



February 2, 2021

MEMO TO : Park Board Commissioners

FROM : Donnie Rosa - General Manager, Vancouver Board of Parks and Recreation

SUBJECT : **EFL Development & Community Centre Update – Board Briefing Memo**

Dear Commissioners,

The purpose of this memo is to provide an update on the East Fraser Lands (EFL) Official Development Plan (ODP) and Public Amenity Financial Plan and Strategy: 10-year Review and Update, which will be posted publicly tomorrow as a City Council referral report (see attached), as well as to respond to a Commissioner enquiry regarding the delivery of the community centre.

East Fraser Lands – 10 Year Review & Update

It has been over a decade since the EFL ODP (2006) and Public Amenity Financial Plan and Strategy (2010) were approved by City Council. The purpose of the EFL 10-year Review and Update is to update these guiding documents to reflect new city policies and standards, adapt to changing environmental conditions due to climate change, increase housing options in response to the housing crisis, and to improve delivery of public benefits.

The EFL 10-year Review and Update concludes with a package of recommended amendments to the EFL ODP and CD-1 By-laws to respond to these changing conditions, including the addition of 2 acres of additional park commensurate with increased density. The council report summarizes a number of prior interim council decisions, including a shift to the development of a stand alone community centre fronting onto a waterfront plaza and changes to the foreshore design.

EFL Community Centre & Amenities

The City committed to the construction of a new community centre when the East Fraser Lands Official Development Plan was approved in 2006. The community centre was originally contemplated to be delivered at the mid-point of development, approximately 2025, when it was anticipated that there would be sufficient population to support the operation of the facility. At present, it is the City's responsibility to deliver the amenities, including the community centre, which is positioned as a central component of EFL's waterfront (see Area Map in Figure 1).

There is increasing pressure to ensure amenities are in place to serve the new residents in EFL as the community builds out. New residents frequently request updates on delivery timelines for parks, childcare spaces, and the community centre, which is a top priority.

Funding challenges exist for the delivery of the community centre, including a shortfall of at least \$15M. In addition, there is also a cash-flow issue; funds for the community centre are needed in the short term, but the majority of amenity contribution funding will only come later. The most expensive amenity items, the community centre and three childcare centres, are physically located in the first two phases of the project. The required capital for the community centre and childcare centres result in a negative balance from the early stages of the project, through to full build out. New centres are typically funded by Community Amenity Contributions (CACs). Unlike

parks, community centres are not Development Cost Levy (DCL) eligible. As well, parks can be delivered incrementally and more equitably spread throughout the project.



Figure 1: East Fraser Lands Official Development Plan Area Map & Development Progress; future community centre location highlighted (December 2020)

In July 2018, the City introduced the Utility Development Cost Levy (UDCL), which is intended to address city-wide delivery of water, sewer and drainage infrastructure to support city-wide growth. The UDCL significantly reduces the amount of CAC funding that additional density can generate. Having been introduced mid-way through the implementation of EFL, this impact had not been factored into the initial financial strategy for amenity delivery.

As part of the EFL 10-year Review and Update, a cross departmental City and Park Board staff team have been exploring ways to achieve in-kind delivery of the community centre on a defined timeline, while aiming to balance operational concerns related to sufficient number of users to support programming, staffing and building operating costs with sustainability objectives around creating a complete community and reducing vehicle dependence. The report to Council recommends that, subject to approval of the amendments to the EFL ODP, Council direct staff to pursue removal of the EFL ODP area from the UDCL boundary in exchange for in-kind delivery of a package of amenities, including the community centre and required drainage works. The targeted timeline for delivery through this mechanism is 2027, to align with the anticipated build out of Areas 1 and 2. Through this in-kind delivery, any construction cost escalation would rest with the developer. The developer is in general agreement with this approach, for which the details will be worked out through the development of a 'term sheet', subject to Council approval of the report recommendations.



There is currently no other viable funding alternative that can deliver the community centre on the desired timeline of opening in 2027. Based off the exploration of options, as well as the timeline for the development of adjacent land parcels and infrastructure, the approach recommended in the Council report is the fastest approach to delivering the community centre. This approach is consistent with City practice for securing amenity delivery (e.g. childcare centres), and it would also provide certainty for the timing of community centre and utilities works delivery to support the growing community.

Regards,

A handwritten signature in black ink, consisting of several overlapping loops and a long horizontal stroke extending to the right.

Donnie Rosa (*she/her they/them*)
General Manager - Vancouver Board of Parks and Recreation

ka/ds/clc

Copy to: PB Senior Leadership
Planning, Policy & Environment Team
PB Communications



REFERRAL REPORT

Report Date: January 26, 2021
Contact: Neil Hrushowy
Contact No.: 604.829.9622
RTS No.: 14162
VanRIMS No.: 08-2000-20
Meeting Date: February 9, 2021

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: East Fraser Lands Official Development Plan and Public Amenity Financial Plan and Strategy: 10-year Review and Update

RECOMMENDATIONS

- A. THAT the General Manager of Planning, Urban Design and Sustainability be instructed to make application to amend the East Fraser Lands Official Development Plan By-law No. 9393, generally in accordance with Appendix A, to achieve the following:
- i. alignment with select Council policies approved since 2006;
 - ii. allow for an additional 39 246 sq. m (422,442 sq. ft.) of floor area in Area 1 to increase housing options;
 - iii. allow for an additional 104 358 sq. m (1,123,303 sq. ft.) of floor area and adjustments to the plan in Area 3; and
 - iv. increase the required public amenities by adding 20 childcare spaces, two acres of park, a park fieldhouse, transportation improvements, and 20% of the additional residential units to be for affordable housing;

FURTHER THAT the application be referred to a Public Hearing;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law, generally in accordance with Appendix A, for consideration at the Public Hearing.

- B. THAT, if the application to amend the East Fraser Lands Official Development Plan, is referred to Public Hearing, a consequential amendment to CD-1 (567) By-law No. 10943 for the East Fraser Lands Waterfront Precinct also be referred to the same Public Hearing to increase the maximum building height from 24 to 28 storeys, generally as presented in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law, generally in accordance with Appendix B, for consideration at the Public Hearing.

- C. THAT, subject to approval of the amendment to CD-1 (567) By-law No. 10943 for the East Fraser Lands Waterfront Precinct, the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward for Council adoption, at the time of enactment of the amending by-law, updates to the East Fraser Lands Phase 1 Design Guidelines, generally as presented in Appendix C.

- D. THAT, subject to approval of the amendments to the East Fraser Lands Official Development Plan (EFL ODP), Council direct staff to pursue removal of the EFL ODP area from the Utilities Development Cost Levy (UDCL) boundary in exchange for in-kind delivery of a package of amenities including the community centre and required drainage works, with future consideration of the UDCL By-law amendments as part of the Area 1 rezoning application.

- E. THAT A, B and C be adopted on the following conditions:

- i. THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditures or incurring the cost;
- ii. THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the sole risk of the property owner; and
- iii. THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

In June 2017, Council endorsed a planning program to review development of the East Fraser Lands (“EFL”). EFL is a 128-acre site located in the southeast corner of Vancouver on a vacant sawmill site. Planning and development has been underway since 2002. The EFL Official Development Plan (“ODP”) guides land use, density, building height, public benefits, transportation, built form and character, sustainability and development phasing.

It has been over a decade since the EFL ODP (2006) and *Public Amenity Financial Plan and Strategy* (2010) were approved. The purpose of the EFL 10-year Review is to update these guiding documents to reflect new city policies and standards, adapt to changing environmental conditions due to climate change, increase housing options in response to the housing crisis, and to improve delivery of public benefits.

This report also includes an update on childcare delivery in EFL, as requested by Council on July 7, 2020:

“THAT Council ask staff to expedite the creation of childcare spaces in the East Fraser Lands and report back by Q4 on how this can be done.”

The EFL 10-year review concludes with a package of recommended amendments to the EFL ODP and CD-1 By-laws to respond to the changing conditions listed above, including:

- revisions to the ODP to align with current city policies and directions
- increases to building heights and density to optimize housing opportunities on undeveloped sites within Area 1 including affordable, secured market rental and market housing
- a redesign of the eastern neighbourhood (Area 3) master plan including additional density
- combined the additional floor area will generate approximately 350 units of social housing, 500 units of secured market rental housing and 1,000 units of market housing
- increased package of amenities including 2 acres of park and 20 childcare spaces commensurate with increased density, and
- an amendment to CD-1 (567) Waterfront Precinct to enable additional building height from 24 to 28 storeys, with no new additional floor area, to allow for timely development of the parcel.

This report also provides an update of the *EFL Public Amenity Financial Plan and Strategy* and seeks Council direction to pursue removal of EFL from the city-wide Utilities DCL boundary in exchange for the in-kind delivery of the Community Centre and required drainage works. Staff have worked with the developer, Wesgroup Properties, to address the amenity delivery challenges in EFL. In particular, Wesgroup Properties has expressed a strong desire to deliver the community centre as in-kind amenity to align with the development timeline to support the growing community in EFL. Consistent with city practice for securing in-kind amenity delivery, this proposed approach would transfer delivery responsibility and cost escalation risk from the City to the developer.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council policies and decisions specific to this site include:

- Victoria Fraserview / Killarney Community Vision (2002)
- East Fraser Lands Policy Statement (2004)
- East Fraser Lands Official Development Plan (2006)
- East Fraser Lands Public Amenity Financial Plan and Strategy (2010)
- Area 1: CD-1 (565, 566 and 567) By-laws No. 10942, 10941 and 10943 respectively (2014) and associated Design Guidelines
- Area 2: CD-1 (498 and 499) By-laws No.10194 and 10195 respectively (2010) and associated Design Guidelines
- East Fraser Lands Official Development Plan and related CD-1 By-law amendment reports:
 - Affordable Housing and Childcare Centre Amendment (2016)
 - Development Phasing Amendment (2017)
 - New Community Centre Site and Affordable Housing (2018)
 - Amendments on Parcels 14 and 19 to allow rental housing, retail uses, and neighbourhood energy centre (2020)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

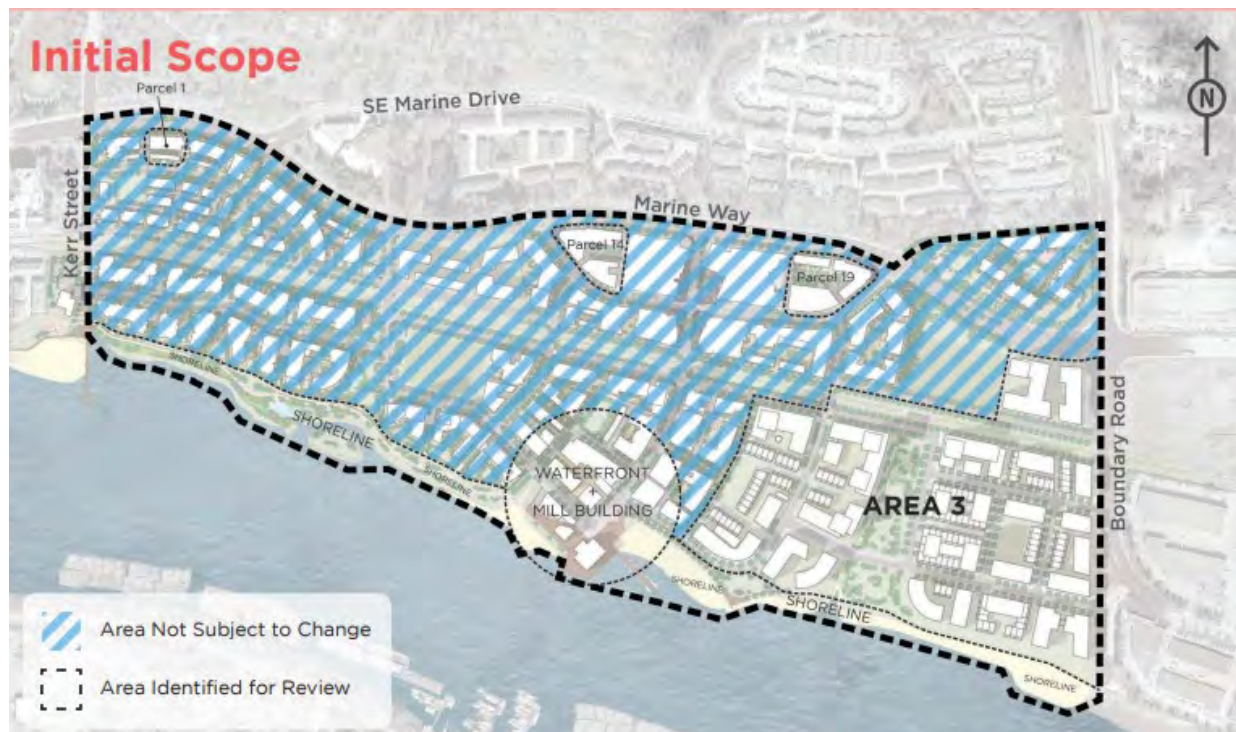
REPORT

Background/Context

In June 2017, Council endorsed a planning program to review implementation of the EFL community (referred to as the “EFL 10-year Review”). At the time, a number of planning and implementation challenges were identified including:

- 1) treatment of the Fraser River Shoreline
- 2) inconsistency between the EFL ODP and city policies and directions approved since 2006
- 3) delivery of public benefits
- 4) unrealized potential for housing opportunities within the EFL plan
- 5) minor amendments resulting from implementation
- 6) lack of transit service to the new community, and
- 7) regulatory processing and resourcing improvements (*note: this will be brought to Council as a separate report at a later date*).

The graphic below illustrates the scope of work for the EFL 10-year Review, taking into consideration existing zoning entitlements for Areas 1 and 2, shown in blue hatching on the site plan.

Figure 1. EFL ODP Review Initial Scope of Work

Through the comprehensive review process, the scope of the EFL 10-year Review was expanded to include a limited number of rezoned sites within Area 1 and 2 to accommodate additional density, in order to 1) secure a stand-alone dirt site for the Community Centre and 2) to increase housing options within the central neighbourhood.

Responses to items (1-6 above), as well as the areas for change illustrated on Figure 1, have been incorporated in a holistic review of the EFL guiding policies, documents, by-laws, regulatory processes and amenity delivery tools. Given the extended timeframe to complete the EFL 10-year Review, three interim reports tackling time sensitive items were considered by Council. A recap of previous interim decisions are included in *Appendix D: East Fraser Lands 10-year Review – Additional Information*.

1. EFL Planning & Policy

EFL, also referred to as the River District, is located in the southeast corner of Vancouver on the Fraser River, and includes the land between Kerr Street and Boundary Road south of Marine Way, as well as a triangle-shaped site north of Marine Way at Boundary Road.

Figure 2. East Fraser Lands ODP Plan and Areas

Planning has been underway since 2002 following closure of the White Pines Sawmill. Each step in the process has been a collaborative effort with the community, city staff and the developer, Wesgroup Properties (previously Parklane Homes).

The key EFL policies are:

East Fraser Lands Policy Statement (2004) – the EFL Policy Statement envisions a complete and sustainable community including a variety of housing opportunities with a range of supporting amenities.

East Fraser Lands Official Development Plan (2006) – The EFL ODP currently includes approximately 7.8 million sq. ft. of development, including housing, shops and services, local-serving office, a network of parks and plazas, four childcare centres, two school sites, a 30,000 sq. ft. community centre and sites to accommodate 1.2 million sq. ft. of affordable housing. As approved, the new neighbourhood will be home to approximately 12,500 people when the community is built out.

Area Rezoning (2008 & 2010) – The first CD-1 rezonings (Area 1), including the Town Square, Waterfront, and Park Precincts, were approved by Council along with associated Design Guidelines at public hearing in September 2008 and enacted in 2014. The CD-1 rezonings for the western neighbourhood (Area 2) and Design Guidelines, were approved by Council at public hearing in December 2009 and enacted in 2010.

East Fraser Lands Public Amenity Financial Plan & Strategy (2010) – EFL financial plan establishes a strategy to deliver the package of amenities envisioned in the EFL ODP. In order to deliver the amenities necessary to support the new community, the financial strategy committed the City to reinvesting the equivalent of all CACs and DCLs generated from the EFL ODP and the vacant sites in West Fraser Lands (WFL) to fund the delivery of the public benefit package (i.e. parks, childcare facilities, affordable housing and community centre). The financial strategy also establishes that the Developer is obligated to provide site servicing, soil remediation, shoreline works, land for roads, schools, parks and open space, childcare and the community centre, and secure rail crossings and rights. The City conversely, is obligated to deliver the public amenities.

2. EFL Development Progress

Development in EFL has been underway since 2010. Most of the development parcels in Area 2 (the western neighbourhood) have been completed or are under construction. New streets and other infrastructure in Area 2 are substantially completed.

Build out of Area 1 (the central neighbourhood) is also underway. The opening of a grocery store and the town square mark a significant milestone in the creation of a new community. Effort in Area 1 is now shifting south of the rail corridor to the high street, recently named River District Crossing, which will bring a variety of shops and services to support the new community.

Roughly 937 units of Affordable Housing, that meets the City's definition of Social Housing, are currently under construction or nearing completion. In addition to the Social Housing units, Wesgroup Properties has elected to develop three rental housing projects delivering 565 units of secured market rental housing within Areas 1 and 2.

Figure 3. EFL ODP Area map and development progress (December 2020)

To date, roughly 3,500 residents, of the total anticipated population of approximately 12,500 based on the original ODP, have moved into EFL. The project is generally on schedule to achieve 50% build-out by 2025. It is anticipated that full build out of the plan, including Area 3, will take another 20-25 years.

Strategic Analysis

In addition to the interim approvals, included in Appendix D (section 1), the planning program for the EFL 10-year Review identified the following areas for evaluation and form a substantive portion of the work presented in this report in two subsequent parts: 1) Official Development Plan Review and Update and 2) Public Amenity Financial Plan and Strategy Update.

The key areas for evaluation in the EFL 10-year Review are listed below, with substantive response to each as part of the strategic analysis:

- a) **EFL Official Development Plan Update** – One of the key challenges in planning for EFL and any large phased project, is that city policy evolves over time in response to changing context and opportunities. These changes can impact implementation because significant areas have been rezoned in 2008 and 2010 based on standards and policies in place at the time. It has proven to be difficult to adapt and respond to the changing policy context within the existing approvals as many changes such as adding on street cycling facilities require widened right-of-way which impacts planned density. Another example is changing policy related to green buildings and zero emissions buildings

which are challenging for the planned District Energy system which is a requirement of the previous rezonings. The EFL 10-year Review presents an opportunity to update the EFL ODP to better reflect these changes in policy.

- b) **Improve Public Amenity Delivery** – The EFL ODP includes a robust package of public amenities to support growth. While some progress has been made toward the delivery of the public amenity package in EFL, a number of challenges have emerged including significant cost escalation, lower development revenues as the City seeks to deliver the right type of housing supply (market and non-market rental housing), and competing investment priorities within EFL and city-wide. The review includes an updated assessment of the amenity package and strategies to address delivery challenges.
- c) **Increase Housing Opportunities** – Since the EFL ODP was completed in 2006, housing affordability has become a critical issue in the city of Vancouver. This review provides an opportunity to undertake a comprehensive redesign of the eastern neighbourhood (Area 3) to identify opportunities to increase density to provide more housing supply and greater tenure options. Through the study, the scope of work has expanded to include undeveloped parcels within Area 1.

PART 1 – EFL Official Development Plan Update and Amendments

This section proposes amendments to the 2006 *EFL Official Development Plan* to reflect evolving city policy, as well as proposed revisions to the Area 1 and Area 3 master plan which, among other benefits, will increase housing opportunities and provide additional public amenities to support additional residents. The proposed amendments take into consideration existing development rights and rezoning requirements for Area 1 (approved in 2008) and Area 2 (approved in 2010).

The proposed EFL ODP amendments result from two streams of work:

- 1) **Alignment with current City policy** – based on a staff review of policy approved since the ODP was enacted in 2006, a number of changes are recommended which update the ODP language and plan requirements, without creating substantial impacts to the existing approvals; and
- 2) **Master plan review and update** – these amendments to the ODP result from revisioning the master plan for Areas 1 and 3. This work includes increasing allowable density, adjusting building heights, redesigning the street network, increasing the waterfront park and other amenities to support new population and reflect transportation needs in the area.

The EFL ODP amendments proposed for each stream are summarized in the following sections. The proposed EFL ODP By-law amendments are detailed in Appendix A, with a redlined version included as Appendix H for ease of review as compared to the original ODP.

Please note, that the amendments to the ODP By-law are drafted to reflect ‘approval in principle’ of changes to the Town Square (Parcel 14 and 19) which are not yet enacted. However, the proposed package of ODP amendments do not rely upon the enactment of the Town Square changes.

The package also includes a consequential amendment to CD-1 (567) Area 1 Waterfront Precinct to increase permitted building height from 24- to 28-storeys. This would ensure that development of Parcel 29/30 can proceed if recommendation A is approved by Council.

1. Alignment with current City policy

Staff reviewed relevant city policies approved since the ODP was enacted in 2006 to identify areas that should be updated to ensure EFL, as originally envisioned, continues to advance city objectives around liveability and sustainability.

It must be acknowledged, however, that roughly 2/3rds of the site area is already rezoned. The previous rezonings were secured based on policies in place at the time (2007-2009). In some cases, new policy may be inconsistent with previous approvals or may cause new financial obligations. Likewise, it is also important to recognize that Area 3 is not yet rezoned and that all applicable city policies in place at the time of rezoning (whether included in the ODP or not) will be used to evaluate the rezoning application(s). Striking a balance between advancing the ODP requirements, without inadvertently impacting the previous approvals, and recognizing that Area 3 rezoning application will be measured against the ODP and a body of city policy, the following recommendations to update the ODP are proposed:

- *City of Reconciliation* – Revisions are proposed to update the pre-amble to reflect the historic and continued Indigenous use of lands along the Fraser River. Enhanced requirements for engagement with the local Nations are also included, particularly for the future design of parks and civic buildings within the EFL plan area.
- *Housing policies (Housing Vancouver Strategy (2018-2027) and Family Room: Housing Mix Policy for Rezoning Projects)* – Many of the housing requirements have already been secured through previous rezonings, or are outlined in policy that would apply on future rezonings. Some adjustments are proposed to update the family housing requirement to reflect the housing mix policy of 35% family units with a minimum of 10% 3-bedrooms units. This measure will apply to undeveloped parcels within Areas 1 and 2.

The ODP will also be amended to introduce a target for 10% secured market rental housing in all future rezonings consistent with *Housing Vancouver* and the *Rezoning Policy for Sustainable Large Developments*. This is included as a target, as ongoing minor rezonings are anticipated given the long build out of the plan. In some circumstances it may not be practical to require a fixed target for secured rental housing. For example, in 2018, a rezoning to add affordable housing was approved in which case a rental housing requirement would not have been practical. As such, some flexibility to evaluate future proposals is required. Given the significant changes proposed as part of

the EFL 10-year Review, a minimum floor area of 10% is required as secured market rental housing across both Areas 1 and 3 as set out in Section 6, Development Phasing.

It is also important to acknowledge that Wesgroup Properties has exceeded minimum requirements for both family housing unit mix and rental housing in previously rezoned areas.

- *Sustainability policies (Climate Change Adaptation Strategy, Zero Emissions Building Plan, Climate Emergency Action Plan, Renewable City Strategy, Biodiversity Strategy, etc)* – The EFL ODP was approved in 2006 prior to the establishment of many of our current sustainability policies. However, EFL was designed to be a sustainable new community incorporating many of the policy objectives set out in the Southeast False Creek Official Development Plan, which was approved in 2004 (two years prior to the EFL ODP). All buildings in EFL are required to connect to a District Energy system, which has a goal of becoming a low carbon by connecting to Metro’s Waste-to-Energy facility located in Burnaby. A review of Section 5, Sustainability Strategies, has resulted in revisions to the green buildings, energy, rain water management, sea level rise and flood management, and universal design sections, as well as a number of new additions including public bike share, urban agriculture/food harvesting and food assets, and groundwater management.
- *General clean-up based on detailed design through plan implementation* – In addition to the ODP updates to align with new city policy, the proposed update also includes general clean-up to revise and/or remove outdated concepts. Two examples of these clean-up items include removal of the terms that are no longer relevant, including “mews” used to describe minor streets that are no longer included in the plan and the watercourse in Kinross park corridor (north and middle) where it has been determined that such a feature is not technically feasible given challenges with grading and crossing the rail corridor.

2. EFL Master Plan Review and Update

The EFL 10-year Review was initiated with an objective of exploring additional opportunities for housing within Area 3, the eastern neighbourhood, which is the last phase of development in EFL. Area 3 has not yet been rezoned, as build out of Area 1 and 2 is ongoing.

Through the review process, staff worked with Wesgroup Properties and their consultant team comprised of Dialog Architects, public space consultant team Gehl Architecture and transportation team BUNT and associates to re-vision Area 3. Through the work on Area 3, undeveloped sites within Area 1 were also identified for potential increases in density.

EFL Concept Plan Development

The EFL ODP has 17 Urban Design Principles that were used to guide development of the original master plan. These principles were used, as a starting point, for considering changes to Area 3. In particular, the plan adjustments respected principles around the three distinct neighbourhoods defined by park corridors, continuous foreshore park, mix of uses, increasing intensity to the central neighbourhood, and hierarchy of movement.

In Area 3, the EFL ODP currently supports:

- approximately 194 471 sq. m (2.1 million sq. ft.) of primarily residential development
- a mix of town-houses and low-rise apartments, with mid-rise buildings stepping up to 12-storeys framing the Avalon park corridor
- taller buildings are located more centrally, toward the High Street, which is the highest intensity area of the plan
- new parks are required along the Fraser River and the Avalon park corridor south of the rail corridor
- a school site is required
- 25.1% of the residential floor area is required for affordable housing (defined as social housing)
- a network of pedestrian, cyclist and vehicular connections are expected, and
- light-industrial and/or live-work is anticipated along Boundary Road across from employment land use in Burnaby.

Preliminary Concepts

Two site concepts for Area 3 were developed by the architect team for consultation with the community. One concept focused on an enhanced waterfront park with a minor Avalon park corridor. This concept also proposed a “paseo” diagonal from the High Street to the waterfront. The paseo was envisioned to be a special pedestrian-focused retail street. The second concept, focused most of the required park within Avalon park corridor and had a secondary pedestrian spine parallel to the rail corridor, but set back from the waterfront.

In January 2018, the two concepts were shared with the public, Urban Design Panel and were evaluated by technical city staff. The feedback collected in this phase of consultation and evaluation led to two adjustments to the plan. First, the area of change was expanded to include more sites in Area 1 for additional density to ensure it continues to be the area of highest intensity in the plan, consistent with the urban design principles. Secondly, the feedback was used to generate a revised concept for Area 3 incorporating the preferred elements from the two previous concepts.

Preferred Concept

The preferred concept for Area 3 builds on key public spaces in the EFL plan specifically the foreshore park running the entire Fraser River shoreline and the High Street and waterfront plaza. The concept retains the Avalon park corridor, as originally envisioned to provide a green finger reaching back from the waterfront to the upland community. A pedestrian focused mixed-

use street or paseo (shown in red) was incorporated to connect diagonally from the High Street (shown in yellow) to the waterfront, creating a second pedestrian-retail environment. The concept also includes a network of public streets and connections which prioritize pedestrian and cyclist movement over vehicular access.

Figure 4. EFL Preferred Concept - Public Space Network



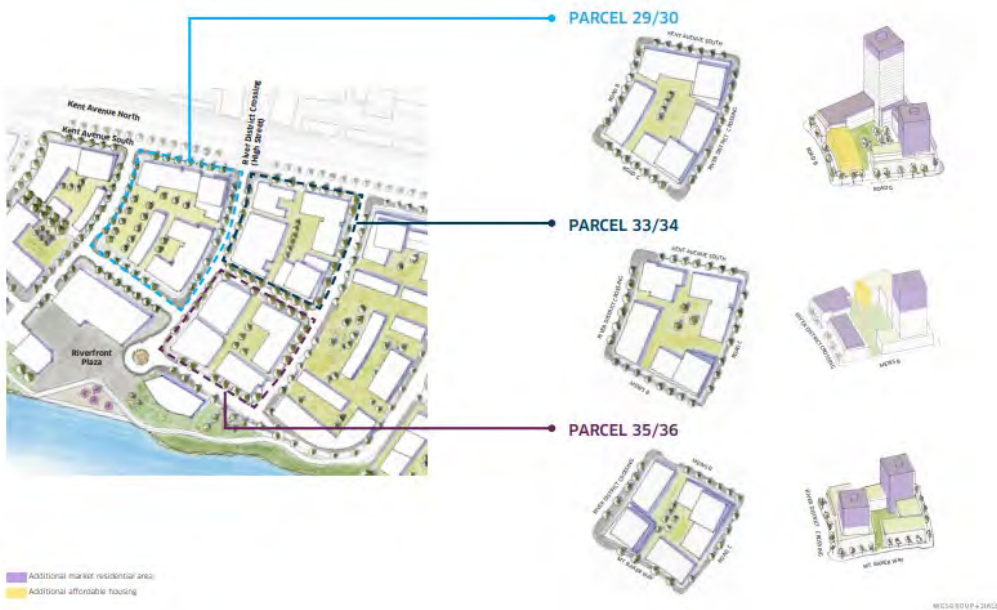
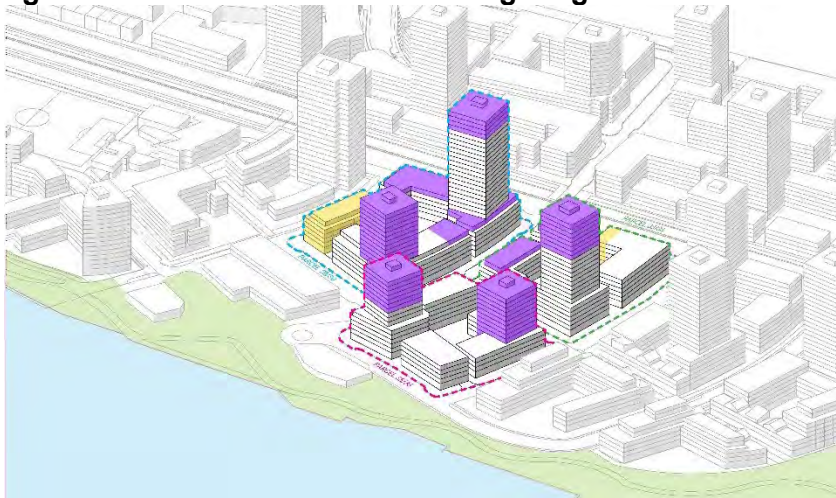
The preferred concept expands the amount of residential floor area in Area 3 from 194 471 sq. m to 296 780 sq. m (2.1 million sq.ft. to 3.2 million sq.ft.). Buildings are organized to frame Avalon park corridor and new north-south streets. Lower buildings (4-6 storeys) are primarily located on minor east-west streets to optimize solar performance in courtyards. Buildings step down in height toward the Fraser River, as originally intended in the plan. Location of taller buildings has been analysed to reduce shadowing on the parks. A variety of building types are desired including townhouses, low- and mid-rise apartments, and tower forms up to 25 storeys, compared to 12-storey maximum in the approved ODP. Affordable housing and rental housing sites are identified throughout the site. Light industrial and/or live-work uses are anticipated along the Boundary Road frontage as is a future neighbourhood energy facility.

Figure 5. Preferred Concept Plan for Area 1 and Area 3

In Area 1, to ensure that it remains the focal point of the community marked by the tallest buildings and to optimize development on remaining undeveloped sites, additional density has been added to previously approved development parcels.

There are three parcels with proposed additional building heights:

- Parcel 35/36 increases from 9 to 16 storeys
- Parcel 33/34 increases from 14 to 22 storeys, and
- Parcel 29/30 increases from 24 to 28 storeys with a second 18-storey tower added.

Figure 6. Area 1 - Additional Building Heights**Figure 7. Area 1 – Additional Building Heights Axonometric View**

Along with these changes, additional affordable housing floor area is required to ensure that 20% of the units are for social housing as required by the ODP. In total, 39 246 sq. m (422,442 sq.ft.) of floor area is added to Area 1, with 5 110 sq. m (55,000 sq.ft.) allocated to affordable/social housing (shown in yellow above). A minimum of 9 290 sq. m (100,000 sq.ft.) is required to be secured market rental housing.

Area 3 density is increased by 104 358 sq. m (1,123,303 sq.ft.), of which 27 870 sq. m (300,000 sq.ft.) is secured market rental housing and 20 462 sq. m (220,250 sq.ft.) is affordable/social

housing. Figure 17, of the ODP, identifies the proposed rental and affordable housing parcels, which will be confirmed when Area 3 is rezoned.

Table 1. Summary of Additional Floor Area in Areas 1 and 3

Housing Tenure	Area 1		Area 3		Total Additional Floor Area	
	sq. m	sq.ft.	sq. m	sq.ft.	sq. m	sq.ft.
Affordable/Social Housing	5 110	55,000	20 462	220,250	25 572	275, 250
Secured Market Rental Housing	9 290	100,000	27 870	300,000	37 160	400,000
Market Housing	24 846	267,422	53 976	581,000	78 822	848,422
Other added Uses	-	-	2 050	22,053	2 050	22,053
TOTALS	39 246	422,442	104 358	1,123,303	143 604	1,545,745

**Other additional uses in Area 3 include new retail and neighbourhood energy centre*

Figure 8. Proposed Housing Tenure in Area 3



Figure 9 below is a side-by-side comparison of the original ODP massing and the proposed changes within Areas 1 and 3. It shows the changes in building heights and increased park space along the shoreline and Avalon park corridor.

Figure 9. EFL plan changes – approved ODP (top) and proposed changes (bottom)



EFL ODP Approved Plan – illustrating Area 1 waterfront and Area 3



EFL ODP Proposed Changes – illustrating Area 1 waterfront and Area 3

Expanded Package of Public Amenities

The EFL ODP currently contains a robust package of public amenities. As part of the master plan review and update, additional amenities are sought. These changes are intended to augment the approved amenity package, reflect actual and anticipated investment in transportation items, and support additional density.

The additional amenities include:

- + 20 childcare spaces added to the 49-space childcare centre that was shifted from Parcel 19 to the community centre site previously. This increase is intended to increase operational efficiencies and support additional density. The facility will be co-located with

the community centre, or shifted to Area 3 to better serve the neighbourhood and address cash flow challenges,

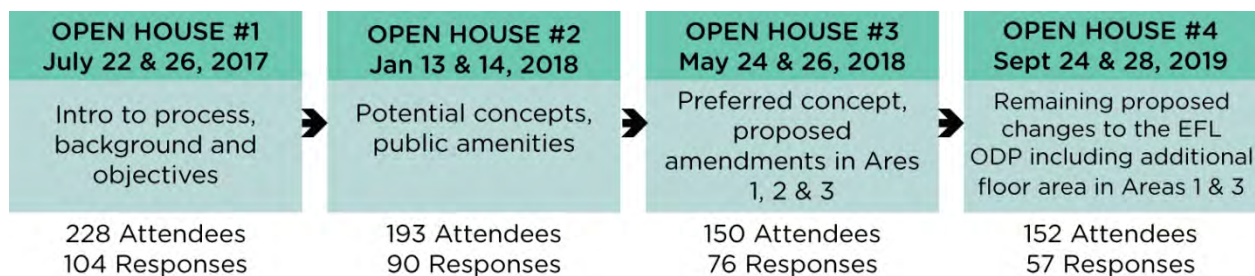
- + 2 acres of park space including a wider riverfront park in Area 3 to ensure 30 m setback from the natural boundary,
- park field house in Avalon park north to support the artificial turf field users,
- approx. 25 571 sq. m (275,250 sq. ft.) of additional affordable/social housing (~350 units, subject to unit size and make-up) to be delivered through partnerships with senior Government,
- transportation improvements including upland connections to Champlain Heights, Marine Way improvements for sidewalks, cycling tracks and intersection upgrades, transit supportive measures, and additional investment in the waterfront walkway, and
- a library and firehall station are also proposed to be added to the EFL ODP amenities, however, would require a broader funding strategy to support delivery of both as part of city-wide long-term financial planning

Expanding the shoreline park in Area 3 to create additional space for future flood infrastructure, and improving the efficiency of the childcare facility by providing additional spaces, are thought to be considerable improvements in the plan. The affordable housing units are unfunded, as is the other social housing floor area in Area 3, and delivery will continue to rely on Senior levels of government and other partnerships.

Public Engagement

The proposed changes to the EFL ODP are the result of several years of collaboration between city staff, Wesgroup Properties and their consultant team, and residents of the East Fraser Lands (River District) and the broader Victoria-Fraserview and Killarney communities, as well as other stakeholders. A consultation summary is included as Appendix G. The planning process included four sets of public open houses at key stages:

Figure 10. Public Engagement Events and Attendance



The notification boundary, used to inform the community of upcoming events includes over 5,000 households. In addition to postcards, notices were also sent to the project email distribution list.

At the launch open houses, we asked how the new neighbourhood in EFL was taking shape, residents identified access to public transit and availability of parking as issues in need of

improvement, and highlighted the importance of amenity delivery with the priority on parks, community centre and schools. A number of respondents identified the riverfront path as something they like about the western neighbourhood (Area 2), along with the building scale, accessibility to the river, parks/open space, and the planned community facilities and programmed events.

At the second round of open houses, two conceptual site plans for Area 3 were presented, along with a new concept for a waterfront plaza and community centre. The majority of residents were in favour of the proposed stand-alone community centre and waterfront plaza, with the community centre identified as the highest priority new amenity.

The City's Urban Design Panel (UDP) evaluated the project in January 2018, and provided feedback on two conceptual site plans for Area 3 and the concept for the riverfront plaza, in a non-voting session. The feedback from UDP and the public, along with a technical analysis by city staff, was used to create a preferred concept with expanded scope to explore changes in Area 1. The preferred concept incorporated the public space approach of the paseo and finer grain block dimensions from Concept A, with the expanded waterfront park from Concept B.

At the third round of open houses, changes to Area 1 to allow for a stand-alone community centre site were proposed. Some respondents expressed concern about the changes in height to allow for density redistribution. Delivery of the community centre was noted as a priority amenity for community members. In response to questions about the preferred concept for Area 3, there is strong support for the amenity package (82%), the proposed mix of land uses including the paseo (67%), and the mobility network (78%) as proposed. While there is support for the range of building types and heights (46%), there was limited support for the increase in density with the highest category of response being 'I don't like it' (47%).

The fourth and final round of open houses were held in September 2019. The materials presented were refinements to the Area 3 concept and an update on the Council approval of the Community Centre changes. The feedback gathered was generally consistent with the previous feedback. There continues to be strong support for the proposed amenities (67%) particularly the park and open space plan (93%), mobility network (74%) and mix of land uses (70%). At these events support for building types (52%) and density (57%) were slightly higher than the third round.

Throughout the events, the strongest feedback received was related to the need for improved transit and delivery of planned amenities (in order of priority - community centre, parks and childcare) to serve the growing community. Respondents requested faster delivery of amenities and firm commitments on timing. These concerns are heard regularly as build-out of the new community progresses. These concerns are further addressed in Part 2 of this report.

Master Plan Amendments

The changes resulting from revisioning of Area 3 and increase in density within Area 1 require amendments to the EFL ODP By-Law. The following is a summary of the proposed changes to the plan, which are in addition to the updates outlined in section 1 above:

Section 1. Definitions

- inclusion of definition of paseo which is a key public space, connecting the high street to the Avalon park corridor at the river front;

Section 2. Urban Design Principles

- replace 'neighbourhood green' in favour of consolidating park space on the waterfront and within the Avalon park corridor;
- 'neighbourhood green' principle is replaced with a new 'public spaces' principle which includes reference to the paseo;

Section 3. Land Use

- increases to the maximum floor area/ to include 143 604 sq. m (1,545,745 sq.ft.) additional floor area within Areas 1 and 3;
- include target for future rezonings (including Area 1 additional density and Area 3) to provide a minimum of 10% of the residential floor area for secured market rental housing;
- updates to the community amenity requirements to reflect change from 49-space to 69-space childcare facility shifted to Area 3;
- increase of park by 2.0-acres within Area 3;
- *include library and firehall as permitted uses, with delivery subject to available funding;*

Section 4. Development Patterns and Principles

- increases in maximum building heights in the central and eastern neighbourhoods to reflect updated site plan;
- adjustments to reflect updated street network, including pedestrian and cyclist movements;
- updates to reflect the updated park concepts including the waterfront plaza in Area 1 and the increased foreshore park and Avalon park in Area 3;
- adjust tower floorplate requirements;

Section 6. Development Phasing

- Area 1 - changes to increase residential floor area, secure a minimum 9 290 sq. m (100,000 sq.ft.) for secured market rental housing, and adjustments to the required amenities;
- Area 3 - changes to increase floor area, secure a minimum 27 870 sq. m (300,000 sq. ft.) of secured market rental housing, and adjustments to affordable/social housing and amenity requirements;

Section 7. Figures

- replace of the base plan throughout to illustrate the new street network and park configuration for Area 3 and the previously approved changes to the central waterfront area;
- amendments to Figures 4, 5, 6, 8, 9 and 17 to reflect adjustments to the master plan; and
- removal of Figure 19 'Community Centre and Waterfront Plaza' which is no longer required as the base plan is updated throughout.

3. EFL CD-1 By-law Consequential Amendment

Included in the EFL 10-year Review package is an amendment to CD-1 (567) Area 1 Waterfront Precinct. Consequential to the proposed EFL ODP amendments to increase density in Area 1, an adjustment to the maximum building height on Parcel 29/30 will be needed. In recognition that the EFL 10-year Review process is complex and has taken multiple years to conclude, Wesgroup Properties has requested that CD-1 (567) be amended at this time to allow for development of the Parcel 29/30 to proceed in a phased way.

The amendment would increase the permitted building height from 24- to 28-storeys, with no net increase in permitted floor area within the CD-1 By-law. Staff support this request, which will enable Parcel 29/30 to move forward to avoid significant delays in the sequence of parcels. Parcel 29/30 is the first parcel on the high street south of the tracks. The proposed amendment to the CD-1 By-law is included as Appendix B. Also attached, as Appendix C, are replacement pages of the Design Guidelines for Parcel 29/30 to illustrate the change in maximum building height and floorplate (included in the proposed ODP amendments).

PART 1 – Conclusion

As a result of the EFL ODP 10-year Review staff are recommending a number of changes to the EFL plans including:

1. Council consideration of Recommendation A includes a bundle of proposed changes to the EFL ODP to enable the following:
 - *Alignment of the EFL ODP with current City policy* – amendments to update ODP language and requirements to reflect city policy approved since 2006, where appropriate.
 - *Area 1 Additional Housing* – adjustments to building height and density to add:
 - 5 110 sq. m (55,000 sq. ft.) of affordable/social housing floor area,
 - 9 290 sq. m (100,000 sq. ft.) of secured market rental housing floor area, and
 - 24 846 sq. m (267, 442 sq. ft.) of market housing floor area.
 - *Area 3 Redesign* – the proposed changes to Area 3 to add:
 - 20 462 sq. m (220,250 sq. ft.) of affordable/social housing floor area,
 - 27 870 sq. m (300,000 sq. ft.) of secured market rental housing floor area,
 - 53 976 sq. m (581,000 sq. ft.) of market housing floor area,
 - 2 050 (22,053 sq. ft.) of additional retail uses and a district energy centre,
 - revised street network and new pedestrian-oriented paseo, and
 - 0.81 ha (2 acres) of additional public park.
 - *Increased Amenity Package* – In addition to the items above, the EFL ODP package includes increases to the amenity package for +20 childcare spaces,

increases to the amenity package to reflect the anticipated expenditures on DCL-eligible transportation items, a field house in Avalon park and identification of sites for a library and firehall, which are subject to funding availability.

2. Subject to Approval of Recommendation A, Recommendation B is a consequential amendment to CD-1 (567) Waterfront Precinct to allow phased development of the northern portion of parcel 29/30 by increasing the maximum allowable height from 24 to 28 storeys.

Should Council decide not to approve Recommendation A, then the existing EFL ODP would remain as it is, and Area 1 and 2 could continue to be developed as currently envisioned. Area 3, which requires rezoning, would be considered within the context of the approved 2006 ODP.

PART 2 – EFL Public Amenities: Financial Plan and Strategy Update

This section provides an update on the 2010 *Public Amenity Financial Plan and Strategy* for public benefits including childcare as Council requested in July 2020, an update on the funding challenges, and a proposed framework for moving forward.

The framework relies on DCLs generated city-wide to fund delivery of parks, childcare, affordable housing and transportation items. Given Wesgroup Properties' strong desire of delivering certain infrastructure and amenities in-kind to align with the development timeline in EFL, this section discusses an alternative approach to secure in-kind delivery of the community centre and required drainage works, by removing EFL from the Utilities DCL boundary. This would enable delivery of the community centre by the developer, Wesgroup Properties, with a defined timeframe.

