

## Appendix A



**City of Vancouver** Land Use and Development Policies and Guidelines  
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# East Fraserlands DRAFT Policy Statement

December 7 2004



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# 1 GOAL STATEMENT

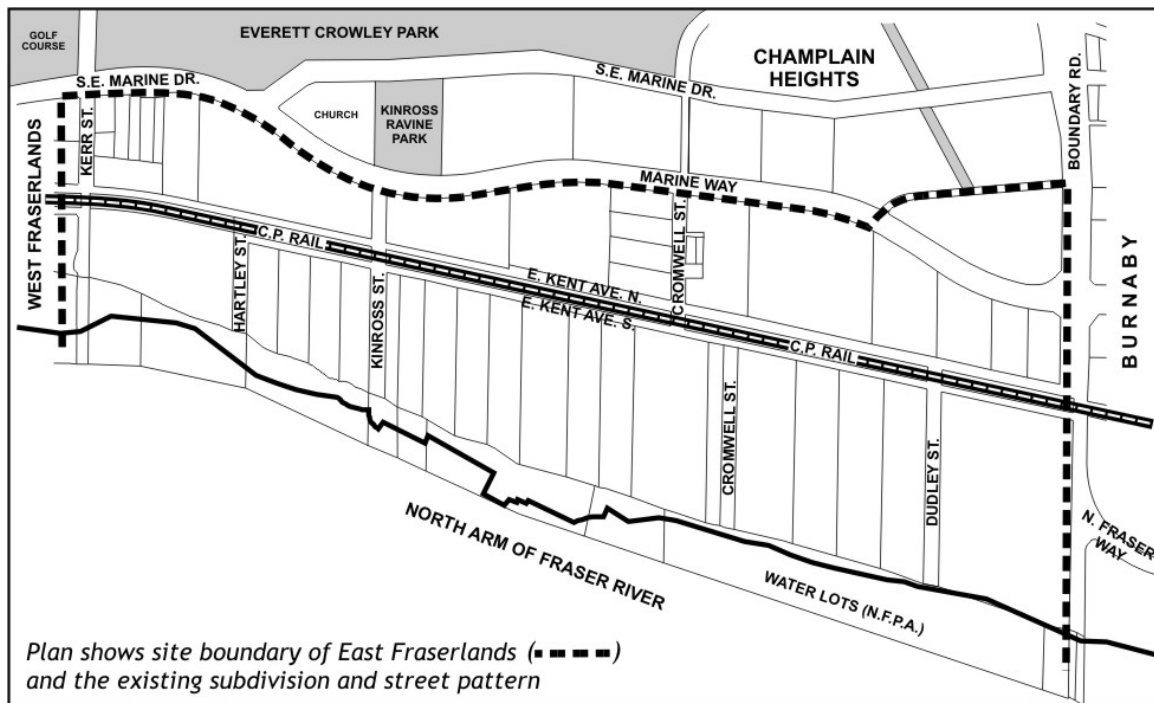
Background  
Existing Policy Sources  
Sustainability  
Vision for East Fraserlands

## 1.1 Background

### Site Description

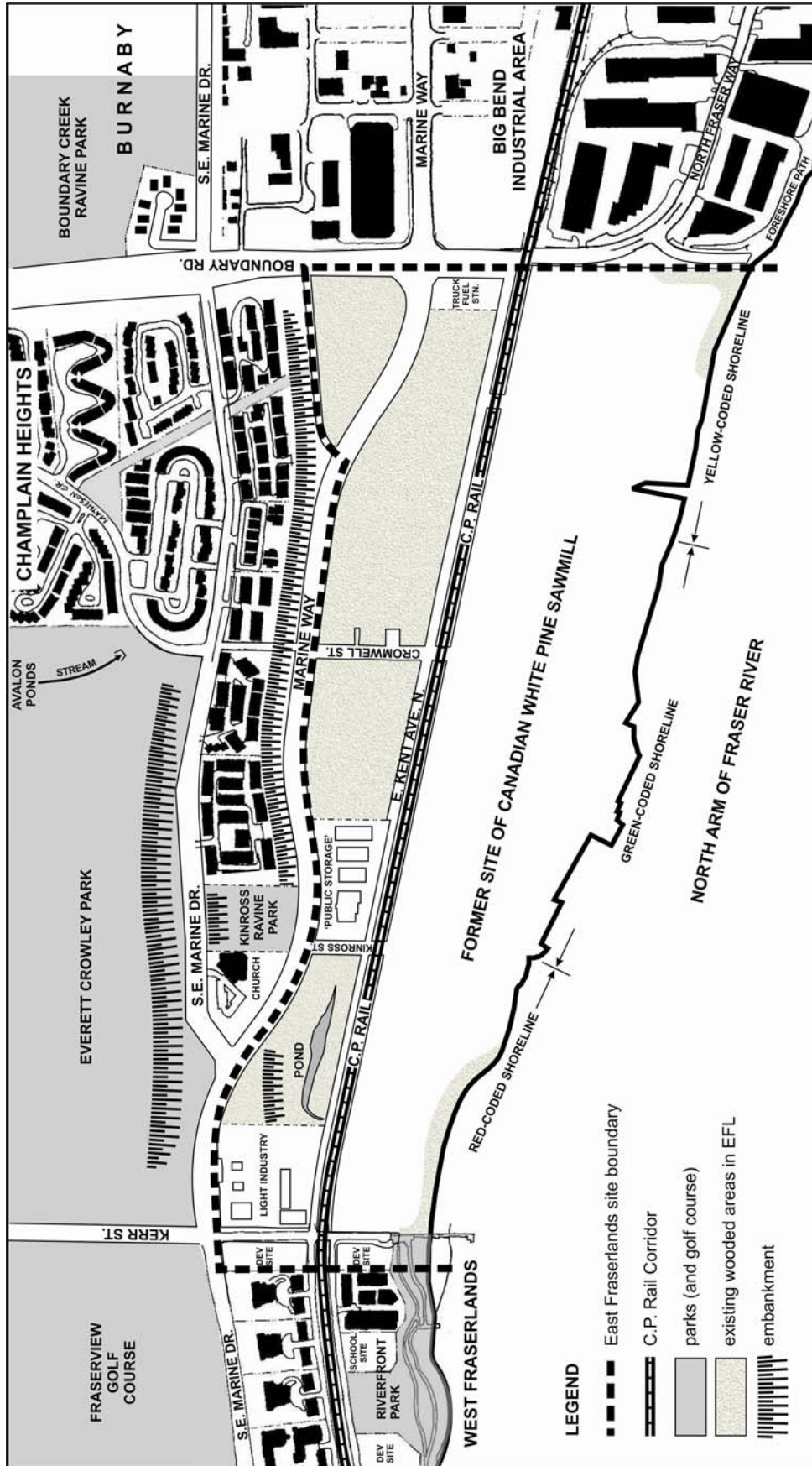
East Fraserlands is located in the southeast corner of the city on the Fraser River, between Kerr Street and Boundary Road, and south of Marine Way. The site comprises 126 acres (51 ha) of land currently zoned for industrial use. A Canadian Pacific (CP) Rail corridor bisects the site into north and south sections.

The site is subdivided into a variety of parcels accessed by a grid of road rights-of-way. The parcels and street rights-of-way south of the CP Rail tracks have been in use by the Canadian White Pine Sawmill that occupied the riverfront site for many decades. This land is now owned by ParkLane Homes. North of the tracks, the City of Vancouver has been the major land owner. The City lands were originally acquired to create an industrial park although new uses were never established. The parcels are now covered with scrub growth of red alder, blackberry and broom. Several small parcels, comprising 9 acres (3.64 ha) in total, are privately owned and are either vacant or have industrial uses.



### History

Until 1850 the area was a coniferous forest of hemlock and cedar. William Rowling, Killarney's first non-native settler, arrived in 1868 and was awarded 3.5 km along the Fraser River shoreline. Rowling was a surveyor in the British military and he received the only military land grant in Vancouver for his service to the British Empire.



EAST FRASERLANDS - EXISTING CONTEXT AND SITE ELEMENTS



Throughout much of the 20<sup>th</sup> century, the riverfront property was the site of lumber manufacturing activities including the Canadian White Pine Sawmill. There have been a number of operators through the years, most notably MacMillan Bloedel which became Weyerhaeuser. The lumber processing stopped in 2001. All equipment has been dismantled and the site is undergoing remediation.

East Fraserlands is located within the larger context of the Victoria-Fraserview/Killarney (VFK) Community. Over the last 35 years, the southern part of this community has undergone significant transformation. A number of comprehensive multi-family developments with parks and community facilities have been planned and constructed – Champlain Heights at 200 hectares was approved in 1968, and Fraserlands at 26 hectares was approved in 1976 for the riverfront lands west of Kerr Street (referred to in this document as “West Fraserlands”) and the ridge above Marine Way. Champlain Mall, at Kerr and 54<sup>th</sup>, has recently been redeveloped to include 320 residential units. Another land use change in the area was the conversion of the Kerr Road Landfill into a park. The 40-hectare Everett Crowley Park was dedicated as a park in 1985.

### City Council Direction

When West Fraserlands was planned on the industrial lands to the west of Kerr Street in the 1980s, the possibility was discussed that the new residential development could expand to the east if the sawmill use left the area. However, not wanting to displace a viable industrial use, the City kept the industrial zoning in place for the lands east of Kerr, including the vacant City-owned parcels. This approach was reaffirmed in the 1995 Industrial Lands Policies which stated that the land uses for the area would be re-evaluated if the sawmill use ceased. The mill did close in 2001 and the landowners approached the City about considering other land use options.

In May 2002, at the outset of a planning program for East Fraserlands, City Council directed staff to:

- Discuss future development possibilities with the landowners;
- Consult with those who wish to comment on the future of the site;

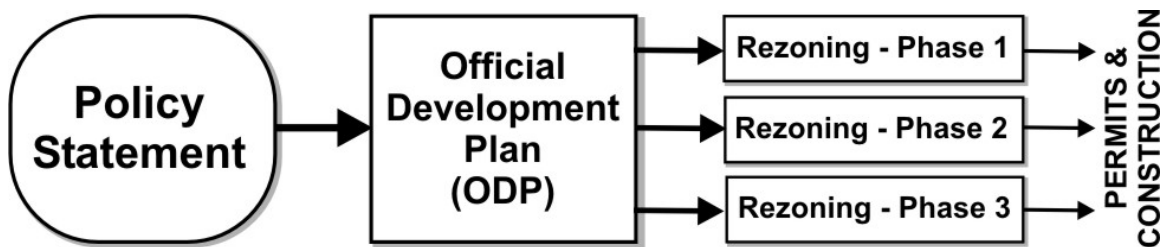


- Assess what forms of development could be acceptable; and
- Report back to City Council with a Policy Statement for the area.

### Policy Statement

A policy statement describes general planning principles that will guide future development of a large site. It addresses questions of land use, transportation, building form and community facilities, and provides direction for how those questions will be answered in the next stages of planning – the Official Development Plan and rezoning stages. Moreover, it represents the public and private interests that are at play in the development process and ensures that those interests carry forward, with the endorsement of City Council, as a framework for subsequent stages of planning and decision making – recognizing that critical choices and trade-offs will have to be made in those stages.

*The Major Projects Planning Process*



The policies in this document are meant to be flexible enough to accommodate a variety of detailed plans and options to be refined and evaluated during future planning stages. While the document sets out broad directions, detailed outcomes will be subject to the more in-depth analysis that occurs in subsequent stages.

