

## Staff Report to Council

Community Development

FILE: 6520-20/NLSA

**DATE:** May 21, 2019

**Date of Meeting** – May 28, 2019

**TO:** Mayor and Council

**FROM:** Colin O'Byrne, Project Manager of Community Development

**SUBJECT:** North Lougheed Study Area Project Scope Report

---

**RECOMMENDATION(S):** THAT Council:

- A. Accept the 'North Lougheed Study Area Project Scope Report' dated May 21, 2019 from Community Development providing the project scope for the North Lougheed Study Area planning process; AND
- B. Direct staff to proceed with the North Lougheed Study Area public and stakeholder consultation, land use concept development, and area plan development as recommended in the attached project scope report; AND
- C. Accept the 2019 estimated project budget as outlined in the North Lougheed Study Area Project Scope Report; AND
- D. Direct staff to present an updated North Lougheed Study Area Project Scope report and budget for 2020 to Council in December 2019; OR
- E. Other.

**CHIEF ADMINISTRATIVE OFFICER COMMENT/RECOMMENDATION:**



## PURPOSE

To outline the recommended scope for the North Loughheed Study Area planning process and seek Council's direction to proceed with the project.

☐ Information Report

☒ Direction Report

☐ Decision Report

## DISCUSSION

### **Background:**

The North Loughheed Study Area includes an area on the north side of Loughheed Highway, between Harris Road and Meadow Gardens Golf Course, from Loughheed Highway, north to the proposed alignment of the North Loughheed Connector (see Fig. 1).

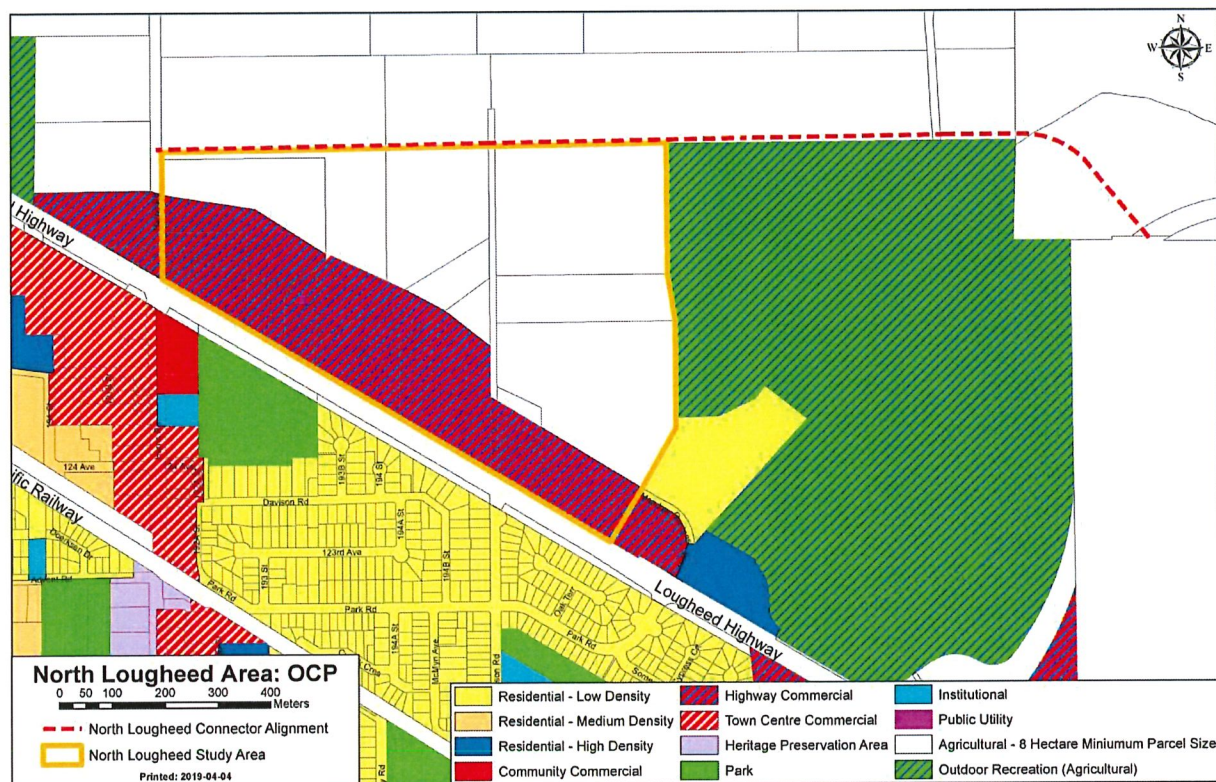


Figure 1. North Loughheed Study Area and underlying Official Community Plan designations.

The portion of the study area currently designated 'Highway Commercial' was conditionally excluded from the Agricultural Land Reserve (ALR) by decision from the Agricultural Land Commission between 1985 and 2004. The conditions included: subdivision of the excluded portions from the parent parcels; and, amalgamation of the portions of the affected properties that are to remain in the ALR. Only the properties nearest Harris Road, on the west end of the study area, have satisfied the conditions; therefore, the balance of the study area remains within the ALR.

The North Loughheed Connector (NLC) was proposed in 2006 to alleviate traffic congestion on Old Dewdney Trunk Road. This proposed road is intended to provide a connection between Abernathy Way

and Harris Road, with a possible extension to Lougheed Highway west of Harris Road. The City received conditional approval from the Agricultural Land Commission to exclude the land needed to build the NLC in 2010. The conditions included: restrictive covenants on properties north and south of the constructed NLC to protect their agricultural use; deposition of the topsoil removed to construct the road on local farmland; and, completion of the road within three years.

The City of Pitt Meadows explored different funding options and partners to construct the NLC. As senior levels of government were not willing to contribute funds, the City identified development of the North Lougheed Study Area as the only way to fund the project.

In 2010 and 2011, the City worked with consultants to develop a land use plan for the North Lougheed Study Area. Several iterations were proposed based on the following priorities:

- Long-term financial sustainability (i.e. diversify tax base, cover cost of NLC, provide funds for agricultural improvement projects);
- Benefit to agriculture (i.e. retain agricultural lands, encourage farming, enable land uses supportive of agriculture, address congestion on Old Dewdney Trunk Road);
- Generate employment opportunities (i.e. employment intensification, provide quality jobs, support community-based employment);
- Support transportation improvements (i.e. provide good access and integration, support active transportation, support transit corridor improvements); and,
- Robust urban design (i.e. provide a gateway to the community, include community gathering and pedestrian spaces).

The chosen land use plan included a balance of mixed employment uses (i.e. commercial business park/retail-industrial, hospitality, and office space) and retail-commercial uses (i.e. destination and lifestyle retail). The proposed uses aligned with the 'Highway Commercial' OCP designation; therefore, the balance of the study area (identified in white as "Agricultural – 8 Hectare Minimum Parcel Size" in Figure 1 above) was the subject of a successful ALR exclusion application in 2013. The exclusion conditions included: traffic calming measures for Old Dewdney Trunk Road; plan to redistribute topsoil removed for NLC and building construction onto local farmland; consolidate properties on the north side of the NLC; restrictive covenants on properties on the north side of the NLC to protect agricultural land; completion of the NLC within three years of the Old Dewdney Trunk traffic calming plan being approved; financial contributions for agricultural improvement projects in Pitt Meadows; and, potential inclusion of other City-owned lands into the ALR.

Following ALC conditional approval, the City began the application process to amend the Metro Vancouver Regional Growth Strategy in 2014. This application to the Metro Vancouver Board received first and second reading, but required the City to amend the OCP to include the new land use designations and the Regional Context Statement (RCS) prior to third reading by the Metro Vancouver. However, Council decided to indefinitely suspend the project in 2015 before completing the OCP and RCS amendment processes.

Recently, Council reinstated the project and directed staff to revisit the land use plan. The attached project scope report outlines staff's recommended process to: develop a new land use concept for the area; apply to the ALC for a revised exclusion decision; apply to Metro Vancouver to amend the Regional Growth Strategy; and, draft an area plan and design guidelines to guide development of the area.

## **Relevant Policy, Bylaw or Legislation:**

### Legislation

Section 475 of the *Local Government Act* sets out requirements for consultation during the amendment of an OCP. Council must consider what are appropriate opportunities for consultation beyond the required public hearing, with persons, organizations and authorities it considers will be affected.

### Policies and strategic plans

Development of the land use plan concept and subsequent area plan will be informed by:

- The current *City of Pitt Meadows Official Community Plan*;
- *City of Pitt Meadows Vision and Values (adopted for the new Official Community Plan)*;
- *City of Pitt Meadows Strategic Plan*;
- *City of Pitt Meadows Transportation Master Plan*;
- *City of Pitt Meadows Active Transportation Plan*;
- *Metro Vancouver 2040: Shaping Our Future (Regional Growth Strategy)*;
- *Metro Vancouver Regional Affordable Housing Strategy*;
- *Ministry of Transportation and Infrastructure Highway 7 Corridor Initiatives*; and
- *TransLink & Metro Vancouver Lougheed Highway Corridor Study*.

