

File No.: 04-1000-20-2023-019

April 6, 2023

s.22(1)

Dear <sup>s.22(1)</sup>

Re: Request for Access to Records under the Freedom of Information and Protection of Privacy Act (the "Act")

I am responding to your request of January 11, 2023 under the *Freedom of Information and Protection of Privacy Act* for:

# Record of the Policy Enquiry Process for South East False Creek Area 1A (SEFC 1A) of the South East False Creek Official Development Plan (SEFC ODP) sent by City staff to the Planning Department. Date range: Prior to April 12, 2022.

All responsive records are attached. Some information in the records has been severed (blacked out) under s.13(1) and s.17(1) of the Act. You can read or download these sections here: <u>http://www.bclaws.ca/EPLibraries/bclaws\_new/document/ID/freeside/96165\_00</u>.

Under section 52 of the Act, and within 30 business days of receipt of this letter, you may ask the Information & Privacy Commissioner to review any matter related to the City's response to your FOI request by writing to: Office of the Information & Privacy Commissioner, info@oipc.bc.ca or by phoning 250-387-5629.

If you request a review, please provide the Commissioner's office with: 1) the request number (#04-1000-20-2023-019); 2) a copy of this letter; 3) a copy of your original request; and 4) detailed reasons why you are seeking the review.

Yours truly,

Kevin Tuerlings, FOI Case Manager, for

[Signed by Kevin Tuerlings]

Cobi Falconer, MAS, MLIS, CIPP/C Director, Access to Information & Privacy <u>cobi.falconer@vancouver.ca</u> 453 W. 12th Avenue Vancouver BC V5Y 1V4 If you have any questions, please email us at <u>foi@vancouver.ca</u> and we will respond to you as soon as possible. Or you can call the FOI Case Manager at 604-871-6584.

Encl. (Response Package)

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# South East False Creek Area 1A – Policy Enquiry





Policy Enquiry - November 2021

- 1. Summary of the Policy Enquiry
- 2. Policy Analysis and Baseline Criteria
- 3. Overview of SEFC ODP
- 4. Proposed Changes



5. Question



## South East False Creek Area 1A - Summary of the Policy Enquiry



 Intention is to rezone the entire SEFC Sub Area 1A to CD-1 to confirm a master plan for a phased redevelopment based on design guidelines and regulations which will confirm the densities, setbacks, etc. for the individual parcels.<sup>\$.13(1), \$.17(1)</sup>

We propose to develop the property in phases starting in the East, completing and "framing" Hinge Park and then working westwards most likely developing the First Avenue frontages before the sites to the north.

The proposal maintains the general layout, intent and objectives of the SEFC ODP.
 s.13(1), s.17(1)









**POLICY ANALYSIS** : The proposal maintains the layout and meets or exceeds the objectives of the SEFC ODP 2018. We will work collaboratively with Planning and other City departments to meet City Policy objectives.

#### **BASELINE CRITERIA**

- <u>Reconciliation and Cultural Redress:</u> Plan to be submitted to the City's Indigenous Engagement Review Process and will address any concerns and input received
- <u>Housing:</u> 20% of the proposed increased total residential units will be dedicated for affordable housing and a minimum of 33% of the estimated number of units in the SEFC ODP will be developed as modest market housing. The aim is create 33% of the proposed increased number of units as modest market housing, but this will be dependent on financial viability and other public benefit requirements which are as yet undetermined. The balance of the housing will be strata or strata leasehold depending on viability and future Council decisions.
- Jobs and Economy: Substantial on site and off site construction jobs potentially 7,000 to 10,000 plus potential employment use in heritage buildings
- <u>Other City–Serving amenity:</u> Project will meet the significant SEFC ODP park and open space requirements (estimated to be an additional 5+ hectares), preserve the two on-site heritage buildings, provide family childcare spaces and additional childcare spaces to meet the SEFC ODP requirements.

