

# Coquitlam

# For Committee

December 2, 2013  
Our File: 13-6480-20/02-12/1  
Doc #: 1579401.v4

To: City Manager  
From: General Manager Planning and Development

Subject: **Northwest Burke Vision – Proposed Scope and Process**

For: **Council-in-Committee**

**Recommendation:**

That Council-in-Committee receive the report dated December 2, 2013 of the General Manager Planning and Development entitled "Northwest Burke Vision - Scope and Process" for information.

**Report Purpose:**

This report provides information regarding and seeks the Committee's feedback on the proposed scope and general approach for a proposed visioning process for the Northwest area of Burke Mountain. Based on Committee feedback, the scope and process will be brought back to Council for endorsement to initiate the planning process.

**Strategic Goal:**

This report supports the strategic goal of achieving excellence in governance and corporate objectives to strengthen neighbourhoods and enhance the sustainability of City services, transportation systems and infrastructure.

**Background:**

***Coquitlam's Growth Context and New Land Use Planning Initiatives***

Coquitlam is a high growth community that is projected to add 90,000 to 95,000 more residents over the next 30 years, which will push Coquitlam's population to over 225,000 by 2046 (up from the current 132,000). Coquitlam is also a unique growth community in the sense that with two significant but different growth areas: about 45 percent (~40,000 new residents) of new growth is anticipated to occur along the 'urban' Evergreen Line corridor, and about 25 percent of new growth (23,000 new residents) is expected to occur in the 'greenfield' Burke Mountain area.

Given this context, the Community Planning division is proposing to focus on initiating a new round of land use planning processes in 2014 that:

**Background:** cont'd/

1. Builds on existing plans and continues to shape growth in the Evergreen corridor, specifically within the Burquitlam-Lougheed and City Centre neighbourhoods; and
2. Continue planning for future growth in the last significant greenfield area within the City's Urban Containment Boundary (UCB), consisting of almost 400 hectares located on the northwest flank of Burke Mountain.

This work plan aligns with Council's Business Plan priorities and can be undertaken now, pending Council's feedback and endorsement, given that the Partington Creek Neighbourhood Plan (PCNP) has been adopted and the Maillardville Neighbourhood Plan (MNP) is nearing completion.

***Planning for Burke Mountain: The Northwest Burke Vision***

As noted above, a key 2014 Planning and Development Department work plan item is to initiate a new land use planning process for Burke Mountain, and this process is proposed to be named the 'Northwest Burke Vision' or 'NBV'. Once completed, the NBV will include a high-level land use and servicing concept, as well as a phasing plan that will guide future planning and development over the long term (30+ years) in a measured, logical and sequential manner.

Overall, the NBV area covers almost 400 hectares (990 acres) located directly north of the Upper Hyde, Smiling Creek and Partington Creek Neighbourhoods and south of Pinecone Burke Provincial Park. The study area is proposed to include the Riverwalk lands along the eastern edge of the Coquitlam River and the southern portion of the existing gravel extraction areas along Pipeline Road and west of the Coquitlam River. (Attachment 1, Location Map). According to existing projections, between 7,000 and 8,000 people could be accommodated in the area in the future, but this estimate will be refined through the NBV process.

This area had previously been referred to as the 'Hazel-Harper' area, given the central location of Hazel Drive and Harper Road in the vision area. The land use planning process for this area is noted in the 2013 and 2014 Council's Business Plan Priorities as the 'Hazel Harper Vision'. Since the scope of the vision process covers the entire northwestern side of Burke Mountain and extends well beyond the Hazel Drive and Harper Road areas, a name change to the "Northwest Burke Vision" is recommended to more accurately reflect the area covered.