## **Analysis:**

Several changes have occurred since development of the previous land use plan for the North Lougheed Study Area in 2011. Changes include:

- TransLink's new B-Line along Lougheed Highway and Highway 7 corridor planning work facilitate and encourage more highway oriented density.
- Destination and lifestyle retail uses are less attractive to the development industry. Additionally, a commercial land use study commissioned by the City indicates limited need for more commercial-retail space. Both jeopardize the ability for development to fund the NLC.
- Increased traffic from north Maple Ridge are increasing congestion along Old Dewdney Trunk Road.
- Removal of the tolls on the Golden Ears Bridge has affected commuting patterns and relative accessibility of the study area to regional transportation networks.
- The City has commissioned for the ongoing OCP review studies of the industrial and housing land uses, the overall tax base, and the community's values and vision. This information will be useful for informing development of a new land use concept for the study area.
- Several different alignments have been proposed to connect the North Lougheed Connector to Lougheed Highway, west of Harris Road. Staff recommend including properties affected by the proposed alignments into the North Lougheed Study Area to comprehensively plan the area and address the impacts of the NLC.

The attached project scope report outlines the recommended approach for developing and adopting a new land use plan and area plan for the North Lougheed Study Area that responds to these changes.



A major risk with this project is an inability for the City to proceed with a new land use plan if the Agricultural Land Commission or Metro Vancouver Board do not support the proposed land use changes and deny the City's applications.

#### **Alternatives:**

Council may choose to continue with the 2011 land use plan through the remaining steps of the Metro Vancouver Regional Growth Statement and City OCP/RCS amendment processes. Pending Metro Vancouver approval, the City could then address the ALC conditions and proceed with drafting an area plan and design guidelines for the existing plan. Key risks with this approach are the lost opportunities to respond to several of the changes listed above that have occurred since the existing land use plan was developed in 2011.

#### **COUNCIL STRATEGIC PLAN ALIGNMENT**

☒ Corporate Excellence      ☒ Economic Prosperity      ☒ Community Livability

☒ Transportation & Infrastructure      ☐ Not Applicable

- Engage stakeholders in meaningful dialogue,
- Support the development of a viable agricultural industry,
- Consider business interests in policy development,
- Improve opportunities for residents to gather and connect,
- Provide and encourage a community conducive to safe, healthy living,
- Promote the conservation and enhancement of our natural environment,
- Encourage diversity in the range and mix of housing types,
- Build capacity in our community by supporting initiatives that support sustainability,
- Diversify the methods by which people can get in, around, and out of the community.

---

#### **FINANCIAL IMPLICATIONS**

☐ None      ☐ Budget Previously Approved

☒ Other      ☐ Referral to Business Planning

Please find a proposed project budget in the attached project scope report dated May 21, 2019.

---

#### **PUBLIC PARTICIPATION**

☐ Inform      ☒ Consult      ☒ Involve      ☐ Collaborate      ☐ Empower

The attached project scope report, dated May 21, 2019, includes an engagement strategy that will involve opportunities for public consultation and involvement.

---

---

### **KATZIE FIRST NATION CONSIDERATIONS**

Referral     ☒ Yes     ☐ No

The Katzie First Nation will be invited to participate in the consultation on the development of a new land use plan and an area plan for the North Lougheed Study Area.

---

### **SIGN-OFFS**

Written by:

Reviewed by:

Colin O'Byrne, Project Manager of Community  
Development

Alex Wallace, Manager of Community  
Development

---

### **ATTACHMENT(S):**

A. North Lougheed Study Area Project Scope Report

# Project Scope Document

---

**Project:** North Loughheed Study Area

**Author:** Project Team

**Date:** May 21, 2019

**Adopted:**

**Amended:**

---

# Background & Purpose

---

## Project Overview

The City of Pitt Meadows is resuming an area planning project for the North Lougheed Study Area, which is located on the north side of Lougheed Highway between Harris Road and Meadows Gardens Golf Course. Drafting and implementing a robust area plan requires several steps: consultation with the public and other stakeholders; background research; identification of the appropriate land use mix and development guidelines; and, approvals from senior levels of government. This project scope outlines the recommended process for developing a land use concept for the area, applying for senior government approvals, and initiating the process to draft a North Lougheed area plan and design guide.

## Project Background

The City of Pitt Meadows initially supported exploring development options for the North Lougheed Study Area in approximately 2008 to diversify the City's tax base and to fund the planning and construction of the North Lougheed Connector (NLC). Linking Abernathy Way to Harris Road and Lougheed Highway, the NLC was conceived in approximately 2006 to provide an alternate route through Pitt Meadows for traffic between the Pitt River Bridge and north Maple Ridge. Construction of the NLC is projected to reduce traffic volumes at the intersection of Harris and Lougheed and conflicts between farm and commuter traffic along Old Dewdney Trunk Road. As this land is within the Agricultural Land Reserve (ALR), the City applied to the Agricultural Land Commission (ALC) for permission to route the NLC through it. In 2010, the ALC granted conditional approval of the City's application.

The North Lougheed Study Area includes two portions. The south portion along Lougheed Highway was conditionally excluded from the Agricultural Land Reserve (ALR) for commercial use under earlier ALC applications in 1985, 1989, and 2004 (designated as 'Highway Commercial' in figure 1). However, the exclusion conditions outlined by the ALC have not been satisfied for the majority of this area, so much of it remains within the ALR (area in green in figure 2).

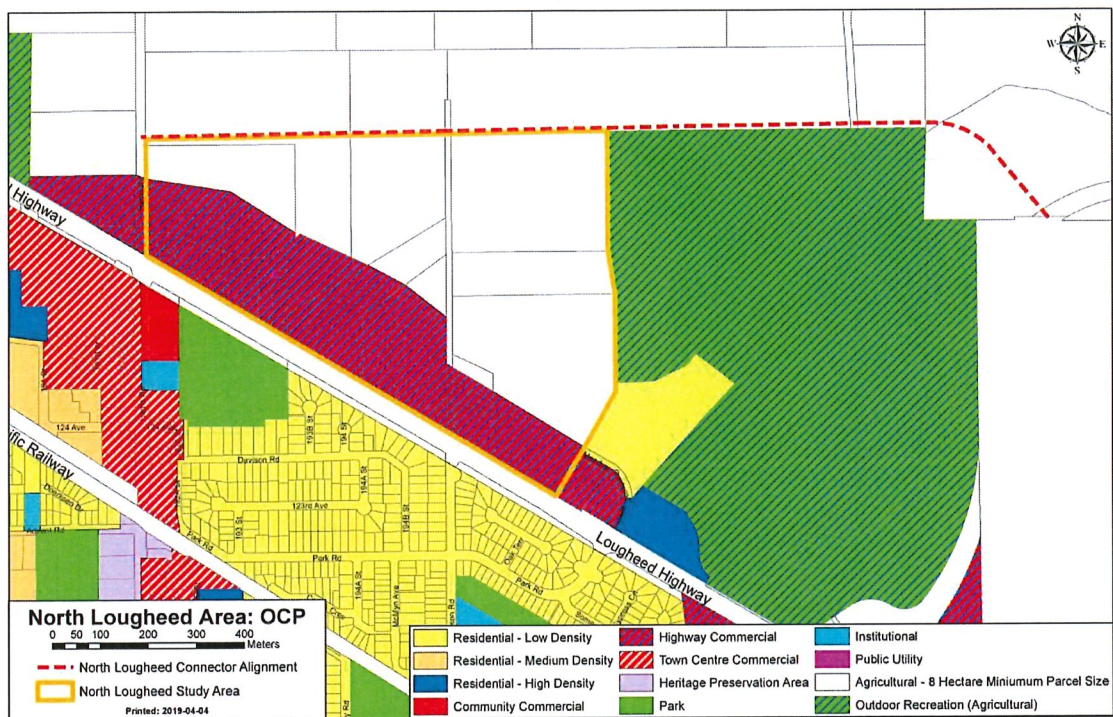


Figure 1. Official Community Plan land use designations for the North Lougheed Study Area.