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# **SEFC ODP Existing Plan**





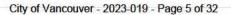
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# South East False Creek – SubArea 1A





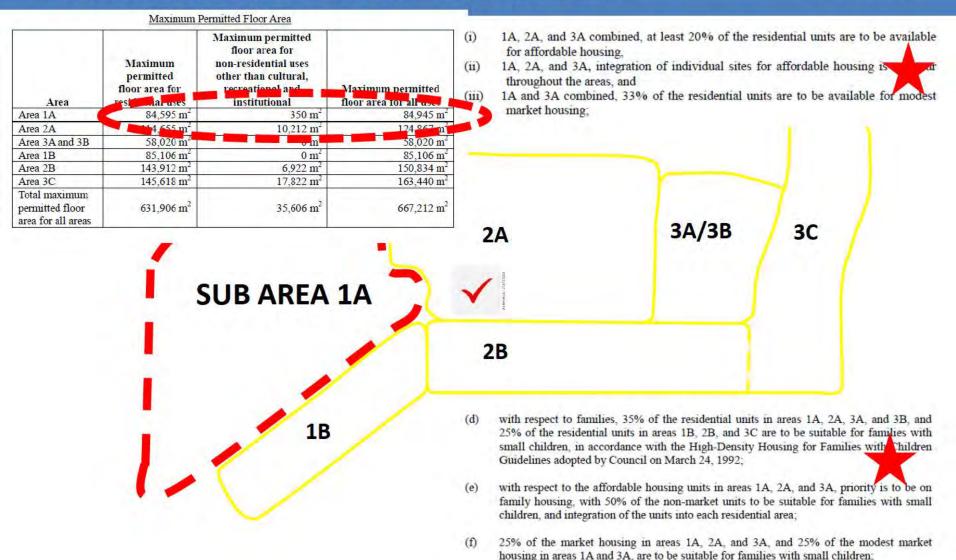


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# South East False Creek – SubArea 1A



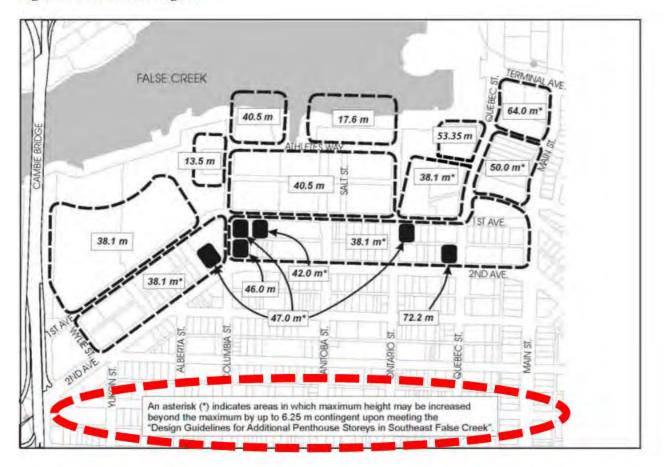


SEFC ODP – Land Use and Permitted Floor Areas





#### **Figure 9: Maximum Heights**





# SEFC ODP Heights

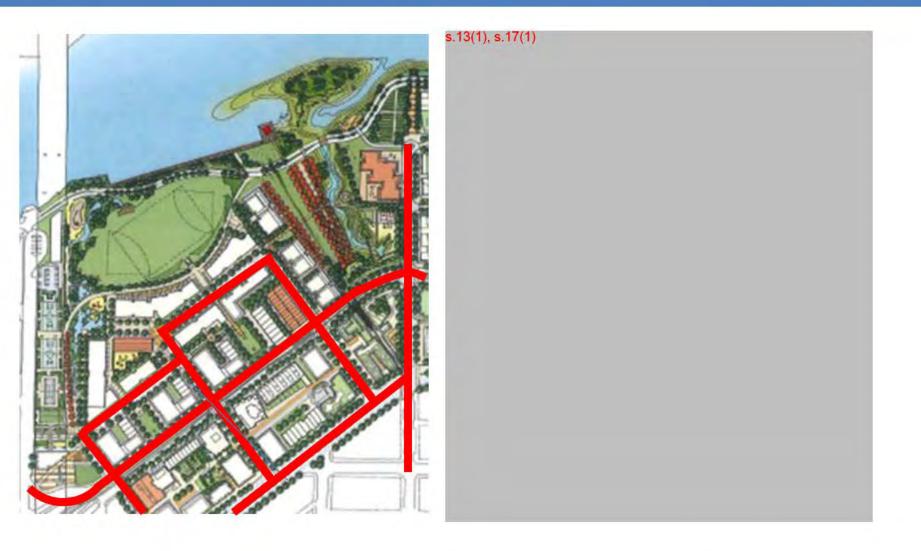




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#### s.13(1), s.17(1)



