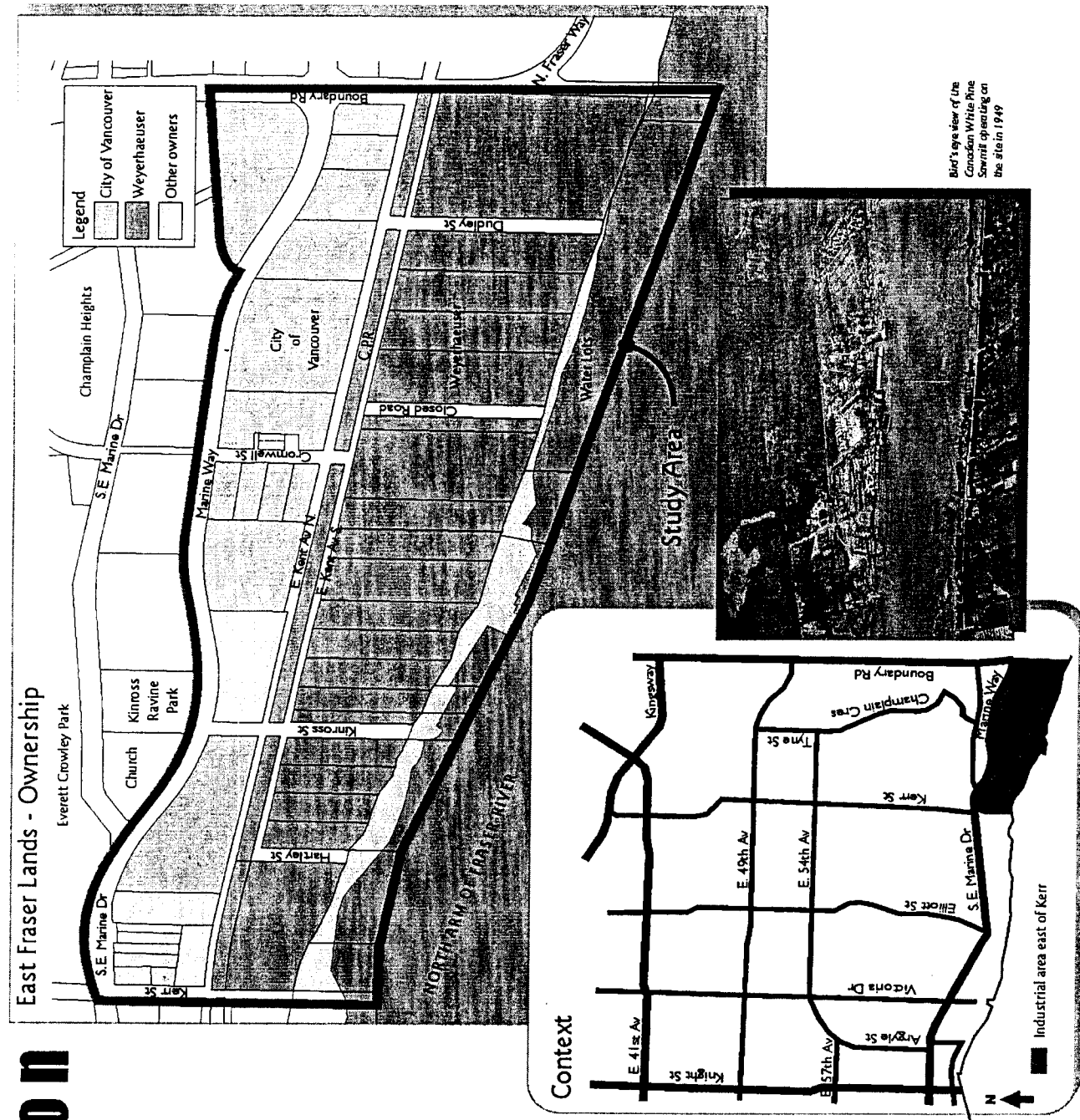




Between July 6 and 11, 2002, four public open houses for the East Fraserlands were held at Champlain Mall (shown here), Champlain Heights Community Centre, Kerr Street Pier and the Harbourmaster's Club (Victoria Drive at the river). About 1,000 people viewed the displays and spoke to City staff and the proponents' representatives. Over 150 comment sheets were filled out.

Following are the seven main display panels exhibited at the open houses. These panels can also be viewed in full-colour PDF format on the City website:

www.city.vancouver.bc.ca  Planning  Current Planning  Current Projects  East Fraserlands



Introduction

Lands east of Kerr Street, south of Marine Drive and Marine Way, have remained industrially zoned while the Canadian White Pine Sawmill (MacMillan Bloedel/Weyerhaeuser) remained in operation. The mill is now closed and the landowners have asked the City of Vancouver what kind of development could be allowed in the future.

