

October 17, 2016

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To: City Manager
From: General Manager Planning and Development

Subject: **Burquitlam-Lougheed Neighbourhood Plan – Consultation Update and Recommended Land Use Directions**

For: **Council-in-Committee**

Recommendation:

That the Committee receive the report dated October 17, 2016 of the General Manager Planning and Development entitled, "Burquitlam-Lougheed Neighbourhood Plan – Consultation Update and Recommended Land Use Directions" for information.

Report Purpose:

This report presents the results of public consultation on the proposed, preliminary land use directions for Sub-Area 'A' - Oakdale and Sub-Area 'D' - Burquitlam, and the recommended land use directions based on this consultation, for Council's review and feedback.

Strategic Goal:

The Burquitlam-Lougheed Neighbourhood Plan (BLNP) process supports the strategic goal of 'Strengthening Neighbourhoods'.

Executive Summary:

Staff conducted public consultation with the Oakdale and Burquitlam neighbourhoods over the summer of 2016 on the proposed land use directions for each area. A large amount of feedback was received from residents during the consultation period. This feedback has been analyzed in conjunction with feedback previously received during Phase 2, to gauge the general level of support for the proposed land use directions and determine feedback themes.

Feedback received from Sub-Area A - Oakdale indicates that 11% of respondents support the proposed land use concept while 61% oppose it. There are also concerns in Oakdale regarding traffic and parking and the provision of new and expanded parks. Based on this feedback staff recommends no residential land use changes in Oakdale at this time and that the Oakdale area be designated as a future planning area in the BLNP.

Feedback received from Sub-Area D – Burquitlam through consultation with the Burquitlam Community Association (BCA) indicates general support for the proposed land use concept. Staff have also received other written feedback and will be evaluating it in Phase 3. Based on this feedback staff recommends proceeding with the proposed land use concept for Burquitlam.



Executive Summary cont'd/

Staff is working on preparing the full draft BLNP document, including policies and guidelines for Council's review by the end of the year. Following that staff will hold the final round of public consultation on the full draft plan early in the New Year.

Background:

On May 30, 2016 the BLNP Phase 2 public consultation summary and preliminary land use directions were presented to Council-in-Committee. These proposed directions were prepared based on a balance of the public feedback received from previously presented 'land use options' for each BLNP Sub-Area, the Plan's goals, planning and development servicing principles, neighbourhood context, and technical feasibility.

At that time staff recommended that the preliminary land use directions for eight of the ten Sub-Areas be moved forward and incorporated into the draft BLNP land use plan. For two Sub-Areas "A" and "D", based on consultation feedback and further technical review, staff proposed updated land use concepts with the caveat that further public consultation with Oakdale and Burquitlam was required to obtain feedback on these updated land use directions before making land use recommendations on these areas.

For Sub-Area A – Oakdale the proposed land use concept involved a hybrid of options 2 and 3 plus land use changes beyond the options shown in Phase 2, with Townhousing proposed in the lower third of Oakdale. Noting that Oakdale is not designated a 'Core' or 'Shoulder' area in the TDS this change would go further than previous planning directions.

For Sub-Area D – Burquitlam a blending of the most supported elements from each of the three Phase 2 land use options was proposed and required a further review of the land use transition areas in the 'Shoulder' area.

Based on this, staff recommended further consultation with Oakdale and Burquitlam residents, including the Oakdale Neighbourhood Association (ONA) and the Burquitlam Community Association (BCA). Subsequently the BLNP team presented these proposed land use directions at three public meetings, including:

- June 23, 2016 – ONA meeting (regular monthly meeting);
- July 21, 2016 – Oakdale 'town hall' meeting (organized by ONA, who invited the BLNP team to present); and
- September 8, 2016 – BCA meeting (regular monthly meeting).

This remainder of this report summarizes the public feedback from these additional consultations, and presents recommended land use directions for Council's review and feedback.

Discussion/Analysis:

A large volume of feedback was received during and following these meetings, with the majority of feedback coming from Sub-Area A – Oakdale. This feedback has been analyzed in conjunction with feedback previously received during Phase 2, to gauge the general level of support for the proposed land use directions and determine feedback themes. Copies of all feedback received are located in the BLNP Consultation Summary binder in the Councilor's office, and at the Planning and Development Department counter at Coquitlam City Hall.