As highlighted in Part 1, the EFL ODP currently includes a robust package of public amenities to support growth, including:

- 10.2 hectares (25.2 acres) of parks and public open space,
- A 2,790 sq. m. (30,000 sq. ft.) community centre,
- four childcare facilities with spaces for 256 children,
- 140 after-school-care spaces,
- two school sites, and
- sites to accommodate 20% of the units for affordable housing.

Note: construction of the schools is the responsibility of the Provincial government.

The previous section of this report outlines desired additions to the existing amenity package.

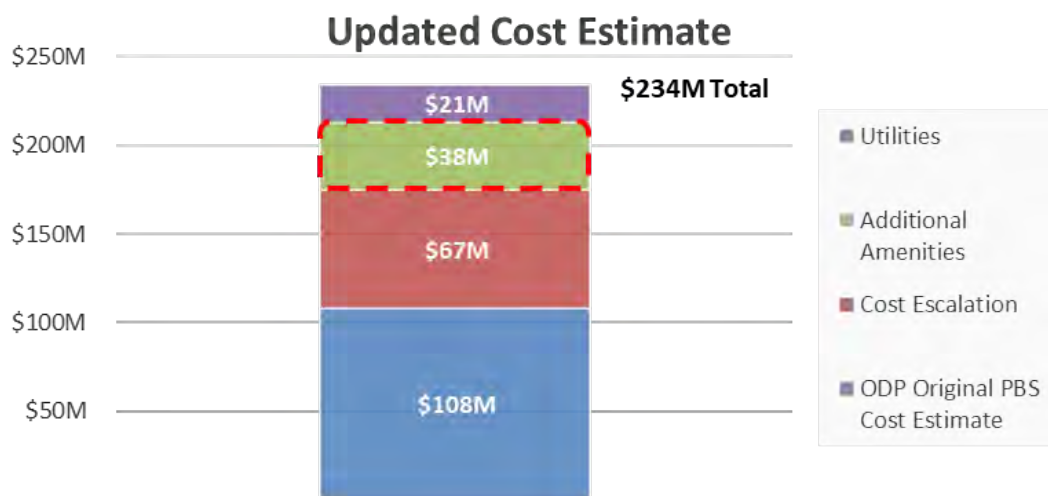
As outlined in the *EFL Public Amenities: Financial Plan and Strategy*, the City has committed to reinvest an amount equivalent to all DCLs and CACs generated in EFL, and on undeveloped properties in West Fraser Lands (WFL), toward the delivery of these amenities.

It is the City's responsibility to deliver the amenities including construction of new parks, childcare facilities and community centre. The City has options-to-purchase the affordable housing sites, as set out in the 2010 *EFL Public Amenities: Financial Plan and Strategy*. The

City requires additional contributions and financing from senior government and housing partners to construct the buildings and achieve the affordability required by the ODP. An objective of the EFL 10-year Review was to improve delivery of the amenities by working with the Developer to take on delivery of key items.

The updated cost estimate for the ODP package, including the desired additions, is \$234M, as illustrated below.

Figure 11. EFL Amenities updated cost estimate



1. Status of Amenity Delivery

As of May 15, 2019, the City has collected roughly \$38M (\$5.4M of CACs and \$33M of DCLs) of the \$195M (updated in 2020) required to deliver the current ODP package of amenities and utilities items. To date, the City has spent \$24.5M toward delivery of public benefits with the majority allocated to the acquisition of the affordable housing sites. The following is status update on amenity delivery:

- Housing Delivery* - Vancouver Affordable Housing Agency (VAHA) is facilitating development of the affordable housing parcels in EFL in partnership with senior governments and non-profit housing providers. Approximately 600 units are currently under construction, the first project achieved occupancy permit in late 2020. Construction of the next project including 337 units will commence in early 2021. Approximately \$22M has been invested to purchase housing sites to date.
- Childcare Delivery* - A 69-space childcare facility is planned to be located at 3010 E Kent Ave South in West Fraser Lands (WFL). Partial funding has been tentatively secured through a partnership with the Provincial Government based on a Memorandum of Understanding (MOU) signed between the Province and the City in 2019. Detailed project planning is expected to begin in Q1 2021 with target occupancy of Q4 2023.

- *Park Delivery* - Neighbourhood Park North, constructed by Wesgroup Properties, was the first park to be delivered in EFL. It was opened in 2012. In 2017, the Park Board completed the design of five parks in Area 2 amounting to a total of 3.2 hectares (7.8 acres). The designs were approved by the Park Board on November 20, 2017. Construction of the first of these parks, Neighbourhood Park South, was completed in August 2019.

Changes to the Area 2 park design to accommodate flood mitigation measures (including densification and land raising) to better address sea level rise are now completed. Provincial approvals are required before construction of the waterfront parks can commence. Approximately \$2.5M has been spent to date on park design and development. An additional \$16M is contemplated within the 2019 -2022 Capital Plan for EFL parks.

- *Community Centre* - The community centre is a key piece of the central waterfront. The community centre was originally contemplated to be delivered at the mid-point of development ~2025 when there is enough population to support operation of the facility.

As part of the EFL 10-year Review, staff have been exploring ways to achieve in-kind delivery of the community centre on a defined timeline while aiming to balance operational concerns related to sufficient number of users to support programming and staffing / building operating costs with sustainability objectives around creating a complete community and reducing vehicle dependence. The targeted timeline of opening 2027 is anticipated to align with the build out of Area 1 and Area 2. More information is provided in the following sections.

- *Public Art* – In EFL, the Developer provides funding to support public art to be delivered in public spaces on the site, coordinated by the City and guided by the public art master plan. City staff will work with the Developer to begin work on implementation in 2021. By March 2020, approximately \$3.5M has been collected from development.
- *EFL ODP 10-year Review: proposed additional amenities* - In addition to the package of amenities required in the 2006 EFL ODP, a number of increases to the package are proposed as part of the EFL 10-year Review. These changes are intended to augment the approved amenity package, support additional population and reflect anticipated transportation expenditures. These additions to the EFL ODP amenities are anticipated to cost approximately \$38M, excluding utilities items. This figure does not include construction of the affordable housing units, library or firehall station.

2. Challenges with Amenity Delivery

As the community builds out, new residents continually request updates on delivery timelines for parks, childcare spaces, and the community centre, which is identified as a top priority. While progress has been made toward the delivery of the public amenity package in EFL, a number of challenges have emerged including increasing costs, lower development revenues than

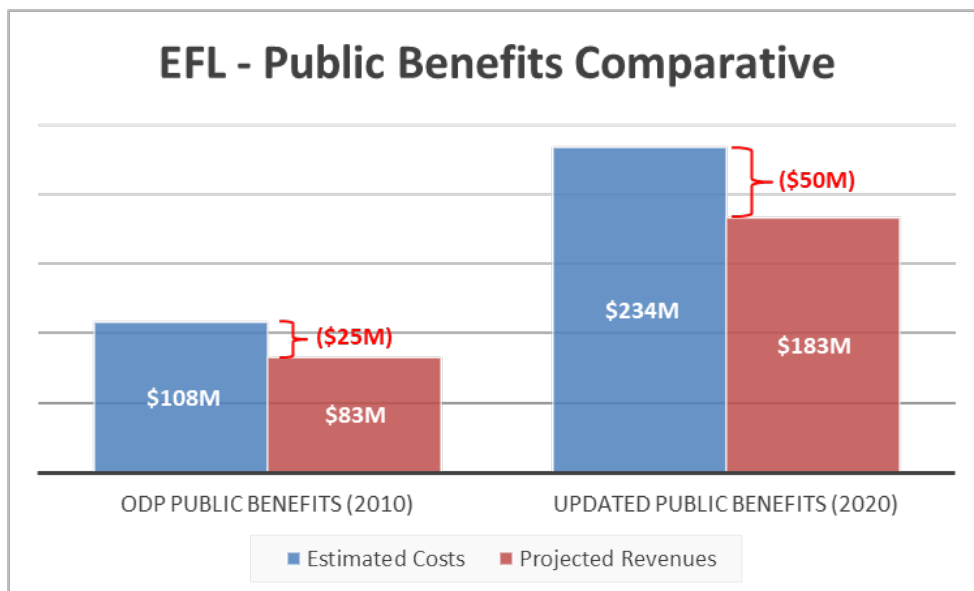
anticipated, and competing priorities within EFL and city-wide. There are several funding challenges, discussed below.

Amenity Funding Shortfall

The *EFL Public Amenities: Financial Plan and Strategy* completed in 2010, estimated the public amenity package to cost \$108M, and that over the life of the project \$83M of revenues would be collected to pay for the amenities. In 2010, the project had a projected shortfall of \$25M. An updated analysis of the estimated costs and revenues was completed in 2020.

Currently, the projected shortfall of the public benefits package is approx. \$50M, as illustrated in the table below. This estimated funding gap includes the original ODP amenity package plus the additional amenity items and anticipated expenditures proposed above, compared to all projected revenues (DCLs, UDCLs, and CACs).

Figure 12. EFL Amenities cost and revenue projections 2010 compared to 2020



There are a number of factors contributing to the increased funding shortfall, including but not limited to:

Increased Public Benefits Costs (+\$126M):

- approximately 60% increase in the estimated costs of delivering the EFL ODP amenity package due to construction cost escalation and increasing standards since 2010 (approx. \$67M)
- additional amenity and infrastructure costs due to items added to the EFL ODP amenity package through the 10-year Review (approx. \$38M excluding utilities), and
- addition of drainage utilities items within the EFL boundary which are required to primarily address significant drainage flowing downstream from upland areas (\$21M)

Development Contributions (+\$100M):

- additional DCLs and CACs anticipated from new density in Areas 1 & 3
- city-wide DCL rate adjustments over time
- introduction of new city-wide UDCL
- lower projected DCL due to the conversion of strata to rental that qualifies for DCL waiver (approx. \$7M), and
- lower projected CAC resulting from conversion of market sites within West Fraser Lands to affordable housing sites, and several sites remain undeveloped (approx. \$7M).

Introduction of the Utilities DCL

A new city-wide Utilities DCL was approved by Council on July 11, 2018 to address the need for upgraded water, sewer, and drainage infrastructure to support the city's growth, climate adaptation, and water quality needs. The UDCL applies to new developments on a square foot basis and is in addition to the city-wide DCL. New UDCL rates became effective on September 30, 2018 with a phase-in approach for east side high-density residential to September 30, 2020.

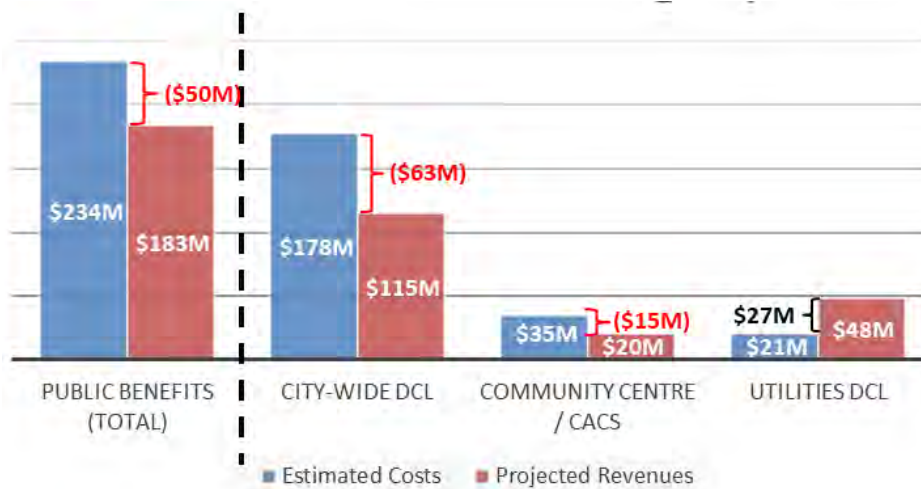
As EFL builds out, approximately \$48M UDCLs will be generated from undeveloped sites owned by Wesgroup Properties in Areas 1, 2 and 3, privately-owned sites (Areas 4 and 5), and three City-owned sites on Kerr Street. Of the \$48M in UDCLs, approximately \$45M would be paid by Wesgroup Properties. As the master developer, they are also responsible for on- and off-site infrastructure, as outlined in the *EFL Public Amenity: Financial Plan and Strategy*.

Of the \$48M collected from within EFL, approximately \$21M is anticipated to be invested in on-site drainage works required for upland drainage.

When the UDCL was brought forward by staff in 2018, Wesgroup Properties expressed concern about the additional project cost when EFL drains primarily eastward, and the impact on potential CACs to deliver amenities. Prior to the introduction of the UDCL, the estimated CACs for the plan (including additional density in Area 3) was sufficient to deliver the community centre. Introduction of the UDCL in mid-2018 effectively diverted a portion of the localized CACs to city-wide utilities work, putting further financial pressure to the delivery of public amenity package in EFL.

Amenity Funding Gap

Excluding the UDCL revenues, there is expected to be a shortfall of \$63M of DCLs to pay for parks, childcare and affordable housing. This shortfall can be addressed through reprioritizing city-wide DCLs from other parts of the city to EFL, should Council desire. The key challenge is timing of amenity delivery in EFL and acknowledgement that DCLs generated across the city are also needed for other priority amenities outside of EFL.

Figure 13. EFL Amenity costs vs revenues for EFL Development

Limited CACs generated within EFL

In addition to the DCL shortfall, there is additional funding challenge for the community centre, which is not DCL eligible. The community centre is anticipated to cost \$35M, paid for by CACs generated by EFL and the WFL sites. Currently only \$9.4M of the anticipated \$20M has been secured through rezoning, of which \$5.4M has been collected including accrued interest. Including all anticipated CACs, including those generated by the additional density proposed as part of the EFL 10-year Review, there is an anticipated funding shortfall of at least \$15M for the community centre.

It is important to note that DCLs can not be used to fund either the library or firehall, which are desired additions to the EFL amenity package. The Vancouver Charter determines which amenities are DCL eligible. Both items are proposed to be included in the updated EFL ODP to secure the opportunity, but would require a broader funding strategy to support delivery of both as part of citywide long-term financial planning.

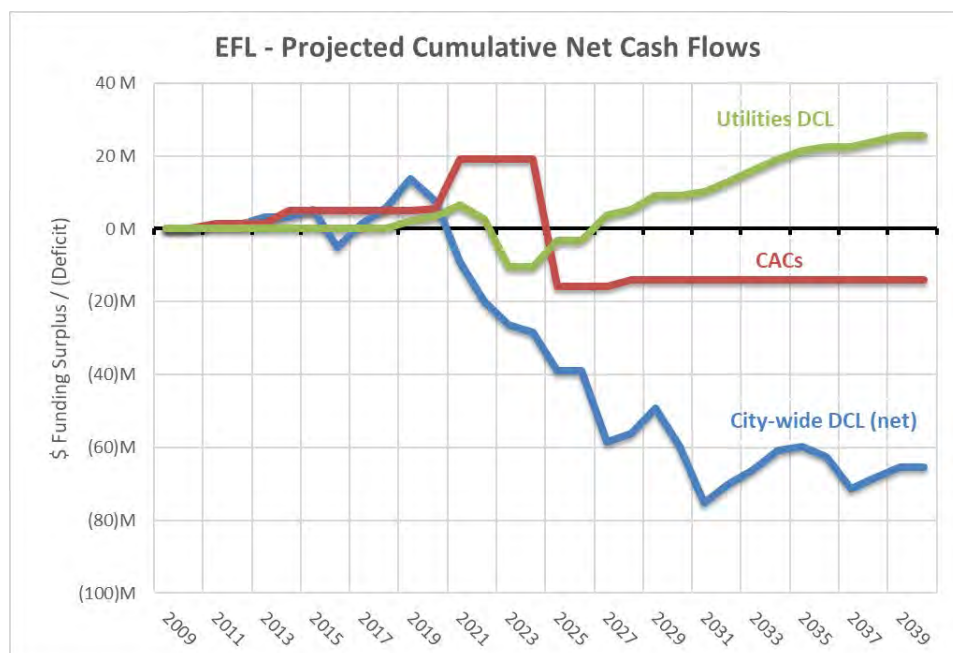
DCL Allocations

In addition to the overall DCL shortfall of approximately \$63M, the percent allocation for DCL-eligible amenities is disproportionate compared to on-site needs which is an ongoing challenge in EFL. For example, the allocation of DCLs to childcare city-wide is 13%, while the need in EFL for childcare DCL dollars is 37% of the total amount of DCLs generated by the project. In effect, this means that childcare projects are in competition for city-wide DCL funding and are prioritized according to needs across all neighbourhoods. This has resulted in the delay of childcare delivery within the plan area as demand across the city is high. Recent Provincial childcare contributions of \$3M are expected to partially fund construction of the first childcare centre in the area (total cost \$10.5M) for which detailed planning is underway. Park delivery is similarly challenged. Parks are allocated 18% of DCLs, but the need in EFL is 37%. In this case, approximately \$35M is required from DCLs collected city-wide. The DCLs allocated to affordable housing and transportation items are fairly well matched in EFL.

Cash Flow

In addition to the mismatch of DCL allocations and an increasing overall funding shortfall, there is also a cash-flow issue in EFL. The most expensive amenity items, the community centre and three childcare centres, are physically located in the first two phases of the project. The City is obligated to purchase affordable housing sites triggered by adjacent market sites, which required early investment of approximately \$22M in the first years of the project. Parks and transportation items, which can be delivered incrementally, are more equitably spread throughout the project. The required capital for the housing sites, childcare centres and community centre result in a negative balance from the early stages of the project, through to full build out, as illustrated on the graph below.

Figure 14. Projected Cash Flow – DCL Amenities, Non-DCL Amenities and UDCL items



3. Funding Impacts from Proposed EFL ODP Amendments

Through the redesign of Area 3 and proposed changes in Area 1, additional residential floor area is proposed. The additional density will help to optimize housing delivery in EFL, including additional affordable housing, rental housing and market housing. The additional density will generate revenues in the form of DCLs and CACs to help pay for required amenities.

A preliminary assessment of the potential CAC in Areas 1 and 3 was completed in 2019 by a third-party consultant. Based on market conditions at the time, the CAC for Area 1 was estimated at \$14M. As Area 1 has rezoning entitlements in place, the additional residential floor area has limited additional servicing costs. In Area 3, the additional density was estimated to generate a CAC of approximately \$9M. The additional density requires rezoning and will be

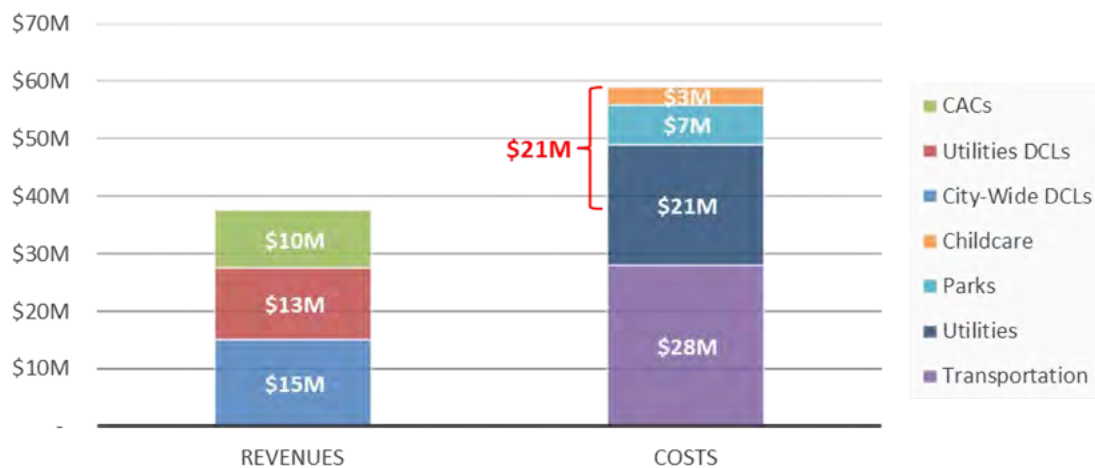
subject to Council approval. The financial analysis includes conservative CAC estimates, recognizing these are future negotiations and overly optimistic revenue projects are problematic for amenity planning purposes.

In addition, the changes to Areas 1 and 3 also generate a need for additional amenities as described in Part 1. The incremental cost of the additional amenities and anticipated transportation expenditures is \$38M excluding utilities works, thereby increasing the cost of the amenity package to \$234M.

The 20% affordable housing unit requirement applies to any additional residential floor area. All additional affordable housing floor area, proposed as part of the EFL 10-year Review that is secured beyond the original ODP requirements, including 5 110 sq. m (55,000 sq. ft.) in Area 1 and 20 462 sq. m (220,250 sq. ft.) in Area 3, will be provided at no cost to the City. This recognizes that additional affordable housing floor area has been added to sites the City has already agreed to purchase at a fixed price, as outlined in the *EFL Public Amenities: Financial Plan and Strategy*. The purchase price for Area 3 will be determined based on the current ODP requirement of 48 812 sq. m (525,408 sq. ft.). Partnerships with Senior levels of government are required to fund the construction of and deliver the housing units, as is currently the case.

The additional density added to Areas 1 and 3 is anticipated to generate approx. \$38M in additional developer contributions. The additional revenues are not enough to offset the proposed increase in the amenity package, which is desired to support the additional residential population and account for anticipated expenditures on transportation items and drainage utility works, as illustrated below.

Figure 15. Impacts of additional density (DCLs and CACs) and increased amenity package



4. Options to Address Funding Challenges

The City remains committed to delivery of the amenities in EFL. Through the EFL 10-year Review, upwards of 40 options to improve amenity delivery were considered, including options to increase revenues (DCLs and CACs) and options to decrease costs.

The *EFL Public Amenities: Financial Plan and Strategy* identified five staff recommendations to mitigate long-term financial challenges associated with the amenity delivery, as listed below. Staff have also explored additional approaches, which are listed below with further description in Appendix D (section 4):

- 1) allocation of tax-supported capital funding
- 2) application of an area specific DCL on top of the city-wide DCL, with rates and implementation timeline to be approved by Council
- 3) potential adjustments to the timing and package of amenities, with consideration of priorities in consultation with interested parties, including local residents and the EFL Committee
- 4) cost savings opportunities through alternative built form and value engineering for parks, childcare and community centre
- 5) allocation of city-wide DCLs from outside the ODP area

In addition to the above options, staff explored options to secure funding for construction of the community centre because it is not DCL-eligible. These options included:

- 6) identify partnerships for the community centre delivery and/or operation
- 7) application of a Local Area Improvement tax
- 8) allocation of CACs from outside the EFL ODP area

From this analysis staff identified two standard tools available today to address amenity delivery and the funding gap: 1) opportunities to reduce amenity costs through value engineering at the detailed design stage; and 2) allocate city-wide DCLs generated outside of EFL.

Based on these approaches, and in response to Council's request to expedite childcare delivery in EFL, it has been determined that allocation of DCLs through the capital planning process is the best way to fund the shortfall for parks, childcare, housing and transportation amenities. This recognizes that approximately \$63M needs to come from outside the community and that the cash flow of development contributions does not match desired expenditures. The Capital Plan process takes into consideration needs across all Vancouver neighbourhoods.

Following this analysis, there remains an unresolved challenge with the delivery of the community centre. The community centre, library and firehall are not DCL-eligible items and therefore they rely primarily on CACs. There is insufficient CAC anticipated through development to cover the anticipated cost of the community centre of \$35M, excluding the childcare centre on the top floor. Given our current regulatory framework, there are two options to address the community centre shortfall:

- 1) Allocate CACs from other communities. In this scenario, the City would retain responsibility for constructing the community centre and the risk associated with

construction cost escalation. A framework for allocation of CACs city-wide is expected to be an output of the Vancouver Plan. Without that framework in place, and given the local-serving nature of the community centre, it is challenging to determine when the community centre could be achieved given city-wide priorities. However, staff recognize that allocation of city-wide CACs for use in EFL is fully within Council’s discretion, and/or

- 2) Remove EFL from the Utilities DCL boundary to secure developer delivery of the community centre as well as on-site drainage utilities items. This alternative approach is discussed in more detail below.

5. Removal of EFL from the UDCL

Given the developer’s strong desire to deliver the community centre in-kind to align with the development timeline in EFL, a multi-department staff team worked with Wesgroup Properties to explore a number of options to shift anticipated revenues between the UDCL, DCL, and rezoning conditions. The primary objective of this work was to identify a source of funds to deliver the community centre while not compromising the delivery of other amenities. A secondary objective was to transfer delivery obligation and construction cost escalation risks to the developer.

Utilities DCL – Introduction and Identified Works

In July 2018, the City introduced the UDCL which is intended to address delivery of water, sewer and drainage infrastructure city-wide to support city-wide growth. For EFL, over the life of the project, the UDCL would result in approximately \$48M in UDCLs paid at the 2020 rate, of which \$45M would be contributed by Wesgroup Properties. The UDCL applies on undeveloped sites within Area 1 & 2, and on future rezonings.

While the Area 1 and 2 rezonings completed in 2008 and 2010 respectively, included new on-site storm and sanitary infrastructure, no provisions were made for broader drainage infrastructure outside of the ODP boundary. In 2018, the City retained a consultant to complete a drainage assessment of the catchment area including EFL. The study determined that a number of items are required to mitigate potential flooding in the EFL due to its location in the floodplain and, in part, by the upland catchment areas. The package of items includes a pump station (located in the Avalon park corridor), culverts within the rail corridor and a stormwater “tight pipe” diversion in Kerr Street. Combined, these utility items are anticipated to cost \$21M.

Table 2. Drainage Utility Projects and Costs

Package Items	Costs (\$M)
Kerr Street “tight pipe”	\$5.2
Pump Station	\$12.8
Rail corridor culverts	\$3
TOTAL	\$21

These drainage utility items are currently included in the 2019 – 2026 UDCL Program. During the same timeframe, EFL is expected to contribute \$18M in UDCL revenue (2020 rates) and \$21M is expected to be spent on utilities projects within the EFL area. If EFL is removed from the UDCL boundary, these items would need to be secured as part of the amenity package to be delivered by the developer.

It is critical that these items continue to be funded and/or delivered by the developer to mitigate potential flooding risk, because once removed from the UDCL boundary it will not be possible to invest UDCLs within the exempted EFL area.

Proposed package secured through UDCL removal

With removal of the UDCL, the City is forgoing UDCL revenue of \$45M that would have been contributed by Wesgroup Properties. In exchange for removal of EFL from the UDCL boundary, Wesgroup Properties has offered 87% of the UDCL value. At 2020 rates this equates to \$39M. Should the UDCL rate increase prior to finalization of the negotiation the total dollar value may increase. With this approach, there is a \$5.6M net loss of development contribution. However, the value generated by removal of EFL from the UDCL boundary, topped up by other EFL CACs, will be sufficient to secure in-kind delivery of the community centre, which is otherwise underfunded, and required utilities items highlighted above. The proposal is summarized in the table below.

Table 3. Summary of Approach including Cost Items and Revenues

Package Items	Cost (\$M)	Source of Revenue	Revenues (\$M)	Total (\$M)
Utilities Items	(\$21)	UDCL removal	\$38*	\$17
Community Centre	(\$35)	CAC- Area 1 additional density (to be negotiated)	\$10**	(\$16)
		CAC- Parcel 14/19 rental (secured)	\$3.5	
		CAC- Area 1 & 2 rezonings (collected)	\$5.4	
TOTAL	(\$56)		\$57	\$1

Notes:

- **UDCL removal is proposed to be:*
 - o *87% of UDCL recaptured in proposed approach*
 - o *reduced by \$1.1M developer negotiated UDCL credit for project delay incurred by City initiated community centre reallocation of density to achieve City-owned waterfront site*
- *** CAC estimate included in table is conservative estimate. Third party analysis indicates up to \$14M anticipated CAC generated through increased density in Area 1, which requires rezoning and Council approval.*

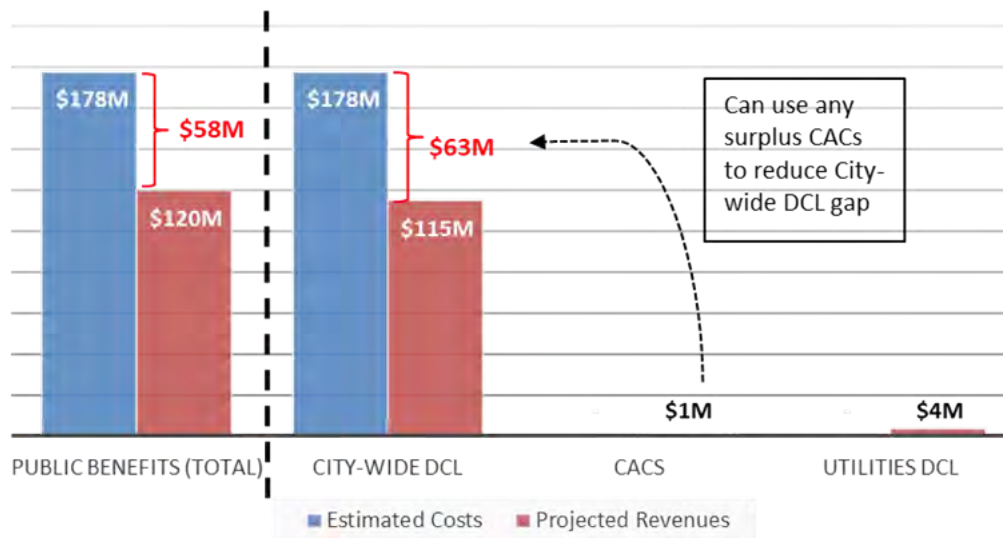
As part of this proposal, the developer would deliver the community centre (in-kind) as well as the required drainage utility items. This approach has the added benefits of 1) enabling the City

to secure a timeline for delivery of all items, and 2) transferring the delivery obligation and associated construction cost escalation risks to the developer.

This approach relies upon CACs generated by additional density in Area 1, which is subject to Council approval. The rezoning of Area 1 will be considered by Council in a subsequent public meeting that will occur after Council considers the proposed amendments to the EFL ODP to enable the additional density. A detailed CAC analysis will occur as part of the Area 1 rezoning process.

Any surplus CAC secured in future rezonings (i.e., Area 3 and/or Area 5) would be available to fund other EFL ODP amenities, with a priority on the waterfront plaza or a contribution to the childcare centre on the roof of the community centre (the childcare centre will otherwise be funded by DCLs). Any CAC surplus could be used to either reduce the DCL gap or fund unfunded items, such as the library or firehall.

Figure 16. Rebalanced amenity costs vs revenues post UDCL removal



The above chart summarizes only the DCL-eligible public benefits such as parks, childcare, affordable/social housing and transportation totalling \$178M, and does not include the community centre and drainage utilities items that will be delivered by the developer. The reduction in projected revenues of \$5.6M represents a net loss of developer contributions by Wesgroup Properties as a result of the proposed removal of EFL from the city-wide UDCL program. Any remaining CACs, or future CACs, could be re-invested in the DCL-eligible amenities to reduce the need to import city-wide DCLs to the EFL. There is a small amount of UDCL revenue from non-Wesgroup Properties sites that are not proposed to be removed from the UDCL boundary, which are anticipated to contribute \$4M in UDCLs.

UDCL Removal Expiry

If Council supports the proposal to remove EFL from the UDCL boundary, staff will work to with the developer to determine which area will be excluded and potential sunset clause. Once EFL is removed from the UDCL then city-wide UDCL revenue can not be spent within EFL. It is anticipated that EFL will be added back into the UDCL boundary following build out of the neighbourhood or another agreed upon milestone. A number of parcels (in Area 2) have already been built out and removal of those sites from the UDCL boundary is not beneficial to the City or developer. Full build out of the remaining undeveloped sites within EFL is projected to take another 20 to 25 years. Should Council direct staff to pursue this approach, further analysis and discussion with the developer is needed.

Analysis of the Utilities DCL removal

An analysis of the risks and benefits of this approach is included in Appendix D (section 5). Below is a brief summary of the trade-offs associated with this alternative approach:

- **Risks** - The identified downsides and risks of the removal of EFL from the UDCL boundary are as follows:
 - package secures 87% of the full UDCL value which results in a \$5.6M reduction in total revenues to the City
 - \$23M reduction in revenue for the Utilities DCL program city-wide post 2026
 - contrary to principles of establishing the UDCL program which applies to all development city-wide
- **Benefits** – While there are downsides associated with this approach, there are also a number of benefits that staff conclude outweigh the risks, including:
 - in-kind delivery of community centre
 - timing and delivery certainty for the community centre
 - shifts responsibility of drainage utility construction to developer
 - shift construction cost escalation risk from the City to the developer for both drainage items and the community centre, and
 - removes EFL items from city-wide prioritization and competition for importing CACs.

Based on this evaluation, staff recommend pursuing the removal of EFL from the UDCL boundary to secure the community centre and required utilities. Staff acknowledge that the trade-offs for pursuing a localized solution for EFL is inconsistent with the city-wide approach to collection and allocation of DCLs through the Capital Plan process.

The developer has been working with city staff on the proposed approach. They have submitted a letter, attached to this report as Appendix F, indicating their support for the approach.

In this case, staff recommend pursuing the removal of EFL from the UDCL boundary as 1) there is currently no funding alternative that can deliver the community centre on the desired timeline of opening in 2027; and 2) the utility needs for EFL have largely been met by in-kind delivery

with limited impact on city infrastructure as most flows are east into another jurisdiction's system.

Council Decisions and Timelines

The proposal to remove EFL from the UDCL boundary requires multiple steps and Council decisions at key points.

The steps below are focused on delivery of the community centre. The subsequent steps illustrate how the community centre and removal of EFL from the UDCL boundary fit with the larger, more comprehensive *EFL 10-year Review*.

- 1) Council consideration of Recommendation A, EFL ODP amendments including additional density in Areas 1 and 3.
- 2) Subject to Council approval of Recommendation A (Step 1), Council consideration of Recommendation D, directing staff to pursue removal of EFL from the UDCL boundary in exchange for in-kind delivery of a package of amenities including the community centre and required drainage works, with future consideration of the UDCL By-law amendments as part of Step 4 below.
- 3) Subject to Council direction on Recommendation D (Step 2), staff will enter into a 'term sheet' with the developer regarding delivery of the community centre and utilities items in exchange for removal from UDCL boundary. This is anticipated to be completed concurrent with enactment of the EFL ODP amendments. The 'term sheet' does not require Council approval.
- 4) Subject to Council approval of Recommendation A (Step 1) and Recommendation D (Step 2) above, staff will accept and evaluate a rezoning application for Area 1 additional density. Staff will work to bring the rezoning application forward to public hearing, anticipated timing Q4 2021. This work is proposed to include:
 - amendments to UDCL By-law to remove EFL from boundary
 - confirmation of CAC
 - confirmation of costs to construct the community centre and drainage utility works which is required to conclude negotiation
 - enactment conditions for delivery of the community centre, includes functional program and timing expectations, and
 - development holds on future phases (Area 3) until the community centre is delivered.

Prior to consideration by Council at a public hearing, either the City or Wesgroup Properties may decide not to pursue this approach if the financial outlook changes significantly.

PART 2 - Conclusion

Part 2 of this report provides an update on delivery status of the EFL public amenities and outlines challenges with delivery, including: an overall funding shortfall for DCL-eligible items (i.e., affordable housing, childcare, and parks), and a CAC shortfall for delivery of the community centre and other non-DCL eligible items. For the community centre, an alternative approach is recommended for Council direction. This approach includes removing EFL from the UDCL boundary in exchange for in-kind delivery of the drainage utilities items and the community centre.

Part 2 of this report does not require a Council decision for the DCL-eligible items such as affordable housing, childcare, parks and transportation items that are required by the EFL ODP, as they will continue to be the responsibility of the City. Delivery of amenities within EFL will continue to rely on DCLs generated by the project, with additional allocation of city-wide DCLs from outside the plan area. For these DCL-amenities, funding decisions will be part of the capital planning process and needs will be balanced against demands in neighbourhoods across the city.

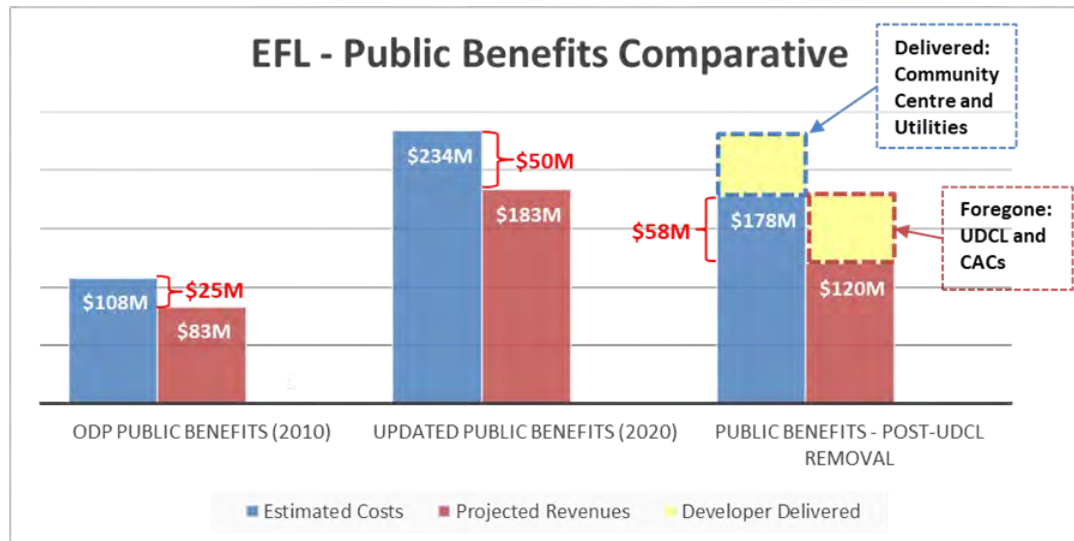
Staff are seeking Council direction on Recommendation D, which would direct staff to pursue removal of EFL from the UDCL boundary in exchange for in-kind delivery of a package of amenities to be brought forward for final decision as part of the Area 1 rezoning (subject to approval of recommendation A).

Should Council not approve Recommendation D, the proposal to remove EFL from the UDCL boundary, then delivery of the community centre will simply remain as a City obligation that is currently unfunded, and therefore unlikely to be constructed in the near term. New procedures will need to be confirmed that could allow for the allocation of CACs city-wide; this is anticipated to be part of the Vancouver Plan process. Until such time, any future CACs generated on-site will continue to be allocated to the community centre delivery. The timing of sufficient CAC allocation to fund the community centre will remain indeterminate because of the competitive nature between proposed projects and the yet to be determined prioritisation process.

FINANCIAL IMPLICATIONS

This report proposes a package of amendments to the EFL ODP that would increase the public amenity package which will be partially offset by additional developer contributions arising from additional market density. This report also outlines an alternative approach to delivering the community centre, which is currently the City's obligation as outlined in the *EFL Public Amenity: Financial Plan and Strategy (2010)*. The proposed approach removes EFL from the UDCL boundary in exchange for in-kind delivery of the community centre (topped by at least \$18.5M of cash CAC generated from Areas 1 and 2) and on-site drainage utilities.

Figure 17. EFL Amenity comparison of current (2020) and recommended approach (UDCL removal)



As summarized in the above chart, the funding gap of \$25M from the original EFL ODP has increased to \$50M based on updates from the *EFL 10-Year Review*. The increase in overall costs from \$108M to \$234M is primarily the result of cost escalation of the original ODP amenities (\$67M), additional amenities associated with increased density (\$38M), and added utilities costs (\$21M). The costs are partially offset by increased developer contributions associated with additional density including CACs, introduction of the UDCL and increased DCL rates since 2010 (approximately \$100M). Removing EFL from the UDCL boundary would further increase the funding gap to \$58M as only 87% of the UDCL value would be recaptured through the developer's CAC offer. In return, the community centre will be delivered as an in-kind amenity by the developer (with at least \$18.5M cash CAC from Areas 1 and 2), as well as some on-site drainage utilities work.

While this approach has localized benefits, it would result in a reduction in future UDCL revenues of approximately \$23M (2020 \$) with the full build out of EFL post 2026. This foregone projected revenue would need to be factored into the UDCL program post 2026.

CONCLUSION

This report represents a significant milestone in the planning for the East Fraser Lands community. Planning commenced in 2002, and the key guiding documents the *EFL Official Development Plan* (2006) and the *EFL Public Amenity: Financial Plan and Strategy* (2010) were put in place a decade ago. In 2017 Council directed staff to undertake a 10-year review to update these key documents and to better address the housing crisis and climate emergency, and to look for ways to improve amenity delivery.

This report puts forward a package of EFL ODP amendments with policy updates, a housing response and increases to the amenity package policy updates, as well as proposed amendments to CD-1 (567) Area 1 Waterfront Precinct.

This report also provides an update to the *EFL Public Amenity: Financial Plan and Strategy* and describes an approach that would remove EFL from the UDCL boundary to address challenges with community centre delivery. The UDCL savings, topped up by other EFL CACs, would be sufficient to secure in-kind delivery of the community centre and required drainage utilities items. This approach would also secure delivery on a desired timeline and transfer any construction cost escalation risk to the developer.

The developer is in general agreement with this approach, for which the details will be worked out through development of a 'term sheet', subject to Council approval of Recommendations A and D of this report. If the terms are satisfactory to the City, the removal of EFL from the UDCL boundary and conditions for delivery of the amenities are proposed to be finalized through the Area 1 rezoning process, which would require Council approval in a public meeting.

* * * * *

LIST OF APPENDICES

- Appendix A: Draft By-law to amend East Fraser Lands Official Development Plan By-law
- Appendix B: Draft By-law to amend CD-1 (567) for East Fraser Lands Waterfront Precinct
- Appendix C: Proposed Amendments to the East Fraser Lands Phase 1 Design Guidelines
- Appendix D: EFL 10-year Review - Additional Information
- Appendix E: Urban Design Panel Minutes EFL 10-year Review Public Consultation Summary
- Appendix F: Letter from Wesgroup Properties
- Appendix G: EFL 10-year Review Public Consultation Summary
- Appendix H: Redline Version - East Fraser Lands Official Development Plan

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Draft By-law to amend East Fraser Lands Official Development Plan By-law

BY-LAW NO. _____

**A By-law to amend East Fraser Lands
Official Development Plan By-law No. 9393
Regarding 2020 Updates**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This By-law amends the indicated provisions of Schedule A of the East Fraser Lands Official Development Plan By-law No. 9393.
2. In the Preamble, Council strikes out the paragraph under the heading “EFL description” and substitutes the following:

“EFL description

EFL lies in the southeast corner of Vancouver on the Fraser River, and includes the land between Kerr Street and Boundary Road south of Marine Way and a triangle shaped site north of Marine Way at Boundary Road. The rail corridor divides EFL into north and south sections.

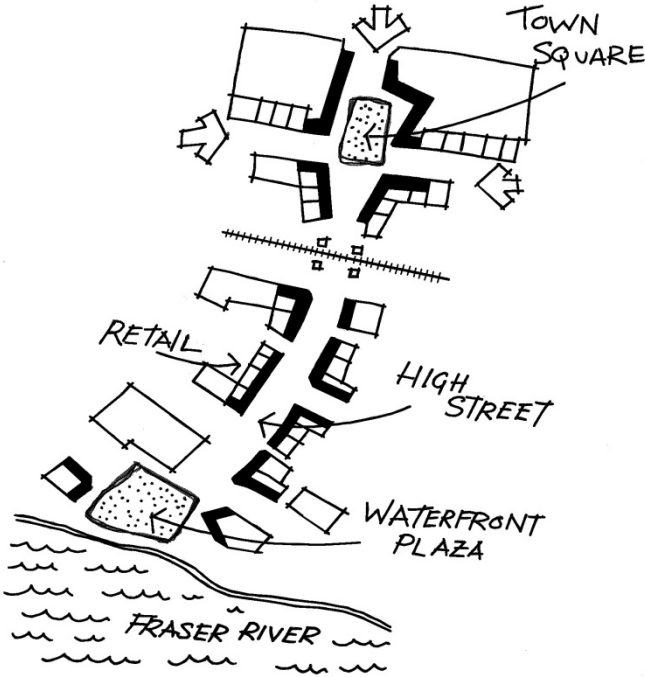
The area around EFL was and continues to be used by local First Nations people for travel, spiritual and ceremonial purposes, and food harvesting. Permanent and seasonal settlements occurred in areas along the shoreline, particularly near freshwater sources. Prior to industrial development, streams near EFL may have experienced salmon runs of a size worth targeting by First Nations for fishing. The latticework of streams would have provided habitat for a diverse ecosystem of fauna and flora to flourish, creating good hunting and gathering grounds. Areas of low relief and seasonally swampy areas adjacent to the Fraser River were likely heavily used. Travel routes were prevalent along the shores of the Fraser River and into the interiors of landmasses such as the Burrard Peninsula and the islands of the Fraser Delta.