Vancouver City Council has directed staff to:

- Discuss possible future development concepts with the owners;
- Consult with those who wish to comment on the future of the site;
- Assess what forms of development could be acceptable; and
- Report back to City Council for direction.

City Staff from Planning, Engineering, Housing and Parks will attend open houses together with consultants working jointly for Weyerhaeuser and City Real Estate Services as landowners.

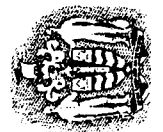
We are here to:

- Explain the City process,
- Describe the current City policies,
- Outline possible future concepts for the area, and
- Most importantly, hear and record your comments!

The following boards refer to site context, City policy, examples of development forms and concepts, and questions for which staff and consultants are seeking direction.

We would appreciate you input on these questions.

Please tell us what else you think we should hear!



EAST FRASER LANDS



Organizing Principles

These organizing principles are intended to direct planning for the East Fraserlands. They have not been endorsed or adopted yet, and are presented for your ideas and feedback.

Integrate With The City

- Extend existing streets into site
- Connect and extend existing pedestrian routes to the water
- Connect waterfront routes east and west
- Provide connections to adjacent development areas
- Avoid grade separations for streets and pedestrian routes

Build On The River Setting

- Provide public access to the entire shoreline.
- Provide public views to the water where possible
- Try to utilize the rail corridor for transit, bicycling and greenways
- Provide water views from public open space where possible
- Keep an active riverfront (retain/enhance log booming, boating activities, etc.)

Build On The Site's History

- Recall historical site patterns where possible.
- Recall historical uses and activities where possible.
- Recall historical building form and placement where possible.
- Integrate new uses with compatible industrial, institutional, commercial activities where possible

Streets As An Organizing Device

- Create a hierarchy of streets
- Delineate north-south streets as primary with terminus at shoreline
- Delineate internal east-west streets as secondary
- Create a street pattern that deters short-cutting
- Minimise hard surface requirements for all streets
- Limit car access along shoreline
- Provide a hierarchy of internal streets
- Create visual complexity through internal street patterns, parcel shapes and resultant building form

A Distinct Sense Of Place

- Build upon the historical industrial and nautical themes
- Modulate the site with a variety of heights and densities
- Create a new "urban village" that serves as a destination or focus
- Build upon the historical uses, patterns and building form and expression
- Allow for complexity in parcelization patterns

A Mixed, Vibrant Community

- Create a variety of housing opportunities balanced with local service needs
- Plan for all age groups and incomes
- Provide non-market housing as determined
- Introduce a variety of supportable uses over time
- Accommodate a variety of housing types and forms
- Ensure adequate flexibility to accommodate emerging market interests

Provide Infrastructure and Amenities

- Provide appropriate utility infrastructure to serve the development
- New development should cover costs for its own servicing requirements as well as related, local upgrades

Movement Systems

- Introduce new transit opportunities
- Preserve the rail corridor for future opportunities

Public Access

- Provide access to entire river frontage
- Delineate open space edges with public ownership

Open Space and Amenities

- Identify and provide appropriate social and cultural amenities including daycare(s), school(s) and/or community centre
- Provide public open space(s) size and location(s) as determined, including an open space component along the waterfront
- Provide a public realm appropriate for the setting and history

Phasing and Tenure

- Sustain development opportunities to ensure the creation of a coherent, high quality precinct over time
- Plan for flexibility and change in the marketplace, including opportunities to introduce institutional, education and tourism based uses

Sustainable Vancouver Principles

Adopted by City Council on April 23, 2002, these principles apply city-wide.

Sustainability is a direction rather than a destination. A sustainable city is one that protects and enhances the immediate and long-term well being of a city and its citizens, while providing the highest quality of life possible. Sustainability requires integrated decision-making that takes into account economic, ecological, and social impacts as a whole.

A Sustainable Vancouver embraces all of the following principles:

- Today's decisions must not compromise the choices of our children and future generations.
- We are all accountable for our individual and collective actions.
- Resources must be used fairly and efficiently without compromising the sustainability of one community for another.
- Using renewable resources is encouraged and supported, while the use of non-renewable resources should be minimized.
- Renewable resource consumption should not exceed the rate of regeneration.
- Strong collaboration and open communication between the public, the business sector, and all levels of government are important.
- We value cultural, economic, and environmental diversity.
- A community should provide a safe, healthy, and viable setting for human interaction, education, employment, recreation, and cultural development.
- A sustainable Vancouver contributes to, and provides leadership towards, regional, provincial, national, and global sustainability.
- The Vancouver economy should move from its dependence on non-renewable carbon-based fuels, particularly for transportation, which are likely to fluctuate dramatically in price and supply.



