

To: Chief Administrative Officer **Date:** December 20, 2021
From: Gerald Schlesiger, Project Manager
Subject: **Mission Waterfront Revitalization Initiative Preferred Land Use Plan**

Recommendation

That the document entitled “Preferred Land Use Plan” (Attachment A) serve as the basis for preparing the Mission Waterfront Revitalization Initiative Master Plan.

Purpose

The purpose of this report is for Council to endorse the Preferred Land Use Plan (PLUP) as the basis for preparing the Waterfront Master Plan. This is to ensure that the expenditure of resources and the due diligence going forward is focused on one guiding document.

The distinction between the PLUP and the Master Plan is in recognition that the PLUP may contain encumbrances, uncertainties and risks that need to be tested prior to implementation. The due diligence that is to be exercised on the PLUP in the coming months will provide the scrutiny, review, and detailed examination necessary to ensure that it can be implemented. Minor changes to the land use map and new policies may be required. The changes will form the Master Plan.

Background

The Mission Waterfront Revitalization Initiative commenced in earnest in March 2021. This followed consultation with landowners, the undertaking of studies, visioning exercises, and receiving Council’s strategic direction and objectives for the Mission Waterfront. Council gave affirmative direction in August 2020, after which the Terms of Reference and roadmap for the preparation of a Master Plan were prepared. The contract for preparing the Master Plan was awarded to O2 Planning and Design.

Phase 1 of the Waterfront Revitalization Master Plan emphasized realizing a vision. It involved assembling background information, analyzing the characteristics of the area, and engaging the public, First Nations, and landowners on key community values. Elements of risk were identified as well as the economic requirements that would make revitalization financially viable. The overview of the project was discussed with First Nations and the Advisory Committee, composed of local and provincial agencies and stakeholder groups.

Phase 1 Public Engagement involved an online survey, a public webinar, Landowner, First Nations, Advisory Committee workshops, broadcasts through social media and temporary signage placed along main travel routes. The engage.mission webpage and social media were utilized to respond to enquiries. Workshops were also held with staff.

The findings of Phase 1 led to the development of three Concept Plans in Phase 2. These plans were scrutinized in the context of Council’s strategic direction and the core values of the community.

Phase 2 Public Engagement involved three surveys, interactive maps, a public webinar, Landowner, First Nations, and Advisory Committee workshops, broadcasts through social

media, and temporary signage placed along main travel routes. The relaxation of Public Health restrictions facilitated the hosting of a public open house. On the interactive maps, participants could mark comments, identify likes and concerns, or apply basic sketching to the maps to highlight areas of land or design interests, and offer suggestions. Workshops were also held with internal staff and Council.

The Preferred Land Use Plan (PLUP) is the product of the technical work, public engagement, shared ideas, and feedback received.

Discussion and Analysis

Phase 2 Public Engagement

The Phase 2 Public Engagement period ran from November 1st to 30th. The public outreach to the community, landowners, First Nations, and the Advisory Committee consisted of presenting the three concept plans and encouraging people to view and participate in the on-line activities.

The on-line activities included 3 surveys which resulted in:

- Master Plan Components Survey– 542 respondents
- Land Use Scenarios Survey – 173 respondents
- Parks & Open Space Survey – 252 respondents

The Phase 2 Public Engagement process also provided an opportunity to place comments on interactive maps of the three Concept Plans and the Open Space plan. Statistics on the interactive mapping activities are pending.

The Waterfront materials available on the Engage City project page were promoted with the placement of 4 sign boards along key travel routes. A QR code link to the web page was also established and placed on various Public Community Boards around the City. There were 24 QR code scans.

In addition, the team hosted a Public Open House and utilized various social media venues to draw attention to the three concept plans and invited participation.

Key Messages:

The PLUP reflects 5 key messages heard during Phase 1 & 2:

- 1) Support the existing Downtown, as championed in Concept 2, Downtown Focus;
- 2) Support a focus on employment lands as championed in Concept 1, Working River;
- 3) Support pedestrian connectivity along the banks of the Fraser River;
- 4) Support an environmentally sensitive relationship with the river; and
- 5) Support for more discussion about the Raceway's future noting its contribution and historic role in the community, and that some improvements are achievable to mitigate concerns.

PLUP Land Uses

The PLUP retains a strong downtown focus accentuated by the Mershon / Welton Street pedestrian overpass with a centralization of hub activities at the foot of the overpass. Employment lands are focused west of the CPR Rail Bridge meeting the key objective of increasing job opportunities and strengthening the City's tax base. While the opportunity and principle of industrial access to the river remains in recognition of the Working River Concept, the employment land strategy of the PLUP promotes continuous public access along the waterfront without compromising the environmental values of the river. Environmental values

are ingrained by retaining a soft natural shoreline along almost the entire length of the river front.