Discussion/Analysis cont'd/

Sub-Area A - Oakdale: Feedback and Recommended Land Use Direction

Based on written feedback received through email and mail-in comment forms, 11% of respondents support the proposed Oakdale land use concept. Furthermore, 61% of Oakdale respondents indicated they do not support the concept, and 28% of respondents have been categorized as 'indeterminate'. A detailed analysis of all the feedback received is in Attachment 1.

In reviewing the written comments, the top five feedback themes include:

1. Concerns about the level of density;
2. Concerns about new and expanded parks;
3. Traffic and shortcutting;
4. The consultation process; and
5. Safety and security.

Generally these themes are similar to the themes reported in the Phase 2 public consultation summary report. However concerns about new and expanded parks suggest emerging concerns in portions of the community about land values, and local safety and security.

Spatial Analysis of Oakdale Feedback

Geo-location of respondent feedback also revealed that opposition to land use change is distributed throughout the neighbourhood, including areas proposed for change and those that are not (i.e. north and west of Harrison Avenue). Areas of non-support include those proposed for medium density residential (and associated street improvements) along Como Lake Avenue and the SkyTrain guideway, and those proposed for townhousing around Kemsley and Harrison Avenues.

Pockets of support for townhousing are found near Kemsley Avenue and Gardenia Drive, but they are surrounded by larger areas of opposition. These support areas are also located farther away from the Burquitlam SkyTrain station than properties along Como Lake Avenue or Clarke Road; if these specific areas were designated townhousing in isolation, this would be contrary to the Transit-oriented Development Strategy (TDS) principle of preventing leap-frog redevelopment in areas around the Evergreen Line.

Oakdale 'town hall' Feedback

Staff also note that the verbal feedback received at the July 21, 2016 Oakdale 'town hall', despite not being specifically quantified in terms of support or non-support (i.e. recording an ad-hoc audience vote), indicates that a majority of the estimated 180 attendees did not support the proposed land use concept. This verbal feedback also included opposition to new parkland in Oakdale, increased density, and street improvements through new development. Concerns about traffic and shortcutting were also voiced, with some noting that these concerns would not be addressed, or made worse, by the proposed street improvements.

Recommended Residential Land Use Approach for Oakdale

Based on the feedback received, it is clearly evident there is a lack of public support for the proposed land use concept for Oakdale as presented to Council-in-Committee on May 30, 2016.

Recommended Residential Land Use Approach for Oakdale cont'd/

More importantly, based on areas of non-support being located throughout the neighbourhood and a strong sense of opposition to street network and other related improvements tied to residential redevelopment, it appears a consensus on the appropriate level of change in Oakdale will likely not be achievable at this time.

Therefore staff recommends no residential land use change for Sub-Area A – Oakdale at this time (Attachment 3), which is consistent with the 'Option 1' land use concept proposed at the start of Phase 2. As a part of this, a portion of the area covered by the SkyTrain guideway (along Clarke Road from Como Lake Avenue to Kemsley Avenue) is recommended to be designated a *Civic and Major Institutional* land use. This land use recognizes the location of this significant public infrastructure piece, and does not allow residential or commercial development.

Looking ahead, Oakdale's immediate proximity to SkyTrain and adjacency to two major arterial roads, along with a likely need to address traffic safety issues and street improvements as the surrounding area grows, will likely spur land use change at some point in the future.

Given the current neighbourhood feedback and the resultant land use recommendation, a separate land use plan, one that focuses exclusively on the Oakdale sub-area and involves multiple consultation events with Oakdale residents, will need to be developed and adopted by Council before any residential land use change occurs in Oakdale. This potential future process would seek to better engage the community to determine appropriate residential land use direction and transportation improvements, at the appropriate time. Based on this the Oakdale area is recommended to be identified as a future planning area in the draft BLNP.

It is important to note that the BLNP project area covers over 1,400 acres of land along the Evergreen Line corridor, and not all areas will grow and change in the 20 to 25 year BLNP time-frame. Although the recommended 'no change' land use direction for Oakdale does not further the key BLNP goals of offering a wider range of housing types and focusing new growth around SkyTrain stations, it is clear that this Sub-Area (which is approximately 60 ha/148 acres in size), along with portions of other BLNP Sub-Areas, are not ready for land use change now. This assertion also recognizes that SkyTrain is a '100 year' investment that will influence growth and change well into the future, and areas like Oakdale will likely experience land use change once current TDS-focus areas like Burquitlam and central Lougheed approach build-out, and specific, new land use plans are prepared for sub-areas that were previously designated for 'no change'.