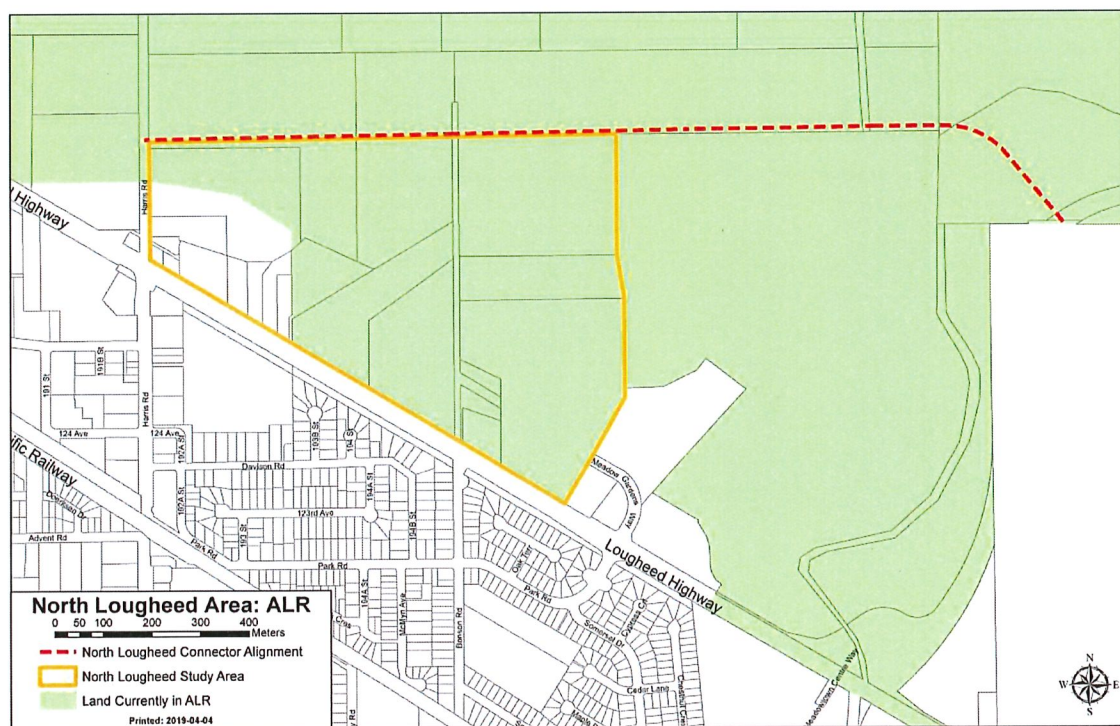


Figure 2. Agricultural Land Reserve boundaries in relation to the North Lougheed Study Area.



Between the excluded southern portion and the projected NLC route lay approximately 34 hectares of agriculturally zoned land, situated fully in the ALR. The City received conditional permission in 2013 to also exclude this portion from the ALR to accommodate development that would pay for the NLC. The 2013 approval was based on a land use plan that included mixed employment (including commercial-industrial uses, meeting spaces, and business parks) and retail-commercial land uses.

Following the 2013 ALC approval, the City applied to amend Metro Vancouver's Regional Growth Strategy, the Pitt Meadows Regional Context Statement, and the Pitt Meadows Official Community Plan to incorporate the approved land use plan. Before this process was completed, however, City Council decided in early 2015 to suspend the application processes.

City Council recently decided to revisit the land use concept for the North Lougheed Study Area, which allows for the following opportunities to:

- Re-engage with internal and external stakeholders to clarify and prioritize the values and goals that will be used to shape the new planning and design of the area;
- Integrate a new land use plan with recent transportation initiatives affecting the study area;
- Re-examine the land use mix in order to address some of the land use, employment, and affordability issues affecting Pitt Meadows as a whole;
- Develop a more detailed area plan concept and supporting design guidelines; and,
- Provide certainty to stakeholders who are interested in the future of the study area.

Staff recommend expanding the Study Area to include properties along Lougheed Highway between Harris Road and Allen Way that may be affected by an optional extension of the NLC connecting to Lougheed Highway. Inclusion of these lands, comprising approximately 18 ha will allow for a more comprehensive planning of the North Lougheed Connector and adjacent lands. The affected properties are outlined in blue in figure 3.

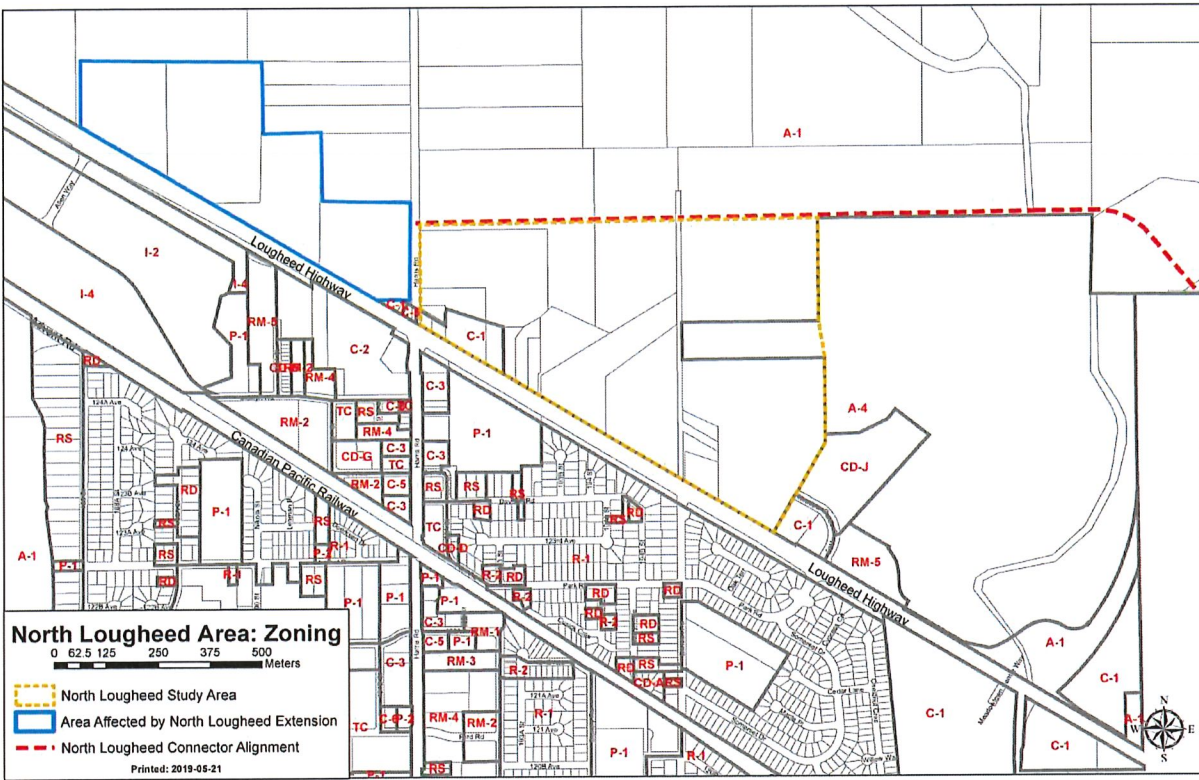


Figure 3. Proposed expansion of the North Lougheed Study Area boundary outlined in blue.

## Purpose of Project Scope Report

This report outlines the scope, schedule, budget, milestones, delivery strategy, and significant risks and mitigation strategies associated with this project. Once approved by Council, the Project Scope and any amendments will guide management of the project.

## Defining Success:

### Purpose:

There are three main components to this project:

1. Engage the community and other stakeholders to identify and prioritize the values and goals that will guide development and implementation of a land use plan, area plan, and design guidelines.
2. Produce a land use plan and an area plan that comprehensively address the values and goals of the community and other stakeholders; and, guides development to provide a strong foundation for the future evolution of Pitt Meadows.
3. Gain senior government approvals from the Agricultural Land Commission and Metro Vancouver, which are necessary to permit adoption and implementation of the area plan.

## Strategic Alignment:

Development of a North Lougheed Area Plan will align with the following policies and strategic plans:

1. BC Ministry of Transportation and Infrastructure Highway 7 (Lougheed) Corridor Initiatives;
2. Metro Vancouver Regional Growth Strategy, *Metro 2040*;
3. Metro Vancouver Regional Affordable Housing Strategy;
4. TransLink & Metro Vancouver Lougheed Highway Corridor Studies;
5. TransLink Regional Transportation Strategy;
6. City of Pitt Meadows Official Community Plan (OCP);
7. City of Pitt Meadows Vision and Values (adopted for the new OCP);
8. City of Pitt Meadows Strategic Plan;
9. City of Pitt Meadows Active Transportation Plan; and,
10. City of Pitt Meadows Transportation Master Plan.

## Indicators of Success:

The success of the project will be based on:

- Stakeholder satisfaction with the process and support of the outcomes;
- Completion of a preferred land use concept on time and on budget; and,
- Land use change approvals from senior levels of government.

