

Date: December 8, 2004



TO: Board Members – Parks and Recreation
FROM: General Manager – Parks and Recreation
SUBJECT: East Fraserlands Policy Statement

RECOMMENDATION:

THAT the Board endorse the attached Council report recommending that:

- A. The document entitled “East Fraserlands: DRAFT Policy Statement” (attached as Appendix A to that report) be adopted as the guiding policy for future planning and development on the site, beginning with the preparation of an Official Development Plan (ODP);*
- B. The principles for Phasing and Implementation of Public Amenities contained within that report, to be negotiated at the ODP stage, be endorsed; and*
- C. Staff seek an early commitment from Translink to initiate transit service to East Fraserlands at the time of development.*

BACKGROUND

The East Fraserlands is located in the southeast corner of the city on the Fraser River, between Kerr Street and Boundary Road, and south of Marine Way. The site comprises 51 hectares (126 acres) of land currently zoned for industrial use.

Much of the early planning work on the East Fraserlands culminated in preliminary site plans presented at open houses in Summer 2002 and Fall 2003. Feedback from these consultations indicated that preparation of a Policy Statement would be beneficial to take a step back from site planning work and establish a series of general objectives and principles for East Fraserlands.

Accordingly, a draft Policy Statement for the site was prepared by staff in consultation with the East Fraserlands Sub-Committee of the Victoria Frasersview Killarney (VFK) Visions implementation program and the new owner, ParkLane Homes. The draft document was presented at a series of open houses and a community workshop in October 2004. The community input from this process has informed the drafting of the Policy Statement, and issues and concerns raised by the community have been addressed in the attached Policy Statement wherever possible.

A needs assessment of the VFK parks and community facilities will inform the ODP process. A first phase, a recreation inventory of existing parks and community facilities, is currently being conducted by CitySpaces Consulting Ltd.

DISCUSSION

The key principles contained within the Policy Statement are summarized in the attached report. The report also puts forward three guiding principles relating to the phasing and implementation of public amenities within the project, which will inform further work on the amenity package at the next stage of planning. Comments from the East Fraserlands Sub-Committee of the VFK Visions Program and the project proponents are included in the report.

Policy Statement

The Policy Statement establishes broad principles and objectives to guide the planning and development of East Fraserlands to create a sustainable mixed-use neighbourhood comprising a range of housing opportunities, commercial and employment opportunities, community facilities, parks, schools and recreational activities. It sets the framework for more detailed planning and analysis, including a community needs assessment, at the next stage of work: preparation of an ODP.

The Policy Statement addresses Park Board objectives and provides a framework for more substantive parks and facilities planning at the ODP stage. The following is a summary of the key policy directions contained in the Policy Statement under the heading of “Parks and Community Facilities” (p. 20–26).

Fraser River Foreshore

- Provide a continuous riverfront recreational path connecting Kerr Street Pier with Burnaby’s Foreshore Path.
- Strike a balance between protecting/enhancing the ecological productivity of the shoreline and providing opportunities for recreation.

Parks and Open Space

- The amount of park space to be provided is to be determined at the ODP stage after a needs assessment has been completed. The level of service desired by the Park Board and the local community is the neighbourhood park standard of 1.1 ha (2.75 acres) per 1,000 residents.
- Parks and open space should provide for a range of active and passive recreational activities suitable for all ages and cultural groups.
- The open space system should be designed to incorporate watercourses which deliver benefits including stormwater management, habitat creation and scenic improvement.

Local residents have expressed a concern that adequate park space be provided to serve the new community and that the proposed waterfront walkway not be included in the calculation of park space. At the ODP stage, Park Board and City staff will work with the local community and the project proponents to achieve the best possible quality and quantity of park provision. Park

space will be calculated at the ODP stage, when (a) a site plan has been prepared which helps to make the necessary judgements; (b) comparisons can be more effectively drawn with other major projects in the city; and (c) there is greater clarity over the other elements of the amenity package.

Community Facilities

- Provision of community facilities will occur concurrently with the residential development they are intended to serve.
- A needs assessment will be carried out at the ODP stage to determine the required level of provision for community services and facilities.
- Indoor recreational space must be provided to meet the needs of new residents. The level of service desired by the Park Board and local community is 0.11 m² (1.2 sq.ft.) per new resident for community centre space; as well as an additional 0.10 m² (1.09 sq.ft.) per new resident is typically provided for facilities such as pools and rinks. Staff and proponents acknowledge the local community priority to have these needs addressed to ensure that existing facilities are not overloaded.
- In order to facilitate greater efficiencies in the use of land, energy, resources and funding the co-location of community facilities (e.g. schools) should be investigated, without restricting the delivery of civic amenities.

Implementation and Phasing of Public Amenities

A fundamental element of the vision for East Fraserlands is that the new community should be locally and adequately served by public amenities and commercial services and that these facilities must be provided concurrently with the arrival of the new population. The type and amount of amenities provided through negotiated amenity packages vary considerably from project to project and are dependent on how well served an area already is in relation to demands created by redevelopment, and by the ability to finance desired amenities through private and public means. For East Fraserlands, a community needs assessment will be commissioned to inform negotiations at the ODP phase (an inventory of recreation facilities is underway).

The location of public amenities will not be evenly spread across different land ownerships since facilities will be concentrated around the neighbourhood centre and parks along the riverfront. The obligation to provide public amenities though should be shared equitably amongst landowners based on their share of the development potential determined at the ODP and rezoning stages. Therefore, the attached report recommends that the strategy for determining and securing a public amenity package for East Fraserlands be based on the following principles:

1. A public amenities package is to be negotiated for East Fraserlands between the City and the landowners based on normal City policy expectations for amenities, the findings of a community needs assessment at the ODP stage, and in the context of the financial realities of the East Fraserlands site.
2. The obligation to provide public amenities will be shared as equitably as possible amongst all owners of East Fraserlands property based on an owner's share of the development potential determined in the ODP and rezoning stages. The sharing arrangements are to be included in the ODP phasing strategy.

3. A phasing strategy to identify development sub-areas and set criteria for development sequence is to be included in the ODP. The proportional share of development capacity should be specified for each sub-area together with a list of infrastructure and public amenities to be provided within or beyond the sub-area and details of the required timing of their provision.

SUMMARY

The Board is asked to endorse the East Fraserlands Policy Statement as the guiding policy for future planning and development on the site, beginning with the preparation of an Official Development Plan (ODP). The Board is also asked to endorse the principles contained within the Council report for Phasing and Implementation of Public Amenities, to be negotiated at the ODP stage. Finally, staff request direction to seek an early commitment from Translink to initiate transit service to East Fraserlands at the earliest stage of development.

Prepared by:

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