

November 15, 2016
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To: City Manager
From: General Manager Planning and Development

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

For: **Council**

Recommendations:

That Council:

1. Approve the proposed "Early Release Framework: Policy for Northwest Burke Vision Area" as attached to this report dated November 15, 2016 of the General Manager Planning and Development entitled "Proposed Early Release Framework: Policy for Northwest Burke Vision Area"; and
2. Direct staff to implement the Early Release Framework for OCP Amendment Ready sites as identified in this report, in advance of the completion of the Northwest Burke Vision process.

Report Purpose:

This report presents a proposed *Early Release Framework* that establishes and applies criteria for identifying 'Official Community Plan (OCP) Amendment Ready' sites in the Northwest Burke Vision (NBV) area. A draft Framework was brought forward to the November 7, 2016 Council-in-Committee meeting for discussion and feedback, and staff are now bringing this policy forward to Council for consideration of approval. If Council approves the Framework, staff will use it to process OCP amendment applications for sites that are identified as 'OCP amendment ready' on the map in Attachment 1.

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.

Background:

Once complete, the NBV will become a long-term (30+ years) land use, access and servicing 'game plan' for the 400 hectare NBV area. A primary goal of the NBV is to guide a logical sequencing of planning and development, through a Phasing Plan that identifies the specific NBV Sub-Areas that require stormwater management planning, neighbourhood planning and significant infrastructure provision and funding, prior to development occurring in these areas.

Background: cont'd/

Early Release Concept and Rationale

Early in the NBV process the concept of 'early release' was proposed for NBV properties located adjacent to existing Neighbourhood Plan areas, which could proceed directly to OCP Amendments, following analysis by staff and provided that further, detailed parcel-based planning is undertaken by the applicants. This concept was 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.

To support this concept a proposed *Early Release Framework* (the 'Framework') was developed based on the outcomes of the NBV Phase 2 report, which identified key land use areas, transportation access and servicing concepts, as well as key infrastructure upgrades and improvements.

The intent of the proposed Framework is not about determining 'who goes first' in terms of NBV phasing and future development. 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.

Council-in-Committee Feedback

The proposed Framework was presented to Council-in-Committee at its November 7, 2016 meeting (see the November 7, 2016 report and presentation for details; copies of the report and presentation placed in the Councillor's office and available at the Planning and Development Department front counter). Council discussion and feedback indicated support for the proposed Framework and rationale, and included commentary on the need for new development in the Burke Mountain area to be more innovative in responding to challenging site conditions and steep topography (i.e. minimizing extensive use of retaining walls).

Staff note the draft Phase 3 NBV vision document will include land use overlays and associated policies that encourage more innovative development approaches, especially in areas with challenging topography and other site conditions. Through the development process outlined below, there may also be opportunities to consider more innovative design approaches in the sites identified for early release.

The remainder of this report summarizes the proposed Framework and identifies the early release sites, reiterates the development application process that each of these sites is recommended to go through, and provides brief commentary on the review and consideration of early release applications.

Discussion/Analysis:

Proposed Early Release Framework: Criteria and Results

The proposed Framework includes four key 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 1, Figure 1 for details). These criteria include:

- 1: *Located within the Urban Containment Boundary*
 - 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);
- 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.

Through applying the above criteria, seven properties with three separate land owners have been identified (Attachment 2 details how these properties were identified, through applying the criteria to each NBV Sub-Area). 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.

In summary, the identified early release sites, where OCP Amendment applications can proceed in advance of the completed NBV, are 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.

OCP Amendment Application Process

If approved by Council, the use of the Framework will represent the first step towards development in the NBV area. Staff have developed the following application review and approval process, which the sites identified as 'OCP amendment-ready' will have to follow to proceed to development:

Discussion/Analysis: cont'd/

OCP Amendment Application Process cont'd/

- Development of early release sites will be initiated through 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 Neighbourhood Plan 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.

As noted above, this process may provide some opportunities to consider more innovative development approaches, where appropriate, on early release sites with challenging conditions. More specifically this may include proposals for higher density residential land uses, such as townhousing, that 'works with the land'.