Future phases of the project will include:

- An area plan and supporting design guide that directly articulate how the community's values and goals are to be implemented through development; and,
- Realization of the North Lougheed Connector.

Stakeholders who will help in determining the Project's success include City Council; Pitt Meadows residents and business owners; Katzie First Nation; the City's technical advisory committees; community groups; funding partners; regional and provincial agencies (particularly approvals from the Agricultural Land Commission and Metro Vancouver); adjacent municipalities; and the Project Team. The project team will work with the communications team to ensure all social media platforms are used to inform and engage the public.

# Defining the Scope:

---

## In Scope:

The scope of work or deliverables for this project include:

- Employ an innovative and creative consultation process with internal and external stakeholders to identify the values, priorities, and future needs that will guide development of land use concepts and an area plan;
- Assess comparative developments and area plans in the region to identify emerging trends, opportunities, best practices, and partnership options;
- Compile a detailed description of the site's cultural, ecological, economic, and physical context based on information gathered through stakeholder consultation.
  - Incorporate findings from recent and ongoing studies of demand for commercial, industrial, and residential land uses in Pitt Meadows;
- Craft two to three land use scenarios that reflect the identified values and priorities for public consultation and review by Council;
- Commission new and updated technical reports addressing:
  - high level traffic planning and design;
  - market analysis of development options;
  - archeology;
  - high level servicing and infrastructure planning;
  - flood hazard assessment;
  - environmental assessment and enhancement opportunities;
  - geotechnical and soil assessment (including preparation of a topsoil redistribution plan); and,
- Prepare and submit applications to the Agricultural Land Commission and Metro Vancouver based on the preferred land use concept;

Future phases of the project will include:

- Production of an area plan and design guidelines, that reflect the collective vision of the stakeholders, for inclusion into the City's Official Community Plan to guide development of the area;



- Detailed planning and engineering design of the North Loughheed Connector;
- Preparation of a traffic calming plan for Old Dewdney Trunk Road; and,
- Preparation of a top soil redistribution plan for soils removed for development of the NLC and area within the North Loughheed Study Area, as required under previous ALC exclusion decisions.

### Scope Exclusions:

The following are excluded from the project scope of work:

- Creation of detailed master plan for the entire area or sub-areas as this may inhibit the flexibility needed for developers to respond to market changes;
- Marketing the area to attract specific uses or forms of development;
- Pursuing funding or development partners for key amenities, services, or features;

## Defining Budgets, Timelines & Assumptions

---

### Budget:

The proposed budget has been organized by project outcomes because each outcome determines how the following phase of work will proceed. The budget estimates assume no change to current economic conditions, shift in council priorities, and qualified consultants are available to complete the required technical studies within the estimated prices. Some costs will have to be borne by the City; however, many of the expenses can be shared with landowners and/or addressed through the development application process. Those identified below as costs to be shared, or primarily borne by landowners and development applicants would be required or recommended during the development application process; however, many are necessary at this earlier stage to inform a robust and responsible land use planning process.

Of the costs to be borne by the City, the proposed budget includes a contingency of 10% to allow for unforeseen expenses. Cost control measures are to be tracked and the monitoring of the budget will be done by the City of Pitt Meadows Project Manager.

The first major project outcome, to be completed by December 2019, is to prepare a new land use concept plan for the North Loughheed Study Area. Production of a land use concept requires the following major budget items:



Budget Item	Estimated Cost	Cost Sharing
Communication assistance for community and stakeholder engagement on guiding values and goals, and on land use concepts for the area	\$65,000	The City with landowners and/or development applicants
High-level assessment of soil conditions to understand suitability for different land uses and background information for preparation of a topsoil redistribution plan	\$40,000 to \$60,000	Primarily landowners or development applicants
Archeological assessment	\$8,435	Primarily landowners or development applicants
High-level study of environmental conditions and amenities to understand site constraints and opportunities	\$6,990	Primarily landowners or development applicants
Traffic counts at locations surrounding the site previously used by the City to understand current and evolving transportation demands in the area	\$7,400	Primarily landowners or development applicants
High-level geotechnical and flood hazard assessment to understand site constraints	Geotechnical assessment \$24,750  Flood hazard assessment \$50,000	Primarily landowners or development applicants
Market analysis of land use concepts to identify the implications of different options	\$23,000	City of Pitt Meadows
10% contingency	\$24,558	City of Pitt Meadows
<b>Total estimated project budget for 2019</b>	<b>\$270,133 + GST</b>	<b>City: \$80,000 + GST</b>  <b>City + landowners and development applicants: \$190,133 + GST</b>

The second project outcome, to be completed in 2020, is seeking approvals from the Agricultural Land Commission and Metro Vancouver. The City's applications will require the following support:

Budget Item	Estimated Cost	Cost Sharing
Application materials, fees, and associated costs for an application to the Agricultural Land Commission to amend the exclusion decision for the area	\$3,000	City of Pitt Meadows
Application materials, fees, and associated costs for an application to Metro Vancouver to amend the Regional Growth Strategy	\$3,000	City of Pitt Meadows

The third project outcome, to be initiated in 2020 with its own scope report, is preparation of an area plan and design guidelines; addressing ALC approval conditions; and, planning and design for the North Lougheed Connector. This outcome requires support for the following:

Budget Item	Estimated Cost	Cost Sharing
Traffic planning and engineering design for North Lougheed Connector	\$117,300 + \$70,000 if a bridge is needed to cross Katzie Slough	Landowners or development applicants
Traffic impact assessment of proposed land use plan	\$17,500	Primarily landowners or development applicants
Traffic calming plan for Old Dewdney Trunk Road	\$11,800	Primarily landowners or development applicants
High-level area servicing and infrastructure needs assessment	\$50,000	City of Pitt Meadows
Development of a topsoil redistribution plan	\$11,000	Primarily landowners or development applicants
10% contingency	\$28,360	City of Pitt Meadows
<b>Total estimated project budget for 2020 / 2021</b>	<b>\$311,960 + GST</b>	<b>City: \$85,000 + GST</b>  <b>City + landowners and development applicants: \$226,960 + GST</b>

### **Timeline:**

The schedule for this project considers the time required for the RFP (Request for Proposal) processes; background work and stakeholder engagement; progress reporting to Council; development of draft plans; review period for land use concepts and area plans; and, required applications to other agencies. The target date for presenting a preferred land use concept to Council is December 2019. Following Council approval, City staff will prepare and submit applications to the Agricultural Land Commission and, if approved, Metro Vancouver. The timelines for these external applications can take approximately eight to sixteen months. Pending ALC and Metro Vancouver approvals, staff will prepare more detailed area plan and supporting design guidelines for Council to consider for adoption into the City's Official Community Plan.

### **External Dependencies:**

The following are external dependencies related to the completion of this Project, most of which are not directly controlled by the Project Team.

1. Securing consultants for the budgeted amount and scope of the technical studies;
2. Consultants staying on time and on budget;
3. Attracting sufficient public engagement levels; and,
4. Application process and approvals from the Agricultural Land Commission and Metro Vancouver.

### **Assumptions:**

The Project's scope, schedule and budget for completion assumes the following:

1. Council priorities stay the same;
2. Economic situation does not change dramatically;
3. Qualified consultants are available and interested in the project for the estimated fee;
4. Decisions are made on time according to schedule;
5. Staffing levels stay the same throughout the project;
6. Stakeholder consultation coordinated in house;
7. Land use plans are developed in house; and,
8. Applications to external agencies will be approved.



# Project Team

---

Role	Responsibilities
Project Sponsor	<ul style="list-style-type: none"><li>• Make key business decisions for the project</li><li>• Ensure availability of resources</li><li>• Communicate the project's goals throughout the organization</li></ul>
Project Manager	<ul style="list-style-type: none"><li>• Coordinate stakeholder engagement</li><li>• Collate feedback from engagement efforts and background research</li><li>• Coordinate production of project deliverables</li><li>• Lead and manage the project team</li><li>• Provide regular updates to project sponsor and Council</li></ul>
Project Team Members	<ul style="list-style-type: none"><li>• Contribute to overall project objectives</li><li>• Complete individual deliverables</li><li>• Providing expertise</li><li>• Documenting the process</li></ul>
Consultant	<ul style="list-style-type: none"><li>• Work with the project manager to prepare deliverables according to the plan</li></ul>
Communications Team	<ul style="list-style-type: none"><li>• Will work to utilize social medial channels for engagement and project promotion</li></ul>

## Management & Accountability Approach

---

### Progress Reporting to Council and the Public

It is recognized that this project has a high level of interest in the community as it relates to converting existing agricultural lands along a major transportation corridor to other land uses. To ensure that Council and the public are kept informed of the progress of the project, regular reports and updates will be provided in several ways. Formal reporting will be completed at key milestones and decisions (see Appendix A for timeline estimates). Delivery of formal reports will be coordinated with upcoming Engagement & Priorities Committee meetings:

- July 9<sup>th</sup> (Summary of initial stakeholder engagement and background research)
- September (Stakeholder values and needs report and initial land use scenarios)
- December (Summary of stakeholder feedback and market analysis on land use scenario options and recommendation of a preferred option)

# Public & Stakeholder Engagement

---

Public interest in the area plan development process is expected to be moderate to high and will require considerable information sharing and consultation with the community to understand the values and priorities that will be used to shape the area plan.