Transportation/Circulation

City-wide Transportation Policies and Overview

Neighbourhood centres

- reduce demand for travel by creating neighbourhood centres
- high-density employment uses should not locate in areas which have poor access to transit and are difficult to reach walking or biking (City Plan)

Improving the environment

- make improving the environment a priority in decision-making with particular attention to air and water quality
- consider environmental impacts when making decisions on land use, transportation, and City services (City Plan)

City Transportation Plan

- make land use decisions that put people close to jobs, shops, and services to reduce travel (City Plan)
- reduce the impact of traffic on residential streets and neighbourhood centres (Transportation Plan)
- Limit road expansion and promote transport demand management measures (Transportation Plan)

Rail Corridor

- reserve existing rail corridors for rail use, both goods movement and passengers (Transportation Plan)
- when rail use is discontinued, their use for other forms of transit or as Greenways is first priority (Transportation Plan)

Walking and Biking Routes for Improvement

Local Transportation Policies

Marine Drive/Marine Way

- Marine will continue to be a primary arterial used by traffic travelling across the city and region, and as a truck and transit route (V-F/K Community Vision)
- due to traffic volumes and vehicle mixes, Marine is a major barrier between Fraserlands and the rest of VFK (V-F/K Community Vision)
- conditions and safety for residents, pedestrians, and transit uses on this street should be substantially improved (V-F/K Community Vision)

Kerr Street

- conditions and safety for residents pedestrians and transit uses along Kerr should be substantially improved (V-F/K Community Vision)

Shuttle Bus

- TransLink's proposal to improve bus service through the use of a community shuttle bus should be implemented as soon as possible, including better service in the Fraserlands (V-F/K Community Vision)

Greenways

- Greenways should link major walking destinations within and outside of VFK and should provide safe crossings at major streets (V-F/K Community Vision)
- the Fraser River Trail should be implemented as soon as possible (V-F/K Community Vision)

Air Quality

- Measures should be to improve air quality in VFK including encouraging non-auto transportation alternatives, like walking, cycling and public transit (V-F/K Community Vision)

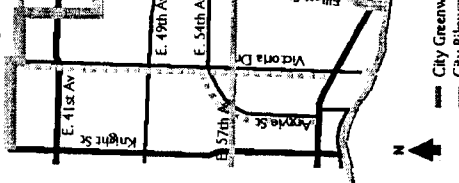
Greenways and Bicycles

From the V-F/K Community Vision



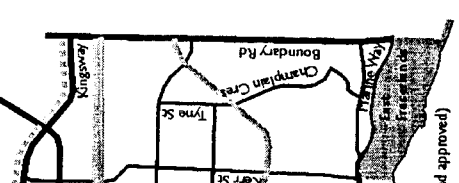
Walking and Biking Routes for Improvement

From the V-F/K Community Vision



Public Transit

From the V-F/K Community Vision



Traffic and Transportation

From the V-F/K Community Vision



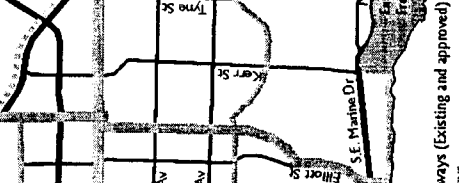
Greenways and Bicycles

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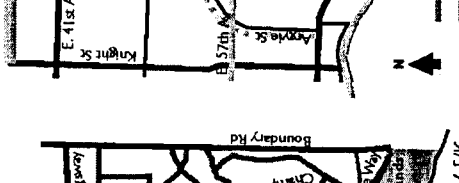
Public Transit

From the V-F/K Community Vision



Traffic and Transportation

From the V-F/K Community Vision



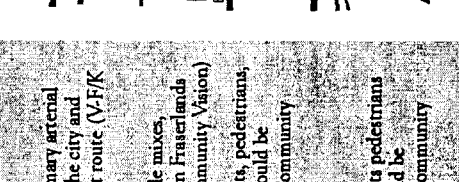
Greenways and Bicycles

From the V-F/K Community Vision



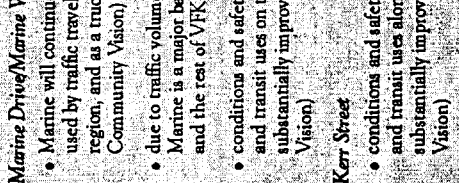
Traffic and Transportation

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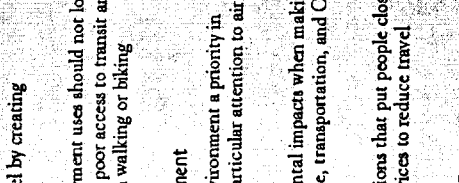
Greenways and Bicycles

