

Coquitlam

For Committee

May 4, 2015

Our File: 08-3360-20/14 004545 OC/1

Doc #: 1950737.v1

To: City Manager

From: General Manager Planning and Development

Subject: **Burquitlam-Lougheed Neighbourhood Plan (BLNP) –
Development Trends and Lessons Learned**

For: **Council-in-Committee**

Recommendation:

That the Committee receive the report of the General Manager Planning and Development dated May 4, 2015 and entitled, "Burquitlam-Lougheed Neighbourhood Plan (BLNP) – Development Trends and Lessons Learned" for information.

Report Purpose:

This report presents an analysis and key findings from a review of the existing 2002 Burquitlam and Lougheed neighbourhood plans and past development trends to help inform the future BLNP.

Strategic Goal:

This report supports the strategic goal of strengthening neighbourhoods.

Background:

On April 13, 2015 Council-in-Committee received a report on the results of Phase 1 of the BLNP consultation process, including major themes that are emerging and intended next steps.

Staff has also completed a detailed review of the existing 2002 Burquitlam and Lougheed Neighbourhood Plans and undertaken an analysis of past development trends. This analysis will be used as important input in drafting the updated Plan. Staff also wished to bring forward this analysis for Council's information.

Discussion:

The existing Burquitlam and Lougheed Neighbourhood Plans were developed based on a series of assumptions from 2002 regarding anticipated development volume, market trends, and building types. These plans also included a number of transportation, infrastructure, park, and other community amenity improvements which were anticipated to be completed in support of this predicted development.

PWS

Table 1: 2002 Plan Targets and Current Status

Plan Targets for 2014	Progress to 2014
3,800 new housing units	1,493 new housing units
133,920 m ² (1,441,503 sq. ft.) of retail/office space	904 m ² (9,730 sq. ft.) of new retail/office space
3.5 hectares (8.6 acres) of new parkland	0.33 hectares (0.8 acres) of new parkland
A new community centre	Agreement with the YMCA
Two new east-west streets in the Neighbourhood Centres	Awaiting redevelopment of adjacent lands
Intersection improvements	Five intersections upgraded
Improved pedestrian and cyclist connections	Four cycle routes developed and other small improvements

A complete list of these targets, and their status, is included in Attachment 1.

Past Development Trends

Of the 3,800 new housing units anticipated under the existing plans, 3,154 (83%) were expected to be within high-rise apartments, 494 (13%) were projected to be within low-rise apartments and 152 (4%) townhouses. All of these units were anticipated to be constructed within the neighbourhood plan “Core” areas. However, a review of development to date shows an interesting but different pattern.

From adoption of the existing plans to the end of 2014 there has been 1,896 units constructed, along with 403 demolitions for a net total of 1,493 new housing units. This construction/demolition activity breaks down as follows:

Table 2: Housing Units Developed 2002-2014

Housing Typology	Total Number of Units	BNP	LNP
High-rise Apartment	427	0	427
Low-rise Apartment	588	588	0
Townhouse	311	105	206
4-plex	4	4	0
Triplex	3	3	0
Duplex	107	77	30
Carriage House	1	1	0
Single-Family	247	194	102
Secondary Suite	208	174	83
SUB-TOTAL	1896	1048	848
Demolitions	(403)	(225)	(178)
TOTAL - NEW	1493	823	670

One of the key learnings from this analysis is that the delay in extending rapid-transit through this area affected the development type and location within the neighbourhood and therefore the housing market performed differently than expected. While the overall volume of development was roughly equal to the earlier projections, development was not concentrated within the “Core” areas but instead was spread out throughout the plan areas. More of the actual development that occurred was of a low-rise or lower-density form, which also resulted in fewer opportunities to secure public amenities.

