

LATE DISTRIBUTION FOR COUNCIL -OCTOBER 17, 2006

P2



CITY OF VANCOUVER POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: October 10, 2006
Author: Matt Shillito
Phone No.: 604.871.6431
RTS No.: 05974
VanRIMS No.: 11-2000-12
Meeting Date: October 17, 2006

TO: Vancouver City Council

FROM: Director of Current Planning, in consultation with the General Manager of the Park Board, General Manager of Engineering Services, Director of Housing Centre and Director of Social Planning

SUBJECT: East Fraser Lands Official Development Plan

RECOMMENDATION

- A. THAT Council refer the proposed East Fraser Lands Official Development Plan (ODP), generally in accordance with Appendix A, to public hearing; and

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary ODP By-law, generally in accordance with Appendix A, for public hearing.
- B. THAT Council endorse the principle that all of the Development Cost Levies (DCLs) and Community Amenity Contributions (CACs) accruing to the City from the development be used as sources of funding for the public amenities contained within the East Fraser Lands ODP.
- C. THAT Council direct staff to work with the Vancouver School Board and the project proponents as part of the first sub-area rezoning to explore mechanisms for the early delivery of the Elementary School at East Fraser Lands.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of the foregoing.

CITY MANAGER'S COMMENTS

The City Manager RECOMMENDS approval of the foregoing.

COUNCIL POLICY

- Victoria-Fraserview/Killarney Community Vision, approved January 2002.
- East Fraserlands Planning Program, approved May 2002.
- East Fraserlands Policy Statement, approved December 2004.

PURPOSE

The purpose of this report is to refer the proposed East Fraser Lands Official Development Plan (EFL ODP), attached as Appendix A, to public hearing.

BACKGROUND

Site Description

East Fraser Lands (EFL) is located in the southeast corner of Vancouver on the Fraser River, and includes the land between Kerr Street and Boundary Road south of Marine Way, as well as a triangle shaped site north of Marine Way at Boundary Road. The site comprises approximately 52 hectares (128 acres) of land currently zoned for industrial use.

A Canadian Pacific Rail (CPR) corridor bisects the site into north and south sections. The land south of the rail corridor was in use by the Canadian White Pines Sawmill until its closure in 2001 and is now owned by ParkLane Homes. The City of Vancouver is currently the major landowner north of the rail corridor. The City lands were originally acquired to create an industrial park although these uses were never established and the parcels are now covered in recent second growth bush. These lands are under contract for sale to ParkLane Homes following Council approval of the ODP. The remaining lands north of the rail corridor, comprising some 2.8 hectares (6.9 acres), are in 3rd party private ownership and either vacant or in industrial use.

ODP Planning Process Summary

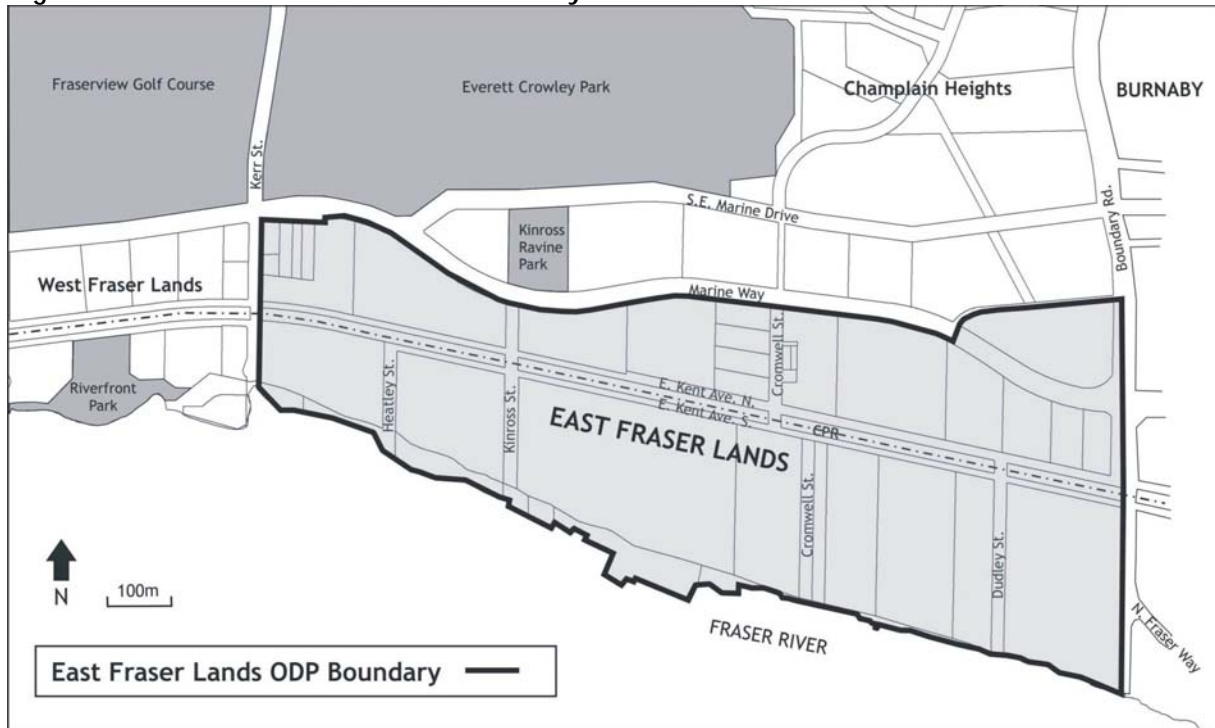
The ODP planning process began in early 2005 following Council adoption of the EFL Policy Statement in December 2004, which established general principles for the creation of a mixed-use new community on the site. The process was initiated through a public design charrette in April 2005 which brought together the local community, City staff, the project proponents (ParkLane Homes), government agencies, landowners and consultants to generate concept plans for the site.

Following the charrette, the concept plans underwent technical analysis by City staff and the proponents, and review by the EFL Committee and wider community to determine which of the concepts had the most potential to achieve the objectives established in the Policy Statement. This process resulted in the selection of two complementary concepts to form the basis of a preferred plan.

The plan was then tested and refined with input from City staff, the proponents and the EFL Committee. The plan also received input and support from the Urban Design Panel. This work culminated in the presentation of the plan to the wider community at Open Houses in May 2006. Following the Open Houses, planning work focussed on the further refinement of the plan, preparation of the ODP By-law and development of the public amenity strategy.

Staff would like to acknowledge and thank members of the EFL Committee for their efforts in helping to represent community interests in the planning process and for participating so positively in the creation of the ODP.

Figure 1: East Fraser Lands ODP Boundary



DISCUSSION

ODP Summary

This section provides a summary of the key elements of the ODP.

1. ODP Objectives

The ODP is intended to embrace and refine the vision for EFL outlined in the Policy Statement, which is to create a sustainable, mixed-use new community where people can live, work, learn, shop and play.

The ODP establishes a foundation of planning, urban design, development, and sustainability principles and strategies to enable the development of EFL as a complete community. It addresses land use and density; housing type and tenure; community amenities; access and movement; building form, layout and height; parks and open spaces; sustainability; and development phasing.

The ODP creates a site-wide framework for the subsequent, more detailed stages of planning, beginning with the rezoning of individual sub-areas.

2. Urban Design Principles

The ODP establishes a series of urban design principles which underpin the physical plan for the site. The main principles are summarised below:

- East Fraser Lands is to consist of three distinct neighbourhoods defined by park corridors connecting new and existing communities to each other and to the river.
- Development intensity is to increase gradually towards a vibrant, mixed-use central neighbourhood,
- A north-south retail High Street is to be the 'spine' of the central neighbourhood, anchored by a Town Square to the north and a Waterfront Plaza at the river.
- Taller buildings are to be clustered to visually mark the central neighbourhood and focus more people close to shopping, community services and transit.
- Mixed use buildings and diverse housing types are to be the fundamental building blocks of a walkable, complete community.
- A rich mix of building types and scales is to create variety within blocks and neighbourhoods.
- A diverse and connected open space network is to include urban plazas, large civic parks with areas for informal recreation, active playing fields, ecological areas, greenways, neighbourhood greens and a continuous foreshore park and walkway/bikeway.
- Views to the Fraser River and Mount Baker are to define and orient streets and public spaces.
- A clear hierarchy of movement is to emphasize walking, cycling, and transit, and to provide for reasonable vehicle access but discourage traffic from short cutting through neighbourhoods.
- The development pattern is to knit the urban fabric and movement network across the rail corridor.
- The organization of Marine Way frontage buildings, landscape, and access is to humanize the street and facilitate pedestrian and cycle connections to Champlain Heights.
- The organization, orientation, and 'grain' of buildings around the Waterfront Plaza is to recall the historical patterning of the saw mill buildings and industrial past of EFL.

3. Land Use and Density

The main land use objective for EFL is to effect a change from a largely vacant, brownfield site into a sustainable, mixed-use new community. The ODP identifies the land uses that will be permitted on the site and sets maximum floorspace levels and other parameters for these uses. The following summarises the main ODP provisions relating to land use and density:

Residential

- Total floorspace is not to exceed 671,400m² (7,226,900ft²).
- At least 20% of the residential units are to be affordable housing.
- At least 35% of the residential units are to be suitable for families with children.
- At least 50% of the affordable housing units are to be suitable for families with children.

- Housing forms which incorporate a defined area for potential rental accommodation are encouraged to provide a wider range of housing options for low and middle income groups and to accommodate households at different stages of the lifecycle.

Retail and Service

- Retail and service uses are permitted in the mixed-use central neighbourhood and will be located at ground floor level along the High Street, central portion of the Crescent Street and around the Town Square.
- Total floorspace is not to exceed 23,350m² (251,000ft²).
- There is to be a balanced mix of store types and sizes, including
 - two 'anchor' stores, one of which is a grocery store;
 - a range of medium-sized and small stores; and
 - pubs, cafés and restaurants.

Flex uses

- Up to 24,900m² (268,000ft²) of flex uses are permitted adjoining the Crescent Street and Marine Way in the central neighbourhood to support an active neighbourhood centre, create employment opportunities and provide locations for institutional and community uses.
- Flex uses can include: office, live-work, institutional, residential and light industrial.

Light industrial live-work

- An area of light industrial live-work uses is permitted adjacent to Boundary Road south of the rail corridor to provide further job opportunities and facilitate a gradual land use transition between EFL and Burnaby Business Park.

Schools

- A K-7 Elementary School site of at least 0.44 hectares (1.1 acres) is to be provided.
- A site of at least 0.57 hectares (1.4 acres) is to be reserved for a Secondary School pending a review of the Vancouver School Board strategy for school provision in Victoria-Fraserview/Killarney at the time of the applicable rezoning. If this review concludes that a Secondary School is not required the site will be developed for affordable housing.
- The school provision strategy assumes that the currently zoned school site in West Fraserlands (WFL) will be built as a K-7 Elementary School. This site was originally envisaged for a smaller Annex school. Building a K-7 school will therefore require an agreement between VSB and the Park Board to allow shared use of some of the adjacent park land as school play space/community park space.

Community facilities

- Other community facilities required in the ODP include:
 - a community centre of at least 2,790m² (30,000ft²);
 - three 69 space and one 49 space child care facilities, located with the community centre, the elementary school and affordable housing complexes; and
 - two 125 space out-of-school care centres, located in the Elementary Schools in EFL and WFL.

Parks and public open spaces

- 10.2 hectares (25.2 acres) of parks and public open space is to be provided.

- The 'Kinross' park corridor is to have an ecological focus and will include:
 - a watercourse for rain water management and habitat creation;
 - native landscape planting to create an ecological greenway between the river and Everett Crowley Park;
 - a constructed freshwater wetland to replace the existing 'beaver pond';
 - a seasonal biofiltration area; and
 - an inaccessible sanctuary island at the river foreshore for wildlife habitat.
- The 'Avalon' park corridor is to include:
 - a watercourse for rain water management and habitat creation linked to flows from the Avalon Ponds in Everett Crowley Park;
 - an accessible island at the foreshore for human recreation; and
 - a regulation-size, lit, artificial playing field with field house.
- A regulation-size turf playing field is to be provided adjacent to the Elementary School.
- The minimum width of foreshore parks is 15 metres, including a separated greenway/bikeway.

4. Development Patterns and Principles

This section outlines broad development principles for each of the three EFL neighbourhoods and for the community as a whole to provide a general framework to guide more detailed planning and design at the rezoning stages. The main points are briefly summarised below:

Central neighbourhood

- The mixed use, higher density heart of EFL with the High Street acting as the central 'spine'.
- The focus for commercial (retail, services, and flex) and civic (community centre, child care and school) uses.
- The Waterfront Plaza, Town Square and neighbourhood greens provide varied, urban open spaces.
- Building heights range from 2 to 24 storeys.