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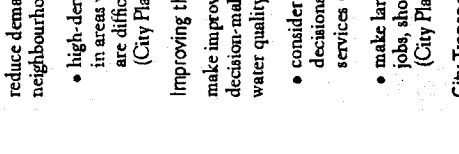
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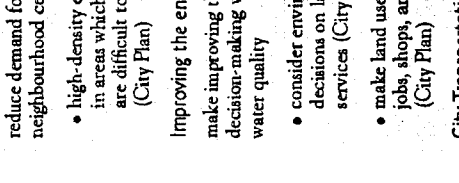
Greenways and Bicycles

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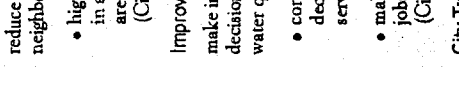
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From the V-F/K Community Vision



Traffic and Transportation

From the V-F/K Community Vision



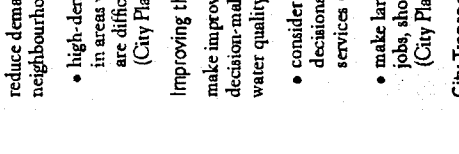
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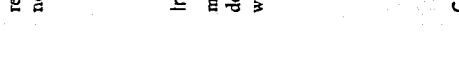
Public Transit

From the V-F/K Community Vision



Traffic and Transportation

From the V-F/K Community Vision



Greenways and Bicycles

From the V-F/K Community Vision

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Public Transit

From the V-F/K Community Vision

Commercial Use

Existing City Policy

City-wide Retail Policies

Create neighbourhood centres Locate retail uses in neighbourhood centres along with community facilities so the centres become the civic, public heart of each neighbourhood. Ensure that workers and residents can access the centres by transit, walking and biking. (CityPlan)

Highway-oriented retail Two industrial areas of the city have been designated for auto-oriented, large-format stores that do not fit well into the neighbourhood centres or downtown. Marine Drive between Yukon and Main streets is one of them. (Industrial Land Strategy - H.O.R.)

Local Retail Policies (VFK Community Vision)

VFK's shopping areas The key community shopping areas in VFK are to be Victoria Drive, Kingway/Joyce and Champlain Mall. Champlain Mall should continue to be the main location for retail and services.

Major shopping box Additional major shopping malls and big box stores which sell groceries, clothing and other daily needs, should not be permitted to locate where they will harm the economic health of the Victoria or Kingway shopping areas or Champlain Mall.

Foot of Kerr Street The west side of Kerr Street, south of SE Marine Dr., has zoning in place for retail development. Consider additional housing density here to encourage development to proceed.

East Fraserlands If this area is developed for housing, appropriate retail should be provided that serves the whole Fraserlands area, but not the broader community. The VFK Vision calls for a retail study to be undertaken when East Fraserland redevelops to determine retail/service needs.

Employment (CityPlan)

- Increase the number and choice of jobs in the city
- Concentrate major job growth in the downtown
- Maintain industrial areas
- Jobs that serve city residents are encouraged to locate in neighbourhood centres
- High-density employment areas should be well served by transit

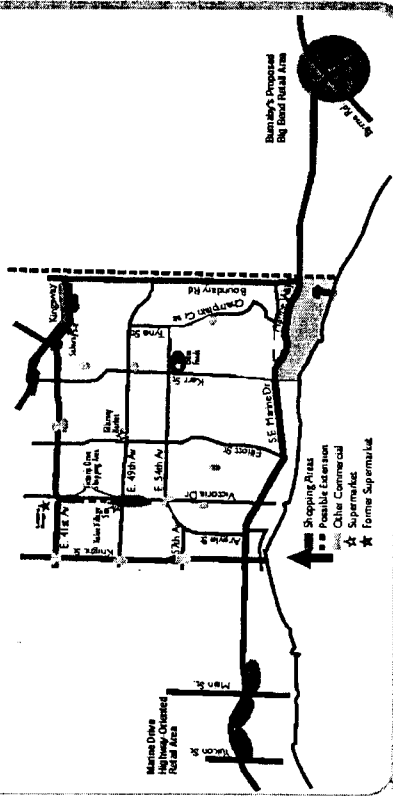
Office Uses

- Concentrate headquarters, financial-related offices in the downtown
- Focus medical, civic and related offices in the Broadway/Cambie "Updown"
- Focus other job growth in neighbourhood centres

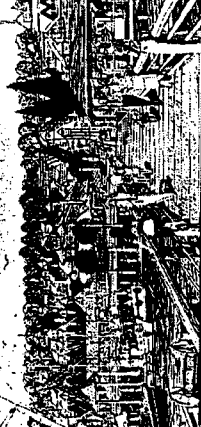
Industrial Uses

The existing M-2 zoning allows a range of development choices which could include light industrial uses with some offices.