Transportation Issues

In the absence of land use change in Oakdale, the project team will coordinate with the Engineering and Public Works Department to further review shortcircuiting and traffic safety issues in Phase 3. However it is noted that the recommended 'no change' land use approach will limit opportunities to address transportation issues in the neighbourhood, and effectively postpone any improvements to the Como Lake Avenue and Clarke Road streetscapes.

Proposed New Parkland in Sub-Area A – Oakdale

The provision for more parks and amenities has been consistently rated by the public as a longstanding issue throughout the Burquitlam-Lougheed Neighbourhood Planning process. A detailed evaluation of the existing park inventory and analysis of future needs has been undertaken by the Park Planning Section. That analysis determined that a range of park improvements and expansions are required to adequately serve existing residents and support new growth. People living in densifying urban areas, have a greater need for parks and open space. A diverse park system, with new and upgraded local parks and amenities, is essential to ensure the growing Burquitlam-Lougheed neighbourhood continues as a great place to live.

Despite the recent localized concern expressed by Oakdale residents the Parks Recreation and Culture Department recommends proceeding with the park expansion program as previously proposed (i.e. Expand Oakdale park and acquire a new park at Clarke Road and Kemsley Avenue) as these parks help to serve the existing community and fill identified service gaps in the City's overall park network. The new Kemsley Park is intended to serve an area with few local park amenities and help meet the *Parks, Recreation and Culture Master Plan* target of a neighbourhood park within 500m of all residents (Further Park planning principles are in Attachment 4). All new and expanded parks will go through a public design process at the time of their development over the next 20-25 years. This will help to ensure that parks are safe, well designed, and contain the types of amenities residents are seeking.

Sub-Area D – Burquitlam: Feedback and Recommended Land Use Direction

As noted above, staff met with the BCA in September 2016 and feedback from that meeting indicates general support for the proposed preliminary land use direction and land use transitions.

Following the May 30, 2016 presentation of the preferred land use concept staff has received other written feedback from residents in Sub-Area D indicating varying levels of support and non-support for land use changes along the eastern edges of the Sub-Area. Staff notes that these areas are identified as 'Shoulder' in the TDS, which anticipates change in these areas to provide an improved transition to existing higher-density areas closer to Burquitlam station. These areas also contain higher-density land uses already, thus further changes to the current proposed land use direction are not proposed at this time. Staff has also received inquiries about increased density east of the Burquitlam Neighbourhood Centre. Staff is evaluating these requests, and will report back in Phase 3.

Based on all of the feedback received, and given the TDS policy direction, staff recommends proceeding with the current preliminary land use direction for Sub-Area D – Burquitlam (as shown on Attachment 3).

Next Steps:

Moving into Phase 3 – Development of a Draft Plan

Following Council feedback on the recommended directions in this report staff will notify ONA, BCA and the project e-mail listserve of the recommended land use direction. That land use direction will be utilized to prepare the draft BLNP document, which will involve finalizing land use, urban design, transportation, parking, parks, and amenities policies and guidelines. This draft document will then be presented to Council before the end of the year. Staff will then proceed with the 3rd and final public consultation phase including community information sessions (in Burquitlam, Oakdale and Lougheed, as facilities are available) and on-line engagement. These community information sessions will also provide opportunity for further public review and feedback, and potential refinements to the draft land use concept prior to finalizing the draft BLNP.

The Phase 3 feedback will be used to refine and create the final BLNP document. It is anticipated that the final draft BLNP will be presented to Council for consideration as an OCP Amendment in early 2017. At this stage the BLNP will be supported by a Servicing Assessment, revised Streetscape Guidelines, and updated Development Permit Guidelines.

Financial Implications:

The BLNP is identified as a key part of the Planning and Development Department's 2016 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 residents in the BLNP area continue to be highly engaged in the planning process. Overall feedback received is diverse and represents a range of opinions. In Oakdale a consensus has not been reached regarding the appropriate level of change for the neighbourhood. Based on the feedback received the project team recommends a revised 'no change' approach for Sub-Area A – Oakdale.

A balanced variety of feedback was received from the Burquitlam area. Based on this feedback, blended with the plan's goals and existing TDS policy direction, staff recommends proceeding with the previously proposed land use direction for Sub-Area D – Burquitlam.