Western neighbourhood

- Lower density residential neighbourhood with a variety of housing forms including rowhouses, townhouses and low/mid-rise apartments.
- Creates a gradual transition in building scale and type towards WFL.
- Bisected by a north-south pedestrian greenway and neighbourhood green.
- Building heights range from 2-7 storeys.

Eastern neighbourhood

- Primarily a residential area but includes the industrial live-work at Boundary Road and Secondary School site.
- Organised around a central neighbourhood green.
- Building heights range from 2-18 storeys.

Built form

- Development is to include varied building types and scales with good physical permeability.
- Buildings are to define and animate the public realm - streets and open spaces.

- Buildings along the edges of the 'Kinross' and 'Avalon' park corridors are to be more urban in scale to strongly define these major open spaces.
- Buildings are generally to step down in scale towards the riverfront, although taller, more urban forms are appropriate around the Waterfront Plaza.
- Taller buildings are to be clustered in the central neighbourhood.
- Buildings over 10 storeys are to be designed as slender point towers to minimize visual intrusion.
- Taller buildings are to be sited so as to minimize visual impacts on viewpoints from Everett Crowley Park and, where possible, housing in Champlain Heights.

Movement network

- The movement network is to accommodate all modes of transportation but give priority to pedestrians, cyclists, transit, and goods movement over the private automobile.
- Pedestrians: Development must provide a wide choice of attractive and safe pedestrian routes within the community and connecting to adjacent neighbourhoods.
- Cyclists: The design of all streets is to safely accommodate cyclists and secure bicycle parking is to be provided in all new development.
- Transit: An accessible and reliable transit service is essential to support the development; and is to be based on bus routes linking EFL to Skytrain, Canada Line and other destinations and the potential long-term use of the rail corridor and river for passenger transit.
- Street network: Development is to include an efficient vehicle circulation network, reflecting the City's transportation priorities and discouraging short-cutting through EFL and adjacent neighbourhoods.
- Parking: Parking levels are to be determined at the rezoning stages with the aim of encouraging sustainable transportation choices while providing adequate parking for basic needs.

5. Sustainability Strategies

The ODP contains strategies relating to the following topics to guide the creation of a complete and highly sustainable community at East Fraser Lands:

Environmental sustainability

- Green Building design and construction
- Building and site-wide energy conservation and sustainable energy generation
- Water consumption
- Rain water management
- Ecological habitat creation and enhancement
- Solid waste minimization and recycling
- Transportation demand management
- Light pollution

Social sustainability

- Housing diversity and affordability
- Educational facilities
- Health and social facilities
- Childcare
- Indoor and outdoor recreation

- Urban agriculture
- Crime prevention through environmental design
- Universal design
- History and continuity
- Community networks and organizations
- Community involvement

Economic sustainability

- Local business and job opportunities
- Construction
- Local self-reliance

6. Development phasing

The ODP divides the site into six sub-areas to indicate the planned phasing of development over the approximately twenty-year period of construction. The main objectives behind the phasing strategy are to:

- establish a sense of place and identity for the new community as early as possible;
- ensure a balance between occupation of new housing and the provision of supporting amenities like shops, services, community facilities and parks;
- ensure that infrastructure and utilities can be implemented in an efficient way; and
- minimize disruption to existing and new residents caused by construction.

The planned phasing of development can be summarised as follows:

- Sub-area 1: High Street section of the central neighbourhood including shops with residential uses above and adjacent, Town Square, Waterfront Plaza and waterfront walkway / parks west to 'Kinross' park corridor, community centre (with childcare facility), and triangle site north of Marine Way.
- Sub-area 2: Eastern and western portions of the central neighbourhood including residential development, flex uses on the Crescent Street, Elementary School (with childcare facility), and 'Avalon' park corridor including artificial playing field with field house.
- Sub-area 3: Western neighbourhood housing and waterfront walkway / parks, childcare facility and 'Kinross' park corridor.
- Sub-area 4: Eastern neighbourhood housing / industrial live-work and waterfront walkway / parks, childcare facility and Secondary School site.
- Sub-area 5: Residential development in portion of western neighbourhood. This area is in 3rd party private ownership and the timing of development is uncertain.
- Sub-area 6: Residential development in portion of central neighbourhood. This area is in 3rd party private ownership and the timing of development is uncertain.

- Traffic modelling indicates that the impacts of additional traffic on surrounding neighbourhoods and the arterial road system can be adequately mitigated. The precise mitigation measures (traffic calming, signal timing, intersection design, etc) will be determined through more detailed modelling and design at the rezoning stages.

Public Amenities

A key factor in the creation of a complete and healthy community at EFL will be the provision of a full range and high level of public amenities to support the new population. The planning process included a Community Amenity Needs Assessment for EFL, the results of which have informed the public amenity strategy in the ODP. The public amenities proposed within the ODP are discussed below:

Schools

- Elementary: The ODP provides for a K-7 Elementary School for 500-550 students which, together with the development of a 450-500 student K-7 Elementary School on the currently zoned site in WFL, is intended to enable all of the elementary school aged children in EFL and WFL to be accommodated within the Fraserlands neighbourhood.
- Secondary: The need for a Secondary School at EFL is currently unknown due to uncertainty over future demographic trends and school capacities in the Victoria-Fraserview/Killarney (VFK) area. Recognising this uncertainty the ODP reserves a site for a potential Secondary School, the future of which will be determined at the applicable rezoning stage pending greater clarity on demographic needs and the Vancouver School Board strategy for Secondary School provision in VFK.

Parks

The ODP provides for 10.2 hectares (25.2 acres) of parks and public open space. This equates to 0.78 hectares (1.95 acres) per 1,000 residents, which falls short of the Park Board's major project target of 1.11 hectares (2.75 acres) per 1,000. Staff, however, support the proposed level of provision due to:

- The quality, variety and usability of the parks and open spaces proposed (including urban plazas; ecological areas; foreshore parks; neighbourhood greens; two full-size playing fields, including one lit, artificial field; and traditional parks with programming flexibility), which complements and is well-integrated with the existing park system.
- VFK would remain a relatively park rich neighbourhood at 3.78 acres per 1,000 residents with this level of provision at EFL.
- The desire to ensure that the project is able to generate sufficient revenue to fund a full range of other public amenities in addition to park space.

Community Centre

The provision of an adequate community centre at EFL is a high priority for the local community. The proposed 2,790m² (30,000ft²) community centre meets the Park Board's major project standard of 0.212m² (2.29ft²) per resident. Staff consider that this facility will be large and flexible enough to accommodate a range of programs, be operationally efficient and benefit residents of EFL, WFL and other neighbourhoods.

Affordable and Family Housing

The proposed 20% affordable housing meets the major project standard for new communities. The minimum 35% family housing is at the upper end of the range anticipated in the Policy Statement, reflecting the desire to create a family-oriented neighbourhood at EFL.

Childcare

The proposed levels of childcare (256 spaces) and out-of-school care (250 spaces) are in accordance with the major project standards for the projected population at EFL. Staff consider that meeting this standard is particularly important given the current low level of childcare availability in the VFK area as a whole.

Health and Social Facilities

The designation of flex uses within the ODP provides opportunities for the provision of health care clinics, primary health care access centres, family practices, assisted living and other social facilities.

Libraries

The development will make a financial contribution to Vancouver Public Library for the improvement of off-site library services.

Public Art

The development will be subject to the City's standard rezoning requirement of \$0.95 per ft² of market floorspace.

Staff conclude that the proposed range and level of provision of public amenities within the ODP reflects the findings of the Community Amenity Needs Assessment and provides a framework for the creation of a complete and healthy community at EFL.

Early delivery of Elementary School

Staff consider that the Elementary School should be delivered as early as possible in the development process to facilitate the creation of a complete, family-oriented community at EFL. The delivery of the Elementary School is also required to enable the provision of the child care facility co-located within the school complex.

The Elementary School is currently proposed within sub-area 2 of the project which is expected to be developed between years seven and twelve of the approximately twenty-year construction period. This phasing strategy recognises the projected build-up of Elementary School age children in EFL and the challenges likely to face the Vancouver School Board in securing funding for the school.

However, the project proponents have expressed interest in working with the City and School Board to examine creative mechanisms to deliver the school earlier in the development process. Staff recommend that this work be carried out as part of the first sub-area rezoning process and note that as the Elementary School site is located immediately adjacent to sub-area 1 the opportunity exists to bring the school into this earlier phase if an appropriate funding and delivery strategy can be achieved.

Affordable Housing

The Director of the Housing Centre notes that application of the 20% affordable housing policy to EFL will generate a potential of over 1,000 units of non-profit rental or co-operative housing. The 20% policy has to date generated a potential of 2,500 units in the new neighbourhoods around False Creek, along Coal Harbour and in other new neighbourhoods. Half of the 2,500 potential has been realized with over 1,200 units now occupied.

The success of the 20% policy depends on the availability of funding for affordable housing from the Federal Government or the Province of BC. The policy requires the developer to set aside sites for affordable housing and provides the City with Options to Purchase the sites when they are serviced and ready to be developed. While the City may cover some or all of the land cost, Federal and/or provincial funding is required to build the projects and to cover any on-going subsidies. Federal and provincial funding for affordable housing, especially for families, has been reduced over the past decade. For comprehensive developments which result in the creation of new neighbourhoods, it is important that the 20% sites be built out in phase with the rest of the development so that an inclusive and complete community is achieved. It will be important for the City to work with the developer and other levels of government to develop a range of approaches to ensure the potential created by the 20% affordable housing policy is realized.

Transit

A high quality transit service linking EFL to key destinations in the region and delivered early in the development process will be essential to providing residents with an attractive alternative to the automobile and creating a sustainable community. Such service will also benefit existing residents of WFL, who are poorly served by transit. In the short to medium-term a bus based system is anticipated. Discussions with Translink staff indicate that up to four bus routes could serve the site:

- #100 linking to Skytrain at New Westminster and Downtown, Richmond and the Airport via the Canada Line;
- #116 linking to Burnaby Business Park and Metrotown;
- #26 linking to Champlain Heights and Skytrain (29th Avenue and Joyce stations); and
- #29 linking to West Fraserlands, Fraserview and Skytrain (29th Avenue station).

The optimum combination of bus routes to serve the development will be determined through a review of the neighbourhood bus system as part of the preparation of the 2010 Area Transit Plan.

In the longer term, the potential exists for the existing CPR rail corridor to become a transit route connecting to the Canada Line at Marine Drive Station and Skytrain at New Westminster. The ODP reserves a site adjacent to the rail corridor in the neighbourhood centre for a new transit stop in order to take advantage of this important opportunity.

The ODP also includes provision for dock structures to be located on the river within the central neighbourhood to enable future river-based transit to serve EFL.

Staff will continue to work with Translink with the aim of ensuring the delivery of quality transit service at EFL and welcome Council's support in achieving this critical objective.

Street access to blocks on west side of 'Avalon' Park Corridor

Staff consider that the proposed street network generally provides adequate accessibility and servicing for the various development blocks created in the ODP, with the exception of the blocks immediately west of the 'Avalon' park corridor to the south of the rail corridor. Staff believe that a street running along the western edge of the park would provide much greater flexibility for access (including by emergency vehicles), addressing and servicing of these blocks. The project proponents consider this road to be unnecessary and it is not included in the proposed ODP illustrative plans. However, staff will continue to work with the proponents

to examine the need for a street in this location at the time of the applicable (sub-area 2) rezoning.

Building Heights and Views

Community involvement in the process of generating the ODP has indicated some concern over the proposed heights of the tallest buildings, which include two 24-storey towers. These concerns centre around the impact of taller buildings on views across the site from the three public viewpoints in Everett Crowley Park as well as their perceived effect on the character of the neighbourhood.

Staff consider that the southerly views across the site from the viewpoints in Everett Crowley Park will be well preserved by the clustering of the towers in the neighbourhood centre and the seven-storey height limit imposed on the western neighbourhood. Staff are confident that more detailed work on tower siting and design at the phase 1 rezoning stage will enable the south-easterly view from Everett Crowley Park towards Mount Baker to be respected.

Staff acknowledge the community's concern over the effect of the tallest towers on the character of the neighbourhood. However, staff consider that the proposed heights are appropriate as a way of marking the central part of EFL as a new neighbourhood centre for the VFK area and that the variation in tower heights proposed will help to create a varied massing profile and avoid a 'wall' effect of tall buildings.

Neighbourhood Energy Utility

The scale and comprehensive nature of the EFL development creates an opportunity for the implementation of a community-wide Neighbourhood Energy Utility based on sustainable energy sources, similar to that proposed at Southeast False Creek. This has the potential to enable a major reduction in the greenhouse gas emissions associated with the development.

The ODP states that, subject to investigations of technical feasibility and financial viability, a Neighbourhood Energy Utility will be implemented at EFL. Staff are currently working with the project proponents to scope out these investigations and will report back to Council during the phase one rezoning process.