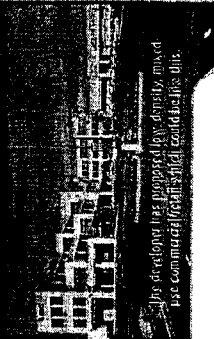
Shopping Areas in VFK and Vicinity



A new shopping plaza could be created in the east Fraserlands that would provide local services and be accessible to surrounding residential areas by foot and bicycle.



A new neighbourhood centre could be created in the east Fraserlands that would provide local services and be accessible to surrounding residential areas by foot and bicycle.



The Developer's Proposal for Commercial Use

- The developer proposes to create a mixed-use, retail and service-commercial area at the east end of the site that could add excitement and vitality to the new community and be a destination or focus for Champlain Heights, the Fraserlands and South Burnaby.
- Proposed is about 250,000 sq. ft. of commercial use on 20 acres of land (for comparison, Champlain Mall has 109,000 sq. ft. of commercial on 6 acres).
- The commercial mixed-use area would be focused on the riverfront location.

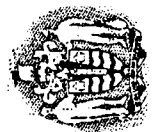
Discussion

- The amount, the location and the nature of commercial use proposed by the developer is contrary to many existing City and local area policies. (See City Policy on left)
- Commercial of this size would draw people from a wide area having transportation and economic impact within that area.
- Located at the easternmost end of the site, the commercial area cannot function as a neighbourhood centre for most of the Fraserlands.
- Neighbourhood centres need to be accessible by foot and bicycle.
- The VFK Vision calls for retail on Kerr Street.
- The commercial area could have a large number of employees who may depend on private automobiles to get to work.
- Light industrial uses, which tend to have less employees than commercial uses, might be a more suitable use for the site and a better fit with existing policy.

Questions

What kind of commercial/retail do you think should be provided?

Other comments or concerns?



EAST FRASER LANDS



Parks and Community Facilities

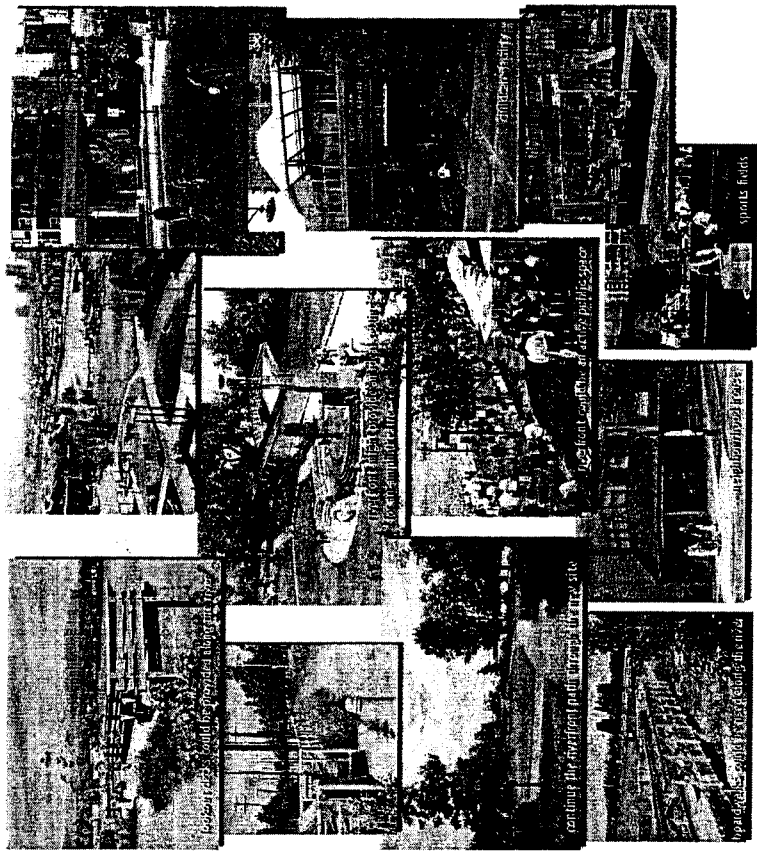
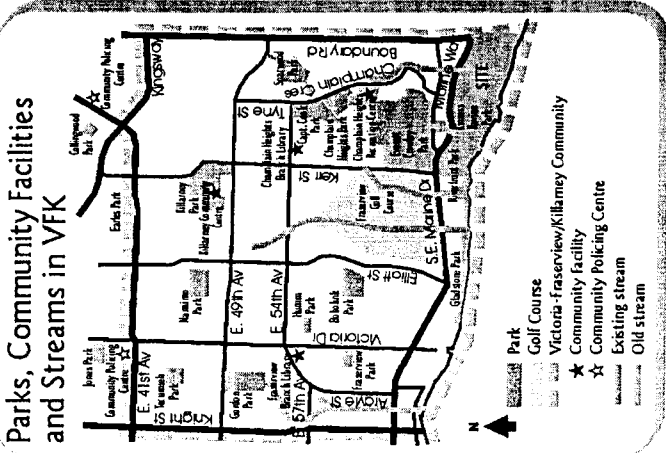
Existing City Policy
Public facilities such as park space, waterfront walkways, schools and other public facilities and services will be required for the future population. (VFK Community Vision)