Following this update staff will complete and bring forward the draft BLNP plan document, which will include the draft land use plan, policies, servicing assessment and design guidelines for Council information. This will then set up the final Phase 3 consultation in early 2017. This will provide another opportunity to get public feedback on the proposed land use plan and policies, and enable refinements to be made prior to finalizing the BLNP.

J.L. McIntyre, MCIP, RPP

AM/lmc

Attachments:

1. Oakdale and Burquitlam Consultation Feedback Summary Report (Doc. #2419493)
2. BLNP – Existing Land Use Map (Doc. #2280358)
3. BLNP – Recommended Land Use Directions Map (Doc.# 2429346)
4. Sub-Area A – Oakdale Park Planning Key Points (Doc. 2431779)

This report was prepared by Andrew Merrill, Major Project Planner and reviewed by Carl Johannsen, Manager Community Planning.

Burquitlam-Lougheed Neighbourhood Plan (BLNP) Oakdale Public Consultation Feedback Summary Report

1.0 OAKDALE CONSULTATION OVERVIEW

Following the second phase of public consultation for BLNP, there appeared to be support in Sub-Area A – Oakdale for a higher level of density than had been presented in the three Phase 2 land use options. As such, a refined land use concept was prepared and presented to Council on May 30, 2016. As noted at that meeting additional consultation with Oakdale was recommended to confirm the appropriate land use direction for the area. The refined land use concept was prepared based on a balance of the public feedback received, the Plan's goals, objectives and principles, neighbourhood context, and technical feasibility.

The purpose of the targeted consultation program for Oakdale was to present the refined land use concept to the neighborhood and gather feedback on the general level of support for that option. In addition to the land use concept the consultation process presented the proposed transportation and parking management approach, plus the proposed parks and amenities approach for public review and feedback. The consultation event also served to raise general awareness about the planning process and provided community members the opportunity to dialogue with City staff.

2.0 CONSULTATION PROGRAM

The project team presented the land use concept to an Oakdale Neighbourhood Association meeting on June 23, 2016. Following that meeting, The Oakdale Neighbourhood Association determined it would be valuable to host a Town Hall meeting to allow more members of the community to participate and provide feedback. The Town Hall meeting was held on July 21, 2016, and attended by approximately 180 people.

3.0 FEEDBACK SUMMARY

3.1 Overview

A general comment form was distributed at the Town Hall event. Following that event the project team received 105 responses. The public input results from that comment form, plus the letters and emails received, were analyzed to identify general level of support for the land use concept and overall feedback themes. Data interpretation was structured in three different ways:

- Quantitative data in percentages of support
- Theme analysis
- Geo-location of responses

Additional details on the public's general comments are also included in this report. The open ended question allowed the public to express their general views on the proposed land use changes.

3.2 General Levels of Support

Of the 105 responses received from Oakdale, 12 people (11%) demonstrated support for the land use concept, 29 people (28%) commented without demonstrating a preference, whereas 64 people (61%) did not support the land use concept.

