



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: July 14, 2017
Contact: Susan Haid
Contact No.: 604.871.6431
RTS No.: 11992
VanRIMS No.: 08-2000-20
Meeting Date: July 25, 2017

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: East Fraser Lands Official Development Plan - Development Phasing Amendment

RECOMMENDATION

- A. THAT the application by Park Lane River District Developments Ltd (Wesgroup Properties) to amend the East Fraser Lands Official Development Plan By-Law No. 9393 be referred to Public Hearing.

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

- B. THAT Recommendation A be adopted on the following conditions:
- i. THAT passage of the above resolution creates no legal rights for the applicant or any other person, or obligation on part of the City; and expenditure of funds or incurred costs is at the risk of the person making the expenditure or incurring the cost;
 - ii. THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact any by-law; and
 - iii. THAT the City, all of its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority of discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

This report proposes amendments to the East Fraser Lands Official Development Plan (EFL ODP) By-Law No. 9393, attached as Appendix A, to adjust Section 6: Development Phasing to allow for development parcels in the Town Square Precinct to be delivered concurrently with the Waterfront Precinct. The adjustment to the phasing sequence allows for completion of Town Square Precinct, while meeting the objectives of the phasing strategy as set out in the EFL ODP. Three additional amendments, which were discussed at the public open house held on March 29, 2017 are not contemplated in this report but will be considered as part of a comprehensive review of the EFL ODP. Work on the EFL ODP 10-year Review will commence in summer 2017. It is preferable for this proposed amendment to the development phasing be considered by Council prior to the completion of the broader EFL ODP 10-year Review (anticipated in 2018) in order to support continued development of a complete community in EFL.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council policies for this site include:

- East Fraser Lands Policy Statement (2004)
- East Fraser Lands Official Development Plan (2006)
- East Fraser Lands Public Amenity Financial Plan and Strategy (2010)
- Area 2: CD-1 (498 and 499) By-laws No. 10194 and 10195 respectively (2010)
- Area 1: CD-1 (565, 566 and 567) By-laws No. 10942, 10941, and 10943 respectively (approved 2008, enacted 2014)
- Housing and Homelessness Strategy (2011)
- Final Report from the Mayor's Task Force on Housing Affordability (2012)
- Creation of Vancouver Affordable Housing Agency (2014)
- Housing Vancouver: Emerging Directions (2017)
- East Fraser Lands Official Development Plan 10-year Review - Planning Program (2017)

REPORT

1. Background

East Fraser Lands (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. EFL comprises approximately 52 hectares (128 acres) of land area.

Planning has been underway since 2002 following closure of the White Pines Sawmill. The process has been a collaborative effort between the community, City staff and the developer, Wesgroup Properties (previously Parklane Homes).

The EFL Policy Statement, completed in December 2004, envisions a complete and sustainable community including a variety of housing opportunities with a range of supporting amenities. The EFL ODP, approved in 2006, includes approximately 7.7 million sq. ft. of development, including both market and non-market housing, shops and services, a network of parks and plazas, four childcare facilities, two school sites and a community centre. The EFL ODP also