## Guiding Principles

- Engagement will start with, and build upon, the values and vision identified through the Official Community Plan public engagement process and the guiding values identified through consultation on the plans produced for the North Lougheed Study Area in 2011.
- Throughout the project, the City will provide the public and other stakeholders with balanced and objective information and will obtain feedback on analysis, alternatives and/or decisions.
- Where further input or involvement is desired, workshops or round tables will be utilized.
- The project and the engagement process will be guided by the input collected through consultation with stakeholders and the understanding established within this project charter.
- The public engagement process will support the overall project budget and timeline.

## Public Engagement Values

- The project will be guided by the Council endorsed Civic Engagement Policy and Framework:
  - **Consider all audiences.** Review who will be affected by the area plan, including residents, businesses, interest groups and stakeholders such as local and regional organizations and use engagement approaches that best meet their needs.
  - **Open and honest.** Adhere to transparency in decision making and a commitment to sharing information, data and other materials without undue process, particularly when information is readily available, to assist with establishing trust and credibility.
  - **Informative.** Present information clearly, outlining the need and benefits of the project or process, as well as the considerations being reviewed, such as potential challenges, the implications for various decisions and the costs involved.
  - **Linked to strategy.** Ensure messages include linkages to Strategic Plan and/or Official Community Plan to demonstrate purpose and provide context for why work is being done, as well as how it supports progress towards the goals and vision for the community.
  - **Timely.** Engage residents and other stakeholders early in processes and prior to key decision making points.
  - **Responsive and accessible.** Respond quickly to requests for information, presentations or other enquiries with relevant information to answer questions and address issues or concerns.
  - **Proactive.** Inform the community early and in advance of requests for information – not waiting until the community demands updates – including more proactive communication on completed projects, success stories, plans for the future and achievements that benefit

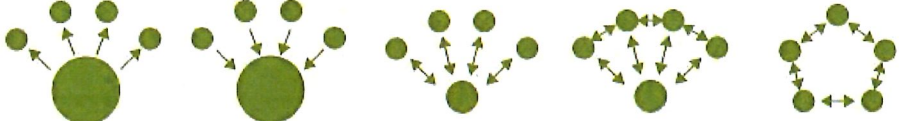


residents as well as consistent messaging related to the City's role, services and Strategic Plan.

- **Engaging.** Integrate community engagement with processes to improve community consultation, build relationships with residents and local stakeholder organizations and support ongoing community engagement to promote meaningful conversations, highlight special projects, events and activities and create platforms for sharing ideas and concerns.

## Public and Stakeholder Engagement Objectives:

The throughout the project the project team will focus on **involving** and **consulting** with the public and other stakeholders as described in the following table:



	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
GOAL	To provide balanced and objective information in a timely manner.	To obtain feedback on analysis, issues, alternatives, and decisions.	To work with public to make sure that concerns and aspirations are considered and understood.	To partner with the public in each aspect of the decision-making.	To place final decision-making in the hands of the public.
PROMISE	"We will keep you informed."	"We will listen to and acknowledge your concerns."	"We will work with you to ensure your concerns and aspirations are directly reflected in the decisions made."	"We will look to you for advice and innovation and incorporate this in decisions as much as possible."	"We will implement what you decide."

See engagement strategy (Appendix B).

## Risk Management

Risks will be reviewed and updated on a regular basis to reflect the current understanding of risks and uncertainties as actual events occur.

See risk register (Appendix C).

# Key Council Milestones & Decision Points

---

The project will be completed in five broad phases described below: Project Initiation; Consultation and Background Technical Work; Land Use Plan Development and Selection; Provincial and Regional Approvals; and, Area Plan Development. Completion of each phase provides a level of assurance and due diligence before proceeding to the next phase of the project. Key milestones and decisions for Council are shown on the attached diagram (Appendix A), which include project updates and key decision points for Council. The phases include:

- 1) **Project Scope [Initiation Phase]** – Council approval of the scope document is required to proceed with the project and establishes the mandate for staff to deliver the project in accordance with the terms outlined in this document.
- 2) **Stakeholder Consultation and Background Technical Work** – Based on the approval of the project scope, City staff will engage with internal and external stakeholders to identify and prioritize the values that will guide development of draft land use plans for the area. Simultaneously, staff will review similar background research and case studies on similar developments to identify trends, opportunities, best practices, and partnership ideas. The preliminary findings from these investigations will be presented to Council for review and discussion in early July.

During this phase seven Request for Proposal (RFP) processes will be advertised:

- Communications support;
  - Environmental site assessment and amenity mapping;
  - Traffic count study;
  - Archeological assessment;
  - Geotechnical, flood hazard, and soil capability assessments;
  - Market assessments of two to three land use concepts;
  - Traffic impact assessments of the land use concepts.
- 3) **Land Use Plan Development** – City staff will prepare draft land use concepts based on the values and priorities identified and prioritized through the initial consultation phase and discussion with Council. Staff will identify, and present to Council, two to three preferred draft options identified based on the assessment criteria agreed upon by Council. Following Council's acceptance, the preferred land use concepts will be circulated for an additional round of public and stakeholder consultation. During the engagement on the preferred options, the City will work with a consultant on preliminary market assessments to evaluate the viability of each option in paying for the NLC and additional benefits for agriculture in the City that may be conditions of ALC approval.

- 4) **Land Use Plan Selection** – Public and stakeholder feedback on the circulated land use concepts, plus market assessments, will be compiled and presented to Council who will then choose whether to proceed with one of the proposed land use concepts or a revised version that incorporates changes based on the compiled feedback.
- 5) **Provincial and Regional Approvals** – Once a land use concept has been selected by Council, staff will prepare and submit applications to the Agricultural Land Commission to amend the 2013 Agricultural Land Reserve exclusion approval. Pending ALC approval, staff will prepare an application to Metro Vancouver to amend the Regional Growth Strategy to include the new land uses for the area. These applications are required under Provincial legislation prior to amending the City's bylaws to incorporate the approved plan.
- 6) **Area Plan Development** – Once Council has selected a land use plan, staff recommend developing a more detailed area plan and accompanying design guidelines to guide the development and encourage high quality development. Design guidelines, written based on the values and priorities identified through the consultation phase, have two main purposes: to provide specific goals and objectives to inform designers and developers; and, to serve as assessment criteria for staff and Council when reviewing development applications. The area plan will identify sub-areas or locations requiring specific considerations; desired street and block layouts; and, spatially articulate how the design guidelines should be applied. Once adopted by Council, the area plan will inform the application and approvals process for future development and provide certainty for the community and investors.

*Staff will prepare a separate project scope report for the area plan development phase when the City is confident that the approvals from the ALC and Metro Vancouver are imminent.*