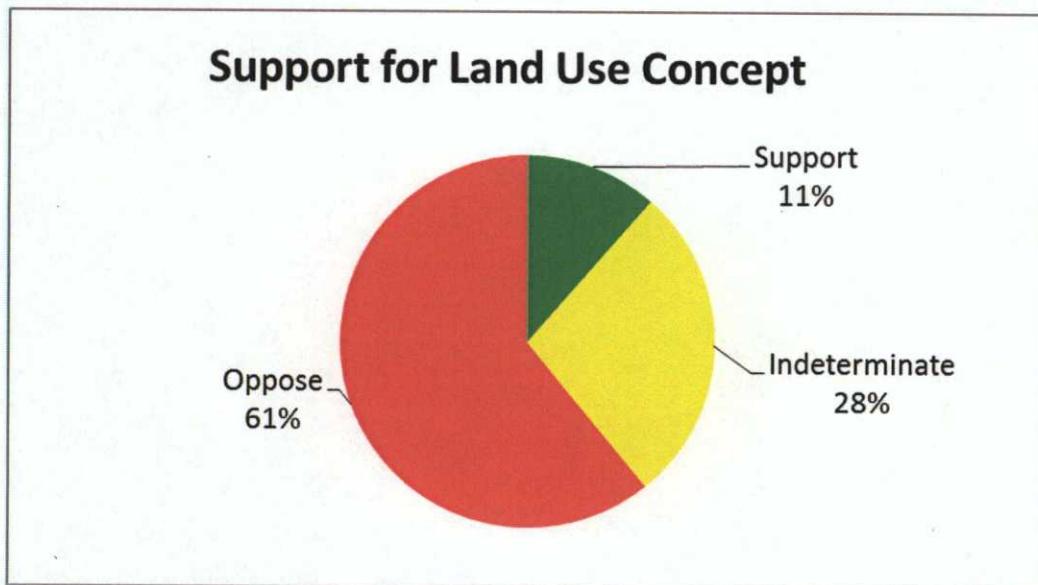


Figure 1: Level of Support for the Land Use Concept

3.3 General Land Use Comments and Feedback Themes

The open-ended format of the discussion and comment form provided the public the opportunity to comment on the draft land use concepts and express their opinions on the most important issues. The public generally did not agree with the idea of higher density and more development in Sub-Area A - Oakdale. The public generally disagreed with proposed townhouse development within their community. Some residents also opposed proposed medium density on Como Lake Avenue and the existing low-rise apartment buildings on Clarke Road. A small number of respondents favored increasing the density in this neighbourhood; however they were greatly outnumbered by those who would rather not see any change in the area.

Public feedback from Oakdale also strongly underlines the need to preserve certain established residential areas, and demonstrates a strong preference for the retention of single-family homes over higher density development such as townhouses and low-rise apartment buildings.

The feedback received was analyzed and organized by theme. Figure 2 illustrates the eight most frequent themes that respondents mentioned in their written feedback.

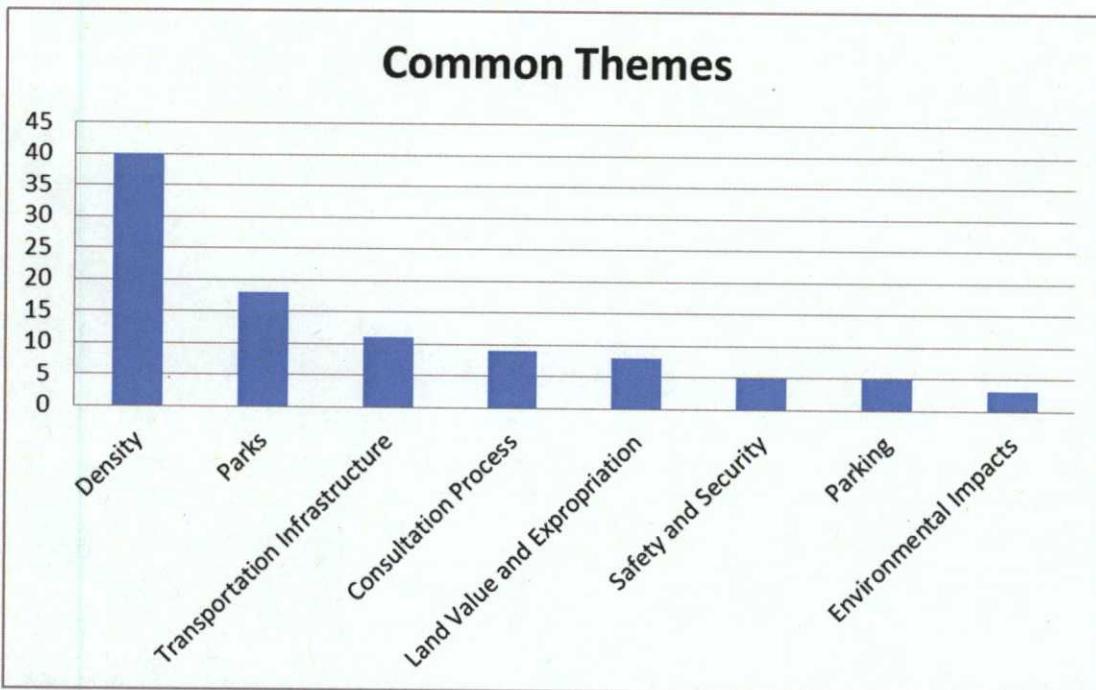


Figure 2: General Common Themes

Primary themes:

These themes are mentioned most often in responses.

1. Density

Most responses included some mention of density; approximately two-thirds of those who mentioned density were not in favor of the level of density proposed in the land use concept. Approximately one-quarter of those who discussed density favored the land use concept, and 2 respondents, or 5% of those who discussed density favored a level of density greater than that proposed. Residents' concerns with density ranged from the possibility that it may result in lost land value, that it may increase crime, and that it would erode the sense of community they currently enjoy in Oakdale.