### Public Involvement

In July 2003, Council received a progress report on the East Fraserlands Planning Process. Council authorized staff to carry out a public consultation process and to consult with community representatives on the timing and details of that process. In response to Council's direction staff worked with CityPlan's Victoria-Fraserview/Killarney (VFK) Vision Implementation Committee to form an East Fraserlands Sub-committee. The Sub-committee is comprised of local residents, including representatives from Champlain and Killarney Community Centres, the Everett Crowley Park Committee, and VFK Implementation Committee members.

In the months that followed City staff worked with members of the East Fraserlands Sub-committee to ensure that community input gathered during the 2003 Open Houses was reflected in planning and policy development. During drafting of the Policy Statement, the Sub-committee participated with staff in a series of intensive workshops over the Summer of 2004, prior to a wider community consultation in October 2004 involving Open Houses and a Community Workshop. Staff have worked to incorporate the comments of the Sub-committee and the wider community in the Policy Statement where ever possible.

Staff will continue to work with the Sub-committee and wider community through the next steps in the planning process to ensure that the interests of the existing community in VFK and future residents of East Fraserlands are represented.



## 1.2 Existing Policy Sources

### Industrial Lands Policies

The Industrial Lands Policies (1995) seek to retain the city's supply of industrial land by limiting the transformation of such lands to non-industrial uses. East Fraserlands (called "Fraserview" in the strategy) is to have its industrial status reviewed when the sawmill use has vacated the site. The strategy further allows for rezoning of industrial land based upon CityPlan or another City-initiated planning process.

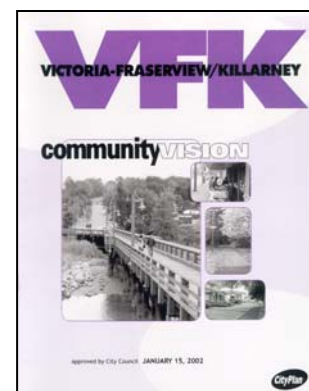
### Background Policies for Urban Growth

A number of City policies provide a general framework for the future of the East Fraserlands, without addressing the site specifically.

- a. **City of Vancouver Regional Context Statement (GVRD Livable Region Strategy)**  
The *Regional Context Statement* (2000) is a City bylaw which shows how the City is in compliance with the Livable Region Strategy of the Greater Vancouver Regional District. Of the four strategies which form the regional plan, the following are particularly relevant to the planning of East Fraserlands:
  - ***Build complete communities*** – supports communities with a wider range of opportunities for day-to-day life, resulting in more jobs closer to where people live and accessible by transit, shops and services near home, and a wider choice of housing types.
  - ***Achieve a compact metropolitan region*** – seeks to accommodate population growth in "growth concentration areas" in the central part of the region.
  - ***Increase transportation choice*** – land use patterns that support increased use of transit, walking, and cycling while reducing reliance on single occupant automobile travel.
- b. **CityPlan**  
*CityPlan* (1995) reflects a shared vision for the future of Vancouver that will lead to a city of neighbourhoods. The neighbourhood centres, usually developed from existing streets, will provide a "heart" for each neighbourhood by encouraging office, service and retail jobs closer to where people live and shop.

In 1997, the Community Visions Program was launched to bring CityPlan to the neighbourhood level. City staff worked with communities over a two year period to create their vision for the future, based on CityPlan directions and community needs and aspirations. The Victoria-Fraserview/Killarney (VFK) Community Vision was completed in January 2002.

- c. **VFK Community Vision**  
The *VFK Community Vision* (2002) seeks, among other things, to reinforce and improve shopping areas, protect the environment, maintain existing neighbourhoods and reduce the impact of traffic. For the East Fraserlands site, the VFK Vision supports residential use with a consideration of a range of housing options including rowhouses, townhouses, and apartments along with park space, riverfront walkways, schools, and other public facilities and services required for the future population. The Vision also calls for significant public consultation when considering future plans for the site.



**d. Vancouver Transportation Plan**

The *Vancouver Transportation Plan* (1997) seeks to accommodate the expected increase in demand for transportation in the city through an expansion of transit, and by encouraging walking and biking for short local trips. Alternatives to the car are essential to the plan, both for a more environmentally sustainable future, and for a solution to congestion on city streets. Policies and suggested actions cover: the arterial road network, transit, neighbourhood streets, pedestrians, cycling, goods movement, paying for transportation, and monitoring and implementation.

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### **1.3 Sustainability**

#### **What does "Sustainable Development" mean?**

The World Commission on Environment and Development report *Our Common Future* (1987) established that if we continue to develop with current practices, the earth will not be able to supply enough resources or absorb the waste and pollution produced by the population. Global warming and climate change, energy and resource shortages, food shortages, and economic and social instability are the predicted results of not changing development and consumption patterns to a form which could be sustained into the foreseeable future. In *Our Common Future*, "sustainable development" is defined as "*development which meets the needs of the present without compromising the ability of future generations to meet their own needs.*"

#### **Sustainable Vancouver**

In April 2002, City Council approved the following definition of sustainability, and endorsed sustainability as a guiding principle for future development.

*A Sustainable Vancouver is a community that meets the needs of the present without compromising the ability of future generations to meet their own needs. It is a place where people live, work, and prosper in a vibrant community of communities. In such a community, sustainability is achieved through community participation and the reconciliation of short- and long-term economic, social and ecological well-being.*

#### **Vancouver's Sustainability Principles**

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 (adopted by City Council April 2002):


- a. Today's decisions must not compromise the choices of our children and future generations.
- b. We are all accountable for our individual and collective actions.
- c. Resources must be used fairly and efficiently without compromising the sustainability of one community for another.
- d. Using renewable resources is encouraged and supported, while the use of non-renewable resources should be minimized.
- e. Renewable resource consumption should not exceed the rate of regeneration.
- f. Strong collaboration and open communication between the public, the business sector, and all levels of government are important.
- g. We value cultural, economic and environmental diversity.
- h. A community should provide a safe, healthy, and viable setting for human interaction, education, employment, recreation, and cultural development.
- i. A sustainable Vancouver contributes to, and provides leadership towards, regional, provincial, national, and global sustainability.

### Existing Environmental Sustainability Policy

- a. The *Clouds of Change* report (1990) led to a number of air quality and climate protection initiatives including traffic reduction, energy-efficient land use policies, and direction for the Southeast False Creek development.
- b. The *Solid Waste Management Plan* (1994) re-establishes the City's commitment to reduce solid waste by 50%, ensuring that current capacity in landfills will be sufficient for an additional 40 to 50 years.
- c. The *City Environment Policy and Environmental Action Plan* (1996) commits the City to, among other things, ensuring environmental considerations are integrated into all City of Vancouver decisions respecting planning, growth, service delivery, finance and operations.
- d. The *Southeast False Creek Policy Statement* (1999) directs that SEFC should be developed to incorporate principles of energy-efficient community design in its area plan and that the City should explore the possibility of using SEFC as a model for sustainable development.
- e. Definition of a Sustainable Vancouver and Sustainability Principles (2002).
- f. In December, 2003 Council unanimously approved the *Corporate Climate Change Action Plan* that recommended the City address the application of the LEED rating system or comparable system to City facilities, and that the strategy specifically address energy reduction requirements.
- g. Green Building Report to Council July 2004 indicating direction to move forward with green buildings in the private sector within 10 months.

### Sustainability and East Fraserlands

The East Fraserlands will be a complete community that strives to incorporate social, economic and ecological aspects of urban sustainable development. The Policy Statement integrates sustainability into all aspects of the planning and design process of community building, and therefore into all sections of the Policy Statement. The goal at the more detailed stages of planning will be to achieve the best possible and practical standards of sustainable development.

 *Throughout the document a symbol of the earth has been used to flag policies that promote sustainability.*

## 1.4 Vision for East Fraserlands

The vision for East Fraserlands is to create a complete community consistent with Vancouver's sustainability principles. The new community should provide opportunities for its residents to live, work, learn, shop and play. It should provide housing opportunities for a variety of households, ages and income levels. It should provide for the needs of society's youngest members, as well as its oldest.

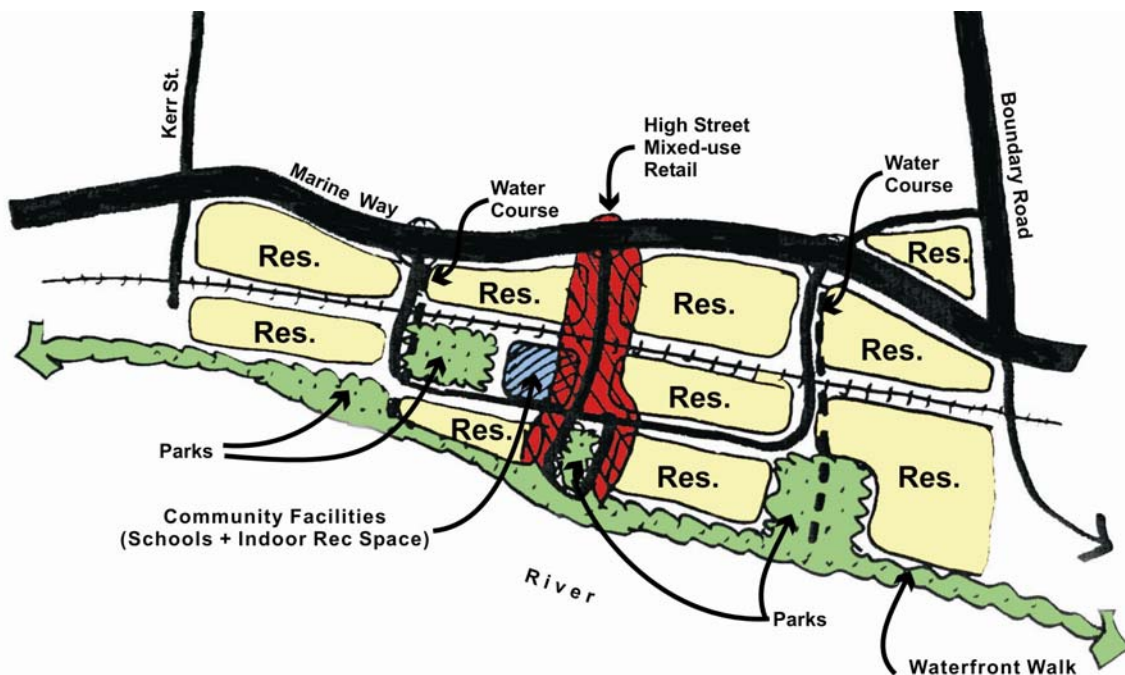
It should be a healthy community that promotes walking, cycling and use of transit as efficient and attractive choices. It should provide an integrated parks and open space system that fulfills recreational needs while enhancing the natural setting of the river. It should repair damage done by decades of industrial use, but at the same time honour that industrial heritage through design and art.

It should promote efficient use of natural resources in its use of land, in its building practices and its energy consumption. It should utilize innovative approaches to stormwater management that restore natural systems and create opportunities for aquatic life.

It should be socially and environmentally sustainable. There should be a variety of housing options available as well as opportunities for families with children. It should allow for incremental growth while ensuring that services and amenities are provided as new populations arrive. It should achieve high levels of quality in the design of buildings and of the public realm.

It will have a neighbourhood centre as its active heart that will have both commercial and community facilities. It will orient itself to its dynamic riverfront setting. The community should embrace and respect its existing neighbours, whilst creating its own identity as an exciting new riverfront neighbourhood.