Past Development Trends cont'd/

The vast majority of the development that has occurred was in accordance with the existing plans with only three projects (to the end of 2014) requiring OCP amendments to change land use designations (which were consistent with the later adopted Transit-Oriented Development Strategy). These projects are:

- 688 Edgar Avenue – Gable Townhomes (113 units)
- 545-555 Foster Avenue – Foster Apartments (161 units)
- 516-548 Foster Avenue – Black+Whites (206 units)

One of the key learnings is that while overall development in Burquitlam and Lougheed followed the earlier neighbourhood plans and established processes, the location and type of development was somewhat different than anticipated.

Development Capacity vs. Development Projections

Generally it is very difficult to predict the specific timing and/or location of an individual development application. Therefore it is standard planning practice to designate significantly more potential development capacity than is projected to be built-out in the anticipated time frame. This, along with the delay to the Evergreen Line, is why development in Burquitlam and Lougheed did not occur in the anticipated locations or with the anticipated building types, but still was in accordance with the approved land use designations.

Funding for Growth

Coquitlam is a fast-growing City in a rapidly developing and changing region. It is important to guide growth in a way that new development is livable, attractive, contributes positivity to the community while making sure that infrastructure and amenities are provided to keep pace with growth.

Responding to questions raised in the initial public consultation phase, it should be noted that from 2002 to 2014, approximately 11% of Citywide Development Cost Charges (DCCs) were collected from development within the Burquitlam-Lougheed area. Over the same time period, approximately 9% of all DCCs project spending has been for projects within, or significantly benefiting, the BLP area.

It is also important to note that DCC collection and spending is not intended to align perfectly within each neighbourhood in a specific time period. Many DCC projects have Citywide application and benefit all residents. In addition much of the servicing and infrastructure in Southwest Coquitlam is interlinked and improvements in one area help support adjacent neighbourhoods. There is also a lag between DCC funds being collected, incorporated into the appropriate capital budget and then spent.

Future Plan Directions

The 2002 neighbourhood plans can be categorized as aspirational visions that correctly identified opportunities for growth in the core areas and needed community amenities. However, the 2002 plans did not include implementation strategies, servicing assessments or mechanisms to secure amenities from development. Without these mechanisms, it is felt that amenity delivery was not in line with community expectations. Moving forward, amenity funding in the Burquitlam-Lougheed area should increase as the City expanded its Density Bonus Program to this area in 2012 and established a Community Amenity Contribution (CAC) program in 2013.

Future Plan Directions cont'd/

Lastly, a Servicing Assessment will be developed as part of undertaking the BLNP, as done with the recently approved Partington Creek and Maillardville Neighbourhood Plans and will detail an implementation program for achieving planned improvements. In addition, capital project priority lists will be developed from departmental master plans and incorporated into the City's five-year financial plan.

Next Steps:

Over the spring and summer, staff will use the public feedback received, balanced with the technical analysis, to draft potential land use options for the area. These options will be presented to Council later this year before being presented for public feedback thereafter. The final updated Neighbourhood Plan is anticipated to be presented to City Council for consideration by mid-2016.

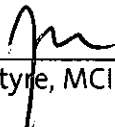
Financial Implications:

The BLNP is identified as a key part of the Planning and Development Department's 2014/2015 Work Plan and is being undertaken with existing staff resources, as well as drawing on external consultant(s), as necessary, for strategic BLNP work components, and is funded within existing budgets.

Conclusion:

The City's long-range planning is continually evolving and we learn from past trends and respond to changing market conditions and community expectations. The updated BLNP is learning from the successes and challenges of the existing neighbourhood plans.

The next phase of the planning process will involve the preparation of land use scenarios. These scenarios will be presented to Council and then for public review later this year.



J.L. McIntyre, MCIP, RPP

AM/lmc

Attachment:

1. Review of the 2002 Burquitlam Neighbourhood Plan and Lougheed Neighbourhood Plan (Doc. # 1827403)

This report was prepared by Andrew Merrill, Community Planner and reviewed by Bruce Irvine, Manager Planning Projects and Steve Gauley, Acting Manager Community Planning.