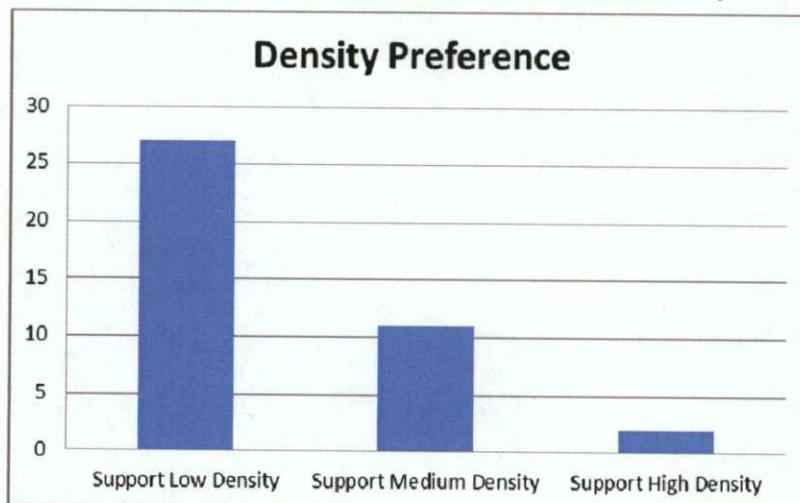


Figure 3: Density Preference

2. Parks

Respondents demonstrated a consistent concern regarding the proposed development of a new park at Kemsley Avenue and Clarke Road. Concerns ranged from the perceived increase in crime that may come with park space, to concerns that the park would be too close to a busy road, to concerns that the City would force homeowners out of their homes to make way for the park. Others were concerned that their land values would drop given the future proposed use for their properties.

3. Transportation Infrastructure

Among the respondents who discussed proposed transportation infrastructure changes, approximately 88% opposed the changes in part or in whole. Many respondents felt that the proposed solutions would not adequately solve their traffic issues and increasing connectivity would increase the amount of traffic both within their neighborhoods, and to nearby arterials. A number of respondents felt that the existing disconnected street layout contributes to a sense of community, and some specifically opposed the proposal to add sidewalks in the neighbourhood.

4. Consultation Process

A number of respondents identified the consultation process itself as a point of contention. Some respondents noted that they had not been aware of any of the ongoing consultation, whereas others noted that they had been aware of and in some cases participated in earlier phases of the consultation process; however that current land use concept, presented during the targeted Oakdale feedback session, diverged significantly from what they had seen in options 1-3. Some residents were concerned with the level of density in comparison to the density identified in earlier consultation phases, and suggested the degree of change warranted a separate consultation process altogether.

5. Land Value and Expropriation

Eight respondents identified concerns with how the proposed plan may affect their land values or result in the City expropriating their land. Some noted that they understood they could not be forced to sell and that the land would not be expropriated, but were concerned that the plan itself would either reduce their land value, or would make the neighborhood undesirable to them and force them to move elsewhere.

Secondary themes:

These themes are mentioned less often in responses.

6. Safety and Security

There are different aspects to the safety and security issues for the area. Some feedback relates to the concern about increased crime as the population in the area grows. Other feedback speaks to a lack of opportunity for social connections in the area. Other feedback focused on a perceived increase in crime as transportation connections are improved, or focused on a perceived risk to children who may play in a park located near a busy road.

7. Parking

Five respondents identified concerns that they had with how parking may be negatively affected should land used change proceed. These residents seemed particularly concerned with increased street parking that may arise from increased density, and some identified existing parking issues arising from the existing two low-rise apartment buildings in the neighbourhood.

8. Environmental Impacts

Three respondents noted concerns with how the implementation of the preferred land use option may affect the local environment, particularly Stoney Creek. Two respondents were concerned that the creek would be filled in and paved over to allow for townhouse or apartment development on the site.

4.0 SUMMARY AND CONCLUSIONS

The high level of public participation and engagement demonstrates the Oakdale area's high level of interest in the Burquitlam-Lougheed Neighbourhood Plan. Generally, a consensus has not been reached with regard to the appropriate level of change in Oakdale with a majority of residents opposed to increasing the density in the neighbourhood. There is also a concern over the how the proposed park expansion implementation will occur in the neighbourhood. Generally the geolocation of responses shows little clustering of support. Theming points out some of the most important issues to Oakdale residents, such as concerns about the level of density, traffic and parking, new and expanded parks, safety and security, and the environment.



