

Considered at May 28, 2019 Closed Council Meeting

Council Agenda information
 Closed Council May 28, 2019

Item 5.2



City of Port Moody

Closed Report/Recommendation to Council

Date: May 14, 2019 File No. 13-6700-00
 Submitted by: Engineering and Operations Department
 Subject: Coronation Park Neighbourhood Transportation

Purpose / Introduction

To provide an overview of the Coronation Park Transportation Study results and to present a Corporate Policy for Council consideration to provide current residents and future applicants with direction regarding re-development plans for the neighbourhood.

Recommended Resolutions

THAT the road network plan from the Coronation Park Neighbourhood Transportation Study be endorsed as recommended in the report dated May 14, 2019 from the Engineering and Operations Department regarding Coronation Park Neighbourhood Transportation;

AND THAT Corporate Policy – 13-6410-2019-01 – Coronation Park Development Application Requirements be adopted;

AND THAT the Corporate Policy, including the Coronation Park road network plan, be released to the public and brought forward to a future Regular Council meeting with an explanatory staff report after June 10, 2019, provided that the City of Coquitlam has received and endorsed the road network plan;

AND THAT staff be directed to report back on the Coronation Park Financing Strategy based on the results of the Transportation Study.

Rationale For Closed Discussion

This report is confidential as it relates to the disposition of City lands and falls under section 90(1)(e) of the *Community Charter* regarding the acquisition, disposition, or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality.

Executive Summary

This report provides an overview of a transportation study for the Coronation Park Neighbourhood. This study was completed by Stantec (consultant) via a partnership between the City of Port Moody and the City of Coquitlam. The Study provides direction on impacts to the surrounding road network, a proposed temporary road access to Barnet Highway, a

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proposed permanent road access to Barnet Highway, a new internal road network for the Coronation Park Neighbourhood, potential location of park space, default developable parcel sizes, high level indications on financial impacts, and high level construction phasing options for development of this location. All items were developed in coordination with the City of Coquitlam to ensure that eastern and western aspects of Coronation Park function collectively. The results of the study will be communicated through a Corporate Policy that outlines the City's expectations for future redevelopment and includes relevant maps about the future road network and grades in the area.

Background

Council adopted the Official Community Plan (OCP) Amendment for the Coronation Park Neighbourhood Plan on May 9, 2017. It was recognized at that time that further work was needed to address the following:

- transportation, including access to Barnet Highway, improvements to the Guildford/Balmoral intersection, and appropriate internal road layouts (alignments, widths, etc.);
- pedestrian and cycling routes and connections;
- the pedestrian overpass from Coronation Park to the Inlet Centre station as identified in the OCP;
- the plan and cost estimate of the 0.4ha (1ac) park that is to be provided as part of redevelopment of the neighbourhood; and
- the cost and funding tools to provide for these new community amenities and infrastructure requirements, including through tools such as the Development Cost Charges (DCCs), Community Amenity Contributions (CACs), Density Bonus Programs, and the sale and/or trade of City roads that are no longer required (or can be changed in width and alignment) as the neighbourhood redevelops.

On March 27, 2018 Council approved funding for staff to initiate the transportation analysis per directions outlined in the OCP. This study commenced in the fall of 2018 in coordination with the City of Coquitlam. Coordination with Coquitlam was undertaken because of potential grade changes to Balmoral Drive. Balmoral Drive serves as an inter-municipal roadway with the border of Port Moody and Coquitlam located in the centre of the right-of-way. The cooperation also allowed both Cities to share in the cost of the study.

Discussion

The Coronation Park Transportation Study provides a framework for future development of the neighbourhood under directions outlined in the Official Community Plan (OCP). A full copy of the draft study has been placed in the Councillors' Office for reference. The first section of this report discusses the rationale for neighbourhood access or new road connections to the external road network. The second section provides an overview of the internal road network, pedestrian and cycling network, park location, environmental assessment, construction phasing

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options, minimum land assemblies, and preliminary utility servicing plan. The third section focuses on next steps for development of the neighbourhood.