Temporary waterfront walkway

In other major waterfront development projects such as False Creek North and Coal Harbour the City has required developers to implement a publicly accessible temporary waterfront walkway during the construction of the project. This has typically been secured as a condition of the first rezoning. The temporary walkway is then developed into a permanent amenity on a phase-by-phase basis as the project is built out.

In the case of EFL the project proponents have recently completed the construction of a temporary walkway along the riverfront. Staff welcome this initiative and note that the maintenance of the temporary walkway will be the responsibility of the project proponents until such time as it is dedicated to the City as a permanent amenity.

COMMENTS FROM THE EAST FRASER LANDS COMMITTEE

October 10, 2006

"Dear Mr. Mayor and Members of Council:

Please accept this submission in support of the East Fraserlands (EFL) Official Development Plan (ODP). The EFL ODP delivers much to commend: for future residents of the EFL in a 'complete' and Sustainable community, as a contribution to local and regional Sustainability, and as an interwoven, interdependent set of standards to be matched or improved upon in future planning efforts. We are pleased that key design elements for Sustainability remain open to technical advancements and civic guidelines of the future. The EFL ODP is the product of an intensive, collaborative planning process, and we wish to thank its main contributors.

Planning, Engineering, and other City of Vancouver departments have sought to implement the vision of a Sustainable EFL with utmost diligence. We ask that formal commendation be given to planner Matt Shillito, who has attempted beyond all reasonable expectation to facilitate a functional process, and to help fashion a product of estimable substance. His assistant Andrea Tang has been indispensable, equally diligent and helpful throughout. Senior planner Tom Phipps and former Co-Director of Planning Larry Beasley ensured that all proceeded as efficiently as possible to the best achievable result. We, and future EFL residents, are in their debt.

Owner Peter Wesik, V.P. Norm Shearing (ParkLane) and V.P. Gino Nonni (WesGroup) displayed their willingness to engage community knowledge and imagination, finally forging with us in the words of "New Urbanism" visionary Andres Duany a "globally significant" plan. In turn their interests will be well served both financially, consumer intrigue about the EFL already growing, and as industry leaders. Collaboration with the community combines commercial interests with active care for the social and natural, the latter far too readily neglected in planning that limits, or evades sincerity with respect to citizen participation. Plans for 21st century, Sustainable communities will find that reality everywhere. Through the EFL ODP process ParkLane and WesGroup have improved their capacity to collaborate creatively for Sustainability. We appreciate their efforts.

The constituency we endeavour to represent consists of future EFL residents and citizens of Champlain Heights, West Fraserlands, Victoria-Fraserview/Killarney, and Vancouver. The EFL Committee is open to participation from any and all citizens and civic groups, and establishes positions through consensus-building. We have represented the community as respectfully and thoroughly as possible, and contributed the vision and unshakeable insistence that the East Fraserlands combine the social and natural as effectively as possible toward a Sustainable future. Ambition for the EFL, we were repeatedly informed long ago in social terms was 'minimal negative impact.' Intent regarding natural impacts was then mysterious, if considered at all. Now developers, staff, and engaged citizens present you an ODP of positive natural and social impacts. The EFL Committee will remain vigilant through rezoning stages ahead to help ensure that fine principles become tangible realities.

Last, we must offer remaining concerns for the EFL, and lessons from years of Needs Assessments, public hearings, demographic projections, etc., for Victoria-Fraserview/Killarney (VFK). The VFK has a large, densifying population that has seen assurances of community amenities kept poorly since the development of Champlain Heights some forty years ago. A seniors' centre is badly needed, for example, in an area with the

City's largest seniors population. The VFK in general requires improved services. Our concerns about the EFL itself begin with ensuring affordable family housing, early construction of the elementary school to support a family-oriented community, sufficient library services, and the potential use of a portion of arts levies to create performance arts space, the latter another identified deficit in the VFK. Effective transit is of course critical to a Sustainable community, with related issues to arise during rezoning. Concerns stated, we are pleased to support the EFL ODP. We ask that it receive your support, and long term attention to its fulfilment.

Sincerely,

The East Fraserlands Committee: Chair Sharon Saunders, Vice Chair Milt Bowling, Vice Chair Steve Lloyd, Executive Members Karen Larcombe, Andrea Rolls, Ron Tucker, Sue Tucker, and Ann Svendsen, and our many Members-At-Large."

PROPONENT'S COMMENTS

"Since Vancouver City Council's unanimous approval of the East Fraser Lands Policy Statement in December 2004, both ParkLane and the City of Vancouver have been involved in perhaps one of the most extensive community consultation processes ever undertaken for a private development in the City of Vancouver. Commencing with an eight day charrette in April of 2005 where over 1,100 people took part in a series of workshops to influence the planning of the new community, the process has continued with 60 public meetings and approximately 220 meetings with City staff. Throughout this process, the EFL project has come under intense scrutiny from all stakeholders. Now, almost two years later, the ODP document has been drafted to weave together the goals and aspirations of all parties to deliver a world-class neighborhood based on principles of sustainability, walkability and a public amenity package that will establish EFL as one of Vancouver's most successful neighborhoods. All those involved in this process should have a great deal of pride in what has been accomplished thus far.

The project, however, faces many challenges which must be overcome to reach the objectives outlined in the ODP. These challenges include; determining funding for and delivery of amenities, social housing, an elementary school, and good transit, as well as the further development of the plan. The hurdles that lay ahead for EFL are, for the most, not unlike those that have confronted other large-scale projects in this city. One critically important fact we have all learned from watching the build-out of these projects is that, if we rely solely on traditional funding mechanisms from other levels of government, the funding for services required to create a healthy community at EFL will likely not match the development timeline of this project. If our common goal is to deliver schools and affordable housing based on the needs of this new community then we must collaborate to find creative solutions.

Schools

As part of the ODP planning work, ParkLane undertook one of the most thorough demographic analyses that has ever been carried out on a large-scale project in the City of Vancouver. (This work has been vetted by City Staff.) The analysis generated a demographic model to project household compositions in EFL while taking into consideration a wide range of influences. From this model, the number of school-aged children was identified and it was

determined that two full size elementary schools were needed. ParkLane fully supports City Staff's recommendation within this report to convert the school site in West Fraserlands to a full size facility while placing the 550 student elementary school in the central neighborhood in EFL.

Similar to WFL where the school site has sat vacant for over 15 years, EFL is poised to suffer the same fate unless the City, VSB, the Province, and ParkLane are willing to be creative in solving this issue. If the goal is to provide 35% family housing, there is a need to develop a strategy to provide a school. ParkLane would like to work with City Staff and VSB to explore possible solutions such as a P3 or a funding mechanism where a school is initially delivered as another use, such as a private or alternate school and then converted to public school use as demand is realized.

Affordable Housing

While the affordable housing objective outlined in the ODP is 20%, the reality of actually achieving this goal under present government funding mechanisms is unlikely. ParkLane supports affordable housing in EFL and we believe the community will greatly benefit from a population that is both socially and economically diverse. We also recognize that providing affordable housing is an extremely costly and complex undertaking. The recent Provincial government announcement of making housing money directly available to individuals who qualify is one new approach to subsidizing housing needs, but there are others. However, under more traditional models where land is purchased and housing is built, the available funding options are scarce. This is of real concern to ParkLane.

It is our hope that affordable housing will be delivered concurrently with market units at EFL. It would be very unfortunate if, during construction of the community, the site was peppered with empty lots or unfinished building shells awaiting funding. ParkLane shares the City's goal of delivering a world-class community but if we do not provide at least some percentage of affordable units we will have failed in delivering a truly sustainable community.

If the goal is to increase the probability of delivering a socially-integrated community by providing actual built units of affordable housing, ParkLane would like to work with Staff to develop an affordable housing strategy for EFL. Ideas such as floating density in sub-areas 2, 3, and 4 should be examined. The increase in buildable area would result in additional CACs and DCLs determined at rezoning. These funds could be used to either fund the shortfall in the City's funding of affordable housing sites or used to fund the actual construction of affordable units in EFL.

Amenities

The community has had high expectations with regards to amenities and infrastructure associated with this development. Dealing with the relationships between population/density, amenities and land economics has been at the heart of discussions between City Staff, the community and ParkLane over the past three years. This balance has always been critical to the success of the project. ParkLane has diligently worked with all stakeholders to deliver a balanced amenity package. It has taken almost two years to arrive at a plan that would support the amenity expectations for the VFK community. The amenity package is in line with the findings of the Needs Assessment carried out by the City's consultant. ParkLane supports the amenity package and the general funding strategy as outlined in this report.

Conclusion

City Staff, the community, and ParkLane have worked very hard and have been successful in building on the vision for EFL as outlined in the Policy Statement. The results of this extraordinary effort have resulted in an extraordinary neighborhood plan. ParkLane is looking forward to working with Council, the community and City Staff during the subsequent rezonings to realize the full potential of the ODP."

FINANCIAL IMPLICATIONS

The ODP planning process included a financial assessment of the proposed development using a pro-forma analysis. This was intended to provide an assessment of the financial status of the project to inform the public amenity strategy in the ODP.

Consultants were retained to carry out this work because the City's Real Estate Services Department is in the process of selling the City-owned lands within the ODP area to the project proponents (ParkLane Homes). As a result it is not desirable for Real Estate Services to play its customary role as advisor due to the risk of perceived conflict of interest associated with negotiating amenity contributions to be imposed on the City's lands.

The pro-forma analysis provided estimates of the following:

- The value of the land under the existing industrial zoning.
- The land development costs associated with carrying out the project (site decontamination, soil stabilisation, infrastructure and servicing costs, building costs, etc).
- The construction and land dedication costs associated with providing the public amenities identified in the Community Amenity Needs Assessment (school and park site dedication, community centre construction, etc).
- The development revenues generated by the project through sale or lease of property.
- The Development Cost Levies (DCLs) and Community Amenity Contributions (CACs) accruing to the City as a result of the development.
- The value of the land following completion of the project.

Based on the findings of the pro-forma analysis, staff recommend that the public amenities in the ODP be funded through the following means:

- Revenues generated from the development by the project proponents.
- Use of all of the DCLs accruing to the City from the development for on-site public amenities.
- Additional site specific DCLs / CACs accruing to the City from the development of the 3rd party owned sites within the ODP area and from other City sources.

Staff note that the availability of these funding sources may not match the timing for delivery of the public amenities as the community is built out. Accordingly, the City may need to provide interim funding to cover temporary shortfalls so that the public amenities can be delivered concurrently with the build-up of population.

Staff will report back to Council with a more detailed strategy for the funding of public amenities, including the phasing of funding, at the time of each rezoning.

CONCLUSION

The proposed East Fraser Lands ODP has been prepared following an extensive planning process involving City staff, the EFL Committee, local community, landowners and other stakeholders, resulting in a plan that has a high level of support from all parties. Staff believe that adoption of the proposed ODP will create a foundation of planning policies and a physical plan for the site which will enable the creation of a complete and sustainable new community at EFL. The next stage of planning will involve working within the framework established by the ODP to rezone the individual sub-areas of the site, beginning with the mixed-use neighbourhood centre as phase one.

* * * *

Proposed East Fraserlands Official Development Plan

Note: A draft By-law will be prepared generally in accordance with the provisions listed below, which are subject to change and refinement prior to posting to the satisfaction of the Director of Legal Services.