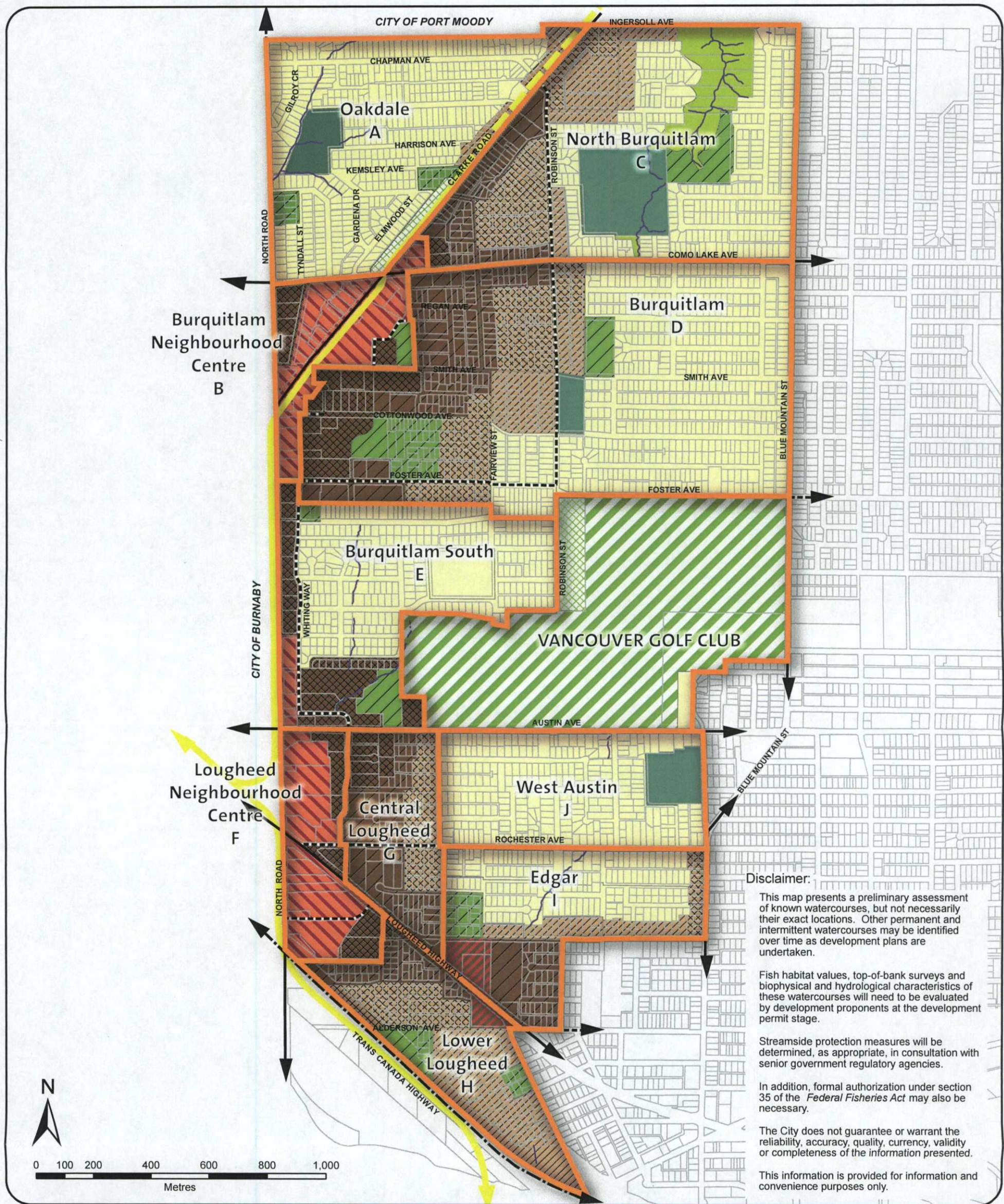
BURQUITLAM LOUGHEED NEIGHBOURHOOD PLAN - Existing Land Use

LEGEND

Transit Village Commercial	Townhouse	Civic and Major Institutional
Urban Quarter	Neighbourhood Attached Residential	Extensive Recreation
General Commercial	Compact One Family Residential	Neighbourhood Plan Boundary
Service Commercial	One Family Residential	City Boundary
High Density Apartment Residential	School	
Medium Density Apartment Residential	Parks and Recreation	
Low Density Apartment Residential	Natural Areas	

