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Coquitlam

For Council

February 12, 2014

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To: City Manager

From: General Manager Planning and Development

Subject: **Northwest Burke Vision – Proposed Scope and Public Consultation Approach**

For: **Council**

Recommendation:

That Council endorse the proposed scope, process and public consultation approach for the Northwest Burke Vision (NBV) as outlined in the report dated February 12, 2014 of the General Manager Planning and Development, entitled "Northwest Burke Vision – Proposed Scope and Public Consultation Approach" and direct staff to proceed with development of the NBV.

Report Purpose:

This report seeks Council's endorsement of the proposed scope, process and public consultation approach for the Northwest Burke Vision area on Burke Mountain.

Strategic Goal:

This report supports the strategic goals of strengthening neighbourhoods and achieving excellence in governance.

Executive Summary:

The Northwest Burke Vision (NBV) is a key 2014 Council Business Plan priority, and once complete, the NBV will include a high-level land use and servicing concept and a phasing plan that will guide future planning and development over the long term (30+ years) in a measured, logical and sequential manner.

The NBV process consists of three phases of work to commence in early 2014 and be completed by mid-2015. Staff proposes a four-pronged consultation approach that includes consulting with: 1) Property Owners Group (POG); 2) Project Advisory Group (PAG); 3) Public Open Houses; and 4) presentations to advisory committees and community groups. As well, staff will refer the NBV to senior levels of government and stakeholder agencies at various points in the process, as appropriate.

The owners of a number of properties within the NBV area have expressed development interests. Through the visioning process, staff will continue to work with these property owners on their proposals and applications. However, staff will not be in a position to significantly advance these applications until work has been undertaken on the land use, access and servicing options through the visioning process.

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Executive Summary cont'd/

Following Council endorsement of the proposed process and consultation program, staff will commence the NBV process and report back to Council with the results of the Phase 1 opportunities and constraints analysis.

Background:

Planning for Burke Mountain: The Northwest Burke Vision

As presented to Council-in-Committee on December 9, 2013, a key Council Business Priority ("B" priority) is to commence the NBV process, and staff is working to begin Phase 1 of the process with background work and initial public consultation. A copy of the December 9, 2013 report to Committee setting out the detail on the proposed NBV scope and process has been placed in the Councilor's office for reference and is available at the Planning and Development Department and on-line.

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 NBV area is proposed to include the Riverwalk lands along the eastern edge of the Coquitlam River, the Hazel Drive area north of Upper Hyde Creek, and the southern portion of the existing gravel extraction areas along Pipeline Road to the west of the Coquitlam River (Attachment 1, Location Map).

In response to Council direction and feedback, this report builds on the previous scope and process December 9th report by presenting additional public consultation details. This report also outlines some of the current development interests in the area and how staff proposes to consider these interests as part of the NBV process.

Discussion/Analysis:

Vision Definition

Once complete, the NBV will include a high-level land use, access, 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 (similar to the TDS – Transit Oriented Development Strategy) 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.

Proposed Scope of Work

The NBV will form the first step in a measured, incremental process in the planning and development of much of the remaining developable land on Burke Mountain and will address strategic considerations of timing and implementation.

Proposed Scope of Work cont'd/

Key outcomes of the NBV process include:

- generalized land use areas (development pockets) and policy direction on the type and density of future land uses;
- 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;
- 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; and, a
- high-level phasing plan to guide the sequence of future neighbourhood planning and opportunities for OCP amendments.

This scope of work is the same as was presented to Committee on December 9, 2013.

Proposed Public Consultation Approach

An extensive and comprehensive public consultation program is key to the development of a robust and successful vision (Attachment 3, NBV Public Consultation Approach). Based on this, staff propose a four-pronged approach that includes consultation with four specific groups:

1. Property Owners Group (POG),
2. Project Advisory Group (PAG),
3. The general public and area residents (through Open Houses),
4. Advisory committees and community groups, and referrals to external agencies.

1. Property Owners Group (POG)

The NBV area has 53 property owners representing 106 parcels of various sizes. The POG will provide a forum to consult with all landowners regarding their ideas and aspirations. At each stage in the vision process the POG will provide input and feedback into the development of the NBV (Attachment 4, POG Terms of Reference).

