



## ADMINISTRATIVE REPORT

Report Date: July 10, 2018  
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Meeting Date: July 24, 2018

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design and Sustainability  
SUBJECT: Jericho Lands Policy Planning Program

### **RECOMMENDATION**

- A. THAT Council endorse a planning program to develop a Policy Statement to guide redevelopment of the Jericho Lands.
- B. THAT the staff resources and the estimated cost-recovery budget of \$2,860,000 outlined in Appendix B be approved to complete the Policy Statement; and

FURTHER THAT, consistent with the City's cost-recovery practice, Council accept a financial contribution of \$2,860,000, paid in instalments, from the project proponents, the Musqueam, Squamish and Tsleil Waututh Development Corporation and the Canada Lands Company, to fully recover the program costs.

### **REPORT SUMMARY**

The purpose of this report is to seek Council's endorsement of a program to create a Policy Statement to guide redevelopment of the Jericho Lands, a 90-acre site located in Vancouver's West Point Grey neighbourhood. The Policy Statement will establish principles, objectives and policies related to a range of topics, including: reconciliation, land use, density, height, public benefits, transportation, built form, character, sustainability, servicing infrastructure and development phasing. The Policy Statement will be presented for Council's consideration at the end of the process and, if adopted, used to inform any future rezoning of the lands.

**COUNCIL AUTHORITY/PREVIOUS DECISIONS**

- CityPlan: Directions for Vancouver (1995)
- West Point Grey Vision (2010)
- Green Buildings Policy (2010, updated 2017)
- Rezoning Policy for Sustainable Large Developments (2010, updated 2017)
- Greenest City Action Plan (2011)
- Transportation 2040 Plan (2012)
- Heritage Action Plan (2013)
- City of Vancouver Reconciliation Framework (2014)
- Urban Forest Strategy (2014)
- Renewable City Strategy (2015)
- Integrated Rainwater Management Plan and Green Infrastructure Strategy (2016)
- Healthy City Strategy Action Plan (2016)
- Zero Emissions Building Plan (2016)
- Biodiversity Strategy (2016)
- Housing Vancouver Strategy (2017)
- Affordable Housing Delivery and Financial Strategy (2018)
- Heather Lands Policy Statement (2018)
- Making Space for Arts & Culture: Cultural Infrastructure Plan Update (2018)
- Creative City Strategy (underway)
- Broadway Corridor Planning Program (upcoming)

**CITY MANAGER'S/GENERAL MANAGER'S COMMENTS**

The City Manager and the General Manager of Planning, Urban Design and Sustainability recommend approval of the foregoing.

**REPORT****Background/Context**

The Jericho Lands are bound by West 4th Avenue to the north, Highbury Street to the east, West 8th Ave/West Broadway to the south and Discovery Street/Trimble Park to the west. The site is 36-hectares (90-acres) and is situated in the West Point Grey neighbourhood.

The Jericho Lands are within the traditional territories of the Musqueam, Squamish and Tsleil-Waututh (“MST”) Nations. Prior to the mid-19th century logging use, and later the military use in the area, the lands of Jericho were used by the Nations for millennia, as rich fishing and hunting grounds, supported by two natural streams that flowed to the beaches to the north. The ocean side at Jericho was the location of a year-round village utilized by both the Squamish and Musqueam Nations called Eyalmu, and the hills in the area were strategic outposts with the forests supportive of cultural and spiritual practices.

Today, the Jericho Lands are comprised of two portions, east and west:

**Jericho Garrison:** The eastern lands, known as the Jericho Garrison are 21-hectares, was owned by the Department of National Defence (“DND”) until 2014, when ownership was transferred to the Canada Lands Company, a non-agent Crown Corporation of the Government

of Canada, (“CLC”) and the MST Nations. The DND continued to lease back the operational area from CLC and MST until spring 2018 when the Brigade was relocated to the Seaforth armoury. The existing housing continues to be operated by CLC and MST, and is leased to Military personnel until 2020. The eastern portion is currently zoned (RS-1) One Family Dwelling District.

At one time the DND had holdings north of 4th Avenue as far west as Trimble Street. The DND holdings were reduced in the 1970s to the current Garrison area. These lands have been operated as military establishment since the 1920s and most recently was home to 39 Canadian Brigade Group representing military reservists.

The collection of buildings at the Jericho Garrison has evolved over the years, with several buildings built and demolished over the decades. Today, the former headquarters building, a workshop and a few small service buildings remain. There are 110 residential units which include singles quarters and modest family dwellings. The former headquarters buildings are now leased commercially for film purposes.

For decades, the Jericho Garrison lands have been fenced, hidden by tall hedges, with limited access to the local community.

**Jericho Hill:** The western lands were also owned by DND prior to acquisition by the Province of British Columbia. In 2016 ownership was transferred to the MST Partners. Parts of the property are leased to the West Point Grey Academy, a private school, and the Vancouver Park Board.

The western portion is currently zoned CD-1 (404) which permits a variety of uses including residential, cultural and recreational uses, parks, institutional uses, public utility and the uses existing prior to July 2000 with an overall of 0.60 floor space ratio (FSR).