*A land use concept for East Fraserlands as supported by this Policy Statement*



## 2 LAND USES

Industrial Use  
Residential Use  
Residential Density  
Household and Income Mix  
Commercial Use  
Institutional Use

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### 2.1 Industrial Use

#### Introduction

For almost a century East Fraserlands has served as a site for river-based industrial activity. Now that the Canadian White Pine Sawmill is gone and most of the surrounding area has been developed for housing, is there a continuing role for industrial use in East Fraserlands? New heavy industries would not be compatible with the surrounding neighbourhoods and city-wide industrial policies do not call for retention of East Fraserlands for industry. Light industry could nonetheless find a place as part of the redevelopment, as either an interim use on future housing sites or as a long-term use integrated with residential and commercial uses.

#### Existing Policies

- a. The Industrial Lands Strategy (1995) looked at the overall supply of industrial land in the city and identified areas that could be “let go” for other uses. It also identified areas that should be “kept” for the longer term. It recommended that East Fraserlands have its industrial status reviewed if the sawmill vacated the site. The strategy further allows for rezoning of industrial land based upon CityPlan or another City-initiated planning process.
- b. The CityPlan Vision for VFK states that, if the wood products mill east of Kerr closes, a study of future use of the site should consider a range of housing options. (Vision 23.1)

#### Facts

- a. River-based industries, such as sawmills, have been vacating sites on the Fraser River in Vancouver while few water-dependent industrial uses replace them.
- b. Some potential redevelopment scenarios, permitted by the M-2 heavy industrial zoning on the riverfront in East Fraserlands, would not be compatible with the nearby residential uses.
- c. The buildings that made up the sawmill have been demolished and the site is now vacant` .


#### Objectives and Principles – Industrial Land Use

- a. To change from the existing heavy industrial zoning to a light industrial zoning that is more compatible with residential use, or to non-industrial uses in a comprehensive plan for a complete community.
- b. To allow the accommodation of some light industrial uses to the extent they are compatible with other uses in a comprehensive plan, particularly in the short term.

#### New Policies – Industrial Land Use

- 2.1.1 Heavy industrial uses that are incompatible with adjacent residential development should not re-establish on this site.
- 2.1.2 Light industrial activities should be considered as interim uses on parts of the site which will not be developed for residential uses until the later phases of the

project. Where and when these interim uses occur should be included within a phasing strategy to be developed during the ODP Phase.

- 2.1.3  Some small-scale light industrial activities that provide local jobs and are compatible with residential should be considered as permanent uses. For example, artisan/light industrial activities may be permitted where they add diversity and vitality to the local economy, including river-related light industrial activities where they are compatible with adjacent land uses. Such activities may be suitably combined with residential use in “live-work” buildings. Creative initiatives will be encouraged in order to foster vitality and economic activity and create a community where people can truly live and work.

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## 2.2 Residential Use

### Introduction

Multi-family residential is the predominate land use being proposed for East Fraserlands. According to the region’s growth strategy and from a sustainability perspective, the site is ideal for receiving new residential growth. West Fraserlands was also developed with multi-family housing, but lacks transit, retail and community services. In order for East Fraserlands to be successful as a complete community, there has to be sufficient housing and population to support a complete range of services. The objective with residential use is therefore to create a critical mass of population so the community can be complete, while also ensuring that the housing serves a variety of household types and income levels, and that it meets the high standards of liveability that are expected of residential developments in Vancouver.

### Existing Policies

- a. The GVRD Livable Region Strategic Plan (1996) supports new residential growth on sites that are in, or close to, the regional town centres and the metropolitan core, particularly those sites which do not infringe on limited agricultural lands and forests.
- b. CityPlan (1995) sets out strategies for how the City of Vancouver should change in the future. Among the strategies is the redevelopment of certain lands formerly used by industry and other uses.
- c. The Industrial Lands Policies (1995) state that the industrial status of East Fraserlands is to be reviewed if the sawmill vacates the site. (The mill was decommissioned in 2002.)
- d. The Victoria-Fraserview/Killarney (VFK) Community Vision (2002) supports consideration of residential use for East Fraserlands, at densities greater than single-family housing (see section 1.2).


### Facts

- a. The City of Vancouver has a goal to maximize opportunities for ground-oriented housing in new developments because such housing is in high demand and is suitable for a range of households, including families with children.
- b. To the east of the site across Boundary Road lies Burnaby’s Big Bend Industrial Area. This area is zoned M2 in the Burnaby Zoning Schedule, which allows for “general industrial activities under conditions designed to minimise conflicts with surrounding land uses”.

### Objectives and Principles – Residential Land Use


- a. To provide new housing in a location that, within a regional perspective, is close to the metropolitan core and re-uses industrial land in an environmentally sustainable and efficient way.
- b. To develop East Fraserlands at densities that take into account the relationship between density, livability, economic viability and environmental quality.
- c. To provide a variety of housing forms to meet the needs of various household types and age groups, with a special effort to maximize the number of ground-oriented units.
- d. To locate residential uses and densities to integrate with adjacent uses and with the new parks, community facilities and commercial areas.

### New Policies – Residential Land Use

- 2.2.1  The target maximum population for East Fraserlands, based on typical population yields per unit type and density, will be 10,000 residents. This number of residents is expected:
- a) to provide a critical mass of population for the area to support transit, local shopping and services,
  - b) to optimize the use of the site for housing in a sustainable way, and
  - c) to support a variety of housing types serving a range of demographic needs,

It will be important that the new population does not overload the services and facilities in the surrounding neighbourhoods.

This target maximum population will need to be reviewed at the ODP stage with reference to the housing numbers, unit mix and population yields to determine its impact on existing neighbourhoods (in terms of traffic, use of services and facilities, etc) and on the desire to accommodate families with children in East Fraserlands.

- 2.2.2 The number of housing units and amount of residential floor space that will house the target maximum population will be determined at the ODP Phase.
- 2.2.3 If land areas identified for housing in the plan are subsequently approved for other uses, the target maximum population will be reduced accordingly.
- 2.2.4  Housing should be located and designed to promote an active and safe public realm, which contributes to social interaction among residents and leads to a sense of community.
- 2.2.5 Careful consideration should be given to the design of new housing adjacent to Burnaby's Big Bend Industrial Area to ensure that an appropriate edge condition is established and that a high standard of residential amenity can be achieved.
- 2.2.6 Residential developments will occur concurrently with the infrastructure, public amenities and neighbourhood services provided by the developer and other authorities responsible under a phasing strategy to be set out within the ODP.

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## 2.3 Residential Density

### Introduction

Residential density in East Fraserlands will be controlled through limits imposed on the floor area that can be constructed and on the number of housing units permitted within a given land area. While these limits are usually set in the ODP and rezoning phases of planning, the Policy Statement offers some overall goals and provides direction for how the density will be distributed across the site.



### Existing Policies

- a. For East Fraserlands, the VFK Vision supports densities greater than single-family. (Vision 23.1)

### Facts

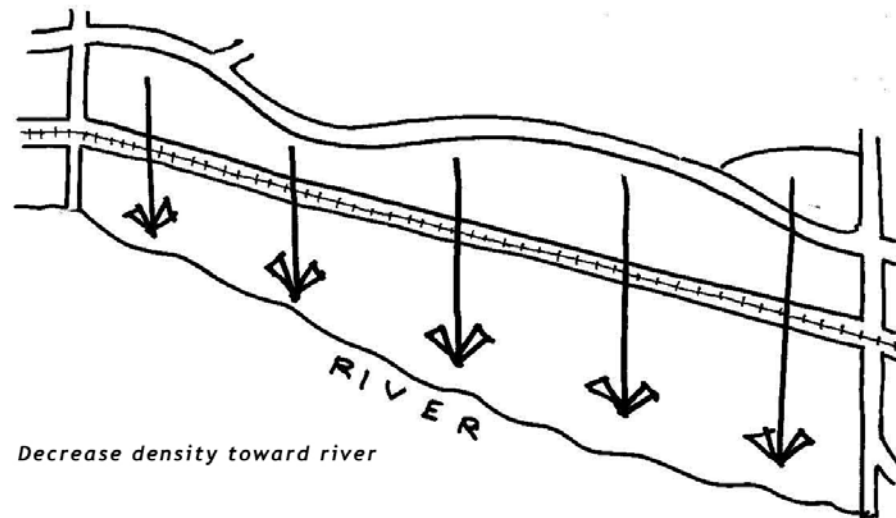
- a. The densities in West Fraserlands are 1.00 and 1.45 FSR (FSR is the number of square feet of floor space that can be built for each one square foot of lot area). For Champlain Heights, it is 0.77 FSR, whilst Collingwood Village is 3.4 FSR. By comparison, in Vancouver's Downtown South 5.0 FSR is the density limit.
- b. For major developments, demographic forecasting is generally done at the ODP Phase based on analysis of census data and a breakdown of unit types and household sizes that show how the population will be housed.


### Objectives and Principles – Density

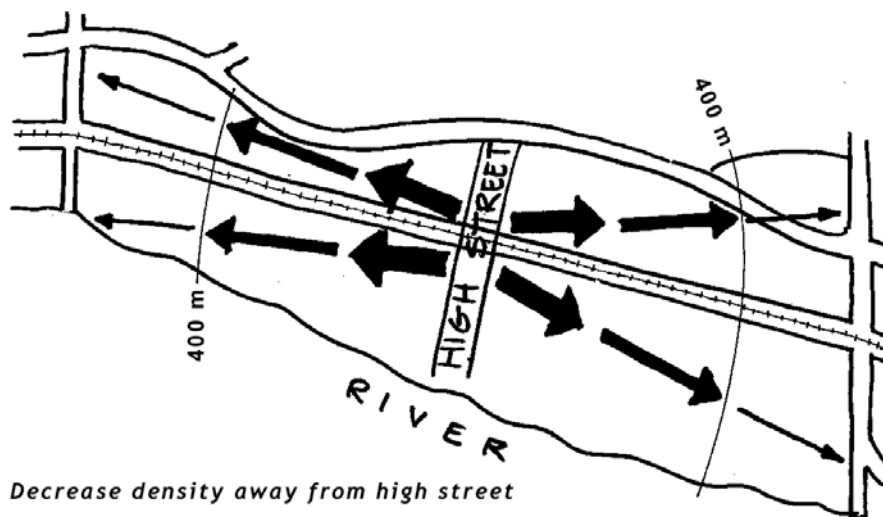
- a. To encourage sustainability through the reuse of a former industrial site and the development of a complete community which includes housing, retail, services, parks and amenities.
- b. To make efficient use of the available site to reduce urban sprawl and its negative environmental impacts.
- c. To ensure a sufficient population base to support neighbourhood amenities and services.
- d. To allow an overall maximum density that is appropriate taking into consideration the housing provided, the built form, the traffic and other impacts, and the public benefits which might accrue.

### New Policies – Density

- 2.3.1 The objective for density is to make efficient use of the site and to ensure that amenities and commercial facilities can be provided to support an integrated and sustainable community. Early planning work suggests that an overall average density for residential use in East Fraserlands of 2.0 FSR on net land area north of the CPR tracks and 1.5 FSR south of the tracks may be feasible. The total floor area and exact density amounts will be finalized in the ODP Phase with regard to a range of considerations addressed within this statement including:
  - built form and massing;
  - views;
  - provision of public amenities;
  - traffic generation;
  - housing unit mix; and
  - population.
- 2.3.2 Density is expected to vary across the site to fulfill the requirements for a variety of housing types, but its distribution should follow these basic principles:
  - a) Decrease density toward the river's edge so that:
    - building height and massing diminish at the interface of the built form and the foreshore area;
    - an appropriate scale for the buildings is created along the river reducing a sense of crowdedness that higher densities might impose; and
    - the density pattern is consistent with that in West Fraserlands.