Alternative Preferred Road Layout Without Spyglass Connection





#### s.13(1), s.17(1)







#### s.13(1), s.17(1)



Pedestrian Connections and Linkages

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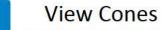
# SEFC – SubArea 1A – View Cones



#### Possible number of storeys under view cones - 19 (10 ft. fl to fl)



\*Heights noted are geodetic elevations unless otherwise noted.





# SEFC – SubArea 1A – View Cones



s.13(1), s.17(1)







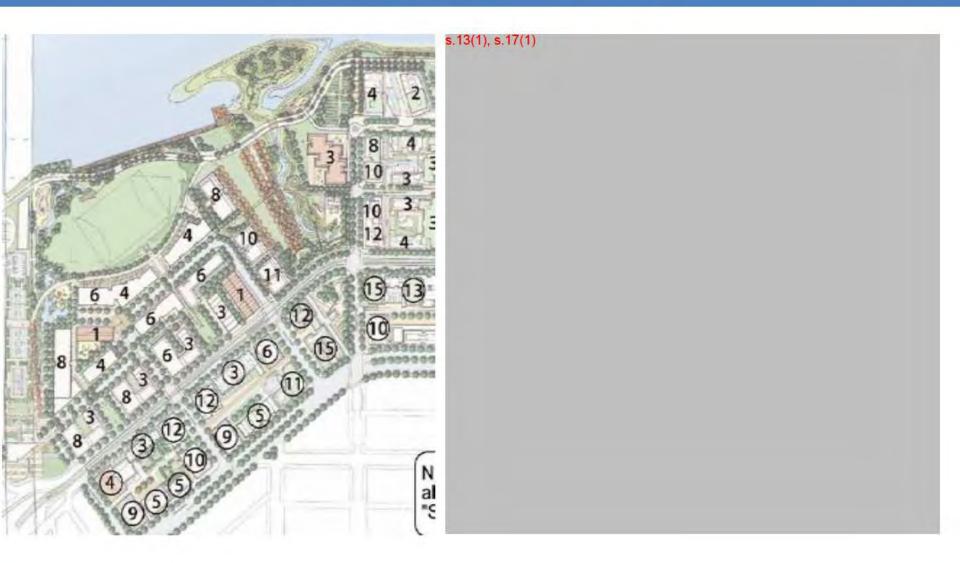
Possible number of storeys under view cones – 19 (10 ft. fl to fl) s.13(1), s.17(1)





# SEFC – SubArea 1A - Proposed Changes- Massing & Height







Comparison of SEFC ODP Heights and Proposed Heights

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# SEFC – SubArea 1A – Estimated Approx. Areas



s.13(1), s.17(1)

SITE AREA / PROPOSED GROSS FLOOR AREA / PROPOSED FSR

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# SEFC – SubArea 1A - Proposed Changes



















13(1), s.17(1)			

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# SEFC – SubArea 1A - Proposed Changes – Shadow Analysis



