

Refers Item 6.  
Public Hearing of January 19, 2010

## MEMORANDUM

January 18, 2010

TO: Mayor Robertson and Councillors

CC: P. Ballem, City Manager  
S. Johnston, Deputy City Manager  
M. Coulsen, Acting City Clerk  
D. McLellan, General Manager of Community Services  
B. Toderian, Director of Planning  
K. Munro, Assistant Director of Current Planning  
M. Shillito, Senior Planner, Major Projects, Current Planning  
M. Flanigan, Director, Real Estate Services  
T. Timm, General Manager of Engineering Services  
P. Kuran, Acting General Manager of Park Board  
F. Connell, Director of Legal Services

FROM: K. Robinson, Project Planner, Major Projects, Current Planning

SUBJECT: **East Fraser Lands Area 2 and Kerr Street Properties Rezoning**

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This memo provides three recommendations and additional background information requested by Council relating to the East Fraser Lands Area 2 and Kerr Street Properties policy report titled "East Fraser Lands Area 2 and Kerr Street Properties Rezoning", dated December 1, 2009 (the "Policy Report"):

- Item A responds to a request from Councillor Louie at the December 15, 2009 referral meeting, to provide an additional recommendation relating to development phasing.
- Item B is a correction of the draft bylaws for Area 2 North, Area 2 South and Kerr Street Properties related to visitor parking.
- Item C lists minor clarifications and corrections to the East Fraser Lands Area 2 and Kerr Street Properties Design Guidelines (the complete revised document is available online at [www.vancouver.ca/eastfraserlands](http://www.vancouver.ca/eastfraserlands)).
- Item D provides additional information relating to a series of questions asked by Council at the December 15, 2009 referral meeting.

## **ITEM A. - EFL DEVELOPMENT PHASING**

### ***RECOMMENDATION***

THAT following development of the first 60 000 m<sup>2</sup> of residential floor area in EFL, Council direct staff to undertake financial analysis and report to Council on the economic viability of commencing development of the high street and crescent street in Area 1, with the intent of expediting delivery of the retail uses, service uses, and community facilities contained therein to serve the emerging residential population as early as possible.

### ***DISCUSSION***

At the December 15th referral meeting, Councillor Louie requested that staff recommend a mechanism requiring the phasing of development to be reviewed part way through construction of Area 2, with the intention of expediting delivery of the shops, services and community facilities in Area 1. The above recommendation would require staff to undertake financial analysis and report to Council on the economic viability of commencing development in Area 1. This report to Council would be required after the first 60 000 m<sup>2</sup> of residential development, which equates to approximately three year's worth of completed development.

## **ITEM B. - BY-LAWS - REVISIONS FOR VISITOR PARKING**

### ***RECOMMENDATION***

THAT Appendix I (Kerr Street Properties draft by-law), Appendix K (Area 2 North draft by-law) and Appendix M (Area 2 South draft by-law) to the Policy Report be revised as follows:

- in section 7 (c) (ii), of each by-law, strike out "10%" and substitute "20%".

### ***DISCUSSION***

Staff intended that the maximum number of visitor parking spaces be equal to 20% of the dwelling units but inadvertently showed 10% in the appendices to the report. The posted by-laws show the correct percentage.

## **ITEM C. - EFL AREA 2 & KERR STREET PROPERTIES DESIGN GUIDELINES - REVISIONS**

### ***RECOMMENDATION***

THAT the East Fraser Lands Area 2 and Kerr Street Properties Design Guidelines, as presented in Appendix P of the Policy Report be amended by substituting the following pages with the replacements attached to this memo:

- Page 23 - Kinross Park North - Bullet 3 - replaced with: 'accommodates a rainwater feature';
- Page 25 - Kinross Park South - bullet 2 - replaced with: 'rainwater feature connecting to a perched wetland provides for rainwater biofiltration, aquatic and riparian habitats and a naturalized park setting';
- Page 35 - 4th paragraph - replaced with: 'Kent Avenue North is a commuter route which runs east-west through the centre of the site.' (delete remainder);