Industrial use of the land was enabled by filling the foreshore, altering and extending the shoreline. The White Pines Mill that occupied the EFL site for much of the last century represents an important stage in the history of British Columbia and the Fraser River. Although the mill was dismantled in 2004, leaving few vestiges of its existence, there are still various opportunities within the EFL to recall and celebrate the industrial legacy and historic memory of the site. Some of the oldest and most important archaeological sites in the Province are located no more than 10 km from EFL.”.

3. In section 1.1, Council adds a new definition in the correct alphabetical order as follows;
““paseo” means that part of EFL more or less as shown on Figure 2;”.

4. In section 2.2.3, Council strikes out the diagram and substitutes the following:

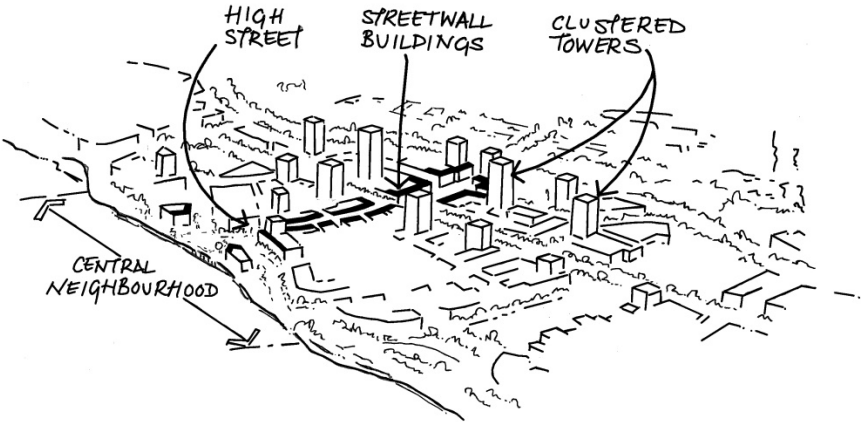
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”

5. In section 2.2.4, Council strikes out the diagram and substitutes the following:

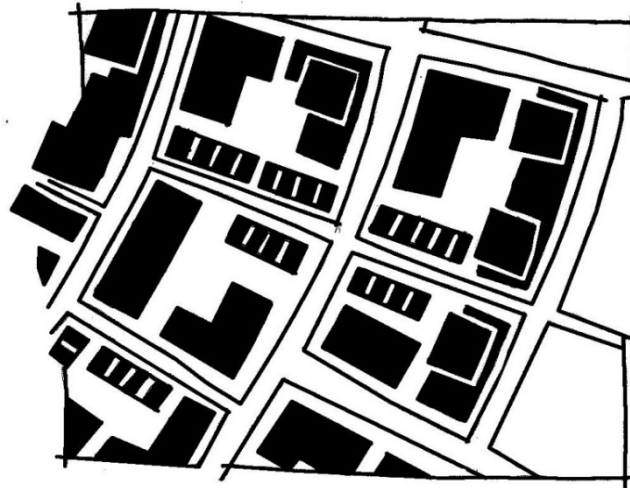
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6. In section 2.2.6, Council strikes out the diagram and substitutes the following:

“

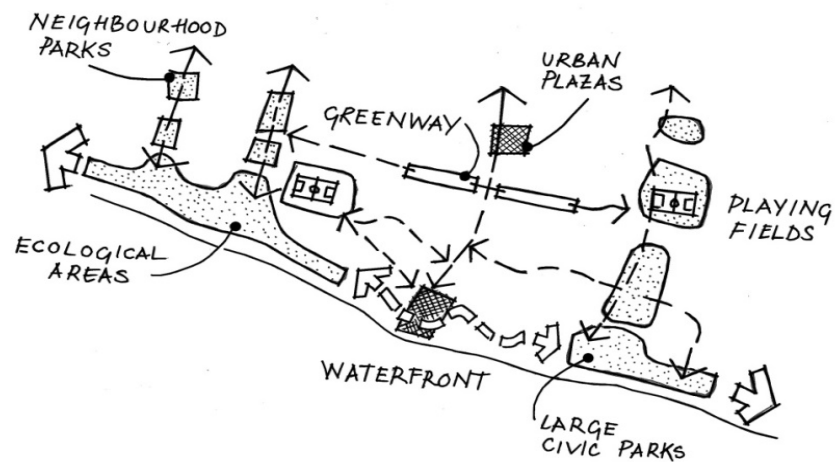


”

7. In section 2.2.7, Council:

- (a) strikes out “ecological spaces, greenways, and neighbourhood greens” and substitutes “ecological spaces, and greenways”; and
- (b) strikes out the diagram and substitutes the following:

“

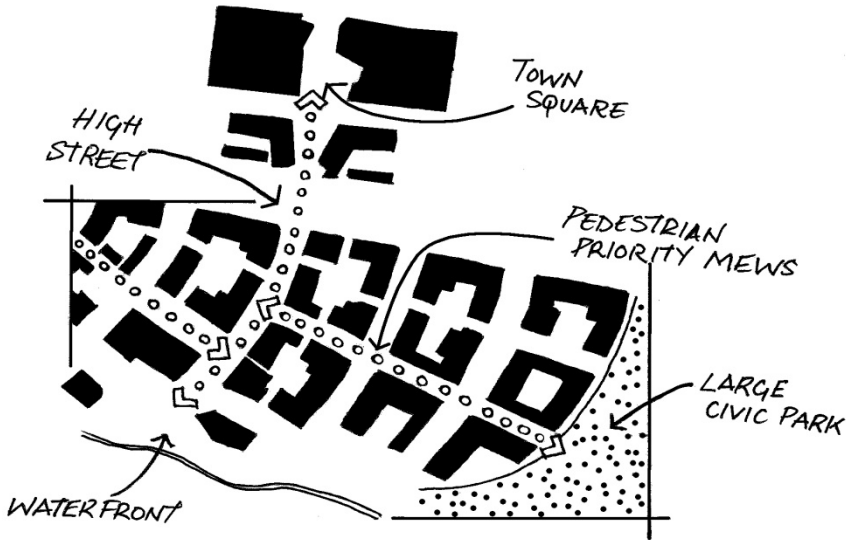


”

8. Council strikes out section 2.2.9, including the heading, and substitutes the following:

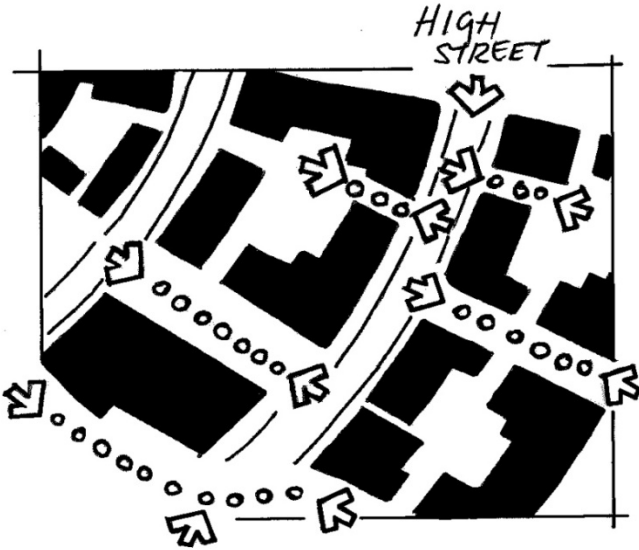
“Connecting public spaces

2.2.9 Development is to include a variety of public spaces, joined by a system of pedestrian-priority connections and greenways.



9. In section 2.2.11, Council strikes out the diagram and substitutes the following:

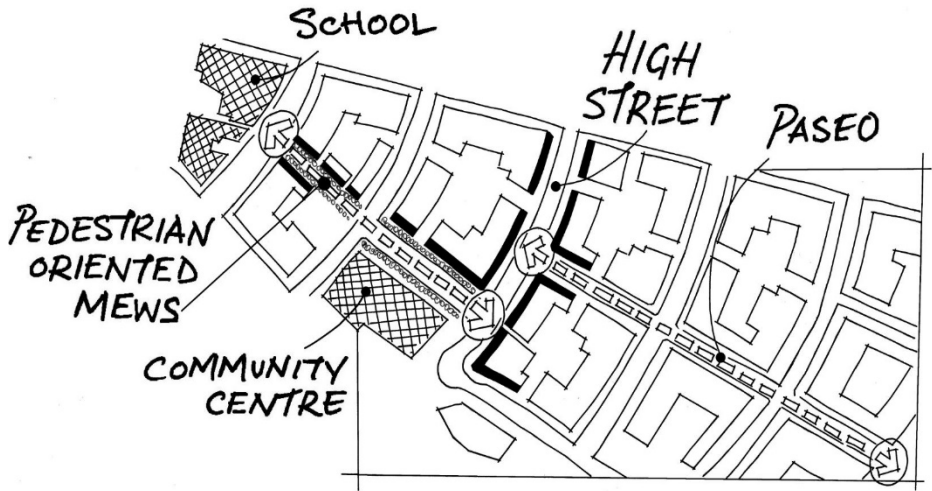
“



”

- 10. In section 2.2.12, Council:
 - (a) strikes out “mews is” and substitutes “linkage”; and
 - (b) strikes out the diagram and substitutes the following:

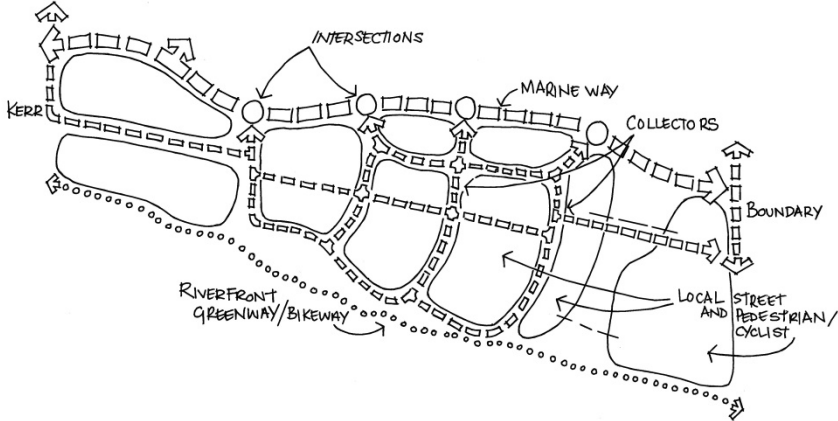
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- 11. In section 2.2.14, Council strikes out the diagram and substitutes the following:

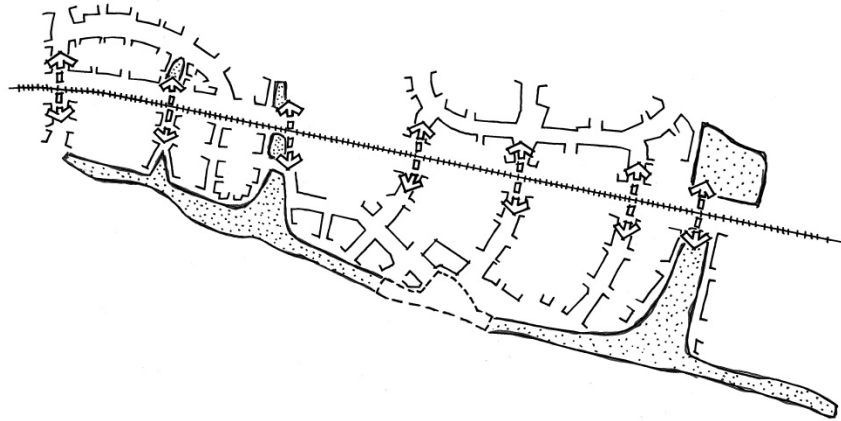
“



”

12. In section 2.2.15, Council strikes out the diagram and substitutes the following:

“



”

13. In section 3.3, Council strikes out “726 637 m²” and substitutes “870 243 m²”.
14. In section 3.5.1, Council:
- (a) in subsection (b):
 - (i) strikes out “676 529 m²” and substitutes “818 085 m²”, and
 - (ii) strikes out “Figure 20” and substitutes “Figure 19”;
 - (b) strikes out subsection (c) and substitutes the following:
 - (c) at least 20% of all dwelling units, in at least 17% of the residential floor area, are to be available for affordable housing, excluding any dwelling units used for secured market rental housing that are located in the office floor area in the areas outlined with dotted lines in Figure 19;”;
 - (d) inserts a new subsection (e) as follows:
 - “(e) for all re-zonings after [date of enactment], the objective will be to ensure that at least 10% of the residential floor area will be used for secured market rental housing, except that in Area 3, the objective will be to ensure that at least 9.4% of the residential floor area will be used for secured market rental housing;”;
 - (e) renumbers subsections (e) through (h) as subsections (f) through (i), respectively;
 - (f) strikes out renumbered subsection (f) and substitutes the following:

“(f) for all development permit applications subitted after [date of enactment], the design and layout of at least 35% of all dwelling units that are not affordable housing dwelling units must:

15. In section 3.5.2, Council:

- (a) strikes out “only in area 1”;
- (b) adds “as indicated on Figure 5,” after “mixed use central neighbourhood”;
- (c) in subsection (b), strikes out “23 350 m²” and substitutes “25 400 m²”;
- (d) in subsection (j), strikes out “; and” and substitutes “;”;
- (e) in subsection (k), strikes out “.” and substitutes “; and”; and
- (f) adds a new subsection (l) as follows:

“(l) except that Public Bike Share is permissible in all areas.”.

16. In section 3.5.3, Council:

- (a) strikes out “only on lands that adjoin the crescent street and Marine Way in the central neighbourhood in areas 1 and 2” and substitutes “on the parcels that front the crescent street and the paseo in areas 1 and 3”;
- (b) in subsection (a), strikes out “areas 1 and 2 is to create an active, viable, locally-oriented neighbourhood centre” and substitutes “areas 1 and 3 is to create an active, vibrant, and locally-oriented neighbourhood street”; and
- (c) in subsection (c), strikes out “26 758 m²” and substitutes “29 968 m²”.

17. In subsection 3.5.6(a), Council:

- (a) in paragraph (ii),
 - (i) strikes out “three” and substitutes “four”, and
 - (ii) adds “and” after “February 4, 2003,”;
- (b) strikes out paragraph (iii); and
- (c) rennumbers paragraph (iv) as paragraph (iii).

18. In section 3.5.7, Council:

- (a) strikes out “10.2 hectares” and substitutes “11.01 hectares”;
- (b) in subsection (e):
 - (i) in paragraph (i), strikes out “linked to rain water from Marine Way and run-off from the Avalon Pond in Everett Crowley Park”,
 - (ii) in paragraph (ii), strikes out “₁ and” and substitutes “₁”,
 - (iii) in paragraph (iii), adds “and” to the end of the paragraph, and
 - (iv) adds a new paragraph (iv) as follows:

“(iv) a drainage pump station, to deal with excess upland water;”;

- (c) in paragraph (f), strikes out “, turf”;
- (d) strikes out subsections (g) through (j) and substitutes the following;

- “(g) the width of foreshore parks, including a separated greenway and bikeway, is to be at least 15 m in areas 1 and 2, and 30 m in area 3;
- (h) the waterfront greenway and bikeway corridor are to be wide enough to ensure functionality, especially through the central neighbourhood;
- (i) the dimension of pathways within the parks network will be determined through re-zoning and reconfirmed as part of the detailed design and programming of parks;
- (j) the foreshore parks and waterfront plaza are to include flood protection works; and
- (k) apart from the requirements of subsections (d), (e), (f), (g) and (j), the design and programming of parks is to be led by the Park Board at the time of park development.”.

19. In section 3, Council strikes out section 3.5.9, including the heading, and substitutes the following:

“Utility and Fire Hall uses

- 3.5.9 As indicated on Figure 5, and to be determined at the time of each re-zoning, the areas may include:
- (a) community energy centre use in areas 1 and 3; and
 - (b) a fire hall, located north of the rail corridor with ease of access to Marine Way in areas 3 or 5.”.

20. In section 4.2.4, Council strikes out “with its restaurant, café and pub uses, dock structures, and bay”.

21. In section 4.2.7, Council:

- (a) in subsection (b), strikes out “including an east to west pedestrian-priority mews system that runs the length of EFL”; and
- (b) in subsection (c), strikes out “mews and lanes” and substitutes “lanes and courtyards”.

22. In section 4.2.8, Council strikes out “neighbourhood parks to the east and west of the high street” and substitutes “paseo”.

23. In section 4, Council:

- (a) adds a new section 4.2.9 as follows:

“Paseo

- 4.2.9 The paseo will be a pedestrian prioritized street adjacent to the riverfront park. It is intended to be an intimate east/west connector through the community with flex uses along the street to activate the ground level with residential above. The paseo is parallel to the riverfront and creates a continuous public space network between the high street and the avalon park corridor.”; and
- (b) renumbers sections 4.2.9 through 4.2.13 as sections 4.2.10 through 14, respectively;
- (c) in renumbered section 4.2.11, strikes out subsection (a) and substitutes the following:
- “(a) is intended to have active uses on the ground floor; and”;
- (d) in renumbered section 4.2.12, Council strikes out “The flat-iron sites created at the meeting of the” and substitutes “The corner sites at the intersection of”;
- (e) in renumbered section 4.2.13, Council:
- (i) strikes out “situate” and substitutes “situated”, and
- (ii) adds the word “generally” before “clustered”; and
- (f) in renumbered section 4.2.14, Council strikes out “25” and substitutes “28”.
24. In section 4.4.1, Council adds “a neighbourhood energy centre and” after “but is to include”.
25. In section 4, Council:
- (a) strikes out section 4.4.2, including the heading;
- (b) renumbers sections 4.4.3 through 4.4.5 as sections 4.4.2 through 4.4.4, respectively;
- (c) in renumbered section 4.4.2, Council strikes out “Taller buildings” and substitutes “Buildings”; and
- (d) in renumbered section 4.4.4, Council strikes out “18” and substitutes “23”.
26. In section 4.5.1, Council:
- (a) in subsection (c), strikes out “;” and substitutes “; and”;
- (b) in subsection (d), strikes out “; and” and substitutes “.”; and
- (c) strikes out subsection (e).
27. In subsection 4.5.2(b), Council strikes out “and mews”.
28. In section 4.5.3, Council:
- (a) strikes out “four to”; and
- (b) strikes out “12” and substitutes “16”.
29. In section 4.5.5, Council:

- (a) in subsection (a), adds “primarily” before “cluster”; and
 - (b) in subsection (b), strikes out “25” and substitutes “28”.
30. In section 4.5.6, Council:
- (a) strikes out subsection (a) and substitutes the following:
 - “(a) buildings of 10 storeys or more are to be slender point towers, configured so as to minimise visual obtrusion;
 - (b) floor plates above street wall and base elements should generally not exceed:
 - (i) 605 m² for buildings up to and including 17 storeys,
 - (ii) 650 m² for buildings of 18 storeys up to and including 23 storeys, and
 - (iii) 697 m² for buildings of 24 storeys or more;”;
 - (b) renumbers subsections (b), (c) and (d) as subsections (c), (d) and (e), respectively.
31. In subsection 4.5.7(e), Council strikes out “the public mews” and substitutes “the paseo”.
32. In section 4.5.8, Council:
- (a) in subsection (d), adds “, as much as possible,” after “take into consideration”; and
 - (b) in subsection (e), strikes out “focus on” and substitutes “accommodate”.
33. In section 4.5.9, Council adds “Provision of on-street parking is to be secondary to mobility and urban design objectives.” at the end of the section.
34. In section 4.6, Council strikes out “as stated in the City of Vancouver Transportation Plan, adopted by Council in May 1997” and substitutes “consistent with City policies at the time of area rezoning”.
35. In section 4.6.2, Council:
- (a) strikes out subsection (a) and substitutes the following:
 - “(a) the design of streets, as identified in Figure 12, are to be designed to safely accommodate cyclists, and determining the measures necessary to achieve this goal is to occur at the time of each applicable area re-zoning, and may include, on higher vehicle volume streets, additional roadway widths, protected cycle lanes, and cycle crossing points;”;
 - (b) adds a new subsection (b) as follows:
 - “(b) careful design and lighting of routes is necessary to ensure safety, and that they meet current design standards when implemented;”;

- (c) renumbers subsections (b) through (e) as subsections (c) through (f), respectively;
- (d) in renumbered subsection (c), strikes out “providing a cycle path” and substitutes “providing an off-street dedicated cycle path”;
- (e) in renumbered subsection (d), strikes out “commuter”;
- (f) in renumbered subsection (e), strikes out “; and” and substitutes “;”;
- (g) in renumbered subsection (f), strikes out “.” and substitutes “;”;
- (h) adds new subsections (g) and (h) as follows:

- “(g) where possible, the design of development vehicle driveways should not be accessed from streets identified as part of the cycling priority network; and
- (h) where possible, the design of development cycling accesses should be provided from streets identified as part of the cycling network.”.

36. In section 4, Council:

- (a) adds a new section 4.6.3 as follows:

“Public Bike Share

4.6.3 As Figure 12 indicates, EFL is to include a number of Public Bike Share stations, and:

- (a) stations should ideally be located within a 3-5 minute walking distance, or approximately every 200-300m of one another throughout a contiguous area, prioritized around areas of high demand, residential and commercial areas, transit hubs, and the cycling network;
 - (b) stations need to be located for maximum visibility with unrestricted public access;
 - (c) the size of each bike share station is based on the relative demand expected, taking into consideration adjacent land uses, population, transit nodes, recreational destinations, and other trip generating sources; and
 - (d) stations will be located on public and private lands, to be determined through detailed design and area re-zonings.”;
- (b) renumbers sections 4.6.3 through 4.6.8 as sections 4.6.4 through 4.6.9, respectively;
 - (c) in renumbered section 4.6.4, Council strikes out “universal design principles” and substitutes “universally accessible design principles”;
 - (d) strikes out section 4.6.5 and substitutes the following:

“Transit

4.6.5 With respect to transit:

- (a) a quality public transit system is to provide residents with an attractive alternative to the automobile;
 - (b) accessible, convenient, and reliable transit service is to support the residential population and community facilities, and to decrease automobile use and reliance;
 - (c) introducing new services is also to improve transit access for residents of West Fraserlands;
 - (d) access to existing and future services is to be maximized through improved pathway connectivity between the EFL and the uplands areas;
 - (e) the road network is to enable bus services to link the development to key destinations and transit routes in the area and region including Champlain Square, Downtown Vancouver, Richmond, Metrotown, New Westminster, Vancouver International Airport, SkyTrain, and Canada Line;
 - (f) EFL is intended to provide a strong anchor for bus routes serving the area, and bus route turnaround concepts are to be provided by way of the streets as indicated in Figure 13, subject to further refinement and review by TransLink and the City as well as bus road testing;
 - (g) notwithstanding the bus routes, streets as indicated in Figure 13 are to be designed to support bus routing to retain adaptability of the network;
 - (h) the engineering right-of-way on South Kent Avenue immediately adjacent to Boundary Road is to be retained as a future transit priority opportunity to support bus routing into the EFL development, and to support transit operations generally;
 - (i) all routes are to include bus stops designed to provide safe, comfortable, and well-overlooked waiting facilities;
 - (j) the location of bus stops is to be within a five minute walk or 400 metres from the dwelling units of all residents;
 - (k) development is to include sufficient space for new transit stops adjacent to transit routes, in particular if these routes are to be of higher order such as a limited stop service; and
 - (l) opportunities for enhanced transit service utilizing the rail corridor and/or water based ferry and commercial marine uses should continue to be explored.”;
- (e) in renumbered section 4.6.6, Council:
- (i) strikes out subsection (g) and substitutes the following:
 - “(g) vehicular access from Boundary Road is to be from a signalized intersection at the Kent Avenue corridor and a signalized intersection at North Fraser Way;”,
 - (ii) in subsection (i), strikes out “additional traffic” and substitutes “additional vehicular traffic”,
 - (iii) in subsection (l), strikes out “the design” and substitutes “the functional design”,

- (iv) in subsection (m), strikes out “, which streets are to include mews and woonerfs which are local streets with a shared surface used by pedestrians, cyclists, and automobiles”,
- (v) strikes out subsection (n),
- (vi) renumbers subsections (o) through (q) as (n) through (p), respectively, and
- (vii) in renumbered subsection (o), strikes out “street widths, except for lanes and mews, are to range from 18 to 22 metres” and substitutes “street dedication widths, except for lanes and the paseo, are generally 20 to 23 metres”,
- (viii) strikes out renumbered subsection (p) and substitutes the following:

“(p) each re-zoning and subdivision is to give consideration to creating streets that are less than 20 metres in order to achieve urban design and functional goals, so long as those streets also meet the neighbourhood objectives of providing comfort, safety, and accessibility for all street users, street landscaping and trees, utilities and services infrastructure, and opportunities for rainwater management.”.

- (f) in renumbered section 4.6.7, adds “Servicing and loading of individual parcels should be designed to minimize crossings of walking and cycling facilities. Vehicles reversing across walking and cycling facilities are to be avoided.” To the end of the section; and
- (g) strikes out renumbered sections 4.6.8 and 4.6.9 including the headings, and substitutes the following:

“Off-street parking

4.6.8 With respect to off-street parking:

- (a) off-street parking is to be visually unobtrusive, and located underground or in small parking courts to the rear of buildings; and
- (b) each re-zoning is to determine appropriate parking supply for all uses in accordance with the Parking By-Law.”.

37. In section 5.1.1 Council:

- (a) in subsection (a):
 - (i) strikes out “strategy for green buildings which is to” and substitutes “green buildings policies which”, and
 - (ii) adds “and” to the end of the subsection; and
- (b) strikes out subsections (b) and (c) and substitutes the following:

- “(b) City-owned buildings will demonstrate leadership in green building design, including limits on GHG emissions and embodied carbon reductions, as established by the City at the time of building design.”.

38. Council strikes out section 5.1.2 including the heading, and substitutes the following:

“Energy

- 5.1.2 Efficient use of energy is to be a key design consideration for all buildings, and:
- (a) all buildings are to meet or exceed the applicable energy efficiency and emissions requirements of the Building By-law and City policies determined at the time of re-zoning, including limits on energy use, heat loss, and GHG emissions;
 - (b) the strategy for achieving energy efficiency in buildings is to explore the following inter-related design approaches:
 - (i) passive design and conservation strategies such as building orientation and configuration to optimize solar access, balanced day lighting and natural ventilation, efficient building envelopes and windows, energy unit metering, smart user controls, and Energy Star equipment and appliances, and
 - (ii) on-site heat and electricity source and system strategies such as solar hot water, passive solar gain, and photovoltaics; and
 - (c) subject to financial feasibility, implementation of a community-wide low carbon energy system utilizing ground source, bio-mass, sanitary sewer heat recovery, solar hot water, and/or waste heat recovery, is to occur with each area rezoning, with an objective of achieving reliable and permanent GHG reductions.”.

39. In section 5.1.3, Council:

- (a) in subsection (c), adds “and” to the end of the subsection;
- (b) in subsection (d), strikes out “; and” and substitutes “.”; and
- (c) strikes out subsection (e).

40. In section 5, Council:

- (a) strikes out section 5.1.4, including the heading, and substitutes the following:

“Rainwater

- 5.1.4 Each area re-zoning is to include rain water management strategies, generally as illustrated on Figure 15, to incorporate:
- (a) rainwater management best practices with the objectives of harvesting and reuse, capture and cleaning prior to discharge;
 - (b) measures on private development sites including collection of rainwater from roofs, podiums and other impervious surfaces, retaining rainwater on site for irrigation and landscaping, and

- cleansing rainwater using green rainwater infrastructure before it is discharged;
- (c) opportunities for rainwater conveyance to parks and public open spaces, where possible, to capture, clean and animate the public realm;
 - (d) street design to capture, clean and celebrate rainwater management to the maximum amount feasible, using green rainwater infrastructure; and
 - (e) details for how the onsite rainwater management systems meet current requirements.”;
- (b) strikes out section 5.1.5, including the heading, and substitutes the following:

“Groundwater management

- 5.1.5 Each area re-zoning is to include a ground water management plan to ensure that development is designed to reduce groundwater extraction and discharge, and that any discharge meets all applicable environmental legislation.

Ecology

- 5.1.6 Ecological designs and strategies to create and enhance wildlife habitat and to support biodiversity are to be a condition of each area re-zoning, and are to include:
- (a) landscape, planting and site design that reflect local Indigenous perspectives and cultural practices, where appropriate;
 - (b) landscape design and planting to enhance opportunities for local bird and pollinator species to forage, perch and nest in;
 - (c) introducing watercourses, connected to green rainwater infrastructure, within the kinross park corridor and avalon park corridor for habitat creation, and rainwater capture and cleaning;
 - (d) creating a freshwater and biofiltration wetland in association with other riparian habitat enhancements adjacent to the foreshore between the kinross park corridor and Kerr Street;
 - (e) native landscape planting within the kinross park corridor to provide an ecological connection between the river and Everett Crowley Park by way of Kinross Ravine Park;
 - (f) restoring and enhancing fish and wildlife habitat along the river’s foreshore by introducing intertidal marshes and mudflats, native riparian landscape planting, and a wildlife sanctuary island, as illustrated on Figure 16; and
 - (g) developing management plans, as appropriate, to ensure successful establishment of these ecological features.”;

- (c) renumbers sections 5.1.6 through 5.1.9 as sections 5.1.7 through 5.1.10, respectively;
 - (d) in renumbered section 5.1.7:
 - (i) adds “, critical infrastructure,” after “into the design of buildings,”
 - (ii) in subparagraph (a)(ii)(B), strikes out “high water mark” and substitutes “natural boundary”,
 - (iii) in subsection (c), strikes out “1 m of additional sea level rise by 2100” and substitutes “2 m of sea rise”, and
 - (iv) in subsection (d), strikes out “City” and substitutes “city”;
 - (e) in renumbered section 5.1.8, Council adds “area” before “re-zoning”; and
 - (f) in renumbered section 5.1.9:
 - (i) strikes out “Each re-zoning is to include the” and substitutes “Transportation demand management opportunities are to be a key design consideration, and each area re-zoning is to include the”, and
 - (ii) in subsection (b), adds “identified in the Parking By-law,” after “through measures”.
41. In subsection 5.2.1(b), Council adds “that are not affordable housing dwelling units” after “at least 35% of all dwelling units”.
42. Council strikes out section 5.2.6, including the heading, and substitutes the following:
- “Urban agriculture, food harvesting and food assets***
- 5.2.6 Each area re-zoning is to determine locations for urban agriculture, food harvesting or other food assets, including:
- a) rooftops , courtyards and/or open spaces around buildings on private development parcels;
 - b) locations within the public realm, taking into account synergies for asset management with compatible adjacent uses; and
 - c) potential for a farmers’ market as part of the area 1 re-zoning, including consultation with relevant organizations to determine appropriate site design, relationship to surrounding food retail uses, and flexible programming for other public activities and events that encourage social interaction and local economic development.”
43. Council strikes out section 5.2.9 and substitutes the following:
- “5.2.9 If appropriate, the design of the public realm, buildings, and public art features are to celebrate Indigenous culture and acknowledge EFL’s industrial history by integrating remaining artifacts from the mill operation on the site.”.
44. In section 5, Council:

- (a) adds a new section 5.2.10 as follows:

“Nations engagement”

5.2.10 The city is to engage with the local First Nations in the design of public amenities including the shoreline, parks, and the community centre, as well as future area re-zoning. The purpose of this is to advance principles of reconciliation and increase visibility of the Nations on the land.”;

- (b) renumbers sections 5.2.10 and 5.2.11 as 5.2.11 and 5.2.12, respectively; and
(c) in renumbered section 5.2.12, adds “local” before “community”.

45. Council strikes out section 5.3.2, including the heading, and substitutes the following:

“Community benefits”

5.3.2 Development is to benefit the local economy through employment hiring practices, procurement of services and suppliers, and skills training opportunities, with a focus on positive environmental and social impacts for local Indigenous and/or equity seeking groups. Community benefits are to be determined at each area re-zoning.”.

46. In section 6.1.1, Council:

- (a) strikes out subsection (a) and substitutes the following:

“(a) residential floor area consisting of approximately 338 774 m², except that if office floor area in the areas outlined with dotted lines in Figure 19 is used for dwelling units used for secured market rental housing, then it is to include residential floor area consisting of approximately 313 950 m².”;

- (b) in subsection (e), strikes out “generally as illustrated in Figure 19”;
(c) strikes out subsection (g) and renumbers subsections (h) and (i) as subsections (g) and (h), respectively;
(d) in renumbered subsection (g), strikes out “, and” and substitutes “, ”;
(e) in renumbered subsection (h), strikes out “.” and substitutes “, and”; and
(f) adds a new subsection (i) as follows:

“(i) at least 9 290 m² of the residential floor area is to be available for secured market rental housing on sites adjacent to the high street south of the rail corridor.”

47. In section 6.1.3, Council:

- (a) in subsection (a):
(i) adds “, flex” after “residential”, and
(ii) strikes out “194 471 m²” and substitutes “296 780 m²”;