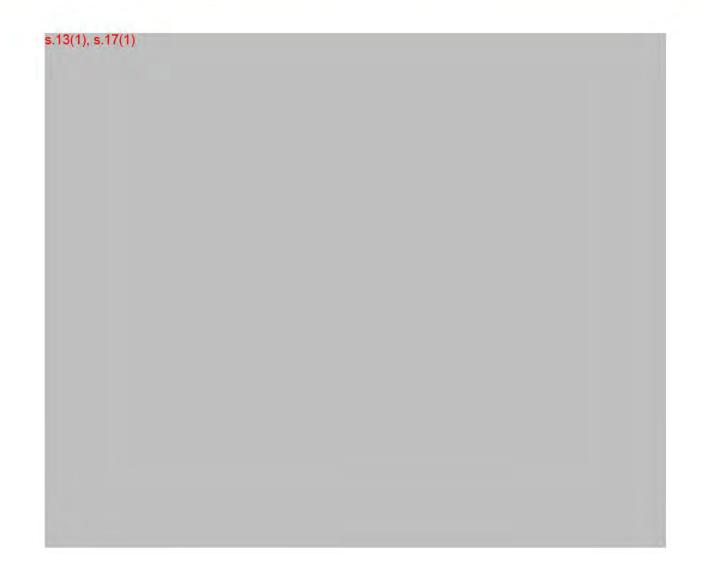
# s.13(1), s.17(1)

Equinox – Noon Shadow

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### SEFC – SubArea 1A – Question re Proposed Changes



QUESTION – Would there be support for a greater increase in height and density given the housing crisis in Vancouver, the proximity to excellent transportation, amenities and potential capacity for more density within the view cones ?.

#### s.13(1), s.17(1)







# POLICY ENQUIRY APPLICATION FORM

This application form is for the Policy Enquiry process that may precede submission of a formal Rezoning Enquiry or Application. This process was designed for consideration of development concepts that deviate from Council-adopted policy or by-laws related to rezonings, but that meet or exceed Council priorities and goals.

- Download, complete, and send Policy Enquiry submissions to policyenquiry@vancouver.ca
- Include this form (required) and any supplementary material (optional). Preliminary drawings, site plan, and design/programming scheme(s) may be helpful in the review process, however detailed architectural drawings will not be reviewed. Additional information may be requested during the review process.
- The applicable fee for the Policy Enquiry Process is the <u>Application Requiring Rezoning Advice</u> (may be subject to change).

#### **1. PROPOSAL INFORMATION**

Project Name (if applicable)	South East False Creek (SEFC) -1A	
Property Address(es)	1800 & 1850 Spyglass Place and 215 West 1st Avenue plus the road dedication area along the waterfront to the north of these lots	
Legal Description(s) and PID(s)	0026979772 - 265 1st Ave West (east parcel); 026498502 - 301 1st Ave West (west parcel); 026490811 - 1850 Spyglass Place (area adjacent to bridge); 011704403 - 1850 Spyglass Place (area under bridge); 011704390 1800 Spyglass Place (area under bridge) Plus the area along the waterfront dedicated as road Place (area under bridge) Plus the area along the waterfront dedicated as road	
Existing Zoning District	Primarily M-2 Industrial with a small portion of FCCDD under and adjacent to Cambie Bridge	

This proposal has been shared with staff prior to this application.

STAFF CONTACT(S) Jason Olinek

	Contact Information	For Payment Notice (if different)
Name	Brian Sears	
Firm/Affiliation	City Of Vancouver Real Estate Services	
Address	507 West Broadway V5Z 0B4	
Phone	604-873-7433	
Email	brian.sears@vancouver.ca	

Summary of Proposal	
s.13(1), s.17(1)	

1

#### 2. PROPOSAL STATISTICS

The information in this section is required to inform staff's response to two related <u>Council Motions</u>. Approximate numbers or ranges are permitted.