## Identifying Major Risks & Mitigation Strategies

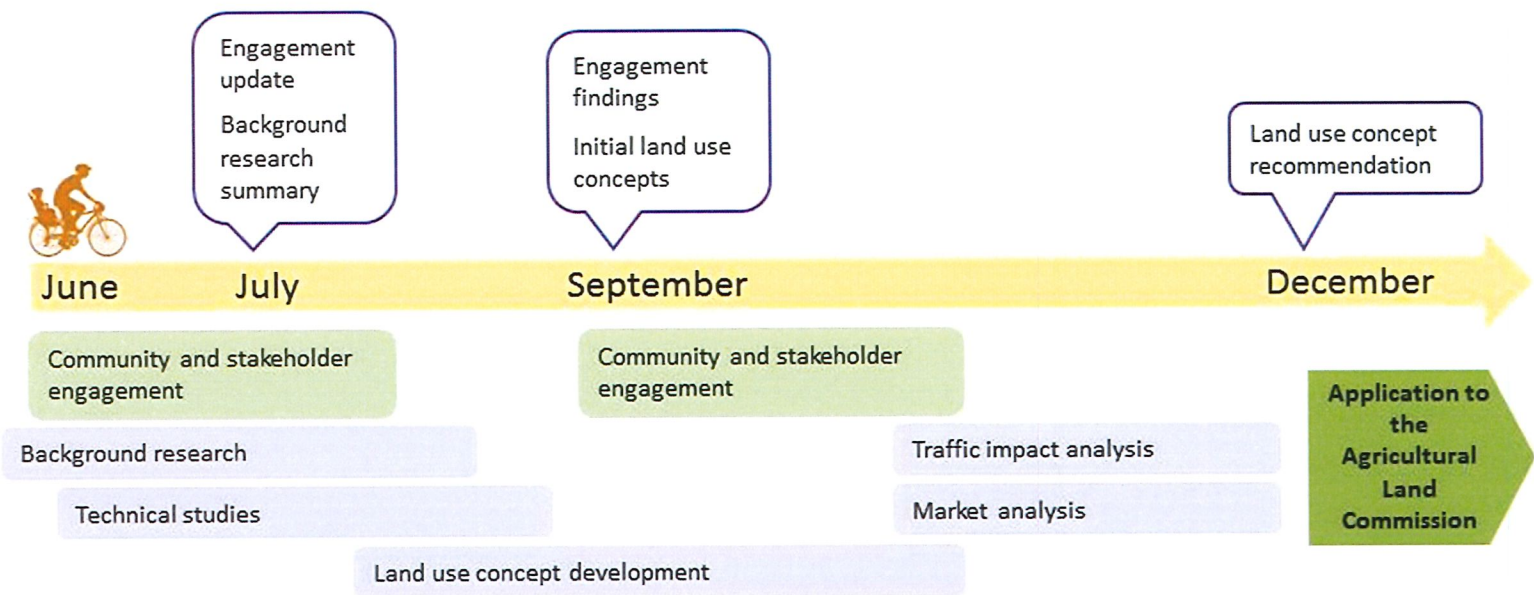
---

The presences of risks are typical for projects and are generally manageable (e.g. cost estimates are inaccurate, activities are missing from scope etc.). These can typically be managed with the use of appropriate measures and project management techniques. More risks and opportunities may arise with conducting background research and case studies.

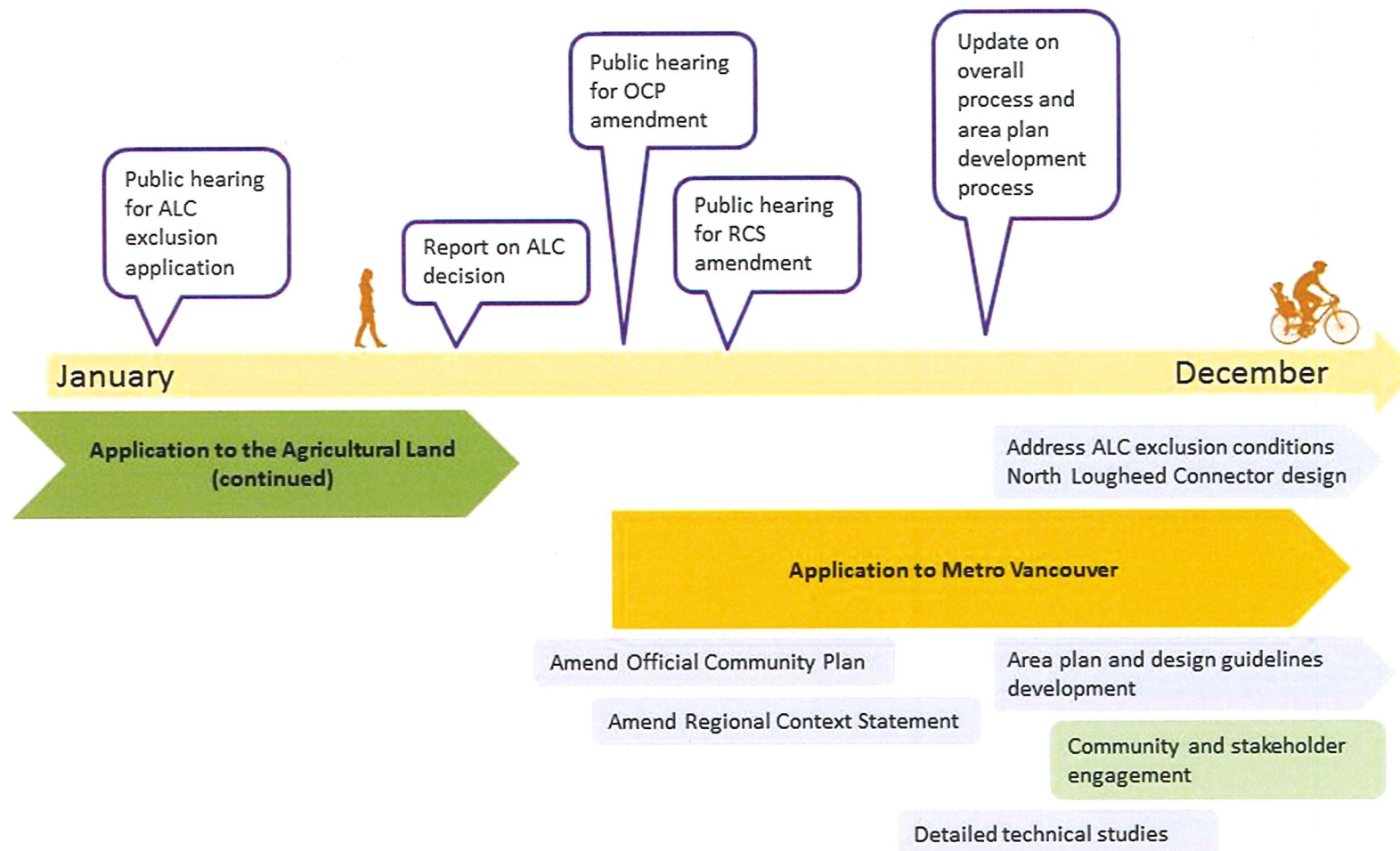
See Appendix C for the risk assessment worksheet.



# APPENDIX A: Project Timeline



2020





# APPENDIX B: North Loughheed Study Area Engagement Strategy

---

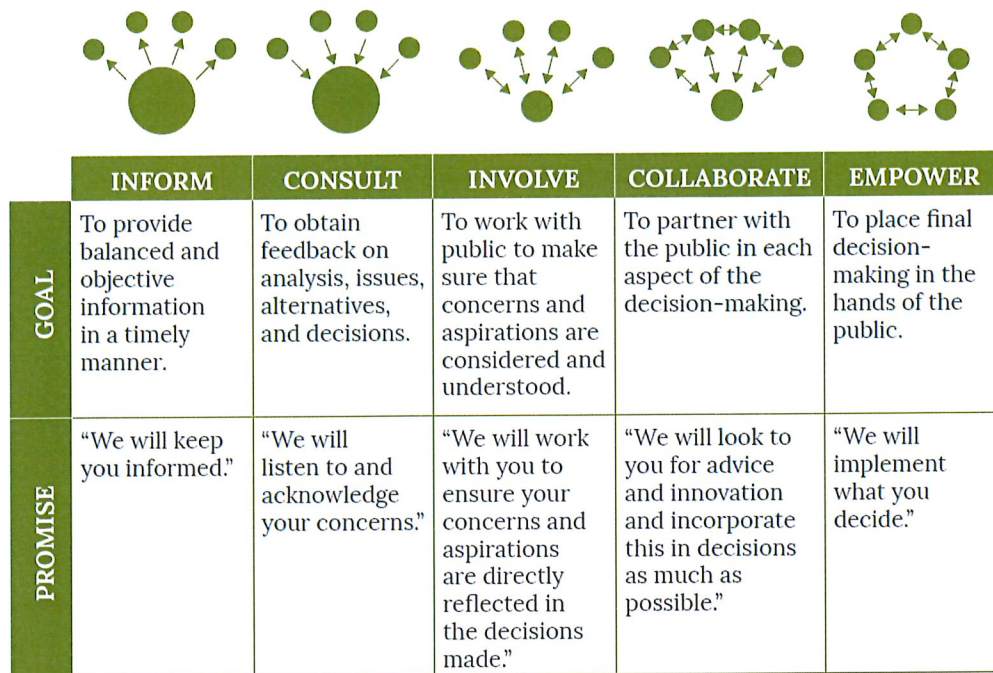
## Purpose

Production of a comprehensive, forward-thinking, and responsive area plan for the North Loughheed Planning Area is most effectively developed in relation to a thoughtful community and stakeholder engagement strategy. Particularly at the early stages, community and stakeholder engagement provides opportunities to:

- gather information about the area from different viewpoints and perspectives;
- share with, and learn from, the community and other stakeholders about the issues and trends that will shape the area's future; and,
- establish consensus regarding the values and goals that will shape the planning and development of the area.

Innovative, broad and inclusive public engagement will help to grant Council greater confidence in decision making, especially with regards to development applications (i.e. rezoning and development permit applications). Residents, particularly those involved in the process, will have a greater understanding of how decisions are made at the local government level. Finally, innovative, broad and inclusive engagement will produce an area plan that is more relevant and meaningful to a greater number of people and organizations.