- b)  Ensure that the distribution of density reinforces a walkable community by decreasing density away from the neighbourhood centre (high street) so that:
- the highest residential density occurs within easy walking distance (400 metres or ¼ mile) of the centre where shopping, schools, transit and other services are located, and
  - densities diminish with the lowest density areas furthest out, so that the more auto-dependent locations have fewer housing units and generate fewer car trips.



- c) In assigning densities to parcels on the east side of Kerr Street and at Boundary Road north of Marine Way, give due consideration to impacts on adjacent existing developments.
- d) Consider placing higher densities next to parks where the green open space can provide relief for the denser housing forms.

2.3.3 In addition to the above policies, the maximum densities for individual parcels or sub-areas will be based on consideration of livability of units, shadow and privacy

impacts, height limits, views and general conformity to the objectives and policies of this policy statement.

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## 2.4 Household and Income Mix

### Introduction

To create a stable, sustainable community that serves the needs of a variety of different people throughout their lifetimes, East Fraserlands must provide a range of housing types geared to a mix of household compositions and income levels. Housing that meets the needs of families with children will be an important aspect, but so will housing for young adults, the elderly and people with disabilities. Housing affordability is a key issue addressed through policies for market, rental and non-market tenure.

### Existing Policies

- a. The VFK Community Vision (2002) supports consideration for a range of housing options in East Fraserlands including rowhouses, townhouses, and apartments (Vision 23.1).
- b. The Council-adopted "Guidelines for High-Density Housing for Families with Children" (1989) outline community, project and dwelling unit criteria to ensure that higher density housing is designed to be as livable as possible for families with children.
- c. The Council-adopted "Guidelines for Seniors' Supportive and Assisted Housing" (2002) outline community, project and dwelling unit criteria for seniors' supportive and assisted housing.
- d. The Council-adopted "Special Needs Residential Facility Guidelines" (2004) outline criteria for assessing the location of such facilities.
- e. The VFK Community Vision supports small developments designed for seniors near parks, shopping and transit. (Vision 21.1)
- f. The Council-adopted "Enhanced Accessibility for Multi-Family Residential Buildings" bulletin outlines Building Bylaw requirements for barrier-free access.







### Facts

- a. East Fraserlands is considered to be a suitable location for families with children. In other major redevelopment areas in the city, at least 25% of housing units have been required to be designed to be suitable for families with children. For Southeast False Creek the proposal is 35%.
- b. In other major redevelopment areas, the City has required that 20% of the housing units be developed as non-market (non-profit, co-op, or non-market rental) of which at least half are for families with children. On the City-owned lands at Southeast False Creek the proposal is 33%.
- c. In major redevelopment areas, non-market housing sites are typically made available by the developer for purchase by the City. Projects are then built under government housing programs.

### Objectives and Principles – Household and Income Mix

- a. To meet the housing needs for a variety of household types, incomes and ages.
- b. To seek housing options that suit the needs of all income levels, supplementing market-rate housing provided by the developer with non-market housing provided through government housing programs.
- c. To encourage a variety of housing opportunities and services that meet the needs of seniors and allows them to remain in their communities and to "age in place."

### New Policies – Household and Income Mix

- 2.4.1  To encourage social sustainability, a variety of housing types including family-oriented housing, small units, and live-work units should be encouraged across the site.
- 2.4.2  A minimum of 25% of the total residential units should be suitable for families, with a target to increase this to 35% subject to demographic and economic analysis at the ODP stage. Family units that are not ground-oriented should comply with the “Guidelines for High-Density Housing for Families with Children.”
- 2.4.3  20% of housing units should be non-market tenure. Of the non-market units, at least two thirds should be for families (and part of the overall family housing requirement).
- 2.4.4  A mix of tenure types should be considered for the non-market housing including non-profit, co-op, and non-market rental.
- 2.4.5 Opportunities to provide housing for people on middle incomes should be explored.
- 2.4.6 Maximize the provision of ground-oriented housing and other housing that is suitable for families, both within mixed density neighbourhoods but also within lower density neighbourhoods that are identifiable as family-oriented and child-friendly places.
- 2.4.7  A variety of housing types suitable for seniors should be considered in small developments near parks, shopping and transit. Future zoning should accommodate appropriate use terms to provide supportive and assisted housing, extended care and other forms of special needs housing.
- 2.4.8  To equitably meet the needs of all people at varying levels of mobility and sensory ability, housing should be planned and built using the principles of Universal Design.

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## 2.5 Commercial Land Use

### Introduction

To be a complete community, East Fraserlands should provide for the day-to-day shopping needs of its residents. As with other communities in Vancouver, retail and community services are to be met within a “neighbourhood centre” that functions as the community’s heart. For East Fraserlands, a retail study has shown that a local shopping area would be viable and could meet the needs of both East and West Fraserlands without adversely impacting existing VFK shopping areas. The Policy Statement addresses the scale, form and character of that shopping area. The vision is for local retail needs to be met in the form of a pedestrian-oriented high street with street-fronting shops and community facilities nearby.

### Existing Policies

- a. The GVRD Livable Region Strategic Plan (1996) supports the building of complete communities with a wide range of opportunities for day-to-day life, including the provision of nearby shops and services.
- b. CityPlan (1995) calls for the creation and reinforcement of “neighbourhood centres” which provide retail and service uses that serve local neighbourhoods in combination with other community services, such as community centres and libraries. Commercial uses in neighbourhood centres also provide some local employment opportunities.

- c. The City's "Highway-Oriented Retail" (HOR) areas provide opportunities for large-format stores that are not suitably located within neighbourhood centres. An HOR area exists along Marine Drive between Main and Yukon streets, five kilometres to the west of East Fraserlands.
- d. The VFK Community Vision (2002) states that the area planning for East Fraserlands should include a retail study. "The retail should be designed to serve the whole Fraserlands area, but not the broader community." (Vision 27.3)

Existing policies (e) to (m) are VFK Community Vision policies for shopping areas in VFK.

- e. **Shops and Services Continuous** In shopping areas, shops and services should be continuous along the ground floor of buildings. Ground floor frontage should not be interrupted by driveways, drive-throughs, parking lots, or building fronts and uses that are not pedestrian friendly. (Vision 24.4)
- f. **A Range of Shops and Services** There should be a wide range of local serving shops and services in shopping areas. (Vision 24.5)
- g. **A Supermarket** As an important anchor to a neighbourhood shopping area, a conventional size supermarket should be provided with adequate parking. (Vision 24.6)
- h. **Major Malls or Big Box Stores** Major malls and big box stores, which sell groceries, clothing and other daily needs, should not be permitted to locate where they would harm the economic health of existing shopping areas in VFK. (Vision 28.1)
- i. **Specialty Big Box Stores** Some smaller specialty big box outlets (e.g. electronics, toys, pet supplies) might act as secondary anchors or attractions in a shopping area. They should be considered if they are designed to fit properly. (Vision 28.2)
- j. **Street Trees** Street trees contribute to the pleasant character of the street, as well as bringing visual consistency. (Vision 25.8)
- k. **Weather Protection** There should be continuous weather protection for shoppers in the form of canopies or awnings. (Vision 25.9)
- l. **An Attractive Usable Space** The appearance of a shopping area can be improved through efforts of private owners, business improvement associations (BIAs) and the City to provide banners, furnishings, decorative lighting, seasonal plantings, etc. (Vision 25.10)
- m. **Convenient Parking** Convenient short-term parking, including curbside parking, should be available for customers to help keep the retail viable and reduce impacts on neighbours. (Vision 25.12)

### Facts


- a. Champlain Mall, located some 1.5km from the site, is 10,500 m<sup>2</sup> (112,000 sq. ft.) in size. It has day-to-day retail, banking, medical/dental offices and a public library. Small amounts of convenience retail are located in Champlain Heights and on Marine Drive at Gladstone.
- b. Retail space on the west side of Kerr Street was included in the 1989 zoning for Fraserlands but it has not been developed. The VFK Vision calls for the City to review development potential for these sites to see if adding residential use to the zoning would spur development of convenience retail in mixed-use buildings. (Vision 27.1)
- c. Other challenges to creating a successful shopping area and neighbourhood centre are the elongated shape of the whole Fraserlands area and the severe grade changes. The whole area is 3.6 km in length from Argyle to Boundary, but is only about 300 m wide on average. Land elevations rise sharply north of Marine Way effectively isolating Fraserlands and hindering pedestrian and bicycle access to and from Champlain Heights.
- d. A 2004 retail study commissioned by the proponents and the City examined the viability of a proposed location for retail and its potential impact on existing shopping areas in VFK. The study concluded that:




- 100,000 sq. ft. of local-serving commercial, including a grocery store of about 35,000 sq. ft., would be viable on the site without impacts on existing retail areas in VFK.
- A grocery store and a general merchandise/drug store (e.g. London Drugs) would increase the amount of local-serving commercial that could be attracted to the site. As a result, the total viable floor space would rise to 150,000 sq. ft. (including the grocery, drug, and local serving stores), again with little impact on existing commercial areas.
- Regional serving speciality stores (e.g. Future Shop, Chapters, Pier One) may be attracted to the area, but they are not required to support local-serving commercial. Such stores may be more likely attracted to the Marine Way frontage than to an internal location within the site.

### Objectives and Principles – Commercial Land Use

- a. To develop a commercial area that acts as the “heart” of the community with shops, jobs and neighbourhood services, and with public places that are safe, inviting and lend identity to the overall neighbourhood.
- b. Retail and service uses should be sized and located to:
  - i) Adequately serve many of the daily shopping and grocery needs of the whole Fraserlands area and, to a lesser extent, the needs of adjacent neighbourhoods;
  - ii) Provide employment opportunities for residents;
  - iii) Ensure the harmonious integration of retail and residential uses; and
  - iv) Add variation and vitality to the riverfront experience.
- c. Retail and service uses should create a neighbourhood centre in proximity to other community functions such as schools, childcare, recreational facilities and transit.
- d. The commercial area should be designed to:
  - i) encourage access by foot, bicycle and transit as a priority over auto access;
  - ii) maximize potential for local-serving, neighbourhood-oriented shops and services;
  - iii) create an interesting and animated public realm; and
  - iv) encourage social interaction.

### New Policies – Commercial Land Use

- 2.5.1  Commercial uses located within East Fraserlands should primarily provide for the daily retail and service needs of nearby residents at a “neighbourhood centre” scale. Retail and service uses which are destination-oriented and draw from a wide area should not be located in East Fraserlands, unless their primary function is local-serving (such as a mid-size grocery store).
- 2.5.2 No casinos or large format (‘big box’) stores will be permitted in East Fraserlands.
- 2.5.3 The commercial should include, as its major anchor, a food store with a maximum size of approximately 35,000 sq. ft. The food store should have its main entrance opening onto the high street – situated to strongly reinforce the pedestrian and transit use of the high street, but with good auto access as well.
- 2.5.4 In addition to the major food anchor, a neighbourhood-scale shopping area would support a range of other stores and commercial services. The total floor area could vary in size from 100,000 to 200,000 sq. ft. in the following ways.
  - If there were about 100,000 sq. ft. in total, there would be the food anchor and other small stores of 10,000 sq. ft. in size or less.