**Background:** cont'd/

In terms of existing planning policy, the *Northeast Coquitlam Area Plan* (NECAP) and the Hyde Creek Integrated Watershed Management Plan (IWMP) provide some existing guidance for portions of the vision area. The principal land uses in the NBV area are currently 'Development Reserve', 'Suburban Residential' and "Environmentally Sensitive Area" (Attachment 2, Land Use Map). The gravel quarry lands along Pipeline Road are designated "Rural Resource", and some residential land uses, at urban densities, were previously designated in a 2001 Citywide Official community Plan (CWOCP) amendment in the Riverwalk area, as discussed further below.

***Vision Sub-Areas*** (Attachment 3, Sub-Areas Map)

Hazel Drive Area

The Hazel Drive area consists of over 40 hectares (100 acres) of low density rural residential properties, located along Hazel Drive and Coy Avenue, and are part of an existing CWOCP amendment application to re-designate these properties from 'Suburban Residential' (1 unit per acre) to 'Large Single Family' (5 units per acre). This application, originally from 1997, has been amended several times and has been previously deferred by Council.

The Hazel Drive area is proposed to be covered by the NBV to enable a comprehensive approach to future urban development and servicing for not only this semi-rural residential pocket, but the extensive surrounding lands as well. It will also allow the landowners and the City to understand how the Hazel Drive properties relate to surrounding area in terms of land use, the environment, servicing and access (i.e. what is happening 'up-stream' and 'downstream').

Development Reserve

A large portion (31 percent of NBV area, 120 hectares) of potentially developable land is currently designated 'Development Reserve' in the *Northeast Coquitlam Area Plan* (NECAP). This designation indicates that these lands may be capable of accommodating future urban development as they generally have slopes of less than 30%. However future development of these lands is deferred until the relevant servicing issues are resolved.

At a "broad brush" level the NBV will confirm and refine the development potential of these lands, define a generalized land use program and outline preliminary servicing requirements.

**Background: cont'd/**

Riverwalk

In 2001 a series of CWOCP amendments were adopted that designated a range of urban land uses for the Riverwalk lands. At that time the City also entered into a development agreement with the property owner which set out several preconditions that were to be met prior to development, including: bridge access across the Coquitlam River, sanitary sewer services, a water system and an elementary school site. To date, these preconditions have not been met.

Given the length of time since the Riverwalk CWOCP amendment was adopted, and the difficulty the property owner has had in meeting the preconditions, it is appropriate to review the Riverwalk area as part of the NBV. This will help in determining the relationship of these land uses to the surrounding area.

Quarry Lands

The study area is also proposed to include the southernmost properties used for sand and gravel extraction along the Pipeline Road corridor. The future use/reclamation of these lands needs to be considered as these aggregate resources become exhausted.

This area is currently outside the Urban Containment Boundary (UCB), but within the Greater Vancouver Sewer and Drainage District (GVS&DD) service boundary. Through the recent Regional Context Statement (RCS) process, the City indicated to Metro Vancouver that Coquitlam may explore requesting an amendment to the UCB for this area following a land use study. The NBV is proposing to include this area to inform a possible UCB amendment application at some point in the future.

**Discussion/Analysis:**

***Vision Definition***

Once complete the NBV will include a high-level land use and servicing concept, as well as a phasing plan that will guide future planning and development in the vision area. The NBV will also be a Council policy document that is essentially a land use and servicing 'game plan', that forms a policy bridge between NECAP and future, more detailed Neighbourhood Plans, and can be used to guide further detailed land use planning, future OCP amendments, and eventual urban development over the next 30 years and beyond.

**Discussion/Analysis:** cont'd/

The NBV follows the approach recently taken in developing the Transit-Oriented Development Strategy (TDS) in that it is an accelerated approach to prepare a high-level policy framework that guides more detailed neighbourhood-level planning, and has been adapted to a 'greenfield' setting.

