-year progress for Coquitlam and City Centre in light of 2016 Census data. A population shortfall of 1,500 was experienced for City Centre.

Section 2 presents the updated projections based on the 2016 Census. Coquitlam is expected to grow by 100,000 people by 2046. Of that growth, approximately 24,000 (24%) is anticipated to occur in City Centre.

Section 3 uses development data to estimate the anticipated City Centre population by the next Census in 2021. The existing RCS population shortfall is expected to widen to 4,450 by the year 2021.

Section 4 discusses the implications of an anticipated population shortfall by 2021. City Centre must add approximately 1,700 new residents each year after 2021 to reach the original RCS target for 2031.

Section 5 identifies low, medium and high growth scenarios for the remainder of the plan horizon (2021 to 2046). The scenarios are based on information from previous sections. The Medium Growth scenario approximately matches the RCS growth estimates.

Section 6 summarizes the report’s findings and discusses next steps. As noted, City Centre is currently not meeting its RCS population growth estimates. A possible increase in construction activity could help to bring growth back in line with the original estimated level of growth.
CITY CENTRE: 2046 POPULATION

Figure 1: City Centre Area Plan 2046 Population
1. REGIONAL CONTEXT STATEMENT: GROWTH ESTIMATES

METRO VANCOUVER PROJECTIONS: 2011 TO 2041

Population Projections
Population projections measure the future size and composition of a population. Demographers review trends and make assumptions about demographic and economic circumstances, such as fertility, mortality, migration and employment growth. The current research is based on regional projections prepared by Metro Vancouver.

Regional Growth Strategy Projections
As a part of its regional planning responsibilities, Metro Vancouver conducts long-range population modelling and assigns estimates to each member municipality. The Regional Growth Strategy (RGS), titled Metro Vancouver 2040: Shaping Our Future, was adopted in 2011. To support the goals of the Regional Growth Strategy, the majority of growth is planned to be accommodated in existing urban areas, with the highest intensity of growth directed to urban centres.

Regional Context Statement Growth Estimates
The City of Coquitlam distributed its projected population growth among different neighbourhoods as part of the City's Regional Context Statement (RCS). As shown in Table 1, 47% of growth was assigned to the City's urban centres, including 29% to the City Centre. The locations and boundaries of Coquitlam's various growth areas is shown in Figure 5.

<table>
<thead>
<tr>
<th>Population</th>
<th>Census</th>
<th>Target</th>
<th>Target</th>
<th>Target</th>
<th>Projected Growth</th>
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<tbody>
<tr>
<td></td>
<td>2011</td>
<td>2021</td>
<td>2031</td>
<td>2041</td>
<td>2011-2041</td>
</tr>
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<td></td>
<td>#</td>
<td>%</td>
<td>#</td>
<td>%</td>
<td>#</td>
</tr>
<tr>
<td>Coquitlam Total</td>
<td>131,500</td>
<td>100%</td>
<td>176,000</td>
<td>100%</td>
<td>213,000</td>
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<tr>
<td>Urban Centres Total</td>
<td>28,800</td>
<td>22%</td>
<td>48,100</td>
<td>27%</td>
<td>64,900</td>
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<tr>
<td>City Centre</td>
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<td>10%</td>
<td>24,300</td>
<td>14%</td>
<td>37,100</td>
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<tr>
<td>Burquitlam-Lougheed</td>
<td>16,400</td>
<td>12%</td>
<td>23,800</td>
<td>14%</td>
<td>27,800</td>
</tr>
<tr>
<td>All Other Areas</td>
<td>102,700</td>
<td>78%</td>
<td>127,900</td>
<td>73%</td>
<td>148,000</td>
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</table>

Table 1: Population growth estimates based on the Regional Context Statement. Figures have been adjusted to reflect the current Focus Area boundary and other necessary data adjustments.
Figure 5: The Urban Centres, Frequent Transit Development Areas and Local Centres as defined in Schedule B of the Regional Context Statement under Part 1 of the CWOC.
Figure 2: RCS population growth estimates for Coquitlam and City Centre

Rate Change Over Time
The 30-year population estimates for Coquitlam Citywide Total and for City Centre identified in Table 1 are shown in graph form in Figure 2. As the graph shows, the estimates assume more rapid growth during the first two decades, followed by slower growth during the last decade. Regionally, Metro Vancouver has forecast slower growth resulting from long-term demographic trends. This regional pattern is reflected in each of Coquitlam's estimates.
FIVE-YEAR PROGRESS: 2011 TO 2016

A comparison between Census data from 2011 to 2016 is shown in Table 2 and Figures 3 & 4. During that five-year period, Coquitlam grew by 11,000 people, with 4,165 of those people moving to the City Centre. As shown in Table 2, all of the growth in City Centre occurred within the boundaries of the Focus Area, reflecting the stable nature of neighbourhoods outside the Focus Area.