- A shopping area of 150,000 sq. ft. in total would support a second anchor of similar size to the food store, such as a general merchandise/drug store, and additional small stores of 10,000 sq. ft. in size or less.
  - A commercial area of 200,000 sq. ft. would have the two major anchors plus some medium-sized stores of 10,000 to 30,000 sq. ft. and many small stores.
- Regardless of what total floor area the commercial area is ultimately to have, it must adhere to urban design principles that support a street-fronting, pedestrian-oriented, mixed-use form that functions as a vibrant neighbourhood centre.
- a) An appropriate size for the shopping area will be determined at the ODP Stage, after review of various floor area amounts between 100,000 and 200,000 sq. ft. and potential anchor locations on a single high street. The review will include analysis of urban design, transportation impacts and economics.
  - b) All commercial uses must orient toward the high street at a pedestrian scale, and must not orient entrances or parking toward Marine Way at a drive-by scale and character. Commercial signage may be oriented towards Marine Way, however the design and siting of this signage will be carefully reviewed to ensure that light pollution and impacts on the residential properties are minimised.
- 2.5.5  The commercial should be located centrally to the population it serves, so as to maximize pedestrian access within a walkable radius (typically defined as 400 m – longer distances could be walkable if good pedestrian facilities are present, such as a riverfront walk).
- 2.5.6 The commercial uses should be on a single “high street” with community facilities nearby so that several tasks can be accomplished in one trip and businesses can benefit from synergies.
- 2.5.7 The high street, with its emphasis on street-fronting stores and an active sidewalk environment, will successfully accommodate auto access without compromising pedestrian/transit access and comfort. The high street must be oriented in a north-south direction to provide both access to Marine Way and a good connection to the riverfront.
- 2.5.8 The commercial should include a waterfront component, such as restaurants/pubs, to add interest and vitality to the riverfront experience and enhance public access to the river. Based on design and feasibility studies in the ODP phase, this may also include elements such as a small hotel, decks, fishing floats, and other water-oriented components.
- 2.5.9  Mixed-use developments which combine residential, commercial and live-work uses are encouraged.
- 2.5.10 A variety of small to moderately sized commercial spaces, some suitable for local-serving office uses, artisans, and water related activities, should be permitted to provide a range of employment and business opportunities for local residents and those from surrounding neighbourhoods. The pattern of development should also allow some opportunity for small local independent business owners to construct their own commercial or mixed use projects.
- 2.5.11  Low-density, single-use commercial developments, which have a high percentage of their land area devoted to surface parking and/or which have an internal mall, will not be permitted.
- 2.5.12 A shopping area with a food store should be provided early in the development process, as a population already exists within the area to take advantage of it, and



because it will be instrumental in attracting new residents and other local-serving commercial uses.

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## 2.6 Institutional Land Use

### Introduction

Given the large amount of land area that comprises East Fraserlands, there may be opportunities for certain institutional land uses to locate there, provided that they can fit in with the other uses proposed. Institutional uses, such as a seniors' extended care facility, may help to meet other policy objectives and be beneficial for East Fraserlands. On the other hand, region-serving institutions which attract large amounts of auto traffic may not be suitable for the new community.

### Facts

- a. Academic, religious and social institutions operating in the City of Vancouver need locations to house their facilities.
- b. Institutional uses can be difficult to locate if there are impacts on surrounding uses, such as parking and traffic impacts. A site in East Fraserlands with direct access to Marine Way may be a suitable location for a church, school or social club which draws users from a wide area.
- c. The Council-adopted "Church Guidelines" (1992) outline criteria for the location and development of regional churches.
- d. Institutional uses pay reduced or no Development Cost Levies (DCLs) or Community Amenity Contributions (CACs) which, if included in East Fraserlands, could result in fewer public benefits being provided for the overall development. On the other hand, some institutional uses may provide a direct benefit to the local community in the facilities they provide.

### Objectives and Principles – Institutional Land Uses

- a. Ensure that institutional uses that serve the citizens of Vancouver are accommodated within the city.
- b. Locate institutional uses on sites that are appropriate for their operations, but where impacts on surrounding uses can be minimized.

### New Policies – Institutional Land Uses

- 2.6.1 Consider institutional land uses that may be suitable for East Fraserlands such as:
  - a) churches,
  - b) private elementary and secondary schools,
  - c) social and sports clubs, and
  - d) care residences and other health care facilities and social services.
- 2.6.2 Locate institutional uses appropriately within the site so as to minimize adverse impacts on residential and other uses.

## 3 PARKS AND COMMUNITY FACILITIES

Fraser River Foreshore  
Parks and Open Space  
Community Facilities and Services

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### 3.1 Fraser River Foreshore

#### Introduction

East Fraserlands' location on the Fraser River will make it a desirable place to live and provide an opportunity to restore the foreshore environment to a more natural state after decades of industrial activity. Shoreline improvements in East Fraserlands can play a part in conserving this salmon-bearing river and increase people's awareness of the river's environmental significance.

#### Existing Policies

- a. The City's Waterfront Policies and Guidelines (1988) state that, for sites along the Fraser River that are being rezoned or subdivided, developers provide a continuous public right-of-way along the riverfront at a minimum 25 feet wide (7.6 m) constructed with a recreational path.
- b. VFK Vision (31.2) states that where riverfront land is taken out of industrial use then there should be a continuous riverfront walkway with parks located along it.



#### Facts

- a. The Fraser River Estuary Management Program (FREMP) has created habitat coding for the foreshore, classifying the overall value of the river shoreline and specifying requirements for future human use and development. Green indicates low habitat productivity. Yellow indicates moderately productive habitat. Red indicates highly productive habitat. The East Fraserlands shoreline has green, yellow and red coded sections. (See East Fraserlands' coding in plan on page 2.)
- b. Various agencies are involved in managing the river and its foreshore, including the federal Department of Fisheries and Oceans, and the North Fraser Port Authority.


#### Objectives and Principles – Fraser River Foreshore

- a. To repair the effects of decades of industrial use of the riverfront by naturalizing the river's edge to allow greater ecological productivity.
- b. To maximize public access to the river for passive and active recreational use, thereby increasing the liveability of East Fraserlands and creating an open space for the enjoyment of the entire city.

#### New Policies – Fraser River Foreshore

- 3.1.1 Provide a continuous riverfront recreational path connecting Kerr Street Pier with Burnaby's Foreshore Path. Locate parks along it.
- 3.1.2  For red-coded shoreline areas, protect and enhance existing ecological productivity. For yellow-coded areas, provide a shoreline treatment that enhances ecological productivity while allowing some more diverse recreational use.
- 3.1.3  Consider the green-coded areas for more active use of the shoreline (seawalls, docks, platforms, etc.) particularly if water-based recreational activities are to be

provided. Opportunities to improve the ecological productivity of the green areas should also be pursued.

- 3.1.4  Given that the historical foreshore ecosystem extended across the flats of East Fraserlands, consider landscape treatments in the riverfront parks that draw that ecosystem into the site, such as a small channel or backwater that provides refuge for fish from river currents, and providing plant material that supports the foreshore ecology.
- 3.1.5 The permanent stewardship of the foreshore should be ensured through ongoing maintenance.
- 3.1.6 Water-based uses and activities (including both fixed and floating structures) will be reviewed at the ODP and rezoning phases to assess their compatibility with other objectives for East Fraserlands and the uses in the Provincial water lots.

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## 3.2 Parks and Open Space

### Introduction

As with all large redevelopment projects in the city, new parks are to be included within the plans for East Fraserlands, as part of the public amenities provided to meet the needs of the new residents and to make a complete community. The amount and location of the park land is to be secured at the ODP Phase, and the programming and design of those parks will occur at later stages. Nonetheless, this Policy Statement provides many policies to guide the future park planning work.

### Existing Policies

- a. The VFK Vision states that, in planning a new community for East Fraserlands, public amenities including park space and riverfront walkways should be provided as required by the future population (Vision 23.1)
- b. VFK Vision (31.1) calls for park design, appearance and activities to be varied in order to serve a diverse population and for school grounds to be attractive and usable spaces.
- c. Park Board community garden policy provides for the potential use of parks for community gardens i.e., the development of community gardens can be supported where it is determined that park land is the most suitable site for a community garden after investigating other City-owned land, land controlled by other government agencies, and privately owned land in the community.

### Facts




- a. For a new residential area, the Park Board typically seeks meeting the neighbourhood park standard of 2.75 acres (1.1 hectares) per 1,000 residents. The park standard is equal to the historical average provision of neighbourhood parks throughout the city.
- b. Killarney currently has 188 acres (76 hectares) of neighbourhood park land not counting Fraserview Golf Course, equivalent to 7.3 acres (3.0 hectares) of neighbourhood park per 1,000 residents. The East Fraserlands area is separated from most of these existing community parks by topography and Marine Way/SW Marine Drive.
- c. Several streams once flowed across the site. Kinross Creek was in a ravine filled by landfill activity in what is now Everett Crowley Park. The water course along the east side of the park begins at the Avalon Ponds. This creek drains into the stormwater sewer system at Matheson Crescent, ending up under Marine Way and in an outfall at the foot of Boundary Road.
- d. A small pond also exists on the lot west of Kinross Street between Marine and Kent. Created by a small resident beaver population which has dammed a drainage culvert, the pond supports a diverse population of flora and fauna species. A consultant study




- by a qualified biologist into the long-term feasibility of a beaver colony in this area has been commissioned. Further work is required.
- e. The stormwater management strategy will need to address the relatively flat topography of much of the site.

#### Objectives and Principles – Park and Open Space

- a. To promote health and a good quality of life for residents and visitors in East Fraserlands by providing park and open space to meet the ecological and recreation needs, both passive and active, associated with a sustainable urban neighbourhood.
- b. To provide neighbourhood parks that invite a variety of recreation activities, from more contemplative, passive enjoyment of nature to more active and athletic uses.
- c. To maximize the high amenity of the riverfront setting by creating a continuous public riverfront linking several parks that are located on the water.
- d. To connect the parks and open space in East Fraserlands to the network of parks and open space in surrounding neighbourhoods and nearby greenways, including West Fraserlands and Burnaby's Foreshore Park.
- e. To acknowledge the industrial heritage of the site as a sawmill, referencing and interpreting it through landscape design, public art and the meaningful integration of heritage resources such as artefacts salvaged from the mill.
- f. To integrate the provision of parks and open space into a comprehensive strategy for the delivery of community benefits and services that are the foundation of a well-functioning, livable and sustainable neighbourhood.