Review of the 2002 Burquitlam Neighbourhood Plan and Lougheed Neighbourhood Plan

April 15, 2015

Background

The Burquitlam Neighbourhood Plan (BNP) and Lougheed Neighbourhood Plan (LNP) were adopted on June 17, 2002. At the time these plans were adopted they anticipated the extension of SkyTrain into the area. The extension of the Evergreen Line was eventually approved in 2011 and is slated for transit service by late 2016.

Burquitlam Neighbourhood Plan – Targets

Target	Current Status (to end of 2014)
Land Use	
1,900 new housing units by 2021	1,048 units built: <ul style="list-style-type: none"> • High-rise apartment units 0 • Low-rise apartment units 588 • Townhouse units 105 • 4-plex units 4 • 3-plex units 3 • Duplex units 77 • Carriage House 1 • Single-Family 194 • Secondary Suites 174 • Demolitions (225) Total 823 NEW units
30,600 m ² (329,375 sq. ft.) of retail by 2021	54 m ² of retail floorspace added
21,000 m ² (226,050 sq. ft.) of office by 2021	No office floorspace added
Secure additional community amenities as part of new development	Density Bonus program expanded CAC program implemented Cottonwood Park expanded and improved by adjacent development
Parks, Recreation and Culture	
New community centre – approximately 2,300 m ² (24,750 sq. ft.)	Agreement with the YMCA
Expand parkland by 1.5 ha (3.7 acres)	Cottonwood Park expanded by 0.25 ha (0.6 acre) Oakdale Park expanded by 0.08 ha (0.2 acre)
Redevelop Burquitlam Park into an urban park – explore reducing size by 1 ha, provided replacement parkland is provided nearby.	None
New square in the Neighbourhood centre	Awaiting redevelopment of adjacent lands
Integrate nature trails along Stoney Creek	None
Transportation	
New east-west street from Clarke to Emerson in neighbourhood centre	Awaiting redevelopment of adjacent lands

New mid-block crosswalk on Clarke Road	One new signalized crosswalks on Clarke Road
Extend Emerson Street to Smith Avenue	Awaiting redevelopment of adjacent lands
Finalize the alignment of rapid transit	Complete. Evergreen line is under construction
Develop new greenways	Citywide greenways included in DCC program
Provide a north-south link between Burquitlam Park and Cottonwood Park	Awaiting redevelopment of adjacent lands

Lougheed Neighbourhood Plan – Targets

Target	Current Status (to end of 2014)
Land Use	
1,900 new housing units by 2021	848 units built <ul style="list-style-type: none"> • High-rise apartment units 427 • Low-rise apartment units 0 • Townhouse units 206 • 4-plex units 0 • 3-plex units 0 • Duplex units 30 • Carriage House 0 • Single-Family 102 • Secondary Suites 83 • Demolitions (178) Total 670 NEW units
44,350 m ² (477,380 sq. ft.) of retail by 2021	850 m ² of retail floorspace added
37,970 m ² (408,700 sq. ft.) of office by 2021	No office floorspace added
Secure additional community amenities as part of new development	Density Bonus program expanded CAC program implemented Small expansion to Burquitlam Community Garden
Parks, Recreation and Culture	
Expand parkland by 2 ha (4.95 acres)	Burquitlam Community Garden expanded by 100 m ²
Create a new square in the Neighbourhood centre	Awaiting redevelopment of adjacent lands
Integrate nature trails along Austin Creek	None
Transportation	
Create east-west connector street from North to Lougheed in neighbourhood centre	Awaiting redevelopment of adjacent lands
Connect Delestre to the new east-west connector	Awaiting redevelopment of adjacent lands
Provide new signalized intersection at North & Gatineau	Complete
Provide new signalized intersection at North and Rochester	Complete
Provide new signalized intersection at North and Cochrane	Complete
Additional left turn lane capacity at North and Lougheed	Complete
Turning movement improvements to access 329 North - done	Complete