All property owners are invited to participate in the POG, including:

- Hazel Drive Neighbours Association (an affiliation of Hazel Avenue property owners that have applied for an OCP amendment);
- Burke Mountain Holdings Ltd. (Riverwalk);
- Double Beta Holdings (Wesbild);
- Allard Contractors Ltd. (aggregate extraction west of Coquitlam River);
- Province (Crown Lands) and/or eventual Crown Land property purchasers;
- Port Coquitlam & District Hunting and Fishing Club;
- All other landowners.

Proposed Public Consultation Approach cont'd/

2. Project Advisory Group (PAG)

The PAG is proposed to be made up of representatives from key stakeholder/ community organizations (Attachment 5, PAG Terms of Reference). The PAG does not include property owners, as consultation with all property owners will occur through the POG. At each stage of the planning process the PAG will provide feedback into the development of the vision through:

- Reviewing background studies, land use scenarios and draft policies.
- Sharing their organization's perspective on the future of the area.
- Serving as a link between the vision process and their parent organization.

To represent a broad range of interests, proposed membership includes representation from a number of stakeholder/community organizations:

- a) **Northeast Coquitlam Ratepayer's Association** – a community based group with longstanding interests in the Northeast community and has been involved with the four previous neighbourhood plans. The group is part of City of Coquitlam's Community Associations list.
- b) **Coquitlam River Watershed Roundtable** – the roundtable is made up of 13 groups representing a broad range of interests including, governmental organizations, regulatory agencies, environmental organizations, industry, and recreation and conservation groups. None of these groups is duplicated by another member of the PAG.
- c) **Coquitlam Youth Council (East)** – provide opportunities for youth to get involved with decisions in their community and provide a youth perspective to the planning process.
- d) **Burke Mountain Naturalists** – a community based group that promotes the enjoyment of nature, outdoor recreation, and environmental conservation and preservation.
- e) **School District No. 43** – responsible for the siting of future schools and planning for future enrollment.
- f) **Ministry of Environment** – responsible for the protection, management and conservation of the environment as well as the administrator of Pinecone Burke Provincial Park and other protected areas.
- g) **Urban Development Institute** – represents the broader development community.
- h) **Greater Vancouver Homebuilders' Association** – represents the broader building industry.

Should Council support the proposed composition of the PAG, next steps would involve staff approaching each of organizations to see if they would like to participate in the process. Staff will report back to Council on the final membership of the PAG.

Proposed Public Consultation Approach cont'd/

3. Public and Other Key Stakeholders

The general public will be notified and kept informed throughout the process in a variety of ways including, a project website, social media campaign, newspaper advertisements, flyers, and through contact with local stakeholder groups.

Three (3) Public Open Houses will also be held, one at the end of each phase of work. These Open Houses will allow the public an opportunity to review and provide feedback on the NBV as it is developed. Opportunities to provide online and written feedback will also be provided.

4. Committees/External Agency (Referrals)

To review information and gather feedback, staff will also present to several Council Advisory Committees, including the Coquitlam River Aggregate Committee, and the Sustainability and Environment Committee.

Staff will also consult with the Ministry of Environment, Ministry of Forests, Lands and Natural Resource Operations, Metro Vancouver, Kwikwetlem First Nation, TransLink, and Fisheries and Oceans Canada, as necessary. The draft vision will be referred to these organizations for review and comment at key points in the process.

Refined Process and Timeline

As noted at the December 9 2013 Committee meeting, the NBV process consists of three phases, which are further described below. The process will begin in early 2014 and is anticipated to be completed in mid-2015. This process is slightly longer than what was previously reported to Committee, as the timeline has been refined due to extensive analysis required in Phase 1, and also to include additional public consultation opportunities discussed above (including an additional POG meeting in Phase 3). Council will receive updates at key milestones in the process.

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

Phase 1 will involve undertaking background and contextual research, including an environmental assessment to understand key opportunities and constraints and the relationships between existing and future development from a land use, utility servicing, transportation, and timing perspectives. An analysis of housing market conditions and the financial feasibility of development will also be undertaken. These analyses will provide direction for the opportunities and constraints analysis. An update report will be provided to Council at the completion of Phase 1.

Refined Process and Timeline cont'd/

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

Key Tasks:

- Conduct a preliminary environmental assessment,
- Conduct a housing market and a financial feasibility analysis,
- Undertake an opportunities and constraints analysis,
- Consult with property owners, the general public and key stakeholders:
 - Project Advisory Group (PAG) meetings
 - Property Owners Group (POG) Workshop #1
 - Public Open House #1

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

Building on the outcomes of Phase 1, the focus of Phase 2 will be to develop a draft vision statement and guiding principles, as well as potential land use, access and servicing options.