Similar to the TDS, the NBV is also anticipated to be completed in less time than a full neighbourhood plan, yet it will provide sufficient direction for Council, staff, and property owners in guiding future neighbourhood planning and in processing OCP amendment applications that meet certain criteria as discussed below. While the NBV is not a substitute for neighbourhood planning, the outcomes from the NBV are expected to reduce the need for high level policy work typically associated with neighbourhood planning and will further inform and complement these processes, thus beginning to streamline future work. The NBV will also bring clarity of expectation, in terms of requirements and timing, for the future planning, servicing and development of the Northwest Burke area.

***Proposed Scope of Work***

The NBV will form the first step in a measured, incremental process to develop the remaining developable land on Burke Mountain and will address strategic considerations of timing and implementation. At a conceptual level, the NBV will define a land use program and a phasing plan, and address the provision of transportation access, public utilities, facilities and amenities.

The key objectives of the NBV process are to:

- create a comprehensive 'game plan' for the final Burke Mountain development area;
- identify opportunities and constraints for future land uses, transportation access, and utility servicing;
- provide high-level policy direction for future neighbourhood planning;
- identify potential phasing of future neighbourhood plans;
- develop a simple, comprehensive vision document that also builds on recent efforts to create more user-friendly planning documents (similar to the TDS, Partington Creek and the draft Maillardville Neighbourhood Plans).

Once complete, key outcomes of the NBV are intended to include:

- generalized land use areas (development pockets) and policy direction on the type and density of future land uses;
- access to development pockets via a conceptual transportation network, and an assessment of the overall impacts of development on Northeast Coquitlam's transportation system;
- preliminary utility servicing concepts;
- identification of environmentally sensitive areas;

**Discussion/Analysis: cont'd/**

- confirmation of the environmental and geographical factors influencing future development in the area (i.e., steep slopes and interface wildfire);
- park/open space planning and placement considerations;
- high-level analysis of the financial feasibility of development;
- high-level phasing plan to guide the sequence of future neighbourhood planning and opportunities for Official Community Plan amendments.

Vision Phasing Plan

The phasing plan will be a key component of the NBV, and is anticipated at this point to identify areas that are suitable for short, medium, or long term urban development. Overall, the phasing of lands will be principally determined by transportation access, utility servicing constraints and financial feasibility.

For example, lands identified for long-term development will require further analysis and study prior to detailed land use and development planning. Lands identified for medium term development would require the completion or updating of watershed management plans and the preparation of a Neighbourhood Plan(s).

There may also be some lands that are identified for short-term development or 'ready for OCP amendment' that could proceed directly to the OCP amendment stage where supported by further parcel based, detailed planning by the applicant. The phasing plan will clearly identify the steps that each area (i.e. long-term, medium-term or short-term) would need to complete to enable consideration of an OCP amendment for these lands. The criteria for phasing would include adjacency to existing development, logical sequential utility servicing, transportation access and environmental constraints.

***Proposed Process and Timeline***

The NBV process consists of three phases, which are outlined in detail below. The process will begin in early 2014 and is anticipated to be completed in the spring of 2015. Throughout the process, Council will receive updates at key milestones.

Phase 1 – Context and Background Research (Q1/Q2 2014)

The Northwest Burke area has some of the most challenging topography and environmental constraints in Coquitlam. It is important to fully understand these constraints prior to initiating land use planning and ultimately urban development. A key first step is to undertake a comprehensive analysis and environmental assessment to understand key opportunities and constraints and the relationships between existing and future development from land use, utility servicing, transportation, and timing perspectives.

**Discussion/Analysis: cont'd/**

Phase 1 will involve undertaking background and contextual research. This includes an assessment of the environmental conditions of the area, including an analysis of the topographical and watershed characteristics. Research findings will be summarized as part of an opportunities and constraints analysis. An analysis of housing market conditions and the financial feasibility of development will also be undertaken. These analyses will provide direction for the establishment of the land use program, access and servicing concepts, plus an initial analysis of the financial feasibility of development.