In major rezonings, the City typically seeks public amenities such as parkland, childcare, public art and community facilities. In new residential developments, the City typically requires that park land be provided to a standard of 2.75 acres per 1,000 new residents.

Redevelopment along the Fraser River should include a continuous waterfront walkway with parks located along it. (VFK Community Vision)

A community facility should be provided in Fraserlands either in conjunction with the proposed elementary school or as a separate facility. (VFK Community Vision)

Any rezoning or subdivision along the Fraser River requires the developer to construct shoreline protection and a public waterfront walkway.



The Developer's Proposal for Parks and Community Facilities:
This park would provide recreational amenities for the surrounding neighbourhoods to the north and west of the park. A highlight of Kim's Creek proposal. The park and waterfront walkway would provide a public space for recreation and community facility and for recreation. Community spaces (playgrounds, sports fields, etc.) will contribute and provide improvements to Marine Way. Currently being provided by the proponent is 16.2 acres of park and waterfront pathway area for 9,500 new residents. This would be a ratio of 1.75 acres per 1,000 people.

Discussion:
Amount and Type of Community Amenities
Parks and community amenities in these neighbourhoods are funded through development. The higher the proposed population density, the more park and other community amenities that can be paid for.

The City's park standard is 2.75 acres for every 1,000 new residents typically forms the basis for calculating how much park should be provided in new neighbourhoods. Fraserlands west of Kerr Street was developed with this much park, the same is true for the new neighbourhoods in the downtown along False Creek.

Should there be public park according to the City's park standard in the East Fraser Lands, for a less park okay because there is already enough park in the area.

Would you prefer higher buildings and larger parks, or lower buildings and less park?

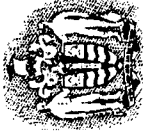
What types of park would be needed here for a population of 9,500 people to allow? Suggested toward habitat area, children's playground, playing fields for soccer and basketball, for surface courts for inline hockey or tennis, bicycle paths, look out onto the water, viewing places along the waterfront and habitat area, or all of the above. Any other ideas?

What community facilities would be most needed in the new neighbourhood: community centre, daycare, health services (store for library). Any other?

If the proposed development cannot afford to provide parks and community amenities to the City's standards, should the City pay to make up the difference should the new neighbourhood have less parks and amenities, or should the land remain for industrial use?



EAST FRASER LANDS



Developer's Proposal

Developer's Rationale

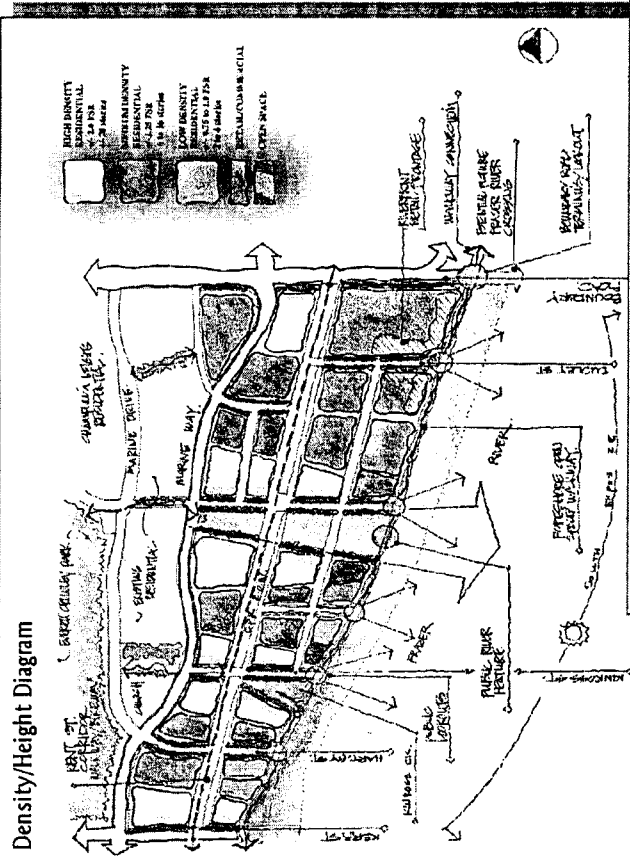
Planning in the south-east sector of Vancouver has evolved over the past 40 years. Following the closure of the Kerr Road dumpsite in the mid 1960's, the City initiated a planning process for the Champlain Heights area which led to the redevelopment of ±2.15 acres of City-owned land during the 1970's and 1980's. The City-initiated planning and development of the Riverside and Fraser Lands neighbourhoods came next - in the late 1980's and early 1990's.