#### New Policies – Park and Open Space

- 3.2.1  Parks should primarily be located along the riverfront to maximize their recreational appeal and the liveability of East Fraserlands. A park with athletic facilities including a regulation-size playing field should be located adjacent to the school(s).
- 3.2.2 The amount of park space to be provided is to be determined at the ODP stage after a needs assessment has been completed. The level of service desired by the local community and the Park Board is the neighbourhood park standard of 2.75 acres per 1,000 residents. The land areas that can be counted within the park space calculation will be determined at the ODP phase.
- 3.2.3 Parks and open space should provide for a range of active and passive uses that are appropriate for all age and cultural groups. Park space should be configured to consider a wide range of outdoor recreational needs, including for example:
  - opportunities for basketball, volleyball, in-line hockey, skateboarding, BMX bikes, and field sports;
  - facilities to meet the needs of families with smaller children by including ample opportunities for structured and informal play;
  - facilities for the outdoor recreational needs of seniors; and
  - the potential for the inclusion of community gardens.
- 3.2.4  Existing vegetation and fish habitat along the red-coded section of the riverfront should be protected while allowing recreational use by people. Yellow- and green-coded sections should be improved and enriched to increase their viability as habitat, while inviting diverse recreational use. Protecting the small pond west of Kinross Street and its resident beaver population for ecological diversity and passive human recreational use should be investigated for its feasibility.
- 3.2.5  Design the open space system to incorporate water courses that deliver multiple benefits from stormwater management to habitat creation and scenic improvement, including:

- a) tying into existing upland flows where feasible, such as to the creek draining the Avalon Ponds in Everett Crowley Park;
  - b) designing the stormwater facilities to improve the quality and usefulness of the water prior to its release into the Fraser River while emphasizing surface water flow and creative approaches to the integration of these water features into parks and public open space corridors;
  - c) supporting the productivity of the Fraser River as a major fish-bearing river by adding more diversity of fish habitat in the parks along the riverfront, also introducing a demonstration fish-bearing and potentially salmon spawning stream in the eastern park fed by stormwater sources.
- 3.2.6  East Fraserlands as a development site on a very significant river that will be undergoing a major change of land use offers a prime opportunity to present itself for programs that support the creation, restoration and interpretation of habitat areas. Available program opportunities should be investigated in the subsequent phases of planning.
- 3.2.7  Provide multiple north-south green corridors that clearly connect the residential areas with the riverfront, including pedestrian access. Where feasible, these corridors should double as greenways and collectors of surface run-off.
- 3.2.8 Parks and open space in East Fraserlands should be located and designed to connect to other public open spaces, such as streets, greenways and bike routes, and to nearby neighbourhoods.
- 3.2.9 Incorporate elements in the design of parks and open space to celebrate East Fraserlands' unique industrial heritage as it relates to land and water.
- 3.2.10  Opportunities for edible landscaping should be pursued, on both public and private land, where appropriate, noting that habitat creation with native plants should take priority.
- 3.2.11 Ensure that landscaping in and around children's play areas is non-toxic.

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## 3.3 Community Facilities and Services

### Introduction

As with all large redevelopment projects in the city, community facilities are to be included within the plans for East Fraserlands, as part of the public amenities provided to meet the needs of the new residents and to make a complete community. The type and amount of facilities is to be determined and secured at the ODP Phase, and their actual programming and design will occur at later stages. Nonetheless, this Policy Statement provides many policies to guide the planning of schools, indoor community recreation space, childcare and public art.

### Existing Policies

- a. The VFK Community Vision (2002) states that in planning a new community for East Fraserlands, schools, and other public facilities and services should be provided as required by the future population. (Vision 23.1)
- b. CityPlan (1995) calls for community services, such as health and recreation programs, social programs, and libraries to be located in neighbourhood centres.
- c. The City's "Public Art Policies and Guidelines" (1994) strive to improve Vancouver's public life through artist contributions to public realm areas of civic and private development.

#### Facts

- a. In major redevelopment areas, the City seeks to build complete new communities by ensuring that there are adequate public facilities to serve the new population (i.e. schools, childcare facilities, social services, health care facilities, libraries, indoor recreation space, public art, etc).
- b. Due to differences in land economics, major redevelopments outside of downtown (Collingwood Village, Arbutus Lands, West Fraserlands) have not achieved the same level of public benefits as major downtown projects (False Creek North, Coal Harbour).
- c. In previous major redevelopment projects the provision of indoor community recreation space has ranged from none (where adequate facilities exist nearby, such as in Arbutus Lands) to 2.29 sq. ft. per resident (such as in False Creek North). The 2.29-sq.-ft.-per-resident ratio represents the average level of service in the city for combined community centre, pool and rink space. Community centre space alone is met on a neighbourhood basis with a city average of about 1.2 sq. ft. per resident. Pool and rink space needs are met on a city-wide basis at about 1.09 sq. ft. per resident.
- d. A 1.0-acre school site in West Fraserlands was provided by the development process. Vancouver School Board has planned an elementary annex school for the site and awaits funding from the Ministry of Education to build the school.
- e. The City's current childcare requirements (revised March 1999) are based on the following calculations:
  - Commercial: 1 space per 23,400 revenue producing square feet, or 1 space per 100 employees for unusual uses such as transportation terminals, convention centres, sports/arts complexes.
  - Industrial: 1 space per 100 employees.
  - General residential: 1 space per 114 residents.
  - Family housing: Number of spaces = number of units x 0.3 children aged 6-12 x 64% labour force participation x 50% usage of licensed care (outside downtown).
  - Out of school care: Number of spaces = number of units x 0.3 children aged 6-12 x 64% labour force participation x 40% usage of licensed care (outside downtown). At least 30 spaces per 200-225 pupils K-7 school; at least 50 spaces per 200-300 K-3 school.
- f. It is typically the responsibility of the developer to provide school sites identified within the ODP which are conveyed to the City at rezoning. The sites are then given to the School Board when Provincial funding is made available for construction of buildings. While the School Board endeavours to deliver new school facilities as new populations arise, it is often quite challenging for it to do so.

#### Community Amenity Needs Assessment

As part of the ODP phase an assessment of community amenity needs will be carried out. This needs assessment will comprise two stages. Stage 1 will involve a comprehensive review of levels of service for existing facilities in the VFK area as a whole, including: parks and open space, indoor recreation, schools, youth services, seniors services, non-market housing, health and social services, special needs housing, childcare services, cultural facilities, libraries and police and fire protection. This stage is currently underway and will provide valuable background information for community amenity requirements for East Fraserlands.




Stage 2 will focus on assessing the needs of the future population of East Fraserlands for these facilities and services. The outcome of this stage of the assessment will be used to inform the community amenity provision strategy and site planning for East Fraserlands at the ODP phase.

#### Objectives and Principles – Community Facilities and Services



- a. To ensure that East Fraserlands is a complete community with adequate community facilities, services, school facilities and amenities to serve new residents.

- b. To ensure that community amenities are accessible to people of all age and cultural groups and to people with special needs.



#### New Policies – Community Facilities and Services

- 3.3.1 Development of community facilities and services should occur concurrently with the development they are intended to serve.
- 3.3.2  In planning community facilities and services, the needs of all age groups including youths and seniors, should be considered. A needs assessment is to be undertaken at the ODP Phase to ascertain the needs of the new population. The needs assessment should also determine the appropriate mix of both recreational and social support services as would be provided by a community centre or a stand-alone seniors centre.
- 3.3.3  A “hub” approach that clusters community services within or near a neighbourhood centre should be used, so that trips to use the services can be combined into one, and so that other activities, such as shopping or commuting by transit, can be accomplished in the same trip.
- 3.3.4  In order to facilitate greater efficiencies in the use of land, energy, resources and capital funding, the co-location of community and school facilities should be investigated to permit shared use of some spaces and to take advantage of “hubbed” services. Recognizing that facilities are built under different timetables and by different agencies, ensure that co-location can allow phased development and does not require that one facility be built before others can be delivered. In planning co-located or shared facilities, priority should always be given to achieving workable solutions that fully meet community needs.

#### New Policies – Indoor Community Recreation Space

- 3.3.5  Community recreation space must be provided to meet the recreational needs of the new residents and to address the potential overloading of existing amenities. The specific recreational needs and how they are to be met will be determined in light of the findings of the needs assessment and an economic analysis during the ODP stage. The level of service desired by the Park Board and local community is:
  - a) 1.2 sq.ft. per new resident for community centre space, provided on-site; and
  - b) an additional 1.09 sq.ft. per new resident to provide for city-wide needs such as pools and rinks located either on-site or within the local community, subject to the needs assessment and further analysis at the ODP stage.
- 3.3.6  To create a complete and integrated community, the planning of the on-site community facility in East Fraserlands should consider the potential demand from residents of both East and West Fraserlands.



#### New Policies – Public Schools

- 3.3.7  Public school facilities will be provided in Fraserlands to meet the needs of the area’s projected school enrolment. Exact school needs are to be determined in a needs assessment completed during the ODP Phase, which will examine the proposed number and type of housing units and the projected demographic composition of the population. The amount of land area needed is related to the projected enrolment, the Ministry of Education requirements for schools, and on the ability of sites to fulfill building programs.
- 3.3.8  To be sustainable in the provision of schools, efficient use of land and buildings is encouraged. For example:




- a) Exterior play space required for schools can be located within public parks, provided that both school and park needs can be met.
  - b) School use can share space with other community functions such as community facility programs and after-school childcare, provided that there is sufficient program time and space for both the school and community needs, and that amenable sharing arrangements can be made for the delivery of programs and the operation of facilities.
  - c) Schools can be housed in low-rise, multi-storey buildings that make efficient use of land, provided that a more compact building form is demonstrated to be workable for the school's day-to-day functional and long-term needs. Smaller school sites will not be accepted until such a demonstration is satisfactorily made.
  - d) There may be opportunities for elementary and senior schools to share the same site, although they must not be located in the same building.
  - e) Parking requirements can be reviewed by the City for possible reductions and/or sharing arrangements. Parking can be located underground (recognizing that the added cost of providing structured parking is typically not covered under School Board funding).
  - f) At the ODP Phase, the City, the School Board, the developer and the Ministry of Education should examine alternate approaches to implement the school facilities to ensure their delivery is concurrent with the construction of family housing.
- 3.3.9 A strategy for schools should be developed as a whole for both East and West Fraserlands. The one-acre site currently allocated for school use in West Fraserlands (3010 E. Kent Ave. S.) should be included within that overall strategy.
- 3.3.10 A strategy will be required to ensure that students in East Fraserlands have adequate transit access to off-site schools in the early stages of the development, prior to the development of school facilities on the site.

#### New Policies – Childcare Facilities

- 3.3.11  Adequate childcare facilities must be provided for children of parents living or working in East Fraserlands as determined in a needs assessment undertaken during the ODP Phase and based on the City's requirements for level of service for childcare provision. A range of services should be provided, including full-size facilities, out-of-school programs and family daycare.
- 3.3.12  A childcare centre should "co-locate" with the community centre and school, and be part of a neighbourhood centre hub so that other errands and activities can be done when dropping off and picking up children. While childcare centres must have their own dedicated spaces for their pre-school programs, there are some programs, such as out-of-school care, which can operate in an adjacent school's space.

#### New Policies – Public Art

- 3.3.13  Public art must be provided as per City policy. The Public Art plan should focus on the park and riverfront areas and be incorporated into sustainability measures (e.g. stormwater management, habitat enhancement, alternative energy generation etc.) and heritage features where possible.

## 4 TRANSPORTATION AND CIRCULATION

Circulation Network  
Public Realm, Streets and Lanes  
Pedestrians and Bicycles  
Public/Alternative Transportation  
Parking and Loading  
Riverfront Walk

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### Introduction

East Fraserlands is envisioned foremost as a walkable community that supports the use of transit. Given that existing transit service in the area is poor, and that surrounding land use and street patterns do not promote walking very effectively, the emphasis with the East Fraserlands policies are to build a walkable urban form that is well served by transit. While the actual circulation network will be worked out in detail at the ODP Phase, there are numerous policies here to guide the planning of pedestrian, bicycle and transit circulation, links to the surroundings, public realm design, traffic impacts, parking and loading, the rail corridor, and the riverfront walk.