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,
- POG workshop #2 and PAG meetings,
- Public Open House #2.

Phase 3 – Final Draft Vision (Q1/Q2 2015)

The final phase of work will involve synthesizing the outcomes and feedback gathered during Phases 1 and 2 into a Vision document.

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,
- PAG meeting(s),
- POG Workshop #3,
- Public Open House #3

The key output of this phase will be the completed vision document. Once public consultation is complete, the draft Vision will be revised according to community feedback and then presented to Council for consideration.

Current Development Interest and the NBV Process

Several property owners within the NBV area have expressed a desire to proceed with site-specific planning as soon as possible. For instance, on December 2, 2013 representatives from the Hazel Drive Neighbours Association addressed Council-in-Committee about the timing of their OCP amendment application and requested that it be moved forward independent of the proposed NBV process.

Current Development Interest and the NBV Process cont'd/

Others would like to immediately address servicing (e.g., Townline Ventures Ltd.), and access issues (Burke Mountain Holdings Ltd. - Riverwalk) that are required for subsequent planning and development approvals.

Furthermore, the Province has recently initiated a process to sell 236 hectares (584 acres) of Crown land on Burke Mountain, of which 142 hectares (350 acres) is within the NBV area (about 35% of all the land within the NBV area). This land sale has the potential to generate development pressure on unplanned land by potential purchasers.

As noted by staff at the December 9, 2013 Council-in-Committee meeting, there is a need to understand how the lands within the NBV area relate to one another overall in terms of access (i.e., access to lands beyond is a key subdivision consideration), servicing and land use, including any 'upstream' and 'downstream' impacts. Based on this, until land use, servicing and access options are developed through the NBV process, staff will not be able to support advancing any OCP amendment applications.

Despite this, it is important to note that the NBV will provide the necessary land use, access and servicing information, and the upfront work completed through this process will assist applicants in preparing and/or updating their OCP amendment applications and development concepts. This in turn can reduce OCP amendment application processing time once the NBV is complete, and staff will continue to work with the current applicants and property owners noted above as a part of this process.

Next Steps:

Following Council endorsement on the proposed process and public consultation approach, staff will begin undertaking the initial public consultation and background research. Staff anticipates reporting back to Council in Q2 or Q3, 2014 with the Phase 1 results.

Financial Implications:

The NBV is identified as a key 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 budgets.

Conclusion:

Once complete, the 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 mid-2015.

Conclusion cont'd/

Staff propose a four-pronged consultation approach that includes consulting with:

- 1) Property Owners Group (POG);
- 2) Project Advisory Group (PAG);
- 3) General public and area residents (through Open Houses); and
- 4) Advisory committees and community groups.

Staff will consult with senior levels of government and stakeholder agencies at various points in the process, as appropriate.

Through NBV process, staff will continue to work with the applicants of ongoing applications. Until land use, servicing and access options are worked out, staff will not be able to support OCP amendment applications.

Staff seeks Council's endorsement of the scope and public consultation approach for the NBV to initiate the planning process.