Schedule A

Section 7
Figures

Figure 1. East Fraser Lands ODP Boundaries

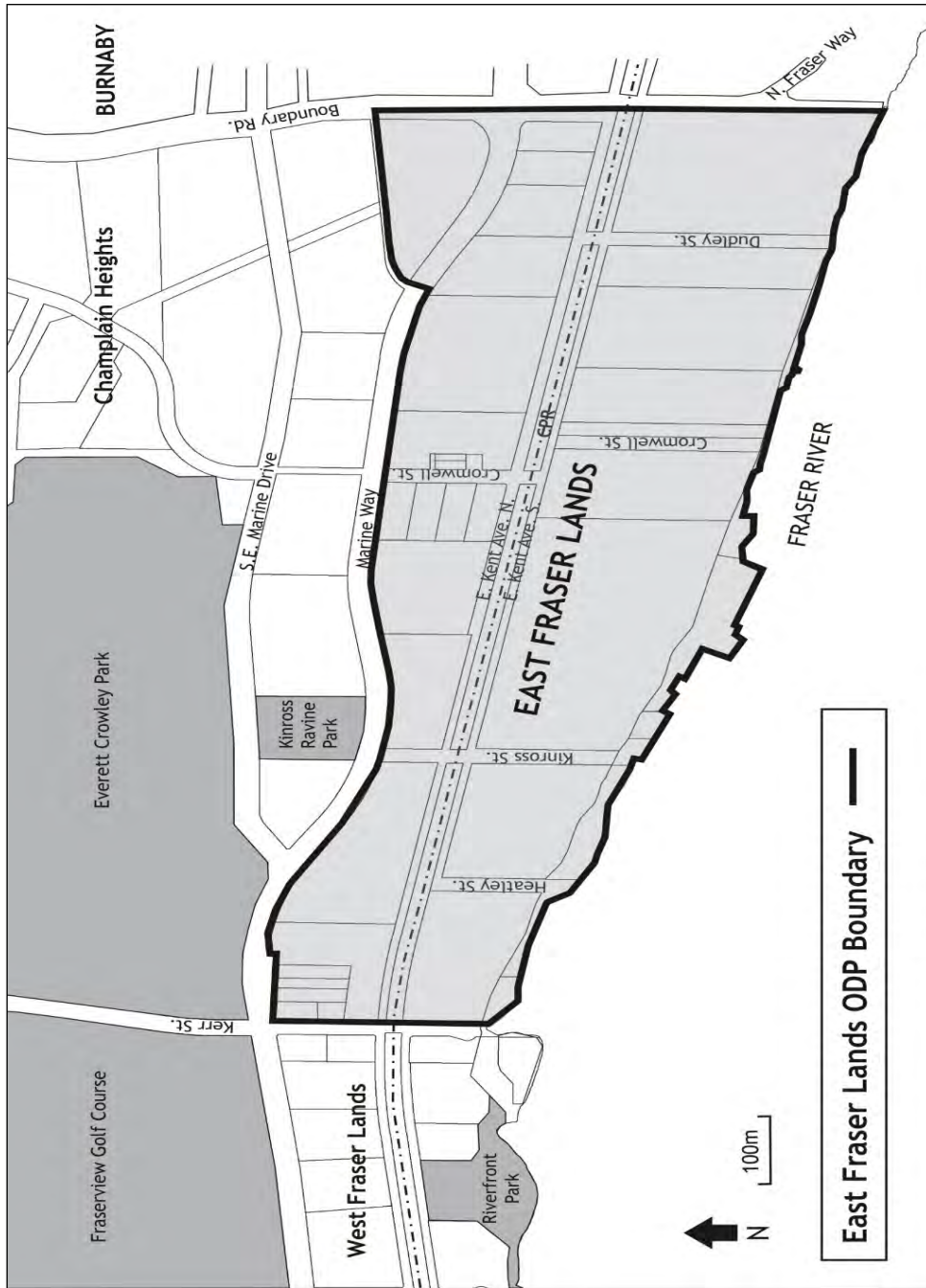


Figure 2. Illustrative Plan



Figure 3. Areas



Figure 4. Residential Uses



Figure 5. Retail, service, flex and light industrial live-work uses

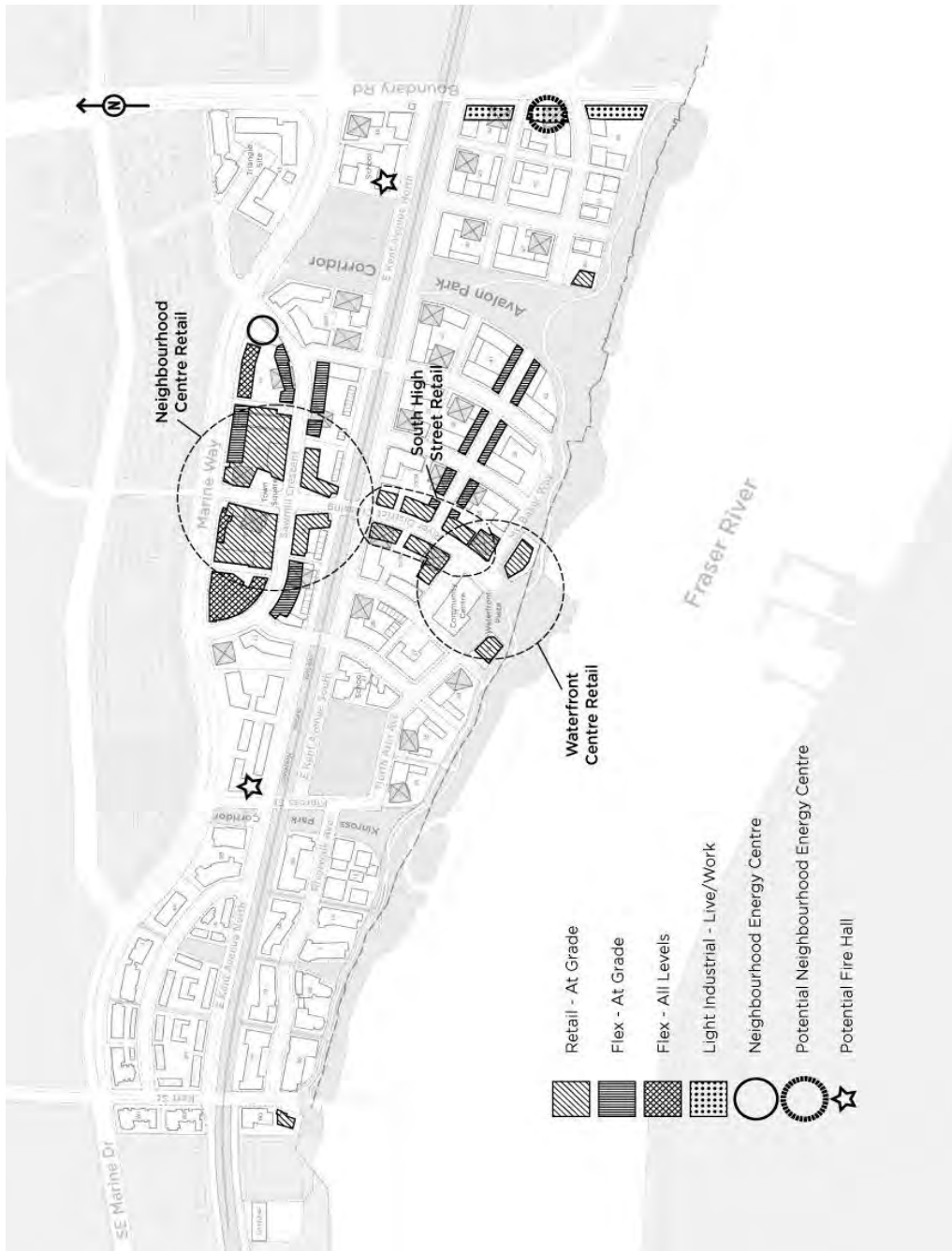


Figure 6. Cultural, recreational, and school uses

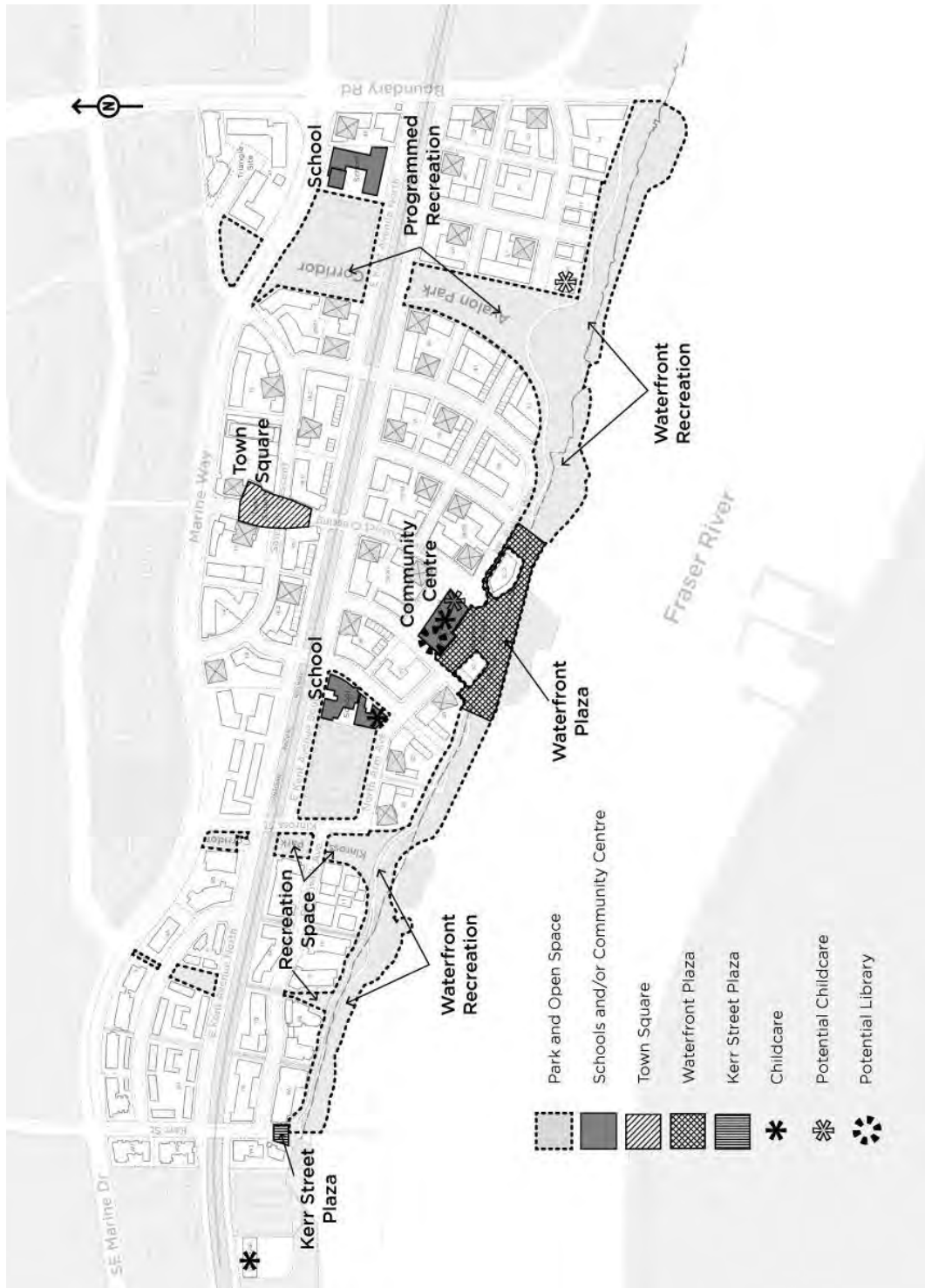


Figure 7. Parks and open space

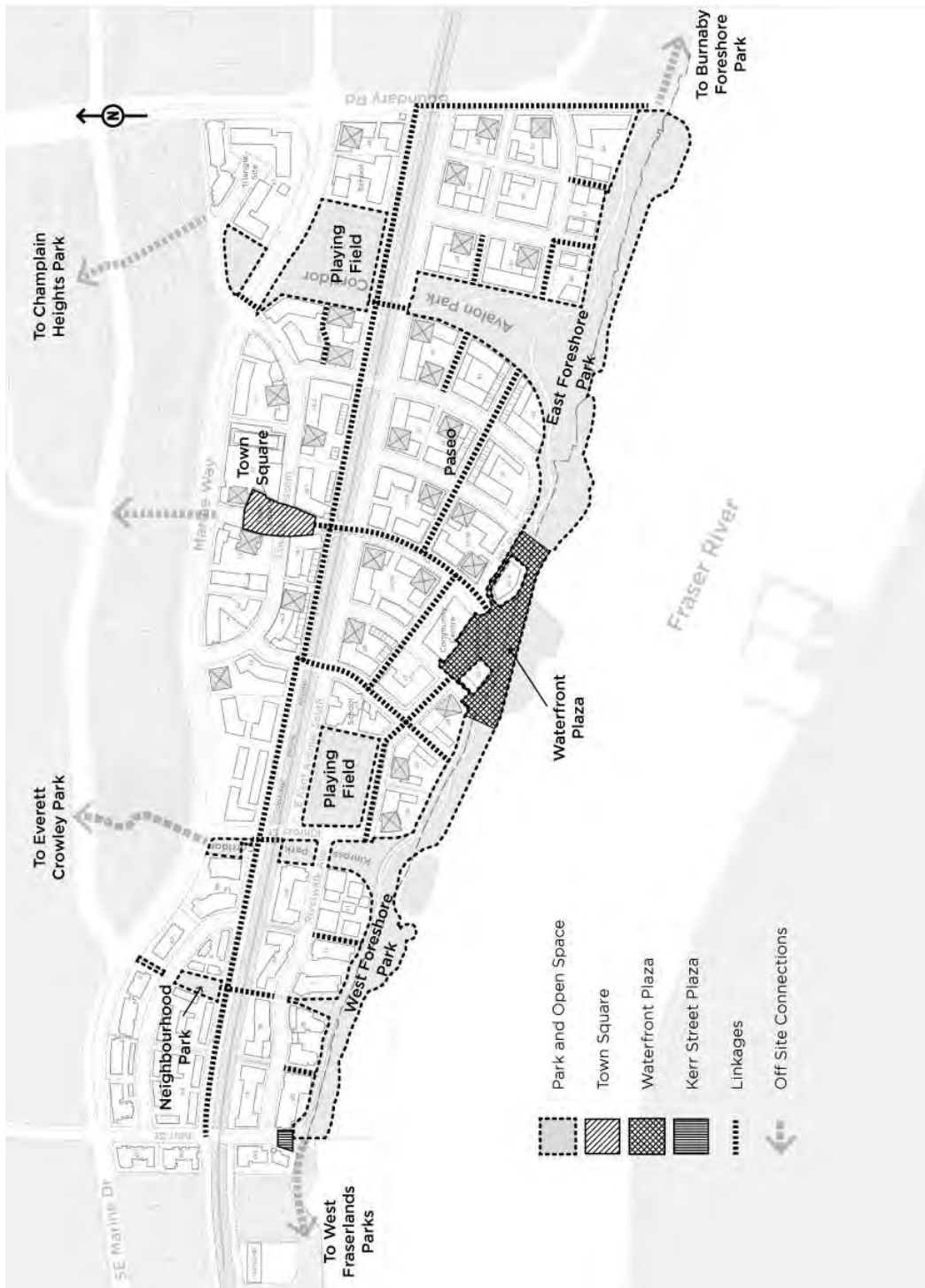


Figure 8. Maximum building heights



Figure 9. Optimum building heights



Figure 10. Public views

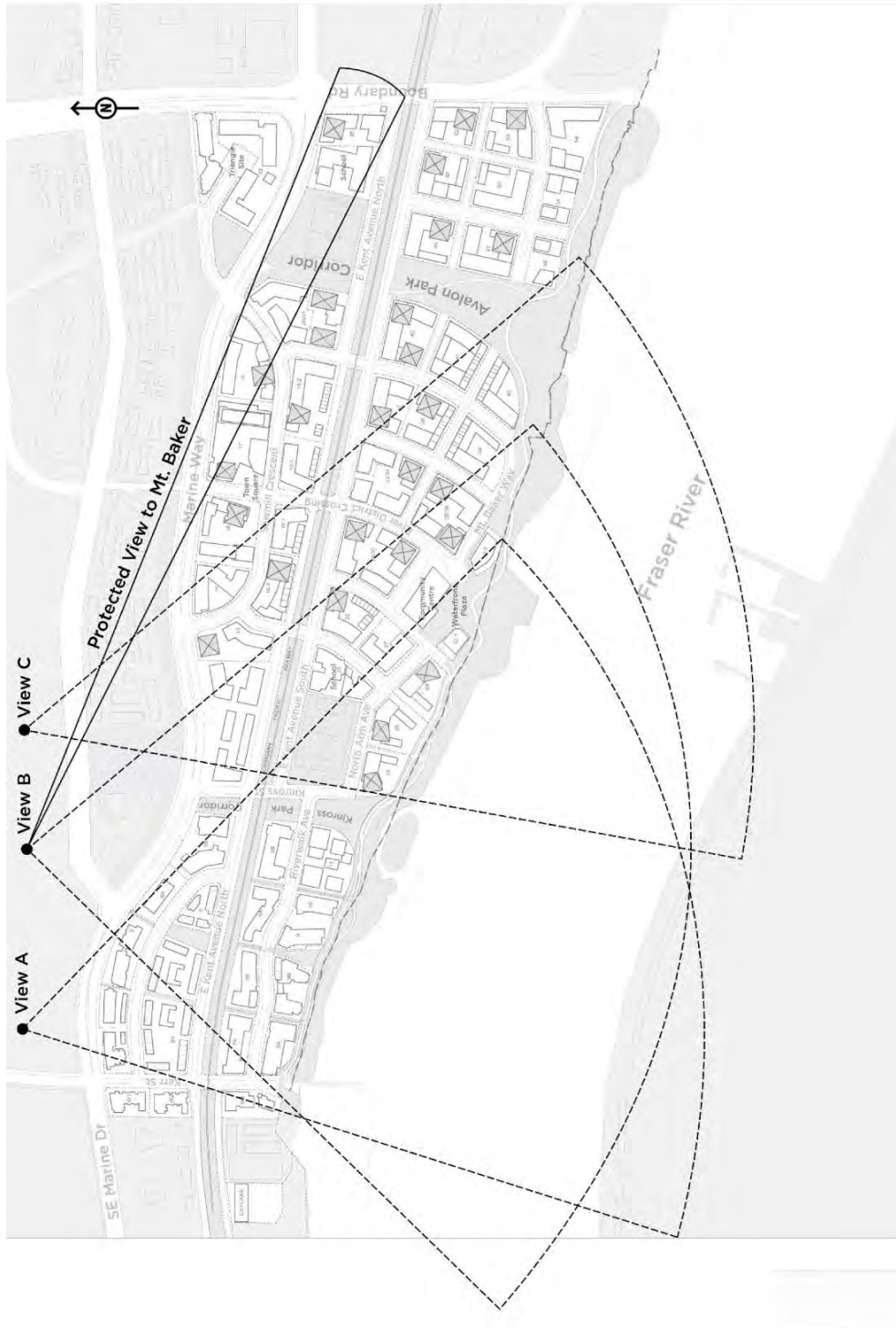


Figure 11. Pedestrian routes



Figure 12. Cycle routes

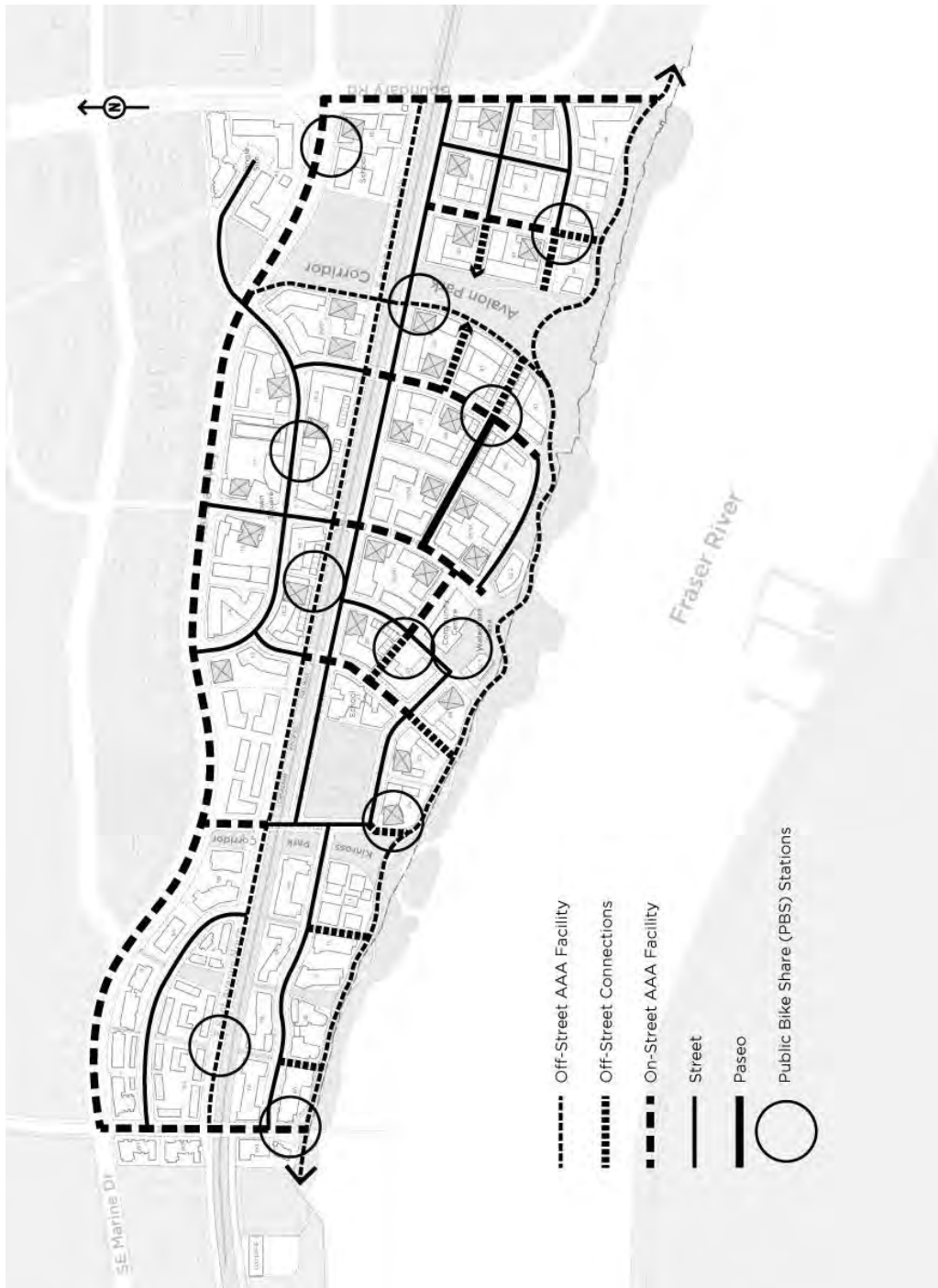


Figure 13. Transit



Figure 14. Street network



Figure 15. Rain water management concept

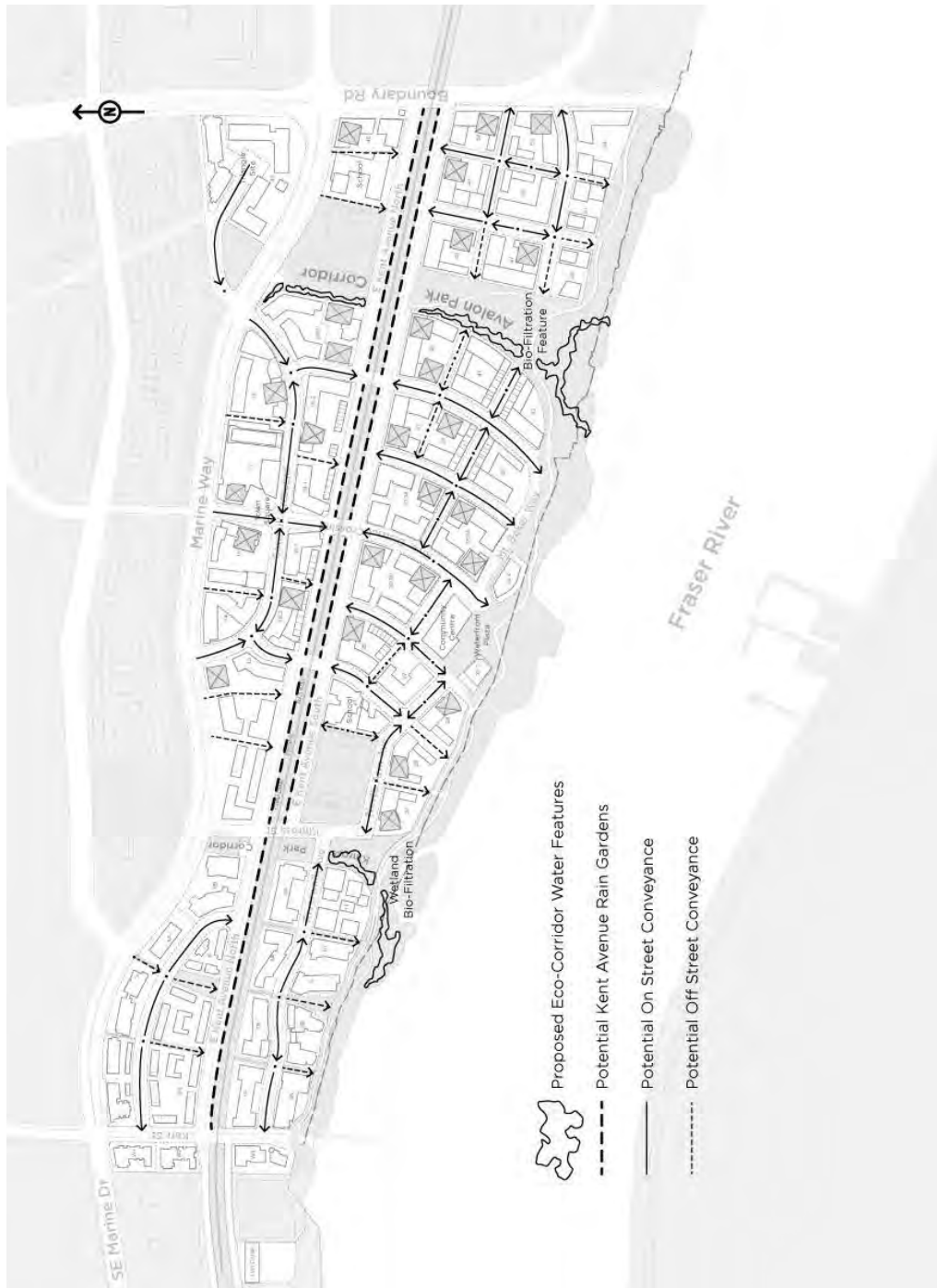


Figure 16. Foreshore concept

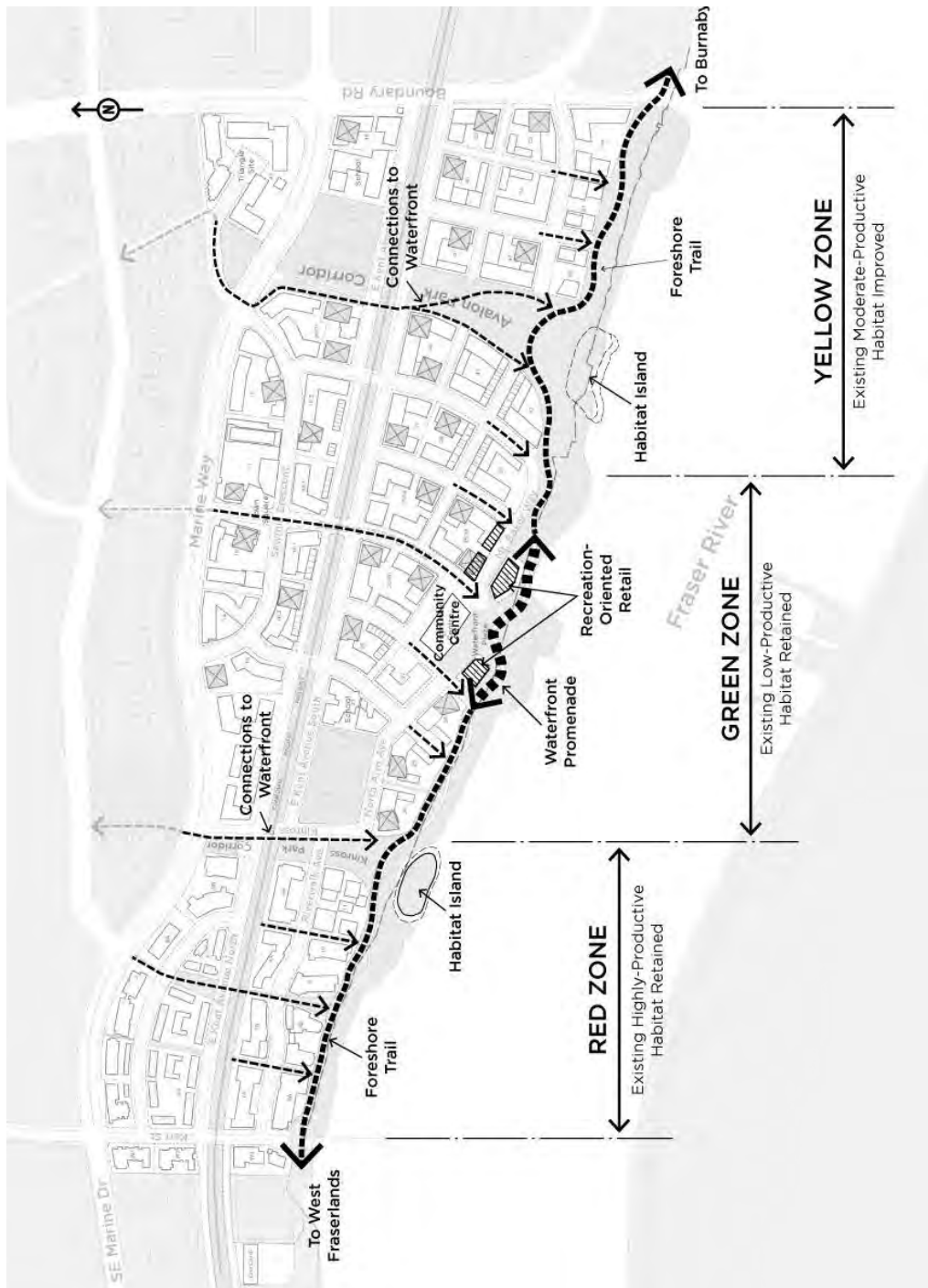


Figure 17. Affordable housing

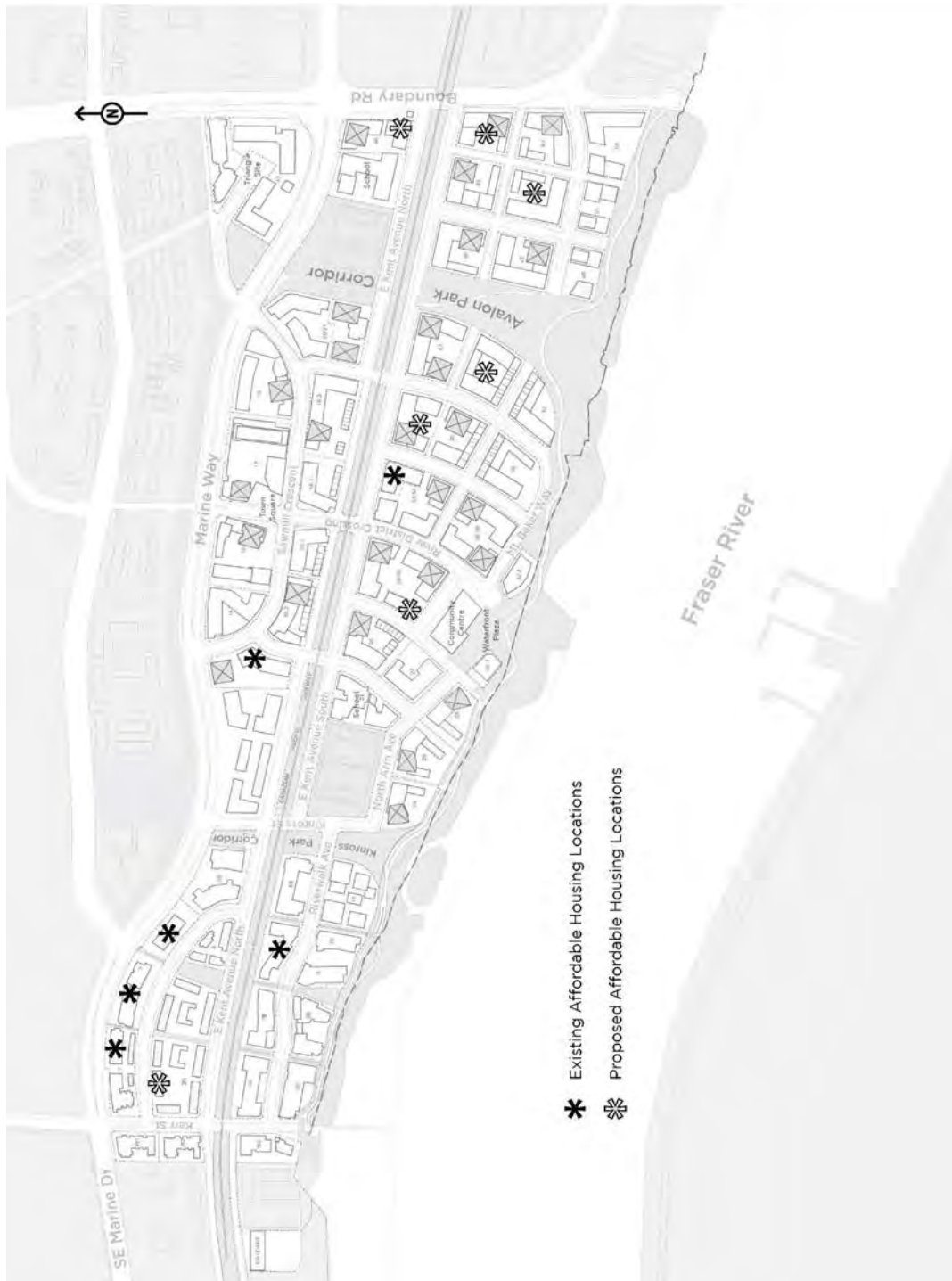


Figure 18. Development Phases

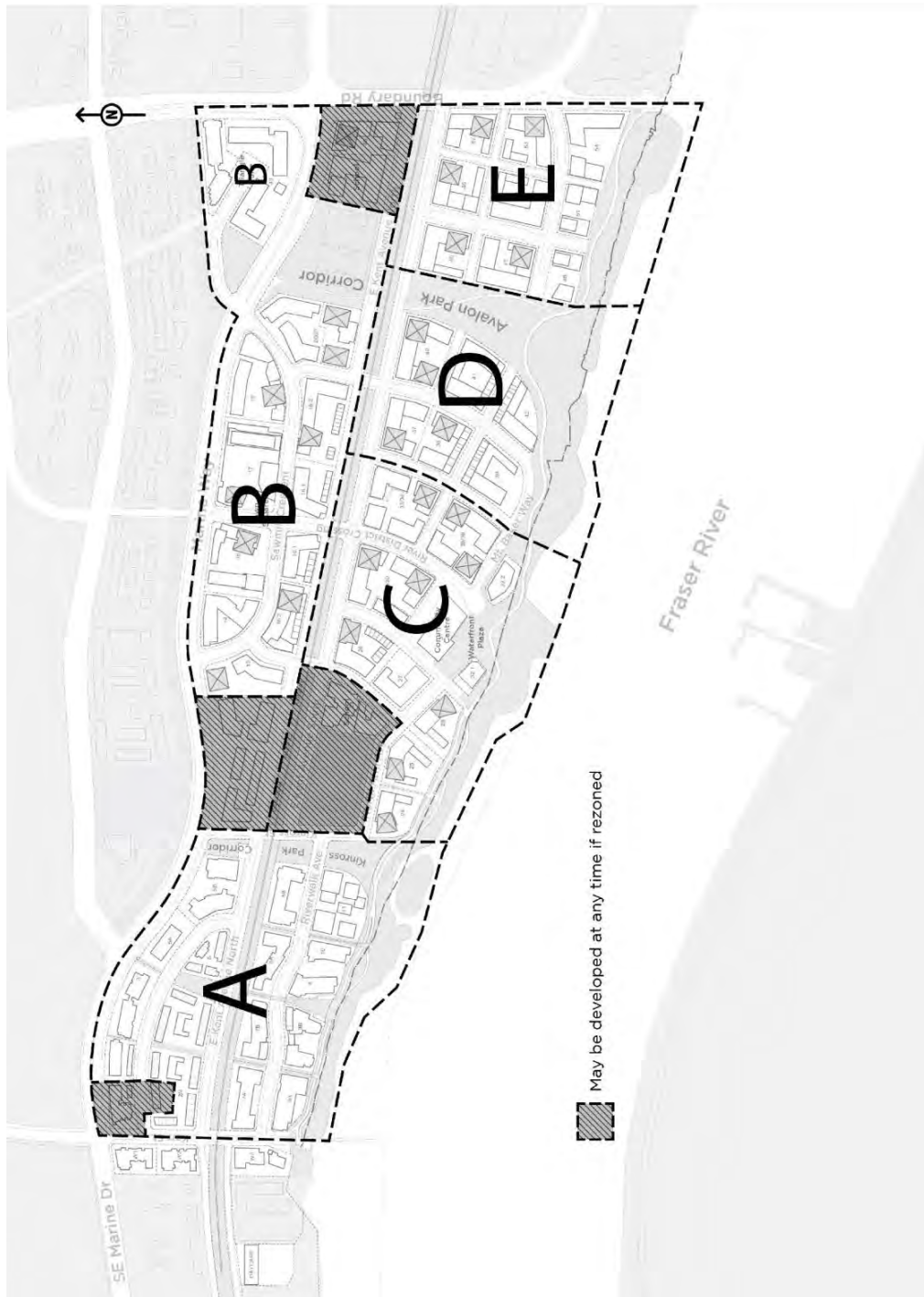


Figure 19. Secured Market Rental



**DRAFT By-law to amend CD-1 (567) By-Law No. 10943
East Fraser Lands Waterfront Precinct Regarding Housekeeping Amendments**

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This by-law amends the indicated provisions of CD-1 (567) By-law No. 10943 for East Fraser Lands Waterfront Precinct.
2. Council amends the line for Development Parcel 29 and 30 in the table in section 6.1 by:
 - (a) striking out “24” in the column for “Number of storeys” and substituting “28”; and
 - (b) striking out “75.0” in the column for “Maximum building heights in metres” and substituting “87.0”.

Proposed Amendments to the East Fraser Lands Phase 1 Design Guidelines

PARCEL 29/30

Parcel	Use	Storeys	Building Area m ²	Building Area sf
Parcel 29/30	RESIDENTIAL COMMERCIAL	28	27,637	297,482
TOTAL			29,537	317,933



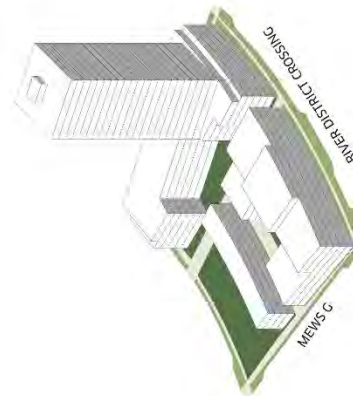
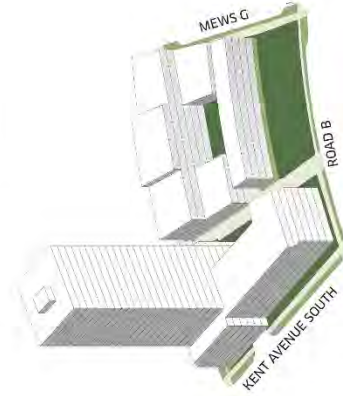
PARCEL LOCATION

Urban design role:

- Forms part of a gateway (with 33/34) to the waterfront precinct, tower and distinctive CRU volume below the high visibility of the NE corner with street front patio furniture, creating a visual 'market' or 'magnet' from the Town Square; magnet CRU sized to accommodate a junior anchor.
- Retail frontage will extend from Kent Ave South to Mews G to interface the community centre. Wayfinding and tenant signage will be an important consideration in the NE corner to draw people across the train tracks from the Town Square.

Characteristics:

- Mid block east/west lane on the south side of Bldg 29-1 provides important permeability, terminating in a walk through breezeway that connects pedestrians between Road A and B and River District Crossing (formerly High Street); this route will be a public surface right of way (SRW)
- Townhomes 29-3 fronting on the east edge with balconies line the public accessible path between 29-3 and 29-2
- Semi private open space at the south side of Building 29 1 offers a green overlook for ground floor patios, indoor common space and surrounding units
- More intimate open space created by 'U' shape of Building 29-2 and townhouses opposite; lane provides access to townhouses as east-west lane, contributes to pedestrian network
- The 3-D illustrative built form is intended as a guide, and modification will result from further design development during the development permit process.



East Fraser Lands 10-year Review – Additional Information

1. Recap of Interim Approvals

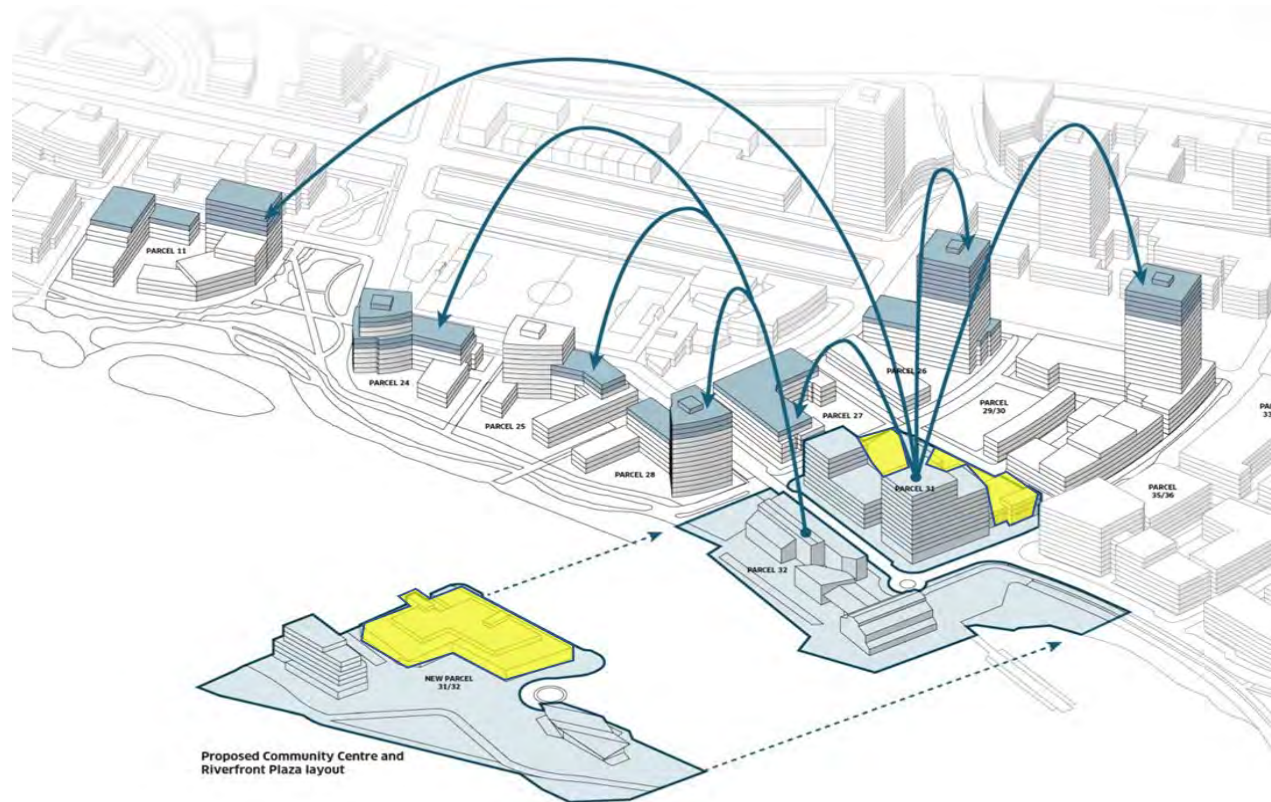
While the comprehensive EFL 10-year Review has been underway, a number of interim measures have been approved by Council where timely decisions were required. The following is a recap of previously approved measures:

- a) **Fraser River Shoreline (2018)** – Exploration of issues related to the Fraser River's edge resulted in the approval of enhanced flood mitigation measures along the EFL waterfront and changes to the central waterfront containing the community centre and plaza.

To address concerns related to flood mitigation, the EFL ODP was amended to clarify requirements for new buildings and future rezonings. Design changes have also been made to better protect existing property and infrastructure. A continuous shoreline elevation of at least 4.8m is being incorporated into park design in Area 2 or into ground level of waterfront parcels that have yet to be constructed. In the central neighbourhood (Area 1), changes were also made to setbacks of waterfront commercial buildings. Design changes also consider the ability to respond to future sea level rise beyond the current 4.8m Flood Construction Level.

To address challenges associated with security of long-term tenure and Provincial approvals, the central waterfront has been reconfigured to pull buildings and structures back from the Provincial land and to simplify the shoreline design. These changes required adjustments to the road network and shifting residential uses from two parcels in the central waterfront to other sites in Areas 1 and 2 to create a stand-alone community centre adjacent to a waterfront plaza, as illustrated in the graphic below.

Figure 1. Approved redistribution of floor area to create stand-alone Community Centre site



- b) **Increased Affordable Housing (2018)** - The EFL ODP includes a requirement that 20% of the residential units are to be Affordable Housing, consistent with the definition of Social Housing in the Vancouver Development Cost Levy By-law.

Parcel 1 - 3,359 sq. m (36,156 sq. ft.) of residential floor area was added to Parcel 1 for Affordable Housing with a form of development consistent with the approved Design Guidelines. This change was made subsequent to shifting a 69-space childcare centre to a more suitable site in West Fraser Lands.

Parcel 13 – permitted building height and density was increased on Parcel 13, located in Area 1. The height was increased from 20 to 25 storeys, to enable an additional 1,770 sq. m (19,052 sq. ft.) of residential floor area. This was done in advance of the EFL 10-year Review because VAHA had initiated the procurement process, so the amendment was required to both secure the project and not delay the development of a significant social housing project. Construction is anticipated to commence shortly.

- c) **Transit Study** - As part of the EFL review, staff worked with a consultant team in partnership with TransLink, on a technical study to assess short, medium and long-term options for improving transit to the EFL area. As a result of this work, TransLink

identified service investments for EFL in Phase 2 of their 10 Year Vision and a new shuttle bus service has since been introduced.

- d) **Adjustments to EFL parking requirements (2018)** – The EFL CD-1 By-laws include area specific parking requirements. The original intent was to reduce auto dependency by setting maximum and low minimum requirements, to encourage residents to use transit, car share or active transportation supported by TDM measures. As residents have moved in, staff have received strong feedback from the community and the developer on the challenges presented by the parking maximum, given limited transit service to the area and challenging topography. In 2018, EFL-specific parking provisions were removed from existing CD-1 by-laws, and new developments are now required to meet the Parking By-law. Undeveloped parcels within Areas 1 and 2 will provide off-street vehicle parking in line with other areas of Vancouver to better meet the needs of EFL visitors and residents.
- e) **Changes within the Town Square (2020)** - A bundle of changes that apply to Town Square Parcels 14 and 19 were approved in 2020. These changes allow for greater extent of retail uses, zoning flexibility to enable rental housing, a community energy centre, and the 49-space childcare centre was shifted from Parcel 19 to either the community centre site or Area 3. While Council approved these changes in principle, the amendments are not yet enacted. The CD-1 and ODP amendments are scheduled for Council consideration in February 2021.
- f) **Miscellaneous amendments (2018)** - Two minor housekeeping items have been approved: an increase in the time limit for interim uses from three to five years, and removal of required landscaped setbacks along stretches of Boundary Road, Kerr Street and Kinross Street.

PART 1 – EFL Official Development Plan Update and Amendments

2. Comprehensive Review of City Policy for ODP Update

The following is a list of relevant policies reviewed for potential incorporation in the EFL ODP update:

- Rezoning Policy for Sustainable Large Developments (2018)
- Transportation 2040 (2012)
- Flood Plain Standards and Requirements (2015)
- Healthy City Strategy (2015)
- Housing Vancouver (2017)
- Family Room: Housing Mix Policy for Rezoning Projects (2016)
- Green Buildings Policy for Rezonings (2010, last amended 2019)
- Renewable City Strategy (2015)
- Zero Emissions Building Plan (2016)
- Greenest City Action Plan (2010)
- Urban Forest Strategy (2014)

- Bird Strategy (2015)
- Biodiversity Strategy (2016)
- Park Board Reconciliation Strategies (2016)
- VanPlay: Vancouver's Parks and Recreation Services Master Plan (2018)
- Climate Change Adaptation Strategy (2012, updated 2018)
- Climate Emergency Action Plan (2020)
- Rain City Strategy (2019)
- Community Benefits Agreement Policy (2018)
- Community Amenity Contributions (CAC) – Through Rezonings (1999, last amended 2020)
- Community Amenity Contribution (CAC) Policy Update (2020)
- Vancouver Development Cost Levy By-law No. 9755 (2008, last amended 2020)
- City-wide Utilities Financing Growth Strategy (2018)
- Vancouver Utilities Development Cost Levy By-law No. 12183 (2018, last amended 2020)
- Public Art Policy for Rezoned Developments (1994, last amended 2014)

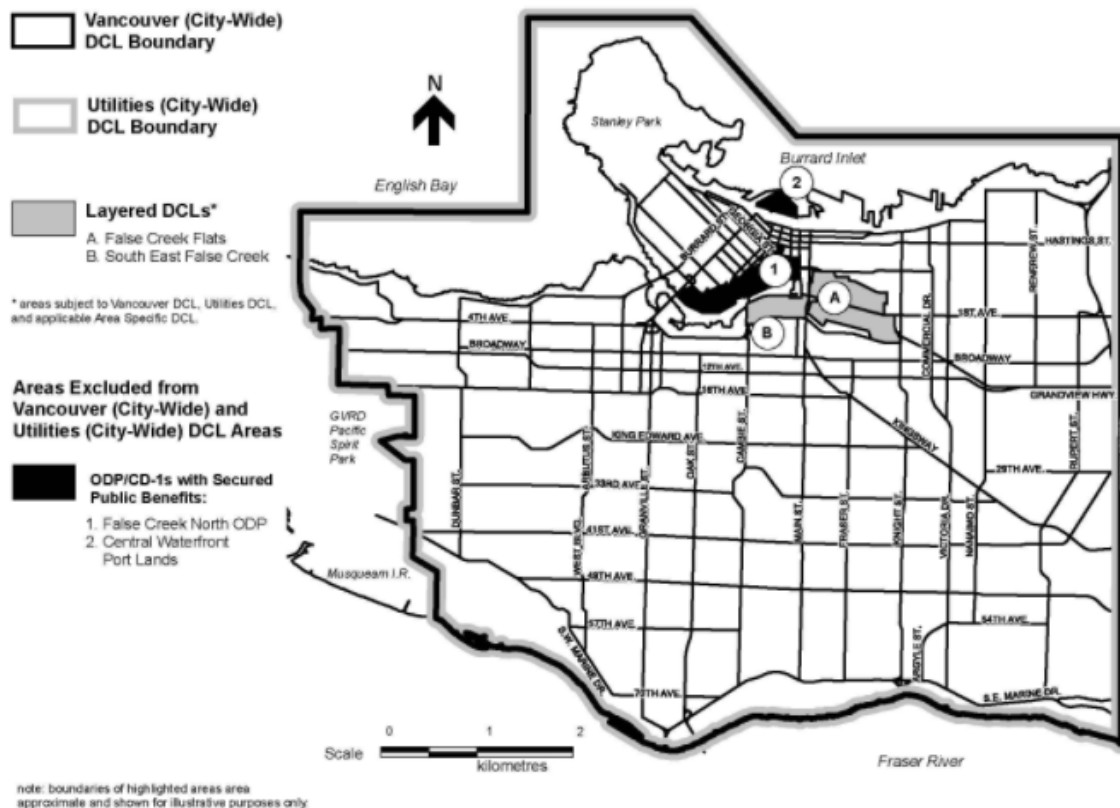
PART 2 – EFL Public Amenities: Financial Plan and Strategy Update

3. Introduction of the Utilities DCL

A new city-wide Utilities DCL was approved by Council on July 11, 2018 to address the need for upgraded water, sewer, and drainage infrastructure to support the city's growth, climate adaptation, and water quality needs. The Utilities DCL Program (i.e., list of capital projects) identifies approximately \$1 Billion in city-wide infrastructure costs over the 2019 - 2026 timeframe with approximately 50% of these costs to be funded through UDCL revenue. The UDCL applies to new developments on a square foot basis and is in addition to the city-wide DCL. New UDCL rates became effective on September 30, 2018 with a phase-in approach for east side high-density residential to September 30, 2020.

Over the 2019-2026 period, the city-wide UDCL was previously forecast to collect approximately \$500M in revenue from new development occurring on a city-wide basis to be put towards growth-related sewer, water and drainage works intended to benefit all areas of the city. In the same time period up to 2026, EFL is expected to contribute \$18M in potential UDCL revenue at the 2020 rate, and \$21M is expected to be spent on utilities projects within the EFL area.

Figure 2. Map of DCL districts



4. Summary of options to address Funding Challenges

The *EFL Public Amenities: Financial Plan and Strategy* (2010) identified staff recommendations to mitigate long-term financial challenges associated with the amenity delivery. As part of the EF 10-year Review, staff have also explored additional approaches, which are listed below:

The 2010 report included the following options to address financial challenges:

- 1) *allocation of tax-supported capital funding* – this approach is **Not recommended at this time** given the fiscal reality brought on by the pandemic and the financial hardship our residents and businesses are facing. As part of the 2019-2022 Capital Plan Recalibration approved by Council in September 2020, one of the guiding principles is to preserve limited tax funding to capital maintenance and renewal programs in order to keep the City’s aging infrastructure in good condition. Based on these guiding principles, the EFL community centre is not the public priority. As such, it is not recommended to apply tax funding towards growth-related projects.
- 2) *application of an area specific DCL on top of the citywide DCL, with rates and implementation timeline to be approved by Council* – staff did not pursue this option because in 2018 the UDCL was implemented (currently \$10.01 per sq. ft.). The UDCL

creates an additional project cost of \$45M to the developer. An additional layered DCL, would add significant additional costs to the development. Further, increased DCLs would not address the funding challenge for the community centre because it is not DCL-eligible. **Not recommended.**

- 3) *potential adjustments to the timing and package of amenities, with consideration of priorities in consultation with interested parties, including local residents and the EFL Committee* – staff have evaluated a reduction in the total package of amenities such as reduced park area, elimination of a childcare centre, reduction of the planned 30,000 sq. ft. community centre and/or selling affordable housing sites back to the developer.