**Key Tasks:**

- Conduct a preliminary environmental assessment
- Undertake an opportunities and constraints analysis
- Conduct a housing market and an financial feasibility analysis
- Consult with landowners, the general public and key stakeholders
  - Establish a Public Advisory Group
  - Landowner and stakeholder workshop
  - Public Open House 1

A Public Advisory Group (PAG) is recommended to be formed as part of Phase 1. The PAG will work with staff in reviewing the research undertaken and in developing the vision and associated policies as part of Phases 2 and 3. Key stakeholders include landowner representatives such as the Hazel Drive Neighbours Association, the development community, the Provincial government, Kwikwetlem First Nation, School District No. 43, community interest groups, and the public. Representation from these various groups could be considered for the PAG. Attachment 4 lists potential key stakeholders that are recommended for consideration as PAG members. Staff are seeking Council's feedback regarding potential PAG representatives (i.e., by organization) and report back to Council in the new year with a proposed PAG for Council endorsement.

A workshop with landowners will also be undertaken. The workshop will provide a forum to introduce the project, present research findings and consult with landowners regarding their ideas and aspirations. Phase 1 will conclude with a Public Open House summarizing all of the work completed to date and seeking input on the development of guiding principles. An update report will be provided to Council at the completion of Phase 1.

**Discussion/Analysis: cont'd/**

Phase 2 – Ideas and Options (Q3/Q4 2014)

The focus of Phase 2 will be to develop a draft vision statement and guiding principles, as well as potential development, land use, access and servicing ideas and options, as well as criteria to guide the planning of future parks. The background information obtained in Phase 1 will inform this process and help to clarify potential implications of the different development options.

Working sessions with the PAG, landowners and key stakeholders will form part of Phase 2. A second Open House will also be held which will seek input on the ideas and options developed as part of Phase 2.

**Key Tasks:**

- Develop a draft vision statement and guiding principles
- Develop land use, access and servicing options
- Identify, where appropriate, environmentally sensitive areas, hazard lands, wildlife corridors, and potential amenities/facilities.
- PAG/Landowner working session
- Public Open House 2

Phase 3 – Final Draft Vision (Q1 2015)

The final phase of work will involve synthesizing the materials, information, and public feedback gathered during Phases 1 and 2 into a Vision document. The research, analysis, and engagement activities carried out in the earlier phases will be structured to enable a clear translation into policy directions and implementation actions.

**Key Tasks:**

- Finalize the land use, access and servicing concept(s)
- Develop vision policies to guide future planning
- Develop a phasing plan and implementation program
- Final PAG check-in
- Public Open House 3

The key output of this phase will be the completed vision document that will include a high-level land use and servicing concept, as well as a phasing plan that will guide future planning and development over the long term (30+ years).



**Discussion/Analysis: cont'd/**

The draft Vision will be reviewed by stakeholders at a final Public Open House. Opportunities to provide online and written feedback will also be provided. Once consultation is complete, the draft Vision will be revised according to community feedback and then presented to Council for consideration.

Internal Staff Consultation

Community Planning will establish a 'core review group' of key staff from various departments and divisions (Planning and Development, Engineering and Public Works, Parks, Recreation and Culture, Strategic Initiatives, Economic Development, Fire and Rescue) to provide input and review the vision at key points in the process. This will assist in developing a simple yet comprehensive vision that reflects inter-departmental cooperation, with the appropriate amount of detail, in a timely manner.

**Next Steps:**

Following Council feedback, staff will refine the approach proposed in this report and present an updated scope and process to Council for endorsement in early 2014. Once the scope and process for the NBV is endorsed, staff will initiate the planning process and begin the background and technical review. Staff will report back to Council early in early 2014 with the terms of reference and proposed membership for the PAG. Staff will also update Council on refinements to the proposed public consultation program for Phase 1 prior to initiating public consultation.

**Financial Implications:**

The NBV is identified as a part of the Planning and Development Department's 2014 work plan and will be undertaken with existing staff resources, as well as drawing in external consultant(s), as necessary, for strategic NBV work components, and will be funded within existing Community Planning division budgets.