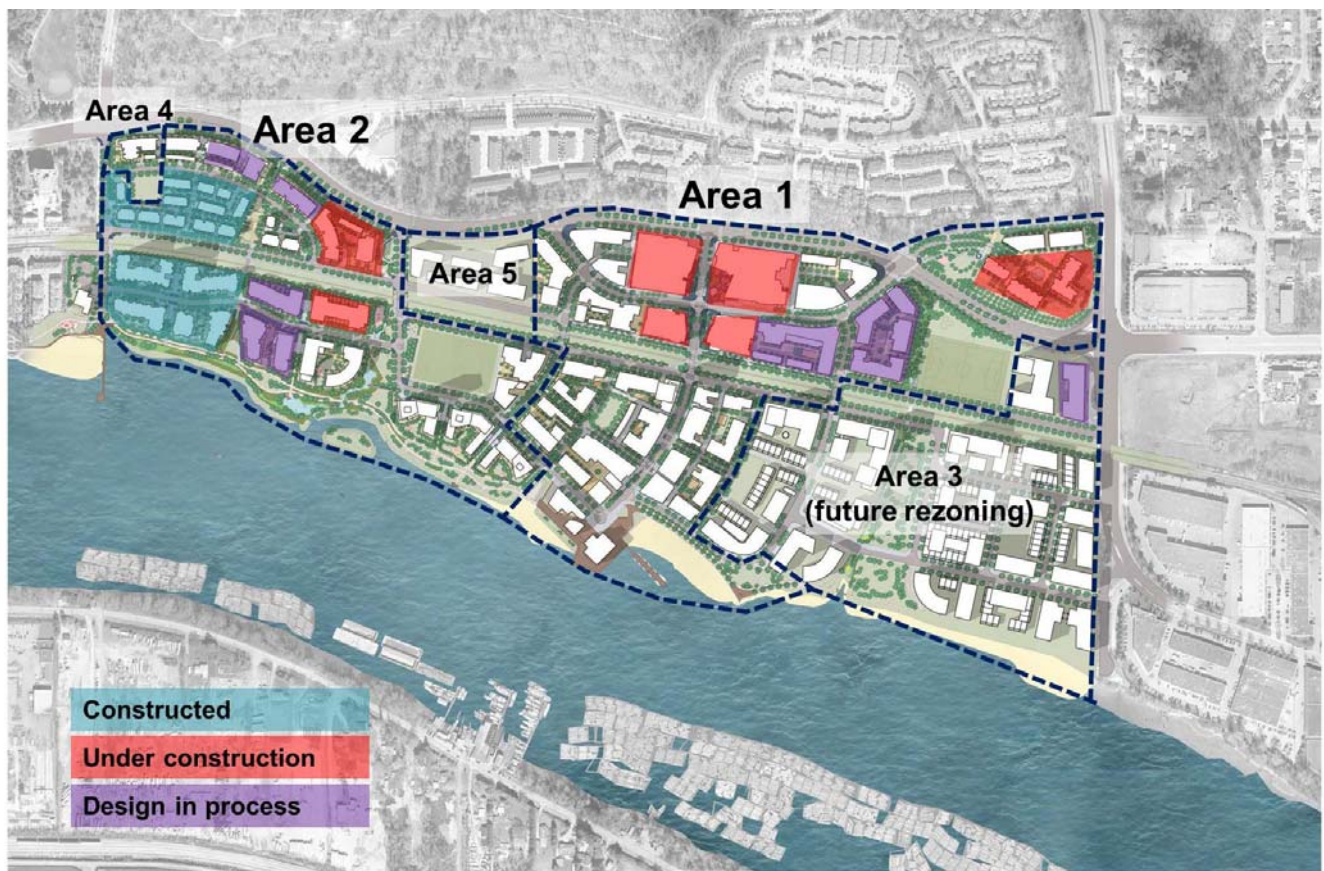
requires that 20% of the dwelling units be for affordable housing. A phasing strategy which ensures shops and services are delivered early in the development process is established in the EFL ODP.

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

In 2010, Council approved the *East Fraser Lands: Public Amenity Financial Plan & Strategy* for the delivery of the amenity package envisioned in the EFL ODP.

Development of individual building parcels and new city infrastructure has been underway since 2010. The western neighbourhood (Area 2) has eight parcels that are either completed or are under construction. Work in the central neighbourhood (Area 1) is underway, including the four corners of the Town Square and parcels within the Park Precinct (see Figure 1).

Figure 1 – ODP Areas & Development Progress



Strategic Analysis

In January 2017, Wesgroup Properties made an application to amend the EFL ODP and associated CD-1 By-laws to:

1. adjust Section 6: Development Phasing strategy to allow development to advance on any of the parcels within the Town Square Precinct;
2. Parcel 14 & 19 - change approved floor area from office use to residential use for rental housing; and
3. Parcel 19 - allow a neighbourhood energy utility plant.

Figure 2 – Proposed Amendments by Parcel



At the same time, as a consequential amendment to the increased residential floor area on Parcel 14 & 19, the General Manager of Planning, Urban Design and Sustainability proposed additional floor area on Parcel 1 to ensure the 20% Affordable Housing requirement set out in the EFL ODP continues to be met.

Subsequent to the application, the planning program for a more comprehensive 10-year review of the EFL ODP has been approved by Council, anticipated for completion by late 2018. The proposed amendments for Parcels 1, 14, and 19, will now be considered as part of the comprehensive review, so only the amendments to the EFL ODP Section 6: Development Phasing strategy are being brought forward at this time. Staff recommend that changes to the development phasing be considered at this time, to allow for build-out to continue while the EFL ODP 10-year review is underway.

Development Phasing

To ensure that EFL is a complete community, with shops and services to support the new residents, the EFL ODP established a phasing strategy (section 6.2) based on the following objectives:

- 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.

Section 6.3 provides that the anticipated sequence of phasing is to follow Phases A, B, C, D, E, and F as shown on Figure 18 of the EFL ODP (shown as Figure 3, on the following page of this report) except that development of Phases B and C may occur in advance of the anticipated sequence.