BY-LAW NO. _____

**A By-law to adopt the
East Fraser Lands Development Plan
as an official development plan**

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

1. Council adopts, as an official development plan, the instrument entitled “East Fraser Lands Official Development Plan” attached to this By-law as Schedule A.
2. Schedule A forms part of this By-law.
3. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this _____ day of _____, 2006

Mayor

City Clerk

SCHEDULE A

CITY OF VANCOUVER

**EAST FRASER LANDS
OFFICIAL DEVELOPMENT PLAN**

TABLE OF CONTENTS

PREAMBLE

SECTION 1 INTERPRETATION

- 1.1 Definitions
- 1.2 Imported definitions
- 1.3 Incorporation by reference
- 1.4 Table of contents and headings
- 1.5 ODP provisions
- 1.6 Figures
- 1.7 Severability

SECTION 2 URBAN DESIGN PRINCIPLES

- 2.1 Purpose of urban design principles
- 2.2 Urban design principles
 - 2.2.1 Distinct neighbourhoods
 - 2.2.2 Land use and development intensity
 - 2.2.3 High street
 - 2.2.4 Clustered towers
 - 2.2.5 Mixed uses
 - 2.2.6 Mixture of building types and scales
 - 2.2.7 Open space network
 - 2.2.8 Continuous foreshore park
 - 2.2.9 Neighbourhood greens
 - 2.2.10 Public edges for public spaces
 - 2.2.11 High street connectivity
 - 2.2.12 Visual connections
 - 2.2.13 Views
 - 2.2.14 Hierarchy of movement
 - 2.2.15 Rail corridor
 - 2.2.16 Marine Way frontage
 - 2.2.17 Historical patterning

SECTION 3 LAND USE

- 3.1 Objectives
- 3.2 Strategy
- 3.3 Density
- 3.4 Land use conditions

- 3.5 Specific land uses
 - 3.5.1 Dwelling uses
 - 3.5.2 Retail uses and service uses
 - 3.5.3 Flex uses
 - 3.5.4 Light industrial live-work uses
 - 3.5.5 School uses
 - 3.5.6 Community facility uses
 - 3.5.7 Parks and public open spaces
 - 3.5.8 Interim land uses

SECTION 4 DEVELOPMENT PATTERNS AND PRINCIPLES

- 4.1 Purpose of development patterns and principles
- 4.2 Central neighbourhood
 - 4.2.1 Heart of EFL
 - 4.2.2 Urban scale and character
 - 4.2.3 Shops
 - 4.2.4 Community centre and child care facility
 - 4.2.5 Community facilities as anchors
 - 4.2.6 Retail frontages
 - 4.2.7 High street
 - 4.2.8 Urban open spaces and gathering areas
 - 4.2.9 Transit services
 - 4.2.10 Crescent street
 - 4.2.11 Gateway sites
 - 4.2.12 Tower forms
 - 4.2.13 Building heights
- 4.3 Western neighbourhood
 - 4.3.1 Land use and built form
 - 4.3.2 Linear park and pedestrian connection
 - 4.3.3 Configuration of rowhouses
 - 4.3.4 Building heights
- 4.4 Eastern neighbourhood
 - 4.4.1 Land use
 - 4.4.2 Organization around neighbourhood green
 - 4.4.3 Definition of open space
 - 4.4.4 Triangle site
 - 4.4.5 Building heights
- 4.5 Built form
 - 4.5.1 Richly scaled system of blocks and buildings
 - 4.5.2 Public realm definition and animation
 - 4.5.3 Park corridor massing
 - 4.5.4 Riverfront massing
 - 4.5.5 Marking of central neighbourhood
 - 4.5.6 Tower considerations
 - 4.5.7 Public realm
 - 4.5.8 Views

- 4.5.9 Parking
- 4.6 Movement
 - 4.6.1 Pedestrians
 - 4.6.2 Bikeways and greenways
 - 4.6.3 Universal design
 - 4.6.4 Transit
 - 4.6.5 Street network
 - 4.6.6 Servicing
 - 4.6.7 Parking levels
 - 4.6.8 Off-street parking

SECTION 5 SUSTAINABILITY STRATEGIES

- 5.1 Environmental sustainability
 - 5.1.1 Green buildings
 - 5.1.2 Energy
 - 5.1.3 Water
 - 5.1.4 Rain water management
 - 5.1.5 Ecology
 - 5.1.6 Solid waste and recycling
 - 5.1.7 Transportation demand management
 - 5.1.8 Light pollution
- 5.2 Social sustainability
 - 5.2.1 Diverse and affordable housing
 - 5.2.2 Education
 - 5.2.3 Health and social facilities
 - 5.2.4 Child care
 - 5.2.5 Recreation
 - 5.2.6 Urban agriculture
 - 5.2.7 Crime prevention
 - 5.2.8 Universal design
 - 5.2.9 History and continuity
 - 5.2.10 Community networks and organizations
 - 5.2.11 Community involvement
- 5.3 Economic sustainability
 - 5.3.1 Local business and job opportunities
 - 5.3.2 Construction
 - 5.3.3 Local self-reliance

SECTION 6 DEVELOPMENT PHASING

- 6.1 Introduction
- 6.2 Objectives of phasing strategy
- 6.3 Sub-areas
 - 6.3.1 Sub-area 1
 - 6.3.2 Sub-area 2
 - 6.3.3 Sub-area 3
 - 6.3.4 Sub-area 4
 - 6.3.5 Sub-area 5
 - 6.3.6 Sub-area 6

SECTION 7 FIGURES

- Figure 1: East Fraser Lands ODP Boundary
- Figure 2: Illustrative plan
- Figure 3: Sub-areas
- Figure 4: Dwelling uses
- Figure 5: Retail, service, flex and light industrial live-work uses
- Figure 6: Cultural, recreational, and school uses
- Figure 7: Parks and open space
- Figure 8: Maximum building heights
- Figure 9: Optimum building heights
- Figure 10: Public views
- Figure 11: Pedestrian routes
- Figure 12: Cycle routes
- Figure 13: Transit
- Figure 14: Street network
- Figure 15: Rain water management
- Figure 16: Foreshore concept

APPENDICES

Appendix A - Rail corridor legal descriptions

EAST FRASER LANDS OFFICIAL DEVELOPMENT PLAN

PREAMBLE

EFL description

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

EFL context

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

Policy origins

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

Policy process

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

Policy statement

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

ODP objectives

The objectives of this ODP are to:

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

SECTION 1 INTERPRETATION

Definitions

1.1 In this instrument:

“affordable housing” means dwelling units designed to be affordable to persons who make up a core need household where such persons pay more than 30% of their combined gross annual income to rent an adequate and suitable rental unit, including utilities, to meet the basic housing needs of the household at an average market rent;

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

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

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

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

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

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

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

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

“rail corridor” means the parcels of land described in Appendix A;

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

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

“river” means the Fraser River;

“sub-areas” mean sub-areas 1, 2, 3, 4, 5, and 6, as shown on Figure 3; and

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

Imported definitions

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

Incorporation by reference

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

Table of contents and headings

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

ODP provisions

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

Figures

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

Severability

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

SECTION 2 URBAN DESIGN PRINCIPLES

Purpose of urban design principles

2.1 The purpose of the urban design principles established in this Section 2 is to:

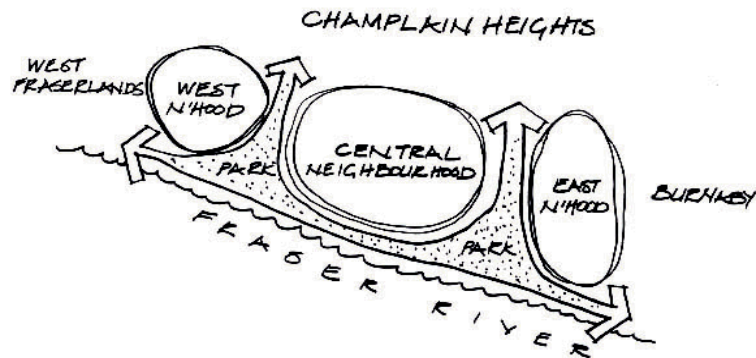
- (a) establish the overall vision of a complete, sustainable community, rooted in the site's natural characteristics and complementary to the qualities of the adjacent, existing communities; and
- (b) provide an urban design framework to govern more detailed planning and design at the various stages of development.

Urban design principles

2.2 The following major principles are to govern development:

Distinct neighbourhoods

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

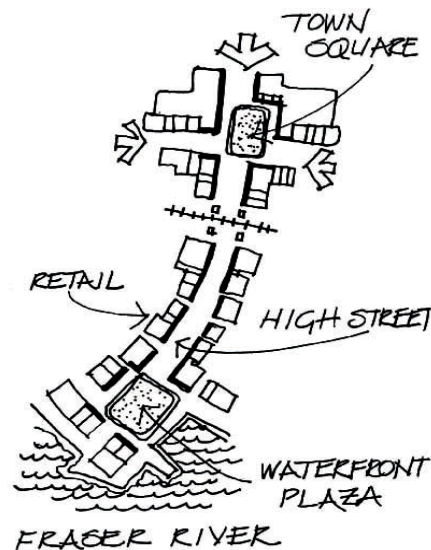


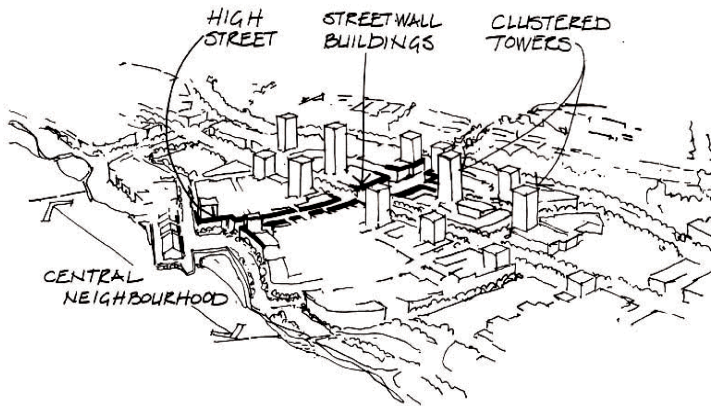
Land use and development intensity

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

High street

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



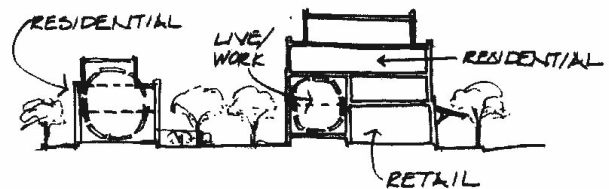


Clustered towers

2.2.4 Clustering of towers is to occur within the central neighbourhood, and street wall buildings are to define the pedestrian scale and character of the high street and town square.

Mixed uses

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

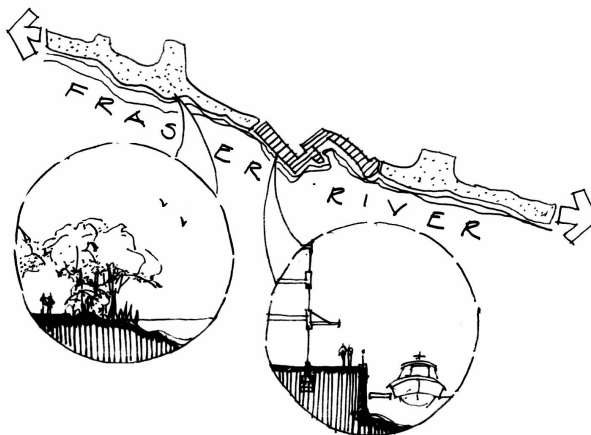
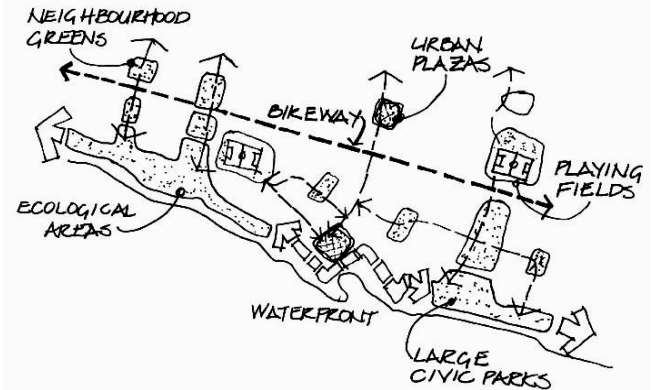


Mixture of building types and scales

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

Open space network

2.2.7 A diverse and connected open space network is to include urban plazas, large civic parks with areas for informal recreation, active playing fields, ecological areas, greenways, and neighbourhood greens.