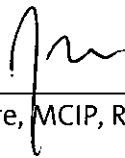
**Conclusion:**

Staff is proposing to continue planning for key growth areas in the City, including the Burke Mountain area, which contains the City's last significant greenfield area within the City's Urban Containment Boundary (UCB).

**Conclusion:** cont'd/

When complete, the Northwest Burke Vision (NBV) will provide a generalized land use, access and servicing concept, and a phasing strategy that provides a game plan to guide future neighbourhood planning and development on Burke Mountain. The project will be undertaken in three phases, with extensive public consultation, to begin in early 2014 and be complete by spring 2015.

Staff seeks Council's feedback on the scope and process for the Northwest Burke Vision and will report back to Council with a refined scope and process for Council endorsement to initiate the planning process.



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J.L. McIntyre, MCIP, RPP

AM/SG/ms

**Attachments:**

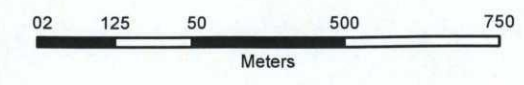
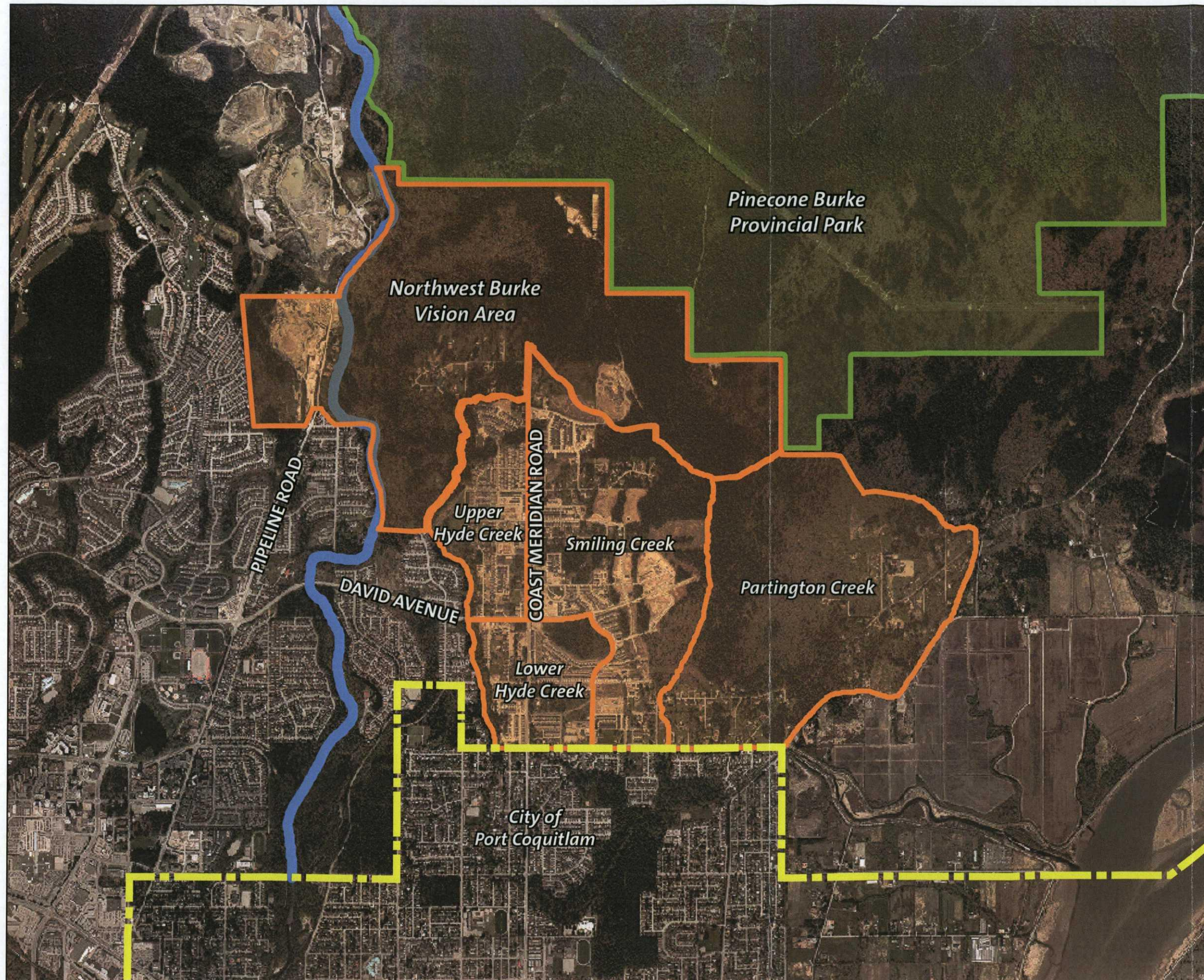
1. Northwest Burke Location Map (Doc. # 584739)
2. Northwest Burke Existing Land Use Map (Doc. # 584379)
3. Northwest Burke Sub-Areas Map (Doc. # 584378)
4. NBV Key Stakeholders List (Doc. # 584375)