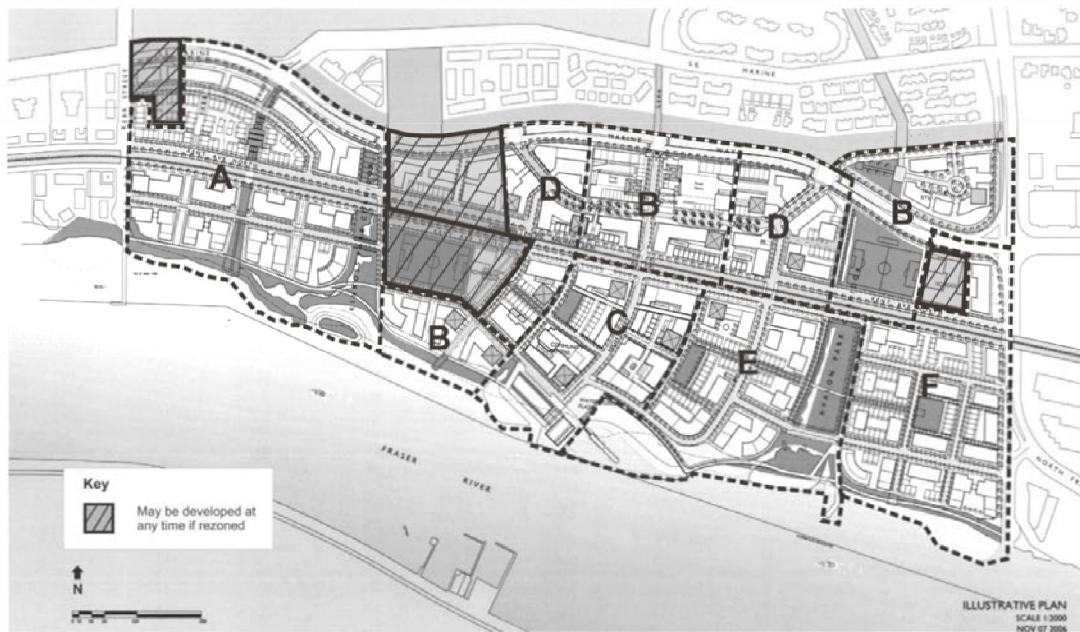
The EFL ODP acknowledges that the anticipated sequence may be reviewed, in light of the above objectives, taking into account factors such as the length of the development process and market conditions prevailing at the time of the review, and that, as a result of any such review, Council may refer a proposed change in sequence to public hearing.

Wesgroup Properties has requested that the development phasing be amended for the following reasons:

- ***Efficient use of infrastructure*** - the first parcels to be delivered in Area 1 create the four corners of the Town Square. There are significant upfront costs to design and construct all of the required infrastructure to serve the Town Square parcels. There are economic efficiencies to Wesgroup to build-out the remaining six parcels in the Town Square, as the infrastructure and services are already in place.
- ***Improved connections between the Town Square and Park Precincts*** - Development of the Park Precinct (the triangular site north of Marine Way) is underway. It is desirable to improve the experience for new residents walking or cycling to access new services built as part of the Town Square. Allowing buildings on Sawmill Crescent to advance will better connect the new developments to create a sense of completion for new residents.
- ***Minimize disruption to new residents*** - by substantially completing the parcels within the Town Square construction disruption can be minimized once residents start to move in. Allowing the street to build out fully (rather than leaving gaps for future buildings) will also allow the streets to be fully constructed including landscaping, rather than temporary finishes.
- ***Responsiveness to changing market conditions*** - providing greater flexibility in the phasing sequence allows for Wesgroup to better respond to changing market conditions. For example, there is a greater diversity in building types (concrete and wood-frame construction) and uses permitted on Parcels 14 and 19, allowing Wesgroup