### Site Context



In June 2018, the MST Nations, represented by MST Development Corporation (“MST DC”), and CLC requested that the City initiate a planning program to create a vision and updated land use policy for the future of the Jericho Lands (see appendix C). The MST DC and CLC intend to work together on a comprehensive planning process encompassing the east and west portions of the Jericho Lands.

### **Council Policy**

**CityPlan: Directions for Vancouver (1995):** In June 1995, Council adopted CityPlan as a broad plan for the city. CityPlan includes directions on a range of topics, from transportation to arts, housing to community services and provides a framework for directing City programs, priorities, and actions.

**West Point Grey Vision (2010):** The West Point Grey (WPG) Vision was the last of nine Community Visions created through the Community Vision Program. The Vision process included extensive community outreach to establish common ground on topics such as traffic and transportation; community safety and services; existing residential areas; new housing; neighbourhood centres; parks, streets, lands and public places; environment; and community involvement in decision making.

The WPG Vision included direction to complete a major study of future uses of the Jericho Lands if redevelopment is proposed. These directions identified significant community consultation including engagement approaches such as workshops, surveys and other tools as were used to create the WPG Vision.

**City of Reconciliation (2014):** On July 9, 2014, City Council adopted a framework for and designated Vancouver as a City of Reconciliation. The City of Reconciliation framework has three foundational components that further strengthen our services and ongoing relationships with the Musqueam, Squamish, and Tsleil-Waututh Nations, and Urban Indigenous communities:

- Cultural competency
- Strengthening relations
- Effective decision-making

The Jericho Lands redevelopment represents a significant opportunity to establish new relationships and create shared vision between the MST Nations, CLC, the City and the local community.

**Green Buildings Policy for Rezonings (2010):** Requires that all buildings demonstrate high green performance. Currently the policy offers two pathways to create Near Zero or Low Emission green buildings for all new buildings where there is a rezoning. All City-owned buildings are required to meet Passive House requirements. All new buildings on the Jericho Lands will be required to meet or exceed this standard.

**Greenest City 2020 Action Plan (2011):** The plan outlines actions required to achieve a healthy, prosperous and resilient city – with the ultimate goal of becoming the world’s greenest city by 2020. It identifies strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food. The plan calls for compact, complete communities which promote walking and cycling, and are well-served by services, amenities and green space. Furthermore, the plan promotes the development of

neighbourhood-scaled renewable energy systems, green construction and carbon-neutral buildings.

By design, the Jericho Lands will be required to embody many of the goals in the Greenest City Action Plan: Climate Leadership, Green Buildings, Green Transportation, Zero Waste, Access to Nature, Lighter Footprint, Clean Air and Local Food.

**Transportation 2040 Plan (2012):** Transportation 2040 is a long-term strategic vision for the city that will help guide transportation and land use decisions for the years ahead. The plan sets long-term mode share and safety targets and includes both high-level policies and specific actions to support a socially, economically, and environmentally sustainable future.

A number of goals are relevant to Jericho Lands, including the following:

- Support compact community development, helping to preserve natural habitat and agricultural land throughout the region.
- Making the majority of trips on foot, bike and transit.
- Prioritize and encourage a dense and diverse mix of services, amenities, jobs, and housing types in areas well served by frequent, high-capacity transit.
- Support vibrant public spaces that encourage a culture of walking, cycling and social interaction.

**Vancouver Park Board Strategic Framework (2012):** This framework established four key directions: Parks and Recreation for All; Leader in Greening; Engaging People, and; Excellence in Resource Management. The redevelopment of the Jericho Lands will provide new public open space to meet the needs of the current and future communities (Parks and Recreation for All), and improve access to nature (Leader in Greening).

**Renewable City Strategy (2015):** The Renewable City Strategy is an extension of the Greenest City Action Plan and seeks to reduce energy use in Vancouver, increase the use of renewable energy and increase the supply of renewable energy. A key part of the Renewable City Strategy is the Zero Emissions Building Plan, with the goal to have all new construction use only renewable energy by 2025. This plan puts Vancouver on a path to more efficient buildings. In implementing the plan, the aim is to reduce greenhouse gas emissions and energy required to nearly zero for new buildings, demonstrate leadership through City-led pilot projects, establish incentives, and build capacity by removing regulatory barriers and by creating a hub where information on successful projects can be shared.

**Rezoning Policy for Sustainable Large Developments (2010, update pending):** This policy applies to rezonings of sites measuring two acres or more and requires strategies to achieve high sustainability standards. The Jericho Lands redevelopment will need to meet or exceed the requirements of the Rezoning Policy for Sustainable Large Developments and any related Council Policy, at the time of rezoning.

**Rainwater Management Plan and Green Infrastructure Strategy (2016):** This is a long term strategy designed to protect and improve water quality in the waterbodies surrounding Vancouver. The Jericho Lands will be designed to incorporate green infrastructure to capture rainwater and naturally treat or remove urban pollutants, to meet the targets outlined in the strategy.

**Healthy City Strategy Action Plan (2016):** The Healthy City Strategy is a long term and integrated plan that helps address the conditions that impact the health and well-being of people, places and the planet. The strategy represents the third pillar (social) in the City's long-term sustainability plan, which includes the Greenest City Action Plan (ecological) and the Vancouver Economic Action Strategy (economic). A number of Healthy City goals are relevant to the Jericho Lands, and will be addressed through the planning process.

**Housing Vancouver Strategy (2017):** In November 2017, Council approved the Housing Vancouver Strategy (2018-2027) and 3-Year Action Plan (2018-2020). The strategy seeks to shift the supply of new homes toward the right supply, with targets for new units along a continuum of housing types. The Housing Vancouver targets were based on the core goals of retaining the current diversity of incomes and households in the city, shifting housing production towards rental to meet the greatest need, and coordinating action with partners to deliver housing for the lowest income households. Overall, 72,000 new homes are targeted for the next 10 years, including 12,000 social, supportive and non-profit co-operative units and 20,000 purpose-built rental units. Nearly 50 percent of the new units will serve households earning less than \$80,000 per year, and 40 percent will be family-size units. In approving the Strategy, Council directed staff to increase the inclusionary housing requirements for Sustainable Large Developments, while providing flexibility in delivery to ensure financial viability and the ability to deliver other public benefits.

**Affordable Housing Delivery and Financial Strategy (2018):** On June 20, 2018, Council adopted the Affordable Housing Delivery and Financial Strategy that includes increased inclusionary housing requirements for Sustainable Large Developments. These inclusionary housing requirements now require that a minimum of 30% of residential floor area is set aside for affordable housing. The policy will include two components, including the current 20% social housing target and an additional 10% moderate income housing target. The priority for achieving the minimum 20% social housing target will be for the transfer of unencumbered dirt sites to the City to accommodate a minimum 20% of the floor space as social housing. This approach contributes to the City's Land Acquisition Strategy and enables senior government funding to assist with project delivery and to deepen affordability. The 10% moderate income housing target now requires a minimum of 10% of residential floor space to be delivered as an alternative form of affordable housing targeted to household incomes between \$30,000 and \$80,000/year. This requirement is anticipated to be privately-owned rental housing with units secured at moderate income rental rates. Should previously requested legislative changes be made by the Province to enable consideration of affordable homeownership options (AHO), the City will revisit this policy to determine under what circumstances AHO would be considered.

Redevelopment of the Jericho Lands will contribute to these housing targets. A key element of the planning program will be to create a complete community including affordable housing that addresses the range of household incomes in the City.

**Making Space for Arts and Culture: Cultural Infrastructure Plan Update (2018):** This plan recommends optimizing City policies, tools, programs and investment priorities to secure, enhance and develop vibrant, affordable, and accessible arts and cultural spaces in Vancouver, in partnership with the community, other agencies, levels of government and the private sector. One recommendation is to work with the MST Nations and Urban Indigenous communities to support increased visibility on the land and self-determined cultural spaces. Other areas for future consideration in the plan will be contemplated within the context of the upcoming Creative City Strategy (estimated delivery 2019).

**Heather Lands Policy Statement (2018):** In May 2018, Council approved the Heather Lands Policy Statement. The policy establishes directions for a future rezoning of the 21-acre site located between 33<sup>rd</sup> Avenue and 37<sup>th</sup> Avenue along Heather Street. The site is owned by the same landowners as the Jericho Lands site, the MST Nations and Canada Lands Company. Some of the directions in the Heather Lands policy, particularly related to reconciliation, will be further explored and advanced on the Jericho Lands site.

**Broadway Corridor Planning Program (upcoming):** On June 20, 2018 Council approved a two-year comprehensive planning program to support the Broadway Line investment extending from Clark Drive to Vine Street. The goals of the planning program are to expand affordable housing opportunities, increase job space within central Broadway, enhance commercial shopping streets, improve the transportation network, secure public benefits and advance sustainability objectives around mode share targets and reduce GHG emissions. Planning for the Jericho Lands will be coordinated with the Broadway Corridor planning.

**Additional Context:** In addition to the above noted plans, there are a number of planning programs being launched or implemented that will be considered in planning the Jericho Lands. These include *'Making Room'* which explores a range of housing options such as multiplexes in low density residential areas (RS and RT zoned) to provide more housing choice, especially for families and those downsizing. *'City Core 2050'* will look at the City's central area and Broadway Corridor to provide future directions for jobs housing and public life. Area plans such as those recently approved for Cambie Corridor, Grandview-Woodlands, Northeast False Creek and False Creek Flats along with the aforementioned plans, create building blocks for city-wide planning.

The Jericho Lands will be considered in the context of these building blocks and how it will contribute as a sustainable community in a city-wide context.

### ***Strategic Analysis***

The West Point Grey Vision (2010) makes explicit reference to the redevelopment of the Jericho Lands. While the Vision does not provide specific direction for land use, building heights, density or community amenities, the Vision ensures that planning for the future of the site would have significant public consultation consistent with approaches taken to create the WPG Vision including workshops, other consultation and survey tools to determine the neighbourhood's views on the proposals. The Vision also seeks opportunities for feedback to City Council prior to any key decisions being made on the future of the site.

The Jericho Lands represent a unique opportunity for the City to work with the MST Nations and CLC on a significant 90-acre major project redevelopment site. For comparison purposes, the Jericho Lands are similar in size to South East False Creek (SEFC) which is approximately 80-acres bound by 2nd Avenue, False Creek, Main Street and Spyglass Place (below the Cambie Bridge). The Jericho Lands are one of the last remaining consolidated large sites within the City boundaries.

Given the opportunity that the Jericho Lands represent, staff will explore and develop site redevelopment options that address:

- The opportunity to advance our collective work toward reconciliation.
- The Lands' ability to respond to existing and emerging Council policies.

- The Lands' potential to create a new community that is sustainable, socially and culturally inclusive and highly-liveable.
- The potential of the Lands' to be redeveloped as a complete community with creation of new housing opportunities as well as shops and services, and employment space to support the new community.
- The capacity of the redevelopment to provide public amenities such as affordable housing, childcare, and community space, to serve the new development, the surrounding neighbourhood and broader community.
- The potential to provide new housing within walking distance of existing and planned rapid transit routes.
- The protection of cultural and heritage assets.
- The retention of significant trees, and creation of parks and public open spaces.

It is recommended that Council endorse a program that looks at site redevelopment options reflecting approved Council policies to optimize the Jericho Lands' potential to meet City and community needs around sustainability, affordable housing, transit-oriented development, provision of ground-oriented housing suitable for families and public benefits.

**Planning Process and Community Engagement:** A policy planning process offers the opportunity to explore various possible redevelopment forms for the Lands. It is anticipated that the planning process will be very robust reflecting the significant site size and its role within the broader community and city context. As such, the plan will require a comprehensive public engagement process.

The process will lead to a Policy Statement which establishes principles, objectives and policies relating to a range of topics, including: land use, density, height, public benefits, transportation, built form and character, heritage, sustainability and development phasing. The Policy Statement and will be presented for Council's consideration at the end of the process and, if adopted, will be used to inform any future rezoning of the Lands.

An open and inclusive public engagement strategy, underpinned by the City's commitment to Reconciliation and meaningful public involvement, will be established at the outset of the planning program in consultation with a diversity of stakeholder groups.

In recognition of the site's significance to the Nations and the community, the process will begin with events co-led by the MST Nations, CLC and the City designed to frame conversations about the site. A dialogue/speaker series is being explored as part of this stage of the process. A multi-day urban design charrette sponsored by the proponent team, open to the public, will be incorporated into the process to ensure a broad range of ideas and a diversity of voices are considered in the formative stages of the planning process.

At the outset of the planning program, the City and the proponent's teams will undertake a review of the neighbourhood context for the redevelopment of the Jericho Lands including studies to assess community needs, traffic patterns and impacts, protection of existing ecosystem and biodiversity health, tree preservation, retail studies, cultural and heritage assets, configuration of open space, and other issues that may be identified through community consultation. These inputs will be used to guide the creation of the redevelopment concepts, new policy and public benefits identified for the site. There will be close coordination with the community engagement and planning work underway on Broadway Corridor planning program.

As part of the above background stage of the process, there will be outreach by planning staff and MST-CLC partners with stakeholders and community members to provide input to the design of the engagement process. Staff are also proposing to convene a working group, comprised of a diverse cross-section of representatives including cultural, technical and local community members. A terms of reference and governance model for this advisory group will be developed in concert with community members and the stakeholders once the planning program is underway.

As part of the process, the proponent's design team will be expected to prepare a range of conceptual redevelopment options with advice from the City technical staff with input from the public. The options will be based on and evaluated against guiding principles relevant to the Lands and its potential within the site's existing context and in consideration of emerging directions for the Broadway Corridor and/or other city-wide planning initiatives.

The redevelopment options will be discussed and evaluated through extensive community consultation and technical analysis. There will be numerous opportunities for public involvement in the planning program, including open houses, community meetings and workshops, on-line engagement, and stakeholder meetings (including with established groups and agencies such as the WPG Residents Association, WPG Community Association, Vancouver School Board, TransLink, etc.).

As is standard practice with the creation of new Policy Statements, it is anticipated that the policy will include one or more redevelopment concepts for illustrative purposes to inform more detailed planning and design work at the rezoning phase.

A diagram illustrating the general steps in the planning process is included as Appendix A.

**Reconciliation:** The City's framework for reconciliation has three foundational components (cultural competency, strengthening relations, and effective decision-making) to guide the City's work with the MST Nations, and Urban Indigenous communities. Part of cultural competency and strengthening relationships involve acknowledging the history of residential schools and the impact of loss of land and culture. Working with the MST Nations requires a unique approach and understanding of our shared goals. Achieving mutual respect, strong relationships and economic empowerment requires flexibility, thoughtfulness and a principled and transparent approach to decision-making.

For the Jericho Lands, the planning process will seek to create opportunities for sharing culture, storytelling, and healing. It is intended that, similar to the Heather Lands, the Jericho Lands site will be unique in character, by incorporating Indigenous values and principles into the planning and design of the site. Planning work will also consider the long-term prosperity of the MST Nations members. As a Government-to-Government relationship, the City of Vancouver is committed to continue working with the MST Nations and CLC to explore a variety of ways to provide and secure community amenities (such as parks and open spaces, childcare spaces, affordable housing, and other items identified through the process).

**Site History and Legacy:** Story-telling and legacy will be an important component of the planning program for the Jericho Lands. At the outset of the planning process, a robust history of the site will be compiled to inform and guide planning.

**Housing:** Large sites like the Jericho Lands provide opportunities to deliver a range of housing options along the housing continuum including those which address the insufficient supply of

rental housing in Vancouver, particularly units that are affordable to low- and modest-income households. It is Council policy to achieve a minimum of 30% of all units on large sites as affordable housing, with a priority for 20% of the floor space to be for social housing targeted to low- to moderate-income households and an additional 10% of floor space to be secured as moderate income rental housing. Of these units, 50% must be for families with children consistent with the High-Density Housing for Families with Children Guidelines. At least 35% of the market units will be two- or three- bedroom units; a target of 10% of market units will be three-bedroom units.

The Jericho Lands are well suited to provide housing for a range of household types and incomes. As opportunities to create housing suitable for families with children in the city are limited, staff will seek to explore redevelopment options that optimize family housing (including two- and three-bedroom units), including opportunities to integrate ground-oriented forms into higher density neighbourhoods.

Consistent with the Affordable Housing Financial and Delivery Strategy, the City will work with the applicant to develop a mutually agreed approach to meet or exceed the City's housing requirements for Sustainable Large Developments. Similar to the Heather Lands site, the City will consider alternative proposals that maximize opportunities created by the ownership of the lands by local First Nations, in line with the City of Reconciliation. These opportunities could include MST ownership of the social housing and opportunities to deliver additional affordable housing through an 'attainable home ownership' approach.

**Parks and Open Space:** With all new major project developments, the City seeks to secure new parks and open space to serve the new and surrounding community. The planning program will assess park and recreation programming requirements in reference to the proposed development densities and surrounding context and will recommend an appropriate amount and configuration of park and recreation space.

**Public Amenities:** A fundamental element of the planning for the Jericho Lands will be to ensure that the new community be adequately served by public amenities and community services provided concurrently with arrival of new residents. The type and amount of amenities provided on major project sites vary. There are general levels of service sought by the City, but amenity amounts are not fixed. Rather, they depend on how well served an area is relative to demand, and by the ability to finance amenities through private and public means.

For the Jericho Lands, a comprehensive community needs assessment will be undertaken to inform discussions with the surrounding community, the proponent and other stakeholders. The detailed scope of work for the needs assessment will be developed once the program is underway, and is anticipated to include analysis of local demographics, needs related to housing, school, childcare, parks and outdoor recreation, arts and culture, community facilities and programs, and emergency services. This assessment will inform the public amenities needed for the site, and will be coordinated and prioritized with respect to the project's ability to support the package.

The planning process will also consider phasing of the new community and delivery of public amenities.

**Existing Uses:** There are existing uses on the Jericho Lands, which will be considered through the planning program:

- *Jericho Hill Centre* – is a complementary centre to the West Point Grey Community Centre which is jointly operated by the West Point Grey Community Centre Association and the Vancouver Board of Parks and Recreation. The centre offers a blend of programming in recreation, sport and arts for all age groups. The Vancouver Board of Parks and Recreation leases the building from the MST Partners on a short term basis.
- *West Point Grey Academy* – in 1996 the West Point Grey Academy leased 18-acres on Jericho Hill for an independent co-educational school. The school currently enrolls 943 students from junior kindergarten to grade 12 and employs 174 teachers and staff. The school occupies three buildings which were originally constructed in 1964. West Point Grey Academy is a member of Canadian Accredited Independent Schools (CAIS) and Independent Schools Association of British Columbia (ISABC).

**Transportation:** Through the planning process, opportunities to increase connectivity in the neighbourhood and through the Jericho Lands will be considered. Key destinations will include Jericho Park, West Point Grey Village, and surrounding commercial areas and transit connections. The Jericho Lands currently act as a barrier to movement within the local community. New streets, paths, and cycling connections will be identified and secured through the planning process to improve connections to and through the site.

**Broadway Line:** The Broadway Corridor is a regionally important corridor and rapid transit for Broadway has been prioritized in City and regional plans for over twenty years. In 2014, the Mayors' Council on Regional Transportation approved a long-range transportation Vision (the Mayors' Council Vision) which included an investment package for the first 10 years. The Vision prioritized rapid transit to UBC to be delivered in two stages. The first stage is the Millennium Line Broadway Extension (MLBE), a primarily tunneled SkyTrain extension under Broadway from VCC-Clark to Arbutus, to be delivered in the first 10 years of the Vision.

A truncated B-Line bus service will continue to operate on Broadway/West 10<sup>th</sup> Avenue between Arbutus and UBC until stage two of rapid transit west of Arbutus is complete. This B-Line service stops at Alma and Broadway which is within 3 blocks of the southeast corner of the Jericho Lands.

On June 28, 2018, TransLink's Mayors' Council approved the 'Phase Two Investment Plan' which includes planning work for rapid transit to UBC which would serve the Jericho Lands.

Coordination with the Broadway planning program will occur throughout the planning process for the Jericho Lands.

**Schedule:** The key steps in the policy planning process for the Lands are outlined in Appendix A. The process leading to consideration of the Policy Statement by Council is expected to take approximately 24 months, while recognizing a project of this magnitude may require additional time. Work is anticipated to commence in Fall 2018, with compilation of background studies and establishment of an engagement plan. A contingency has been built into the budget to allow for unforeseen delays up to an additional three months.

Following approval of the Policy Statement, a rezoning process for the first phase of development is anticipated. Additional opportunities for community consultation and review (including a Public Hearing) would be provided during the rezoning for each phase, which will likely take approximately 18 months to complete. This would be followed by enactment of the CD-1 zoning, and then the Development Permit stage.

**Program Staff and Resources:** To provide the public and proponent with the service needed to achieve appropriate and timely policy conclusions requires a dedicated program team including urban design resources and a range of departmental technical representatives (see Appendix B). The technical staff team will be coordinated by planning staff and will report at key points in the process for direction to the Major Projects Steering Committee, comprised of senior staff across departments.

***Implications/Related Issues/Risk (if applicable)***

***Financial***

The program budget is estimated at \$2,860,000 as outlined in Appendix B, which includes staffing, external consultancies, Policy Statement development, public engagement events, report to Council, and contingency. The Canada Lands Company and MST Partners will contribute the necessary funds to cover the program costs, to be paid upon approval of the program by Council, in instalments as agreed with City staff.

The MST Partners represented by MST DC and CLC recognize that the \$2,860,000 contribution may be adjusted according to actual program costs. It also understands that this contribution covers the costs of assessing the planning potential of the Lands but brings no obligation or expectation of City staff or Council support for any particular outcome.

A subsequent and separate budget for the rezoning of the lands will be confirmed at the time of the rezoning application for the Lands, or upon approval of the Jericho Lands ODP.

**Public Benefits**

New development brings new residents and employees into an area, increasing demand on City infrastructure and amenities.

**Development Cost Levies (DCLs):** Citywide DCLs collected from development help pay for public amenities and infrastructure required to support growth, including parks, childcare facilities, replacement (social/non-profit) housing and various engineering infrastructure. The City has also recently developed a City-wide Utilities DCL program to begin to address the growth pressures on the utility infrastructure in the city. The program will be updated annually to reflect development patterns and integrate new land use plans, as and when they are approved by Council. For utility upgrades not included in the program, upgrades will continue to be achieved through development/rezoning conditions on a site-by-site basis. All DCLs are subject to in-stream rate protection and annual adjustments.

**Community Amenity Contributions (CACs):** The Policy Statement will outline a preliminary public benefits package for the Lands. Consistent with the City's Financing Growth Policy, an offer of a CAC from the owner of a rezoning site to address the impacts of growth associated with the rezoning can be anticipated. Such a CAC is typically made through the provision of on-site amenities and/or a cash contribution towards public benefits in or near the Lands. As part of the rezoning process, the public amenity needs will be assessed with public input, taking into consideration existing amenities and infrastructure in and near the surrounding community. Community

amenity needs and strategies will be closely coordinated with the Broadway Corridor public benefits strategy. CACs are evaluated and negotiated by staff in light of the increase in land value expected to result from rezoning approval, and will be reported to Council as part of the rezoning application.

### ***Human Resources/Labour Relations***

The salary costs of the cross-department City staff members engaged in this program will be funded through the cost-recovered planning funds from the proponent according to the allocations identified in Appendix B. The majority of staff are in existing positions and their respective departments' operating budgets will receive allocations from the cost-recovered budget in order to focus efforts on this planning program while effectively covering the current work program. Any new positions that are created through this program will be funded through the cost-recovered funds, or from a combination of cost-recovered funds if the staff position supports two or more concurrent programs (e.g., Heather Lands policy program and Pearson-Dogwood rezoning).

### ***Environmental***

A Policy Statement and ODP for the Jericho Lands will facilitate the redevelopment of the Lands into a vibrant mixed-income complete community located within walking distance of a rapid transit. Redevelopment of the Lands have the potential to achieve significant environmental benefits including the highest performance green buildings, reduction of greenhouse gas emissions, capture and reuse of rainwater, maintenance and enhancement of ecological functions, and application of green principles in site planning and design.

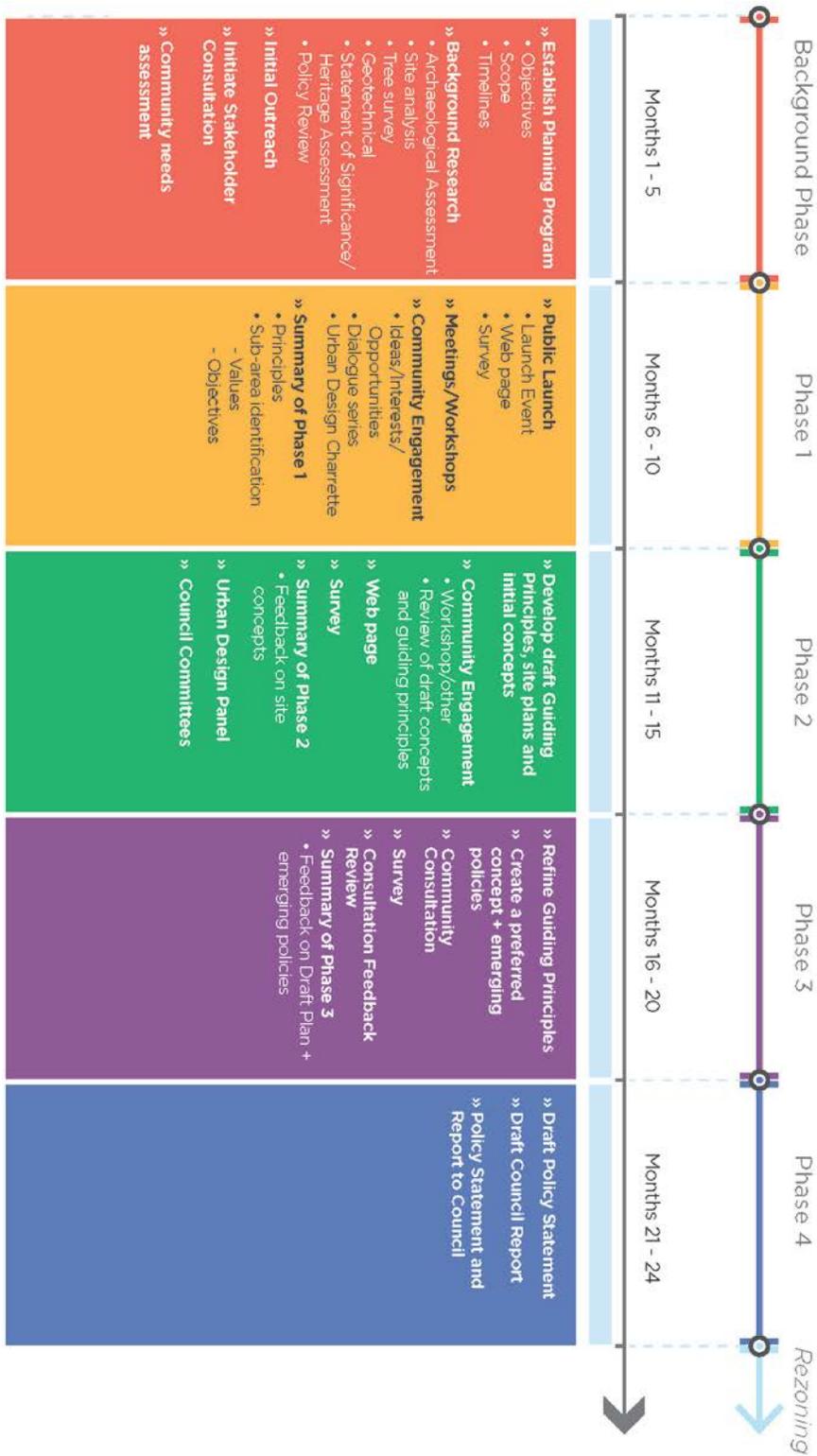
### **Proponents' Comments**

The proponents, Canada Lands Company, and the Musqueam, Squamish and Tsleil-Waututh Partners, have provided a statement, attached as Appendix C. It requests the City initiate a collaborative community planning process to develop a vision for the Jericho Lands commencing in late 2018. The Joint Venture Partnership recognizes City policies and requirements for Major Projects and puts forward their collective 'Planning Aspirations' which will be used to frame the community discussion and inform the planning program moving forward.

### **CONCLUSION**

This report seeks Council's endorsement of a planning program to create a Policy Statement to establish new site-specific policy for the Jericho Lands relating to land use, density, height, public benefits, transportation, built form and character, sustainability and development phasing. The redevelopment of the Lands following a future rezoning would help achieve City policies and objectives for sustainability, transportation, affordable housing and heritage assets and cultural values. This project provides a unique opportunity for the City to work collaboratively with the Musqueam, Squamish, Tsleil-Waututh and Canada Lands Company partnership to achieve common goals for sustainable community development. Staff recommend that the program be carried out as a cost-recovered major projects process, with the program costs covered by a financial contribution from the project proponents.

Appendix A – Jericho Lands Policy - Planning Program Schedule



**Appendix B – Jericho Lands Planning Process Staffing and Budget**

The additional staff and resources needed for the planning process have been calculated by staff from all affected City departments in a methodology consistent with previous cost-recovered planning programs. The budget anticipates one month to scope the planning program and twenty-four months to complete the planning process, with contingency funding in each phase in case of delay or additional tasks. Subsequent rezoning and enactment phases will follow, subject to Council approval of the Policy Statement.

**Table 1 - Additional Staffing Summary (Person Months)**

	Scoping Phase	Planning Phase	TOTAL
<b>Planning Team</b>			
Senior Planner, Project Planner, Planner 1, Planning Analyst, Senior Development Planner	1.8	96	98
<b>Engineering Services</b>			
Projects Engineer, Transportation Engineer, Subdivision Officer, Surveyor	0.5	25	25.5
<b>Technical Staff Support</b>			
Park Planner, Social Planner, Cultural Planner, Housing Planner, Sustainability Planner, Green Infrastructure/Landscape Planner, Financial Planner	1.0	40	41
<b>Real Estate &amp; Facilities</b>			
Senior Development Officer, Development Officer, Facilities Planner, Quantity Surveyor	0	13.5	13.5

**Table 2 - Cost-Recovered Budget Summary (Rounded to Nearest \$1,000)**

	Scoping Phase	Planning Phase	TOTAL
<b>Salaries and Benefits</b>	\$34,000	\$1,786,000	\$1,820,000
<b>Project Costs</b>	\$0	\$224,000	\$224,000
<b>Overheads</b>	\$8,000	\$440,000	\$448,000
<b>Contingency</b>	\$0	\$368,000	\$368,000
<b>Total by Phase</b>	\$42,000	\$2,818,00	\$2,860,000

## Appendix C – Letter from Musqueam, Squamish and Tsleil-Waututh Nations and Canada Lands Company



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July 6, 2018

Mr. Sadhu Johnston  
City Manager  
City of Vancouver  
453 West 12<sup>th</sup> Avenue  
Vancouver, BC  
V5Y 1V4  
By email: [Sadhu.Johnston@vancouver.ca](mailto:Sadhu.Johnston@vancouver.ca)

Dear Mr Johnston,

**Re: Request for initiation of the Jericho lands Policy Statement Process**

On October 1, 2014 the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation (together, "MST") and Canada Lands Company CLC Limited ("CLC") announced the joint acquisition of two Vancouver properties; the former RCMP E-Division Headquarters, 21 acres on Heather Street; and the former Jericho Garrison (east Jericho lands), 52 acres in West Point Grey. The parties also announced an historic joint venture partnership that establishes an equal ownership interest in these lands with 50% collectively held by the MST and the other half held by CLC. The joint venture agreement set the stage for the joint venture partners to work side-by-side with the city and the local community to establish new visions for each of these sites.

In addition, in April 2016, MST entered into an agreement with the Province of BC to purchase the 38 acres West Jericho lands.

MST and CLC are committed to collaborating on the development of a Policy Statement for the full 90 acres of the Jericho Lands. This is among the largest contiguous parcels of land to be planned in the City and we look forward to working together with the City and community to deliver a plan that respects this opportunity and location.

On behalf of MST and CLC, this letter requests that the City of Vancouver initiate the policy planning process for the Jericho Lands. MST and CLC would like to assist the City in resourcing the Jericho policy planning process with a goal to begin preparations to initiate the public engagement program in late 2018. We request the appointment of a joint steering committee/planning team of senior staff and our project team in order to assist with the development and implementation of the workplan and to share information in a regular forum. Further, we would like to work together to ensure a robust planning program, including opportunities to dialogue and learn together, intensive



interactive design opportunities and input opportunities that recognize the importance of the lands to the Musqueam, Squamish and Tseil-Waututh Nations, to CLC and to the community.

MST and CLC are proud to have worked with the City and community toward the adoption in May 2018 of the Policy Statement for the Heather Street Lands. Just one month ago Mayor and Council gave their unanimous support for the Heather Lands plan. It is a plan that serves the context of the neighbourhood within the Cambie Corridor, offers new housing opportunities and provides a host of community amenity while recognizing the legacy of the MST Nations on the land and providing opportunities to share culture and new places to gather. Throughout that process, CLC and MST made a clear commitment to support an extensive public process consistent with the values of our partnership. We intend to do the same for Jericho.

Our aspirations for the Jericho Lands include enduring recognition of the culture, tradition and values of the Musqueam, Squamish and Tseil-Waututh peoples. Additionally, the development of these lands will acknowledge their unique physical and cultural context and foster welcoming, healthy, socially diverse places with strong community connections. Future development will provide employment and career opportunities, and support ongoing prosperity for Nations members. MST and CLC have identified the following set of guiding aspirations to inform our work together:

1. Reflect and respect the past, present, and future legacies of the Musqueam, Squamish, and Tseil-Waututh.
2. Support healthy communities.
3. Respect the land.
4. Welcome all cultures.
5. Provide a range of housing types.
6. Bring innovative urban design and public realm.
7. Bring a focus on environmental, social, and economic sustainability.

Please see these aspirations attached in graphic format. It is requested that these aspirations inform the development of the City's planning principles.

MST and CLC wish to emphasize our intention to work with the City to provide the local communities and the general public multiple opportunities to discuss ideas and views about the future of the Jericho Lands. We appreciate that the ultimate plan for the Jericho Lands will reflect the City's policy objectives and the requirements for the rezoning of major sites. We are also committed to ensuring that the new neighbourhood contributes positively to the community, reflects well on our partnership, is a source of pride for the Nations members, and establishes new relationships for the Musqueam, Squamish and Tseil-Waututh Nations, CLC, the City and the community. MST and CLC look forward to working collaboratively with the City to achieve those aims.

Thank you for considering this request, and thank you in advance for the assistance of staff with this process.

Please feel free to reach out to the project contacts:

- Deana Grinnell, VP Real Estate, Canada Lands Company [dgrinnell@clc.ca](mailto:dgrinnell@clc.ca), 604.351.3562.
- Brennan Cook, VP Development, MST Development Corporation, [bcook@mstdevelopment.ca](mailto:bcook@mstdevelopment.ca), 604.505.8008.



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Sincerely, MST and CLC in collaboration,

Ms. Allyson Fraser  
Councillor  
Musqueam Indian Band

Mr. Frank Matthew Thomas  
Vice President, Takaya Developments  
TWN Economic Development  
Tsleil-Waututh Nation

Mr. Chris Lewis  
Councillor  
Squamish Nation

Mr. Robert Howald  
Executive Vice President, Real Estate  
Canada Lands Company CLC Limited

cc.

Mr. Gil Kelley, General Manager of Planning, Urban Design, and Sustainability

Ms. Susan Haid, Director, Long Range and Strategic Planning, Planning, Urban Design and Sustainability

Ms Kirsten Robinson, Planner

Mr. David Negrin, CEO, MST Development Corporation