This report was prepared by Andrew Merrill, Community Planner and Steve Gauley, Senior Planner; and reviewed by Carl Johannsen, Manager Community Planning, and staff in Development Services, Parks, Recreation and Culture, Engineering and Public Works, Strategic Initiatives, Economic Development, Communications, Finance and Coquitlam Fire/Rescue.



# NORTHWEST BURKE VISION

## LOCATION MAP



Map Date: November 13, 2013  
Map Projection: UTM Nad1983  
Prepared By: Planning & Development  
Source: City of Coquitlam - OCP GIS layer




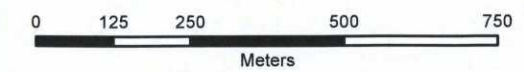
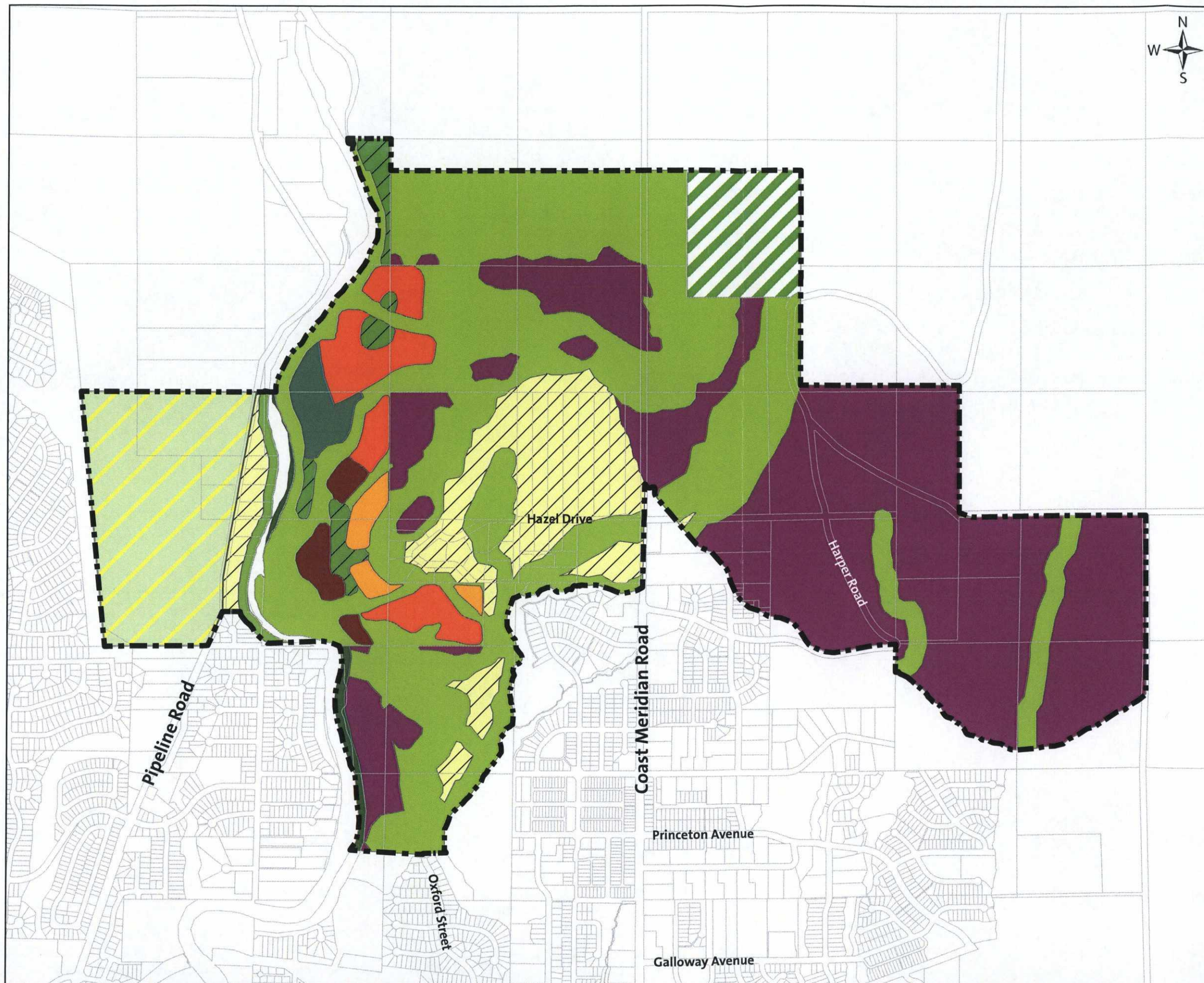


**NORTHWEST BURKE VISION**

**EXISTING LAND USE DESIGNATIONS**

**LEGEND**

-  Development Reserve
-  Environmentally Sensitive Area (ESA)
-  Extensive Recreation
-  Linear Park
-  Open Space
-  Parks and Recreation
-  Rural Resource
-  School
-  Suburban Residential
-  Village - High Density Residential
-  Village - Low Density Residential
-  Village - Medium Density Residential



Map Date: November 13, 2013  
 Map Projection: UTM Nad1983  
 Prepared By: Planning & Development  
 Source: City of Coquitlam - OCP GIS layer