Figures 3 & 4 show compare estimated growth to the actual growth experienced between 2011 and 2016 based on Census data. Growth during the first five years was slower than anticipated. Citywide, only 49% of the estimated growth was achieved, a shortfall of approximately 11,250 people. The City Centre performed somewhat better at 92% of the estimate, a shortfall of approximately 1,500 people (Figures 3 & 4).

<table>
<thead>
<tr>
<th>Census Year</th>
<th>Coquitlam</th>
<th>Total CCAP</th>
<th>Focus Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>131,500</td>
<td>27,215</td>
<td>12,900</td>
</tr>
<tr>
<td>2016</td>
<td>142,500</td>
<td>31,380</td>
<td>17,065</td>
</tr>
<tr>
<td>Growth</td>
<td>11,000</td>
<td>4,165</td>
<td>4,165</td>
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</tbody>
</table>

Table 2: City Centre population statistics
Population Growth Comparison

The 2016 RCS target population is 153,750 (assumed to be the mid-point between the 2011 population and the first Target Year estimate for 2021, as shown in Table 1). The 2016 Census population was 142,500, resulting in a difference of 11,250.
1. REGIONAL CONTEXT STATEMENT: GROWTH ESTIMATES

RCS AND CENSUS GROWTH COMPARISON: CITY CENTRE (AREA OF FOCUS)

Figure 4: City Centre 5-year population growth compared to RCS estimates

Population Growth Comparison
The 2016 RCS target population is 18,600 (assumed to be the mid-point between the 2011 population and the first Target Year estimate for 2021, as shown in Table 1). The 2016 Census population was 17,065, resulting in a difference of 1,535.
Figure 6: Citywide distribution of growth
The population of City Centre is anticipated to grow by approximately 24,000 from 2016 to 2046.

### 30-YEAR GROWTH PROJECTION

#### Population Growth: 2016 to 2046

The City of Coquitlam distributes population growth among a number of areas. Nearly half of growth has been assigned to the City's urban centres, namely, City Centre and the Burquitlam-Lougheed neighbourhood (Figure 6). The remainder of growth is shared among neighbourhood centres and Northeast Coquitlam (Burke Mountain). The population of City Centre is anticipated to grow by approximately 24,000 people from 2016 to 2046.

It is anticipated that the vast majority of growth in City Centre will be contained within the CCAP Focus Area. The lands outside the Focus Area comprise established neighbourhoods that are not anticipated to experience significant additional growth over this time period (Figure 6).

#### 2041 Versus 2046: What's The Difference?

Coquitlam's growth estimates were established in the City's Regional Context Statement for the 30-year period between 2011 and 2041, using the 2011 Census as the base year. Targets were set at 10-year intervals: 2021, 2031 & 2041.

For planning purposes, the City of Coquitlam uses 2016 data, now available from the 2016 Census, to look ahead 30 years to 2046. The growth rates established by Metro Vancouver and refined in the Regional Context Statement are extrapolated to account for the additional five years to 2046.

<table>
<thead>
<tr>
<th></th>
<th>2016</th>
<th>Growth</th>
<th>2046</th>
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</thead>
<tbody>
<tr>
<td>CCAP Total</td>
<td>31,380</td>
<td>~24,000</td>
<td>55,500</td>
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<tr>
<td>Focus Area</td>
<td>17,065</td>
<td></td>
<td>41,000</td>
</tr>
</tbody>
</table>

*Table 3: Population change from 2016 to 2046*
3. GROWTH ESTIMATE: 2016 to 2021

SHORT-TERM GROWTH ESTIMATE

Method Overview
Development data is used to calculate the expected number of new dwelling units to be completed during the five-year period from 2016 to 2021. The next Census will be conducted in Spring 2021 which is a little more than two years away from the time of writing. Nearly all projects likely to be completed and occupied by that time are already under construction, with one project that has obtained Council approval and is at the building permit review stage. Based on past review and construction time lines, it is not anticipated that any development applications currently under review that have not yet obtained Council approval could be built and occupied by the time of the 2021 Census. Population is estimated based on Coquitlam’s average household sizes for apartments and townhouses, as these are the two types of units being constructed within City Centre. Population estimates assume 100% occupancy.