### Existing Policies

- a. CityPlan (1995) puts the priority of walking, cycling and transit ahead of cars, and promotes the development of pedestrian and bicycle friendly streets.
- b. Measures should be taken at the community and city level to reduce air pollution by encouraging non-auto transportation alternatives, like walking, cycling and public transit (VFK Vision 7.2 / Clouds of Change 1990)
- c. The Vancouver Transportation Plan (1997) states that air pollution must be addressed on a regional and neighbourhood basis by focusing on alternatives to the automobile for transportation. It does this by placing increased priority on transportation planning for pedestrians, cyclists and transit over goods movements then finally the private vehicle.
- d. The Bicycle Plan (1999) and Vancouver Greenways Plan (1995) support a network of walking and cycling routes throughout the city. Designated routes through the East Fraserlands include the Kent Avenue Bikeway and the Fraser River Greenway.
- e. VFK Vision (7.3) states that bike parking and bike racks should be readily available, particularly at major destinations.
- f. VFK Vision (6.5) says that Translink's proposed shuttle bus to serve the area south of 49<sup>th</sup> should include service to Champlain Heights and Fraserlands.
- g. The Vancouver Transportation Plan (1997) directs that existing rail corridors will generally be reserved for rail use. In the event of a rail use being discontinued, their use for other forms of transit or as Greenway corridors would be the City's first priority (VTP 3.4.(9))

### Facts


- a. The C.P.R. right-of-way transecting the site currently serves the Fraser Riverside Industrial Area to the west of Fraserlands. Existing traffic is typically slow-moving freight trains passing a few times a day. This use is expected to continue for as long as there are rail customers in the industrial area.
- b. TransLink has studied the potential for using the existing rail line as a future service to the NE Sector and determined that this is not the preferred option. It is therefore unlikely that it will be used in the short-term, although TransLink does recognise the long-term value that the line could provide as a transit corridor.
- c. Bus routes #20 and #100 have stops within Fraserlands, but #20 is only useful to Fraserlands residents living near Victoria Drive and #100 for riders traveling in an east-

- west direction. Other routes serving Fraserview (#29) and Champlain Heights (#26) do not currently extend into Fraserlands.
- d. East Fraserlands presently has a limited network of dedicated public street rights-of-way, some of which have been closed to the public and leased to the sawmill since the land was originally subdivided.


#### Objectives and Principles

- a. To create a circulation network that is inviting and accessible to enable and encourage walking and cycling as ways to move about the neighbourhood.
- b. To create a circulation network that encourages the introduction of an effective transit service.
- c. To create a circulation system that provides public access throughout and is functional for residents and visitors while inhibiting shortcutting.
- d. To create a public realm that improves livability in the community and provides opportunities for sustainable initiatives.



#### New Policies - Circulation Network

- 4.1.1  Provide a fine-grained network, throughout the site that caters collectively to various modes of movement in a hierarchical, multi-use manner with the following priorities:
  - a) pedestrian movements are served by a system that is easy to navigate, inviting and safe with open sightlines and provides a high level of access to the riverfront and to the neighbourhood centre,
  - b) bicycle movements are served by a large variety of routes, but with two significant east-west routes across the site in the form of the Fraser River greenway and the Kent Avenue bikeway,
  - c) vehicular access that provides for efficient local movements (to residential and commercial areas) while discouraging short-cutting movements,
  - d) the network accommodates access for service and emergency vehicles, and
  - e) the network allows some streets to function as neighbourhood collectors and routes for public transit.
- 4.1.2 Design the circulation network to create pedestrian and cycling linkages with the adjacent neighbourhoods.
- 4.1.3 Streets that accommodate vehicular movements are to also accommodate pedestrians and bicycles in a way that is both safe and comfortable for all users.
- 4.1.4 In addition to existing rail crossings at Kerr and at Boundary, the circulation network should introduce at least three level crossings on the site. The feasibility of additional pedestrian crossings at or above grade should also be investigated to increase opportunities for pedestrian north-south movement.
- 4.1.5 The circulation network should take advantage of three existing traffic signals at Kerr, SE Marine and Boundary for access in and out of the site, and for pedestrian crossing of Marine. In addition, new signals and left turn bays should be installed at some intersections along Marine between SE Marine and Boundary that would safely accommodate turning movements and pedestrian crossing.
- 4.1.6 Vehicular circulation on the internal streets and the access in and out of the site is to be subject to further study at the ODP phase before finalizing a street network configuration.
- 4.1.7 Ensure that adequate servicing of the new development sites is an integral part of the street system.
- 4.1.8 That a Transportation Study be required as part of the ODP that evaluates, amongst other things, the suitability of the proposed network for serving the new





community while inhibiting shortcutting. The Transportation Study will also assess traffic impacts on the adjacent neighbourhoods to the west and north arising from the development and recommend appropriate mitigation measures.

- 4.1.9 The grade-level treatment of developments should enhance pedestrian interest through street design, detailing, lighting, and landscaping, while maintaining necessary privacy and security for residents.
- 4.1.10  Street designs should accommodate opportunities for sustainable initiatives for surface run off management wherever possible.





#### **New Policies - Public Realm, Streets and Lanes**

- 4.1.11 Attractive residential streetscapes should be provided, with shade trees, green boulevards, and generous sidewalks with minimum driveway interruption.
- 4.1.12 Street right-of way widths should be maintained at the City standard of 66 feet (or 20 m for new developments) however some unique opportunities may arise that allow for non-standard widths to be proposed at ODP and rezoning and these should be evaluated based on the functional needs and urban design goals for the neighbourhood.
- 4.1.13 Streets and lanes should be designed to enhance livability. Streets designed as pedestrian and play areas but shared with cars should be contemplated.
- 4.1.14  Streets should minimize paved surfaces to reduce the amount of impermeable space and to provide traffic calming.
- 4.1.15 The development of a pedestrian-friendly public realm should be encouraged, through street design, lighting, landscaping and furnishings.
- 4.1.16  Ensure that careful provision is made for the requirements of pedestrians, cyclists, and the physically disabled.

#### **New Policies - Pedestrians and Bicycles**


- 4.1.17  Ensure that there is a fine-grained network of pedestrian and bicycle routes connected to key destinations, including the adjacent employment area in Burnaby, to make walking and cycling convenient.
- 4.1.18 Provide through-block connections (or mews) for pedestrians and bicycles on long blocks, particularly where it assists the public to access the riverfront. From block to block, these connections should align so that they contribute to the overall clarity and navigability of the pedestrian network.
- 4.1.19  Streets should be designed to encourage bicycle use, and parking racks should be provided in residential areas, retail areas, in public parks, and in other appropriate locations. Bicycle parking should also be provided in developments up to current City standards.
- 4.1.20  Walking and cycling should be encouraged by connecting pathways from all buildings in a safe, convenient way to transit stops, to community and commercial areas and to bicycle routes.
- 4.1.21 Continuous pedestrian weather protection should be provided along commercial building facades.
- 4.1.22  The public realm should be fully accessible using the principles of Universal Design.

##### New Policies - Transit




- 4.1.23  Accommodate a wide range of transportation choices, including bus, car co-ops and future rail opportunities.
- 4.1.24  Ensure that the arterial and internal street system provides flexibility for the extension of transit to serve East Fraserlands with a variety of possible mode options including neighbourhood shuttle, conventional bus, rapid bus, light rail and street car.
- 4.1.25 City staff should engage TransLink to periodically review transit service in the area to ensure that service improvements come on stream at the same time as occupancy of new developments, beginning with the first phase of development.
- 4.1.26  Consider walking distance to transit services in distributing density across the site and in designing neighbourhoods (i.e. provide public access through large developments to shorten walking distances).
- 4.1.27 Street network should include consideration for the future use of the rail corridor for public transit. Consider where a new rail transit stop might locate (at the high street for example) and ensure that the street pattern and building configurations do not preclude its implementation.
- 4.1.28  Consider auto co-ops to reduce the need for car ownership and the demand for parking.
- 4.1.29 Consider opportunities for a river-based transit service.

##### New Policies - Parking and Loading

- 4.1.30 Parking requirements for East Fraserlands should be based on a full assessment of the site's needs including: proximity and availability of transit; shared off-peak parking; and, pedestrian and bicycle linkages from the site to adjacent neighbourhoods. This assessment should consider maximum as well as minimum needs.
- 4.1.31 Parking should be easily accessible and secure for residents, workers, and visitors.
- 4.1.32 Residential parking should be located underground for medium and high density multi-unit developments.
- 4.1.33 In low-density residential developments, grade-level parking (garage or surface) should be visually unobtrusive and not dominate house frontages or front yards.
- 4.1.34 Non-residential parking (including commercial and schools) should be located behind, under or over the grade-level spaces it serves. Large surface lots should be avoided. Small surface lots can be effectively integrated into developments if they function well with traffic movements and contribute to good public realm design.
- 4.1.35 Parking and loading access should preferably be from lanes, or from the rear or side of a development.
- 4.1.36 On-street parking should be provided in the commercial areas and residential areas to increase parking opportunities especially for customers and visitors. On-street parking further provides a traffic-calming effect.
- 4.1.37 Short-term "drop-off and pick-up" parking and loading areas should be provided for residential, community amenity, commercial and recreational uses.
- 4.1.38 The on-street parking impacts of institutional uses should be minimised.

- 4.1.39 Consideration should be given to providing public parking for those using riverfront amenities.
- 4.1.40 Surface parking areas should incorporate "green design" strategies, such as permeable paving and swales, where appropriate to address surface runoff.
- 4.1.41  Parking requirements should be reduced where possible, based on access to public transit, shared use of parking space and where there are other initiatives such as auto co-ops.

#### **New Policies - Riverfront Walk**

- 4.1.42 A continuous, public pedestrian and bicycle path system should be located at or near the water's edge. It should be linked to the existing riverfront walkway and designed to accommodate a variety of users and be accessible to all.
- 4.1.43  Public access to the riverfront should be a primary objective, respecting habitat requirements.
- 4.1.44  The treatment of the riverfront walkway should reflect the overall objectives of achieving a public presence on the riverfront, by incorporating a diversity of activities and opportunities for recreational use, and by increasing the ecological health and diversity of the riverfront habitat.
- 4.1.45  Safety and convenience should be ensured along the walkway, in order to accommodate all users, including people with disabilities. This may require a separation of the modes, particularly in high traffic areas.
- 4.1.46 Provide an interesting variety of riverfront walkway experiences related to the nature of adjacent uses. These experiences include passive quiet areas near naturalised park space, and more active connections to the riverfront commercial/retail areas.
- 4.1.47 Explore opportunities for public access out over the water to view the river activities.
- 4.1.48 Consideration should be given to opening a full connection from Kerr to Boundary early in the development phasing and maintaining that connection throughout subsequent phasing by interim re-alignments of the path if possible.

## 5 BUILDING FORM

Building Massing and Height  
Neighbourhood Character and Green Buildings  
Views

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### 5.1 Building Massing and Height

#### Introduction

Building massing and height in East Fraserlands will be controlled through density and height limits within the future zoning, and by detailed design guidelines directing the urban design and architecture. Since there are many aspects of the building form yet to be worked out, height and density limits are not set by these policies. Instead principles related to key issues, like building height, are laid down. These principles will inform the plan development during the ODP Phase.

#### Existing Policies

- a. The VFK Vision states that a range of housing options should be considered for East Fraserlands including rowhouses, townhouses, and apartments. (Vision 23.1)
- b. To meet the GVRD's Livable Region Strategic Plan objectives for ground-oriented housing, the City is committed to encouraging new housing forms with the features of ground-oriented housing, but at higher densities. City policies and initiatives help to promote more ground-oriented housing (Regional Context Statement 4.2(3)).


#### Facts

- a. In West Fraserlands, building heights step down toward the river. Towers are located north of Kent Ave. at 37 metres (120 feet) or 14 storeys maximum. Riverfront sites are limited to 10 metres (33 feet) or 3 storeys for sites near Jellicoe, and to 15 metres (50 feet) or 5 storeys for sites near Victoria Drive.