- Page 49 - 2nd paragraph - deleted sentence: 'Bikes are accommodated on the north side of the rail line by on-street bike lanes predominantly serving commuter cyclists.'
- Page 62 - revised sections VV and WW to show SRW dimensions;
- Page 65 - revised sections XX and YY to show SRW and Dedication dimensions;
- Deleted SRW dimensions on pages 143, 163, 165, 169, 171, 173, 175 (adjacent to mews only), 181, 183, and 185 and provided setback dimensions from property line. Except for:
  - SRWs adjacent to parks on Parcels 8B and 11, and
  - SRW on Parcel 2/4;
- Page 147 - deleted row of townhouses shown adjacent to Area 4 and revise SRW to west of neighbourhood park to match page 148;
- Page 179 - Additional Parcel Characteristics - 2nd bullet - replaced 'sf' with 'sm'
- Page 205 - 4.0 Lighting - revised with references to development parcels (rather than public realm).

## **DISCUSSION**

The above revisions do not reflect a change in guideline intent. They are proposed to improve the clarity of the document and address factual errors that were missed in previous edits. The correct versions are attached. They will also be contained in the final version of the design guidelines available on the City's website or in future print versions.

## **ITEM D. - ADDITIONAL INFORMATION**

At the referral meeting on December 15, 2009 Council requested further information relating to the following questions:

*1. A financial analysis update was done for Area 2 but there is no indication that a social analysis of the impact of increased population on existing amenities, particularly the existing community centres, schools, social services, rink and swimming pool for example, was completed. Is there any information on the social impact of the project?*

During the preparation of the East Fraser Lands Official Development Plan (EFL ODP), a review of all of the existing community facilities in Victoria-Fraserview/Killarney (VFK) including West Fraserlands, and an assessment of the additional amenity needs generated by the new population at EFL were undertaken. These studies were critical to informing the amenity package established in the ODP. While the timing and ordering of provision of the amenities is affected by the proposed change to the development phasing, all of the amenities included in the ODP are still planned to be delivered as part of the EFL development as a whole.

*2. How is the project different from West Fraserlands?*

West Fraserlands is entirely residential. It includes park space and affordable housing but no retail or indoor community facilities - e.g. daycare, school, community centre, neighbourhood house. The existing zoning allows for an elementary school annex (K-grade 3) and the three properties to the west of Kerr Street are zoned for commercial/retail, however these sites remain undeveloped.

EFL is planned as a complete community with a range of public amenities including: 10.2 ha park, four child care facilities (three 69-space and one 49-space), elementary and secondary school sites, out-of-school childcare spaces, a 2 790 m<sup>2</sup> (30,000 sq. ft.) community centre, 20% of units for affordable housing, a financial contribution to local libraries, and public art. There are also supporting uses and services including 23 350 m<sup>2</sup> (250,000 sq. ft.) of retail (grocery store, drug store and a range of small stores) and a range of other uses including institutional, office, and live-work. EFL is also planned to be environmentally sustainable and includes green buildings, bike and pedestrian pathways, transit, songbird habitat, foreshore restoration and rainwater management initiatives.

The proposed Area 2 and Kerr Street Properties rezonings are primarily residential but include two childcare facilities, 80 out-of-school spaces, 4.2 hectares of park, an elementary school site, and 930 m<sup>2</sup> (10,000 sq. ft.) of retail/commercial services.

*3. How many new residents are projected for ODP Area 2 and the Kerr Street Properties? What is the current residential Floor Space Ratio for West Fraser Lands and how does that compare with Area 1 of East Fraser Lands?*

The population projections are as follows:

- EFL ODP area - 12,800
- EFL Area 1 - 5,900
- EFL Area 2 and the Kerr Street Properties - 3,025
- West Fraserlands (2006 census data) - 3,350.

The Floor Space Ratios (net) are as follows:

- Area 1 - 1.7 to 4.4
- Area 2 - 0.93 to 3.14
- West Fraserlands - 1.0 to 1.45.

*4. What type of retail is envisioned for the bottom of Kerr Street? How will that retail limit the need to drive out of the area for shopping?*

The proposed zoning allows for 930 m<sup>2</sup> (10,000 sq. ft.) of retail/commercial uses for the foot of Kerr Street. The zoning is flexible to allow for a range of local serving uses including a neighbourhood grocery store, restaurant/pub, and a range of other retail store types. The zoning also allows for an indoor community facility, although this is not currently required as part of the EFL amenity package and funding has not been identified.