Results
Table 4 shows units that have obtained occupancy after May 2016 or are expected to be completed by Spring 2021 and estimated population. The population of the CCAP Focus Area is estimated to grow from 17,065 in 2016 to approximately 19,800 by 2021 (+ 2,730 people). This level of growth is lower than the previous five-year period (+ 4,165 people) as noted in Table 2. Compared to the RGS estimate for 2021 of 24,300, it represents a shortfall of 4,500 (Figure 7).

<table>
<thead>
<tr>
<th>Anticipated Building Completions: 2016 to 2021</th>
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</thead>
<tbody>
<tr>
<td><strong>Stage</strong></td>
</tr>
<tr>
<td>Completed May 2016-February 2019</td>
</tr>
<tr>
<td>Under Construction</td>
</tr>
<tr>
<td>Building Permit Review</td>
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<tr>
<td><strong>Total</strong></td>
</tr>
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</table>

Table 4: Development data to 2021, see Appendix on p.11 for details

2016 AVERAGE HOUSEHOLD SIZE:
- Apartment = 2.0 pph
- Townhouse = 2.9 pph
3. GROWTH ESTIMATE: 2016 to 2021

RCS AND SHORT-TERM ESTIMATE COMPARISON: CITY CENTRE (AREA OF FOCUS)

Figure 8: City Centre estimated population growth to 2021
4. GETTING BACK ON TARGET: 2031

REACHING THE RCS ESTIMATES BY 2031

The projected 2021 RCS population shortfall will be approximately 4,500 people. In order to make up this shortfall by 2031, the rate of growth in City Centre must increase significantly. This means approximately 17,000 new residents would need to be added from 2021 to 2031. By comparison, it is expected the period from 2011 to 2021, once complete, will have added approximately 7,000 residents. Growth will need to be nearly 2.5 times greater during the next decade, from 2021 to 2031, than it has been during the current decade.

Growth needed during 2021-2031 to meet the 2031 City Centre RCS estimate:

Population: 1,700/year
Units: 850/year
Possible Construction: 3 to 4 towers/year
CURRENT DEVELOPMENT PROPOSALS

A number of multi-tower development applications are currently under review. None are approved at this time, however they have the potential to add several thousand units to City Centre. These proposals are taking advantage of new affordable housing density incentives. Mixed-use commercial and residential high-rise developments have been proposed with densities of 6.5 FAR and greater under proposed CD zones based on the C-4 “City Centre Commercial” zone. Collectively, these projects, plus similar future projects, could help to facilitate the level of growth needed to recover the existing shortfall.

Larger projects, particularly those that include multiple high-rise towers, are typically constructed in phases. The exact pace of construction is variable; however these types of large projects are expected to take several years to complete. For example, the Windsor Gate development (shown below) includes 1,450 units in four high-rise towers and several low-rise and townhouse buildings. The project was originally approved in 2007 and the final phases, currently under construction, are expected to be completed this year (2019), meaning that this project took 12 years to complete all of its phases.

Windsor Gate final phases under construction as of Summer 2018.
GROWTH SCENARIOS

Overview
The previous section used development data to estimate growth from 2016 to 2021. Beyond this short time line, a different method must be used. This section draws on the information from the previous sections to generate a series of assumptions about growth beyond 2021. Three growth scenarios are presented. Each scenario applies a different set of assumptions. Together, the scenarios provide a range of possible futures (low, medium and high growth). Figure 9 compares the scenarios to the RCS estimates.

Key Considerations:
• Population growth in City Centre since 2011 is below the RCS estimates. Higher growth is needed to meet future estimates.
• A number of large multi-tower projects are currently under review which could add several thousand units beyond 2021.
• Multi-tower projects are delivered in phases over several years; the exact pace of construction is variable.
• Metro Vancouver anticipates the regional rate of growth beyond 2031 to begin to slow.