Staff believe that the package of amenities is important to the success of the new community, and as a result of the EFL 10-year Review additional items have been identified (+2 acres of park, +20 spaces of childcare, + field house, +20% affordable housing). The additional amenities are needed to serve the increased population. The package also reflects anticipated expenditures for transportation improvements and utilities. As many of the amenities are already delayed, further delay may help to address cash flow challenges, but not the overall funding challenge. **Not recommended.**

- 4) *cost savings opportunities through alternative built form and value engineering for parks, childcare and community centre* – when the original cost analysis was completed in 2010, modest cost assumptions were used for parks and the community centre. The estimated cost of the package today is 117% higher than anticipated in 2010, including the cost of additional amenities to support the additional density and previously unidentified transportation and utilities costs. Opportunities for cost savings will be further explored during the detailed design process, however increasing standards, such as passive house requirements for City owned facilities, result in increased project costs. Any potential savings through design are not expected to substantially address the current funding challenge. **Recommended, on-going work required through the detailed design of amenities.**
- 5) *allocation of city-wide DCLs from outside the ODP area* – this practice is already underway and is the primary tool for addressing the funding shortfall of DCL-eligible items (parks, childcare, affordable housing, transportation). However, as a result of the pandemic as well as rebalancing of condo and rental housing development, city-wide DCLs are anticipated to reduce in the near term, posing additional challenges in prioritizing investment city-wide. **Recommended, on-going effort required.**

In addition to the above options, staff identified and explored the following options to secure funding for construction of the community centre. As noted, the community centre is the most challenging amenity to fund because it is not DCL-eligible. These options included:

- 6) *identify partnerships for the community centre delivery and/or operation* – ideas for partnerships with the developer or non-profit operators were explored but there is limited opportunity at this time. **Not recommended.**
- 7) *application of a Local Area Improvement tax* – staff explored the potential for creation of a local area improvement (LAI) tax with an objective of securing funding from residents

within the local area who are most likely to benefit from the amenity. This approach was not pursued in detail because of the challenge with implementing the LAI. There is no comparable example within the city, as this tool is typically implemented on a smaller scale, such as for sidewalk or public realm improvements in a localized area. In addition, because approximately 53% of the floor area is still owned by the developer or is not yet zoned, the tax would increase costs on the developer, at least initially, which could impact project viability. It is anticipated, that new residents who recently purchased into the neighbourhood based on the approved plan, would be concerned about additional city taxes. Approval of a LAI would require 2/3 support at Council. **Not recommended.**

- 8) *allocation of CACs from outside the EFL ODP area* – In January 2020, Council approved Community Amenity Contribution (CAC) Policy Update, which directed staff to report back on a city-wide CAC allocation strategy following public engagement on the Vancouver Plan. This work has not concluded. For EFL, where there is insufficient CAC generated by the project to deliver the community centre, this change would enable importing CACs from outside the ODP area. **Potential tool to address funding shortfall, requires further staff work and Council approval of framework.**

5. Analysis of the Utilities DCL removal

While on balance staff support the proposed package, it is important to document the trade-offs associated with this alternative approach:

Risk analysis – The identified downsides and risks of the removal of EFL from the UDCL boundary are as follows:

- *package does not secure full UDCL value* – removal of EFL from the UDCL reduces Wesgroup contributions to the UDCL program by \$45M (Areas 1, 2 and 3). In exchange for removing the project from the UDCL boundary, the developer has offered 87% of the value of the UDCL. This results in a net reduction in revenues of \$5.6M. Despite the overall reduction in revenue, staff recommend this proposal to fund the community centre over other alternatives.
- *reduction in revenue for utilities city-wide post 2026* – the package of drainage utilities offered by the developer which would otherwise be funded under the UDCL program, is estimated to cost \$21M. The package includes delivery of a pump station and associated works within the rail corridor and Kerr Street tight pipe. This approach secures the same utilities, as are on the 2019-2026 project list with the exception of the Kinross stormwater ‘tight pipe’ because it is no longer considered to be required. However, at today’s rates, EFL would generate approximately \$45M (from Areas 1, 2 and 3) in UDCL revenue over the life of the project. Removing EFL from the UDCL boundary will result in a net reduction of \$23M in UDCL revenue, post 2026, for utility needs city-wide. The UDCL project list, post-2026 is currently under development. The post-2026 UDCL project list would need to take into consideration the reduction of \$23M in anticipated revenue.

- *contrary to principles of establishing the UDCL* – one of the core principles when establishing the UDCL city-wide was that all new development pay for growth. The UDCL is equitably applied to all development, with rates for the east and west sides of the city. Removing EFL from the UDCL boundary is counter to that principle.

Benefit analysis – While there are downsides associated with this approach, there are also a number of benefits that staff conclude outweigh the risks, including:

- *securing delivery of community centre* – Even with measures identified to address the funding gap, including revenues from additional density, there is still a projected shortfall to deliver the community centre. Relying on CACs from future phases (i.e. Area 3) and/or CACs generated in other parts of the city, means there is no certainty for funding which would likely result in delay of delivery. This approach not only secures the funding source required to pay for the community centre, it also secures in-kind delivery by the developer, and transfers cost escalation risk from the City.
- *providing timing and delivery certainty for the community centre* – In-kind delivery of the community centre as part of the package will provide a higher degree of certainty for timing of delivery. The original timeline for delivery aimed for provision of the community centre at approximately 50% build out or roughly year 2025-2027. As we are approaching this milestone, the developer is motivated to ensure the amenity is in place as the community builds out. The proposed timeline for the community centre, is for construction to start in 2025, with completion mid-2027. The details related to timing of delivery by a specific date, or part of the development sequence will need to be confirmed through detailed negotiation, should Council endorse this approach.
- *shifts responsibility of drainage utility construction to developer* – the package of deliverables would include construction of a pump station, rail corridor culverts, and the Kerr Street tight pipe (either cash contribution or in kind). As the developer is already mobilized on site, there are efficiencies with them constructing the utilities.
- *shifts construction cost escalation to the developer* – Over the past decade the estimated construction cost of the community centre has increased by 57% (from \$20M to approximately \$35M). If Council supports this approach, following the Area 1 rezoning process, the developer will enter into an agreement to deliver the community centre. This agreement will be negotiated and staff will seek to ensure that any construction cost escalation will be the responsibility of the developer, transferring the financial risk from the City to the developer. This risk to the developer will be somewhat offset by 'locking in' the UDCL value today, rather than the UDCL rate being escalated annually as the project builds out. It is important to note, that while the developer is assuming construction cost escalation risk, any changes in scope (i.e., increased program/size) of the facility will need to be funded by the City.
- *removes EFL items from city-wide prioritization and competition for importing CACs* – Entering into a legal agreement to have the developer deliver the community centre and utilities items ensures that EFL amenities are no longer in competition for limited city-

wide funding in the form of CACs or UDCLs. Even though overall development contributions from EFL (CAC & DCL) would reduce by \$5.6M (removal from UDCL and partial recovery through CAC), this would be beneficial for the EFL amenities and utilities and would reduce the competition for CAC money city-wide. Further, the framework to support city-wide allocation of CACs has not yet been confirmed, so this approach also provides nearer term certainty particularly for the community centre.

Based on this evaluation, staff recommend pursuing the removal of EFL from the UDCL boundary to secure the community centre and required utilities. Staff acknowledge that the trade-offs for pursuing a localized solution for EFL is inconsistent with the city-wide approach to collection and allocation of DCLs through the Capital Plan process.

Urban Design Panel Minutes

The Urban Design Panel (UDP) reviewed the EFL preliminary concepts on January 10, 2018 at a non-voting session.

EVALUATION: Non-Voting

Introduction:

Rezoning Planner, Linda Gillan, introduced the application as, in June 2017, Council directed staff to review and update the East Fraser Lands Official Development Plan (or EFL ODP) to reflect the following:

- New Council policy and standards;
- Changing environmental conditions due to climate change;
- Delivery of public benefits; and
- Options to increase housing diversity in Area 3.

Staff have been working with the proponent, Wesgroup, and their consultant team of DIALOG and Gehl, to develop two new concepts for this part of EFL. The planning process will result in recommended changes to the EFL ODP and corresponding CD-1 by-laws. If approved, they will be used to inform ongoing implementation in the area and future rezoning of Area 3.

The East Fraser Lands are 51 hectares (128 acres) in size. The site is located in southeast Vancouver, south of Marine Drive and Marine Way, between Kerr Street and Boundary Road, along the north arm of the Fraser River.

The EFL ODP was approved over a decade ago, in 2006. It includes:

- about 7.7 million sq. ft. of development, including housing, shops and services;
- a network of parks and plazas; four childcare centres;
- two school sites;
- a community centre; and
- sites for affordable housing.

EFL is envisioned to have three distinct neighbourhoods, the central, western and eastern neighbourhoods. Build out of the western neighbourhood (Area 2) is well underway and the central neighbourhood (Area 1) has zoning entitlements in place. Construction is underway or almost complete on the four corners of the Town Square, at the north end of High Street. The eastern neighbourhood – Area 3 - is about 15.8 hectares, or 39 acres in size, including roads and parks, and is the last significant area of EFL to be rezoned.

The Planning Process is anticipated to be completed by summer 2018. We are seeking the Panel's feedback to inform selection - or further development - of a preferred concept, leading to emerging design directions for this area.

Development Planner, Danielle Wiley, noted that the slope from Marine Drive to the river is quite gentle compared to the western neighbourhoods. The Avalon Corridor is intended to be a day-lit water Urban Design Panel Minutes Date: January 10, 2018 15 course through Area 3, from north of Marine Drive to the river. New flood control policies will impact grading and shoreline

design. The railway will remain as a low point, and grades will be raised to the south. The shoreline will feature an “integrated” dike, which doubles as a bike/pedestrian path.

Guiding UD Principles for the EFL/ODP area:

- 3 Distinct neighborhoods: Area 1 with greatest density, height and intensity of uses.
- High St as commercial spine of EFL:
 - Anchored by “town centre” at north end (Marine Drive) and a plaza & community centre at south end (riverfront).
- Continuous Foreshore:
 - Continuous park along the riverfront with a variety of conditions;
 - Accommodates biking, walking and a range of activities (ie. “beach”).
- Mixture of Building types & scales:
 - low-rise, Ground-oriented: typically facing lanes; also concentrated in Area 2;
 - mid-rise streetwall buildings on most “standard” neighbourhood streets;
 - towers: in “clusters”, and concentrated around High St;
- Neighbourhood Greens w/ “Public edges”:
 - Each neighbourhood has its own local green space(s)
 - Parks and other public spaces need overtly “public” edges

Staff have asked the proponents to develop two concepts, distinct from the ODP, generally organized around two different approaches to park space:

- Concept A: Wider riverfront park with nodes” (with a narrower Avalon Corridor);
- Concept B: Larger “destination” park at Avalon Corridor (with a narrower riverfront park).

Generally, the height should step down west to east (High St to Boundary) and north to south (Marine to riverfront). Shadowing on major green spaces must be avoided. Staff are open to exploring different scales of block sizes and scales, as the applicant is interested in courtyard typologies. A mix of towers, mid-rise and lower-rise, with a range of housing options, is anticipated. Currently, the tallest tower is proposed at 28 storeys, compared to 18 storeys under the approved ODP.

Concurrent with this Area 3 study is a “re-think” of riverfront plaza, as staff is exploring an option to create a stand-alone community center. Density currently allocated to this parcel would need to be redistributed, which requires further study. If a dirt site option is pursued, there will be an opportunity to create a more direct relationship between the community centre and riverfront plaza.

Advice from the Panel on this application is sought on the following:

1. What is your preferred concept? Or preferred “elements” of each concept?

Please provide further commentary on:

2. Configuration and character of public open spaces (riverfront, Avalon corridor, as well as smaller open space);
3. Block pattern and street network and design, including connectivity to surrounding neighbourhoods;

4. Height, massing (inc. tower locations), and building typologies.

Applicant's Introductory Comments:

The starting point for the team was the public realm framework for the new neighbourhood. Understanding the principles of the original ODP, and looking at the existing natural features of the site, helped to define open spaces as the defining elements of the plan. A 30m setback from the water Urban Design Panel Minutes Date: January 10, 2018 16 edge is required for flood control. It was also necessary to incorporate 8.2 acres of public park space. These factors drive the block pattern, street network and building orientation and massing.

A third component to the Area 3 plan public realm are semi-enclosed courtyards. The approach was to create high capacity high control space to result in a multi-functional space both for the individual resident and for social interaction.

The streets can be identified in three character identities:

- Neighborhood circulations streets, which are more typical curb and gutter streets.
- Pedestrian priority narrow streets.
- Laneway or Paseo streets, where cars are the guest and pedestrian are the priorities.

Concept A: Concept A is primarily defined by the distribution of park space along the river's edge, providing a range of possible experiences along the river front. The design intent is to create a series of "episodes" rather than a continuous path. A narrower north-south Avalon Corridor still provides opportunity for an urban watercourse (40m in width), providing an experience of the conveyance of water.

This concept includes the tapering down in height from west to east. High street will remain the center of attraction and commercial activity for residents and visitors. Variation in massing is also tied to street dimension (i.e laneways have lower-scaled buildings). Building massing along the south side of each block has been pushed to allow sunlight in the courtyards.

Concept B: The key driver of Concept B is a large, central Avalon Park. This concept introduces an interesting, larger neighborhood amenity. The wedge-shape is based on the original ODP.

The block pattern is similar to standard downtown blocks in Vancouver, with podium and tower typologies. An east-west, pedestrian-only "living lane" would be residential in character than the "paseo" in Concept A. Kent Ave is an important interface, as a façade to the neighbourhood, so variation of height and massing is proposed. This concept introduces more formal edges to the street wall and open spaces (Avalon Park and riverfront). This allows for more massing and height along the waterfront and park edges. The waterfront experience is less about the moments along it and more about the conveyance through it.

For long term flexibility and resiliency, in both concepts, there are higher, deeper at-grade spaces to allow for existing buildings to convert to other live-work or light industrial uses. Both concept A and concept B are 3.8 million square feet in density.

The applicant team then took questions from the panel.

Related Commentary:

There was a consensus that each concept has its merits. The riverfront location is unique and placing the neighborhood park along the river provides an opportunity to reinforce the connection to the water. At the same time, a panelist noted that the schemes do not lose the connection to the neighbourhood to the north.

A panelist expressed concern that, due to climate change, the riverfront park could be compromised in the future. Another panelist noted that it was difficult to choose one of the park concepts over the other, due the mixture of people who would be served (i.e. adults are more drawn to water and kids are more drawn to large open spaces for play). The majority of the panel preferred the variation of spaces/episodes along the waterfront, as opposed to a long continuous space.

A panelist noted the preference for Concept A primarily for the connectivity to the water, and because it is well-match to the larger Metro Vancouver to build links across the river. This concept also offers a finer grain of building massing which steps down to the river. On the other hand, another panelist noted that the larger central creates a plan that feels less congested.

The panel appreciated the stepping of massing from the north down to the water, creating opportunities for good views and sunshine. The panel liked the interior courtyards, noting the building typology resembles a European approach. The emphasis on the live-work uses and tying to the industrial uses across Boundary Road in Burnaby were also well-received. A panelist encouraged the applicants to provide the architects enough flexibility to “future proof” the neighbourhood for changing uses (ie. conversion of parkades).

In comparison to Area 3, the High Street now feels low in density. The applicant should look at how to animate streets that connect to High Street, including segments of finer-grain buildings (ie. the paseo).

Suggestions included: more careful studies of shadowing (ie. in the courtyards); provisions for natural light in the underground parking to facilitate a future conversion; more density in the “right” areas (including increasing tower height in some locations). In addition, consider a “jewel”, such as an art exhibition space, as a destination to drawn people to the eastern side of the site.

Applicant’s Response: The applicant and City Staff thanked the panel for their commentary.

Letter from Wesgroup Properties

WESGROUP

November 4, 2020

Gil Kelley
General Manager of Planning, Urban Design and Sustainability
City of Vancouver
453 West 12th Avenue
Vancouver, BC
V5Y 1V4

Re: East Fraser Lands ODP Public Amenity Delivery Update

Mr. Kelley,

In May 2017, we wrote a letter to Staff that accompanied the East Fraser Lands Official Development Plan 10-Year Review Planning Program report to Council. In that letter, we noted that *'We believe it is important that we collectively explore alternative models to deliver amenities within the community. While the City has made great efforts to deliver amenities in line with the ODP, to-date, these efforts are focused on its investments in acquiring Affordable Housing sites. Delivery of childcare and parks are not currently keeping up with the growth of the community. We recognize that the City is in the planning stages for approximately 7 acres of parks and green space, which will be a fantastic addition to the community. With new residents joining the community annually, we believe it is important to find the most efficient model to deliver amenities to the residents of the neighbourhood which we believe may be for Wesgroup to deliver amenities in-kind. This would ensure that amenities are delivered in conjunction with the pace of development.'*

We are now approaching 5 years of work with Staff on efforts to update the Official Development Plan to have a more secure structure for the delivery of public benefits, to adapt to changing policies and standards and to explore options to increase housing diversity. While this work has taken place, the East Fraser Lands (EFL) community has only continued to grow. There are now 3,500 residents who live and shop in the community, who walk their dog along the shoreline trail and raise their children here. This is in addition to the approximately 2,500 residents who live in West Fraser Lands, which was built in the 1990's with limited public amenities or services for residents. At this time, there are approximately 1,500 homes under construction within EFL, which will welcome upwards of 2,200 new residents in the next few years. The amenities cannot continue to lag behind the pace of development as the families living in this community need the childcare, parks and community centre promised in the Official Development Plan.

Since moving forward with the EFL ODP 10-year Review Planning Program, we have completed significant work with staff in updating the design of the community including holding several collaborative design workshops with design professionals and City Staff.



Throughout this process, we also engaged in multiple consultation sessions with residents, presenting design concepts for feedback and refining the plans. Midway through this process, we collaborated on a redesign of the waterfront to the community centre connect the community centre with the parks and river, which will be a fantastic public space for all residents.

The other major component of this work was detailed financial analysis to set out a new financial plan to ensure that the public amenities have secured funding and are delivered with the pace of development. While this was taking place, in 2018 the City introduced the Utilities DCL, which would strip \$43 M from available funds in EFL to pay for amenities and repurpose it to fund infrastructure across the City. This created a significant challenge which has taken nearly 1.5 years to resolve. We believe that the work with multiple City departments to resolve this has yielded a financing strategy that will set the community up for success moving forward. This arrangement secures funding for the delivery of amenities, transition responsibility of key items to Wesgroup, sets a firm timeline on the delivery of the community centre and ensures needed upstream infrastructure items are delivered.

The residents in East and West Fraser Lands need certain funding and timelines for the delivery of public amenities in the community. We believe the work with Staff on these challenges has been productive and we now have a plan in place that can be relied on to ensure the complete community with shops, ample park space, childcare, schools and a community centre is realized.

Thank you

Brad Jones
Vice President, Development
Wesgroup Properties



EAST FRASER LANDS (RIVER DISTRICT)

OFFICIAL DEVELOPMENT PLAN

10-YEAR REVIEW

Complete Consultation Summary

Document Includes:

- Phase 1 Consultation Summary
- Phase 2 Consultation Summary
- Area 1 & 2 Community Centre Density Shift - Engagement Summary
- Phase 4 Consultation Summary

East Fraser Lands 10-Year ODP Review - Consultation Summaries

.....

It has been over a decade since the East Fraser Lands Official Development Plan (EFL ODP) was approved in 2006. On June 14, 2017, Vancouver City Council endorsed a planning program to review and update the EFL ODP to:

- Increase housing diversity;
- Revise central waterfront to create a standalone community centre;
- Reflect new Council policy and standards;
- Respond to changing environmental conditions due to climate change; and
- Improve delivery of public benefits.

Between July 22, 2017 and September 28, 2019, City staff hosted four phases of public engagement, including 8 open houses. The materials covered during the four phases included:

- **Phase 1:** Launch 10-year ODP review process;
- **Phase 2:** Draft principles, conceptual site plans, and next steps;
- **Phase 3:** Provide updated information for the waterfront in Areas 1 and 2 and a preferred concept for the eastern neighbourhood (Area 3); and
- **Phase 4:** Share the remaining proposed changes to the EFL ODP

The following document is a collection of all the summary information gathered from the four phases of engagement.

Phases 1-4 Engagement Numbers



20,000+
Total postcard notifications were sent out in the mail.



8
Public open houses were held between July 22, 2017 and September 28, 2019



728
Residents, neighbours, and friends of EFL were engaged.



319
Feedback forms were received online through Talk Vancouver and in-person at the events

Phase 1 Consultation Summary

EAST FRASER LANDS (RIVER DISTRICT)



YEAR 10 ODP REVIEW

PHASE 1 CONSULTATION SUMMARY

EAST FRASER LANDS

Planning for East Fraser Lands (EFL) has been underway since 2002, shortly after Weyerhaeuser closed operations of the White Pine Sawmill. Over the past 15 years, thousands of Vancouverites have engaged in the planning for the future of this site.

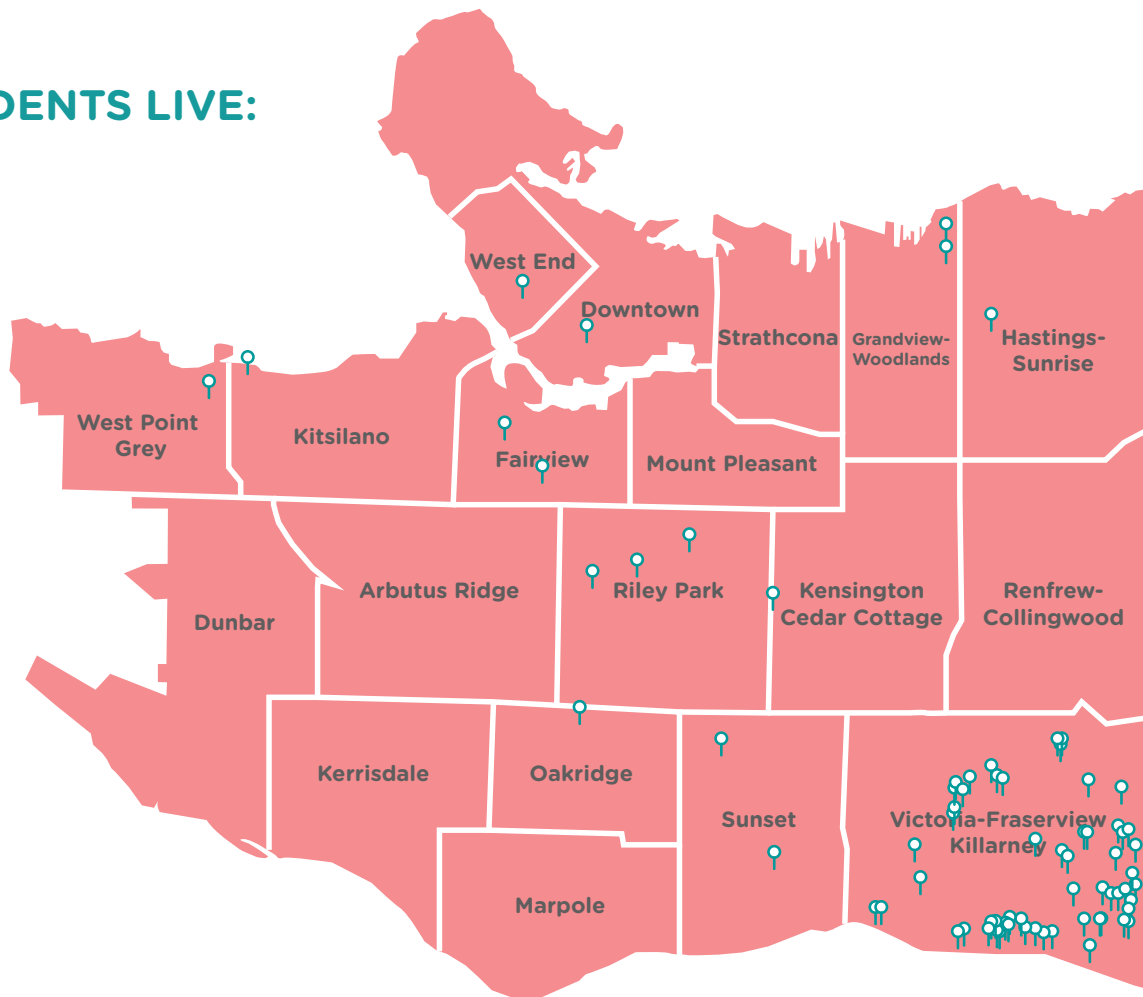
It has been over a decade since the EFL Official Development Plan (ODP) was approved. On June 14, 2017, Vancouver City Council endorsed a planning program to review and update the EFL ODP to reflect:

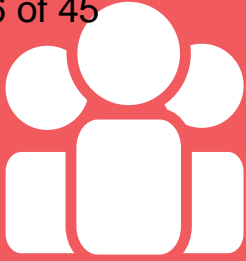
- New Council policy and standards
- Changing environmental conditions due to climate change
- Delivery of public benefits, and
- Explore options to increase housing diversity in Area 3

On July 22 & 26, 2017, the City hosted two open houses to launch the 10-year ODP review planning program. The following document summarizes responses from the event.

WHERE RESPONDENTS LIVE:

Postal codes provided by respondents from the open houses are represented by the pins on this map. The majority of respondents came from the Victoria-Fraserview Killarney community.





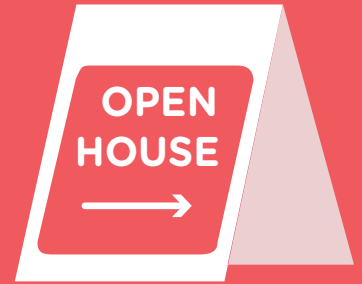
228+

RESIDENTS,
NEIGHBOURS
AND FRIENDS
OF EFL WERE
ENGAGED



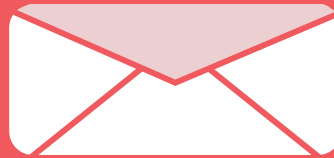
100+

FEEDBACK FORMS
WERE RECEIVED
ONLINE THROUGH
TALK VANCOUVER
AND IN PERSON AT
OUR EVENTS



2

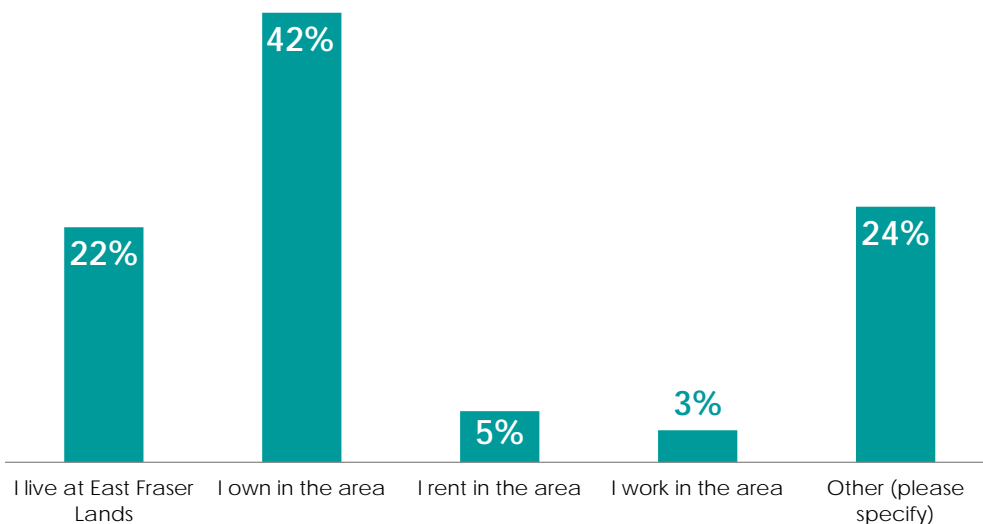
PUBLIC OPEN
HOUSES WERE
HELD ON SITE AND
AT CHAMPLAIN
HEIGHTS
COMMUNITY
CENTRE



5,000+

POSTCARD
NOTIFICATIONS
WERE SENT IN THE
MAIL

DEMOGRAPHICS QUESTIONS

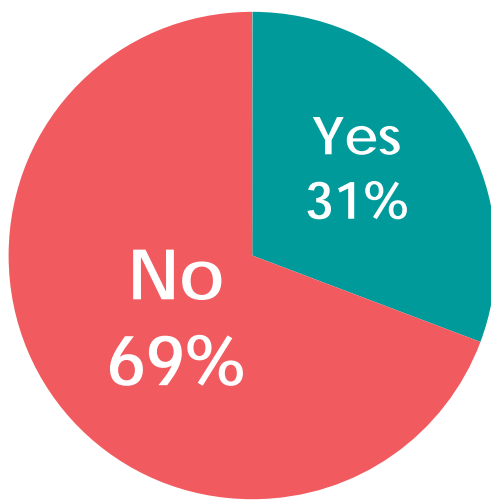
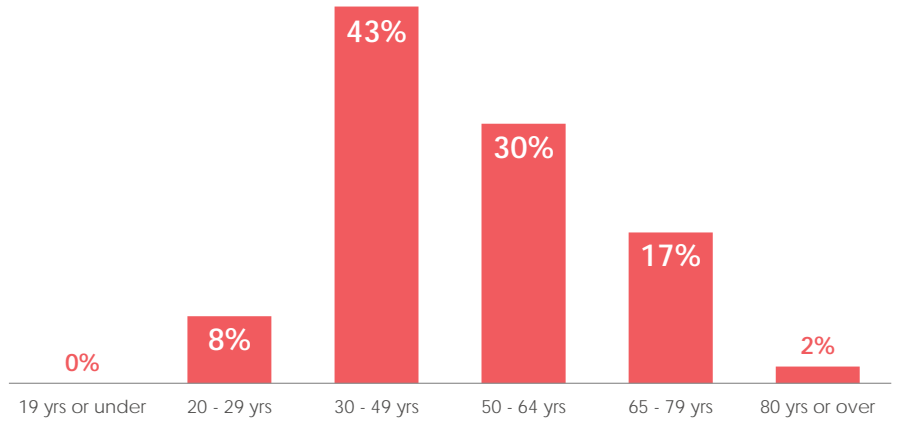


CONNECTING TO THE AREA SURROUNDING EFL

The majority of respondents who provided feedback owned in the area, lived at East Fraser Lands, or are connected to the site in some "Other" way.

WHICH AGE CATEGORY DO YOU FALL IN?

Most of the respondents from the launch open houses fell into the 30-49 age bracket (43%), followed by the 50-64 yrs and 65-79 yrs age brackets, respectively.



DO YOU HAVE CHILDREN UNDER THE AGE OF 19 AT HOME?

The majority of respondents do not have children under the age of 19 at home (69%).



QUESTIONNAIRE

A paper questionnaire was available at the open houses and online. The online questionnaire was accessible between July 22, 2017 and September, 6, 2017. A total of 228 people attended the open houses and 104 people completed the questionnaires (21 hard copies submitted at the open houses and 83 completed online). What follows is a summary of the results.

The western neighbourhood (located between Kerr Street and Kinross Street) is starting to take shape. Do you have any feedback about the new neighbourhood? In particular;

WHAT DO YOU LIKE?

A number of respondents identified the river front path as something they like about the western neighbourhood. Furthermore, many identified the building scale, accessibility to the river, parks/open space, and the introduction of community facilities and events (among others) as something that they like.

WHAT NEEDS IMPROVEMENT ?

Respondents explained that access to public transit and availability of public parking are issues in need of improvement. Other suggestions include:

- more pedestrian oriented areas
- improved access to parks/open space
- reduce vehicle congestion in the area
- access to childcare/school/community centre



2. FRASER RIVER SHORELINE

Since the plan was adopted in 2006, new provincial flood protection guidelines have been established. The City is considering a new design for the shoreline to incorporate flood prevention measures, including building the waterfront pathway, parks and streets at a higher level.

WHAT WOULD YOU LIKE TO SEE IN THE DESIGN OF THE SHORELINE AND WATERFRONT PATH?

Many identified the importance of maintaining accessibility to the river as being important in the design on the shoreline and waterfront path. Other commonly suggested ideas include:

- construction of pedestrian and bicycle paths
- off-leash dog park
- maintaining important natural areas
- design of floodable areas
- increased parks and open spaces
- benches and lighting

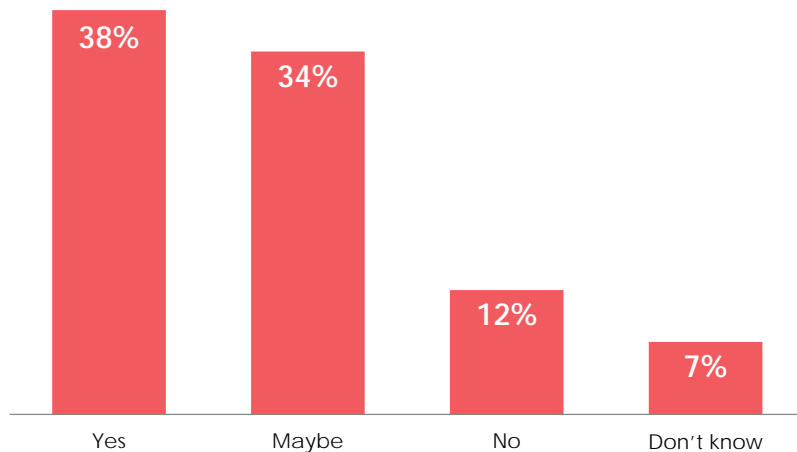
Note: The waterfront park design was approved by the Park Board on November 20, 2017

East Fraser Lands is planned to include a robust package of public amenities, including:

- parks and public open space (10.2 hectares/25.2 acres)
- a community centre (2,790 m²/30,000 sq. ft.)
- four childcare facilities with spaces for 256 children
- 140 after school-care spaces
- sites for two schools
- sites to accommodate 20% of the units for affordable housing

IS THIS THE RIGHT PACKAGE OF PUBLIC AMENITIES TO SERVE THE NEW AND EXISTING COMMUNITY?

The majority of respondents said that this is the right public amenity package to serve the new and existing EFL community (38%). 34% of respondents selected 'maybe', and 12% said that this isn't the right package of public amenities.

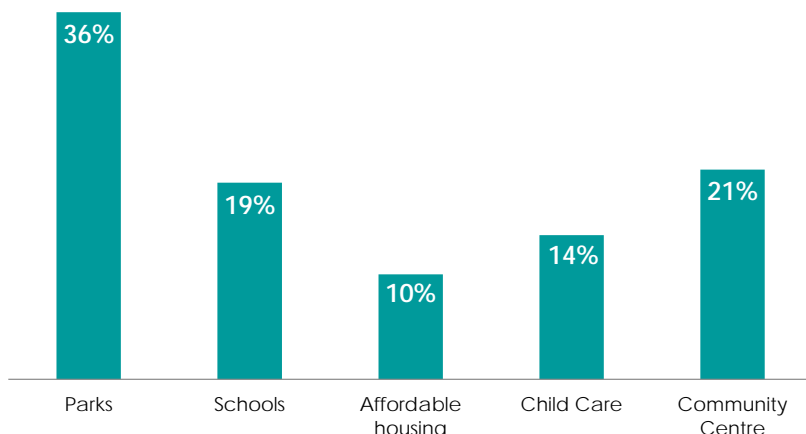


IS THERE ANYTHING MISSING?

A list of amenities that respondents identified as missing follows (in no particular order):

- more childcare spaces
- a seniors centre
- more parks & open space
- public transit options
- a larger community centre
- local serving commercial retail
- public bathrooms
- more public parking

OF THE PLANNED AMENITIES WHICH ARE THE HIGHEST PRIORITY FOR YOU?



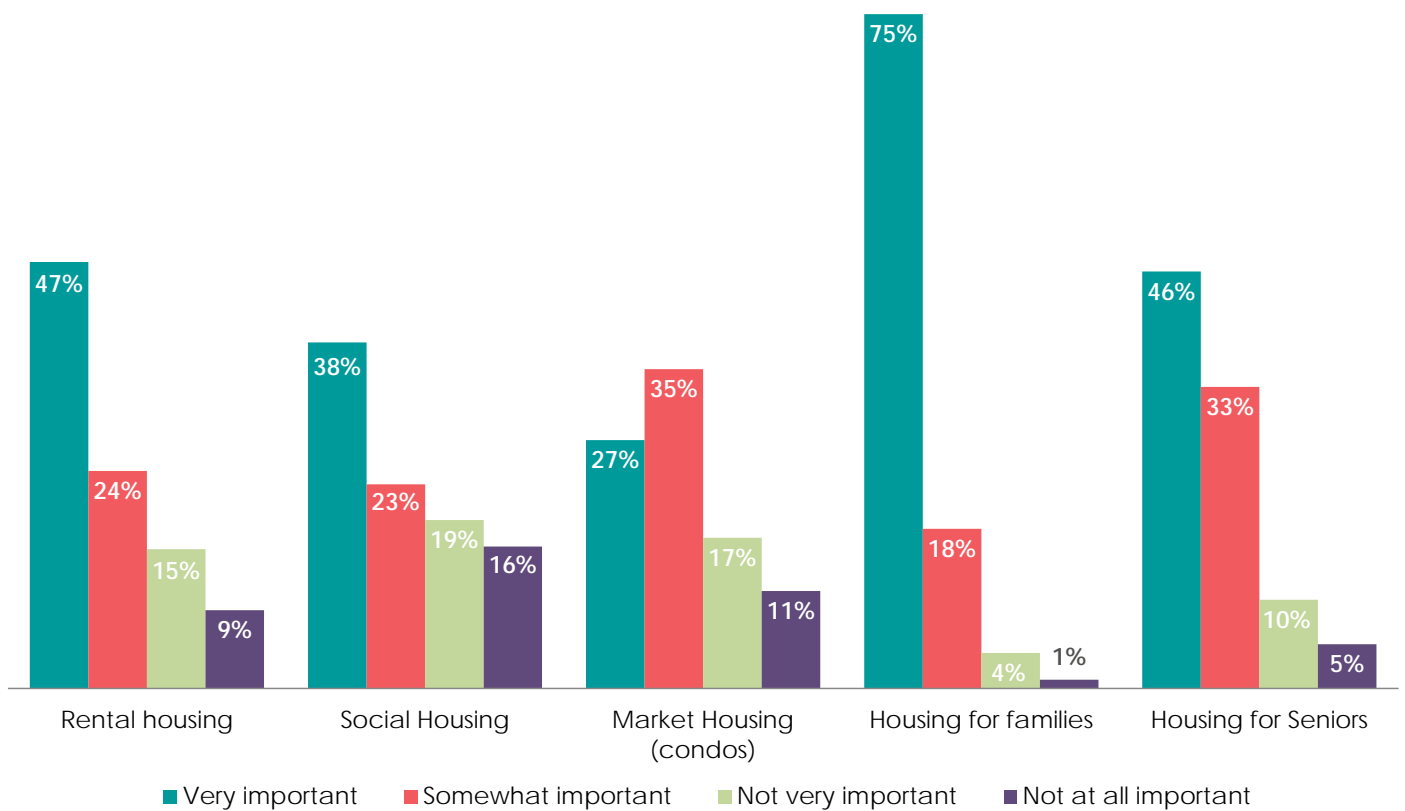
The majority of respondents identified parks as the highest priority amenity (36%), followed by the community centre (21%), the schools (16%), childcare (14%), then affordable housing (10%).

AREA 3 REDESIGN

In the current Official Development Plan, Area 3 is envisioned to be primarily residential area, with some light industrial live-work located near Boundary Road. Area 3 currently includes 2.5 hectares (6.2 acres) of parks, a site for a high school and 27% of the units for social housing. The proposed redesign will consider increased park space, transportation connections and increased diversity of housing types to address housing need.

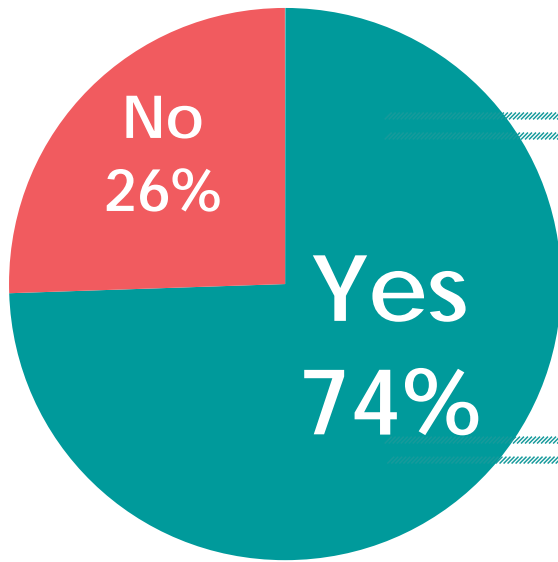
4. HOUSING TYPES

Please indicate how important the following types of housing are for the Area 3 redesign:



The above chart indicates that the majority of respondents selected housing for families as being very important in the redesign of Area 3 (75%). Of the other housing types, housing for seniors and rental housing also stood out as being very important to respondents (47% and 46%, respectively).

Should Area 3 incorporate a greater mix of uses i.e. retail, office, service?



Of the 78 respondents to this question, 74% felt that Area 3 should incorporate a greater mix of uses.

Many of those that responded 'no' explained that they were not interested in more office space as part of the Area 3 redesign.

6. TRANSPORTATION

When considering all modes of transportation - walking, cycling, transit and cars - what key issues and improvements should be considered in the redesign of Area 3?

The key issues and improvements which the 100 respondents to this question identified are represented below. Many identified pedestrian priority routes, car share spaces, improved public transit options, parking spaces for electric vehicles, and more bike routes/connection as important when considering the redesign of Area 3..



Pedestrian priority routes



Add car share spaces



Improved public transit options



Parking options for electric vehicles



More bike routes/connections

The ODP currently permits a range of building forms and heights ranging from 3-19 storeys in Area 3. The ODP review will include a redesign of Area 3 to increase density and affordable housing options to address housing need.

Do you think Area 3 is an appropriate location to accommodate additional housing and an increase in height and density?

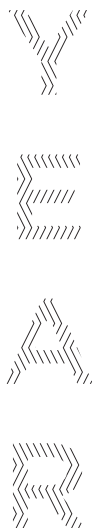
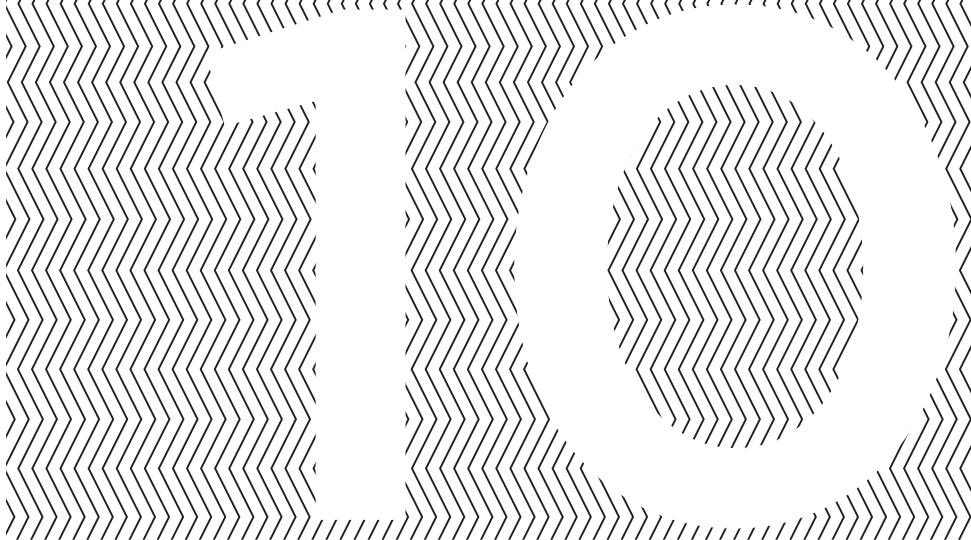
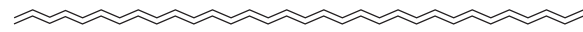
There was a mix of responses to this question. Those in favour explained that Area 3 is an appropriate location for increased density as it increases housing supply and improves affordable housing opportunities.

Respondents who indicated otherwise were concerned that it might be challenging for infrastructure to support increased density; that taller buildings could potentially block views to the river and shade parks; and that the lack of public transit will be an issue as the population increases throughout the EFL site.



Phase 2 Consultation Summary

PHASE 2
CONSULTATION
SUMMARY



ODP
REVIEW

EAST FRASER LANDS - 10-YEAR ODP REVIEW open house 2 consultation summary

On January 13 & 15, 2018, the City hosted two open houses as part of the second phase of the East Fraser Lands 10-Year ODP Review.

Planning for East Fraser Lands (EFL) has been underway since 2002, shortly after Weyerhaeuser closed operations of the White Pine Sawmill. Over the past 15 years, thousands of Vancouverites have engaged in the planning for the future of this site.

The information shared at the open houses provided an overview of the planning work completed to date, draft guiding principles, two conceptual site plans and next steps for the policy planning program. City staff and representatives from Wesgroup were present to answer questions.

This document provides a summary of the key themes from the public feedback we received. What we heard will influence the creation of policy to guide the proposed redevelopment of East Fraser Lands. At the final round of open houses, the preferred concept and draft policy will be presented for public review and input.