*5. How many new car trips will occur in the area prior to the provision of retail and institutional space that was to go into Area 1?*

Full build-out of EFL Area 2 and the Kerr Street Properties prior to development of the shops and services in Area 1 will generate approximately 800 additional vehicle trips per day or an increase of 10% over what Area 2 would generate if developed following Area 1. It is anticipated that approximately 70% of the vehicle trips are to be work/educational related trips and 30% commercial/personal business trips (a vehicle trip is counted for each direction, for example going to and from work would count as two trips). The additional Area 2 and Kerr Street Properties vehicle trips will diminish over time as Area 1 is developed.

The proposed zoning allows for 930 m<sup>2</sup> (10,000 sq. ft.) of retail at the foot of Kerr Street which is planned to be local-serving and therefore should not result in a significant net increase in traffic.

To promote a more sustainable mode-share, new separated bicycle facilities on Kent Avenue North and Kerr Street are planned to connect to the existing routes and several roads will be designed to accommodate bus service. Further, car-sharing is planned for the residential buildings.

6. *The letter from the Vancouver School Board refers to a concern they have about the Day Care Centre because of the "limited site area identified for the school". Is the school site too small and will that create problems if and when the school is built?*

The size and location of the school site was determined during the ODP phase in consultation with the VSB. The ODP identifies a site of 0.44 hectares for co-location of a K-7 elementary school and 69-space childcare facility. At the time, it was anticipated that the daycare facility would be on the third level of the school.

Since approval of the ODP (2006), VSB and City staff have encountered challenges with delivery of integrated childcare and school facilities. As a result, staff recommend two stand-alone facilities. As part of the rezoning, staff have carried out studies which confirm that the site can be configured to accommodate both facilities as stand-alone buildings, however there are some compromises related to the adjacent outdoor space for the school. Detailed design will be undertaken determine the final configuration when either the school or childcare facility is ready to be delivered.

7. *There are a number of day care centres planned but what about amenities for teens and young adults? What's there for them?*

The EFL ODP area includes a full-size community centre and a range of parks and open spaces which could be programmed for youth. The parks and open spaces will be designed in consultation with the community.

Prior to the delivery of the new EFL community centre, indoor recreation would continue to be available in the existing Killarney and Champlain Heights Community Centres as well as local schools.

8. *Is there any way to increase the probability that social and affordable housing will be built on the site?*

The City's 20% affordable housing policy is dependent on housing programs funded by senior levels of government. In the absence of this funding, a flexible and pragmatic model is required to achieve the objectives of delivering affordable housing in EFL. The details are necessarily vague to allow for future opportunities that are not known at this time that may include alternative sources of funding and potential business arrangements or partnerships with governments, not-for-profits, etc. For additional details please refer to section 8 (page 14) of the referral report.

9. *Is there a way to move up the building of Area 1 prior to the completion of Area 2 (which is being built now)?*

The proposed revisions to the ODP development phasing allow for development of Area 1 to proceed at any time (including concurrently with Area 2), however the timing is likely to be contingent on improved market conditions and the developer's ability to secure financing for the mixed use, higher density development contained within Area 1.

Item A of this memo provides a recommendation that the development phasing be revisited following completion of the first 60 000 m<sup>2</sup> of residential floor area development with the intent of expediting development in Area 1.

10. *How is the delivery of community amenities in concert with residential development secured?*

Section 6 of the ODP (Development Phasing) outlines the amenities to be delivered in each Area. Prior to enactment of the zoning of an Area, legal agreements will be put in place tying the delivery of each amenity to the first occupancy of a building on a particular development parcel. For details on the delivery of amenities within Area 2, please refer to section 17 (page 22) of the referral report.

11. *How will the community continue to be involved in EFL?*

The East Fraser Lands Committee (EFLC) and the wider community will have ongoing involvement in EFL through the forthcoming stages of planning and development, including: development permits, park and community centre design, affordable housing and future Area rezonings. In addition, staff are committed to consulting with the EFLC should any substantive changes to the EFL ODP or zoning be proposed during the implementation process.

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