This being said, OCP Amendment applications that propose innovative land uses could represent a built-form departure (albeit not significant) from nearby existing land uses in adjacent Neighbourhood Plans. However, all OCP Amendment applications, including those proposing higher densities, will be assessed through the *Northeast Coquitlam OCP Amendment Application Assessment Criteria* (as identified above and described in Attachment 3). These Assessment Criteria outline performance measures to ensure land use capability, promote unique design, and provide public benefits.

It is also important to note that on some early release sites (or portions thereof), different/higher density land use approaches may not be possible or appropriate due to existing site servicing, and immediately adjacent existing land uses (i.e., single-family homes).

Next Steps:

Based on Council-in-Committee feedback and the above context, staff recommend that Council approve the proposed *Early Release Framework* and direct staff to implement this Framework in advance of completion of the NBV.

If Council approves this policy, staff will proceed in using the policy to process OCP amendment applications that are limited to the lands identified in Attachment 1. Concurrently, staff are in the process of completing the draft Vision, which will be presented to Council-in-Committee in the near future, for review and feedback prior to the final round of public consultation in early 2017.

Next Steps: cont'd/

As noted above, NBV properties that are not eligible for early release will require neighbourhood planning and significant infrastructure upgrades. These properties will be identified in the forthcoming NBV vision and Phasing Plan, which will set out the planning and infrastructure requirements for each NBV Sub-Area and the order in which these Sub-Areas undergo further planning and eventual development (Attachment 2 provides further details on phasing).

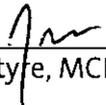
Financial Implications:

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

Conclusion:

The proposed *Early Release Framework*, if approved by Council, will guide the processing of OCP Amendment applications for specific 'OCP Amendment Ready' sites within the NBV area, in advance of NBV completion. The associated application process will ensure that these sites compliment development within the existing neighbourhood plans, provide opportunities for innovative development approaches, and align with the outcomes of the NBV.

The final Phase 3 NBV document is currently being prepared and will be presented to Council-in-Committee in the near future. A key outcome of the NBV involves a Phasing Plan that will guide further neighbourhood planning and infrastructure provision on NBV lands not identified for early release.



J.L. McIntyre, MCIP, RPP

AJ/ms

Attachment:

1. NBV: Early Release Framework (Doc#2152232)
2. Application of Early Release Criteria (Doc#2458060)
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: Early Release Framework

Definition

The 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 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 identified as early release represent contiguous extensions of “residual” lands adjacent to, or partially located within existing neighbourhood plans. The framework defines a set of criterion that must all be met before development can be supported. The intent of this 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 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 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 NEIGHBOURHOOD PLAN:** 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.