OPEN HOUSE STATISTICS

193

RESIDENTS, NEIGHBOURS
AND FRIENDS OF EFL
WERE ENGAGED

5,000+

POSTCARD
NOTIFICATIONS WERE
SENT IN THE MAIL

90

FEEDBACK FORMS WERE
RECEIVED ONLINE THROUGH
TALK VANCOUVER AND IN
PERSON AT OUR EVENTS

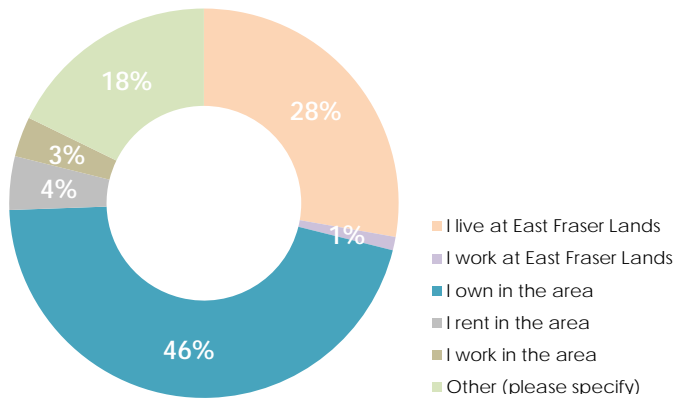
2

PUBLIC OPEN HOUSES WERE
HELD ON SITE



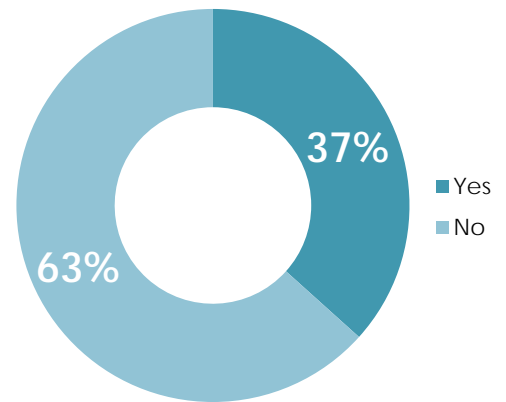
DEMOGRAPHICS

What is your connection to the East Fraser Lands (River District)?



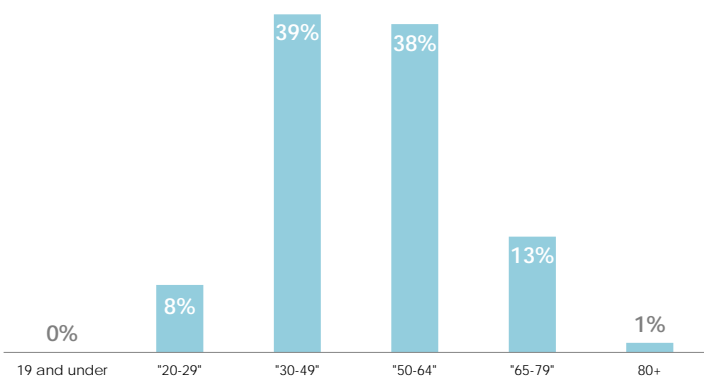
The majority of respondents who provided feedback own in the area, or live at East Fraser Lands.

Do you have children under the age of 19 at home?



The majority of respondents do not have children under the age of 19 at home.

Which age category do you fall in?



Most of the respondents fell into the 30-49 age bracket (39%), followed by the 50-64 group (38%)

As part of the 10-year review some new ideas are being explored for EFL (refer to the open house boards). These ideas relate to: the public space and street network; building courtyards; parks; and additional housing opportunities.

Respondents were asked what they thought of these new ideas, a summary responses is below:

- Enjoy the public spaces, recreation and park area proposed
- The connection to nature is important
- Inclusion of cycling and pedestrian infrastructure
- Support for the water play area for children
- Concerns regarding proposal to increase density in Area 3
- Support for the preliminary public amenities identified

2. TWO CONCEPTS FOR AREA 3

Two new concepts were developed by the design team, in consultation with City staff.



Concept A

Concept A includes a variety of outdoor spaces along the waterfront, with a pedestrian connection east-west, with mixed-use buildings connecting the High Street to small retail nodes along the Fraser River. Opportunities for live-work or light industrial spaces are provided along Boundary Road.

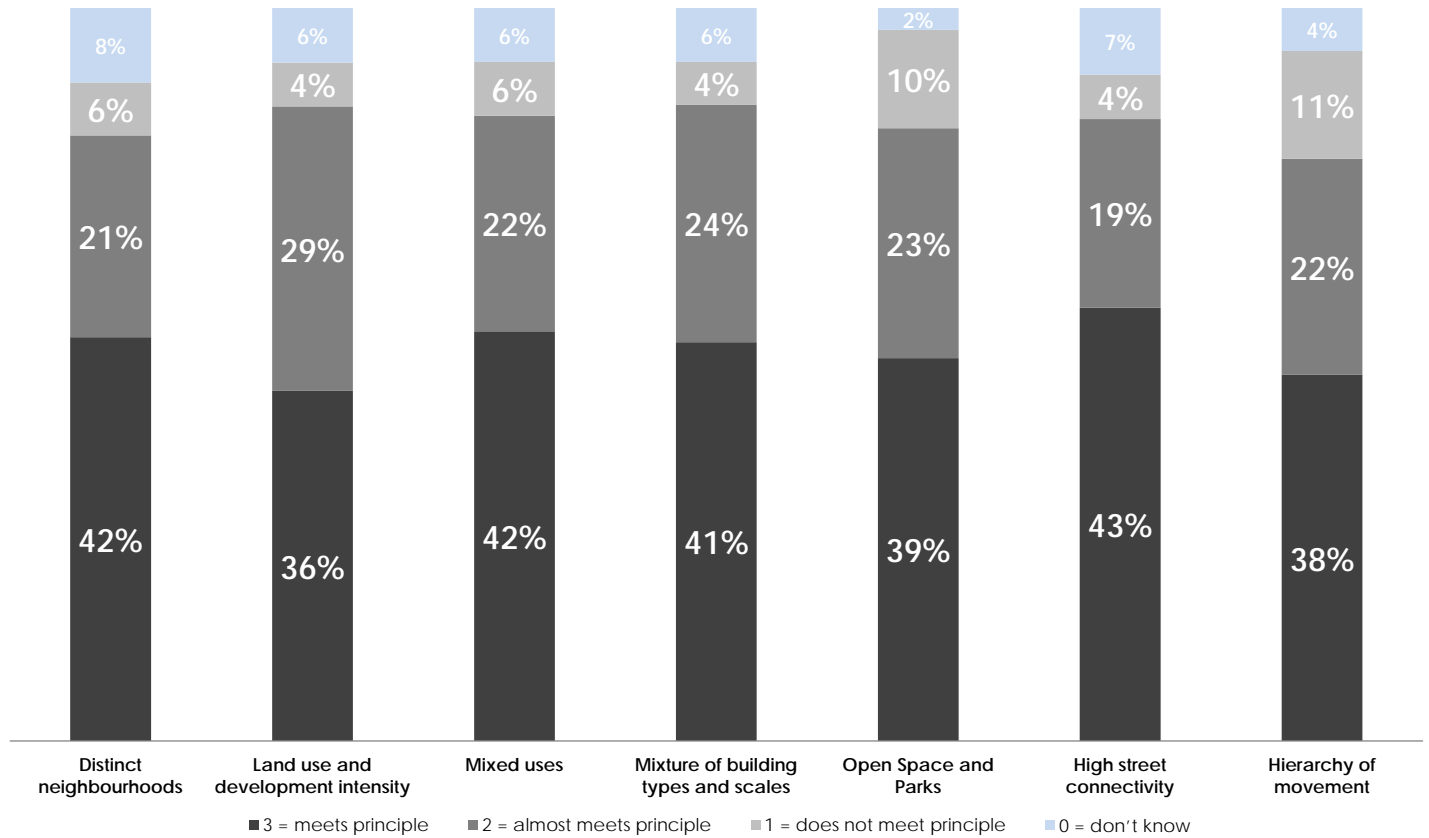


Concept B

Concept B consolidates the park space into a major ecological corridor (Avalon Park) at the centre of the Area 3 neighbourhood, and a narrower riverfront open space. Select opportunities for small retail nodes are included next to the Avalon Park. Opportunities for live-work or light industrial spaces are provided along Boundary Road.

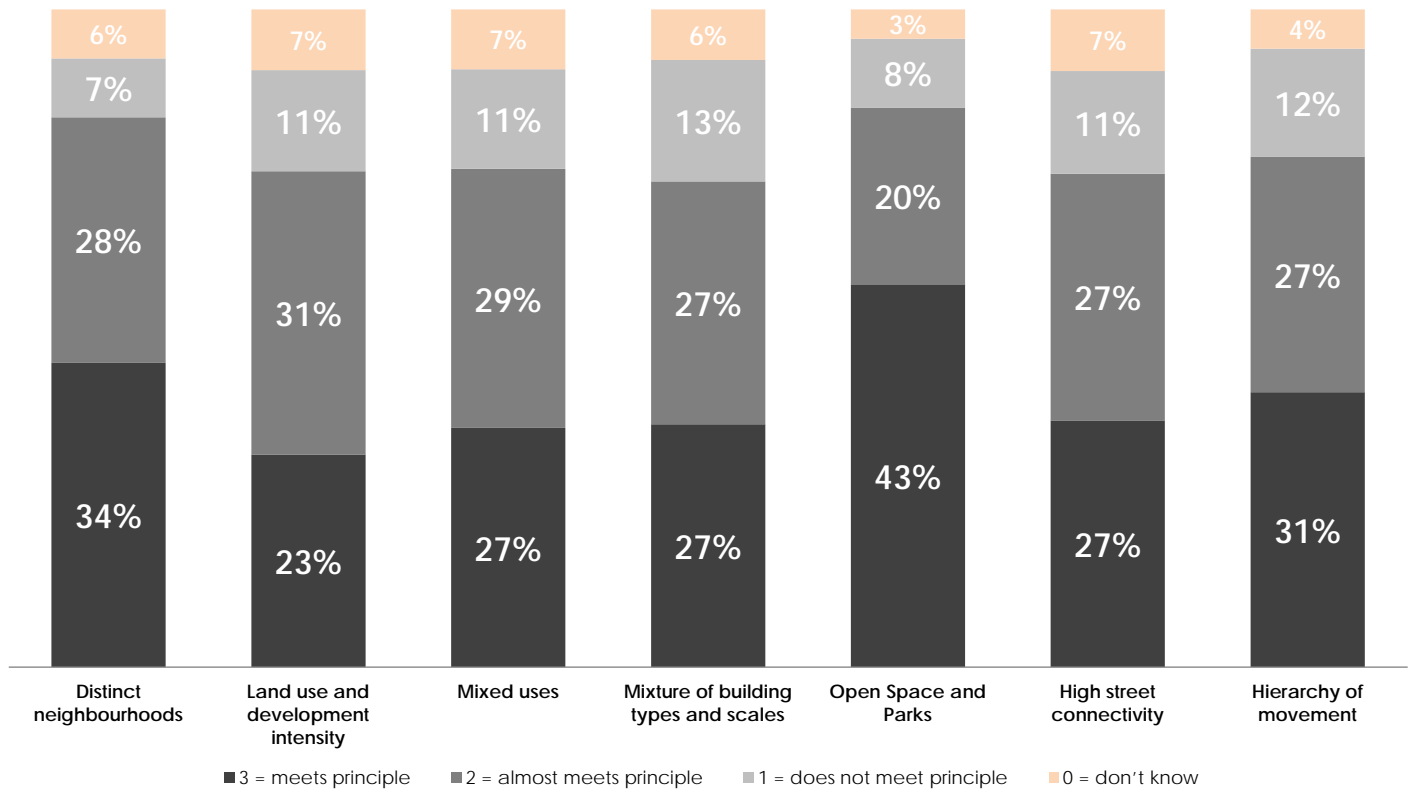
As part of the 2006 EFL ODP, a series of urban design principles were created and approved by Council. Respondents were asked to score each concept individually according to how well it met the stated urban design criteria.

Concept A



As shown in the chart (above), the majority of respondents selected "meets principle" for each of the urban design criteria related to concept A. The highest percentage being 'high street connectivity' (43%) and lowest percentage being 'land use and development intensity' (36%).

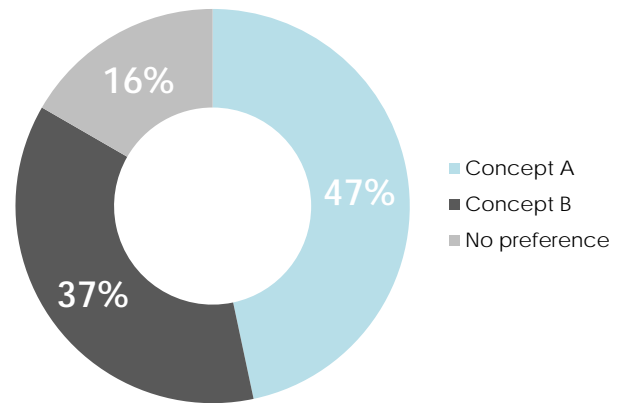


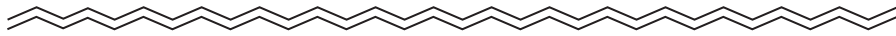


As shown in the chart (above), respondents identified that the 'distinct neighbourhoods, open spaces and parks, and hierarchy of movement' criteria "meets principle". 'Land use and development intensity, mixed uses, mixture of building types and scales, and high street connectivity' were identified as "almost meeting the principle".

3. OVERALL, WHICH CONCEPT FOR AREA 3 DO YOU PREFER?

As seen in the chart (right), the majority of respondents selected concept A as being their preferred concept for Area 3





East Fraser Lands is planned to include a robust package of public amenities some of which are already in development including: 10.2 hectares (25.2 acres) of parks and public open space, a 2,790 sq. m (30,000 sq. ft.) community centre, four childcare facilities with spaces for 256 children, 140 after school-care spaces, two school sites, and sites to accommodate 20% of the units for affordable housing.

As part of the first phase of the ODP review, opportunities for additional amenities were identified:

- *Approximately 0.8 hectares (2 acres) of additional park space including an expanded shoreline;*
- *Field house, associated with the artificial turf field;*
- *Library space;*
- *An extra 20 childcare spaces; and*
- *Opportunities for additional affordable and rental housing.*



Attendees of the open houses were asked if the enhanced set of public amenities is the right package for the new and existing community, if there is anything missing, and which were their highest priority. Responses are below:

The majority of respondents explained that this is the right package of amenities to serve the new and existing community. Those who didn't expressed their desire for improved public transit, access to family-oriented middle-income housing, improved on-street parking, small scale retail, seniors facilities, etc..

The highest priority new amenities for respondents are:

1. Community Centre
2. Park Space
3. Library
4. Childcare
5. School
6. Affordable Housing



5. CIVIC CENTRE & WATERFRONT PLAZA

An opportunity to provide a standalone civic centre and waterfront plaza is being explored. Attendees were asked what they thought of this idea.

The majority of respondents were in favour of the proposed standalone civic centre and waterfront plaza, while some had no preference, and a small number of people preferred the original ODP version.



Phase 3

Consultation Summary

EAST FRASER LANDS
OFFICIAL DEVELOPMENT PLAN
10-YEAR REVIEW
AREA 1 & 2
+ COMMUNITY
SHIFT
CENTRE DENSITY
ENGAGEMENT SUMMARY

On May 24 & 26, 2018, the City hosted two open houses as part of the third phase of the East Fraser Lands 10-Year ODP Review. Over 150 people attended the events and more than 70 feedback forms were received.

Planning for East Fraser Lands (EFL) has been underway since 2002, shortly after Weyerhaeuser closed operations of the White Pine Sawmill. Over the past 15 years, thousands of Vancouverites have engaged in the planning for the future of this site.

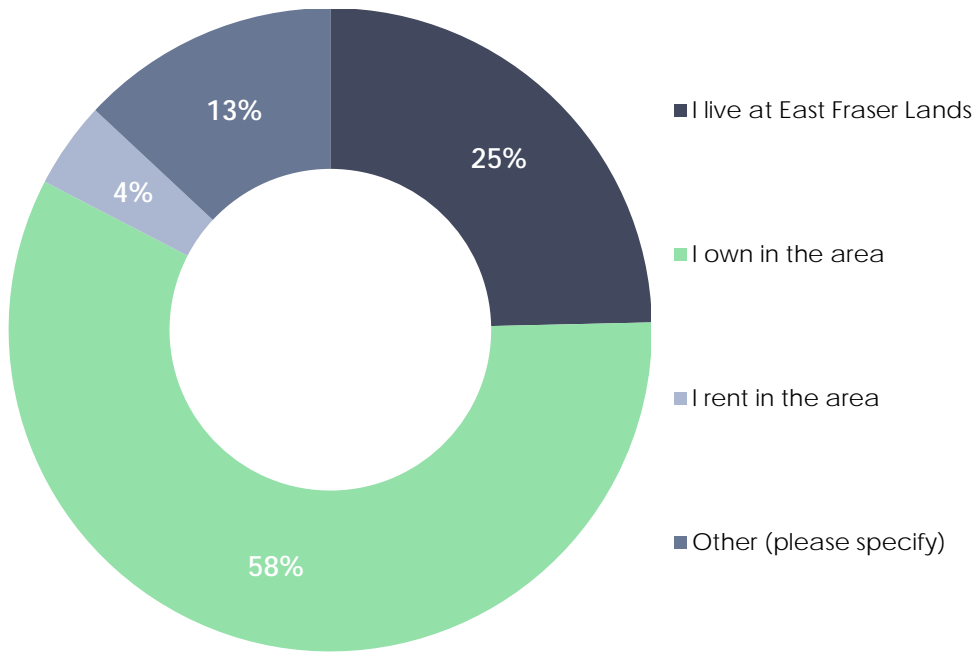
Following the second round of consultation, updated information for the waterfront in Areas 1 & 2 and a preferred concept for the eastern neighbourhood (Area 3) were developed. based on feedback from the Urban Design Panel, technical staff review and input from the landowners.

This document provides a summary of the key themes from the public feedback we received. A number of questions were asked to the public during the May 24 & 26 open houses including those on: parks and open spaces; land use; building types and heights; density; mobility; transit; proposed amenities; and community centre and waterfront plaza. What we heard will influence the draft amendments to the EFL ODP and other by-laws to establish a framework for land use, sustainability, transportation, density and building heights and public benefits.

Complete summaries from the previous phase 1 & 2 open houses are available to view online at:

vancouver.ca/east-fraser-lands

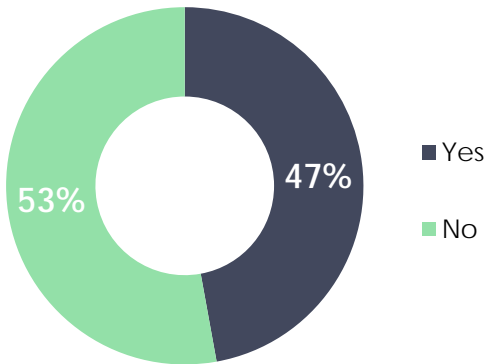




The majority of respondents own in the area near EFL (58%). 25% live at EFL, 13% are connected in an “other” way and 4% rent in the area.

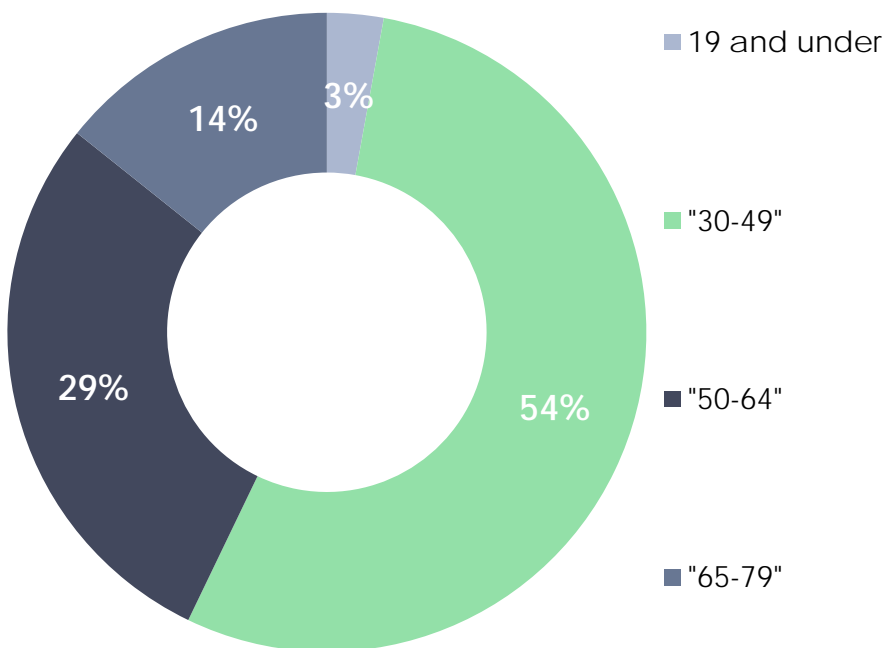
Note: Percentages reflect how many respondents chose that option out of the total number of respondents; however, multiple choices could be selected, so the sum of the percentages does not equal 100%.

DO YOU HAVE CHILDREN UNDER THE AGE OF 19 AT HOME?



The majority of respondents do not have kids under the age of age of 19 at home (53%).

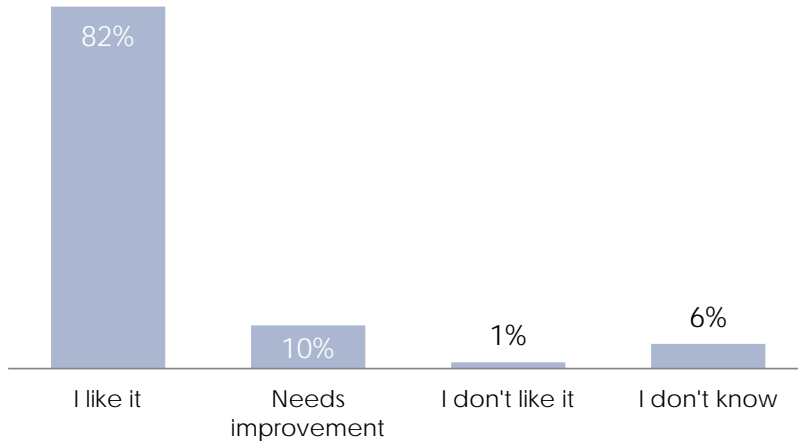
WHICH AGE CATEGORY DO YOU FALL IN?



Most of the respondents are in the 30-49 age bracket (54%), 50-64 (29%) and 66-79 (14%) age groups.

Q.1 PARKS AND OPEN SPACE

The approved Official Development plan included 25.2 acres of parks and open spaces. The redesign of Area 3 provides a wider waterfront and two additional acres of park space. The plan also includes a larger waterfront plaza next to the Civic Centre (in Area 1). [Click here for more details](#) a. What do you think about the additional park space in Area 3 and the waterfront plaza?



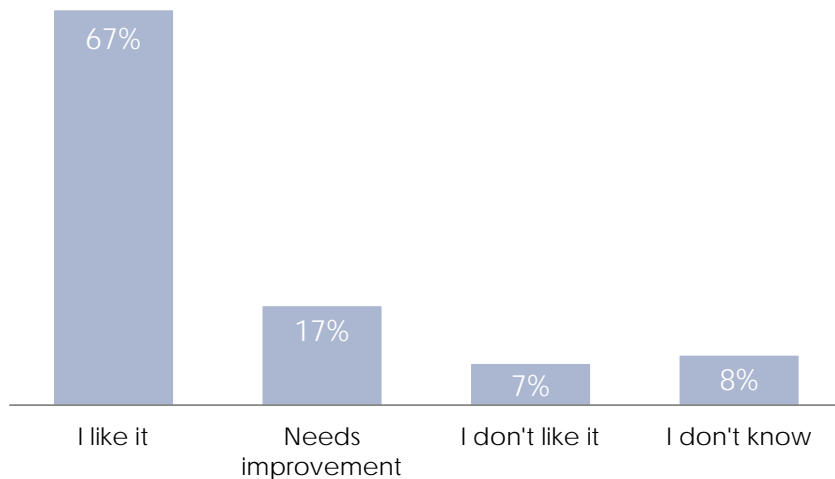
As displayed in the chart (left), the majority of respondents said that they like the additional park space in Area 3 (82%). 10% said it needs improvement, 1% said they don't like it, and 6% don't know.

ADDITIONAL COMMENTS

A number of respondents highlighted the importance of more park and open space with a potential increase in population. Some of the respondents want to see child-friendly play spaces, as well as a swimming pool and/or splash pool. Respondents also discussed the need for covered public spaces, better connections to Crowley Park, and opportunities for parking.

Q.2 LAND USE

EFL is designed to be a sustainable mixed-use community with shops and services located close to housing. As part of the EFL 10-year ODP Review, additional opportunities for housing have been identified in Area 1 and Area 3. The previously approved mix of uses, including public amenities, have been retained. Area 3 also includes retail and live-work use along the "paseo" and light industrial along Boundary Road. [Click here for more details](#) What do you think of the proposed mix of uses?



As displayed in the chart (left), the majority of respondents like the proposed mix of uses (67%). 17% said it needs improvement, 7% said they don't like it, and 8% don't know.

ADDITIONAL COMMENTS

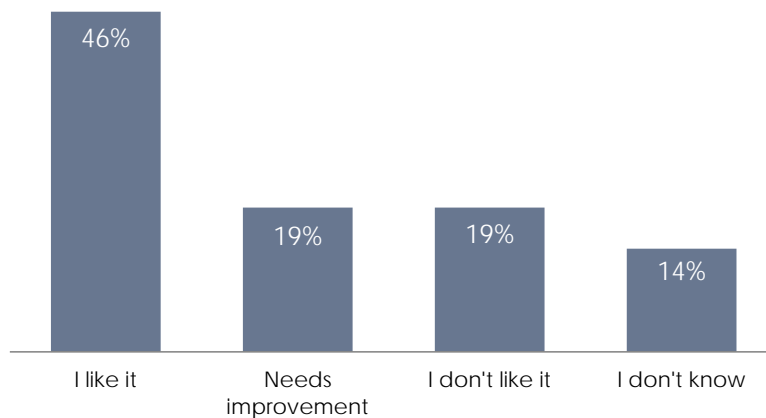
Some respondents would like to see a higher provision of shops and services this included more mixed use development and/or live work opportunities. There were some concerns about the increased density and heights, as well as the need for more parking to service an increase in population. More unspecified public amenities were desired by some respondents.

Q.3a BUILDING TYPES AND HEIGHTS

The preferred concept plan for Area 3 provides a range of new building types and heights including:

- *Townhouse and low-rise apartment buildings along minor bike friendly streets and the paseo (3-4 storeys)*
- *Mid-rise buildings (4-8 storeys) along typical streets and parks*
- *Taller buildings (8-25 storeys) along Kent Ave South, increasing toward the Town Centre and River District Crossing (High Street)*
- *Building heights generally step down from the rail to the waterfront*

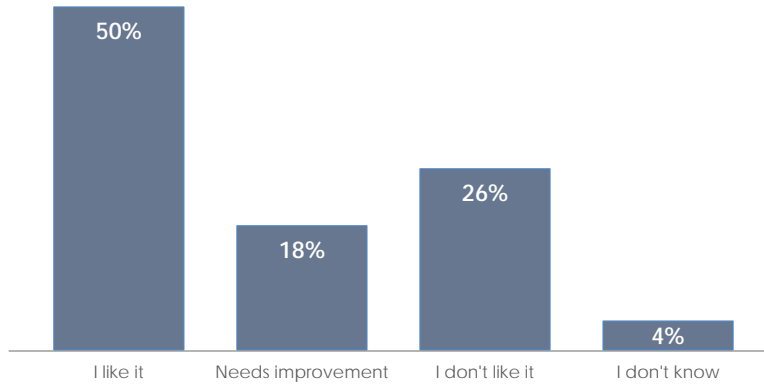
What do you think about the proposed approach to building types and heights in Area 3?



As displayed in the chart (left), the majority of respondents said that they like the proposed approach to building types and heights in Area 3 (46%). 19% said it needs improvement, 19% said they don't like it, and 14% don't know.

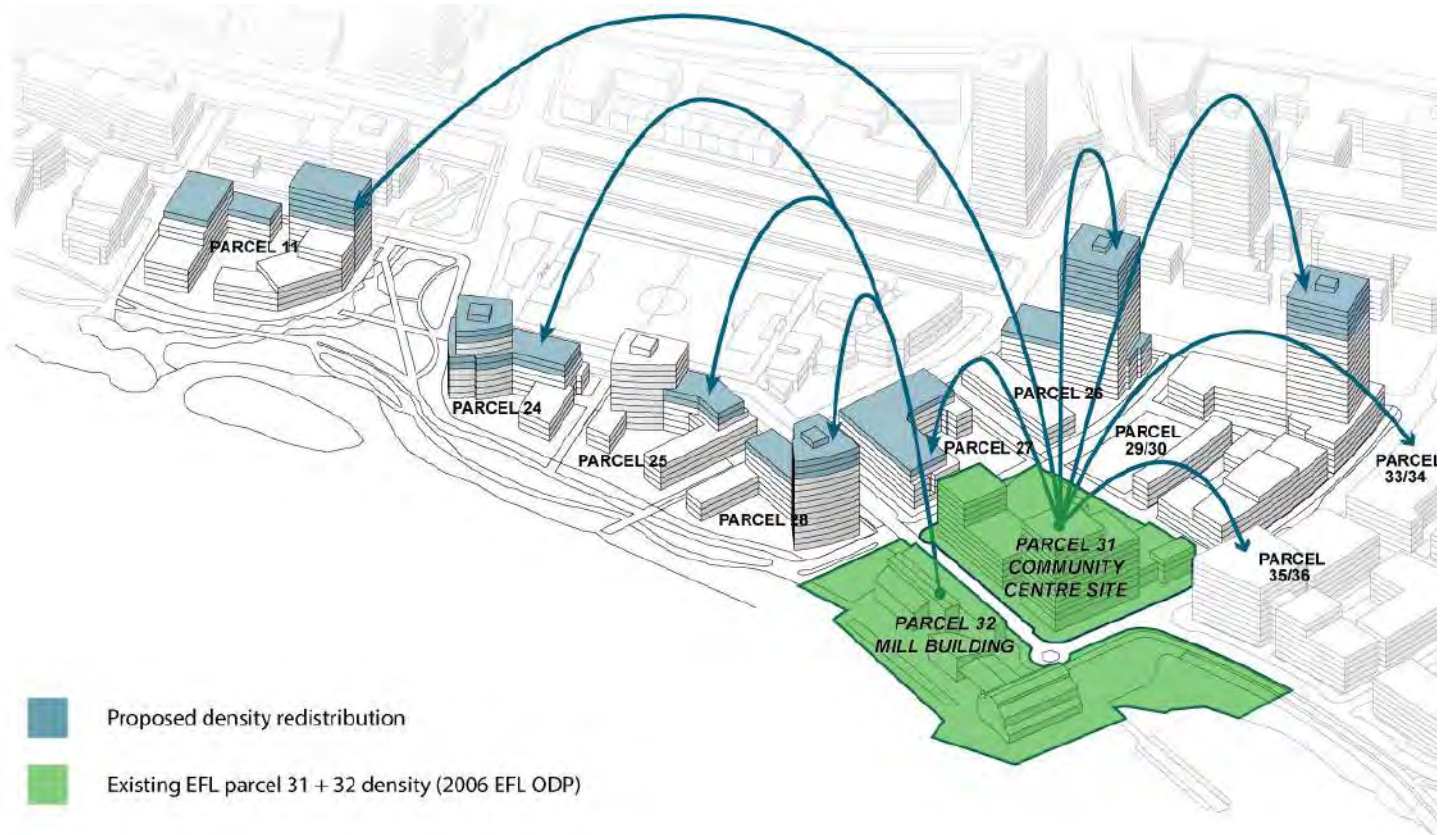
Q.3b BUILDING TYPES AND HEIGHTS

In Area 1 additional building heights are proposed to enable the creation of a site for the Community Centre (by shifting density to existing parcels) and to increase housing close to the neighbourhood centre. What do you think about the proposal to increase building heights to achieve a site for the community centre?



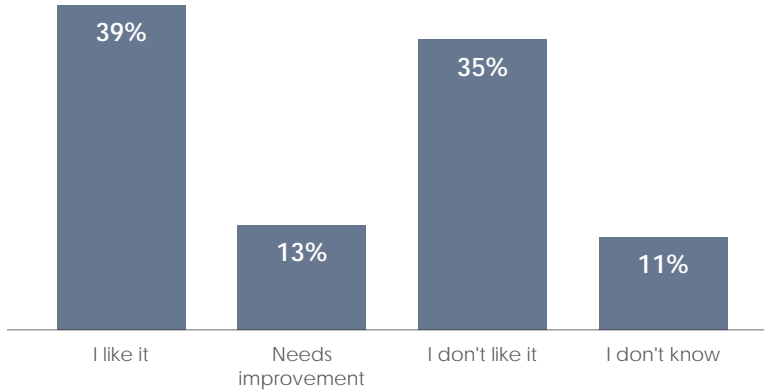
As displayed in the chart (left), the majority of respondents said that they like the proposal to increase building heights to achieve a site for the community centre (50%). 18% said it needs improvement, 26% said they don't like it, and 4% don't know.

COMMUNITY CENTRE DENSITY REALLOCATION



Q. 3C BUILDING TYPES AND HEIGHTS

What do you think about the additional building heights in Area 1



As displayed in the chart (left), the majority of respondents said that they like the additional building heights in Area 1 (39%). 13% said it needs improvement, 35% said they don't like it, and 11% don't know

ADDITIONAL COMMENTS

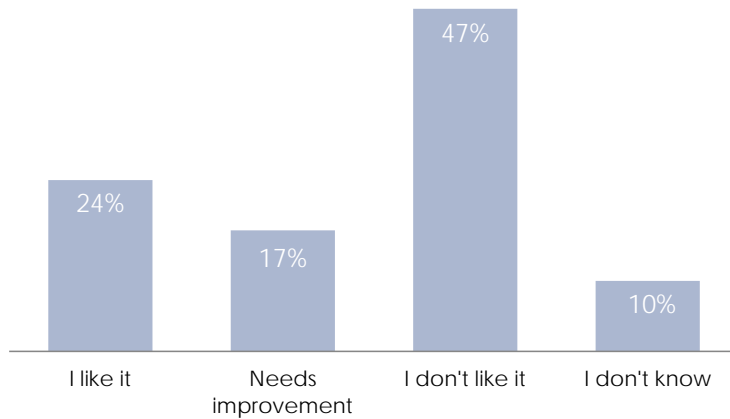
Many responses to this question are in support of the proposed building types and heights. Respondents support the transition of building heights toward the river and taller forms closer to High Street and East Kent Avenue. Some responses express concern about potential impacts to traffic and parking as a result of the taller buildings and other respondents would like to see the amenities (such as the civic centre and waterfront plaza) delivered earlier in the development process.

EFL SITE CONCEPT



Q. 4 DENSITY

The proposed building massing and overall density is illustrated on the preferred concept plan board. The approved EFL ODP supports approximately 7.7 million sq.ft. of development including about 7,700 residential units. Approximately 438,000 sq. ft. of additional density is included in Area 1 and approximately 1.04 million sq.ft. of additional density is proposed in Area 3. The total floor area in EFL would be approximately 9.2 million sq.ft. which is approximately 9,300 units or a population of about 15,000. What do you think about the proposed increase in development floor area (density)?



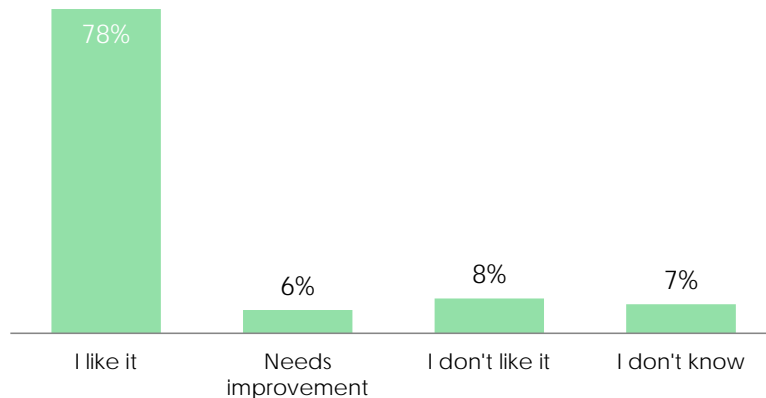
As displayed in the chart (left), the majority of respondents said that they don't like the proposed increase of density in Area 3 (47%). 17% said it needs improvement, 24% said they like it, and 10% don't know.

ADDITIONAL COMMENTS

A number of respondents expressed concern about the extra proposed density. There were also concerns about the level of transit servicing for a potential increase in residents. Some respondents highlighted a desire for community amenities to be delivered earlier to help service any proposed increase in residents. Concerns were also expressed about the potential impact increased residents would have on traffic.

Q. 5a MOBILITY

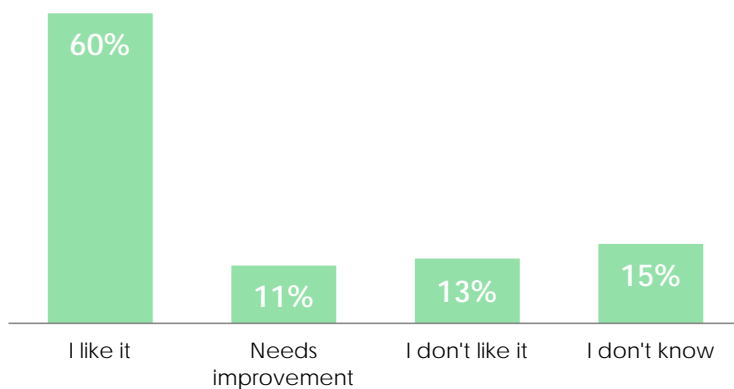
The preferred concept plan for Area 3 includes a network of new streets designed to minimize shortcutting. The concept includes safe pedestrian routes and separated cyclist paths to enable movement within the site. A new type of street - "paseo" - connects from shops on River District Crossing (High Street) to the waterfront at Avalon Park. What do you think about the



As displayed in the chart (left), the majority of respondents said that they like the proposed movement network for Area 3 (78%). 6% said it needs improvement, 8% said they don't like it, and 7% don't know.

Q. 5b MOBILITY

In Area 1, modifications to the street network are proposed to facilitate cyclist and vehicle movement resulting from the changes to the Community Centre site. What do you think about the proposed changes in Area 1?



As displayed in the chart (left), the majority of respondents said that they like the proposed changes in Area 1 (60%). 11% said it needs improvement, 13% said they don't like it, and 15% don't know.

ADDITIONAL COMMENTS

Further comments to this question include: insuring bicycle routes are well defined; improve public transit access to residents; improve parking; and provide pedestrian oriented areas.

Q. 6 PROPOSED PUBLIC AMENITIES

East Fraser Lands is planned to include a robust package of public amenities, some of which are already in development including: 25.2 acres of parks and open spaces, a 30,000 sq.ft. community centre, four childcare facilities with spaces for 256 children, 140 after school-care spaces, two school sites, and sites to accommodate 20% of the units for affordable housing. As part of the EFL ODP 10-year Review additional public amenities and some changes to the existing package of amenities are proposed including:

- + 20 additional childcare spaces located in the Community Centre;
- + Two acres of park space including expanded shoreline in Area 3;
- + Expanded destination waterfront plaza;
- + Waterfront site for the community centre;
- + 247,700 sq.ft. of Social Housing (about 350 units);
- + Improved connections to Champlain Heights; and
- + Potential library co-located with the Community Centre, subject to financial viability.

COMMENTS

There was overall general support for the proposed updated package of public amenities. A number of respondents would like the delivery of amenities to be prioritized. They also highlighted the importance of the delivery of a community centre, childcare, and library when considering the proposed addition of housing. Some respondents wanted to see more social housing, as well as additional park space and senior appropriate housing

Q. 7 CIVIC CENTRE AND WATERFRONT PLAZA

Plaza Modifications are proposed to the approved street network in Area 1 and residential density has been shifted from the Community Centre site to other parcels (resulting in modest increases in building heights). Do you support these changes to achieve a stand-alone civic centre and waterfront plaza? If not, please tell us why?

COMMENTS

The majority of responses to this question were in support of the changes to Area 1 to achieve a stand-alone civic centre and waterfront plaza. Some comments express concern regarding the redistribution of density to surrounding buildings and others would like to see the delivery of the civic centre be on an expedited timeline.

Q. 8 GENERAL

Overall, what do you think about the preferred concept plan and potential public benefits? Is there anything else you would like to tell us? Please provide any additional comments you may have.

COMMENTS

There was a desire among many of the respondents for the timely delivery of public amenities, such as the community centre, childcare, and library. Some respondents would like these amenities to be delivered prior to future housing construction. But overall there was general support for the proposed public benefits. Other comments related to concerns about height and density, parking, pedestrian connections to the surrounding community, and a desire for senior housing.

Phase 4 Consultation Summary

East Fraser Lands

10-Year ODP Review Consultation Summary



Summary

On September 24th and 28th, 2019, the City hosted two open houses as part of the second phase of the East Fraser Lands 10-Year Official Development Plan Review.

Planning for the East Fraser Lands (EFL) has been underway since 2002, shortly after Weyerhaeuser closed operations of the White Pine Sawmill. Over the past 15 years, thousands of Vancouverites have engaged in the planning for the future of this site.

The information shared at the open houses provided an overview of the remaining proposed changes to the EFL Official Development Plan (ODP), including additional floor area in Areas 1 & 3, adjustments to the site plan, increased building heights, proposed housing mix, additional public benefits, changes of use on Parcels 14 & 19, and an anticipated amenity delivery schedule. City staff and representatives from Wesgroup were present to answer questions.

This document provides with a summary of the key themes from the public feedback we received. The proposed amendments to the EFL ODP and CD-1 By-laws will be finalized based on your feedback and presented for Council's consideration. If approved, the updated EFL ODP will be used to inform ongoing implementation of EFL and future areas rezonings.

Open House Statistics

5000+

postcard notifications were sent in the mail

152

members of the public attended the two open houses

57

comment forms were received online and in-person

2

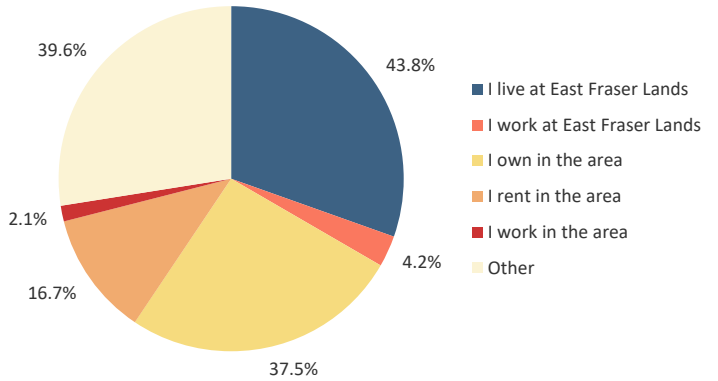
open houses were held in the EFL neighbourhood

Appendix G
Page 39 of 45

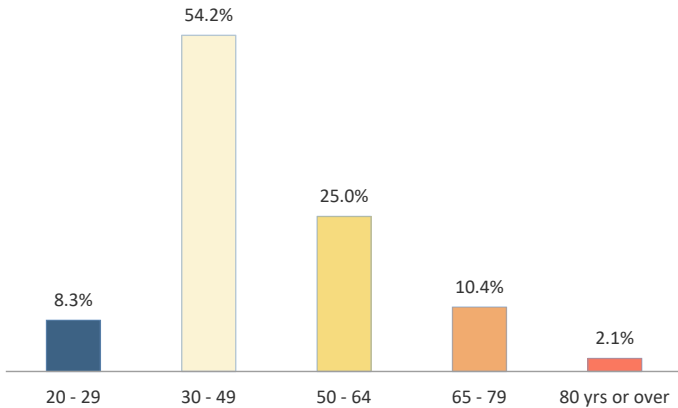
Demographics

Of the 57 comment cards received, survey respondents had the following connections to the East Fraser Lands:

The most common response for 'other' was that the individuals were **interested or were moving into the area**, followed by being **interested in the development** and then **visiting the space often**.



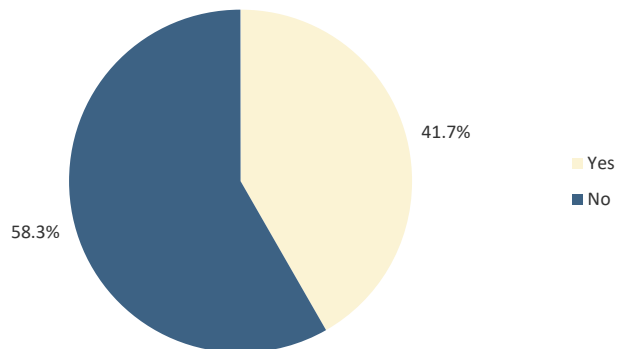
Survey respondents indicated the following ages:



The majority of respondents were between the ages of 30 and 49, followed by 50 to 64, 65 to 79 and 20 to 29 respectively.