(1) Coronation Park Access and Egress Locations to the Surrounding Road Network

New Access to Barnet Highway

Coronation Park OCP Policy #7 states that a new road access to Barnet Highway is to be confirmed before rezoning applications are considered. Staff and Stantec (consultant) reviewed several locations for a new access to Barnet Highway and determined that the most favourable location from a topography, grade, accessibility, and impacts to the surrounding arterial network perspective was further east in the municipality of Coquitlam. This new permanent access, depicted in **Attachment 1**, would provide two access points – one in each municipality with one access at Guildford Way at Balmoral Drive (Port Moody) and a new access between Palmer Avenue and Barnet Highway (Coquitlam). While a new road connection between Palmer Avenue and Barnet Highway is ideal from the perspective of grades and impacts to traffic performance on Barnet Highway, this could pose challenges for development in Port Moody as envisioned in the OCP. As a result, an interim access is also proposed to support access to the neighbourhood and assist with the routing of construction activities during development of the area. The sections below provide more detail on both the interim and permanent road access connections to Barnet Highway.

An interim right-in and right-out access only is proposed to assist with partial development of Coronation Park. As the neighbourhood continues to develop, this access will be closed at Barnet Highway and will eventually only serve as an internal access from the new crescent street for parkade access with a pedestrian walkway to Barnet Highway. Since phasing for development parcels is not known at this time, a set timeline for closure of the temporary access is yet to be determined. Closure of the temporary access will be subject further analysis through Transportation Impact Assessments and future staff recommendations as part of the typical development process. A full access traffic signal at this location was reviewed and determined not feasible due to road network congestion issues.

A permanent new access to Barnet Highway is planned in the general proximity of the south eastern section of Coronation Park. This connection is envisioned to utilize Palmer Avenue in Coquitlam. A collector route of Balmoral Drive and Palmer Avenue with a connection to Barnet Highway is envisioned as part of this study. The study identifies a potential connection to Barnet Highway; this connection will be confirmed by Coquitlam through an agreement or Memorandum of Understanding as appropriate.

As part of this study, a south continuation of Balmoral Drive with a connection to Barnet Highway was reviewed. Changes in grade and the extent of excavation (existing 18% slope difference in grade) required for safe operations for a south extension of Balmoral Drive was determined not economically feasible. A steeper access would not meet the requirements set out in the Subdivision Servicing Bylaw due to related to winter or snow conditions, pedestrian accessibility, and stopping distances. For context, the objective is to create roads and sidewalks with a maximum grade of 8 to 12%, or less wherever possible, to establish a community that is traversable via comfortable walking or cycling. This option of a road

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connection to Barnet Highway along the Balmoral Drive alignment is not recommended by Stantec nor by staff of either Port Moody or Coquitlam. However, it was identified that due to the existing grade difference from Balmoral Drive to Barnet Highway, this may be an ideal location for a potential future pedestrian overpass if constructed to integrate with future development south of Barnet Highway.

New Access to loco Road

Several options were considered for a connection at loco Road with an eastern extension of Suter Brook Way. Analysis for this road connection took into account topography and impacts to performance of the Barnet Highway at loco Road intersection east to north bound left turn movement.

A direct road connection with an eastern extension of Suter Brook Way was determined to be feasible; however, with significant impacts to land assembly and extent of excavation to permit acceptable grades. In addition to these impacts, a full road access would also unduly impact intersection performance at loco Road at Barnet Highway, with this likely attracting a large portion of site trips. As a result, a smaller access for potentially 500 to 600 units through a parkade structure is recommended. Planning staff will work with future development applications to ensure a functional, pedestrian friendly, and aesthetically pleasing frontage for this access location.