#### Objectives and Principles – Building Massing and Height

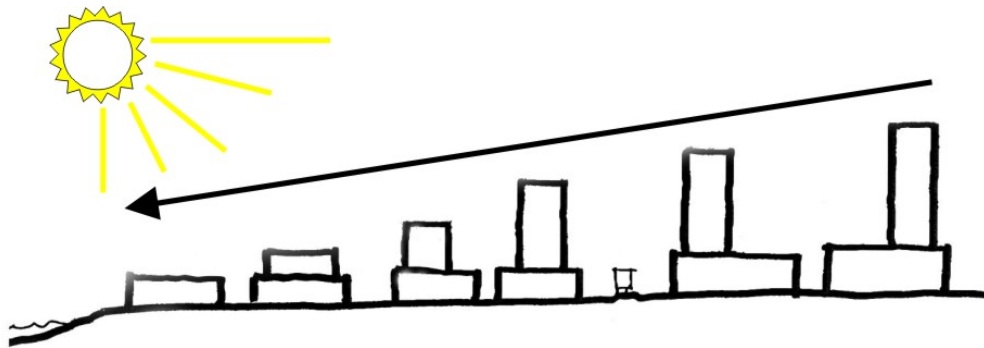
- a. To ensure new development is livable in terms of security, identity, privacy, light, ventilation, acoustics, etc.
- b. To develop East Fraserlands buildings with appropriate massing, form and height characteristics so as:
  - i) To respond to geotechnical constraints;
  - ii) To balance the economic and open-space benefits of higher forms with successful integration of adjacent neighbourhoods;
  - iii) To optimize solar access to buildings and open space;
  - iv) To take advantage of important public views from locations off-site and within the site;
  - v) To provide a street-level scale and façade treatment which defines streets and is consistent with livability and safety objectives.

#### New Policies – Building Massing and Height

- 5.1.1  A wide range of housing forms should be allowed throughout the East Fraserlands, with some housing forms located strategically as follows:
  - a) Family housing should be in identifiable neighbourhood areas, in ground-oriented developments, close to open space, schools, childcare centres, community facilities and other amenities designed for children.



- b) Smaller suites should be in towers and in spaces above busy commercial space.
- 5.1.2 Building facades play an important role in enclosing the space of a street. The height of the façade should achieve an appropriate relationship with the width of the street. There should be consistency in the façade height from one building to the next within a blockface. Taller forms should be set back from the façade to allow the low-rise character to prevail.
- 5.1.3 🌍 Building heights should step down toward the river and be clustered so that:
  - a) solar orientation is maximized;
  - b) views of the river are not blocked for taller upland buildings;
  - c) an appropriate scale is created along the river; and
  - d) the height pattern is consistent with that in West Fraserlands, where taller buildings are located near Marine Drive.



- 5.1.4 Residential towers should also be located near the neighbourhood centre where the taller forms not only add population, but visually mark the area of high activity and help to orient people to its location. To this end the taller forms serve as landmarks.
- 5.1.5 In locating towers, carefully consider view impacts from existing upland vantage points. (See View policies in section 5.3.)
- 5.1.6 🌍 The shadow impacts of building massing should be addressed. Important public spaces, such as parks and significant streetfronts, should preferably not be in shadow during heavy-use periods.
- 5.1.7 Towers should be designed to fit in well with the desired neighbourhood character and with adjacent lower forms, giving due consideration and design attention to:
  - a) building bulk, floor-plate size and shape
  - b) base treatment,
  - c) orientation,
  - d) top or roof treatment,
  - e) façade articulation.

Also see Residential Density, Section 2.3 for more policies related to building form and massing.

## 5.2 Neighbourhood Character

### Introduction

Neighbourhood character for East Fraserlands will be largely set by the architecture and public realm design. How can the architecture integrate into the surrounding urban fabric and visibly demonstrate a unique character and identity for East Fraserlands? The Canadian White Pine Sawmill is gone, but how can this industrial heritage be acknowledged? While the urban design and architecture will be directed by the design guidelines that accompany ODP and rezoning, the policies here offer principles for character and heritage that will inform the plan development at the ODP Phase.

### Existing Policies and Facts

- a. The Fraser River has played an important role in the region's history for fishing, lumbering and shipping activities.
- b. East Fraserlands was a site for lumber manufacturing during much of the last century.
- c. CityPlan (1995) promotes the development of neighbourhoods with unique character.

### Objectives and Principles – Neighbourhood Character

- a. To create a coherent identity for East Fraserlands that respects and connects to the existing adjacent neighbourhoods.
- b. To develop East Fraserlands so as to take full advantage of its unique riverfront setting.
- c. To promote a fine-grained urban form with a public realm that is active, interesting and safe.
- d. To acknowledge the industrial heritage of East Fraserlands in the design and programming of its buildings, landscape and public realm.

### New Policies – Neighbourhood Character

- 5.2.1 Large development sites should incorporate sufficient variety in their building designs to avoid a monolithic image.
- 5.2.2 The built form should respect the dimensions, geometries, and orientations of the street grid.
- 5.2.3 Residential streets should be defined by buildings, and units should be easily identifiable, with as many units as possible facing directly onto the street.
- 5.2.4 Dwellings located at grade should have individual entries on the street in a townhouse-like format. They should have front yard/façade designs that provide for interest and interaction between resident and street. Entry lobbies to other units should also open directly on to the street.
- 5.2.5 Landscaped setbacks should be provided on residential streets to contribute rich, green, diverse landscaping in the tradition of Vancouver neighbourhoods. Private unit terraces can be accommodated in them, with appropriate privacy screening, as needed, but walling off the setback or completely hiding it behind hedges should be avoided
- 5.2.6 In order to achieve a natural green character for the development, wherever possible consideration should be given to retaining existing vegetation and to replacing lost vegetation with new native planting.
- 5.2.7 Along commercial streets, buildings should be built to a common building line which may be set back from the property line to provide additional area for the public realm (street trees, outdoor seating, display, etc). Development of an

appropriate streetscape design, including street trees, should be undertaken during the ODP and rezoning phases.

- 5.2.8 Development guidelines should recognize differences in character between areas, while seeking to unify the site as a community with an overall distinct character.
- 5.2.9 Crime Prevention through Environmental Design (CPTED) principles will be applied to all development in the East Fraserlands.
- 5.2.10 In the design of buildings and of the public open spaces, seek opportunities to reflect the industrial heritage of the site. Articles salvaged from the former sawmill should be incorporated into the public realm design.
- 5.2.11 Recognizing that freight train use of the C.P. Rail is likely to continue for some time, buildings along the rail right-of-way should be designed to deal with negative impacts of that use. Similarly, the design of buildings adjacent Marine Way will need to consider the impacts of being located next to a busy arterial road.

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### 5.3 Green Buildings and Sustainable Infrastructure

#### Introduction

Green buildings are a tool in meeting the *sustainability principles* put forward by the City of Vancouver and are a key part to meeting national commitments toward the Kyoto Protocol, as well as local commitments toward greenhouse gas reductions, energy performance, and green building standards. Buildings in East Fraserlands will support these objectives, while retaining a character and style that is compatible with its context and history.

Sustainable Infrastructure is encouraged in the development of East Fraserlands in a way that minimises the environmental impact of the development.

#### Existing Policies and Facts

- a. On July 8, 2004 the City of Vancouver adopted LEED Gold for all civic buildings and LEED Silver as a design standard for the Southeast False Creek community (note: to date, there is no LEED system in place for wood frame - Part 9 - construction, but LEED Home is currently under development).
- b. A green building strategy is being developed for the City of Vancouver. This program will likely be in effect by the time development commences in East Fraserlands.
- c. Existing policies for erosion, sedimentation, brownfield remediation, and environmental measures already exist in Provincial and Municipal regulation and will be applied to East Fraserlands.
- d. Existing water use code/bylaws for best practices ensure a high level of water efficiency in landscaping and fixtures.
- e. On July 6, 2004 the City of Vancouver adopted ASHRAE 90.1, 2001 as the minimum standard for building energy performance; this is the highest efficiency code in Canada.
- f. Facilities for the storage and collection of recyclables in all developments are required as a part of the City building bylaw.
- g. A construction waste management plan to ensure high levels of waste diversion is required by the City of Vancouver for any construction project.

#### Objectives and Principles

- a. To encourage green building and sustainable infrastructure in all design and development initiatives.

- b. To create developments that pay attention to site sustainability, energy management, waste management, water management, indoor air quality, and material use and selection.
- c. To encourage innovation in design as a fundamental part of green building development.

### **New Policies - Green Building and Sustainable Infrastructure**

- 5.3.1 To develop all buildings in East Fraserlands to the specifications of the city-wide Green Building Strategy in place at the time of rezoning; if no Green Building Strategy is in place that suits the form of development for East Fraserlands by time of rezoning, then City staff will work with the proponent team to develop a suitable strategy that ensures that this Policy Statement's sustainability objectives are met, while respecting the proponent's need to deliver a viable project.
- 5.3.2 East Fraserlands should pursue opportunities for green infrastructure whenever possible to ensure site-scale sustainability opportunities are capitalised upon. Site-wide systems should be considered from the earliest stages of infrastructure design and should include such things as site-wide grading, water retention systems, stormwater management, district energy systems, and other sustainable elements that may be viable at the time of development to maximise environmental efficiency and performance while minimising dependency on traditional infrastructure.

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## **5.4 Views**

### **Introduction**

Views play an important role in Vancouver development, especially for riverfront sites. At issue is not just the possibility that existing views might be blocked by new buildings, but how can the amenity provided by pleasant views be shared by as many people as possible. The policies set out some principles for determining what views, from what vantage points, should be protected. How can many different types of view opportunities – distant panoramic ones from public locations and intimate overlooks from private residences – be designed into the plan and built form to enhance the liveability of East Fraserlands?

### **Existing Policies**

- a. VFK Vision (31.6) states that views of the Cascades and Mount Baker and of the Fraser River, from public places like parks and streets, should be protected.

### **Facts**

- a. The City typically seeks to preserve street-end views of water.
- b. In reviewing proposals for high-rise towers, the City considers view impacts from both public and private vantage points, with priority given to public views.
- c. Everett Crowley Park has several existing view points along its southern ridge which give panoramic views over the Fraser Delta.

### **Objectives and Principles – Views**

- a. To protect existing views that are of highest importance to the community.
- b. To plan and locate high-rise building forms with due consideration to view impacts.
- c. To consider smaller view opportunities, such as street-end views, and the quality of private views created by new development.

### New Policies – Views

- 5.4.1 A view analysis should be completed for East Fraserlands during the ODP phase which identifies issues and the view impacts of built form proposals on the surrounding neighbourhoods, as well as on the proposed development. The analysis should address both public and private views, with the objectives of preserving key views from public spaces and of providing for an equitable sharing of view opportunities amongst private developments.
- 5.4.2 The views of greatest public importance, such as those from key locations in Everett Crowley Park (see opposite), should be protected.
- 5.4.3 Street-end views to the river should be maintained. Where necessary, consider grade-level and upper-level setbacks from the lot line to achieve this end.
- 5.4.4 Provide southerly views from upland development by stepping down building heights toward the river. (See Building Massing and Height policy 5.1.3)
- 5.4.5 Grade-level slot views into and through developments should be provided to enhance the experience of passers-by.
- 5.4.6 Provide porches, balconies and patios for residential units for outdoor seating and viewing. Enhance the overlook from units by providing view opportunities to nearby gardens and landscaped areas.