<table>
<thead>
<tr>
<th>LOW</th>
<th>Approximate Annual Growth</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Period</td>
<td>Population</td>
<td>Units</td>
</tr>
<tr>
<td>2021-2031</td>
<td>800-850</td>
<td>400-425</td>
</tr>
<tr>
<td>2031-2046</td>
<td>300</td>
<td>150</td>
</tr>
<tr>
<td>2016 to 2046 Growth</td>
<td>15,500</td>
<td></td>
</tr>
<tr>
<td>2046 Population</td>
<td>CCAP</td>
<td>47,000</td>
</tr>
<tr>
<td>Focus Area</td>
<td>32,500</td>
<td></td>
</tr>
</tbody>
</table>

Table 5: Low growth scenario statistics

Low Growth
The Low Growth scenario assumes that growth during 2021 to 2031 will match the average rate from 2011 to 2021. Approximately one high-rise tower is constructed each year. After 2031, growth slows to match the slower rate of growth anticipated in the RCS for the final decade.
5. GROWTH SCENARIOS: 2021 to 2046

**Medium Growth**
The Medium Growth scenario assumes a rapid growth rate for 2021 to 2031, following the adoption of the updated CCAP; by 2031, the population has nearly caught up to the RCS estimate. Several high-rise towers are constructed each year. Like the Low Growth Scenario, after 2031, growth slows to match the slower rate of growth anticipated in the RCS for the final decade.

The medium growth scenario represents the closest match to the RCS Estimates.

**High Growth**
The High Growth scenario follows the same growth rate for 2021 to 2031 as the Medium Growth scenario. It differs from the Medium Growth scenario after 2031: growth slows slightly but remains high compared to the slower rate of growth anticipated in the RCS for the final decade.

### Table 6: Medium growth scenario statistics

<table>
<thead>
<tr>
<th>Period</th>
<th>Population</th>
<th>Units</th>
<th>Possible Construction</th>
</tr>
</thead>
<tbody>
<tr>
<td>2021-2031</td>
<td>1650-1700</td>
<td>825-850</td>
<td>3-4 high-rises</td>
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<tr>
<td>2031-2046</td>
<td>300</td>
<td>150</td>
<td>1 high-rise/2 years</td>
</tr>
<tr>
<td>2016 to 2046 Growth</td>
<td>24,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2046 Population</td>
<td>CCAP</td>
<td>55,500</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Focus Area</td>
<td>41,000</td>
<td></td>
</tr>
</tbody>
</table>

### Table 7: High growth scenario statistics

<table>
<thead>
<tr>
<th>Period</th>
<th>Population</th>
<th>Units</th>
<th>Possible Construction</th>
</tr>
</thead>
<tbody>
<tr>
<td>2021-2031</td>
<td>1650-1700</td>
<td>825-850</td>
<td>3-4 high-rises</td>
</tr>
<tr>
<td>2031-2046</td>
<td>600</td>
<td>300</td>
<td>1 high-rise</td>
</tr>
<tr>
<td>2016 to 2046 Growth</td>
<td>29,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2046 Population</td>
<td>CCAP</td>
<td>60,500</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Focus Area</td>
<td>46,000</td>
<td></td>
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</tbody>
</table>
City Centre Growth Scenarios to 2046

Figure 11: Comparison of Low, Medium and High growth scenarios to RCS estimates for the City Centre (Focus Area population shown)
SUMMARY

City Centre is expected to add approximately 24,000 new residents by 2046, the vast majority of which will be concentrated in the CCAP Area of Focus. This expectation is based on growth estimates identified in the City’s Regional Context Statement, which are derived from Metro Vancouver’s population projections.

The population change experienced from 2011 to 2016 was less than anticipated based on the RCS estimate. This shortfall is expected to widen by 2021. A possible increase in construction activity beyond 2021 could help to bring population growth back on target.

This document was prepared in support of the CCAP Residential Density & Land Use Transition Report by providing detailed analysis of City Centre's projected rate of residential growth over the next three decades. The expected level of growth, 24,000 new residents by 2046, assumes that an increase in construction activity will occur relative to what has been experienced in recent years. In this context, new development proposals in City Centre are expected to contribute to, and not exceed, the originally anticipated rate of growth, at least in the short to medium term.
6. CONCLUSION

CITY CENTRE: 2046 POPULATION

Figure 1: City Centre Area Plan 2046 Population
AGE OF RESIDENTIAL BUILDINGS

City of Port Moody

Time of Building Construction

- **2010 - present**
- **1990 - 2009**
- **1970 - 1989**
- **1950 - 1969**
- **Before 1950**
PROPOSED RESIDENTIAL LAND USE TRANSITION