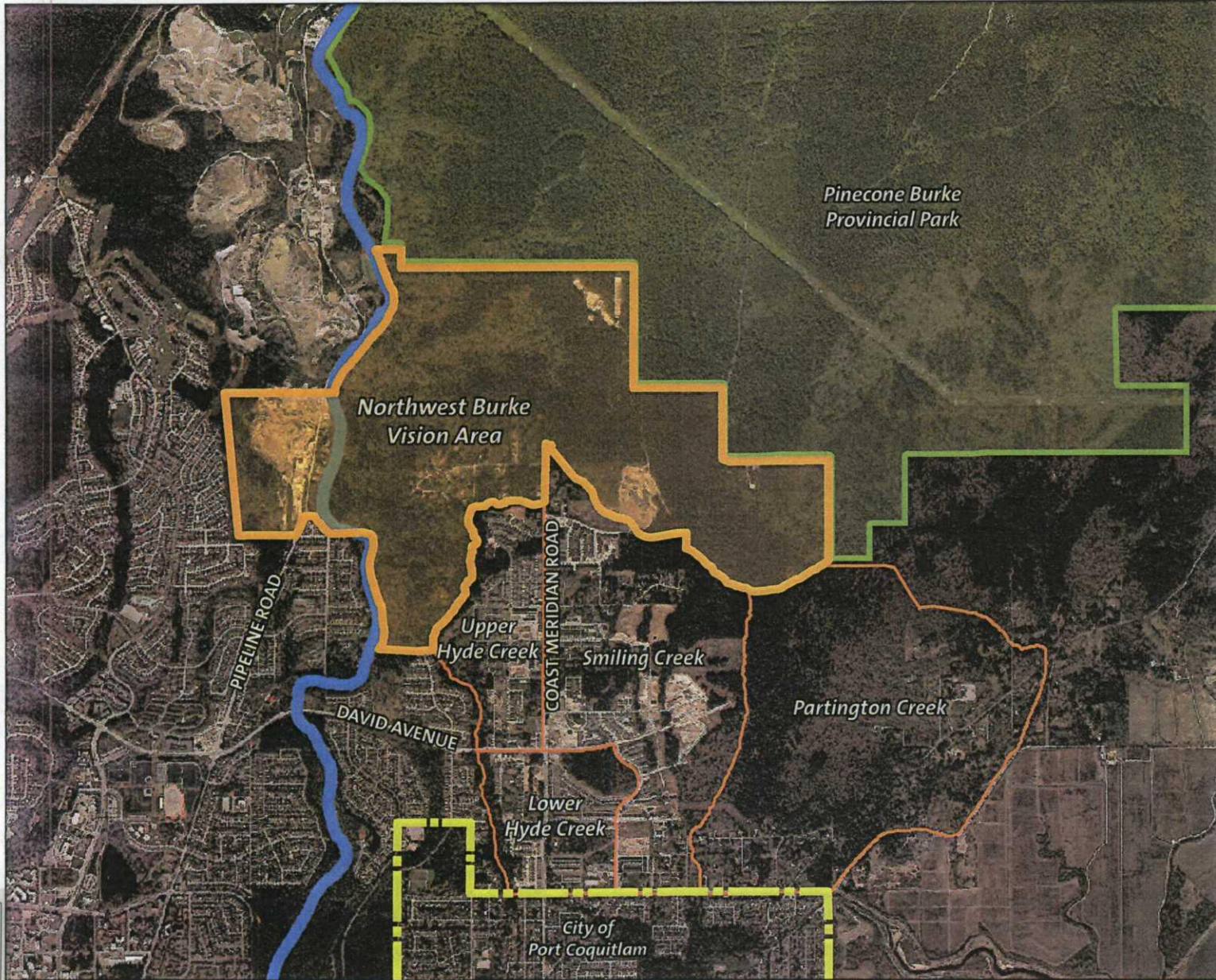
J.L. McIntyre, MCIP, RPP

AM/SG/lmc

Attachments:

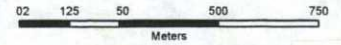
1. Northwest Burke Location Map (Doc. #1584739)
2. NBV Public Consultation Approach (Doc. #1626221)
3. POG Terms of Reference (Doc. #1629529)
4. PAG Terms of Reference (Doc. #1629381)

This report was prepared by Andrew Merrill, Community Planner and Steve Gauley, Senior Planner, and reviewed by Carl Johannsen, Manager Community Planning.



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

Public Consultation Approach (Consultation Groups)

1. Property Owners Group (POG)

Method: Workshops

53 Landowners, including:

- Hazel Drive Residents Association
- Burke Mountain Holdings Ltd.(Riverwalk)
- Double Beta Holdings (WesBild)
- Allard Contractors Ltd.
- Province (Crown)
- Port Coquitlam & District Hunting and Fishing Club
- All other landowners

2. Project Advisory Group (PAG)

Method: Meetings

Proposed Representation:

- Northeast Ratepayers Association
- Coquitlam River Watershed Roundtable
- Burke Mountain Naturalists
- Coquitlam Youth Council - East
- Ministry of Environment
- School District No. 43
- Urban Development Institute
- Greater Vancouver Homebuilders Association

3. Public

Method: Public Open Houses

Representation:

- Broader Community
- Existing and Future Residents
- Adjacent Property Owners

4. Committees/External Agencies

Proposed Committees:

City Advisory Committees

- Coquitlam River Aggregate Committee
- Sustainability and Environmental Advisory Committee

Other Committees

- Coquitlam Youth Council - East

Proposed External Agency Referrals:

- Metro Vancouver
- TransLink
- Fisheries and Oceans Canada
- Ministry of Environment
- Ministry of Forests, Lands, and Natural Resource Operations
- Kwikwetlem First Nation
- School District No. 43
- City Departments

ATTACHMENT 3

NORTHWEST BURKE VISION – PROPERTY OWNERS GROUP (POG) TERMS OF REFERENCE

Purpose and Key Roles

The purpose of the Property Owners Group (POG) is to advise the City through project staff on the preparation of the Northwest Burke Vision (NBV).