When asked if survey respondents have children under the age of 19 at home, the following responses were collected:

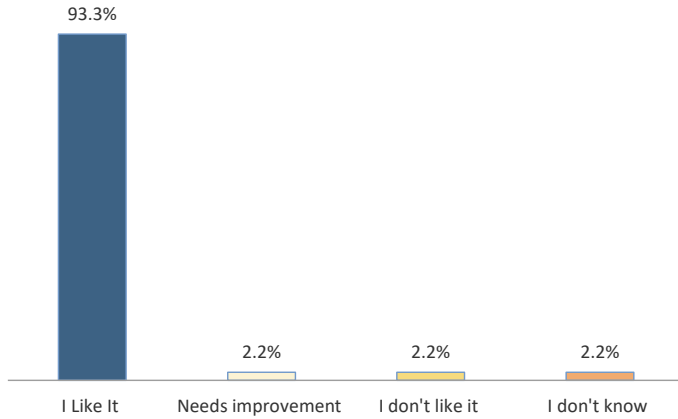
The majority of respondents indicated not having a child under the age of 19 at home.



The majority of survey responses received were from the Killarney neighbourhood, in addition to a handful of responses from East Vancouver, Mount Pleasant, South Cambie, Richmond, and Surrey.

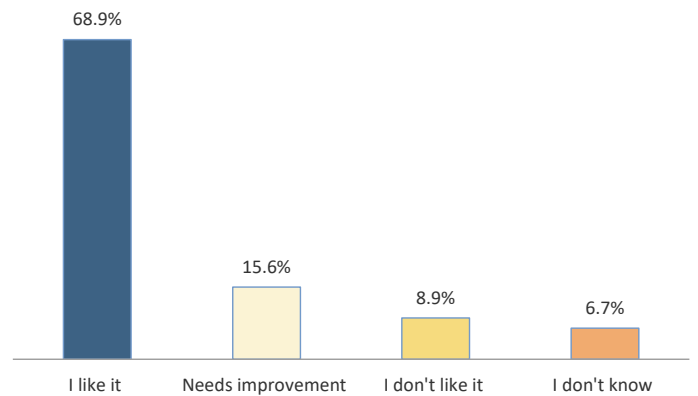
Parks & Open Space

The approved EFL Official Development Plan included 25.2 acres of parks and open spaces. The redesign of Area 3 provides a wider waterfront and two additional acres of park space. Refinements to Area 1 propose shifting the former 0.26 acre “neighbourhood park” to the waterfront to expand the waterfront plaza (next to the community centre). A social housing building will be located on the former neighbourhood park space.



In asking what the public thought of Area 3’s additional park space, **93% of respondents answered that they liked the proposals.**

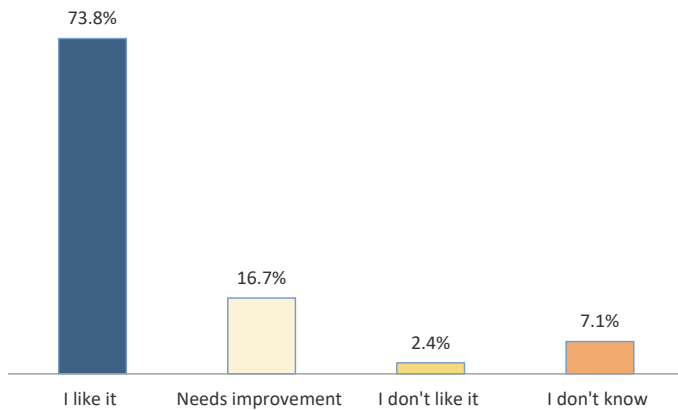
Two-thirds of respondents responded positively to the proposal to shift park space from the neighbourhood park to the waterfront plaza.



For additional comments regarding the proposed park and open space network, respondents discussed: maximizing or increasing the amount of available **park space**; expediting the **delivery of park space**; producing smaller, but more distributed **community-centric parks** throughout the neighbourhood; and increasing in **green arterials** running throughout the neighbourhood. These, including several other suggestions, are surmised in the associated word art.

Changes to the mobility network in Area 1 were approved by Council in September 2018. There are no additional network changes proposed for Area 1.

Minor changes have been made to the preferred concept plan for Area 3 based on feedback at the last open houses. The Area 3 redesign includes a network of new streets designed to minimize shortcutting. The preferred concept includes safe pedestrian routes and separated cyclist paths to enable movement within the site. A pedestrian focused street “paseo” connects from River District Crossing (High Street) to the waterfront at Avalon Park.



Survey respondents indicated a **strong support** for the proposed movement network for Area 3, with **74% of individuals writing in favour of the changes.**

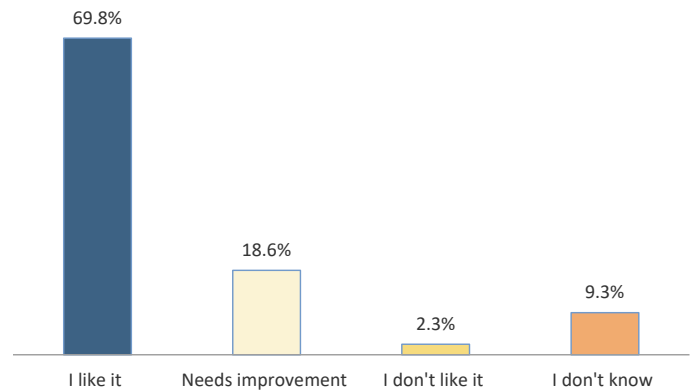
For additional comments regarding the proposed movement network, respondents discussed: promoting **walking pathways and pedestrian-centric spaces**; enjoying the **paseo** concept; concerns with existing or **potential traffic congestion**; and expanding the existing **public transportation and bikeway networks**.

Land Use

EFL is designed to be a sustainable mixed-use community with shops and services located close to housing. As part of the EFL ODP 10-year Review, additional opportunities for housing have been identified in Area 1 and Area 3. The redesign of Area 3 also includes retail and live-work use along the “paseo” and light industrial along Boundary Road. Additional childcare and park amenities have been proposed.

Based on feedback at the last open house, the proposed land uses have not changed since the previous open houses, with the exception of additional residential floor area in Area 3.

Two-thirds of survey respondents indicated support for the proposed mix of uses.

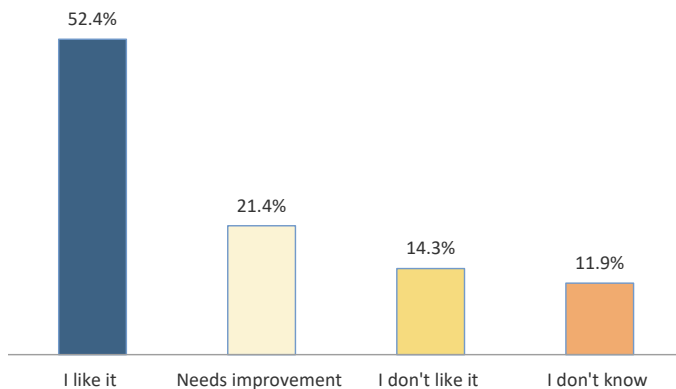


For additional comments regarding the proposed movement network, respondents discussed: liking the proposed **mix of land uses**; seeking more **commercial and retail opportunities**; asking for additional **community spaces**; and asking if there may be **too many commercial spaces** in the area.

Building Types & Heights

The refined concept plans for Areas 1 and 3 provide a range of new building types and heights including:

- Townhouses and low-rise apartment buildings along minor bike friendly streets and the “paseo” (3-4 storeys);
- Mid-rise buildings (4-8 storeys) along typical streets with taller mid-rise buildings (6-14 storeys) along parks;
- Taller buildings (8-25 storeys) and increasing height toward the Town Centre and River District Crossing (High Street), with a 28-storey tower marking the central neighbourhood; and
- Building heights generally step down from the rail to the waterfront.



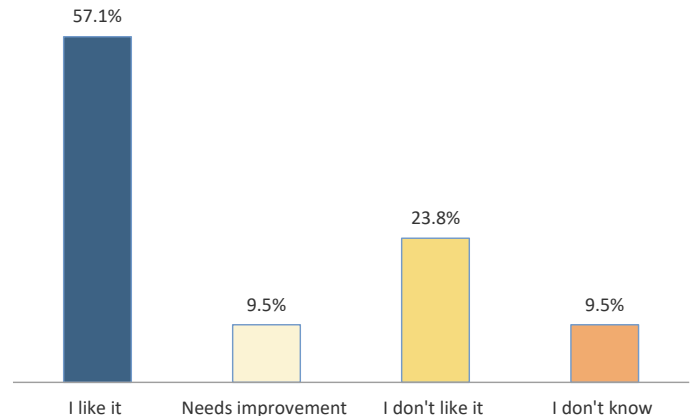
Regarding the proposed approach to building types and heights, **the majority of respondents indicated support for the current proposal**. One-fifth of people indicated that the proposal needs improvement, with one-sixth of respondents not liking the proposal and one-tenth of individuals indicating no preference.

For additional comments regarding the proposed building types and heights, respondents discussed: limiting **building heights** at the waterfront and then expanding heights towards Marine Drive; increasing the development’s **overall height and density**; and including a greater **diversity of building types and design**.

The proposed building massing and overall density is illustrated on the preferred concept plan board and 3-D model at the open house. The EFL ODP currently supports approximately 7.8 million sq. ft. of development or an estimated population of 12,650. The total floor area proposed in EFL would be approximately 9.45 million sq. ft. or a population of approximately 15,500.

438,500 sq.ft. of additional density is proposed in Area 1 and 1.218 million sq.ft. of additional density is proposed in Area 3. The proposed density in Area 3 is approximately 200,000 sq.ft. higher than in the previous open house.

The majority of survey respondents supported the proposed increase in development floor area. One-third of respondents indicated that the proposed density either needs improvement or that they did not like it.



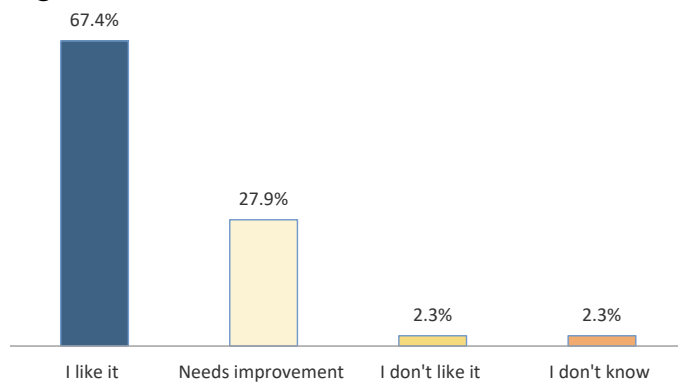
For additional comments regarding the proposed density increases, respondents discussed: preferring the density to allow for more **housing options and increased community amenities**; **logistical concerns** with the increase in density impacting surrounding traffic and transit availability; concerns with the increased **density and building heights**; and **restricting density** to certain areas within the development.

Public Amenities

EFL is planned to include a robust package of public amenities, some of which are already under development including: 25.2 acres of parks and open spaces, a 30,000 sq.ft. community centre, four childcare facilities with spaces for 256 children, 140 after school-care spaces, two school sites, and affordable housing sites for 20% of the units.

As part of the EFL ODP 10-year Review additional public amenities and some changes to the existing package of amenities are proposed including:

- 20 additional childcare spaces located at the Community Centre;
- Relocation of a childcare centre from the Town Square to the Community Centre site;
- Two acres of additional park space including expanded shoreline in Area 3;
- 262,000 sq.ft. of Social Housing (~320 additional units); and
- Improved connections to Champlain Heights.



Two-thirds of survey respondents liked the proposed update to public amenities on site. One-quarter of respondents indicated that the proposal needs improvement.

For additional comments regarding the proposed amenity package, respondents discussed: increasing **the speed at which amenities are delivered; prioritizing different aspects of the package**, including the community centre, childcare spaces, transit and schools; and asking for **a dedicated time-frame** for amenity build out.

Amenity Delivery

EFL is anticipated to be built out by 2030-2035. Construction began in 2010. The City is committed to delivering the amenities as development revenue from the project is received. Four social housing sites are under construction and new parks are being delivered in Area 2.

Survey respondents provided several comments and suggestions regarding the delivery of amenities. Most prominently, respondents asked the City to prioritize **the delivery of community amenities** and to expedite the rate at which they are built. The most requested item was for better **transit access** to the neighbourhood and surrounding areas, followed by the building of the **community centre, childcare facilities, parks and schools**.

Overall

A majority of survey respondents indicated that they liked the proposed changes to the East Fraser Land's Official Development Plan. Several individuals either did not agree with the proposed changes or suggested that improvements were needed. The most common comment discussed amongst respondents was a need for more transit options and increased service within the neighbourhood. Second, respondents indicated a desire to have community amenities delivered sooner than later and that the build out has been slow to date. Other comments include a request for the City to prioritize the delivery of childcare facilities, to increase the amount of available park space, and to vary density and building heights throughout the development.



APPENDIX D: Redline Version – East Fraser Lands Official Development Plan

This document is being provided for information only as a reference tool to highlight the proposed amendments. The draft amending by-laws attached to the Council report RTS No. 14162 entitled *East Fraser Lands Official Development Plan and Public Amenity Financial Plan and Strategy: 10-year Review and Update* represent the amendments being proposed to Council for approval. Should there be any discrepancy between this redline version and the draft amending by-laws, the draft amending by-laws prevail.

**SCHEDULE A
EAST FRASER LANDS
OFFICIAL DEVELOPMENT PLAN**

PREAMBLE

**VISION FOR A SUSTAINABLE URBAN NEIGHBOURHOOD
IN EAST FRASER LANDS**

EFL description

EFL lies in the southeast corner of Vancouver on the Fraser River, and includes the land between Kerr Street and Boundary Road south of Marine Way and a triangle shaped site north of Marine Way at Boundary Road. The rail corridor divides EFL into north and south sections. ~~The Canadian White Pine sawmill used the land south of the rail corridor until the mill closed in 2001. This site is now vacant. Most of the land north of the rail corridor is also vacant, and covered with recent second growth bush. Industrial and storage uses occupy various small parcels, and the rail corridor accommodates rail use. The current zoning for most of the land is industrial M2 and M1-B.~~

~~The area around EFL was and continues to be used by local First Nations people for travel, spiritual and ceremonial purposes, and food harvesting. Permanent and seasonal settlements occurred in areas along the shoreline, particularly near freshwater sources. Prior to industrial development, streams near EFL may have experienced salmon runs of a size worth targeting by First Nations for fishing. The latticework of streams would have provided habitat for a diverse ecosystem of fauna and flora to flourish, creating good hunting and gathering grounds. Areas of low relief and seasonally swampy areas adjacent to the Fraser River were likely heavily used. Travel routes were prevalent along the shores of the Fraser River and into the interiors of landmasses such as the Burrard Peninsula and the islands of the Fraser Delta.~~

~~Industrial use of the land was enabled by filling the foreshore, altering and extending the shoreline. The White Pines Mill that occupied the EFL site for much of the last century represents an important stage in the history of British Columbia and the Fraser River. Although the mill was dismantled in 2004, leaving few vestiges of its existence, there are still various opportunities within the EFL to recall and celebrate the industrial legacy and historic memory of the site. Some of the oldest and most important archaeological sites in the Province are located no more than 10 km from EFL.~~

EFL context

Along the river immediately to the west of Kerr Street is West Fraserlands, a residential neighbourhood built in the 1980's and 1990's. Overlooking EFL from the uplands north of Marine Way is the Champlain Heights neighbourhood, developed in the 1970's and 1980's, and Everett Crowley Park which includes trails and naturalised woodland. To the east of EFL across Boundary Road is Burnaby Business Park, which contains a mixture of light industrial and office uses.

Policy origins

The city's Industrial Lands Strategy (1995) stated that, if the sawmill ceased operations, the city should re-evaluate the future of EFL. Building on this policy direction, the Community Vision for Victoria-Fraserview/Killarney, adopted by Council in January 2002, stated that, if the sawmill closed, the city "should initiate a major study of future uses of this area which should include consideration of a range of housing options including rowhouses, townhouses and apartments along with required park space, waterfront walkways, schools and other public facilities and services required for the future population".

Policy process

In May 2002, following the sawmill closure, Council instructed staff to discuss with land owners and the local community future development possibilities, to assess appropriate development forms, and to report back to Council with a policy statement for EFL.

Policy statement

In December 2004, Council adopted the East Fraserlands Policy Statement, which provides a framework for the creation of a complete and sustainable new community comprising a variety of housing opportunities together with a range of supporting facilities and amenities. The East Fraserlands Policy Statement establishes principles and objectives relating to land use, transportation, development density, sustainability, urban design, and community amenities. In doing so, it provides a policy framework and direction for this ODP.

ODP objectives

The objectives of this ODP are to:

- Embrace and refine the vision for EFL outlined in the East Fraserlands Policy Statement.
 - Establish a foundation of planning, urban design, development, and sustainability principles and strategies to enable the development of EFL as a complete community, and to address land use and density, housing type and tenure, community amenities, access and movement, building form, layout and height, parks and open spaces, sustainability, and development phasing.
 - Provide a framework for the creation of policies, zoning and other by-laws, housing programs, public facilities agreements, subdivision plans, servicing agreements, design guidelines, forms of development, development conditions, restrictive covenants, shoreline treatment and configuration, and other instruments, consistent with this ODP, to regulate development.

SECTION 1 INTERPRETATION

Definitions

1.1 In this instrument:

“affordable housing” means “social housing” as defined in the Vancouver Development Cost Levy By-law;

“areas”, unless the context otherwise requires, mean areas 1, 2, 3, 4, and 5, as shown on Figure 3;

“avalon park corridor” means that part of EFL more or less as shown on Figure 2;

“community energy centre use” means the use of premises as an energy supply facility that provides heat energy in the form of hot water to buildings through a distribution system;

“crescent street” means that part of EFL more or less as shown on Figure 2;

“EFL” means the land located in the southeast corner of the city on the river:

- (a) shown on Figure 1 in bold black,
- (b) including the lands between Kerr Street and Boundary Road, south of Marine Way, and a triangle site north of Marine Way at Boundary Road, and
- (c) consisting of approximately 52 hectares;

“flex uses” mean the uses set out in section 3.5.3(b);

“high street” means that part of EFL more or less as shown on Figure 2;

“kinross park corridor” means that part of EFL more or less as shown on Figure 2;

“ODP” means this instrument, being the official development plan for EFL;

“paseo” means that part of EFL more or less as shown on Figure 2;

“rail corridor” means the parcels of land within EFL, and described in Appendix A;

“town square” means that part of EFL more or less as shown on Figure 2;

“triangle site” means that part of EFL more or less as shown on Figure 2;

“river” means the Fraser River; and

“waterfront plaza” means that part of EFL more or less as shown on Figure 2.

Imported definitions

1.2 Except for the definitions set out in section 1.1, the definitions in section 2 of the Zoning and Development By-law apply to this ODP.

Incorporation by reference

1.3 This ODP incorporates by reference all policies and guidelines referred to herein.

Table of contents and headings

1.4 The table of contents and headings in this ODP are for convenient reference only, and are not for use in interpreting or enforcing this ODP.

ODP provisions

1.5 The provisions of this ODP apply to the whole of EFL, and to development of the whole of EFL, unless the ODP states expressly that a provision applies to a particular area.

Figures

1.6 The figures in this ODP are by way of illustration only.

Severability

1.7 A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.

Section 2 Urban Design Principles

Purpose of urban design principles

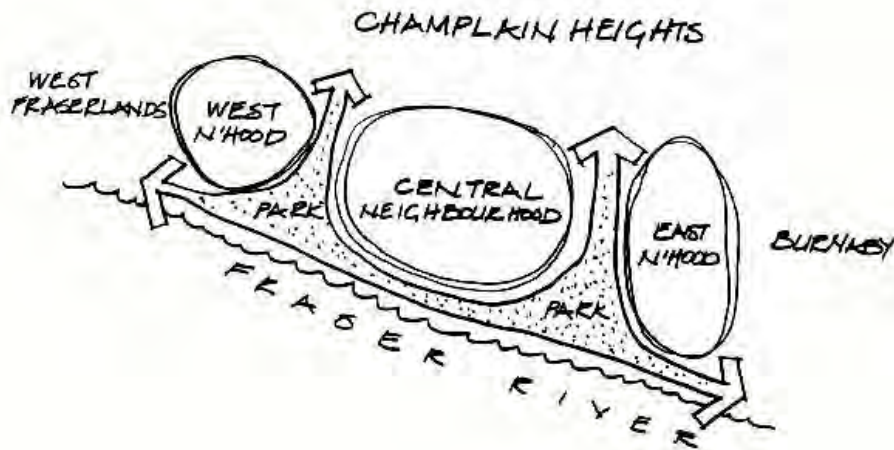
- 2.1 The purpose of the urban design principles set out in this Section 2 is to establish:
- (a) the overall vision of a complete, sustainable community, rooted in the site's natural characteristics and complementary to the qualities of the adjacent, existing communities; and
 - (b) an urban design framework to govern more detailed planning and design at the various stages of development.

Urban design principles

- 2.2 The following major principles are to govern development:

Distinct neighbourhoods

- 2.2.1 EFL is to consist of three distinct neighbourhoods defined by park corridors connecting new and existing communities to each other and to the river.



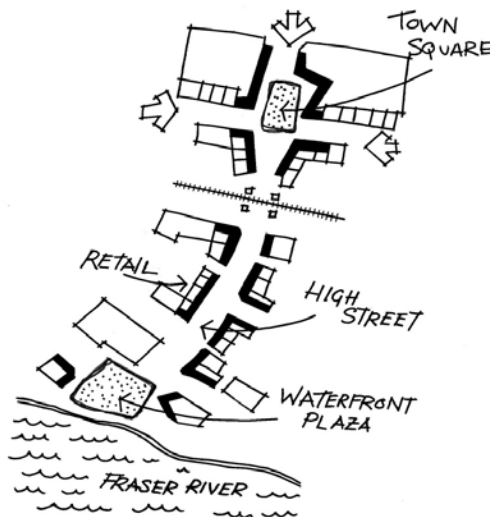
Land use and development intensity

- 2.2.2 Development intensity is to increase gradually towards a vibrant central neighbourhood, focussing more people close to shopping, community services, and transit.



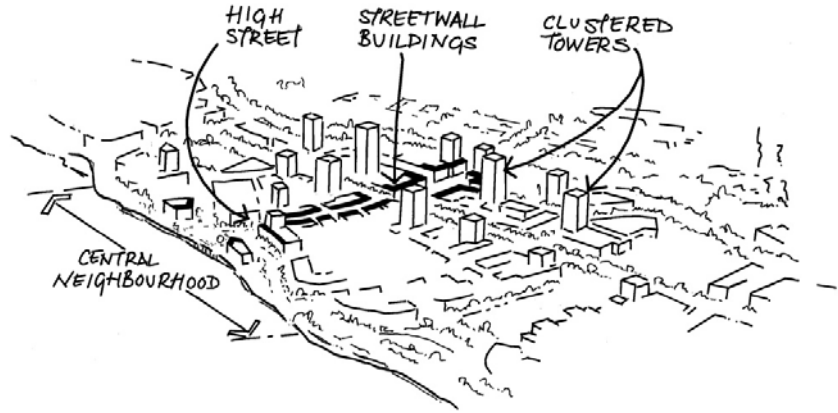
High street

- 2.2.3 A north-south high street with retail frontage is to be the spine of the central neighbourhood, anchored by a town square to the north and a waterfront plaza at the river.



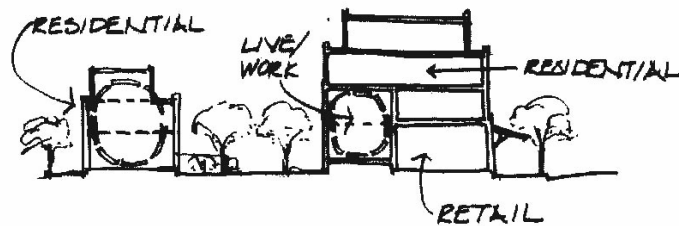
Clustered towers

2.2.4 The central neighbourhood is to include clustered towers, and street wall buildings are to define the pedestrian scale and character of the high street and town square.



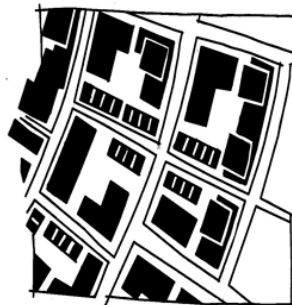
Mixed uses

2.2.5 Mixed use buildings and diverse housing types are to be the fundamental building blocks of a walkable, complete community.



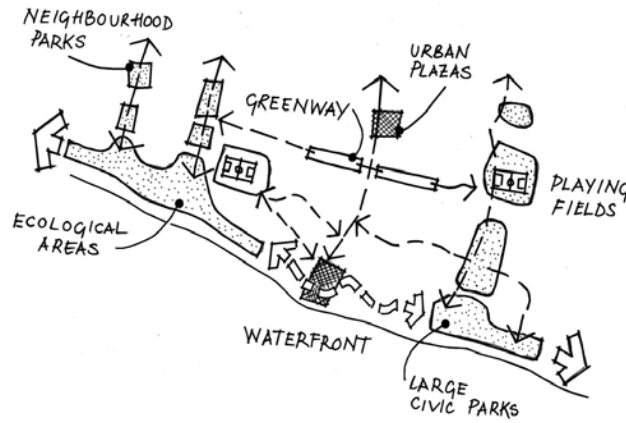
Mixture of building types and scales

2.2.6 A rich mix of building types and scales is to create variety within blocks and neighbourhoods.



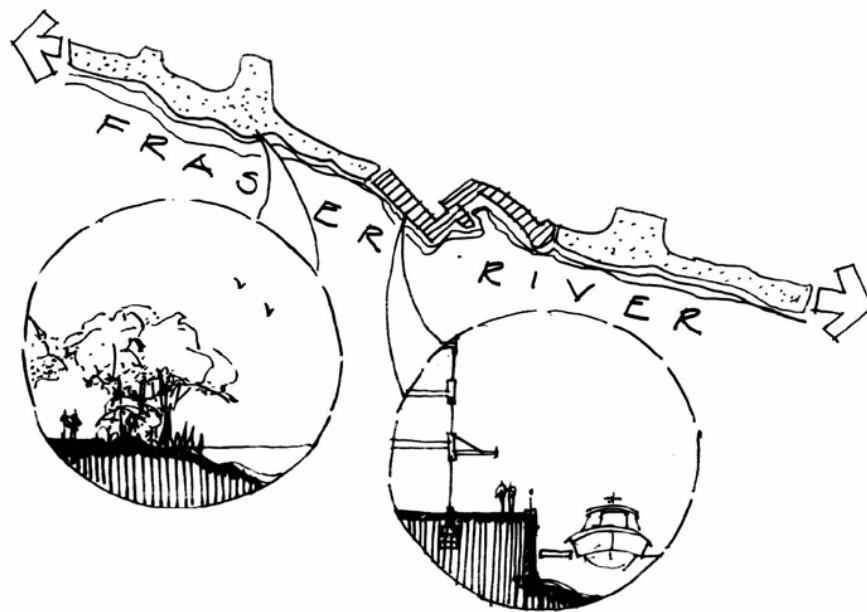
Open space network

2.2.7 A diverse and connected open space network is to include urban plazas, large civic parks, active playing fields, ~~ecological spaces, greenways, and neighbourhood greens~~ ecological spaces, and greenways.



Continuous foreshore park

2.2.8 A continuous public foreshore park and greenway along the length of the site is to provide a variety of experiences from active urban riverfront to tranquil wildlife habitat.

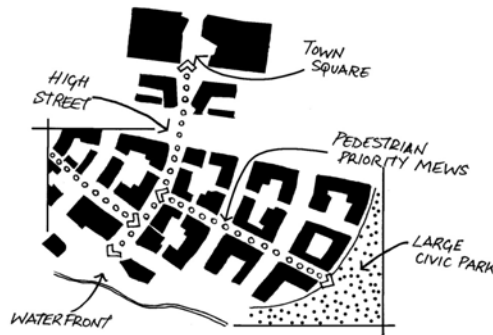


Neighbourhood greens

Development is to include a string of neighbourhood greens, each as a focal point and organizing element in its neighbourhood, connected by a system of pedestrian-priority mews and greenways.

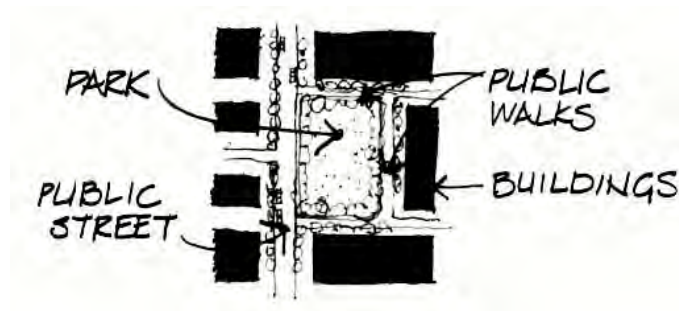
Connecting public spaces

2.2.9 Development is to include a variety of public spaces, joined by a system of pedestrian-priority connections and greenways.



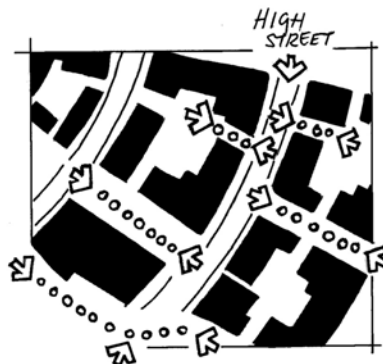
Public edges for public spaces

2.2.10 Buildings are to clearly define parks and open spaces, and public streets or walks are to edge parks.



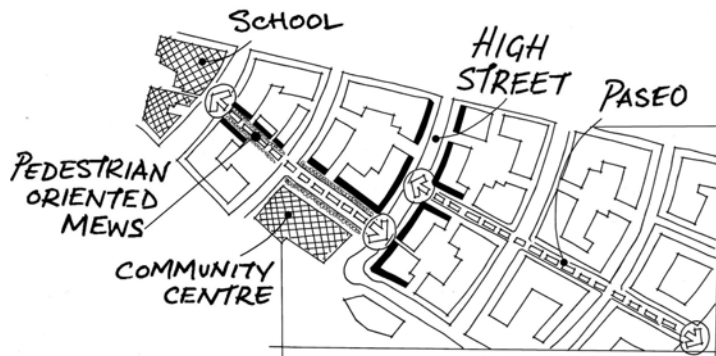
High street connectivity

2.2.11 A high level of permeability and connectivity is to occur at and to the high street.



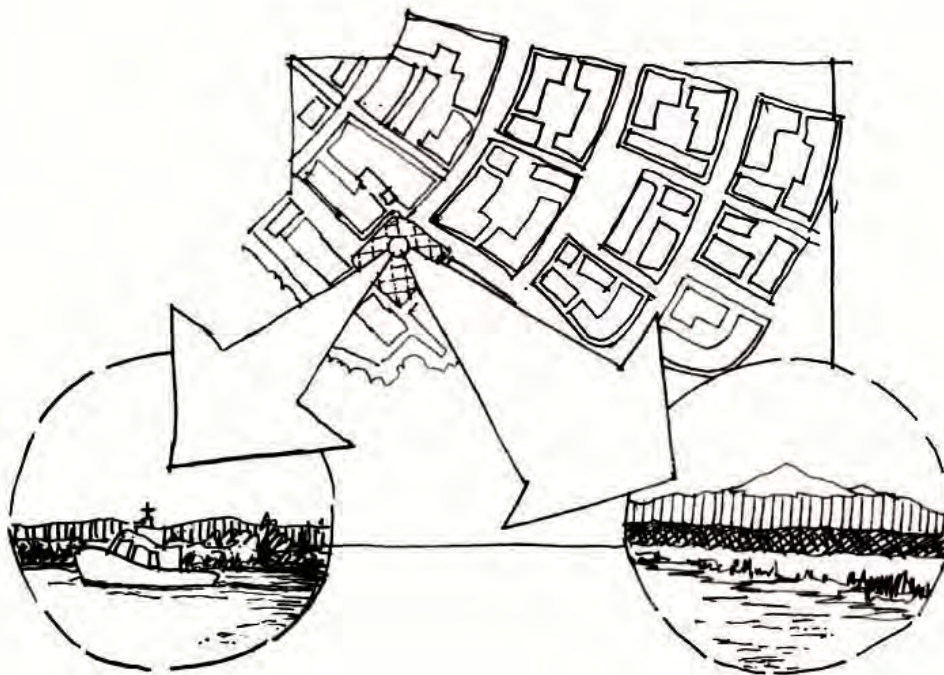
Visual connections

- 2.2.12 A pedestrian-oriented **mews-is linkage** to visually connect the community centre and elementary school to one another and to the high street.



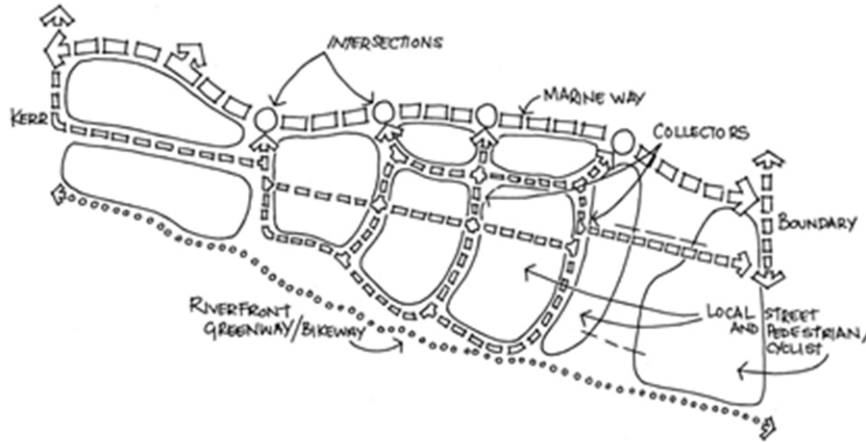
Views

- 2.2.13 Views to the river and Mount Baker are to define and orient streets and public spaces.



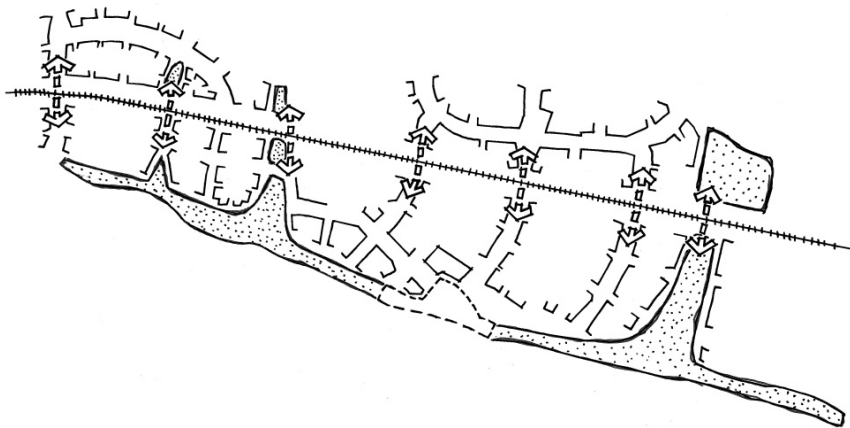
Hierarchy of movement

2.2.14 A clear hierarchy of movement is to emphasize walking, cycling, transit, and goods movement, and to provide for reasonable vehicle access but is to discourage through traffic from short cutting through neighbourhoods.



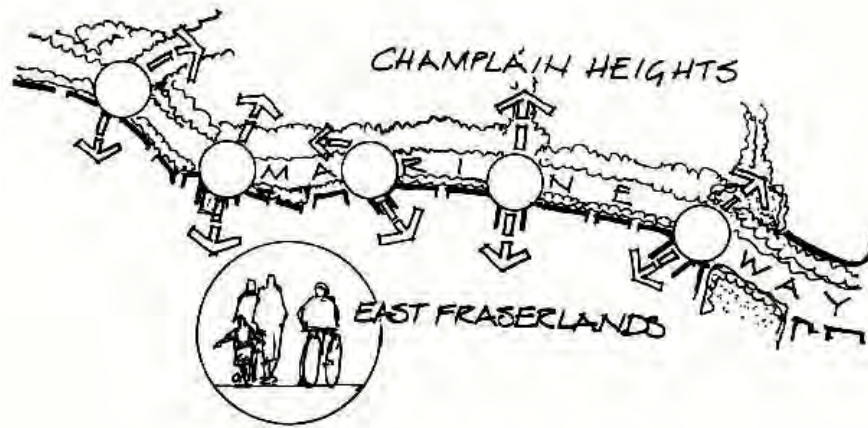
Rail corridor

2.2.15 The development pattern is to link the urban fabric and movement network on either side of the rail corridor.



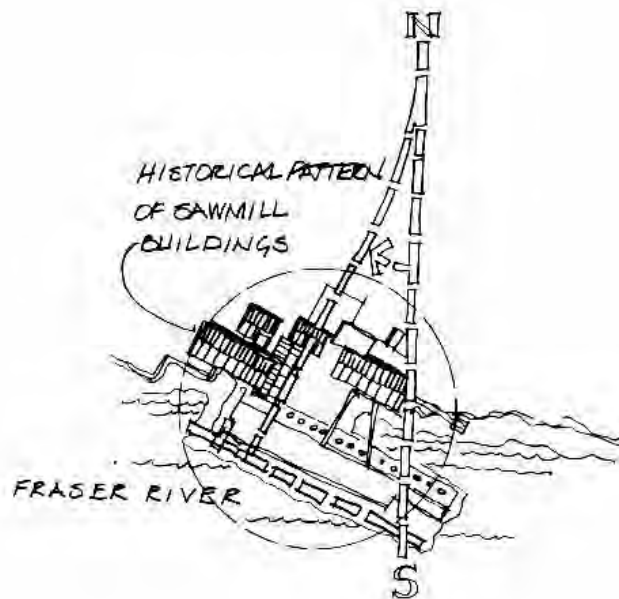
Marine Way frontage

2.2.16 The organization of Marine Way frontage buildings, landscaping, and access is to humanize the street and facilitate pedestrian and cycle connections to Champlain Heights.



Historical patterning

2.2.17 The organization, orientation, and grain of buildings around the waterfront plaza is to recall, as much as possible, the historical patterning of the sawmill buildings and industrial past of EFL.



Section 3 Land Use

Objectives

- 3.1 The major land use objectives of this ODP are to:
- effect a change from largely vacant, brownfield land into a walkable, sustainable, mixed use community; and
 - create a complete community with diverse housing choices, and supporting uses and amenities, that enable residents to live, work, learn, shop, and play within EFL.

Strategy

- 3.2 Figures 4, 5, 6, and 7 illustrate the overall land use strategy for EFL.

Density

- 3.3 The floor area for all uses developed after the date of enactment of this By-law, except public cultural, recreational, and institutional uses, is not to exceed ~~726 637 m²~~ 870 243 m².

Land use conditions

- 3.4 All uses of land in EFL are subject to this ODP, to approval by Council of the form of development, to all conditions, guidelines and policies adopted by Council, to individual re-zonings, and to the conditions set out in any zoning by-law or development permit.

Specific land uses

- 3.5 The only uses permitted in the areas are as follows:

Dwelling uses

- 3.5.1 Dwelling uses are permissible only in the areas, and:
- they are to include a diverse housing mix serving a range of needs;
 - the total floor area for dwelling uses in all areas is not to exceed ~~676 529 m²~~ 818 085 m² except that if office floor area in the areas outlined with dotted lines in ~~Figure 20~~ Figure 19 is used for dwelling units used for secured market rental housing, then the total floor area for dwelling uses in all areas is not to exceed 690 951 m²;
 - ~~at least 20% of all dwelling units are to be available for affordable housing, excluding any dwelling units used for secured market rental housing that are located in the office floor area in the areas outlined with dotted lines in Figure 20,~~
 - at least 20% of all dwelling units, in at least 17% of the residential floor area, are to be available for affordable housing, excluding any dwelling units used for secured market rental housing that are located in the office floor area in the areas outlined with dotted lines in Figure 19;
 - the city encourages integration of sites for market housing and affordable housing throughout the areas;
 - for all re-zonings after [date of enactment], the objective will be to ensure that at least 10% of the residential floor area will be used for secured market rental housing, except that in Area 3, the objective will be to ensure that at least 9.4% of the residential floor area will be used for secured market rental housing;
 - ~~at least 35% of all dwelling units are to be suitable for families with children, in accordance with the Guidelines for High Density Housing for Families with Children adopted by Council on March 24, 1992;~~
 - for all development permit applications submitted after [date of enactment], the design and layout of at least 35% of all dwelling units that are not affordable housing dwelling units must:

- (i) be suitable for family housing,
 - (ii) include at least 25% two bedroom and 10% three bedroom units, and
 - (iii) comply with Council's "High Density Housing for Families With Children Guidelines"; and
- (g) at least 50% of the affordable housing units are to be suitable for families with children,
 - (h) the city encourages housing forms designed with the flexibility to incorporate defined space for potential rental accommodation within a single dwelling unit, in order to contribute to a wider range of housing options available to low and middle income households, and to accommodate households at different stages of the lifecycle; and
 - (i) the residential floor area allowances set out in this section 3.5.1 and in Section 6 are to be subject to review, at the time of each re-zoning, with regard to accomplishing urban design objectives, considerations of liveability for different housing types, and compatibility with adjacent development and the public realm. Floor area exclusions are to be determined at re-zoning to ensure that floor area allowances are consistent with anticipated building massing. Floor area allowances may not be achievable if development site area is significantly reduced from the site plan illustrated on Figure 4.

Retail uses and service uses

3.5.2 Retail uses and service uses are permissible ~~only in area 1~~ as part of the mixed use central neighbourhood as indicated on Figure 5, and:

- (a) priorities are to include a balanced mix of store types and sizes, and provision for the daily retail and service needs of nearby residents;
- (b) the total floor area for retail uses and service uses is not to exceed ~~23 350 m²~~ 25 400 m²;
- (c) such uses are to include:
 - (i) one anchor grocery store,
 - (ii) one other anchor store, separated from the grocery store by a public street, having a floor area not to exceed 2 350 m²,
 - (iii) medium-sized stores, each to consist of approximately 930 m² to 1 500 m², having a total floor area not to exceed 5 600 m², the design and location of which are to support an active high street,
- (iv) a range of small stores, and
- (v) pubs, cafés, food services, and restaurants;
- (d) at the time of each re-zoning, if the assessment of urban design objectives for the high street, and the impact of retail uses on the viability of other retail districts in Victoria-Fraserview/Killarney, justify an increase in floor area, Council may consider such an increase, not to exceed 10%, for any use set out in subsection (c)(ii), (iii), (iv), or (v);
- (e) large format ('big box') stores and casinos are not permissible uses;
- (f) as indicated on Figure 5, the concentration of retail uses and service uses is to occur at ground floor level in mixed use buildings along the high street, central portion of the crescent street, and facing the town square and waterfront plaza;
- (g) the design of anchor stores, including entrance locations, and their location at the intersection of the high street and crescent street are to support viable retail and an active high street;
- (h) such uses, and their parking lots, fronting on or accessed directly from Marine Way, are not permissible;
- (i) access to office and other non-retail uses from Marine Way is permissible;
- (j) except that small, convenience retail stores are permissible in areas 2, 3, and 4, subject to considerations of scale and location at the time of each re-zoning; ~~and;~~
- (k) except that one Gasoline Station – Split Island is permissible in Area 3; ~~and~~
- (l) ~~except that Public Bike Share is permissible in all areas.~~

Flex uses

3.5.3 As indicated on Figure 5, flex uses are permissible ~~only on lands that adjoin the crescent street and Marine Way in the central neighbourhood in areas 1 and 2~~ on the parcels that front the crescent street and the paseo in areas 1 and 3, and:

- (a) the intent of allowing flex uses in ~~areas 1 and 2 is to create an active, viable, locally-oriented neighbourhood-centre~~ areas 1 and 3 is to create an active, vibrant, and locally-oriented neighbourhood street;
- (b) such uses are to include:
 - (i) office uses,
 - (ii) live-work use,
 - (iii) institutional uses,
 - (iv) dwelling uses,
 - (v) those manufacturing, service, transportation, storage, and wholesale uses that are compatible with dwelling uses and that each re-zoning by-law expressly allows; and
 - (vi) retail uses;
- (c) the total floor area for flex uses, except institutional uses, is not to exceed ~~26 758 m²~~ 29 968 m²;
- (d) the floor area for office uses is not to exceed 14 422 m² and;
- (e) a review of the size and location of proposed flex uses is to occur at the time of each re-zoning to minimize adverse impacts on dwelling and other uses.

Light industrial live-work uses

3.5.4 In order to facilitate a gradual land use transition between Burnaby Business Park and EFL, light industrial live-work uses, being dwelling units combined with manufacturing, service, transportation, storage, or wholesale uses that are compatible with dwelling uses, are permissible but only in that part of area 3 adjacent to Boundary Road south of the rail corridor as indicated on Figure 5.