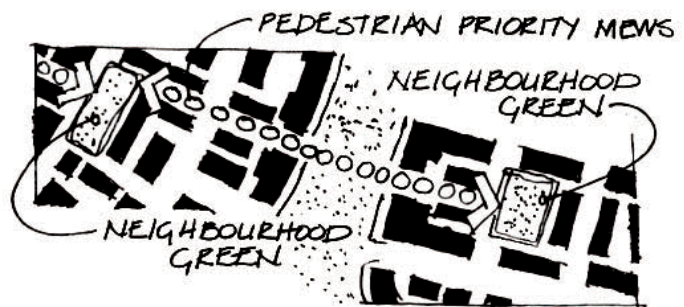


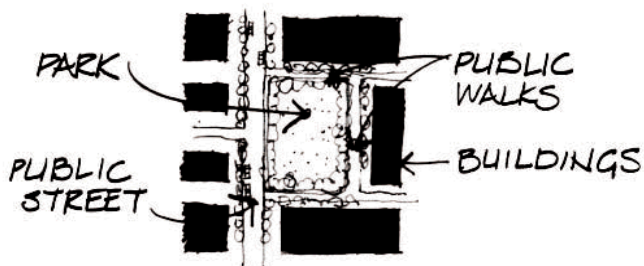
Continuous foreshore park

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

Neighbourhood greens

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



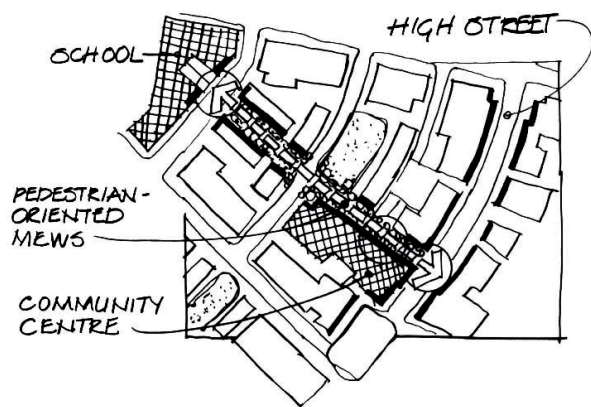
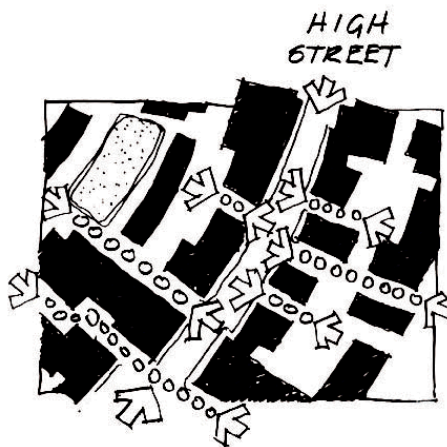


Public edges for public spaces

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

High street connectivity

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

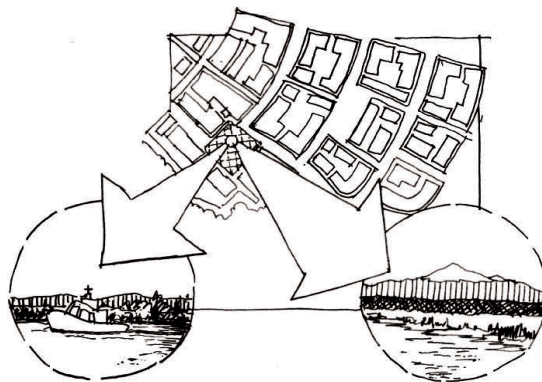


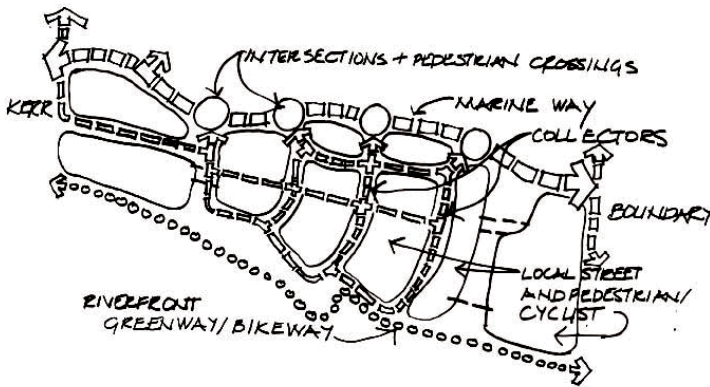
Visual connections

2.2.12 A pedestrian-oriented mews is to visually connect the community centre and elementary school to each other and to the high street.

Views

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



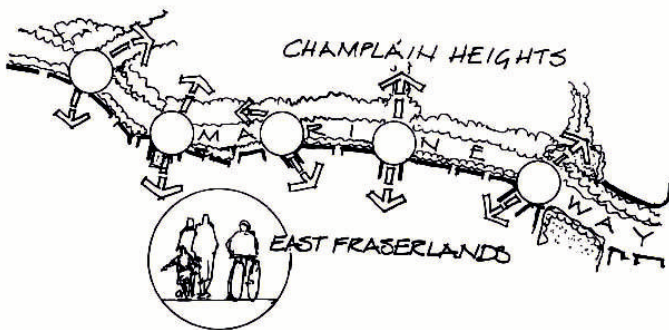
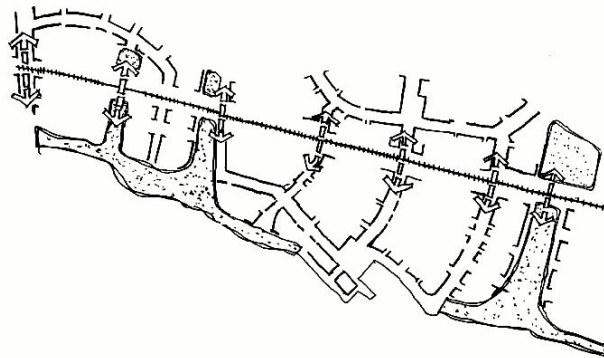


Hierarchy of movement

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

Rail corridor

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

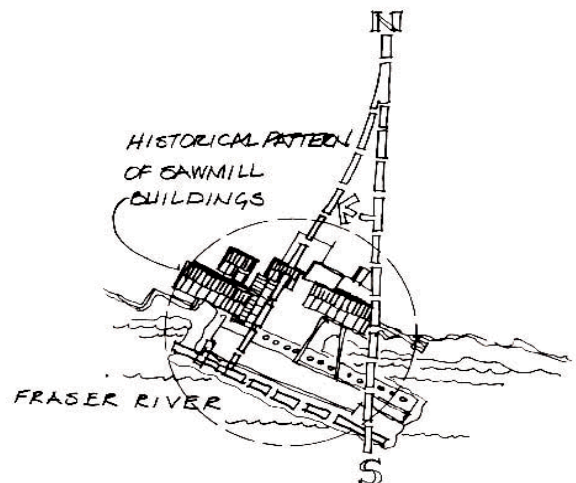


Marine Way frontage

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

Historical patterning

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



SECTION 3 LAND USE

Objectives

3.1 The major land use objectives of this ODP are to:

- (a) effect a change from largely vacant, brownfield land into a walkable, sustainable, mixed use community; and
- (b) create a complete community with diverse housing choices, and supporting uses and amenities, that enable residents to live, work, learn, shop, and play within EFL.

Strategy

3.2 Figures 4, 5, 6, and 7 illustrate the overall land use strategy for EFL, and Figure 3 identifies the sub-areas which this ODP is to include.

Density

3.3 The floor area for all uses developed after the date of enactment of this By-law, except public cultural, recreational, and institutional uses, is not to exceed 719 650 m².

Land use conditions

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

Specific land uses

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

Dwelling uses

3.5.1 Dwelling uses are permissible only in the sub-areas, and:

- (a) they are to include a diverse housing mix to provide for a range of needs;
- (b) the total floor area for dwelling uses in all sub-areas is not to exceed 671 400 m²;
- (c) at least 20% of the dwelling units are to be available for affordable housing;
- (d) integration of sites for market housing and affordable housing is to be encouraged throughout the sub-areas;

- (e) at least 35% of the dwelling units are to be suitable for families with children, in accordance with the Guidelines for High-Density Housing for Families with Children adopted by Council on March 24 1992;
- (f) at least 50% of the affordable housing units are to be suitable for families with children, included as part of the overall family housing requirement;
- (g) the city encourages housing forms designed with the flexibility to incorporate a defined area for potential rental accommodation within a single dwelling unit, in order to contribute to a wider range of housing options available to low and middle income households and to accommodate households at different stages of the lifecycle; and
- (h) the residential floor area allowances set out in this section are to be subject to review, at the time of each re-zoning, with regard to accomplishing urban design objectives, considerations of liveability for different housing types, and compatibility with adjacent development and the public realm.

Retail uses and service uses

3.5.2 Retail uses and service uses are permissible only in sub-area 1 as part of the mixed use central neighbourhood, and:

- (a) priorities are to include a balanced mix of store types and sizes, and to provide for the daily retail and service needs of nearby residents;
- (b) the total floor area for retail uses and service uses is not to exceed 23 350 m²;
- (c) retail uses and service uses are to include:
 - (i) one anchor grocery store having a floor area not to exceed 3 700 m²,
 - (ii) one other anchor store, separated from the grocery store by a public street, having a floor area not to exceed 2 350 m²,
 - (iii) medium-sized stores, each to consist of approximately 930 m² to 1 500 m², having a total floor area not to exceed 5 600 m², the design and location of which are to support an active high street,
 - (iv) a range of small stores, and
 - (v) pubs, cafés, food services, and restaurants;
- (d) at the time of each re-zoning, if assessment of urban design objectives for the high street, and the impact of retail uses on the viability of other retail areas in Victoria-Fraserview/Killarney, justify an increase in floor area, Council may consider such an increase, not to exceed 10%, for any use set out in subsection (c)(ii), (iii), (iv), or (v);

- (e) large format ('big box') stores and casinos are not permissible uses;
- (f) as indicated on Figure 5, the concentration of retail uses and service uses is to occur at ground floor level in mixed use buildings along the high street, central portion of the crescent street and facing the town square and waterfront plaza;
- (g) the design of the anchor stores, including entrance locations, and their location at the intersection of the high street and crescent street are to support viable retail and an active high street;
- (h) retail uses and service uses, and their parking lots, fronting on or accessed directly from Marine Way are not permissible;
- (i) access to office and other non-retail uses from Marine Way is permissible; and
- (j) except that small, convenience retail stores are permissible in sub-areas 2, 3, and 4, subject to considerations of scale and location at the time of each re-zoning.

Flex uses

3.5.3 As indicated on Figure 5, flex uses are permissible only in the areas adjoining the crescent street and Marine Way in the central neighbourhood in sub-areas 1 and 2, and:

- (a) the intent of allowing flex uses in sub-areas 1 and 2 is to create an active, viable, locally-oriented neighbourhood centre;
- (b) flex uses are to include:
 - (i) office uses including a health care facility,
 - (ii) live-work use,
 - (iii) institutional uses,
 - (iv) dwelling uses,
 - (v) manufacturing, service, transportation, storage, or wholesale uses that are compatible with dwelling uses and are expressly set out in each re-zoning by-law; and
 - (vi) retail use, which is an accessory use to a principal use listed in this subsection (b), and is in the same building as the principal use;
- (c) the total floor area for flex uses, except institutional uses, is not to exceed 24 900 m²;
- (d) the floor area for office uses is not to exceed 12 400 m²;

- (e) for the purpose of establishing public amenity requirements within EFL, the present assumption is that the residential and live-work components of flex uses are to be no greater than 16 500 m² but if, at the time of the sub-area 2 re-zoning, such components are greater or smaller than 16 500 m², the public amenity requirements are to undergo adjustment; and
- (f) a review of the size and location of proposed flex uses is to occur at the time of each re-zoning to minimize adverse impacts on dwelling and other uses.

Light industrial live-work uses

3.5.4 In order to facilitate a gradual land use transition between Burnaby Business Park and EFL, light industrial live-work uses, being dwelling units combined with manufacturing, service, transportation, storage, or wholesale uses that are compatible with dwelling uses, are permissible but only in that part of sub-area 4 adjacent to Boundary Road south of the rail corridor as indicated on Figure 5.

School uses

3.5.5 The sub-areas are to include:

- (a) a K-7 elementary school site of at least 0.44 hectares to accommodate the school buildings and grounds, and ancillary functions, except the playing field, located in sub-area 2, as indicated on Figure 6; and
- (b) a secondary school site of at least 0.57 hectares to accommodate the school buildings and grounds, and ancillary functions, except the playing field, located in sub-area 4, as indicated on Figure 6, and except that if, at the time of re-zoning, a review, that includes reference to the Vancouver School Board strategy for the provision of schools in the Victoria-Fraserview/Killarney area as a whole, determines that a school is not necessary, the site is to be available for affordable housing.

Community facility uses

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

- (a) are to include:
 - (i) a community centre having a floor area of at least 2 790 m²,
 - (ii) three child care facilities, each consisting of 69 spaces and having an indoor floor area of at least 764 m² and an outdoor floor area of at least 615 m², that comply with the Childcare Design Guidelines adopted by Council on February 4, 2003,
 - (iii) one child care facility consisting of 49 spaces and having an indoor floor area of at least 555 m² and an outdoor floor area of at least 475 m²,

that complies with the Childcare Design Guidelines adopted by Council on February 4, 2003, and

- (iv) two out-of-school child care centres, each consisting of 125 spaces;
- (b) the city encourages family child care centres, especially those located within affordable housing designed for families;
- (c) development will make a financial contribution to Vancouver Public Library for off-site improvements to library services based on the City's major project standard public amenity requirements;
- (d) Figure 6 indicates general locations for community facilities;
- (e) the applicable re-zonings are to identify specific locations for such community facilities; and
- (f) community facilities, secured to the city's satisfaction for public use and benefit, are to be exempt from the calculation of floor space ratio and site coverage to the extent set out in each re-zoning by-law.