City Centre Area Plan Boundary
- Parks and Open Space
- Watercourses
- SkyTrain Station & Route
- West Coast Express Station & Route
- Existing Neighborhood Commercial
  - Commercial Downtown Core (Mixed - Use)
  - City Centre Commercial (Mixed - Use)
  - High Density Residential
  - Medium Density Residential
  - Low Density Residential & Townhouse *
  - Single Family Residential **

Areas of Proposed Land Use Change

* Low Density Residential and Townhouse designation has been generalized and includes Townhousing and Low Density Apartment Residential under the existing City Centre Area Plan.

** Single Family Residential designation has been generalized and includes One Family Residential and Compact One Family Residential under the existing City Centre Area Plan.
PROPOSED LAND USE CHANGES BEYOND THE CCAP FOCUS AREA

- City Centre Area Plan Boundary
- Focus Area Boundary
- Parks and Open Space
- Watercourses
- SkyTrain Station & Route
- West Coast Express Station & Route
- Medium Density
- Proposed Neighbourhood Greenway (Coquitlam River Connection)
City of Coquitlam

City Centre Area Plan: Residential Density and Land Use Transition

March 11, 2019
Council-in-Committee

Building the DOWNTOWN PLAN

Completed:
• Urban Framework Workshop Booklet;
• Commercial & Office Discussion Paper;

Underway:
• Precinct & Four Corners Workshop Booklet; and
• Amenity Strategy.
City Centre Area Plan Update Focus Area

- City Centre Area Plan Boundary
- Focus Area Boundary
- Parks and Open Space
- Watercourses
- SkyTrain Station & Route
- West Coast Express Station & Route

Development Patterns 1960s – Present Day

1963
1979
1986

2001
2010
2015
Public Consultation

Community Feedback Supports:

- A compact complete community with higher densities located around rapid transit stations; and
- A family friendly place with a range of housing options.

Density and Land Use Transition Framework

Framework Criteria

1. Concentrate population growth
2. Continuum of housing types
3. Create areas of vibrancy
Criterion 1 | Concentrate population growth

Focusing population growth to support the cost effective provision of public amenities and services

Overview
- Multiple decades of growth capacity
- 24,000 new residents by 2046
- Slower growth rate 2011-2016

Proposed Direction
- Focused growth
- Connected development pattern

Criterion 2 | Create a continuum of housing types

Allow for a range of housing types in City Centre and recognize the role that the current housing stock plays along the housing continuum.

Overview
- Single family & low density, 1970-1989
- Medium density, 1990-2009
- High density / mixed-use, 2010-2017

Proposed Direction
- Maintain established neighbourhoods
- Create a continuum of housing types
Criterion 3 | Create areas of vibrancy

Strengthen City Centre’s role as a hub of activity and support transit oriented development and the investment in SkyTrain

Overview
- Regional City Centre designation
- Transit oriented development

Proposed Direction
- Create a mixed-use downtown
- Incentivise commercial development
- Preserve areas along Barnet and Lougheed Hwy for employment
Proposed Density

- Downtown Core (CD zone)
  - Up to a 6.5 FAR with a 1.0 FAR commercial
- City Centre Commercial (C-4 zone)
  - Up to a 6.5 FAR with a 0.5 FAR commercial
- High Density Residential (RM-6 zone)
  - Up to a 5.5 FAR
- Medium Density Residential (RM-3 zone)
  - Up to a 2.64 FAR, height limit up to 8 storeys
Land Use Changes Beyond the CCAP Focus Area

Proposed land use changes:
- Medium density designation
  - (4-6 storey height limit)

Rationale:
- Facilitate improved pedestrian and cycling connections between Downtown Core and Coquitlam River
- Transitional land use that blends into lower density established neighbourhoods

Development Inquiries & Resident Petitions

Evaluated based on technical feasibility, public feedback, neighbourhood context and overall land use transition
- Inlet Street and Falcon Drive - medium density, 4-6 storey height limit
- Barnet Hwy and Christmas Way - employment generating uses
- Packard Ave area development interest
Next Steps

- Refine residential density and land use transition
- Develop a preferred land use concept
- Present land use concept and draft plan to Council
- Final round of public consultation