Map Date: May 13, 2016
Prepared By: City of Coquitlam
Community Planning Division

Coquitlam



BURQUITLAM - LOUGHEED NEIGHBOURHOOD PLAN - Recommended Land Use Directions

LAND USE DESIGNATIONS

This legend provides a key for symbols used in the map, organized into three columns:

- Land Use:**
 - Transit Village Commercial (diagonal red stripes)
 - Neighbourhood Centre (diagonal brown stripes)
 - High Density Apartment Residential (cross-hatch)
 - Medium Density Apartment Residential (solid brown)
 - Low Density Apartment Residential (solid dark brown)
 - Townhouse (diagonal brown stripes)
 - Neighbourhood Attached Residential (diagonal brown stripes)
- Infrastructure and Other:**
 - One Family Residential (yellow square)
 - Civic and Major Institutional (green cross-hatch)
 - School (dark green solid)
 - Parks and Recreation (green diagonal stripes)
 - Natural Areas (light green solid)
 - Extensive Recreation (green diagonal stripes)
- Boundaries and Other:**
 - Municipal Arterial Street (solid black line)
 - Municipal Collector Street (dashed black line)
 - Provincial Highway (dash-dot black line)
 - SkyTrain (yellow double line)
 - Watercourse (thin grey line)
 - Sub-area Boundary (orange line)

DRAFT

Prepared By: Planning & Development
Source: City of Coquitlam - OCP GIS layer

Coquitlam

Sub-Area A - Oakdale | Park Planning Key Points

Park amenities and a diverse and effective park system are also needed to support the development and growth envisioned within Burquitlam-Lougheed. The provision for more parks and amenities has been consistently rated by the public as a longstanding issue throughout the Burquitlam-Lougheed Neighbourhood Planning process.

A detailed evaluation of the existing park inventory and future needs has been undertaken by the Parks Planning Section as part of a community planning process, with public consultation and in coordination with land use and density changes. The evaluation acknowledges the need for approximately 10 hectares (25 acres) of new and upgraded parks in the BLNP area to support growth. The proposed new and expanded parkland in Oakdale helps to fulfill this identified need.

All new parks and recreational amenities are guided by the Parks, Recreation & Culture (PRC) Master Plan and will go through a public design process at the time of their development. This will help to ensure that parks are safe, well designed, and contain the types of amenities residents are seeking.

The specific amenities in each park will be established at a later point based on standards and guidelines outlined in the PRC Master Plan, in consultation with the community. The PRC Department is confident that the overall park assets and amenities proposed in the Burquitlam-Lougheed neighbourhood represents the optimal level of service to support a growing community, and will provide an effective plan for future park development that is cost-effective and can be delivered in a timely way. The park system will constantly be monitored and re-assessed to ensure that new opportunities that may arise are evaluated, and to ensure the parks system is being optimized and maximized.

Kemsley/Clarke Park – Proposed 2 acres

- The site identified at Kemsley/Clarke marks the terminus of the Multi-use Pathway (MUP) along Clarke Road, adjacent to the SkyTrain guideway, and it would therefore be good gateway into the Burquitlam Neighbourhood Centre. This park will also provide a 'destination' or resting spot for people using the MUP.
- The Oakdale neighbourhood is bounded by major roads: Clark Road, Como Lake Avenue and North Road and bisected physically with a creek and topography which prevents access to the only existing park - Oakdale Park from the eastern portion. Although the western portion is served by existing Oakdale Park, the eastern area is currently not well served by any accessible park without crossing a major street.
- The park is to be designed as a 'passive' neighbourhood park. Programming would include core neighbourhood elements such as seating/social/gathering area, open grassed area for informal/picnic and other uses, play amenities, and may also include small plaza with gateway/entry feature. In future it could expand to include more active amenities but that is undetermined at this time.

Coquitlam

Oakdale Park – Existing 1 acre; Proposed 2 acres

- In existing neighbourhoods that are growing or undergoing change, the principle for park development is first to improve and build on current parks in order to optimize existing assets and infrastructure and Oakdale park has been identified for redevelopment and rejuvenation in the recently approved Park Blitz Program.
- In the long-term, future expansion of this park will be undertaken in time with neighbourhood growth.