Parks and public open spaces

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

- (a) determination of the boundaries of parks and public open spaces is to occur at the time of each applicable re-zoning;
- (b) the calculation of park areas is to include areas occupied by the riverfront greenway and bikeway, constructed inland tidal channels, public piers, the community centre, and the two regulation-sized playing fields;
- (c) the calculation of park areas is to exclude foreshore lands below the high water mark, except for the channels referred to in subsection (b), school buildings and grounds, boating docks, private residential courtyards, the rail corridor, streets, landscape setbacks, including the Marine Way landscape buffer, and land required to provide access, egress or servicing to non-park related buildings;
- (d) the kinross park corridor is to include:
 - (i) a watercourse for rain water remediation and habitat creation,
 - (ii) native landscape planting to provide an ecological greenway between the river and Everett Crowley Park via Kinross Ravine Park,
 - (iii) a created freshwater wetland with a surface area of at least 1 300 m²,

- (iv) a seasonal biofiltration area, and
 - (v) a sanctuary island reserved for wildlife habitat associated with a tidal channel at the foreshore;
- (e) the avalon park corridor is to include:
 - (i) a watercourse for rain water remediation and habitat creation linked to rain water from Marine Way and run-off from the Avalon Ponds in Everett Crowley Park, flowing along the west side of the playing field, through the park, and into the river,
 - (ii) an accessible island for human recreation with a tidal channel at the foreshore,
 - (iii) a regulation sized, lit, artificial playing field, including a freestanding field house, adjacent to the secondary school site, east of the watercourse, and
- (f) the area adjacent to the elementary school site is to include a regulation sized, turf playing field;
- (g) the minimum area for neighbourhood greens is to be 1 000 m²;
- (h) the width of foreshore parks, including a separated greenway and bikeway, is to be at least 15 metres;
- (i) the waterfront greenway and bikeway corridor must be wide enough to ensure functionality, especially through the central neighbourhood; and
- (j) apart from the requirements of subsections (d), (e), (f), (g) and (h), the design and programming of parks is to occur at the time of each applicable re-zoning.

Interim land uses

3.5.8 As development is to occur over many years, interim land uses that are compatible with adjacent development, that are easily removable and of low intensity or low in capital development, that do not result in a risk to the public from contaminated soils, and that are subject to development permits limited to three years may be permissible in the sub-areas.

SECTION 4 DEVELOPMENT PATTERNS AND PRINCIPLES

Purpose of development patterns and principles

4.1 This Section 4 outlines broad development patterns and principles for EFL and for each neighbourhood in EFL that are to provide a general framework for more detailed planning and

the creation of sub-area specific design guidelines at the time of each re-zoning. Figures 8 and 9 indicate maximum and optimum building heights respectively.

Central neighbourhood

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

Heart of EFL

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

Urban scale and character

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

Shops

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

Community centre and child care facility

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

Community facilities as anchors

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

Retail frontages

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

High street

4.2.7 The high street:

- (a) is to encourage pedestrian activity through its design and public realm treatment;

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

Urban open spaces and gathering areas

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

Transit services

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

Crescent street

4.2.10 The crescent street:

- (a) is to include flex uses, except in those land parcels flanking the town square, which are to have retail at ground floor; and
- (b) may accommodate larger scale institutional uses provided that they contribute to the life of the street and vitality of the neighbourhood.

Gateway sites

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

Tower forms

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

Building heights

4.2.13 Buildings are to range in height from two to 24 storeys.

Western neighbourhood

4.3 West Fraserlands, the kinross park corridor, Marine Way, and the river are to bound the western neighbourhood, and:

Land use and built form

4.3.1 The western neighbourhood is to:

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

Linear park and pedestrian connection

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

Configuration of rowhouses

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

Building heights

4.3.4 Buildings are to range in height from two to seven storeys.

Eastern neighbourhood

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

Land use

4.4.1 The eastern neighbourhood is to be primarily residential in nature but includes an area of light industrial live-work uses at Boundary Road to help create a transition in land use from Burnaby Business Park.

Organization around neighbourhood green

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

Definition of open space

4.4.3 Taller buildings are to front onto the avalon park corridor to define this open space and take advantage of the views offered.

Triangle site

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

Building heights

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

Built form

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

Richly scaled system of blocks and buildings

4.5.1 With respect to blocks and buildings:

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

Public realm definition and animation

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

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

Park corridor massing

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

Riverfront massing

4.5.4 With respect to riverfront massing:

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

Marking of central neighbourhood

4.5.5 With respect to taller buildings in the central neighbourhood:

- (a) the highest density residential buildings, including the towers, are to cluster around the crescent street and high street in order to concentrate activity and support a vibrant central neighbourhood; and
- (b) residential tower heights are to range from 10 to 24 storeys to create transition and variation, and to assist in marking the heart of the central neighbourhood.

Tower considerations

4.5.6 With respect to towers:

- (a) buildings of 10 storeys or more are to be slender point towers, configured so as to minimise visual obtrusion, with floor plates above street wall and base elements generally not exceeding 605 m²;
- (b) the shaping and terracing of upper levels of towers is to be such as to improve their visual appeal;
- (c) orientation of towers is generally to follow orientation of the street onto which they front; and
- (d) the siting of towers generally is to be such as to allow the lower scale street wall building form to establish the scale and character of the immediate pedestrian environment.

Public realm

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

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

Views

4.5.8 With respect to views:

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

Parking

4.5.9 To avoid the need for large surface parking lots, parking is to be on the street, underground, or in small parking courts to the rear of street wall buildings.

Movement

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

Pedestrians

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

- (a) there is to be a wide choice of attractive and safe pedestrian routes both within the development and connecting to surrounding areas;
- (b) both sides of streets are to feature pedestrian friendly sidewalks with landscaping and trees, and adjacent development is to be able to easily overlook streets;
- (c) off-street routes are to require careful design and lighting to ensure safety, and clearly convey that they are public routes;

- (d) arrangements to secure at-grade pedestrian crossings of the rail corridor within the avalon park corridor and the linear park in the western neighbourhood are to occur at the time of each applicable re-zoning;
- (e) constructing or upgrading off-site connections is to include creating safe and comfortable pedestrian crossings of Marine Way, and improving the accessibility of upland connections to Champlain Heights and Everett Crowley Park; and
- (f) primary pedestrian connections to West Fraserlands and Burnaby are to be by way of the riverfront walkway as part of the Fraser River Greenway and along Kent Avenue North and Kent Avenue South.

Bikeways and greenways

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

- (a) the design of all streets is to safely accommodate cyclists, and determination of the measures necessary to achieve this goal is to occur at the time of each applicable re-zoning, and may include, on higher vehicle volume streets, additional roadway widths, dedicated cycle lanes as in the case of Kent Avenue bikeway and cycle crossing points;
- (b) the provision of a cycle path parallel to the riverfront walkway is to complete the missing section of the Fraser River Greenway between West Fraserlands and the Burnaby foreshore;
- (c) the development at completion is to include upgrading the Kent Avenue bikeway, an existing commuter cycle route linked to the strategic bicycle network in Vancouver and Burnaby;
- (d) in addition to the Kerr Street bicycle lanes, connections to Southeast Marine Drive from the western neighbourhood, and by way of the triangle site, are to provide improved connections for cyclists, and their planning is to occur at the time of each applicable re-zoning; and
- (e) secure bicycle parking is to be a requirement of all new development, and determining the required level of such parking is to occur at the time of each re-zoning.

Universal design

4.6.3 The design and construction of all pedestrian routes and bikeways is to incorporate universal design principles, except where topography makes this impossible, in which case development must provide alternate routes.

Transit

4.6.4 With respect to transit:

- (a) a quality public transit system is to provide residents with an attractive alternative to the automobile;
- (b) accessible, convenient, and reliable transit service is to support the residential population and community facilities, and to decrease automobile use and reliance;
- (c) introduction of new services is also to improve transit access for residents of West Fraserlands;
- (d) the road network is to enable bus services to link the development to key destinations and transit routes in the region including Downtown Vancouver, Richmond, Metrotown, New Westminster, Vancouver International Airport, SkyTrain, and Canada Line;
- (e) a review of the neighbourhood bus system as part of the 2010 Area Transit Plan is to determine the optimum combination of bus routes to serve the development, as well as residents of Victoria-Fraserview/Killarney;
- (f) as Figure 13 indicates, bus routes serving EFL are to use the northern portion of the high street, Kent Avenue North and crescent street, and, subject to review by Translink and the city, may also use portions of Kent Avenue South;
- (g) all routes are to include bus stops, and, in particular, there are to be bus stops within easy reach of the town square to provide safe, comfortable, well-overlooked waiting facilities;
- (h) the location of bus stops is to be such that all residents are within a five minute walk or 400 metres from their residences;
- (i) if EFL includes a transit route that connects to the Canada Line at Marine Drive Station and SkyTrain at New Westminster, development is to include sufficient space for a new transit stop adjacent to such transit route to accommodate this important opportunity; and
- (j) the designs of floating pier and dock structures at the waterfront plaza are to be adaptable for use by future ferry services and commercial marine uses.

Street network

4.6.5 With respect to the street network:

- (a) the design of the public street network identified on Figure 14 is to create an efficient circulation system which reflects the city's transportation priorities as

stated in section 4.6, and to distribute traffic across EFL and onto the external road network;

- (b) as Figure 14 indicates, in addition to the existing intersections at Kerr Street and Boundary Road, four new signalized intersections are to provide primary access to the development from Marine Way;
- (c) the design of such intersections is to moderate vehicle speeds on Marine Way while maintaining sufficient traffic flow on this major arterial;
- (d) left turn movements into EFL from Marine Way are to occur from dedicated left turn lanes;
- (e) the central neighbourhood portion of Marine Way is to include a planted median where appropriate;
- (f) access into EFL from Kerr Street is to be from Kent Avenue North and from a new intersection to the south of the rail corridor;
- (g) access from Boundary Road is to be from Kent Avenue North and from two new intersections south of the rail corridor;
- (h) the design of the internal road network, especially Kent Avenue North and Kent Avenue South, and at the intersections with Kerr and Boundary, is to discourage shortcutting through EFL and West Fraserlands by traffic from Marine Way and Burnaby Business Park;
- (i) the determination of appropriate measures to mitigate impacts of additional traffic arising from the development on the surrounding neighbourhoods is to occur at the time of each re-zoning;
- (j) most streets are to have two-way traffic flow with one moving lane in each direction;
- (k) development is to involve re-location of three existing vehicle crossings of the rail corridor and the creation of one new crossing;
- (l) the design of streets and intersections is to occur at the time of each re-zoning;
- (m) the city and approving officer are to determine, at the time of each subdivision, re-zoning or development permit application, as appropriate, whether to require the creation of streets by dedication or by statutory right of way, which streets are to include mews and woonerfs which are local streets with a shared surface used by pedestrians, cyclists and automobiles;
- (n) the use of on-street parking and keeping lane widths to operational minimums are to help moderate vehicle speeds;

- (o) design guidelines accompanying re-zonings are to include specific streetscape design, public realm, and traffic calming measures;
- (p) street widths, except for lanes and mews, are to range from 18 to 22 metres, and determination of precise widths is to occur at the time of each re-zoning;
- (q) each re-zoning and subdivision is to give consideration to creating streets that are less than 20 metres or more than 22 metres wide in order to achieve urban design goals, so long as those streets also meet the neighbourhood objectives of providing a comfortable pedestrian environment, cycle, transit and private vehicle safety and accessibility, street landscaping and trees, utilities and services infrastructure, and opportunities for at-grade rain water management.

Servicing

4.6.6 Each re-zoning is to include a detailed loading strategy that focuses particular attention on appropriate loading requirements for retail, commercial, community, and higher density dwelling uses.

Parking levels

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

Off-street parking

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

SECTION 5 SUSTAINABILITY STRATEGIES

Environmental sustainability

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

Green buildings

5.1.1 With respect to all buildings:

- (a) they are to comply with the strategy for green buildings which is to set a minimum baseline of environmental performance in all facets of building design and performance and is to be a required component of each re-zoning;

- (b) the purpose of the strategy for green buildings is to improve each building's energy performance, water efficiency, rain water management and indoor environmental quality; and
- (c) the city is to review and update the strategy for green buildings at each rezoning to reflect advancements in city building and zoning by-laws, market strategies, and available technologies with respect to green buildings.

Energy

5.1.2 Efficient use of energy is to be a key design consideration for all buildings, and:

- (a) all buildings are to meet or exceed the Natural Resources Canada Commercial Building Incentive Program requirements for Part 3, concrete buildings and R-2000 verification for Part 9, wood frame buildings;
- (b) the strategy for achieving energy efficiency in buildings is to explore the following inter-related design approaches:
 - (i) conservation strategies such as building orientation and configuration to maximize solar access, balanced day lighting and natural ventilation, efficient building envelopes and windows, energy unit metering, smart user controls, and Energy Star equipment and appliances,
 - (ii) core system strategies such as heat pumps, hydronic slab heating systems, passive solar design, thermal storage, and building mass, and
 - (iii) the exploration of potential on-site heat and electricity source and system strategies such as solar hot water, passive solar gain and photovoltaics;
- (c) subject to investigation of technical feasibility and financial viability at the time of the sub-area 1 re-zoning, the implementation of a community-wide heat source and system strategy such as ground source, bio-mass, sanitary sewer heat recovery, solar hot water, and waste heat recovery is to occur.