(2) Existing Conditions, Internal Road Network, Pedestrian and Cycling Plan, Land Parcel Assemblies, Park Space, Construction Phasing, Utility Services Plan

1) *Assessment of Existing Conditions*

- a. The Coronation Park Neighbourhood was assessed with respect to the existing internal road network, pedestrian and cyclist connections, existing environmental features, and location and condition of utilities. Traffic performance of the existing conditions / performance of the external road network (Barnet Hwy, loco Road, and Guildford Way) was also assessed.

2) *Future Internal Road Network Configuration*

- a. A new internal road network in three dimensions is identified (see **Attachment 1**).
- b. Analysis of existing grades, accessibility grades, access points, traffic calming design principles, and land parcel assembly sizes were reviewed in the development of a new internal road network configuration. In addition to the locations for new roads, input from this study's Pedestrian and Cyclist Plan informed road widths for internal roadways and pedestrian and cyclist amenities within this area.
- c. Existing roadways of Guildford Drive and Buckingham Drive were utilized with changes to grades and widths. These changes are intended to improve accessibility, accommodate all modes of transportation, and ensure minimum lot assembly sizes.
- d. Edinburgh Drive is effectively removed as a right-of-way; this land will be sold as part of development parcels.

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- e. Edinburgh Place is removed and will be sold as part of a development parcel with a new interim roadway access located slightly east of Edinburgh Place.
 - f. Windsor Drive will be reduced in width and used to serve as a utility easement with public access for cyclists and pedestrians.
 - g. A new north/south alignment is proposed for the south side of Coronation Park between Buckingham Drive and Balmoral Drive; this alignment change will serve as part of the new crescent street/ring road.
 - h. Access to developments on the crescent street will occur through private driveways and roadways connected on both sides of the crescent roadway; specific locations for these accesses will be determined as part of the standard development process.
 - i. The internal roadway design was influenced by feasibility for construction phasing and utility rerouting as this neighbourhood will likely develop in phases over time.
 - j. The elevation of roads and parcels will need to be changed in the neighbourhood, some notable changes include:
 - i. Guildford Drive at Buckingham Drive – rise in grade of roughly 10m; and
 - ii. Balmoral Drive at Palmer Avenue – drop in grade of roughly 3m.
 - k. Assessment of grades, amenities, potential park space, and connections outside of the Coronation Park neighbourhood were considered through the development of this study's Pedestrian and Cyclist Plan for Coronation Park. The proposed plan accommodates anticipated pedestrian and cyclist desire lines to amenities such as the proposed park, Inlet Centre Station, Newport Village, Inlet Trail system, and Suter Brook Village through accessible direct connections.
 - l. Diagonal pathways that connect loco Road to the proposed park location will also serve as (underground) utility easements for new infrastructure.
- 3) *Land Parcel Assemblies*
- a. To ensure the proposed internal road network is feasible for the development community, staff engaged Land-use Planners and Architects to develop appropriate lot assembly sizes that could accommodate a tower and podium or townhouse developments for each site as outlined in the Official Community Plan.
 - b. All lot assembly sizes are at minimum 36.6m in width and 73.1m in length to accommodate appropriately sized underground parkade structure levels.
 - c. Road grades were adjusted for improvements to accessibility and consideration of parkade access.
 - d. Each assembly area is anticipated to develop as a complete development parcel. No partial developments of individual minimum land parcels should be considered to ensure cohesive development of the neighbourhood with respect to changes in grade and access locations.
 - e. Land Parcels are identified in the Port Moody Minimum Land Assemblies sheet of the map set provided as **Attachment 1**.
- 4) *Review of Pedestrian Overpass Structures*
- a. As part of this Study's Pedestrian and Cyclist Plan, a multiple account evaluation considered two overpass connections to the Coronation Park neighbourhood and

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existing at grade connections to the neighbourhood (Figure 6.3 of the Coronation Park Study). Two locations considered were over Barnet Highway along the general alignment of Balmoral Drive and across loco Road along the general alignment of Windsor Drive.

- b. The multiple account evaluation considered level of service for pedestrians and vehicles, impacts to existing policies, cost, constructability, and safety.
- c. The study does not recommend installation of pedestrian overpasses to the Coronation Park neighbourhood.
- d. The order of magnitude cost for installation of each overpass is approximately \$4,000,000 to \$7,000,000 per overpass and connected ramp structures. Cost variation is dependent on type of materials, width, and span lengths.
- e. Costs for overpass structures are not included in the Order of Magnitude cost estimates of the Coronation Park Neighbourhood Transportation Planning Study and Finance section of this report.

5) *Construction Phasing Options*

- a. Interim access just east of Edinburgh Place will provide temporary access via a right-in and right-out to Barnet Highway for partial construction and occupancy of this neighbourhood.
- b. Further assessments through traffic impact assessment studies will help determine how much of the neighbourhood can be developed before the Interim Access will be closed for vehicles access and the new permanent access to Barnet Highway is constructed east within Coquitlam.
- c. Development of the Balmoral Place townhouse site could occur with a temporary construction access on Guildford Way. This development parcel could likely occur without the interim Barnet Highway access. Further review as part of the standard development process would be needed to determine the impacts of a potential development on this site.
- d. Development of the west parcel(s) with underground parkade access at Suter Brook could occur without the interim access to Barnet Highway due to location. This would need to be confirmed with a detailed plan during the development process.
- e. Development of parcels located on the inner side of the crescent roadway, north side of Barnet Highway, and on loco Road south of Suter Brook Way will require the interim access to Barnet Highway.

6) *Identification of Neighbourhood Park Space*

- a. Per the OCP, the park location is central to the neighbourhood.
- b. Pedestrian and cycling connections to and through the park space are anticipated to help animate this area.
- c. Funding for the park will be determined as part of the Financing Plan.
- d. Form and function of the park was not considered as part of this study scope.

7) *Environmental Assessment*

- a. The existing storm water management was reviewed.
- b. The study identifies potential improvements for storm water management to be considered as the neighbourhood changes in the future.
- c. Street cross sections provide landscaped areas to accommodate street trees.

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- d. Sustainable transportation solutions and the transit oriented nature of the development will help reduce carbon footprints.

8) *Utility Servicing Plan*

- a. The study provides an overview for new City utilities to service changes proposed for the neighbourhood and identifies easement locations for utility servicing.
- b. Further work is required as part of the typical development servicing process to coordinate with Metro Vancouver, BC Hydro, and third-party utility providers to confirm exact location of all third-party utility services.
- c. All overhead utilities will be removed and installed underground per the utility servicing plan.

(3) Next Steps

The road network plan in the Coronation Park Transportation Study provides a critical foundation to guide future parcel assemblies and an orderly redevelopment of the Coronation Park neighbourhood. To clearly outline the pre-requisites, conditions, and requirements for the acceptance of redevelopment applications in Coronation Park, a Corporate Policy has been prepared as **Attachment 2**. The Policy is intended to provide a level of certainty for staff, the public, and developers about how and under what conditions redevelopment will occur.

Should Council endorse this Corporate Policy, it can be brought forward at a future Regular Council meeting with the proposed road network plan. This would occur following review of the Coronation Park Transportation Study by Coquitlam Council at their Closed Meeting on June 10, 2019.

Staff continue to work on a Financing Strategy to ensure an appropriate cost recovery mechanism is in place to require development in the Coronation Park Neighbourhood to pay for necessary infrastructure improvements and community amenities.

Pending endorsement of the proposed road network by both Port Moody and Coquitlam Councils, a Memorandum of Understanding for the new access location from Palmer Avenue (Coquitlam) to Barnet Highway will be finalized.

Other Options

This is a technical report that considered multiple options for all items considered. No other options are recommended.

Alternatively, Council may indicate desired changes and request that staff report back on scope and cost of further study of the Coronation Park road network.

Financial Implications

The high level cost estimate for installation of transportation amenities as recommended the Coronation Park Neighbourhood Transportation Study is roughly \$ 20,000,000. This cost estimate will require refinements in the future. This assessment does not consider items such

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as utilities, park land acquisition costs, sale and purchase (including land swaps) of road right-of-ways, legal costs, and staff time.

Pending Council approval for the transportation study, staff will undertake an assessment of financial implications for amenities as identified in this report. A subsequent financial strategy report from Planning and Development will provide information on options for how this could occur.

This study was completed in partnership with the City of Coquitlam. The total cost of the Stantec report was roughly \$106,000. The cost of the report was split 50/50 between Coquitlam and Port Moody at roughly \$53,000 for each municipality.

Communications / Civic Engagement

The Coronation Park Neighbourhood Transportation Study is a technical report based on an OCP amendment that included extensive public consultation. Given the highly technical nature of the analysis, the study itself does not lend itself to community consultation.

However, residents and interested developers have requested clarity regarding the City's objectives for the road network. To address this need, the proposed separate Corporate Policy outlines the desired road network including required land assembly areas. The policy also outlines the City's expectations for future redevelopment in the area with the goals of supporting orderly redevelopment. The release of this Corporate Policy which includes the road network plan will provide guidance to interested developers and provide clarity to current property owners.

Council Strategic Plan Objectives

The Coronation Park Transportation Study provides Community Evolution of a vibrant connected, and livable city through effective strategic future planning. This study also sets the ground work for a Healthy City through proposed amenities such as park space and wide, comfortable, accessible pathways for all ages and abilities.

Attachments:

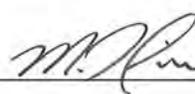
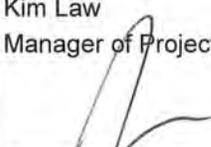
1. Draft Internal Road Network Configuration.
2. Draft Corporate Policy – 13-6410-2019-01 – Coronation Park Development Application Requirements.

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<p>Prepared by:</p> <div style="text-align: center;">  _____ Mark Halpin Project Manager Master Transportation Plan </div>	<p>Reviewed by:</p> <div style="text-align: center;">  _____ Kim Law Manager of Project Delivery Services </div> <div style="text-align: center;">  _____ Jeff Moi General Manager of Engineering and Operations </div>								
<p>Reviewed for Form and Content / Approved for Submission to Council:</p>									
<p>City Manager's Comments</p> <div style="text-align: center;">  _____ Tim Savoie, MCIP, RPP City Manager </div>									
<p>Corporate Review</p> <table border="1" style="width: 100%;"> <thead> <tr> <th style="width: 80%;"></th> <th style="width: 20%; text-align: center;">Initials</th> </tr> </thead> <tbody> <tr> <td>Environment and Parks</td> <td style="text-align: center;"></td> </tr> <tr> <td>Finance and Technology (Financial Services, Information Services)</td> <td style="text-align: center;"></td> </tr> <tr> <td>Planning and Development (Building, Bylaw, and Licensing, Planning)</td> <td style="text-align: center;"></td> </tr> </tbody> </table>			Initials	Environment and Parks		Finance and Technology (Financial Services, Information Services)		Planning and Development (Building, Bylaw, and Licensing, Planning)	
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<p>Section 90 of the Community Charter under which report is deemed to be a closed Item <i>Check off those that apply. Delete those that do not apply.</i></p>	
<p>90(1) A part of a council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:</p>	
<p>90(1)(e) the acquisition, disposition, or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality;</p>	<input checked="" type="checkbox"/>
<p>Check one:</p>	
<p>If Council passes the resolution(s) proposed in this report, the resolution(s) will be deemed to be publicly released to those affected in order for staff to action the item(s).</p>	<input checked="" type="checkbox"/>
<p>A Council resolution to publicly release the resolution(s) in this report is recommended in order to release the decision at the next public Council meeting.</p>	<input type="checkbox"/>