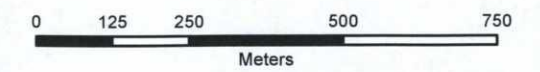
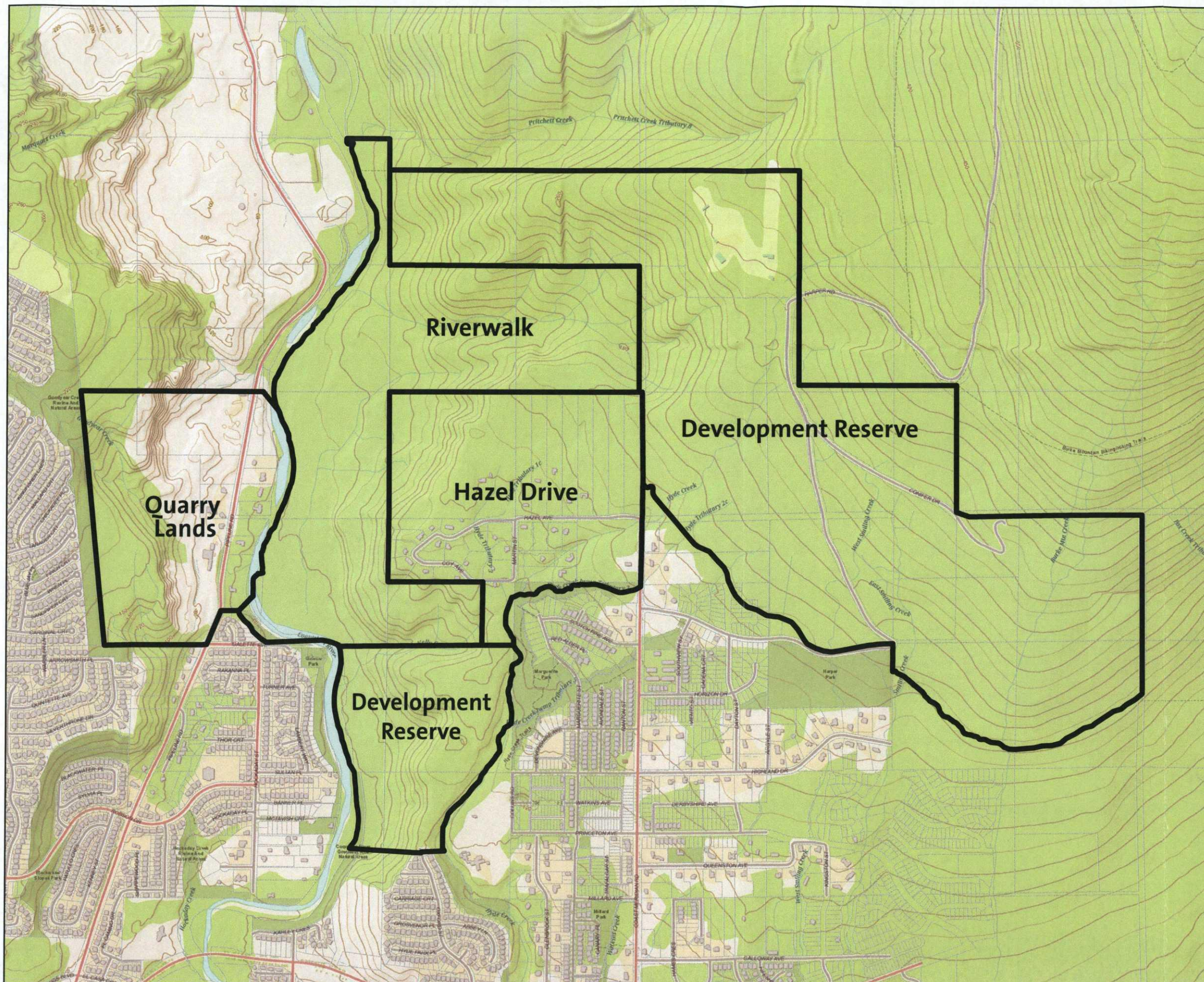
ATTACHMENT 3

**NORTHWEST BURKE  
VISION**

**SUB AREAS MAP**

**LEGEND**

 Sub Areas



Map Date: November 13, 2013  
Map Projection: UTM Nad1983  
Prepared By: Planning & Development  
Source: City of Coquitlam - OCP GIS layer

**Coquitlam**



## ATTACHMENT 4

### Northwest Burke Vision (NBV) – Key Stakeholders List

- Landowners
- Residents
- Hazel Drive Neighbours Association
- Northeast Rate-Payers Association
- Ministry of Forests, Lands and Natural Resources
- Ministry of Environment
- Department of Fisheries and Oceans
- Kwikwetlem First Nation
- Northeast Ratepayers Association
- Coquitlam River Watershed Roundtable
- Burke Mountain Naturalists
- School District No. 43
- Urban Development Institute (UDI)
- Burke Mountain Holdings
- WesBild
- Allard Contractors Ltd.
- Port Coquitlam & District Hunting and Fishing Club
- Metro Vancouver
- Public