According to the City's Civic Engagement Strategy and Framework policy, whenever the City embarks on an engagement process, the purpose of the engagement and the "promises" to the community will be stated at the beginning of the project. For this project, the goal of community and stakeholder engagement lies between "Involve" and "Collaborate". Only Council has the power to make the final decisions under the Local Government Act, thereby precluding the "Empower" goal. Below is a table from the Civic Engagement Strategy and Framework showing all five categories of public participation:



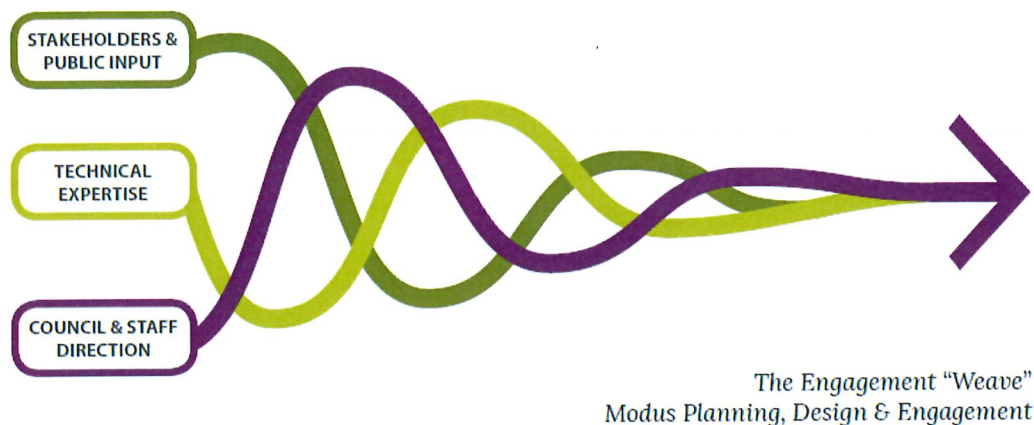
*International Association of Public Participation*

## General approach

The City will look to the community and other stakeholders initially to determine the values and goals that will serve as the foundation for developing land use concepts and, later, the development of the area plan. Throughout the entire project, however, the City will continue to involve the community and stakeholders to ensure that concerns are addressed and that aspirations are reflected in the plan development wherever possible.

It is worth considering the "engagement weave diagram" from the adopted Civic Engagement Strategy and Framework because it provides a useful illustration of the best practices recommended here:

"The engagement "weave" diagram from the Civic Engagement Framework shows how different groups work together over time to move from the general to the specific, finding consensus and agreement by working together. Information and ideas from all these streams should interact, leading to learning, shared insights, and the emergence of new ideas throughout a project or process. No single input, comment or activity determines the outcome and Council (as the elected decision-makers) ultimately reserve the right to decide as they see fit."



Rather than starting from an uninformed position, however, engagement for this project will build on recent consultation efforts undertaken for the Official Community Plan (OCP) review process and on input from previous consultation on the North Lougheed Study Area. The values and priorities identified through these prior engagement efforts will enable staff to ask more specific questions and work more efficiently with the community and other stakeholders to achieve consensus.

## Engagement steps

1. **Prepare a background summary that articulates the prior engagement findings and the issues affecting the North Lougheed Study Area.**

Background materials and a description of the site will help focus conversations and generate questions that will provide meaningful feedback.

2. **Conduct focus groups and in-person meetings with internal and external stakeholder groups and organisations.**

Initially, staff will meet separately with different internal and external stakeholder groups to gather their individual perspectives and concerns. Generally, these meetings will begin with a brief overview of the project and engagement process, site history, background studies, and past engagement findings. Participants will be asked to respond to each of these and to identify the issues and values they believe should drive decision making about the study area. The value of meeting with different stakeholder groups separately is to encourage them to talk freely from their own unique perspectives.

Internal stakeholders include:

- Active Transportation Committee
- Advisory Design Panel
- Affected Land Owners
- Agricultural Advisory Committee
- Community Organizations
- Council
- Staff

External stakeholders include:

- Agricultural Land Commission
- City of Maple Ridge
- Katzie First Nation
- Metro Vancouver
- Ministry of Transportation and Infrastructure
- Translink

### **3. Reach out to the broader community of Pitt Meadows.**

Staff will connect with the community through the City's web resources (website and social media) and in-person at City-sponsored special events, open-houses, at community group meetings, and other venues. Similar to the stakeholder group meetings above, staff will discuss the project and engagement process, site history, background studies, and past engagement findings with community members and solicit their views and concerns on those matters and the potential future uses and/or development of the study area.

One of the greatest challenges of community engagement is to ensure staff connect with a representative cross-section of the community. To address this, staff will collect demographic statistics during the engagement process and request referrals to community members in under-represented groups.

### **4. Summarize findings**

As engagement data is collected, staff will compile the feedback and identify the values and issues that matter most to the community, different stakeholder groups, and external organizations.

### **5. Report back**

Staff will present to Council the findings and a recommended set of priority values and goals identified through the public consultation and stakeholder engagement. Council will be asked to review the findings and consider the values and goals that will be used to shape the land use concepts and the area plan.

A summary of the engagement process and its findings will also be made publicly available through a project webpage on the City's website and attached to subsequent land use and area plan documents.

### **6. Solicit feedback on land use concepts**

As expressed in the "engagement weave" described above, engagement is best done through an iterative process. Once staff have prepared two to three land use concepts that express the values and goals identified through the initial engagement round, these will be circulated for further feedback. The concept land use plans, plus a summary of the background information and engagement process, will be sent directly to internal and external stakeholders, plus members of the community who expressed interest in reviewing the resultant plans. Broader outreach to the community to provide feedback on the land use concepts will be limited to the City's webpage and social media channels unless directed by Council.



During the application processes to the Agricultural Land Commission to amend the exclusion approval and to Metro Vancouver to amend the Regional Growth Strategy, there will be additional formal opportunities through Council meetings and public hearings for the community and other stakeholders to provide additional input on the land use concepts.

## **7. Crafting the area plan**

The values and goals identified through this engagement process will subsequently be used to develop an area plan comprised of design and development strategies and design guidelines. While values and goals are often abstract and aspirational, staff will explore how these could be physically implemented in order to provide guidance to designers and developers. Working from the overarching values and goals down to the design guidelines in a methodical fashion provides a clear link between the specific design guidance and the overarching values and goals. The end result is also more likely to reflect the stakeholders' ideas and vision for the area.

Staff will identify opportunities during the area plan creation to involve the community and stakeholder groups.

### **Relevant Policy, Bylaw or Legislation:**

Policy: Council Policy C098 – Community Engagement Policy and supplemental Civic Engagement Framework identify public participation and engagement as a City priority to ensure transparency and responsiveness.

Legislation: *The Local Government Act*, section 475 requires community consultation during the development of an Official Community Plan (OCP). The land use concept and area plan outcomes from this planning project will be incorporated into the OCP; therefore, the same requirements do apply. Section 475 requires that a local government provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected in the development of an OCP. Specifically, the local government must:

- consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing, and
- specifically consider whether consultation is required with the following:
  - the board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan;
  - the board of any regional district that is adjacent to the area covered by the plan;
  - the council of any municipality that is adjacent to the area covered by the plan;
  - first nations;
  - boards of education, greater boards and improvement district boards;
  - the Provincial and federal governments and their agencies, including the Agricultural Land Commission

This is the minimum requirement for the development of OCP plans and policies. Local Governments, as a general practice, organize and carry out robust public engagement and consultation involving many different approaches to reach as many people as possible. Public engagement and consultation is critical in the development of OCP plans and policies for three main reasons:

1. To gain an understanding of the community and its values (which will serve as the foundations of the plan).
2. To build an understanding with the community regarding the decisions made in the process of creating the OCP.
3. To gain a greater acceptance or support for the decisions that are based on the plan moving into the future.

# APPENDIX C: Risk Assessment Worksheet

---

**Risk Assessment:** North Loughheed Area Plan

**Event:** Failure to deliver a suitable land use plan in a timely manner.

**Scope of Risk Assessment:**

- Risks that may hinder or impede the achievement of the North Loughheed Area Plan development and delivery.

**Determination of Risk and Risk Ratings:**

The risk rating for each component was based on the methodology of a draft risk assessment. The risks and ratings were identified through one-on-one interviews and group meetings with the project team.