Water

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

- (a) development of a water balance model is to be the basis for the creation of a conservation strategy for EFL's rain water and potable water systems to minimize the use of potable water from the municipal supply and manage all rain water on site;
- (b) where irrigation is necessary, methods are to include rain water collection and high-efficiency drip irrigation;

- (c) there is to be encouragement for native and drought tolerant planting;
- (d) where practical, toilets and water features are to use rain water or other non-potable alternatives; and
- (e) water conservation strategies for buildings are to include Energy Star appliances, dual flush toilets, and low-flow aerators for sinks and showerheads.

Rain water management

5.1.4 Figure 15 illustrates the rain water management strategy, which is to adhere to the following:

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

Ecology

5.1.5 Ecological strategies for the creation and enhancement of wildlife habitat to support bio-diversity are to be a condition of each re-zoning, and are to include:

- (a) introduction of watercourses for rain water management and habitat creation within the kinross park corridor and avalon park corridor;
- (b) creation of a freshwater wetland and biofiltration area in association with other riparian habitat enhancements adjacent to the foreshore between the kinross park corridor and Kerr Street;
- (c) restoration and enhancement of fish and wildlife habitat along the river's foreshore through the introduction of intertidal marshes and mudflats, native riparian landscape planting, and a wildlife sanctuary island, as illustrated on Figure 16;
- (d) native landscape planting within the kinross park corridor to provide an ecological connection between the river and Everett Crowley Park by way of Kinross Ravine Park; and

- (e) landscape design and planting to enhance opportunities for bird species to forage.

Solid waste and recycling

5.1.6 Each re-zoning is to include opportunities regarding:

- (a) the separation, collection, and storage of garbage, organics, and recyclable materials;
- (b) on-site organic composting for landscaping needs; and
- (c) the management of construction and demolition waste to ensure at least a 75% diversion from landfills.

Transportation demand management

5.1.7 Each re-zoning is to include the:

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

Light pollution

5.1.8 Lighting for buildings, signage, and the public realm is to minimize light pollution impacts on new or existing residential properties and habitat areas.

Social sustainability

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

Diverse and affordable housing

5.2.1 In the development of the EFL:

- (a) affordable housing is to comprise at least 20% of the dwelling units, and units suitable for families with children are to comprise at least 35% of the dwelling units; and

- (b) while there are no specific requirements for provision of housing for other households, the objective is to achieve a balanced household mix by accommodating a full range of age and social groups, and household types and needs with particular emphasis on housing suitable for seniors.

Education

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

Health and social facilities

5.2.3 Development is to provide opportunities for health care clinics, primary health care access centres, family practices, assisted living, and other social facilities.

Child care

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

Recreation

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

Urban agriculture

5.2.6 With respect to urban agriculture:

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

Crime prevention

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

Universal design

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

History and continuity

5.2.9 Where appropriate, the design of buildings, the public realm, and public art features are to celebrate EFL's history as a significant industrial mill site, as well as its earlier human history; and the public art strategy is to explore opportunities to re-use the remaining artifacts from the mill operation.

Community networks and organizations

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

Community involvement

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

Economic sustainability

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

Local business and job opportunities

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

Construction

5.3.2 Construction of the development is to provide a host of employment and skills training opportunities.

Local self-reliance

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

SECTION 6 DEVELOPMENT PHASING

Introduction

6.1 The six sub-areas, each of which is subject to re-zoning, indicate the planned phasing of development.

Objectives of phasing strategy

6.2 The principal objectives underpinning the phasing strategy are to:

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

Sub-areas

6.3 Each sub-area is to include the following uses and restrictions on use:

Sub-area 1

6.3.1 Sub-area 1 is to include:

- (a) approximate 233 800 m² of residential floor area,
- (b) no more than 23 350 m² of retail floor area,
- (c) no more than 4 550 m² of flex use floor area,
- (d) at least 2.9 hectares of park and public open space,
- (e) a community centre of at least 2 790 m², and

- (f) a 69 space child care facility located with the community centre.

Sub-area 2

6.3.2 Sub-area 2 is to include:

- (a) approximate 194 000 m² of residential floor area,
- (b) no more than 20 350 m² of flex use floor area,
- (c) small, convenience retail stores,
- (d) at least 4.5 hectares of park and public open space, including the lit artificial field,
- (e) an elementary school site of at least 0.44 hectares, and
- (f) a 69 space child care facility located with the elementary school.

Sub-area 3

6.3.3 Sub-area 3 is to include:

- (a) approximate 96 500 m² of residential floor area,
- (b) small, convenience retail stores,
- (c) at least 2.2 hectares of park and public open space, and
- (d) a 69 space child care facility.

Sub-area 4

6.3.4 Sub-area 4 is to include:

- (a) approximate 105 700 m² of residential and light industrial live-work floor area,
- (b) small, convenience retail stores,
- (c) at least 0.6 hectares of park and public open space,
- (d) a secondary school site of at least 0.57 hectares, and
- (e) a 49 space child care facility.

Sub-area 5

6.3.5 Sub-area 5 is to include no more than 17 850 m² of residential floor area.

Sub-area 6

6.3.6 Sub-area 6 is to include no more than 23 550 m² of residential floor area.

SECTION 7
FIGURES

Figure 1: East Fraser Lands ODP Boundary

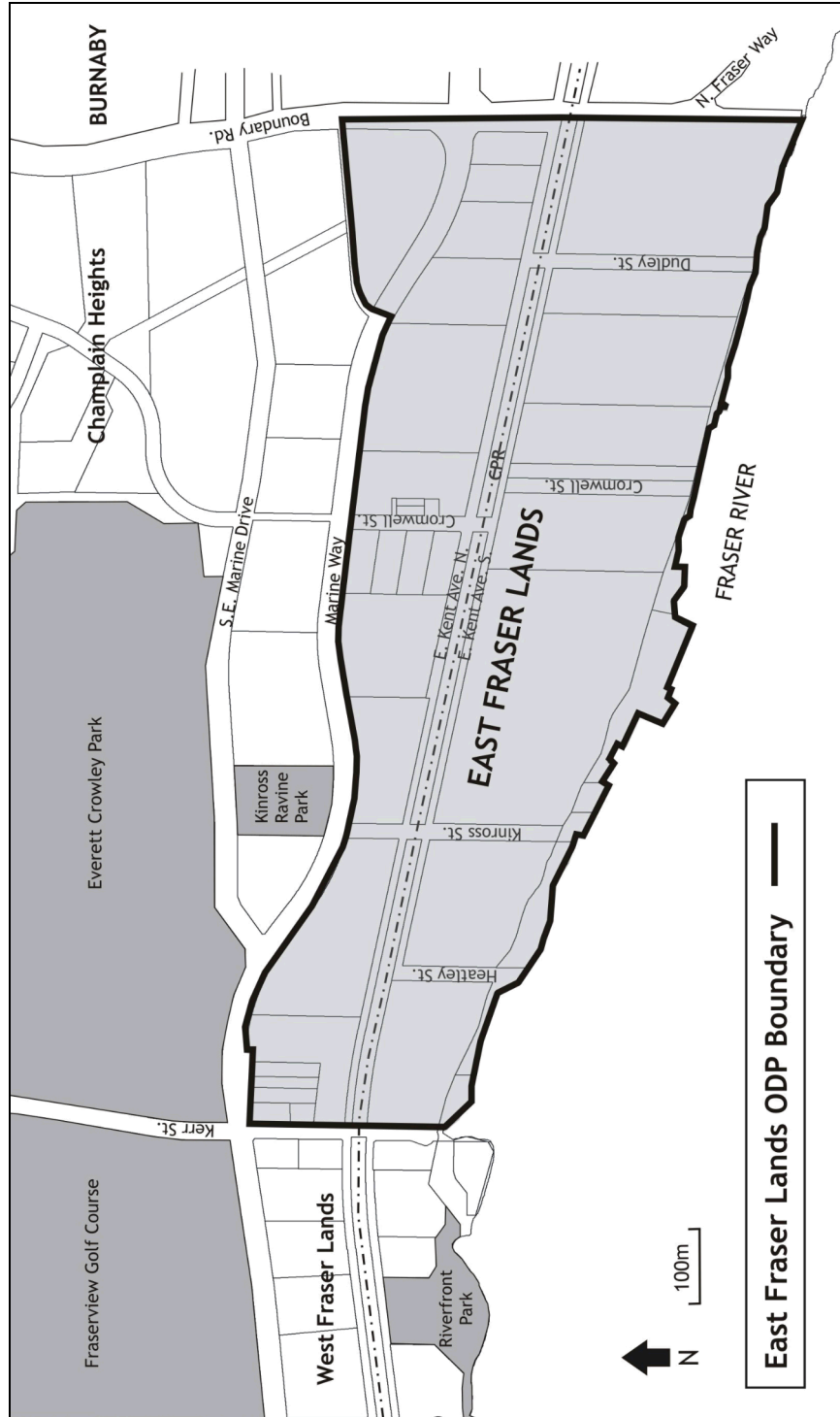


Figure 2: Illustrative plan



Figure 3: Sub-areas



Figure 4: Dwelling uses



#99752v5



Figure 6: Cultural, recreational, and school uses

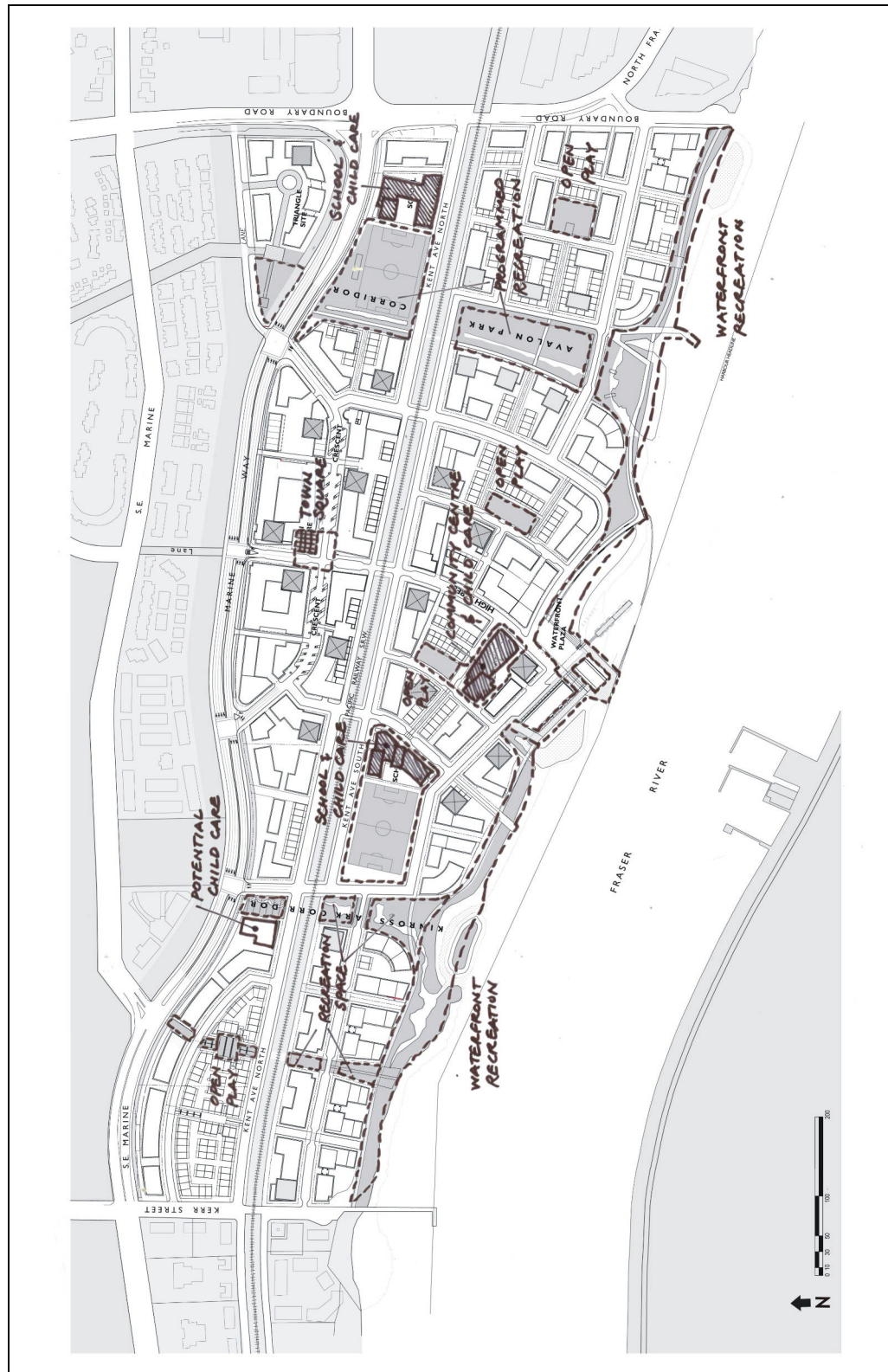
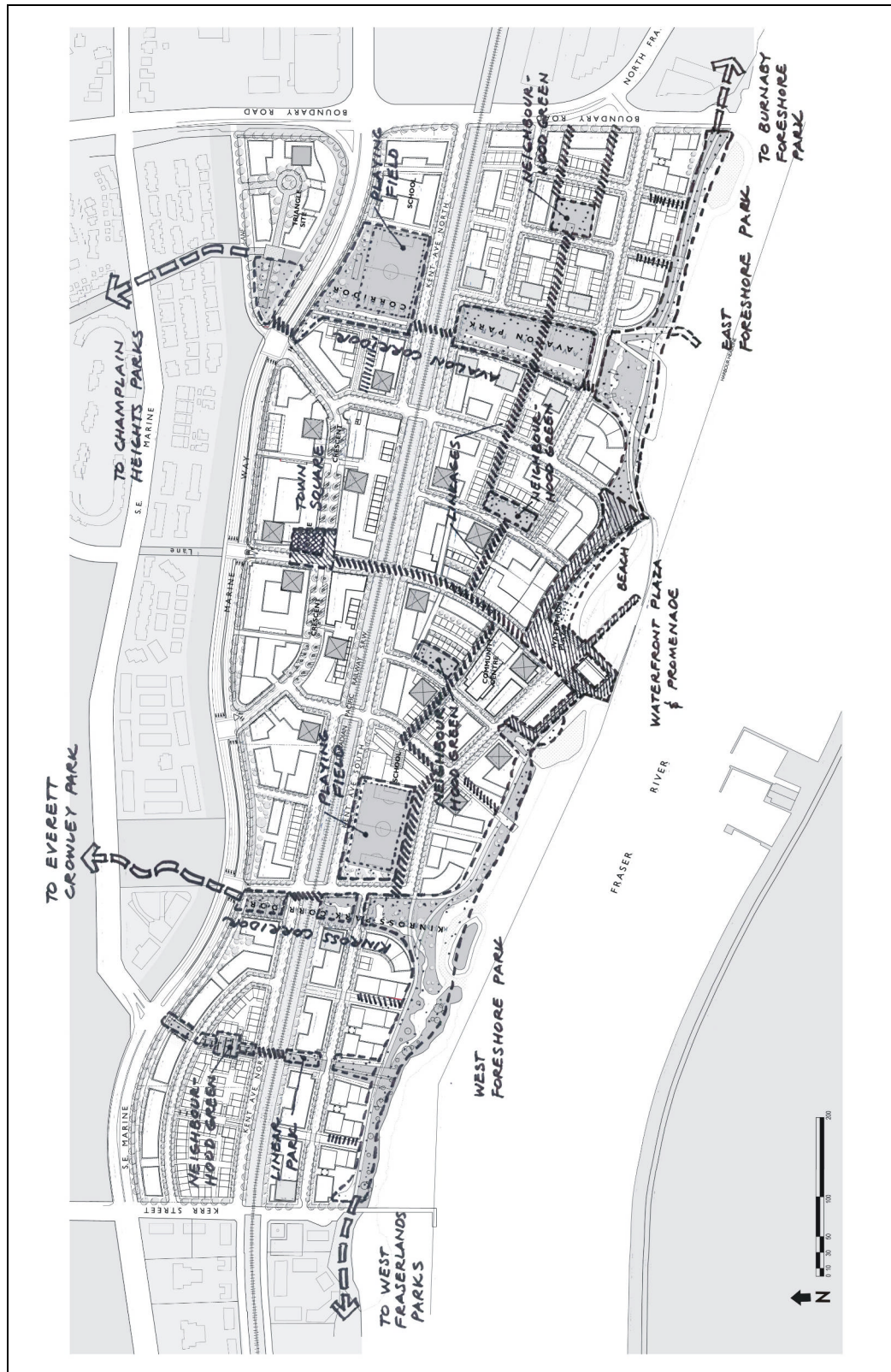