Building Form and Uses		
Number of buildings	20+	
Typology (high-rise, low-rise, townhouse, etc.)	s.13(1), s.17(1)	
Building height(s) (m and ft.)	s.13(1), s.17(1)	
Site area (sq. m and sq. ft.)	The entire SEFC Area 1A is estimated to be approx, 10.8 Hectares (108, 150 sq m, 1, 164, 117 sq m). However, this includes the already developed portion of Hinge Park and the island. The total area remaining to be improved in Area 1A is approx 8.54 hectares (89,400 sq m, 562,294 sq m) and the total area of the development parcels is estimated to comprise approximately 2.95 hectares (29,590 sq m, 322,375 sq m) (eee attached plan).	
Number of parking levels (including parking spaces)	Undetermined at present but will be minimized due to close proximity to transit and amenities and challenging soil con	
Green Buildings Policy Path	The SEFC ODP requires a minimum standard of LEED Silver, but the Olympic Village achieved a higher standard and the entire area was the first LEED Platinum Development. We are open to discussion as to the level of green building that this development should target.	
Proposed use(s), see <u>Z&amp;D By-law</u> <u>Section 2</u> for definitions	Dwelling Uses     Retail Uses     Service Uses     Office Uses	<ul> <li>Institutional Uses</li> <li>Cultural and Recreational Uses</li> <li>Manufacturing Uses</li> <li>Parking, Transportation, Storage, Utility, Communication, or Wholesale Uses</li> </ul>
Density		
	FSR	Floor area (sq. m and sq. ft.)
Total	s.13(1), s.17(1)	
Dwelling Uses	s.13(1), s.17(1)	
Retail Uses		Up to 350 sq m (3,767 sq tt) as per the ODP. There are two heritage buildings on this sile, the future use of which are undetermined at present but may comprise retail, service institutional and/or cultural. The development will include some family daycare units and may include turther provision of childcare spaces to meet the SEFC OOP requirements.
Service Uses		
Office Uses		
Institutional Uses		
Cultural and Recreational Uses (including rehearsal, production or performance/show space square footage)		
Manufacturing Uses		
Parking, Transportation, Storage, Utility, Communication, or Wholesale Uses		Undetermined at present but will be minimized due to close proximity to transit and amenities and challenging soil conditions.

2

Number of residential units (includi	ng bedroom mix)	
Social or supportive housing units	s.13(1), s.17(1)	
Below-market rental units		
Market rental units		
Strata units		
Other (please specify)		
Economic activity generated by pro	posal (approximate numb	er of jobs generated)
Construction jobs	Estimated at 7,000 to	510,000
Office jobs generated		
Cultural jobs generated		
Industrial jobs generated		
Retail spending		
Cultural spending		
Other economic activity (please describe)		
Existing site conditions	1	
There are rental tenants who are living in primary rental stock.		No
If there are currently tenants living in primary rental stock, will the proposal be offering the opportunity for them to return in the new building? (See Right of First Refusal in the <u>Tenant</u> <u>Relocation and Protection Policy</u> ).		No, as noted the only current rental tenants are housed in a Temporary Modular Housing Building
	and residential/commercial t	or example, the number of existing buildings, enant attributes, whether any buildings are etained.
the site both of which have heritage merit and the in other current uses on the site are parking for the Va modular housing building, Sole Foods Farm agricult It should be noted that it will be necessary to signific Therefore both of these heritage buildings will need	tent is to preserve and incorporate the ncouver Police Department and vehic ure project, and a storage and works cantly increase the grade of the site in to be dismantled and rebuilt. Current	Winter games. There are two remaining industrial buildings or em into the proposal in accordance with the SEFC ODP. The cle storage along with three temporary uses; a temporary yard facility for the Broadway Skytrain project. To order to meet flood protection and drainage objectives. by the building known as the Wilkinson Steel Building which ay be used to restore the dismantled timbers of the historic
Financial		Constant.
Project value		s.17(1)
This proposal is expected to generate a <u>Community Amenity</u> <u>Contribution (CAC)</u>		Yes
This proposal intends to apply for a <u>DCL Waiver</u> as per the eligibility outlined in the <u>Rental Incentive Program</u> bulletin.		Yes
This project will be seeking federal or provincial grants or loans, or other partnership funding opportunities. (Please specify)		Yes. As noted in the SEFC ODP, creation of affordable housing is to occur primarily through government funded programs.

#### **3. POLICY ANALYSIS**

Describe the way in which your proposal does not meet Council-adopted policy or by-laws. Please review the key rezoning policies to help inform your responses.