**Background:**

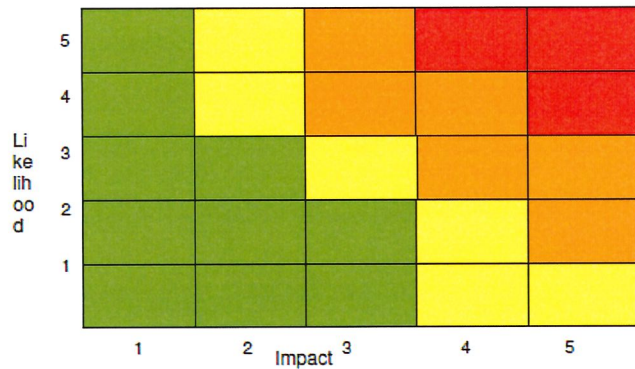
The table below is a simple risk assessment tool. The following is the definition of each of the risks:

1. **Strategic Risk:** Risk that the organization is unable to achieve its vision or strategic goals (the City's Business Plan is a good place to identify Strategic Risks).
2. **Financial Risk:** Risk that the organization is unable to fund its objectives OR unable to meet its financial obligations.
3. **Reputational Risk:** Risk that public or employees' trust in the organization is undermined
4. **Compliance/Legal/Regulatory Risk:** Risk of non-compliance with legislation, legal obligations or being exposed to adverse legal judgment.
5. **Operational Risk:** Risk of loss resulting from inadequate or failed internal processes, systems or human factors.

**Assumptions:**

- Funding, time and staff resources are considered to be ongoing constraints within which all municipal governments function, and as such are not considered risks in and of themselves.
- Scores refer to the potential impact and likelihood of unmitigated risks.
- Risks have been determined for the North Loughheed Area Plan development and delivery as a whole, rather than for individual actions within the North Loughheed Area Plan development and delivery.
- The risk time horizon is 3 years, the timeline of the North Loughheed Area Plan Project.

**RISK is assessed based on measures of IMPACT and LIKELIHOOD**



**Extreme Risk.** Must be dealt with immediately

**High Risk.** Development and Implementation of Mitigation is a high Priority.

**Medium Risk.** Attention Required. Develop and implement mitigation within the short term

**Low Risk.** Schedule future date to develop and implement mitigation when resources allow

**Impact: How badly can the event hurt us.**

Consequence	Rating	Scope of Impact	Description
Catastrophic	5	Organization wide City wide	Threaten the existence of the organization or the overall viability of the city
Major	4	Organization;  Strategic Goal; or  Program (roughly equates to a Director's mandate)	Threaten the success, or ability to deliver, a major component (program) of mandate; or cause a noticeable reduction in overall success; or ability to deliver on the overall mandate
Medium	3	Program Department	Cause a noticeable reduction in the success, or ability to deliver, on a program
Minor	2	Program Department	Causes a reduction in the efficiency or effectiveness of a business area
Almost none	1		Unnoticeable impact

**Likelihood : How likely is the event to occur**

Likelihood	Rating	Frequency	Probability
Almost Certain	5	Likely to occur several times in a given year	> 75%
Likely	4	Likely to occur in a given year	Between 50-75%
Possible	3	Likely to occur in a 5 year period	Between 10-50%
Unlikely	2	Likely to occur in 10-25 year period	Between 1-10%
Rare	1	Likely to occur once in a lifetime	Less than 1%



Risk Type	Specific Risk Detail	Possible Consequences	Severity of Risk	Prob. Of Risk	Mitigation Strategy
Strategic					
	New or competing organizational priorities	Actions may not be implemented due to new or changed Council priorities; may lead to re-allocation of resources, uncoordinated direction and lost strategic opportunities for managing future development of the area.	4	2	Formal adoption of an overall land-use plan and design guidelines provides a cohesive guide for future development.
	Development of an area plan that is either too broad or too restrictive.	An area plan that is too broad does not provide enough direction or confidence for developers or decision makers. An area plan that is too rigid will be challenged by change applications from developers. Both will deter investment and weaken the quality of the outcomes.	4	3	The area plan should be based on a clearly articulated set of values and goals that are identified through a comprehensive engagement process. The area's design guidelines should identify the recommended approach for implementing those values and goals.
	Agricultural Land Commission or Metro Vancouver deny City's applications to change the land use of the North Lougheed Study Area.	The City will not be able to proceed with preparing an area plan, accommodate development of the area, and would have to cover the costs of the NLC.	5	3	Staff will engage the ALC and Metro Vancouver early and often in the process to ensure the new land use concept aligns with their plans and policies.
	Not completing all recommended technical studies.	Incomplete background data will affect or limit the viability or effectiveness of land use and area plans.	3	2	Complete all recommended technical and background studies to ensure resultant plans are created in consideration of all site

					and contextual conditions.
Financial					
	The area plan is not feasible or does not otherwise generate sufficient fees to cover the cost of the NLC.	The City loses arable land and must provide additional funding to pay for the NLC out of other income sources.	4	2	Decision making on which area plan to proceed with should be informed by a supporting economic assessment.
	The absorption/ build out rate for the final area plan is slowed by changes in the property market.	The City may have to pay for a portion of the NLC out of other income sources or wait for the area to build out.	4	4	An economic assessment will provide some insight into how an area plan may be affected by market changes. Additionally, an area plan that allows for some flexibility will enable developers to respond to market changes.
	New or competing organizational priorities.	Lack of sufficient funds may reduce project scope, or defer or cancel initiative.	3	2	Inclusion of the North Lougheed Study Area planning project in the list of Council priorities and departmental business planning.
	Agricultural Land Commission or Metro Vancouver deny City's applications to change the land use of the North Lougheed Study Area.	Costs associated with preparing a new land use concept will not be recoverable and the viability of the North Lougheed Connector would be at risk.	5	3	Staff will engage the ALC and Metro Vancouver early and often in the process to ensure the new land use concept aligns with their plans and policies.
	Inability to attract consultants for the estimated cost.	Additional funds would be required to find a consultant to complete the associated project output.	3	3	Add a contingency to the overall budget to mitigate this risk.
Reputational					



	Public and internal stakeholder opposition	Community opposition to the final land use plan will put pressure on Council to refuse subsequent development applications and result in uncoordinated development and area investment.	4	3	A robust engagement process, communications strategy, transparent decision making process, and articulate area plan explanation should address key concerns and provide confidence to the community and Council that different perspectives have been considered in the area plan development process. Staff will incorporate check-in points throughout the process.
	Developer and external stakeholder opposition	Developer opposition to the area plan will discourage investment and delay completion of the NLC. Opposition from other external stakeholders may delay area plan or development approvals from senior levels of government and/or finalization of the NLC design and implementation.	3	3	A robust engagement process, communications strategy, transparent decision making process, and articulate area plan explanation should address key concerns and provide confidence to developers and external stakeholders.
	Public Fatigue	The public is being asked to provide input on a number of projects right now: OCP, Parks and Recreation Plan, Arts, Culture and Heritage Plan etc. there is a risk of public disengagement.	2	3	Staff will work to align the public engagement events to they do not overlap. Staff will look for ways to combine engagement events if necessary. A clear commutation schedule for each project will be vital.

	Not understanding stakeholder groups	If the engagement process is rushed or curtailed there is a chance one or more key stakeholder groups will be missed, or not adequately involved resulting in an incomplete or biased set of guiding values and priorities.	4	2	The engagement process will involve snowball sampling (i.e. asking participants “who else should we be talking to?”); ongoing analysis of engagement statistics to identify participation gaps; and, opportunities for stakeholders to comment on findings from our initial engagement efforts.
Operational					
	Failure to complete project on time/budget	May cause uncoordinated approach to future development, missed opportunities, and reputational risks.	4	2	The Project Plan will be reviewed weekly by the project team and discussed in reports to Council.
	Scope Creep	Poorly defined and monitored scope will cause more items being added as the project progresses. This will add time and budget to the project causing delays and project over run.	3	2	The project team will regularly review the project timeline, tasks, and deliverables to ensure the project stays on track. If additional items are to be added to the project scope, an amended report and budget will be require approval.
	Staff burnout	Multiple strategic planning projects combined with regular development service demands may lead to staff burnout. Additionally, large projects with limited resources may become unmanageable.	3	3	Each strategic planning project has been assigned a separate project lead, project plans and workloads are review regularly, and the City has hired additional resources for development services.



	Not meeting exclusions conditions set by Agricultural Land Commission	Need to carefully consider ALC conditions because these must be satisfied before land is excluded and the land use/area plan is implemented. These will restrict timing and cost of NLC.	5	2	Engage the ALC on recommended conditions to ensure the NLC and development to pay for the road remain viable.
	ALC and/or Metro Vancouver imposing additional conditions.	Additional conditions may adversely affect the viability of developing the area for developers and the ability of the City to pay for the North Lougheed Connector.	4	3	Actively engage the ALC and Metro Vancouver throughout the land use plan development process. Engage the ALC on recommended conditions to ensure the NLC and development to pay for the road remain viable.