At each stage of the visioning process, the POG will provide input and feedback into the development of the NBV by the following:

1. Sharing their ideas and aspirations regarding the future use of their land;
2. Reviewing and providing input on:
 - a) vision statement, guiding principles and draft policies; and,
 - b) high level land use, servicing options and phasing plans which form the basis of the draft NBV.

Representation

The POG comprises all property owners within the vision area, including:

- Hazel Drive Neighbours Association (Hazel Avenue property owners)
- Burke Mountain Holdings Ltd. (Riverwalk)
- Double Beta Holdings (Wesbild)
- Allard Contractors Ltd.
- Province (Crown)
- Port Coquitlam and District Hunting and Fishing Club
- All other landowners.

Workshop Notification

All registered landowners will be invited to participate in POG workshops (and anyone they invite). Invitation lists will be generated prior to each workshop from BC Assessment information.

City staff will do their best to make new property owners aware of POG workshops; however, if there are any changes of ownership during the visioning process, new property owners should make the City aware by contacting the City at 604-927-3400 or e-mail planninganddevelopment@coquitlam.ca

Procedures

- Workshops will be organized and facilitated by the City of Coquitlam.
- Invitations will be sent by Canada Post, at a minimum, four weeks prior to each workshop.
- At the first workshop, City staff will compile a property owner e-mail list. This e-mail list will be used to supplement information dissemination by mail. The list will be governed by the *Freedom of Information and Protection of Privacy Act*.
- All public information will be posted on the City's website at www.coquitlam.ca/NBV. Input from the POG will be reported to Council and will be used along with other community and technical inputs in preparing the NBV.
- Three workshops are anticipated (one per phase of the NBV process).
- All property owners are also welcome to attend any of the Public Open Houses.

ATTACHMENT 4

NORTHWEST BURKE VISION – PROJECT ADVISORY GROUP (PAG) TERMS OF REFERENCE

Purpose and Key Roles

The purpose of the Project Advisory Group (PAG) is to advise the City through project staff on the preparation of the Northwest Burke Vision (NBV).

At each stage of the visioning process, the PAG will provide input and feedback into the development of the NBV by the following:

1. reviewing and providing input on the following :
 - a) material prepared by project staff and referred by Council;
 - b) Vision Statement, Guiding Principles draft policies;
 - c) high level land use, servicing options and phasing plans which form the basis of the draft Vision;
2. sharing their organization's perspective on the future of the Vision area;
3. reporting back to their organization on Vision progress and key directions.

Representation

The Project Advisory group has eight members with a wide range of expertise and interests. Members include one representative from the following organizations:

1. Northeast Ratepayers Association
2. Coquitlam River Watershed Roundtable
3. Youth Council (East)
4. Burke Mountain Naturalists
5. School District No. 43
6. Urban Development Institute
7. Greater Vancouver Homebuilders' Association
8. Ministry of Environment (BC Parks)

Meeting Dates and Times

The PAG is expected to meet at key points throughout the visioning process and PAG members are also encouraged to attend the Property Owners Group workshops and Public Open Houses.

Meeting dates and times will be confirmed at the first PAG meeting and modified as necessary during the process.

Terms of Appointment

Appointment of representatives to the PAG will coincide with the length of the visioning process and regular meeting attendance is requested.

Procedures

Meetings of the PAG will be open to the public and the public will have an opportunity to ask questions at the end of each meeting. Meetings will be facilitated by City of Coquitlam staff and staff will produce and post meeting agendas and notes on the City's website at www.coquitlam.ca/NBV or by request. Input from the PAG will be reported to Council and will be used along with other community and technical inputs in shaping the Vision.

Communications

PAG members must refer all questions from the media or other parties to the Manager of Community Planning and/or the Manager of Corporate Communications. The City's Manager of Corporate Communications may from time to time request the PAG and/or individual members provide comments and/or give interviews with the media. The PAG is expected to work with the Manager of Corporate Communications to ensure that any views expressed publicly represent the views of the entire PAG. It should also be noted that, from time to time, the PAG may receive information and options in draft form. This information should be viewed as work-in-progress, and not as approved City of Coquitlam policy.

Conflict of Interest

Given that individual circumstances may change from time-to-time, PAG members must confirm and declare any real or apparent conflict of interest at each meeting.