School uses

3.5.5 The areas are to include:

- (a) a K-7 elementary school site of at least 0.44 hectares to accommodate the school buildings and grounds, and ancillary functions, except the playing field, located in area 2, as indicated on Figure 6; and
- (b) a secondary school site of at least 0.57 hectares to accommodate the school buildings and grounds, and ancillary functions, except the playing field, located in area 1, as indicated on Figure 6, and except that if, at the time of re-zoning, a review, that includes reference to the Vancouver School Board strategy for the provision of schools in Victoria-Fraserview/Killarney as a whole, determines that a school is not necessary, the site is to be available for affordable housing.

Community facility uses

3.5.6 Community facilities in the areas are to support and complement the other land uses, and:

- (a) are to include:
 - (i) a community centre having a floor area of at least 2 790 m²,
 - (ii) ~~three~~ four child care facilities, each consisting of 69 spaces and having an indoor floor area of at least 764 m² and an outdoor floor area of at least 615 m², that comply with the Childcare Design Guidelines adopted by Council on February 4, 2003, and
 - ~~(iii) one child care facility consisting of 49 spaces and having an indoor floor area of at least 555 m² and an outdoor floor area of at least 475 m², that complies with the Childcare Design Guidelines adopted by Council on February 4, 2003, and~~
 - (iii) out-of-school child care centres, to include a total of 140 spaces;
- (b) the city encourages family child care centres, especially those located within affordable housing designed for families;
- (c) Figure 6 indicates general locations for community facilities;
- ~~(d) the applicable re-zonings are to identify specific locations for such community facilities;~~

- and
- (e) community facilities, secured to the city's satisfaction for public use and benefit, are to be exempt from the calculation of floor space ratio and site coverage to the extent set out in each re-zoning by-law.

Parks and public open spaces

3.5.7 Development is to include ~~10.2 hectares~~ **11.01 hectares** of parks and public open spaces in the areas, generally located as indicated on Figure 7, to serve residents, workers and visitors, and to complement the park amenities of adjacent communities, and:

- (a) each applicable re-zoning is to include establishing the boundaries of parks and public open spaces;
- (b) calculation of park space is to include portions occupied by the riverfront greenway and bikeway, constructed inland tidal channels, public piers, the community centre, and the two regulation-sized playing fields;
- (c) calculation of park space is to exclude foreshore lands below the high water mark, except for the channels referred to in subsection (b), school buildings and grounds, boating docks, private residential courtyards, the rail corridor, streets, landscape setbacks, including the Marine Way landscape buffer, and land required to provide access, egress, or servicing to non-park related buildings;
- (d) the kinross park corridor is to include:
 - (i) a watercourse for rain water remediation and habitat creation,
 - (ii) native landscape planting to provide an ecological greenway between the river and Everett Crowley Park via Kinross Ravine Park,
 - (iii) a created freshwater wetland with a surface of at least 1 300m²,
 - (iv) a seasonal biofiltration wetland, and
 - (v) a sanctuary island reserved for wildlife habitat associated with a tidal channel at the foreshore;
- (e) the avalon park corridor is to include:
 - (i) a watercourse for rain water remediation and habitat creation ~~linked to rain water from Marine Way and run off from the Avalon Pond in Everett Crowley Park~~, flowing along the west side of the playing field, through the park, and into the river,
 - (ii) an accessible island for human recreation with a tidal channel at the foreshore, ~~and~~,
 - (iii) a regulation sized, lit, artificial playing field, including a freestanding field house, adjacent to the secondary school site, east of the watercourse, ~~and~~
 - (iv) ~~a drainage pump station, to deal with excess upland water;~~
- (f) the land adjacent to the elementary school site is to include a regulation sized, ~~and~~ playing field;
- (g) ~~the minimum size of neighbourhood greens is to be 1 000 m²;~~
- (h) ~~the width of foreshore parks, including a separated greenway and bikeway, is to be at least 15 metres;~~
- (i) ~~the waterfront greenway and bikeway corridor are to be wide enough to ensure functionality, especially through the central neighbourhood; and~~
- (j) ~~apart from the requirements of subsections (d), (e), (f), (g) and (h), the design and programming of parks is to occur at the time of each applicable development permit application.~~
- (g) the width of foreshore parks, including a separated greenway and bikeway, is to be at least 15 m in areas 1 and 2, and 30 m in area 3;
- (h) the waterfront greenway and bikeway corridor are to be wide enough to ensure functionality, especially through the central neighbourhood;
- (i) the dimension of pathways within the parks network will be determined through re-zoning and reconfirmed as part of the detailed design and programming of parks;
- (j) the foreshore parks and waterfront plaza are to include flood protection works; and
- (k) and apart from the requirements of subsections (d), (e), (f), (g) and (j), the design and programming of parks is to be led by the Park Board at the time of park development. ~~occur at the time of each applicable development permit application.~~

Interim land uses

3.5.8 As development is to occur over many years, interim land uses that are compatible with adjacent development, are easily removable and of low intensity or low in capital development, do not result in a risk to the public from contaminated soils, and are subject to development permits limited to five years may be permissible in the areas. The Development Permit Board or Director of Planning may renew development permits for interim uses for subsequent terms of up to five years.

~~**Community energy centre use**~~

~~3.5.9 Community energy centre use is permissible in areas 1 and 3.~~

Utility and Fire Hall uses

3.5.9 As indicated on Figure 5, and to be determined at the time of each re-zoning, the areas may include:

- (a) community energy centre use in areas 1 and 3; and
- (b) a fire hall, located north of the rail corridor with ease of access to Marine Way in areas 3 or 5.

Section 4 Development Patterns and Principles

Purpose of development patterns and principles

- 4.1 This Section 4 outlines broad development patterns and principles for EFL and for each neighbourhood in EFL, and are to provide a general framework for more detailed planning and the creation of area specific design guidelines at the time of each re-zoning. Figures 8 and 9 indicate maximum and optimum building heights respectively.

Central neighbourhood

- 4.2 The kinross park corridor to the west, the avalon park corridor to the east, the river to the south, and Marine Way to the north are to bound the central neighbourhood, and:

Heart of EFL

- 4.2.1 The mixed use, higher density central neighbourhood is to serve as the heart of EFL, West Fraserlands, and surrounding locales.

Urban scale and character

- 4.2.2 The central neighbourhood is to be the most urban in scale, form of development, and public realm treatment, including the riverfront edge and foreshore walk.

Shops

- 4.2.3 The shops, located in mixed use buildings with housing, office, or live-work uses above, are to focus on the high street, central portion of the crescent street, and town square.

Community centre and child care facility

- 4.2.4 The community centre and associated child care facility are to provide a civic presence, and contribute to an activity node at the southern end of the high street adjacent to the waterfront plaza ~~with its restaurant, café and pub uses, dock structures, and bay.~~

Community facilities as anchors

- 4.2.5 The community facilities are to act as civic anchors in the central neighbourhood to complement the commercial activity.

Retail frontages

- 4.2.6 The high street and town square are to have retail frontages between Marine Way and the waterfront plaza uninterrupted by parking lots or blank walls.

High street

- 4.2.7 The high street:
- (a) is to encourage pedestrian activity through its design and public realm treatment;
 - (b) is to have a high degree of connectivity and permeability along its length to facilitate pedestrian access ~~including an east to west pedestrian priority mews system that runs the length of EFL~~; and
 - (c) is to include a system of secondary ~~mews and lanes~~ lanes and courtyards at the rear of buildings to add to the richness and variety of pedestrian spaces in the central neighbourhood, and provide flexible servicing to the retail and dwelling uses.

Urban open spaces and gathering places

- 4.2.8 The waterfront plaza, town square, and ~~neighbourhood parks to the east and west of the high street~~ paseo are to provide varied, urban open spaces and gathering places.

Paseo

- 4.2.9 The paseo will be a pedestrian prioritized street adjacent to the riverfront park. It is intended to be an intimate east/west connector through the community with flex uses along the street to activate the ground level with residential above. The paseo is parallel to the riverfront and creates a continuous public space network between the high street and the Avalon park corridor.

Transit services

- 4.2.10 ~~4.2.9~~ Transit services are to be within easy access of the town square.

Crescent street

- 4.2.11 ~~4.2.10~~ The crescent street:
- (a) ~~is to include flex uses, except on parcels flanking the town square, which are to have retail at ground floor; and~~
 - (a) is intended to have active uses on the ground floor; and
 - (b) may accommodate larger scale institutional uses so long as they contribute to the life of the street and vitality of the neighbourhood.

Gateway sites

- 4.2.12 ~~4.2.11~~ ~~The flat iron sites created at the meeting of the~~ The corner sites at the intersection of crescent street and Marine Way, and the sites on either side of the high street at Marine Way, are to create attractive gateways for the central neighbourhood.

Tower forms

- 4.2.13 ~~4.2.12~~ Tower forms are to be ~~situate~~ situated in the central neighbourhood, generally clustered around the high street and town square, while allowing street wall buildings to define the pedestrian scale and character of these spaces.

Building heights

- 4.2.14 ~~4.2.13~~ Buildings are to range in height from two to ~~25~~ 28 storeys.

Western neighbourhood

- 4.3 West Fraserlands, the kinross park corridor, Marine Way, and the river are to bound the

western neighbourhood, and:

Land use and built form

- 4.3.1 The western neighbourhood is to:
- (a) be primarily residential in nature;
 - (b) be less dense than the central neighbourhood;
 - (c) include a variety of housing forms such as rowhouses, townhouses, stacked townhouses, and low-rise apartments to complement housing in the central neighbourhood;
 - (d) include buildings up to 15 storeys in locations where they reinforce urban design objectives;
 - (e) provide a substantial portion of the family-oriented housing; and
 - (f) create a gradual transition in scale and building type towards WestFraserlands.

Linear park and pedestrian connection

- 4.3.2 A north-south linear park and pedestrian connection is to bisect the western neighbourhood, and step down the sloping topography to link Marine Way and the river.

Configuration of rowhouses

- 4.3.3 The configuration of the rowhouses and neighbourhood green north of the rail corridor is also to take advantage of the sloping topography.

Building heights

- 4.3.4 Buildings are to range in height from two to 15 storeys.

Eastern neighbourhood

- 4.4 The avalon park corridor to the west, Boundary Road to the east, and the river to the south are to bound the eastern neighbourhood, except that it also includes the triangle site north of Marine Way, and:

Land use

- 4.4.1 The eastern neighbourhood is to be primarily residential in nature but is to include a **neighbourhood energy centre and** light industrial live-work uses at Boundary Road to provide a transition in land use from Burnaby Business Park.

~~**Organization around neighbourhood green**~~

- ~~4.4.2 Organization of the eastern neighbourhood is to be around a centrally located neighbourhood green.~~

Definition of open space

- ~~4.4.3~~ **4.4.2 Taller buildings** Buildings are to front onto the avalon park corridor to define this open space and take advantage of the views.

Triangle site

~~4.4.4~~ 4.4.3 The triangle site is to be entirely residential, and is to include a mix of housing forms stepping down the slope and a lookout park that provides an open space along the pedestrian route between Champlain Heights and EFL.

Building heights

~~4.4.5~~ 4.4.4 Buildings are to range in height from two to ~~18~~ 23 storeys.

Built form

4.5 The following principles are to guide the built form of EFL as a whole, and the area re-zoning processes are to refine and develop such principles by creating guidelines that deal with a range of urban design issues including the massing, design, and articulation of buildings:

Richly scaled system of blocks and buildings

4.5.1 With respect to blocks and buildings:

- (a) the configuration of development is to be a richly scaled system of blocks and buildings, encouraging flexibility and incremental development, generally as illustrated on Figure 2;
- (b) the configuration of the majority of buildings is to form perimeter blocks with dwellings placed close to the street, allowing for private courtyards contained within the block;
- (c) the design of blocks and buildings is to include physical or visual permeability, and articulation that avoids overly long frontages; and
- (d) the composition of blocks is to include integrated and varied building types and scales; and
- ~~(e) a typical block may contain four to six storey apartment buildings along the street, with more intimately scaled two and three storey townhouses lining pedestrian priority mews.~~

Public realm definition and animation

4.5.2 Buildings are to define and animate the spaces of the public realm, including streets, parks, squares, and mews, and:

- (a) for mixed use buildings with retail uses at grade, placement of the shops is to be immediately at the edges of public sidewalks or squares, except where the retail use includes outdoor space on private land to accommodate seating or displays;
- (b) on residential streets ~~and mews~~, building setbacks are to provide for front entry gardens and a comfortable transition from public to private space while enabling a close relationship between dwelling and street;
- (c) residential dwellings at or near grade, including apartments, are to animate the street with individual entries; and
- (d) the design and detail of buildings, and semi-public and semi-private open spaces, are to complement the design of the public realm, with attention given to paving, lighting, planting, driveway crossings, pedestrian entrances, pedestrian walks, seating, display windows, weather protection, garbage storage, and loading facilities.

Park corridor massing

4.5.3 Buildings along the edges of the avalon park corridor and kinross park corridor are to strongly define these major open spaces with urban scale massing, generally including a ~~four to~~ six storey street wall with some taller elements up to ~~12~~ 16 storeys along the avalon park corridor.

Riverfront massing

4.5.4 With respect to riverfront massing:

- (a) as they approach the riverfront, the massing of buildings in the eastern and western neighbourhoods is to relate to the natural character of the river by creating a downward transition in scale, and by providing visual and physical connections to this significant amenity;
- (b) the riverfront blocks are to combine varied building types such as three storey townhouses with apartments or employ setbacks at upper levels within buildings of four storeys or less and terracing of buildings greater than four storeys; and
- (c) the buildings of the central neighbourhood riverfront are to be taller and more urban in scale than those in the eastern neighbourhood and western neighbourhood.

Marking of central neighbourhood

4.5.5 With respect to taller buildings in the central neighbourhood:

- (a) the highest density residential buildings, including the towers, are to **primarily** cluster around the crescent street and high street in order to concentrate activity and support a vibrant central neighbourhood; and
- (b) residential towers are to range in height from 10 to **25 28** storeys to create transition and variation, and to assist in marking the heart of the central neighbourhood.

Tower considerations

4.5.6 With respect to towers:

- ~~(a) buildings of 10 storeys or more are to be slender point towers, configured so as to minimise visual obstruction, with floor plates above street wall and base elements generally not exceeding 605 m²;~~
- (a) buildings of 10 storeys or more are to be slender point towers, configured so as to minimise visual obstruction;
- (b) floor plates above street wall and base elements should generally not exceed:
 - (i) 605 m² for buildings up to and including 17 storeys,
 - (ii) 650 m² for buildings of 18 storeys up to and including 23 storeys, and
 - (iii) 697 m² for buildings of 24 storeys or more;
- ~~(b) (c)~~ (c) the shaping and terracing of their upper levels is to improve the visual appeal of the towers;
- ~~(c) (d)~~ (d) orientation generally is to follow orientation of the street onto which they front; and
- ~~(d) (e)~~ (e) siting generally is to allow the lower scale street wall building form to establish the scale and character of the immediate pedestrian environment.

Public realm

4.5.7 In addition to park designs and normally required street designs, preparation of special public realm designs for the following areas is to occur concurrently with the applicable area rezonings:

- (a) the riverfront greenway and bikeway;
- (b) the high street and its associated mews, lanes, and courts to the rear;
- (c) the town square;
- (d) the waterfront plaza, and associated riverfront streets and bay;
- (e) ~~the public mews the paseo~~; and
- (f) the pedestrian connection between the high street, community centre, and elementary school.

Views

4.5.8 With respect to views:

- (a) as illustrated on Figure 10, the most important public views across EFL are from the three existing viewpoints in Everett Crowley Park that offer panoramic views over the Fraser Delta, and the purpose of clustering taller buildings in the central neighbourhood, and maintenance of lower scale buildings in the western neighbourhood, is to minimise the impact on such views;
- (b) the siting of taller buildings within the central neighbourhood is to minimize, if possible, the impact on views of Mount Baker from the viewpoints in Everett Crowley Park;
- (c) the orientation of neighbourhood streets is to achieve views to the river, and the kinross and avalon park corridors are to open up views to the river from new on-site development and from public ways in Champlain Heights to the north;
- (d) development is to take into consideration **as much as possible** private views from existing residential development to the north, and, in particular, tower placement and design are to consider such views; and
- (e) the waterfront plaza design is to **focus on accommodate** views of Mount Baker.

Parking

4.5.9 To avoid the need for large surface parking lots, parking is to be on the street, underground, or in small parking courts to the rear of street wall buildings. **Provision of on-street parking is to be secondary to mobility and urban design objectives.**

Movement

4.6 The access and movement network is to accommodate all modes of transportation, and to give priority to walking, cycling, transit, and goods movement, while providing reasonable vehicle access, with the aim of maximizing non-automobile trips **consistent with City policies at the time of area rezoning. ~~as stated in the City of Vancouver Transportation Plan, adopted by Council in May 1997.~~**

Pedestrians

4.6.1 As Figure 11 indicates, EFL is to have a highly walkable street and block pattern, and:

- (a) there is to be a wide choice of attractive and safe pedestrian routes both within the development and connecting to surrounding locations;
- (b) both sides of streets are to feature pedestrian friendly sidewalks with landscaping and trees, and adjacent development is to be able to easily overlook streets;
- (c) careful design and lighting of off-street routes is necessary to ensure safety, and clearly convey that they are public routes;
- (d) securing at-grade pedestrian crossings of the rail corridor within the avalon park corridor and the linear park in the western neighbourhood are to occur at the time of each applicable re-zoning;
- (e) constructing or upgrading off-site connections is to include creating safe and comfortable pedestrian crossings of Marine Way, and improving the accessibility of upland connections to Champlain Heights and Everett Crowley Park; and
- (f) primary pedestrian connections to West Fraserlands and Burnaby are to be by way of the riverfront walkway as part of the Fraser River Greenway and along Kent Avenue North and Kent Avenue South.

Bikeways and greenways

4.6.2 As Figure 12 indicates, EFL is to include a variety of on-street and off-street cycle routes, and:

- ~~(a) the design of all streets, as identified in Figure 12, are to be designed is to safely accommodate cyclists, and determining the measures necessary to achieve this goal is to occur at the time of each applicable re-zoning, and may include, on higher vehicle volume streets, additional roadway widths, dedicated protected cycle lanes as in the case of Kent Avenue bikeway, and cycle crossing points;~~
- (a) the design of streets, as identified in Figure 12, are to be designed to safely accommodate cyclists, and determining the measures necessary to achieve this goal is to occur at the time of each applicable area re-zoning, and may include, on higher vehicle volume streets, additional roadway widths, protected cycle lanes, and cycle crossing points;
- (b) careful design and lighting of routes is necessary to ensure safety, and that they meet current design standards when implemented;
- (b) ~~providing a cycle path~~ providing an off-street dedicated cycle path parallel to the riverfront walkway is to complete the missing section of the Fraser River Greenway between West Fraserlands and the Burnaby foreshore;
- (c) development at completion is to include upgrading the Kent Avenue bikeway, an existing ~~commuter~~ cycle route linked to the strategic bicycle network in the city and Burnaby;
- (d) in addition to the Kerr Street bicycle lanes, connections to Southeast Marine Drive from the western neighbourhood, and by way of the triangle site, are to provide improved connections for cyclists, and their planning is to occur at the time of each applicable re-zoning; ~~and;~~
- (e) secure bicycle parking is to be a requirement of all new development, and determining the required level of such parking is to occur at the time of each re-zoning;
- (f) where possible, the design of development vehicle driveways should not be accessed from streets identified as part of the cycling priority network; and
- (g) where possible, the design of development cycling accesses should be provided from streets identified as part of the cycling network.

Public Bike Share

4.6.3 As Figure 12 indicates, EFL is to include a number of Public Bike Share stations, and:

- (a) stations should ideally be located within a 3-5 minute walking distance, or approximately every 200-300m of one another throughout a contiguous area, prioritized around areas of high demand, residential and commercial areas, transit hubs, and the cycling network;
- (b) stations need to be located for maximum visibility with unrestricted public access;
- (c) the size of each bike share station is based on the relative demand expected, taking into consideration adjacent land uses, population, transit nodes, recreational destinations, and other trip generating sources; and
- (d) stations will be located on public and private lands, to be determined through detailed design and area re-zonings.

Universal design

~~4.6.3~~ 4.6.4 The design and construction of all pedestrian routes and bikeways is to incorporate ~~universal design principles~~ **universally accessible design principles**, except if topography makes this impossible, in which case development must include alternate routes.

Transit

4.6.5 With respect to transit:

- (a) a quality public transit system is to provide residents with an attractive alternative to the automobile;
- (b) accessible, convenient, and reliable transit service is to support the residential population and community facilities, and to decrease automobile use and reliance;
- (c) introducing new services is also to improve transit access for residents of West Fraserlands;
- (d) access to existing and future services is to be maximized through improved pathway connectivity between the EFL and the uplands areas;
- (e) ~~(d)~~ the road network is to enable bus services to link the development to key destinations and transit routes in the area and region including Champlain Square, Downtown Vancouver, Richmond, Metrotown, New Westminster, Vancouver International Airport, SkyTrain, and Canada Line;
- ~~(e) — a review of the neighbourhood bus system as part of the 2010 Area Transit Plan is to determine the optimum combination of bus routes to serve the development, as well as residents of Victoria-Fraserview/Killarney;~~
- ~~(f) — as Figure 13 indicates, bus routes serving EFL are to use the northern portion of the high street, Kent Avenue North and crescent street, and, subject to review by Translink and the city, may also use portions of Kent Avenue South;~~
- (f) EFL is intended to provide a strong anchor for bus routes serving the area, and bus route turnaround concepts are to be provided by way of the streets as indicated in Figure 13, subject to further refinement and review by TransLink and the City as well as bus road testing;
- (g) notwithstanding the bus routes, streets as indicated in Figure 13 are to be designed to support bus routing to retain adaptability of the network;
- (h) the engineering right-of-way on South Kent Avenue immediately adjacent to Boundary Road is to be retained as a future transit priority opportunity to support bus routing into the EFL development, and to support transit operations generally;
- ~~(i) ~~(f)~~ all routes are to include bus stops, and, in particular, bus stops within easy reach of the town square designed to provide safe, comfortable, well-overlooked waiting facilities;~~
- (j) ~~(d)~~ the location of bus stops is to be within a five minute walk or 400 metres from the dwelling units of all residents;
- ~~(i) — if EFL includes a transit route that connects to the Canada Line at Marine Drive Station and to New Westminster, development is to include sufficient space for a new transit stop adjacent to such transit route; and~~
- ~~(j) — the design of floating docks at the waterfront plaza is to be adaptable for use by future ferry services and commercial marine uses.~~
- (k) development is to include sufficient space for new transit stops adjacent to transit routes, in particular if these routes are to be of higher order such as a limited stop service; and
- (l) opportunities for enhanced transit service utilizing the rail corridor and/or water based ferry and commercial marine uses should continue to be explored.”;

Street network**4.6.5 4.6.6** With respect to the street network:

- (a) the design of the public street network identified on Figure 14 is to create an efficient circulation system which reflects the city's transportation priorities as stated in section 4.6, and to distribute traffic across EFL and onto the external roadnetwork;
- (b) as Figure 14 indicates, in addition to the existing intersections at Kerr Street and Boundary Road, four new signalized intersections are to provide primary access to the development from Marine Way;
- (c) the design of such intersections is to moderate vehicle speeds on Marine Way while maintaining sufficient traffic flow on this major arterial;
- (d) left turn movements into EFL from Marine Way are to occur from dedicated left turn lanes;
- (e) the central neighbourhood portion of Marine Way is to include a planted median if appropriate;
- (f) access into EFL from Kerr Street is to be from Kent Avenue North and from a new intersection to the south of the rail corridor;
- (g) ~~access from Boundary Road is to be from Kent Avenue North and from two new intersections south of the rail corridor;~~
vehicular access from Boundary Road is to be from a signalized intersection at the Kent Avenue corridor and a signalized intersection at North Fraser Way;
- (h) the design of the internal road network, especially Kent Avenue North and Kent Avenue South, and at the intersections with Kerr and Boundary, is to discourage shortcutting through EFL and West Fraserlands by traffic from Marine Way and Burnaby Business Park;
- (i) determining appropriate measures to mitigate impacts of ~~additional traffic~~ **additional vehicular traffic** arising from the development on the surrounding neighbourhoods is to occur at the time of each re-zoning;
- (j) most streets are to have two-way traffic flow with one moving lane in each direction;
- (k) development is to include re-locating three existing vehicle crossings of the rail corridor and creating one new crossing;
- (l) ~~the design~~ **the functional design** of streets and intersections is to occur at the time of each re-zoning;
- (m) the city and approving officer are to determine, at the time of each subdivision, re-zoning or development permit application, as appropriate, whether to require the creation of streets by dedication or by statutory right of way, ~~which streets are to include mews and woonerfs which are local streets with a shared surface used by pedestrians, cyclists, and automobiles;~~
- ~~(n) — the use of on street parking and keeping lane widths to operational minimums are to help moderate vehicle speeds;~~
- ~~(n)~~ (n) design guidelines accompanying re-zonings are to include specific streetscape design, public realm, and traffic calming measures;
- ~~(p)~~ (o) ~~street widths, except for lanes and mews, are to range from 18 to 22 metres~~ street dedication widths, except for lanes and the paseo, are generally 20 to 23 metres, and determination of precise widths is to occur at the time of each re-zoning; and
- ~~(p)~~ (p) each re-zoning and subdivision is to give consideration to creating streets that are less than 20 metres ~~or more than 22 metres wide~~ in order to achieve urban design **and functional** goals, so long as those streets also meet the neighbourhood objectives of providing **a comfortable pedestrian environment, cycle, transit and private vehicle comfort**, safety, and accessibility for all street users, street landscaping and trees, utilities and services infrastructure, and opportunities for **at-grade rain-water** ~~rainwater~~ management.

Servicing

~~4.6.6~~ 4.6.7 Each re-zoning is to include a detailed loading strategy that focuses particular attention on appropriate loading requirements for retail, commercial, community, and higher density dwelling uses. Servicing and loading of individual parcels should be designed to minimize crossings of walking and cycling facilities. Vehicles reversing across walking and cycling facilities are to be avoided.

Parking levels

~~4.6.7~~ 4.6.8 Each re-zoning is to determine appropriate parking levels for all uses based on innovative strategies to reduce parking demand and discourage automobile use, and to encourage sustainable transport choices while ensuring that a reasonable supply of parking is available to meet basic needs.

Off-street parking

~~4.6.8~~ 4.6.9 Off-street parking is to be visually unobtrusive, and located underground or in small parking courts to the rear of buildings.

4.6.8 With respect to off-street parking:

- (a) off-street parking is to be visually unobtrusive, and located underground or in small parking courts to the rear of buildings; and
- (b) each re-zoning is to determine appropriate parking supply for all uses in accordance with the Parking By-Law.”.

Section 5 Sustainability Strategies

Environmental sustainability

- 5.1 The following environmental initiatives are to contribute to a sustainable community, applying green building and infrastructure design and construction practices and technologies to address energy and water use, rain water management, habitat conservation, and occupant health and well-being:

Green buildings

- 5.1.1 With respect to all buildings:
- (a) they are to comply with the ~~strategy for green buildings which is to green buildings policies which~~ set a minimum baseline of environmental performance in all facets of building design and performance and is to be a required component of each re-zoning; and
 - ~~(b) the purpose of the strategy for green buildings is to improve each building's energy performance, water efficiency, rain water management, and indoor environmental quality; and~~
 - ~~(c) the city is to review and update the strategy for green buildings at the time of each rezoning to reflect advancements in city building and zoning by laws, market strategies, and available technologies with respect to green buildings.~~
 - (b) City-owned buildings will demonstrate leadership in green building design, including limits on GHG emissions and embodied carbon reductions, as established by the City at the time of building design.

Energy

- 5.1.2 Efficient use of energy is to be a key design consideration for all buildings, and:
- (a) all buildings are to meet or exceed the ~~applicable energy efficiency and emissions requirements of the Building By-law and City Policies determined at the time of rezoning, including limits on energy use, heat loss, and GHG emissions; Natural Resources Canada Commercial Building Incentive Program requirements for Part 3, concrete buildings and R-2000 verification for Part 9, wood frame buildings;~~
 - (b) the strategy for achieving energy efficiency in buildings is to explore the following inter-related design approaches:
 - (i) ~~passive design and conservation strategies such as building orientation and configuration to optimize solar access, balanced day lighting and natural ventilation, efficient building envelopes and windows, energy unit metering, smart user controls, and Energy Star equipment and appliances, and~~
 - ~~(i) conservation strategies such as building orientation and configuration to maximize solar access, balanced day lighting and natural ventilation, efficient building envelopes and windows, energy unit metering, smart user controls, and Energy Star equipment and appliances,~~
 - ~~(ii) core system strategies such as heat pumps, hydronic slab heating systems, passive solar design, thermal storage, and building mass, and~~
 - (ii) on-site heat and electricity source and system strategies such as solar hot water, passive solar gain, and photovoltaics; and
 - ~~(c) subject to investigating technical feasibility and financial viability at the time of rezoning, implementing a community wide heat source and system strategy such as ground source, bio-mass, sanitary sewer heat recovery, solar hot water, and waste heat recovery is to occur.~~
 - (c) subject to financial feasibility, implementation of a community-wide low carbon energy system utilizing ground source, bio-mass, sanitary sewer heat recovery, solar hot water, and/or waste heat recovery, is to occur with each area rezoning, with an objective of achieving reliable and permanent GHG reductions.

Water

5.1.3 Efficient use of water is to be a key design consideration, and:

- (a) creating a water balance model is to be the basis for a conservation strategy for EFL's rain water and potable water systems to minimize the use of potable water from the municipal supply and manage all rain water on site;
- (b) if irrigation is necessary, methods are to include rain water collection and high-efficiency drip irrigation;
- (c) the city encourages native and drought tolerant planting; and
- (d) if practical, toilets and water features are to use rain water or other non-potable alternatives; and.
- ~~(e) water conservation strategies for buildings are to include Energy Star appliances, dual flush toilets, and low flow aerators for sinks and showerheads.~~

~~Rain water management~~

~~5.1.4 Figure 15 illustrates the following rain water management strategy:~~

- ~~(a) development is to embrace low impact development principles;~~
- ~~(b) development is to include collecting rain water from roofs, podiums and other impervious surfaces, retaining rain water on site for irrigation and landscaping, and cleansing rain water before it enters the river;~~
- ~~(c) if possible, rain water is to run to parks and public open spaces where it can animate the public realm;~~
- ~~(d) rain gardens in the public street system are to provide further opportunities to clean water before it enters the river; and~~
- ~~(e) a rain water management plan for each area is to be a condition of each re-zoning.~~

Rain water

5.1.4 Each area re-zoning is to include rain water management strategies, generally as illustrated on Figure 15, to incorporate:

- (a) rainwater management best practices with the objectives of harvesting and reuse, capture and cleaning prior to discharge;
- (b) measures on private development sites including collection of rainwater from roofs, podiums and other impervious surfaces, retaining rainwater on site for irrigation and landscaping, and cleansing rainwater using green rainwater infrastructure before it is discharged;
- (c) opportunities for rainwater conveyance to parks and public open spaces, where possible, to capture, clean and animate the public realm;
- (d) street design to capture, clean and celebrate rainwater management to the maximum amount feasible, using green rainwater infrastructure; and
- (e) details for how the onsite rainwater management systems meet current requirements.

~~Ecology~~

~~5.1.5 Ecological strategies to create and enhance wildlife habitat to support bio-diversity are to be a condition of each re-zoning, and are to include:~~

- ~~(a) introducing watercourses for rain water management and habitat creation within the kinross park corridor and avalon park corridor;~~
- ~~(b) creating a freshwater and biofiltration wetland in association with other riparian habitat enhancements adjacent to the foreshore between the kinross park corridor and Kerr Street;~~
- ~~(c) restoring and enhancing fish and wildlife habitat along the river's foreshore by introducing intertidal marshes and mudflats, native riparian landscape planting, and a wildlife sanctuary island, as illustrated on Figure 16;~~

- ~~(d) native landscape planting within the kinross park corridor to provide an ecological connection between the river and Everett Crowley Park by way of Kinross Ravine Park; and~~
- ~~(e) landscape design and planting to enhance opportunities for bird species to forage.~~

Groundwater management

5.1.5 Each area re-zoning is to include a ground water management plan to ensure that development is designed to reduce groundwater extraction and discharge, and that any discharge meets all applicable environmental legislation.

Ecology

5.1.6 Ecological designs and strategies to create and enhance wildlife habitat and to support biodiversity are to be a condition of each area re-zoning, and are to include:

- (a) landscape, planting and site design that reflect local Indigenous perspectives and cultural practices, where appropriate;
- (b) landscape design and planting to enhance opportunities for local bird and pollinator species to forage, perch and nest in;
- (c) introducing watercourses, connected to green rainwater infrastructure, within the kinross park corridor and avalon park corridor for habitat creation, and rainwater capture and cleaning;
- (d) creating a freshwater and biofiltration wetland in association with other riparian habitat enhancements adjacent to the foreshore between the kinross park corridor and Kerr Street;
- (e) native landscape planting within the kinross park corridor to provide an ecological connection between the river and Everett Crowley Park by way of Kinross Ravine Park;
- (f) restoring and enhancing fish and wildlife habitat along the river's foreshore by introducing intertidal marshes and mudflats, native riparian landscape planting, and a wildlife sanctuary island, as illustrated on Figure 16; and
- (g) developing management plans, as appropriate, to ensure successful establishment of these ecological features.

Sea level rise and flood management

5.1.7 ~~5.1.6~~ Each re-zoning is to incorporate measures to mitigate the impacts of climate change and sea level rise into the design of buildings, **critical infrastructure** and surrounding landscaping, and the design of the foreshore parks and greenway, and:

- (a) with respect to development, all buildings are to comply with the Vancouver Building By-Law except that:
 - (i) all buildings, except those existing as of October 30, 2018 are to be designed to meet or exceed the area specific Flood Construction Level (FCL), at the time of building permit issuance, which is currently set at a minimum of 4.8 m, and
 - (ii) all buildings are to be set back:
 - (A) a minimum of 7.5 m from floodwalls in the central neighbourhood, or
 - (B) 15 m to 30 m from the ~~high water mark natural boundary~~, except in the eastern neighbourhood where buildings are to be set back a minimum of 30 m, and may include an additional building setback considering building use and adjacencies;
- (b) is to integrate continuous shoreline protection infrastructure from Boundary Road to Kerr Street that achieves a crest height of 4.8 m and incorporates soil densification where required;
- (c) is to future-proof the design of the shoreline and flood protection works to allow for at least ~~1m of additional sea level rise by 2100~~ **2 m of sea rise**; and
- (d) may require statutory rights-of-way in favour of the City for shoreline and flood protection works, ~~to be determined at the time of each rezoning.~~

Solid waste and recycling

5.1.8 ~~5.1.7~~ Each area re-zoning is to include opportunities for:

- (a) separating, collecting, and storing garbage, organics, and recyclable materials;
- (b) on-site organic composting for landscaping needs; and
- (c) managing construction and demolition waste to ensure at least a 75% diversion from landfills.

Transportation demand management

5.1.9 ~~5.1.8~~ ~~Each re-zoning is to include the~~ Transportation demand management opportunities are to be a key design consideration, and each area re-zoning is to include the:

- (a) further design of the movement network to reflect the city's transportation priorities which, in descending order of importance, are pedestrians, bicycles, transit, goods movement, and automobiles; and
- (b) developing and implementing a comprehensive transportation demand management strategy aimed at minimizing automobile trips from the development, and maximizing use of sustainable modes of transport such as walking, cycling, and use of transit through measures **identified in the Parking By-law**, such as a travel plan, car sharing, community transit passes, wayfinding signage, comfortable and safe bus stop design, and innovative parking solutions.

Light pollution

5.1.10 ~~5.1.9~~ Lighting for buildings, signage, and the public realm is to minimize light pollution impacts on new or existing residential properties and habitats.

Social sustainability

5.2 The intent of the following strategies is to accomplish a high level of social sustainability by considering equity, social inclusion, and security in all planning and design decisions:

Diverse and affordable housing

5.2.1 With respect to development:

- (a) affordable housing is to comprise at least 20% of all dwelling units and at least 50% of those affordable housing units are to be suitable for families with children;
- (b) units suitable for families with children are to comprise at least 35% of all dwelling units **that are not affordable housing dwelling units**;
- (c) the objectives of affordable housing, subject to finding alternative funding sources, are:
 - (i) for any affordable housing units not occupied by households with incomes below housing income limits ("HILs"), as set out in the current "Housing Income Limits" table published by the British Columbia Housing Management Commission, or equivalent publication, that rents be a maximum of 90% of average market rents for new units with the same number of bedrooms in the area; and
 - (ii) to increase the ratio of affordable housing units occupied by households with incomes below HILs; and
- (d) while there are no specific requirements for market housing, other than for families with children, the objective is to achieve a balanced household mix by accommodating a full range of age and social groups, household types and needs, with particular emphasis on housing suitable for seniors.

Education

5.2.2 Development is to include the provision of land for an elementary school, and reservation of a site for a secondary school.

Health and social facilities

5.2.3 Development is to provide opportunities for health care clinics, primary health care access

centres, family practices, assisted living, and other social facilities.

Child care

5.2.4 Development is to include licensed child care facilities, family child care centres, and out-of-school programs in public facilities such as schools and community centres, affordable housing designed for families, or market housing.

Recreation

5.2.5 EFL is to include parks and public open space to meet a range of active and passive recreation needs, and a community centre providing indoor cultural, recreational, and educational opportunities.

Urban agriculture

~~5.2.6 — With respect to urban agriculture:~~

- ~~(a) — the city encourages opportunities for growing food on roofs, in courtyards, and in other open spaces around buildings;~~
- ~~(b) — determining the potential locations for growing food is to occur at the time of each re-zoning;~~
- ~~(c) — development is to include exploring opportunities for edible landscaping within both public and private realms including parks, with priority given to locations of highest residential density; and~~
- ~~(d) — development is to include exploring the potential for a farmers’ market as part of the area 1 re-zoning, including consultation with relevant organizations to determine appropriate site design, relationship to surrounding food retail uses, and flexible programming for other public activities and events that encourage social interaction and local economic development.~~

Urban agriculture, food harvesting and food assets

5.2.6 Each area re-zoning is to determine locations for urban agriculture, food harvesting or other food assets, including:

- a) rooftops , courtyards and/or open spaces around buildings on private development parcels;
- b) locations within the public realm, taking into account synergies for asset management with compatible adjacent uses; and
- c) potential for a farmers’ market as part of the area 1 re-zoning, including consultation with relevant organizations to determine appropriate site design, relationship to surrounding food retail uses, and flexible programming for other public activities and events that encourage social interaction and local economic development.”

Crime prevention

5.2.7 Crime prevention through environmental design principles is to apply to all public and private developments, determinable at the time of each re-zoning and at each development permit stage in balance with other urban design objectives.

Universal design

5.2.8 Universal design principles are to apply to the design of the public realm, including streets, sidewalks, and parks, in order to provide an accessible and inclusive environment for people of all ages and abilities.

History and continuity

~~5.2.9 — If appropriate, the design of buildings, the public realm, and public art features are to celebrate EFL’s history as a significant industrial mill site, as well as its earlier human history; and the~~

~~public art strategy is to explore opportunities to re-use the remaining artifacts from the mill operation.~~

- 5.2.9 If appropriate, the design of the public realm, buildings, and public art features are to celebrate Indigenous culture and acknowledge EFL’s industrial history by integrating remaining artifacts from the mill operation on the site.

Nations engagement

- 5.2.10 The city is to engage with the local First Nations in the design of public amenities including the shoreline, parks, and the community centre, as well as future area re-zoning. The purpose of this is to advance principles of reconciliation and increase visibility of the Nations on the land.

Community networks and organizations

- ~~5.2.10~~ 5.2.11 The city is to encourage the creation of community organizations necessary to help foster a sense of community, including a community centre association in partnership with the Vancouver Park Board, parent advisory committees, co-operative association boards, and child care centre boards.

Community involvement

- ~~5.2.11~~ 5.2.12 The city is to involve the local community in each stage of planning and design and, as development progresses, to encourage mechanisms, such as neighbourhood associations, to promote ongoing public involvement in decision making.

Economic sustainability

- 5.3 The aim of the following measures is to create opportunities for local economic activity:

Local business and job opportunities

- 5.3.1 Although primarily a residential community, development is to provide a host of local business and job opportunities, including the operation of schools, community centres, child care centres, retail, service and office businesses, and live-work premises.

Construction

- ~~5.3.2 Construction is to provide a host of employment and skills training opportunities.~~

Community benefits

- 5.3.2 Development is to benefit the local economy through employment hiring practices, procurement of services and suppliers, and skills training opportunities, with a focus on positive environmental and social impacts for local Indigenous and/or equity seeking groups. Community benefits are to be determined at each area re-zoning.”.

Local self-reliance

- 5.3.3 Development is to provide a complete community where residents can address their day-to-day shopping needs without using an automobile; local products, including local produce, are available; and local delivery employs environmentally friendly methods.

**Section 6
Development
Phasing**

Areas

6.1 Each area is to include the following uses and restrictions on use:

Area 1

6.1.1 Area 1 is to include:

- (a) ~~residential floor area consisting of approximately 299 528 m², except that if office floor area in the areas outlined with dotted lines in Figure 20 is used for dwelling units used for secured market rental housing, then it is to include residential floor area consisting of approximately 313 950 m²;~~

residential floor area consisting of approximately 338 774 m², except that if office floor area in the areas outlined with dotted lines in Figure 19 is used for dwelling units used for secured market rental housing, then it is to include residential floor area consisting of approximately 313 950 m²,

- (b) retail floor area consisting of no more than 25 673 m²,
(c) flex use floor area consisting of no more than 26 758 m²,
(d) park and public open space consisting of at least 3.5 hectares,
(e) a community centre consisting of at least 2 790 m² adjacent to a waterfront plaza ~~generally as illustrated in Figure 19,~~
(f) a 69 space child care facility located in the community centre,
(g) ~~a 49 space child care facility located in the community centre,~~
(g) 60 out-of-school spaces located in the community centre, ~~and,~~
(h) at least 12.9% of the residential floor area is to be available for affordable housing, ~~and~~
(i) at least 9 290 m² of the residential floor area is to be available for secured market rental housing on sites adjacent to the high street south of the rail corridor.

Area 2

6.1.2 Area 2, with the exception of the child care facility referred to in subparagraph (e), is to include:

- (a) residential floor area consisting of approximately 157 560 m²,
(b) park and public open space, consisting of at least 4.2 hectares,
(c) an elementary school site consisting of at least 0.44 hectares,
(d) a 69 space child care facility located in the elementary school,
(e) a 69 space child care facility located in Area 2 or within 250 m of Area 2,
(f) 80 out-of-school spaces, 60 of which are to be within the school and 20 of which are to be within the child care facility on the school site, and
(g) at least 14.8% of the residential floor area is to be available for affordable housing.

Area 3

6.1.3 Area 3 is to include:

- (a) residential, flex and light industrial live-work floor area consisting of approximately ~~194 471 m²~~ 296 780 m²,
(b) ~~small convenience retail stores~~ retail and community energy centre floor area consisting of no more than 2 050 m²,
(c) Gasoline Station – Split Island,
(d) park and public open space consisting of at least ~~2.5 hectares~~ 3.31 hectares,
(e) a secondary school site consisting of at least 0.57 hectares, ~~and,~~

- (f) at least ~~25.1%~~ 25.6% of the residential floor area is to be available for affordable housing, and
- (g) at least 27 871 m² of the residential floor area is to be available for secured market rental housing.

Area 4

6.1.4 Area 4 is to include:

- (a) residential floor area consisting of no more than 7 120 m², and
- (b) at least 20% of the residential units are to be available for affordable housing.

Area 5

6.1.5 Area 5 is to include:

- (a) residential floor area consisting of no more than 17 850 m², and
- (b) at least 20% of the residential units are to be available for affordable housing.

Area 1 or Area 3

6.1.6 A 69 space child care facility is to be included in Area 1, located in the community centre, or in Area 3.

Objectives of phasing strategy

6.2 The principal objectives underpinning the phasing strategy are to:

- (a) establish a sense of place and identity for the new community at the earliest opportunity;
- (b) ensure a balance between occupancy of dwelling units and provision of local amenities such as shops, services, community facilities, and parks;
- (c) ensure efficient construction or installation of infrastructure and utilities to support the development;
- (d) minimize disruption from construction to existing and new residents; and
- (e) ensure the economic viability of the project.

Development phasing

6.3 The anticipated sequence of phasing is to follow Phases A, B, C, D and E as shown on Figure 18, except that:

- (a) the development of Phases B and C may occur in advance of the anticipated sequence; and
- (b) the anticipated sequence is to be subject to review from time to time, always in light of the objectives set out in section 6.2, but taking into account factors such as the considerable length of the development process and market conditions prevailing at the time of the review, and, as a result of any such review, Council may refer a proposed change in sequence to public hearing.