The one piece of the puzzle that has always been "waiting" is the Weyerhaeuser Lands (formerly MacMillan Block) located east of Kerr Street. At the time of the Fraser Lands planning work, the City decided to refrain from any specific planning actions that might have put pressure on the Canadian White Pine and K3 operations and their many jobs. Instead, it was concluded that the future use of this area would be considered when Weyerhaeuser had made a decision on what it intended to do with the lands.

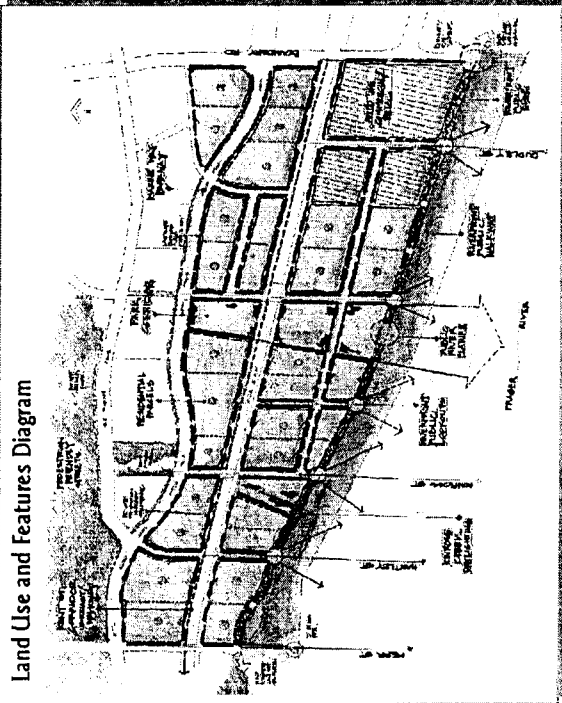
Now that Weyerhaeuser has determined that its facilities are no longer required, the City and the land own city are able to move forward in a co-operative process to complete the planning work on this industrial area and integrate it into the surrounding, predominantly residential, area. Residential densities range from areas of low to medium to high density as shown in the Density/Height Diagram.

In addition to the residential land uses, Weyerhaeuser seeks a mixed-use, retail service-commercial centre at the east end of the site as being an important contribution to the overall excitement and vitality of the plan. This area will serve as a destination or focus for Champlain Heights, the Fraser Lands, and south Burnaby. The proposed commercial centre is ±250,000 sq. ft. on approximately 20 acres of land.

Density/Height Diagram



Land Use and Features Diagram



Discussion

Land Uses

The proponent's plans illustrate residential use across most of the site with associated parks and a waterfront path system. Commercial use is shown only in the southeast corner on 20 acres of land. (See the Housing board and the Commercial Use board for more information about these uses.)

Do you support the land uses illustrated here?

Are any land uses missing?

Should Kerr Street near the water provide local shopping?

Housing Density

The proponent's plans illustrate residential density as ranges between a Floor Space Ratio (FSR) of about 0.75 and 2.00. This range would result in an overall density for the site that is greater than that existing west of Kerr Street. This density will accommodate about 5,000 residential units housing 9,400 people on about 150 acres of land. By comparison, five existing Fraserlands west of Kerr Street has 1766 units and 2,261 people on 64 acres. Should the overall density here be different than west of Kerr Street?

Building Heights

The proponent's plans illustrate building heights for residential in three ranges: 4 to 6 stories for low density, 4 to 16 for medium density and up to 20 stories for high density. The existing Fraserlands to the west of Kerr Street also has a range of building heights with the tallest towers being 14 stories. See the Housing board for more information on building height.

Do you support the ranges of building heights as illustrated in the Density/Height Diagram?

Street Pattern

The street pattern shown in the developer's plans creates significantly larger blocks than the prevailing City of Vancouver street grid, although the blocks are similar to those in Fraserlands west of Kerr Street and in Champlain Heights. Several new intersections will have to be added along Marine Way and the possibility exists to make this busy street more pedestrian friendly.