Is the site in a designated area for change as set out in an enabling policy?	Yes	
If Yes, what is the name of the enabling policy?	Southeast False Creek (SEFC) Official Development Plan	
If Yes, what is the nature of the policy deviation?	<ul> <li>✓ Height</li> <li>✓ Density</li> <li>☐ Use</li> <li>☐ Tenure</li> </ul>	<ul> <li>Other (please describe)</li> <li>Proposal requests additional height and density</li> </ul>
Are there other policy deviations?	Protected views     Shadowing (West End)     CAC	☐ Other (please describe)
What other policies apply? (including City, Regional, i.e. removal of industrial lands)	Southeast False Creek Official Development Plan (2005, amended 2018),Bridgehead Guidelines (1997), Policy for Rezoning Sustainable Large Developments, (See also Southeast False Creek Design Guidelines for Additional Penthouse Storeys (2010) which confirmed Council's intent to allow greater height and density in other areas of SEFC and to review SEFC Sub Area 1A)	

#### 4. BASELINE CRITERIA

Briefly describe how your proposal meets one or more of the <u>Baseline Criteria</u>. The proposal will be assessed against the baseline criteria to determine prioritization through the process

<b>Reconciliation and Cultural Redress:</b> Provides housing, employment opportunities, health and wellness strategies, and funding for projects that further Reconciliation work with First Nations and Indigenous peoples and communities. The Reconciliation and Cultural Redress seeks to deliver outcomes that achieve cultural redress, equity, and social and cultural infrastructure needs of the First Nations, urban Indigenous people, or other systemically marginalized Ethno-Cultural communities.	This project will be submitted to the City's Indigenous Engagement review processand will address any concerns and input received.
<b>Housing:</b> Delivers 100% secured rental housing units with a component of below-market rental units.	s.13(1), s.17(1)
Jobs and economy: Provides or intensifies job space in alignment with the Employment Lands and Economy Review.	Undetermined at present but potential for employment use in heritage buildings dependent on final use.
Other City-serving amenity: Includes a significant public amenity pursuant to the City's <u>Community Amenity Contributions</u> <u>Policy for Rezonings</u> .	The SEFC ODP provides for future parks and open space provision (est'd to be 5 + hectares) and preservation of the two on-site heritage buildings. There will be provision of family childcare spaces and additional childcare spaces to meet the SEFC ODP requirements.

#### **5. REVIEW CRITERIA**

Staff will review your proposal against the detailed review criteria below. Proposals should strive to meet or exceed the goals(s) outlined below. Review these criteria carefully when you develop your proposal rationale. You may also wish to provide supplementary information such as a rationale letter as part of your submission.

<sup>1</sup> Per Council amendment.

#### 1. Housing

**Goal:** Provide a range of affordable housing choices by shifting towards a focus on rental, social, and supportive housing as well as owner occupied homes for first-time buyers<sup>1</sup>.

#### Criteria:

- If the proposal is located within the boundaries of a community / area plan, does it exceed the requirements of the plan (e.g. deeper affordability or a larger number of affordable units) or achieve the plan objectives in an all-rental development?
- Does the proposal retain existing purpose-built rental units, or if not possible, replaced with affordability retained and tenants supported?
- Does the proposal meet the City's housing affordability goals, focusing on households with incomes below \$80,000? Does it achieve deeper levels of affordability for households with lower incomes and/or other housing barriers and/or underserved tenant populations (e.g. lone-parent families, people with disabilities, etc.)?
- Does the proposal support the shift to the right supply of housing, with strong emphasis on rental housing and community-based housing?
- Does the proposal include strata floor area? (Note: strata developments that are not compliant with existing policy should be considered only in exceptional circumstances due to potential for speculative impacts on land value.)

#### Describe how the proposal meets or exceeds this goal:

# s.13(1), s.17(1)

#### 2. Jobs

**Goal:** Ensure a resilient local economy that provides a broad range of employment opportunities for all with a particular focus on fostering a **strong green**, **creative and tech sectors**<sup>1</sup>.

#### Criteria:

- Does the proposal assist with addressing the challenges identified through the Employment Lands and Economy Review?
- Provides major office or hotel space in high demand areas (DT West, Broadway Corridor, Oakridge)
- Increases small office / retail-commercial space above what is typically delivered in residential or choice
   of use areas
- Delivers stacked light industrial space
- Provides secured space for non-profit operators / arts and culture / social services / social enterprise / childcare
- Does the proposal maintain capacity for jobs in industrial and other employment only areas (e.g. CBD) and does not introduce residential in these areas?