Develop greenways	Citywide greenways included in DCC program
Pedestrian stairs up escarpment x2	One set of stairs completed as part of the Executive Plaza Hotel development
Improve pedestrian and cyclist connections to Lougheed station	Intersection improvements at Austin Avenue and Gatineau Place Alderson and Rochester bike routes completed
Provide additional pedestrian connections between North Road and Whiting Way	Walkway at Ebert Street improved

Amendments to the 2002 Plans

There have been 13 amendments to the BNP and LNP since they were adopted in 2002 up to the end of 2014. Of those:

- Six amendments relate to wider policy changes, such as the introduction of the Housing Choices program, or the adoption of a new plan, such as Maillardville.
- Three amendments were associated with development applications and included changes in both use and density. These amendments include:
 - 688 Edgar Avenue – Gable Townhomes (113 units)
 - 545-555 foster Avenue – Foster apartments (161 units)
 - 516-548 foster Avenue – Black+Whites (206 units)
- Four amendments were one-off changes to better reflect the existing neighbourhood and were not associated with development applications and did not result in changes in use or density.

Of the 1,896 residential units created since the plans were adopted, 1,461 units (75%) have followed the originally adopted plan and 480 units (25%) have occurred as a result of OCP amendments, as described above.

Current Development Applications

Up to the end of 2014 there are 21 current development applications in the BLNP area. Should all of the current applications be built they would result in a total of 1,656 housing units, broken down into:

- 1,303 high-rise apartments, in seven buildings;
- 295 low-rise apartments, in three buildings;
- 28 townhouses
- 30 housing choices units

Three of these development applications involve OCP amendments, of those, two were known prior to the adoption of the TDS. Of the 1,656 residential units currently proposed, 523 units (32%) are following the current land use designations and 1,133 units (68%) are proposed through the three OCP amendments, as described above.

Burquitlam-Lougheed Neighbourhood Plan

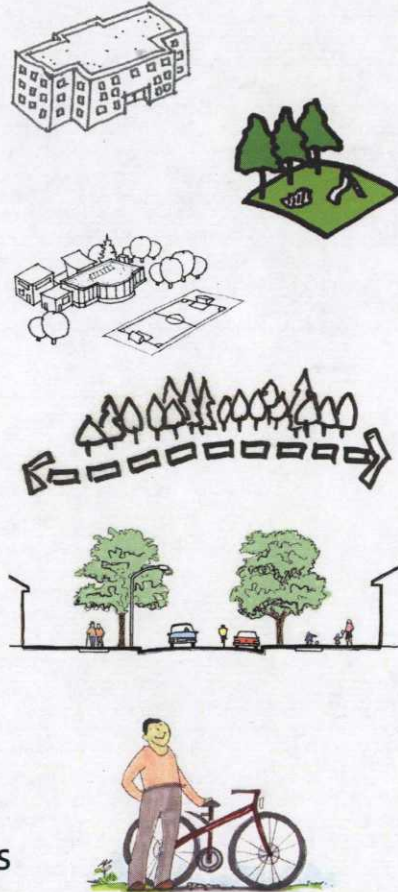
Existing Plans Review

Past Development Trends and Lessons Learned

Existing 2002 Plan Review

Plan Targets

- 2,800 units by 2021
- 3.5 hectares of new parks
- New community Centre
- Develop new Greenways
- Two new east-west streets
- Intersection improvements
- Improve pedestrian and cyclist connections



Current Status

- 1,400 new units by 2014
- 0.33 hectares of new park added
- Agreement with YMCA
- Greenways added to DCC program
- Awaiting redevelopment of adjacent lands
- Five intersections upgraded
- Four bike routes developed

Development Timeline

Every Major Development 2002 - 2015 (townhouse and above)



Farrow Ridge



Encore Tower



Gable



Clayton Heights



Cora Towers



Evergreen



Como Lake Gardens



Rochester Garden



Foster 1, 2 & 3
Easton 1 & 2
Emerson
Bloom



Nest



Regan's Walk



Como Living



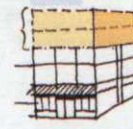
Black+Whites



Neighbourhood
Plans Adopted



Evergreen Line
Approved



Density
Bonus
Expanded

CAC
Adopted



New Plan Adopted

2002

2004

2006

2008

2010

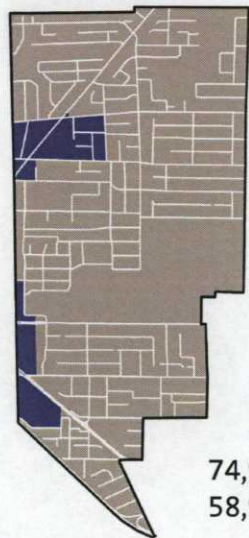
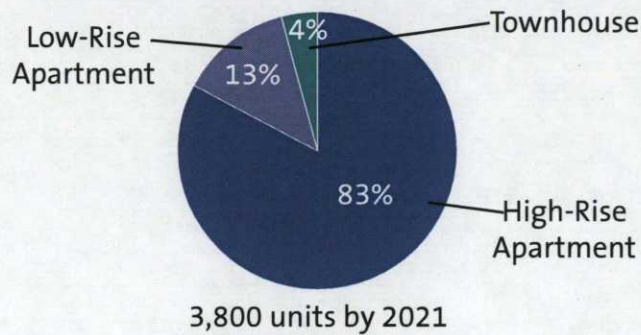
2012

2014

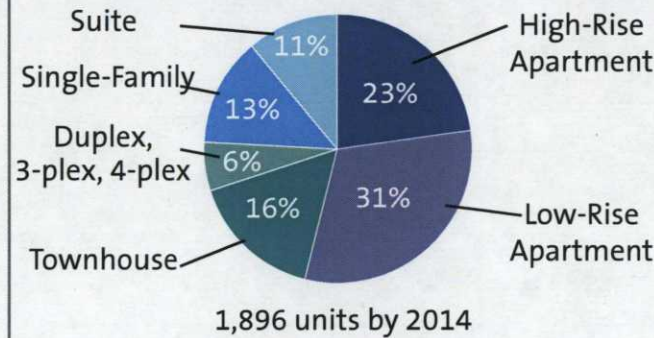
2016

Existing 2002 Plan Review

What Was Anticipated



What Actually Happened

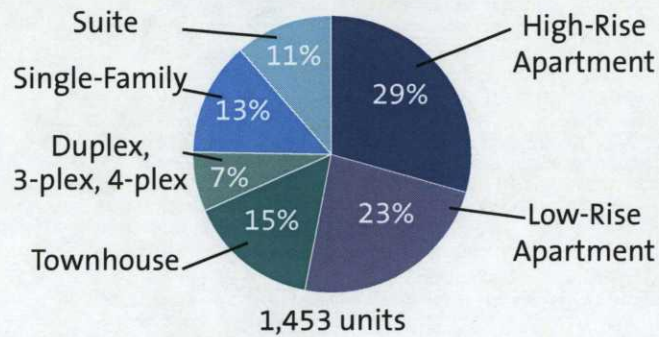


Key Learnings

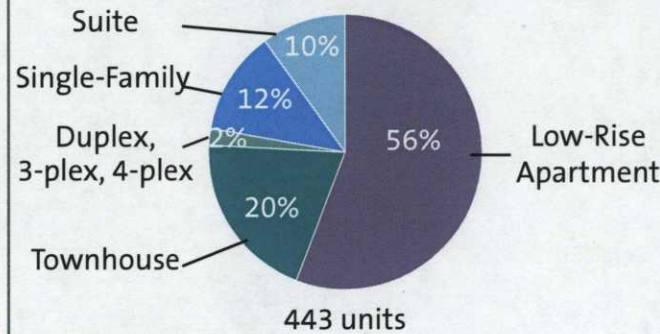
- Evergreen Line delay effected development type and location
- Housing market performed differently than expected
- More development occurred in the shoulder
- More low-rise, duplex and single-family development
- Fewer opportunities to negotiate additional green space and street dedication
- Fewer opportunities for amenity funding

Development Statistics

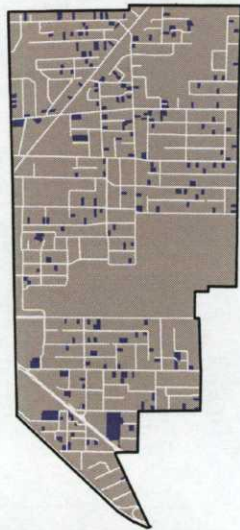
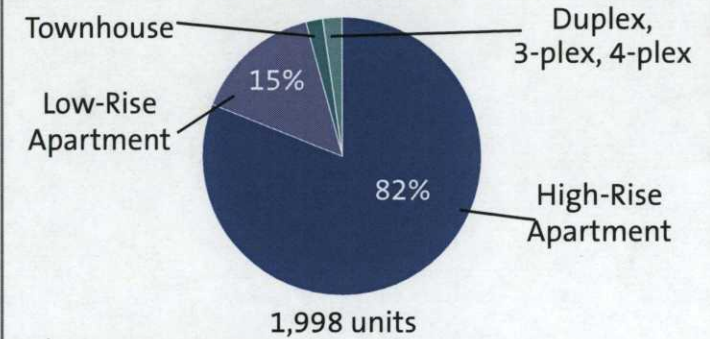
The first ten years 2002 - 2012



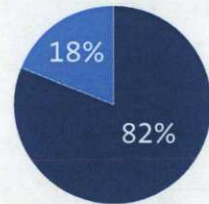
The last two years 2012 - 2014



Looking Forward 2015 - 2016



Units created through
OCP Amendment

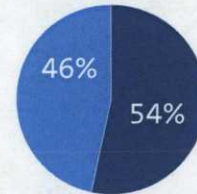


OCP Amendments

- Gable Townhomes (2007)
- Foster Apartments (2011)



Units created through
OCP Amendment



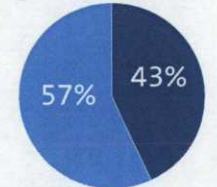
OCP Amendments

- Black+Whites (2013)

TDS Adopted to guide OCP amendments (2012)



Potential Units created
through OCP Amendment

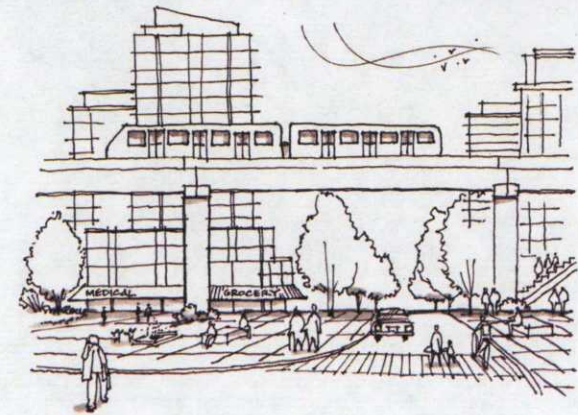
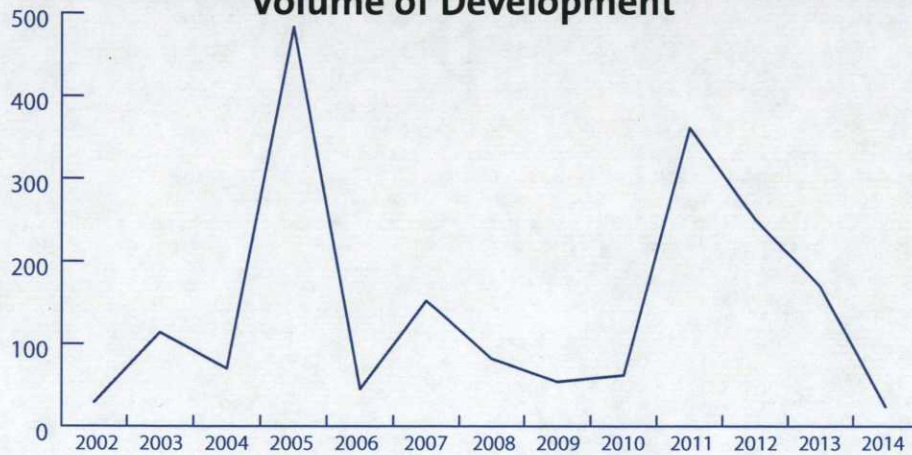


Potential OCP Amendments

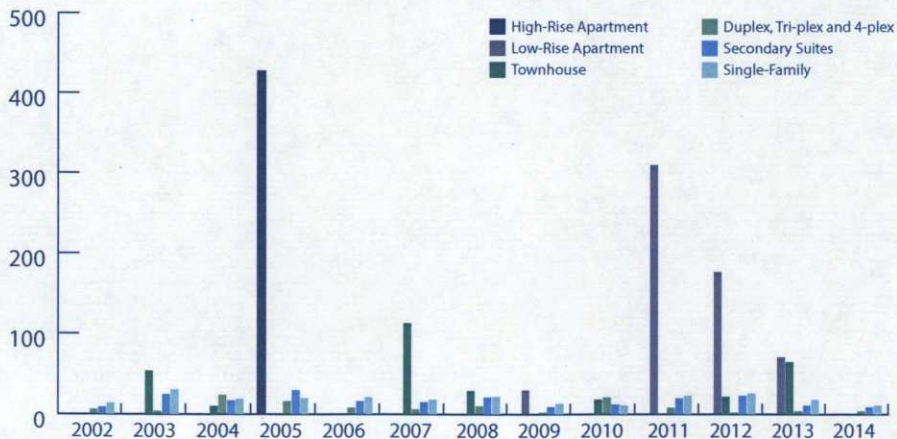
- Polygon Cottonwood
- BlueSky Foster
- Onni North Road