How accessible should the new development be by car? By foot? By bus?

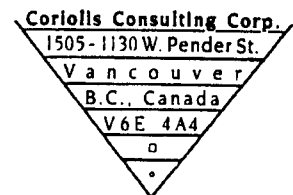
Do you prefer the block size to be similar to that west of Kerr Street and in Champlain Heights, or similar to the regular city grid found elsewhere in Vancouver?

Do you have ideas for Marine Way?



EAST FRASER LANDS





Telephone: (604) 682-9714
Fax: (604) 682-4193

coriolis

28 August 2002

Mr. Tom Phipps
City of Vancouver
Community Services
453 West 12th Avenue
Vancouver, BC
V5Y 1V4

Dear Mr. Phipps:

Re: Public Benefits in the East Fraser Lands Redevelopment

We have been retained by the City of Vancouver to provide urban economics inputs to the planning process for the East Fraser Lands area. Our role includes providing an independent perspective on the land uses, densities and phasing of development and assisting the City in analyzing the financial viability of redevelopment in order to help define an appropriate public benefits and amenities package for the overall project.

As the first step in our work, we have been asked by staff to outline some of the considerations that the City should keep in mind as it begins the process of defining an appropriate public benefits strategy. This outline will help ensure that expectations for public benefits from this redevelopment are realistic from the outset.

We have just been commissioned for this project, so we have not yet completed any analysis that is specific to the East Fraser Lands. However, we have considerable experience in the financial analysis of large scale development projects and we are very familiar with the development levies and benefits/amenities that have been derived from other major projects in the City. Based on this experience and our general knowledge of market conditions, we suggest that the City keep the following points in mind as it begins the process of sketching out a benefits package for East Fraser Lands:

1. The financial ability of a major redevelopment project to provide public benefits and amenities is largely a function of the gain in land value associated with the transition

in land use or density that results from rezoning. In general, redevelopment occurs when a new use supports a higher land value than an existing use, after allowing for all of the costs involved in the transition. When rezoning yields a large lift in value, the developer can pay all the costs of redevelopment, earn a profit, and generally have "room" to pay for a package of public benefits. If rezoning yields little or no lift in value, there is less ability to pay for public benefits.

2. The lift in land value from rezonings varies tremendously across the City, depending on the nature of the prior use (and the land value it supports), the use and density approved in the rezoning, the costs of redevelopment, and the market value of the end products. While the transition from older, heavy industry to higher density multifamily residential can almost always be assumed to involve a gain in land value, the amount of the gain is not consistent across all projects. The evidence from past major rezoning projects in Vancouver supports this observation, as the public benefits achieved from the Arbutus Industrial Area and Collingwood Village were materially lower (per square foot of new floorspace) than the benefits achieved from say False Creek North, Coal Harbour, or Bayshore.
3. One of the most significant variables in the determination of net gain in land value is the market value of the end product, such as new multifamily residential units. All other things being equal, a redevelopment project on a prime view site in downtown will be able to support a higher public benefit than a redevelopment project on a site on the east side of the City, for the simple reason that there is a large difference in development revenues due to the price of the finished housing units.
4. A second significant variable in the determination of net gain in land value is the cost of redevelopment. While construction costs for the above-grade portion of new buildings may not vary much across the City, there can be significant differences in site-specific costs for items such as addressing soils problems, remediating contaminated soils, or providing necessary off-site infrastructure. Again, all things being equal, a site that has no contamination, good soil conditions, and no need for services upgrading would be able to make a higher public benefit contribution than a site that involves cleaning up oil deposits, has a deep layer of organic soils, and must provide a major sewer lift station and a new all-directional, signalized intersection.
5. For the East Fraser Lands, the City must anticipate that redevelopment will involve costs to remedy difficult soils conditions and costs to remediate contaminated soils. As well the City should keep in mind that residential prices in this area, while probably higher than average east-side prices because of the riverfront, will not match downtown prices. For these reasons, the benefits (measured in terms of total dollar value of benefits and amenities per square foot of approved development) that can be achieved from the East Fraser Lands are not likely to match the high end of the range that has been generated by downtown projects on the waterfront. Rather than start with expectations based on other projects, it is better to wait until land use planning and economic analysis have advanced sufficiently to estimate the project's actual ability to provide amenities.

6. Ongoing analysis will help the City establish an appropriate benefits package for the East Fraser Lands redevelopment and determine whether the project should be charged the established flat amenity rate or can support a higher level of contribution of amenities and benefits.

Yours truly,

CORIOLIS CONSULTING CORP.



Jay Wollenberg