#### Describe how the proposal meets or exceeds this goal:

As envisaged by the SEFC ODP the majority of the space delivered on this site will be residential. However, the two heritage buildings which will be retained could be used to provide employment space in some form.

Given the scale and duration of this development, the number of on site and off site construction jobs generated will be substantial - we estimate it to be in the region of 7,000 to 10,000.

#### 3. Cultural, Social, and Other City-Serving Amenities

**Goal:** Fulfill a City goal and/or meet City targets that is otherwise difficult to achieve through existing mechanisms or policy, including social or cultural infrastructure, i.e. <u>Culture|Shift</u>

#### Criteria:

- Does the proposal include a significant public amenity(ies), including social and/or cultural public amenity(ies), based on an identified need in the community and cannot be delivered through existing mechanisms (e.g. childcare, community facilities, cultural spaces, new park space)?
- Is there an immediacy of the opportunity based on funding / partnership opportunities?
- If the proposal is located within the boundaries of a community / area plan, does the proposal include a significant public amenity, pursuant to policy direction in the plan and/or the area Public Benefit Strategy, that is beyond what would be expected as a CAC in the proposed development under plan policy?
- Does the proposal meet a City goal and/or target, i.e. Culture|Shift goals, priorities and cultural space targets?
- Does the proposal secure significant cultural space and meet Reconciliation and/or Cultural Redress infrastructure needs of the community?

#### Describe how the proposal meets or exceeds this goal:

The SEFC ODP provides for a significant public amenities in terms of parks and open space provision (estimated to be 5+ hectares), childcare provision in accordance with the SEFC ODP, heritage preservation of the two on-site heritage buildings (future uses not confirmed at present) and affordable and modest market housing as described above.

The site is one of the study areas in the Sea2City design challenge. One of the main focuses of this challenge is to ensure extensive and meaningful communication, collaboration and reconciliation with the First Nations.

#### 4. Energy and Greenhouse Gases

**Goal:** Eliminate dependence on fossil fuels, helping residents and local businesses survive and thrive in a postcarbon era

#### Criteria:

- Is the proposal in an area well-served by sustainable active transportation networks, such as pedestrian, public transit and bike infrastructure (or can be provided through development) to meet City goals for safety and sustainable transportation (including Transportation 2040 & Climate Emergency Action Plan)?
- Is the project light wood frame or mass timber? Will it be built to exceed building code energy requirements by at least 50%? Is there on-site renewable energy provided?

#### Describe how the proposal meets or exceeds this goal:

The site is a close walking distance to the Olympic Village Skytrain station and is well served by numerous nearby bus routes. The adjoining Olympic Village development offers extensive amenities within walking distance (retail and restaurant space, a community centre, a theatre, a childcare and a new elementary school will be developed soon) reducing the reliance on car use. The are also multiple bike and pedestrian walkways which assisted in it being awarded LEED Platinum neighbourhood status.

Construction methodology is undetermined at present. The SEFC ODP provided for a minimum performance level of LEED Silver but the intent is to achieve a higher standard in a similar way to how the Olympic Village exceeded this standard.

#### 5. Neighbourhoods

**Goal:** Ensure our neighbourhoods are places where residents and workers have access to open space, shops and community amenities and where urban land use and street networks support everyone's ability to walk, roll, and take transit for their daily needs

#### Criteria:

- Is the proposal located in an area that has convenient access to shops, community centres or neighbourhood houses, childcare, parks, plazas, or other open space amenities?
- Will the proposal make a significant contribution to the completeness of the neighbourhood, through a combination of increased affordable housing, local-serving retail, and/or public amenities which meet a demonstrated community need?
- Does the proposal retain existing local-serving commercial or non-profit spaces, or if not possible, replace these with affordability retained and tenants supported?
- If the proposal is located within the boundaries of a recently approved <u>community / area plan</u> (2010 onward), are there other specific factors that need to be considered (will vary by plan area policies)?

#### Describe how the proposal meets or exceeds this goal:

The site is located in the SEFC ODP area (last updated 2018), adjacent to the Olympic Village development with its plentiful offering of amenities as listed above.