Development Statistics

Volume of Development



Development by Unit Type

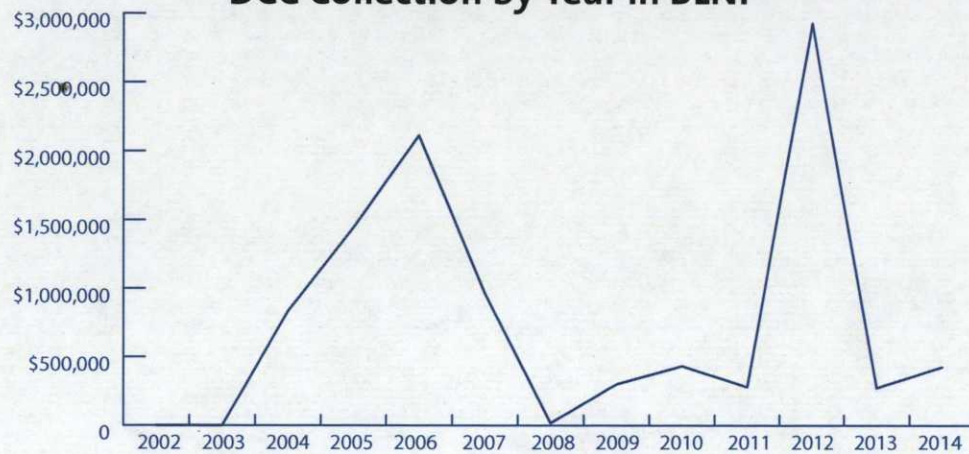


Number of Units by Type

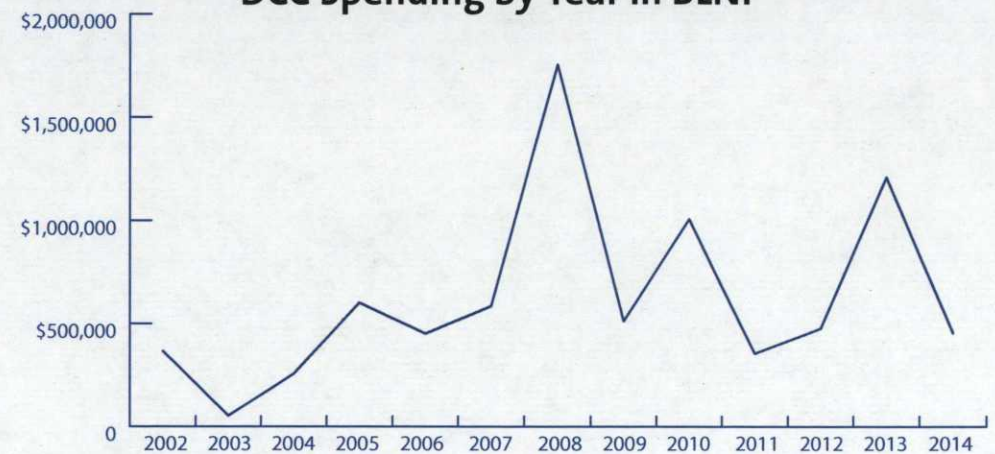
2002-2014		%
High-Rise	427	23%
Low-Rise	588	31%
Townhouse	311	16%
Housing Choices	115	6%
Secondary Suite	207	11%
Single-Family	247	13%
TOTAL	1895	100%

Funding for Growth

DCC Collection by Year in BLNP



DCC Spending by Year in BLNP

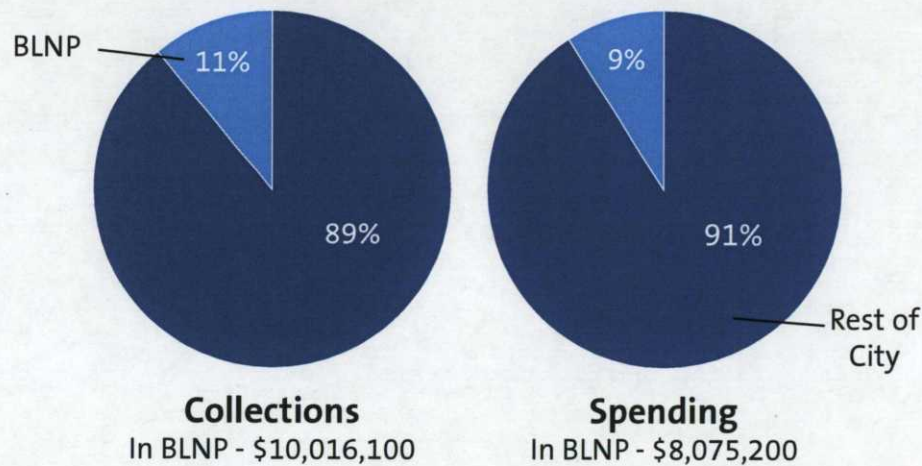


NOTE: Spending is determined by calculating 100% of projects that directly benefit the area and 10% of projects that partially benefit the area and/or citywide projects.

Many DCC projects have Citywide application and benefit all residents. In addition, much of the servicing and infrastructure in Southwest Coquitlam is interlinked, and improvements in one area help to support adjacent neighbourhoods.

Funding for Growth

DCC Collections vs. Spending 2002 - 2014













Other Amenity Funds

Fund	Current Balance
Burquitlam-Lougheed Density Bonus	\$1,537,440
Community Amenity Contributions (CACs)	\$230,431

Key Learnings

- There has been a relative balance between DCC collection and spending.
- Amenity funding in the area is expected to increase due to new funding sources.
- The *BLNP - Servicing Assessment* will detail out planned improvements.
- New capital project priority lists will be developed from departmental Master Plans and tied to annual budgets.

Improving on Past Plans

	Existing 2002 Plans	New 2016 Plan
Implementation Strategy		
Servicing Assessment		
Density Bonus Program		
Community Amenity Contributions		
Opportunity for major developments		

New Burquitlam-Lougheed Plan