Figure 7: Parks and open space



#99752v5



Figure 9: Optimum building heights

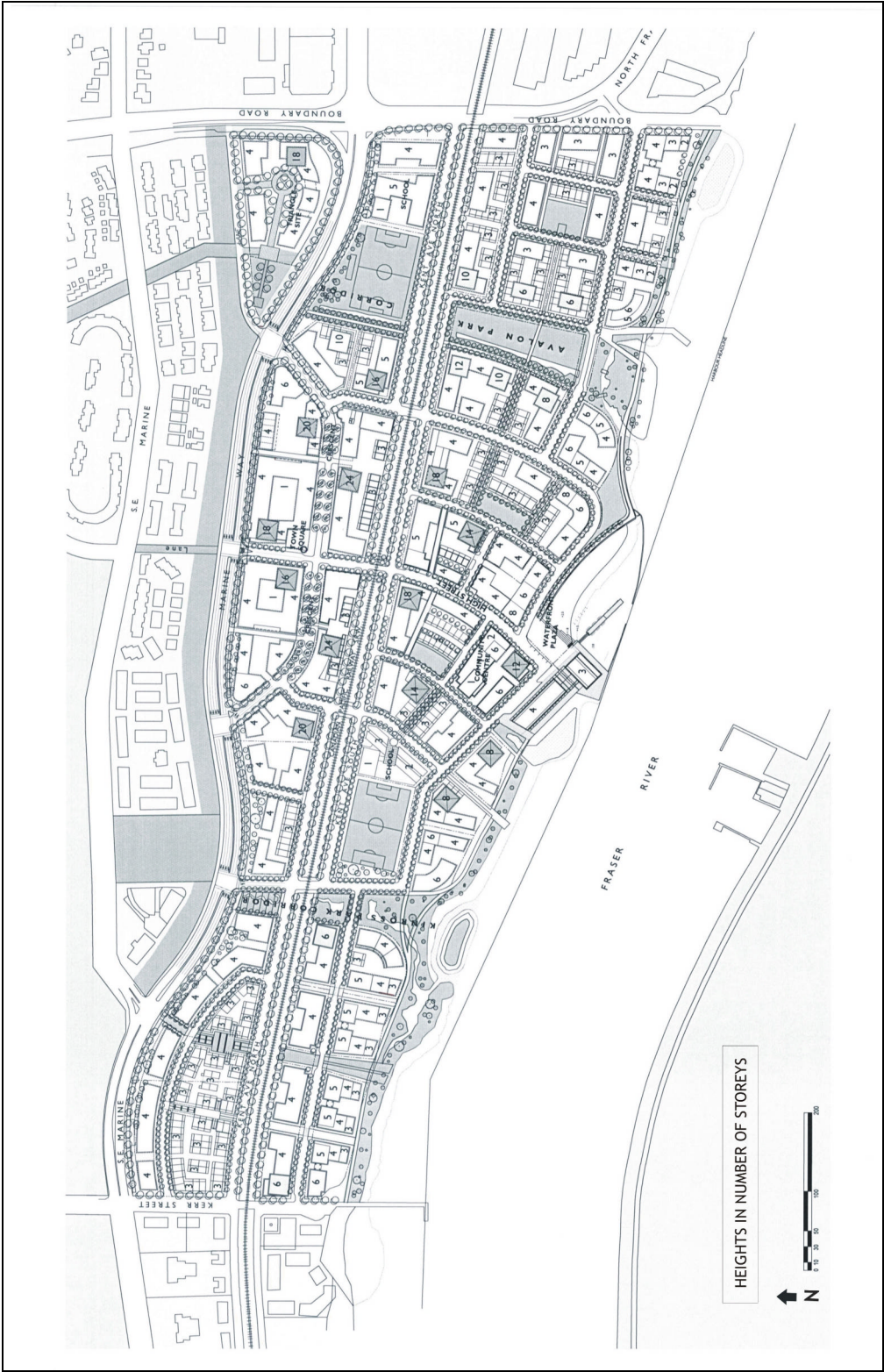


Figure 10: Public views



Figure 11: Pedestrian routes



Figure 12: Cycle routes



Figure 13: Transit

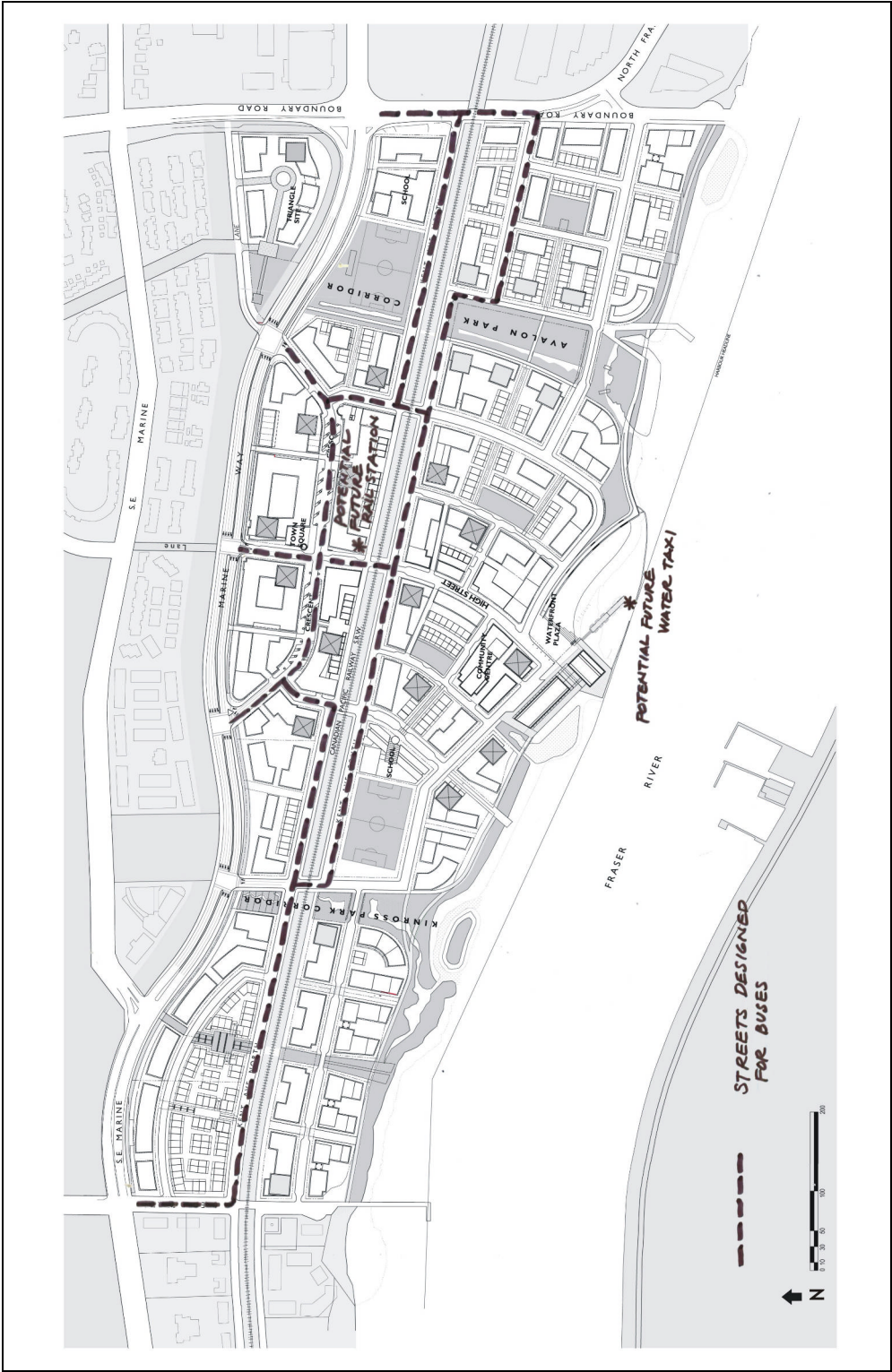


Figure 14: Street Network



#99752v5



#99752v5



APPENDIX A

RAIL CORRIDOR LEGAL DESCRIPTIONS

Parcel Identifier: 024-297-429

Lot 61A Explanatory Plan 6270 Blocks 24 to 29 District Lot 331 Group 1 New Westminster District Plan 1477

Parcel Identifier: 024-297-470

Lot 61B Explanatory Plan 6270 Blocks 24 to 29 District Lot 331 Group 1 New Westminster District Plan 1477

Parcel Identifier: 015-305-015

That part of Block 8 shown as Right of Way on Explanatory Plan 5938 District Lot 330 Plan 455

Parcel Identifier: 015-304-507

That part of Block 9 shown coloured in red on Reference Plan 20 District Lots 330 and 331 Plan 455

Parcel Identifier: 015-304-523

That part of Block 10 shown coloured in red on Reference Plan 20 District Lots 330 and 331 Plan 455

Parcel Identifier: 015-304-574

That part of Block 17 shown coloured in red on Reference Plan 20 District Lots 330 and 331 Plan 455

Parcel Identifier: 015-304-647

That part of Block 18 shown coloured in red on Reference Plan 20 District Lots 330 and 331 Plan 455