Site 1A is one of the few parcels in SEFC remaining to be developed and as such will deliver a number of amenities to complete the neighbourhood. This includes affordable and modest market housing, childcare spaces and significant and much needed parks and open space (estimated to be 5+ hectares) which will be developed in coordination with the Vancouver Parks Board and will complete the SEFC waterfront community.

All long term tenants and users were relocated prior to the 2010 Olympics and the current users are temporary in nature on short-term agreements. The adjacent Olympic Village development has retail and restaurant space, a theatre, a community centre and childcare. The VSB intends to build a new elementary school with additional childcare on the edge of Hinge Park in the near future.

#### 6. Ecology

Goal: Enhance biodiversity and connect natural habitat areas and waterways

Criteria:

- Does the proposal offer opportunities to enhance a local environmental area, create a park connection, and/or create a biodiversity corridor?
- Is the proposal located within the Still Creek or Musqueam Creek catchment areas?

#### Describe how the proposal meets or exceeds this goal:

The property's northern boundary fronts onto False Creek. A new naturalized shoreline and new park space will be designed so as to enhance habitat and address rising sea levels as well as connecting the park to the water and adjoining neighbourhoods. The property is currently one the sites being studied in the Sea2City design challenge.

#### 7. Municipal Infrastructure

**Goal:** Ensure existing infrastructure capacity is protected by analyzing the impact on water, wastewater, drainage services, transit/ transportation, structures and climate adaptation and enabling opportunities to create more resilience and ability to respond to climate change

#### Criteria:

- What is the City's understanding of infrastructure capacity to support the proposed development (e.g. potable water, sewer, drainage, roads, transportation, public safety)? What resources (\$, time, people) are needed to evaluate the proposal?
- Does the proposal deliver on the goals of climate adaptation, such as green infrastructure and onsite rainwater management or enabling increases in sustainable modes of transportation?
- Will it trigger additional technical analysis/review and funding needs and/or infrastructure planning discussions (and how much)? Are there off-site improvements, or other regional utilities implications?
- Is the proposal in an area well-served by the transportation network and transit capacity to meet City goals for safe and sustainable active transportation (including Transportation 2040 & CEAP)?

#### Describe how the proposal meets or exceeds this goal:

# s.13(1), s.17(1)

#### 6. ACKNOWLEDGEMENTS

There are risks associated with engaging in the Policy Enquiry Process. Regardless of whether staff support the proposal, other factors may affect the viability of the proposal. Please review and consider these factors carefully:

- The Policy Enquiry Process focuses on a review of the proposal from the perspective of land use regulations and policies, as assessed against the goals and criteria identified by Council. A comprehensive review of the proposal's form of development, landscape, parking, sustainability, rainwater management, utility servicing, and other requirements would be undertaken as part of a rezoning application process.
- 2) If the proposal proceeds as a rezoning, standard requirements through the rezoning enquiry and/or application process would apply. This includes an application form, applications fee(s) (including any fee associated with an Issues Report), other items on the submission checklist and a pro forma analysis to determine whether a CAC contribution would be applicable. Further, costs associated with transportation infrastructure, utility servicing, and DCLs, and others may be assessed as an outcome of the rezoning application process.
- 3) In accordance with Council Motions described in the report, staff are providing to Council on a quarterly basis a confidential list of proposals that deviate from Council-approved regulations and policies related to rezoning. In establishing the Policy Enquiry process, this *List* consists only of proposals that are associated with a Policy Enquiry application (see Recommendation B of the <u>Report</u>).
- 4) Proposals under the Policy Enquiry Process are submitted voluntarily and are acknowledged to be non-compliant with Council-approved regulations and policies related to rezoning. Staff recommendations though the Policy Enquiry process will inform further recommendations on any subsequent rezoning applications for Council's consideration. Any policy non-compliant rezoning applications that forego the Policy Enquiry Process will also be subject to the same evaluation criteria in the course of staff review. Ultimately, Council is the deciding and governing body to render decisions following a Public Hearing.

# I understand the preceding statements and the associated risks of submitting a voluntary Policy Enquiry application.

Name of Applicant \_\_\_\_\_

Date 4th November 2021