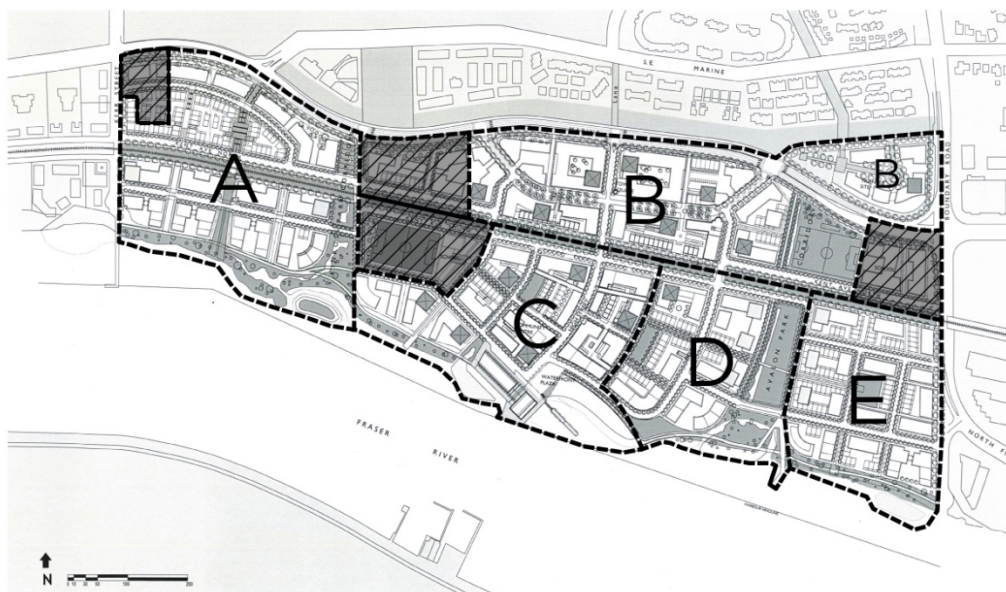
to deliver a variety of products at one time. South of the tracks, in phase C, has limited building types that are primarily concrete construction mixed-use forms.

Figure 3 – Current EFL ODP Development Phasing Diagram



Staff recommend that the EFL ODP section 6.3 Development Phasing and Figure 18 be amended to allow for substantial completion of the Town Square Precinct, while Wesgroup Properties prepares to move ahead with development of the Waterfront Precinct. The proposed change to Figure 18 is shown below, and described in Appendix A.

Figure 4 – Proposed EFL ODP Development Phasing Diagram



PUBLIC INPUT

Public consultation on the proposed amendments to the EFL ODP and CD-1 by-laws included an open house on March 29 2017. A total of 1,576 notifications were distributed within the neighbouring area on or about March 9 2017. In addition, notification and application information, and an online comment form, were provided on the City's Rezoning Applications webpage (vancouver.ca/rezapps). Staff and representatives from Wesgroup, and a total of approximately 20 people attended the open house.

A total of 4 comment sheets were submitted from individuals at the open house. Fifteen additional letters, emails or online comment forms were received for this application.

The package of information at the open house and on the website included the following changes:

- 1) Modifications to the EFL ODP Section 6.3: Development Phasing;
- 2) Parcel 14 & 19 - change of use from office to residential for the purpose of for profit rental housing;
- 3) Parcel 19 - inclusion of a neighbourhood energy utility plant; and
- 4) Parcel 1 - additional density for Affordable Housing.

Regarding the full package of proposed amendments to the EFL ODP and associated CD-1 By-laws, the public feedback was mainly regarding the additional density for affordable housing on Parcel 1 and parking concerns. A few individuals commented on the proposed change of floor area from office to residential for rental housing, expressing initial concern about the loss of services. Staff recommend that items #2-4 be considered as part of the upcoming comprehensive EFL ODP 10-year review. There were no public comments related to the change in development phasing.

FINANCIAL IMPLICATIONS

As the community amenities contemplated in the EFL Public Benefits Strategy will be delivered by the City over time, any financial and/or cashflow implications arising from the proposed changes to the phasing plan will be addressed as part of the EFL ODP 10-year review.

CONCLUSION

This report recommends an amendment to the development phasing strategy as outlined in Section 6.3 and Figure 18 of the EFL ODP. This change allows for Wesgroup Properties to continue to develop parcels in the Town Square, taking advantage of strong market conditions, while planning to advance the High Street and development of the Waterfront Precinct. The update has limited implications for the City that will be addressed along with comprehensive adjustments to the EFL ODP will be part of the 10-year review which is anticipated to commence in summer 2017. This phasing change supports the City's objectives to ensure EFL is a sustainable compact, new community well served by public amenities, including affordable housing, shops and services, and transportation modes.

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DRAFT AMENDMENTS TO THE
EAST FRASER LANDS OFFICIAL DEVELOPMENT PLAN
(BY-LAW NO. 9393)

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

1. This By-law amends the indicated provisions of By-law No. 9393.
2. In section 6.3, Council strikes out "D, E and F" and substitutes "D and E".
3. Council strikes out Figure 18 and substitutes the new Figure 18 map:

