

# East Fraser Lands: 10-year Review and Update

## Official Development Plan (ODP) & Public Amenity Financial Plan and Strategy



# Presentation Overview

## 1. Introduction to EFL

## 2. EFL 10-year Review

### **PART 1 – EFL Official Development Plan Update and Amendments**

- Process
- Policy Update
- Master Plan Amendments

### **PART 2 – EFL Public Amenity Financial Plan and Strategy Update**

- Status of Amenity Delivery
- Key challenges with Amenity Delivery
- Parks, Childcare, Affordable Housing and Transportation
- Community Centre Alternative Approach

## 3. Conclusion

# Introduction: EFL Guiding Policy

## *Site Specific Policies*

- EFL Policy Statement (2004)
- EFL Official Development Plan (2006)
- EFL Area 1 Rezoning & Design Guidelines (2008)
- EFL Area 2 Rezoning & Design Guidelines (2010)
- EFL Financial Plan & Strategy (2010)
- EFL Area 4 Rezoning (2019)



# Introduction: EFL Development Progress



# Introduction: EFL Development Progress – Housing



*Area 2 Townhouses*



*Area 2 Social Housing*



*Area 1 Mixed-Use*

# Introduction: EFL Development Progress – Shops and Services

*Retail Shops*



*Grocery Store (Town Square)*



*Liquor Store*



*Drug Store*

# Introduction: EFL Development Progress – Streets and Green Infrastructure



*Kerr Street*



*Sawmill Crescent*



*Riverwalk Avenue*

# Introduction: EFL Development Progress – Parks & Public Spaces

*Kerr Street Plaza – Farmer's Market*



*Neighbourhood Park South (Area 2)*



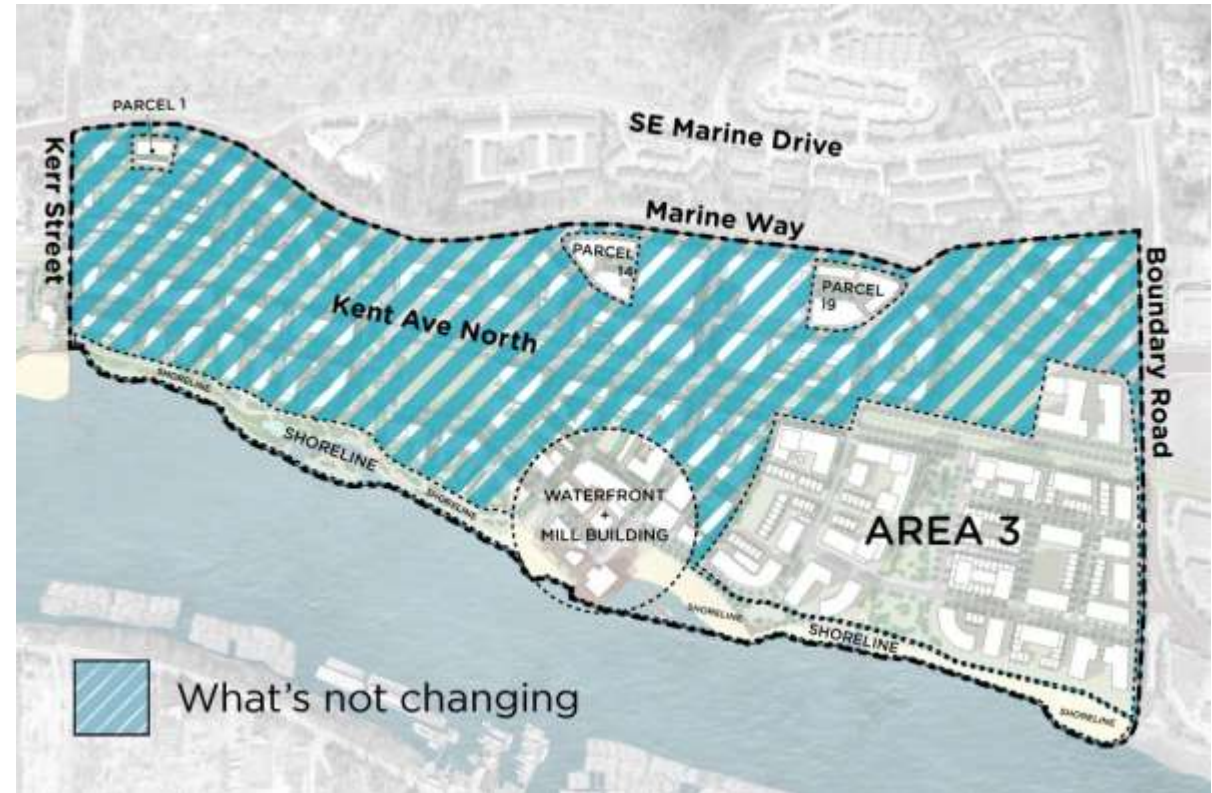
*Neighbourhood Park North (Area 2)*



# Introduction: EFL ODP 10-year Review

*On June 14, 2017, Vancouver City Council endorsed a planning program to review and update the EFL ODP to:*

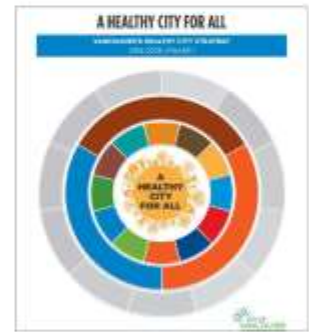
- Increase housing diversity
- Reflect new Council policy and standards
- Respond to changing environmental conditions due to climate change
- Improve delivery of public benefits
- Revise central waterfront to create a standalone community centre site



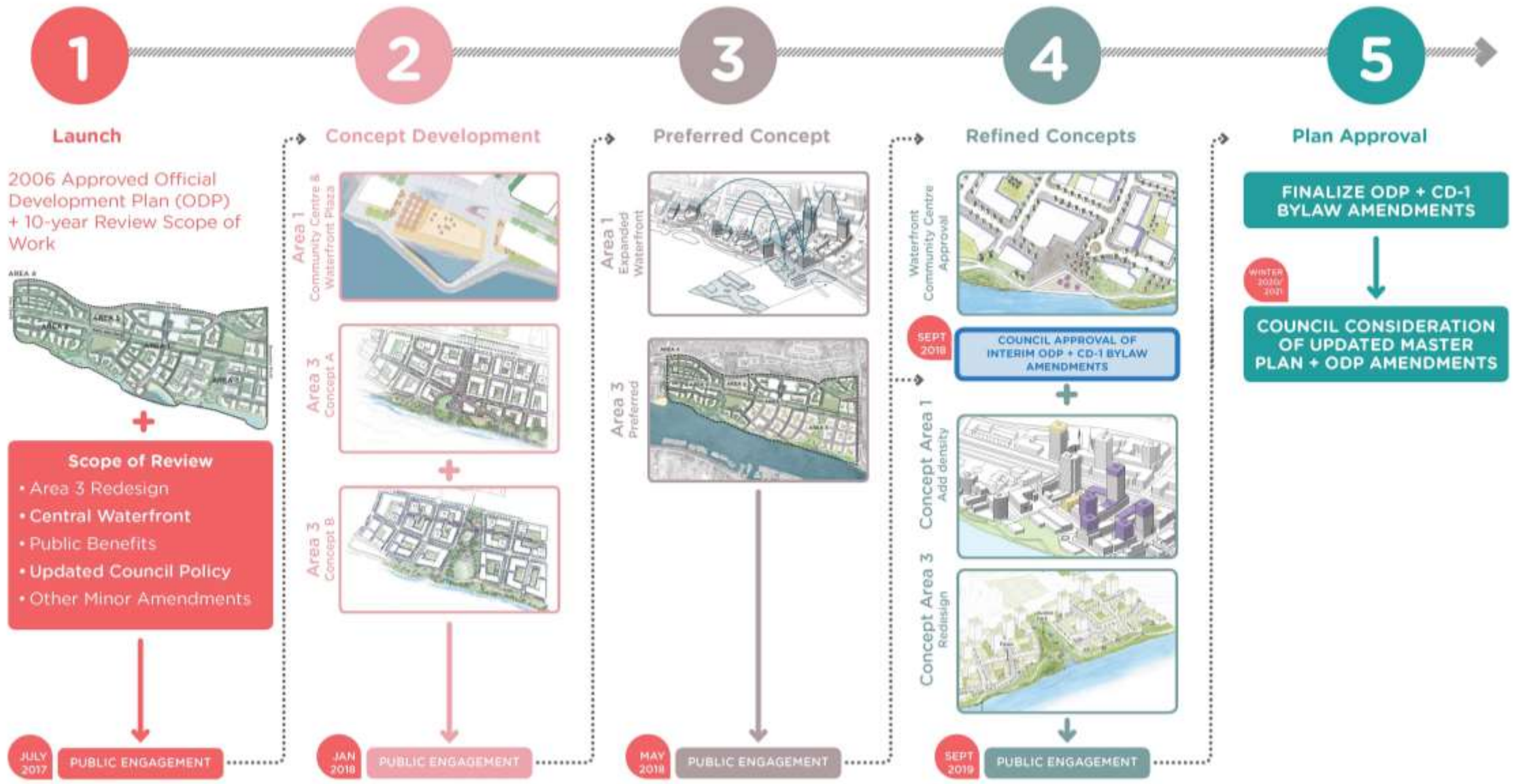
# Part 1 – EFL ODP Update and Amendments



# Part 1: EFL ODP Alignment with City Policy (2006 – 2020)



# Part 1: EFL Master Plan Review and Update



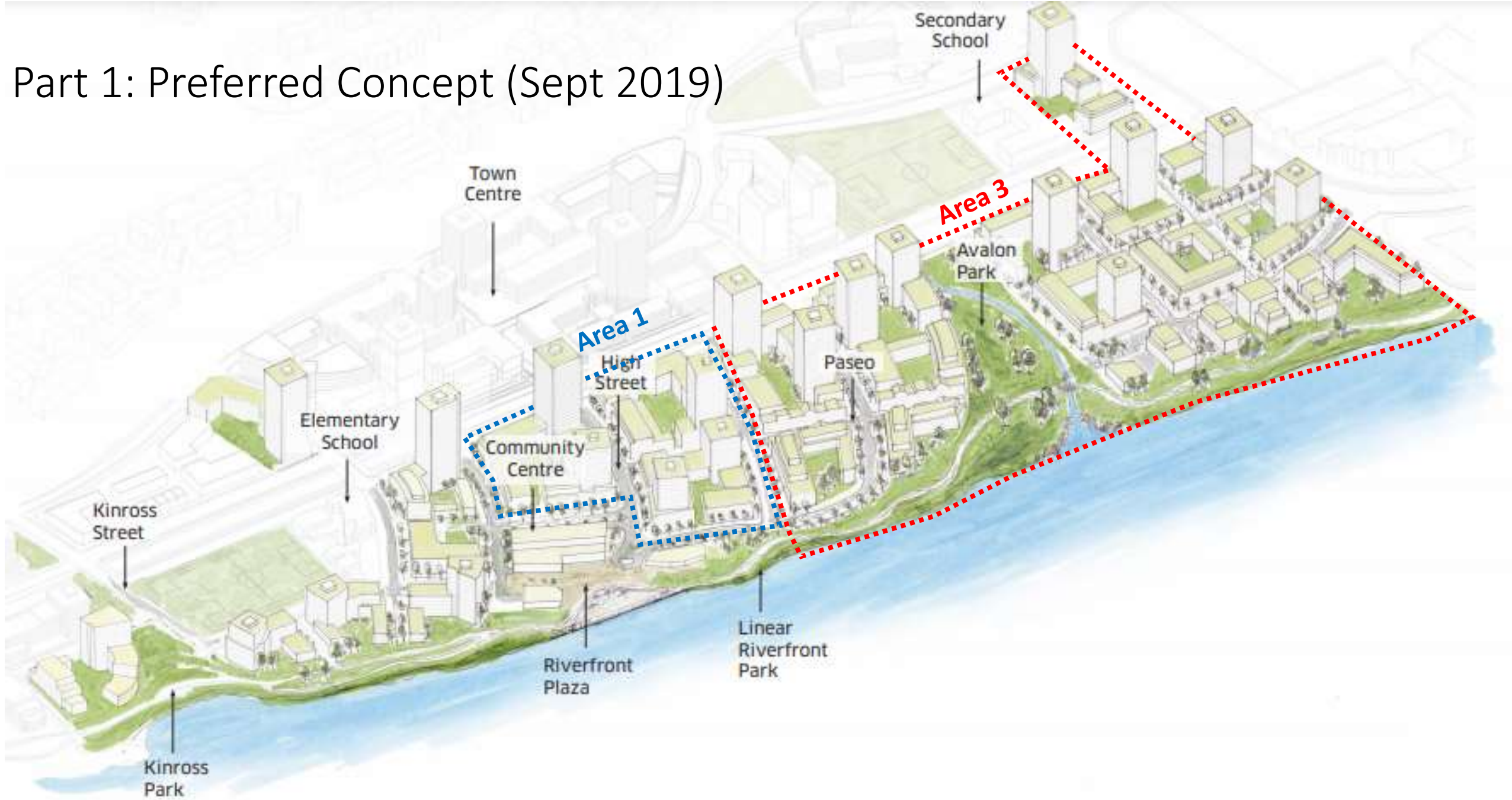
# Part 1: EFL Public Space Framework

## Key Spaces & Ideas

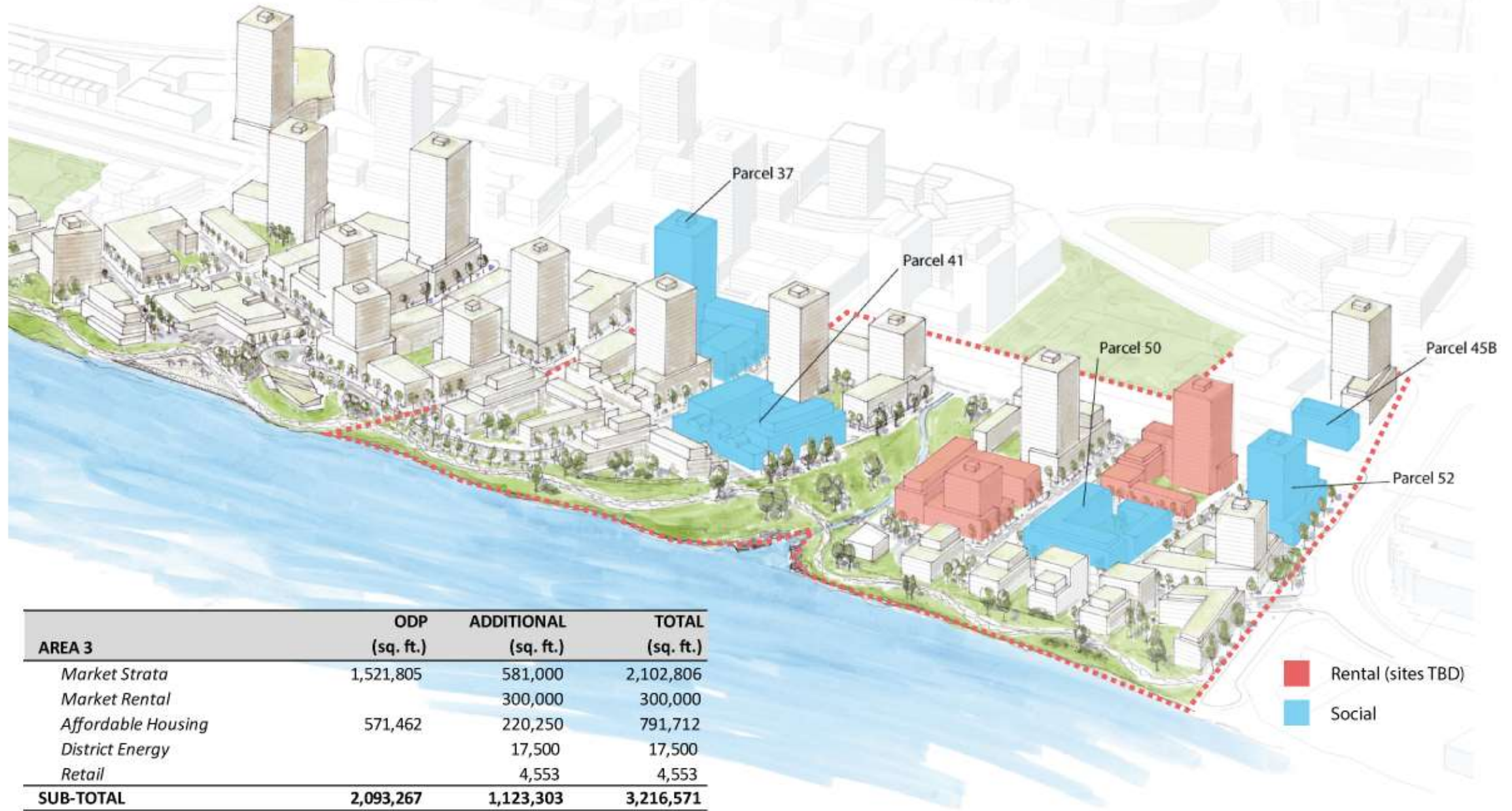
- Maintain the High Street
- Create a sequence of park experiences along the waterfront
- Anchor the High Street with the community centre
- Enhance Avalon park corridor
- Introduce a new east-west “paseo”
- Maintain and enhance connectivity



# Part 1: Preferred Concept (Sept 2019)



# Part 1: Area 3 – Preferred Concept



AREA 3	ODP (sq. ft.)	ADDITIONAL (sq. ft.)	TOTAL (sq. ft.)
Market Strata	1,521,805	581,000	2,102,806
Market Rental		300,000	300,000
Affordable Housing	571,462	220,250	791,712
District Energy		17,500	17,500
Retail		4,553	4,553
<b>SUB-TOTAL</b>	<b>2,093,267</b>	<b>1,123,303</b>	<b>3,216,571</b>

# Part 1: Area 1– Additional Building Height and Density

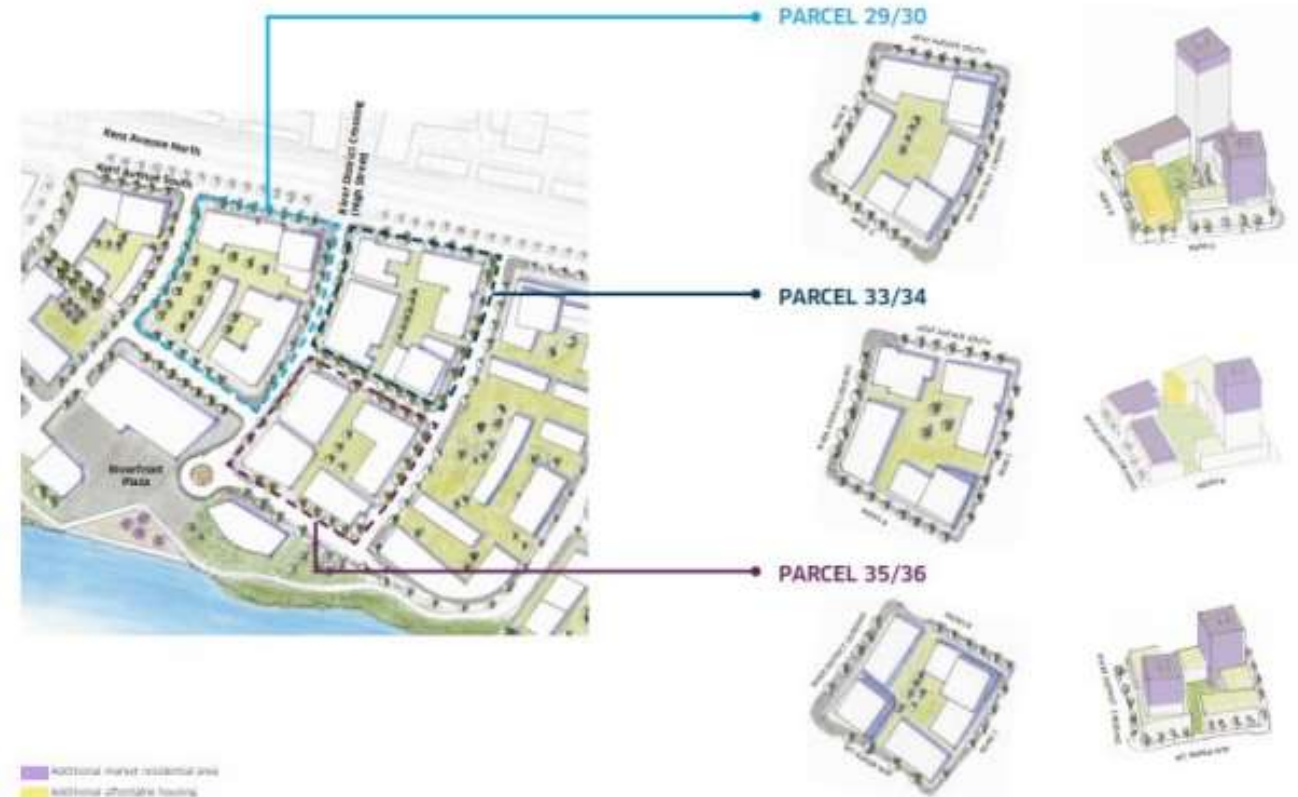


## *Area 1 Waterfront Precinct*

Increase housing options on three unbuilt sites in the Waterfront Precinct (Area 1):

- 55,000 sq. ft. Social Housing
- 100,000 sq. ft. Secure Market Rental Housing
- 267,422 sq.ft. Market Housing

CD-1 (567) increase allowable residential floor area by 422,422 sq. ft.





# Part 1: Expanded Public Amenities

## **Additional Amenities**

- +20 childcare spaces
- +2 acres of waterfront Park in Area 3
- Park fieldhouse
- +275,250 sq.ft. (~350 units) of additional Social housing
- Transportation improvements including upland connections
- Approx value \$38M (excluding construction of social housing)

*A library and firehall are added as uses in the ODP but remain unfunded*



# Part 1: Public Engagement

## Public Feedback

- Primary issue continues to be amenity delivery
- Ongoing concerns about lack of transit and parking
- General support for the proposed changes particularly modest increase of amenities
- Concern about increased height and density

# 10 yr ODP review AMENITY DELIVERY STRATEGY

The EFL Official Development Plan (EFL-ODP) includes a robust package of public amenities to support the new community, including:

- 10.2 hectares (25.2 acres) of parks and public open space
- 30,000 sq. ft. community centre
- Four childcare facilities with spaces for 256 children
- 140 after-school-care spaces
- Two school sites, and
- Sites to accommodate 20% of the units for affordable housing (approx. 1500 units)

An update to the 'East Fraser Lands: Public Amenity Financial Plan & Strategy' is part of the EFL-ODP 10-year Review. The update will incorporate additional public amenities and identify strategies to improve amenity delivery.

## DELIVERY TIMELINE

### Affordable Housing

**Site Acquisition** - The City has purchased Parcels 3, 5, BA, 15 and 43. Combined these five sites accommodate at least 596 new units.

The two remaining zoned sites to be purchased by the City are Parcels 1 and 33/34. A minimum of 600 units Affordable Housing will be secured in the future when Area 3 is rezoned.

**Housing Delivery** - The Vancouver Affordable Housing Agency (VAHA) is facilitating development of the affordable housing in partnership with senior governments and non-profit housing providers. Parcels 3, 5, BA, and 43 have approved Development Permits (DPs) and construction is underway or imminent. A Development Permit application has been submitted for Parcel 13.

### Park Delivery

Vancouver Board of Parks and Recreation is leading development of the parks in EFL. The design of 3.2 hectares (7.8 acres) of park in Area 2 was approved in 2017. The construction timeline is indicated below:

#### Completed Parks:

1. Neighbourhood Park North (opened 2011)
2. Neighbourhood Park South (opening soon)

#### Upcoming Parks:

3. Kinross Park Corridor (construction underway)
4. Area 2 Foreshore Park (pending Provincial approval)
5. Promontory Park (construction anticipated 2021)
6. Avalon North and Playfield (construction anticipated 2023)

8. **Waterfront Redesign** - September 2018, Council approved changes to the central waterfront to create a stand-alone community centre site. As a result of those changes and the overall timeline for development of the waterfront, no detailed design has been completed. Delivery is anticipated in approx. 2025 along with the Community Centre.

Area 3 Parks - TBD



### Community Centre

The community centre is a key piece of the central waterfront and an anchor of the new neighbourhood. Construction of the community centre is contemplated to be at the mid-point of development, when there is enough population to support programming and staffing / building operating costs. The target occupancy for operational efficiency is roughly 50%. Current population estimates are about 20% of the total anticipated population.

Funding of the community centre is also a key challenge. It is anticipated that any additional revenues generated by increased density will be used to deliver the Community Centre. The timeline for delivery is approximately 2025/2027.

### Childcare Delivery

There are four childcare facilities planned for EFL:

1. **West Fraser Lands (60+ spaces)** - A childcare facility is planned to be located to the west of the site in West Fraser Lands (WFL). Funding has been tentatively secured, and project planning is expected to begin in 2020.
2. **Community Centre (138-spaces)** - Two 69-space childcare centres are planned to be delivered with the Community Centre (approx. date 2025/2027). This includes the proposed additional 20 childcare spaces. To ensure that the City is ready to deliver these childcare spaces, money is put into a reserve each year.
3. **School Site (69-spaces)** - A childcare facility is planned to be co-located with the elementary school and delivery will be coordinated with Vancouver School Board (VSB). The VSB had not determined a timeline for delivery of the school.

The City remains committed to delivering public amenities as revenue is collected and allocated through the capital plan process.

# Part 1: EFL ODP Amendments – Posted By-law

## *Changes to the draft ODP By-law (Appendix A)*

### Section 3.5.1

(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~~;

(h) the residential floor area allowances set out in this section 3.5.1 and in Section 6 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. ~~Floor area exclusions are to be determined at re-zoning to ensure that floor area allowances are consistent with anticipated building massing. Floor area allowances may not be achievable if development site area is significantly reduced from the site plan illustrated on Figure 4.~~

# Part 1 – Summary and Recommendations

## ***Recommendation A***

To amend the East Fraser Lands Official Development Plan to achieve the following:

- i. alignment with select City policies approved since 2006;
- ii. allow for an additional 422,442 sq. ft. of floor area in Area 1 to increase housing options;
- iii. allow for an additional 1,123,303 sq. ft. of floor area and adjustments to the plan in Area 3; and
- iv. increase the required public amenities;

## ***Recommendation B***

Consequential amendment to CD-1 (567) to increase the maximum building height for Parcel 29/30 from 24 to 28 storeys; and

## ***Recommendation C***

Updates to the East Fraser Lands Phase 1 Design Guidelines to reflect the maximum building height.



# Part 2 – EFL Public Amenities: Financial Plan and Strategy Update

# Part 2: EFL Public Amenity Financial Plan and Strategy (2010)

## **Council Direction** (EFL ODP 2006/Financial Plan 2010)

*“THAT Council endorse the principle that all of the DCLs and CACs accruing to the City from the development be used as sources of funding for the public amenities contained within the EFL ODP.”*

### **City responsibility**

- Park construction (25.2 acres)
- Childcare Centre construction (4 centres) and 140 Out-of-school spaces
- Community Centre construction (30,000 ft<sup>2</sup>)
- Library contribution (~\$800,000)
- Affordable Housing sites – purchase of land \$35sqft/buildable (2006\$) & construction

### **Developer responsibility**

*(no cost to City)*

- Soil remediation
- On- and off-site roads and servicing infrastructure
- Shoreline protection and stabilization (predated current Provincial flood protection guidelines)
- Land for roads, schools, parks and public open spaces
- Rail crossing infrastructure and rights
- Land for childcare centres and community centre
- Secured waterfront access through agreements with the Province
- Public art

# Part 2: EFL Amenity Delivery Status



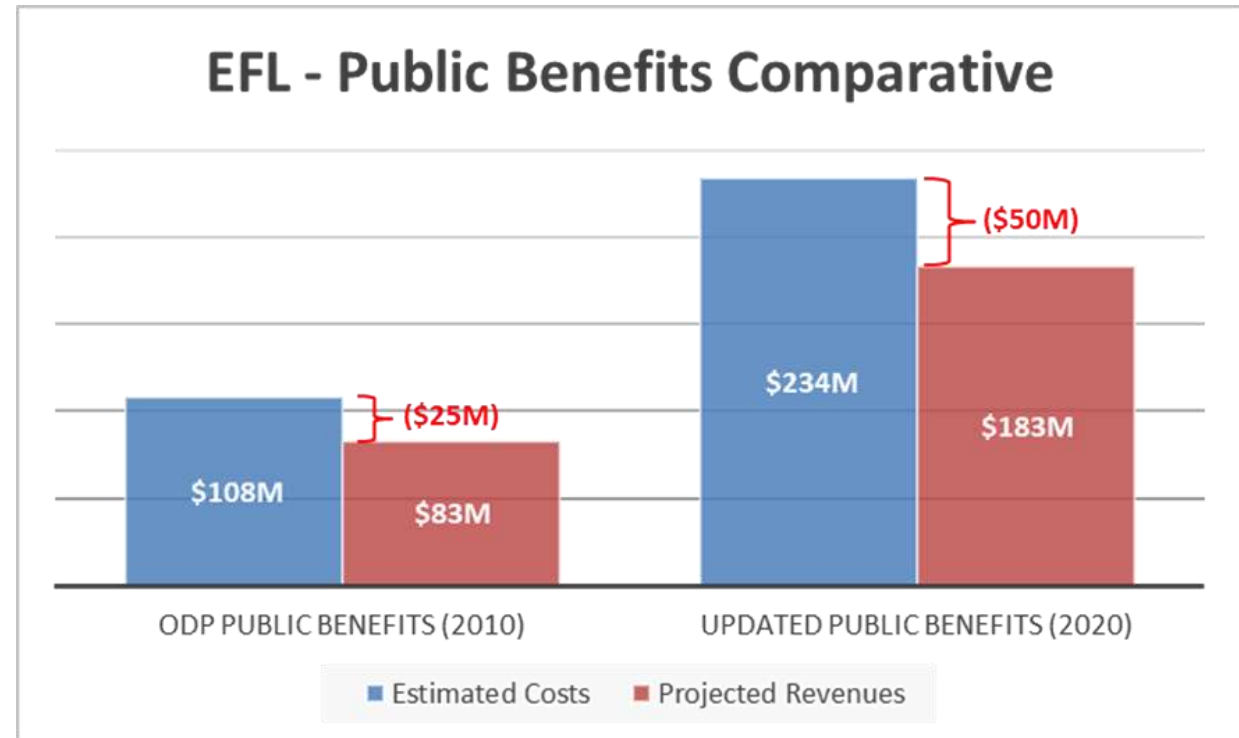
# Part 2: Delivery Challenges - Funding Gap increase 2010 to 2020

## Public Benefits Costs (+\$126 M)

- ~60% increase in construction costs and increased city standards i.e. passive house (~\$67 M)
- proposed additional amenities and expenditures (~\$38 M)
- added drainage utilities items (\$21 M)

## Development Contributions (+\$100 M)

- additional DCLs and CACs from new density in Areas 1 & 3
- Citywide DCL rate adjustments since 2010
- introduction of new Citywide UDCL
- lower projected DCLs from conversion of strata to rental (~\$7 M)
- lower projected CAC from WFL sites (~\$7 M)

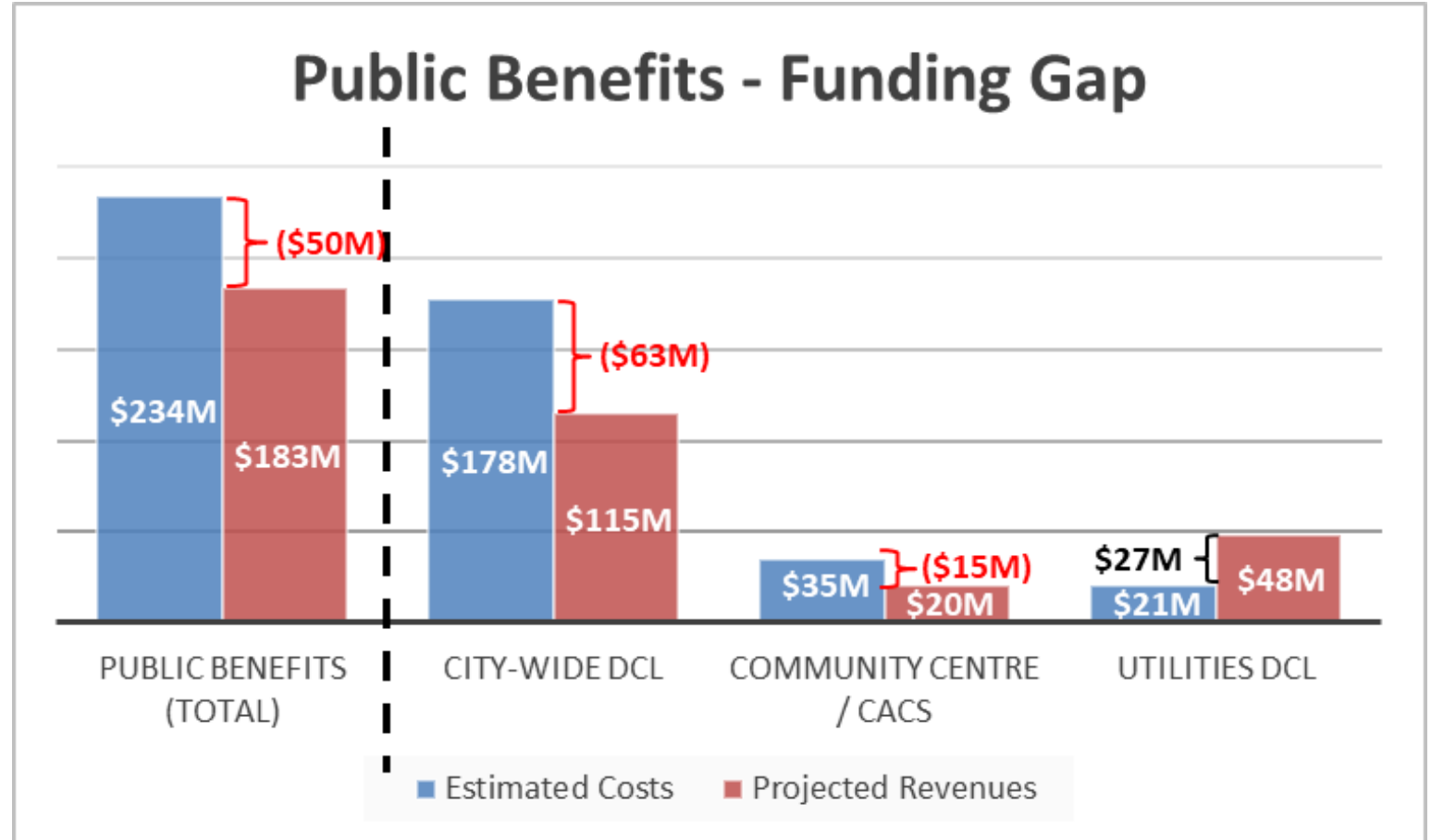




# Part 2: Delivery Challenges - Funding Eligibility and Allocations

## *DCL Eligibility and Allocations*

- Determined by the Vancouver Charter
- Community Centre is not DCL-eligible
- % allocation of DCLs doesn't match EFL needs
- Negative cash flow over the life of the project



# Part 2: Amenity Challenges

## Options to Address Funding Gap

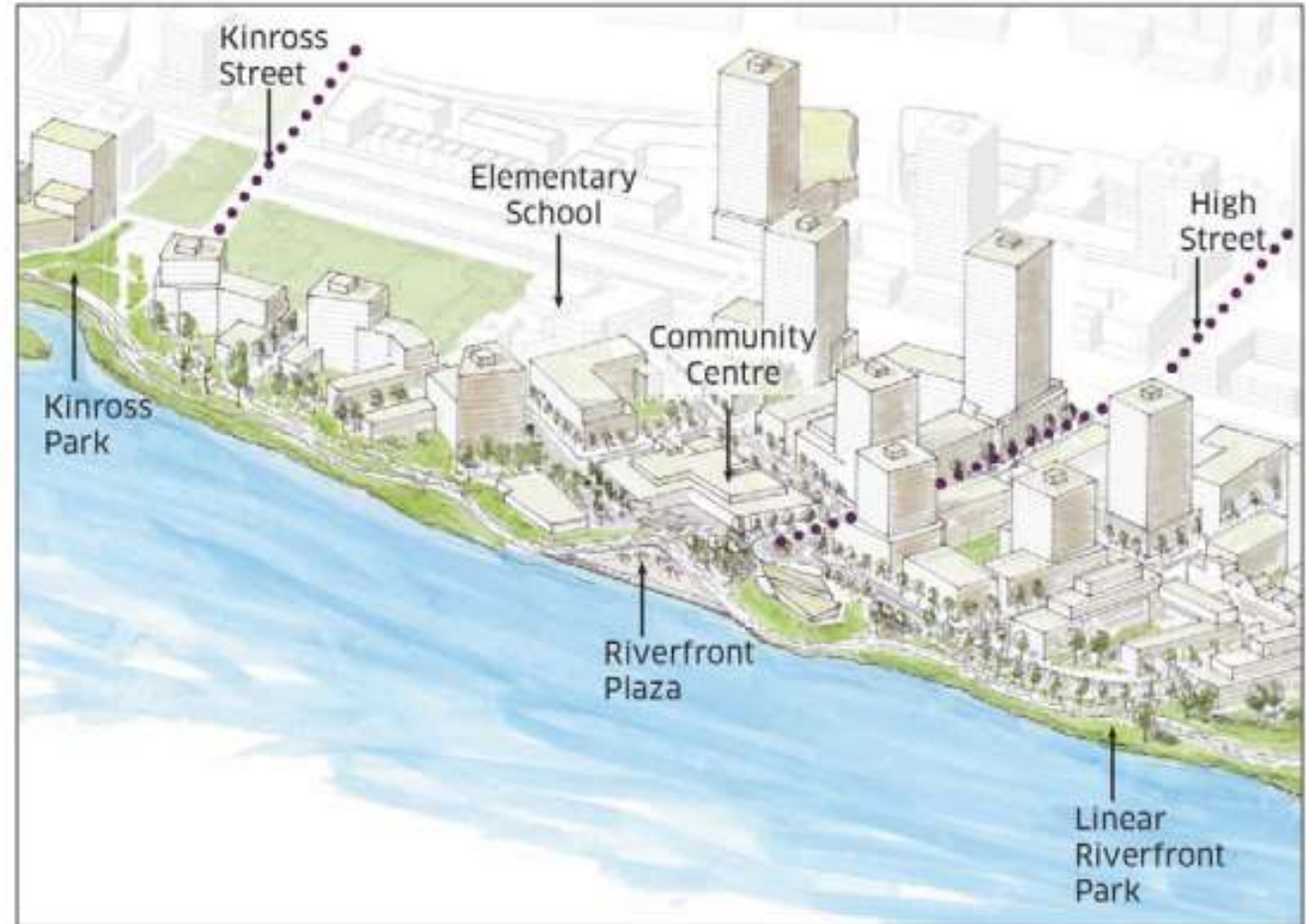
### *Analysis and recommendations*

- 40+ options to reduce costs and/or increase revenues were evaluated
- Key recommendations:
  - Seek cost savings opportunities through alternative built form and value engineering
  - Utilize city-wide DCLs (~\$63M) to cover shortfall for parks, childcare, housing and transportation items
  - DCL allocations through the Capital Plan process
  - *Potential tool* – allocation of CACs from outside the EFL ODP area
- **Outstanding Issue: Community Centre**

## Part 2: Amenity Challenges - Community Centre

### *Delivery challenges*

- Delivery planned for mid-point of development
- Current occupancy of neighbourhood ~30%
- Not DCL eligible
- Insufficient CACs generated to pay for construction (collected \$8.9M of required \$35M)

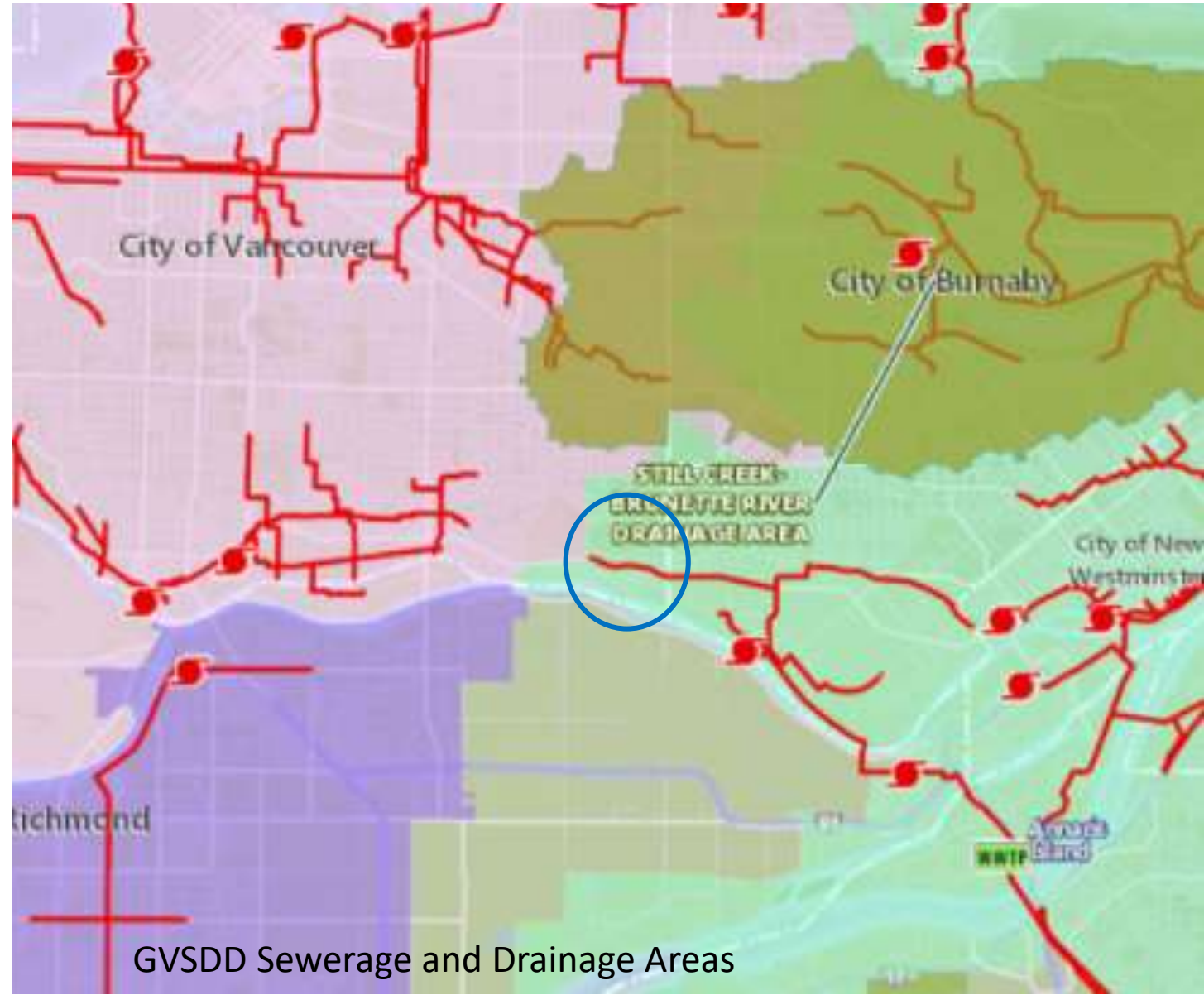


## Part 2: Removal of EFL from Utilities DCL - Context

*To address the community centre financial deficit, staff recommend removal of EFL from the UDCL to redirect surplus revenue to the community centre.*

### **Unique context of EFL**

- Utilities DCL was introduced in 2018
- UDCL generates \$48 M in EFL, \$45M of which to come from Wesgroup sites
- Outstanding UDCL Project List includes 3 EFL items (\$21 M)
- Infrastructure upgrades are largely secured as servicing requirements (rezoning conditions)
- Large portion of remaining infrastructure flows directly east into Burnaby



# Part 2: Removal of EFL from UDCL – Secured Package of Amenities

## Delivery Approach

- Remove EFL from UDCL boundary to secure in-kind delivery of the community centre and required drainage utility items by the developer
- Developer has offered 87% of UDCL (\$38M)
- Approach requires ‘top-up’ from CACs collected and additional density in Area 1
- Approach requires multiple Council decisions

Package Items	Cost (\$M)	Source of Revenue	Revenues (\$M)	Total (\$M)
Utilities Items	(\$21)	UDCL removal	\$38*	\$17
Community Centre	(\$35)	CAC- Area 1 additional density (to be negotiated)	\$10**	(\$16)
		CAC- Parcel 14/19 rental (secured)	\$3.5	
		CAC- Area 1 & 2 rezonings (collected)	\$5.4	
<b>TOTAL</b>	<b>(\$56)</b>		<b>\$57</b>	<b>\$1</b>


*Notes:*

- \*UDCL removal is proposed to be:
  - 87% of UDCL recaptured in proposed approach
  - reduced by \$1.1 M developer negotiated UDCL credit
- \*\* CAC estimate included in table is conservative estimate. Third party CAC analysis estimated up to \$14 M in Area 1 (representing 85% of the lift), requires rezoning and Council approval.

# Part 2: Removal of EFL from UDCL – Benefits of Approach

## *Benefits*

- Secures source of funds for community centre
- Secures in-kind delivery of the amenities (community centre and utilities)
- Shifts construction cost escalation risk from the City to the developer
- Removes EFL community centre from city-wide prioritization and competition for importing CACs
- Provides timing and delivery certainty for the community centre (target to begin construction in 2025)



Creekside Community Centre  
Photo credit: Brad Laughton

# Part 2: Removal of EFL from UDCL – Multi-step Process

## 1) Today - EFL 10-year Review

- A. EFL ODP amendments
- B. Consequential amendment to CD-1 (567)
- C. Amend EFL Phase 1 Design Guidelines
- D. Direction to pursue removal of EFL from the UDCL

**Subject to Council approval of A-C, and direction on D.**

## 2) Future Decision - Area 1 Rezoning (Winter 2021)

Staff will work to bring the rezoning application to public hearing including:

- Amendments to UDCL By-law to remove EFL
- Confirmation of CAC and cost to construct the community centre
- Enactment conditions for delivery of the community centre and utilities items
- legal agreements to secure delivery of community centre, including development holds on future phases for construction milestones

***If not supported, community centre will remain a City responsibility, which is currently underfunded by CACs***

# Part 2 – Summary and Recommendations

## *Recommendation D – Community Centre Direction*

Subject to approval of Recommendations A-C, **Council direct staff to pursue** removal of the EFL ODP area from the Utilities Development Cost Levy (UDCL) boundary in exchange for in-kind delivery of a package of amenities including the community centre and required drainage works, **with future consideration of the UDCL By-law amendments as part of the Area 1 rezoning application.**



Questions?