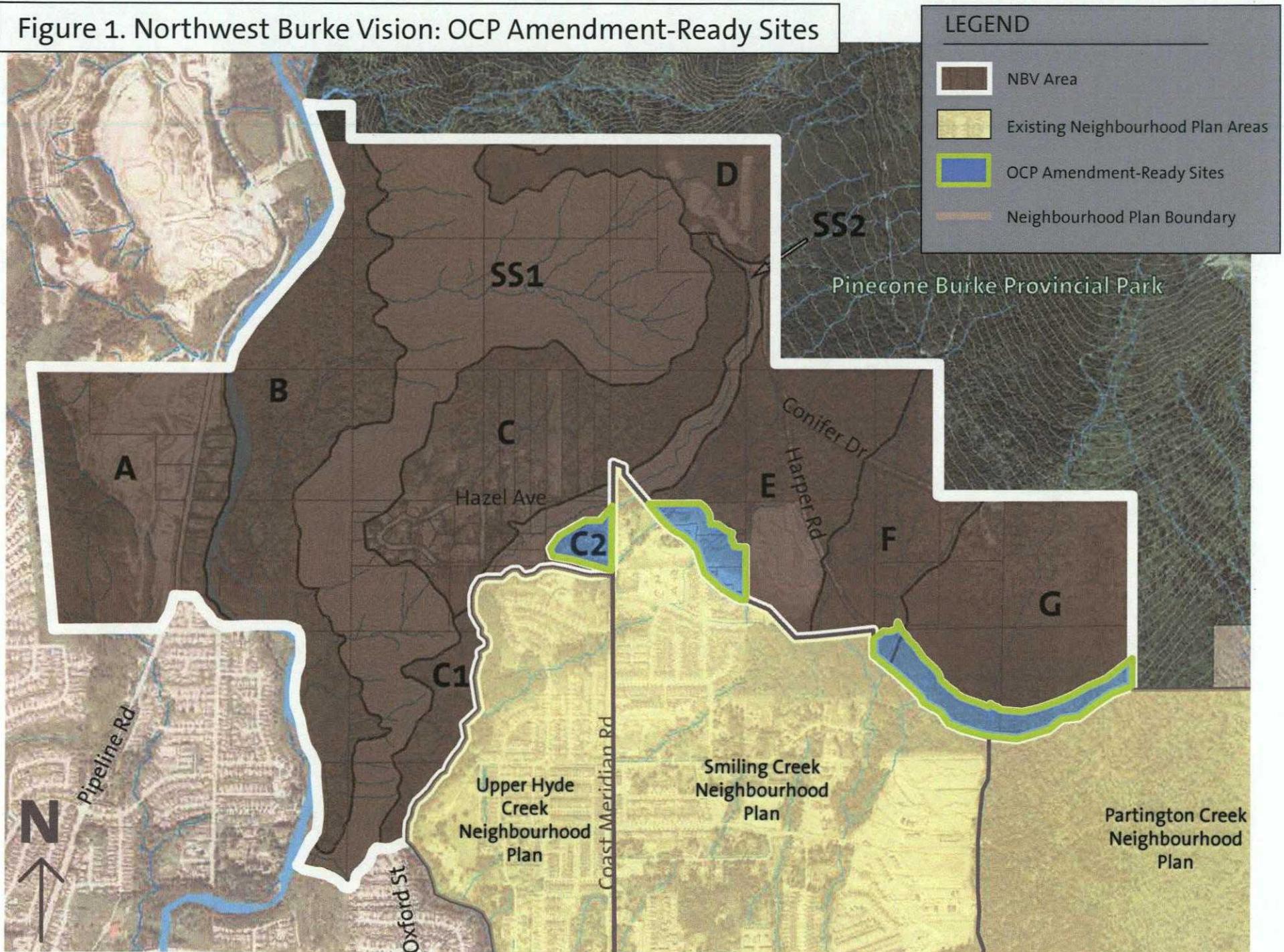
Application of Criteria

- › 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 to identify OCP amendment-ready sites with potential for early release. This involved a mapping exercise that identified and analyzed key infrastructure services, geographic barriers, and areas of new development where a contiguous extension of development is feasible. The result of this analysis is the identification of OCP amendment-ready sites, which are included as part of this Framework as shown on Figure 1.

Implementation Measures

- › ***Follow the Standard Development Application Process:*** The development of early release sites 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.

Figure 1. Northwest Burke Vision: OCP Amendment-Ready Sites



**Application of Early Release Criteria:
Results and NBV Sub-Areas Requiring Future Neighbourhood Planning**

Early Release Criteria:

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).

1. 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, to spatially identify sites (that can include one property, portions of one property, or multiple properties) that meet all 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.

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) (Attachment 1, Figure 1);
- 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 1, Figure 1);
- 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 1, Figure 1);
- 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.

2. Early Release Sites and the NBV Phasing Plan

Beyond the early release sites identified above, the vast majority of the NBV area (165 ha) will require a 'comprehensive level' of neighbourhood planning. The NBV phasing plan currently being developed will guide the timing of neighbourhood planning, and will identify key infrastructure requirements for each Sub-Area. The following summary identifies the key requirements that must be reviewed and addressed as a part of further work in the NBV area:

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.

ATTACHMENT 3

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?

Northeast Coquitlam CWOCP Amendment Application Assessment Criteria

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.