The lands south of the Highway 11 alignment, and east of the CPR Rail Bridge, promote a residential character in keeping with the higher ordered land uses that are necessary to make the Dockside and East End Precincts financially viable for revitalization. These two precincts celebrate the river's role as a destination place for locals and regional visitors. The Station Precinct retains a broad mix of uses recognizing that this area can redevelop in a less comprehensive manner because the floodproofing criteria are of a lesser scale. They do not need the same comprehensive approach as the Dockside precinct to meet flood protection standards.

The PLUP maintains the status quo on the Raceway lands. The Raceway represents nearly 30% of the gross waterfront area. A wide range of opinions were received concerning the future of the Raceway. The preferred approach is to maintain the status quo at this point in time. The Raceway owners expressed an interest to reduce noise through future improvements on their property. They also expressed an interest to increase the utilization of the lands year-round. The land use designation is consistent with the site's actual zoning.

The PLUP refrains from residential uses being situated adjacent to the Raceway. Rather, non-residential uses will act as a buffer to mitigate noise. This approach supports the objective of having ample lands for a variety of employment opportunities.

The infrastructure service plan, that is a component of the Master Plan, will improve services to the Raceway so that if it wishes to achieve higher utilization of the lands or redevelop, its future will not be compromised by a lack of available infrastructure services.

Featured Component

Mershon Street

The PLUP advocates that Mershon Street becomes the Main Street. This replaces Horne Street's historic prominence. The shift builds on the design element of connecting Welton and Mershon Streets via a pedestrian overpass of the CPR tracks. The PLUP centralizes Hub activities around the southern foot of the pedestrian overpass along with a new Urban Plaza. Having Mershon as the principal retail axis decreases the negative intervention that the Murray Street overpass has on Horne Street if it was to remain as the main street.

In the short term, shifting the main street to Mershon Street may seem unnatural because it is currently bisected by a raised section of Highway #11, whereas Horne Street is currently continuous from the CPR tracks to the Waterfront. However, until the time when Highway 11 is reconfigured, Mershon can develop a stronger connection to the Downtown while Horne retains its function of connecting Highway #11 to Highway #7.

The transition from Horne to Mershon as the 'Mainstreet' would be gradual. Mershon is central to the realignment of London / Glasgow Avenue, the urban plaza associated with that realignment, and the publicly held lands of the West Coast Express facilities which straddle Mershon.

Diking

The existing dike network will be enhanced. The intention is to backfill the dike to raise all the lands between the dike and Highway 11 to the Flood Construction Level (FCL). This includes Mershon and Horne streets. The backfill concept is commonly referred to as a Superdike.

The most significant alteration to the current dike is the new dike alignment in the Bridge West Precinct. The change in dike alignment is associated with the new sanitary sewer crossing of the Fraser River. The new dike more closely follows the natural shoreline, thereby increasing the industrial land base. The Raceway lands remain outside of the dike protection area.

A key feature in the flood protection system is the adoption of Green Shores principles. The principle opposes the hard edge, definitive boundary approach found in many other urban waterfront settings with steel sheet wall barriers. The soft shore dike is more ecological friendly and aligns with First Nations and environmental advocates on adopting practices that enhance fish habitats.

Transit Hub

The PLUP scales back the Transit Hub, but does not eliminate it. The Hub is envisioned as accommodating other Mixed Uses. The southern transit hub is well suited for those travelling south of the Fraser, but less so for those persons residing within Mission's northern urban growth boundary. Further analysis will be undertaken during Phase 3 with reference to the Transportation Master Plan.

Open Space

The PLUP segregates ecological open spaces from common open spaces. Ecological open spaces are expected to be preserved from development under all development scenarios. Those lands differentiated as Public Parks and Plazas are anticipated to be acquisitions through purchases, transfers or dedication of lands that might otherwise be developable. Approximately 5 - 10 % of the lands are parkland. Further analysis is required to balance parklands against parking lots for park users. The programming of the parklands will also be reviewed.

Highways

The early effect of the PLUP on the highway system is expected to be modest. Discussions with the Ministry of Transportation and Infrastructure (MOTI) have been delayed by recent climatic events disrupting the provincial transportation network. The short-term Highway 11 improvements are relatively minor and align with past studies and existing routes. The priorities are on improving access to the Bridge West and Bridge East Precincts and confirming the criteria for extending the highway eastward.

Financial Implications

The analysis of the PLUP will articulate the financial implications and how the cost and benefits may be shared between the community, landowners, businesses, industry, institutions, the City, developers and the region. Assessing the order of magnitude of the costs and benefits will be undertaken in Phase 3 and will accompany presentation of the Master Plan.

Going Forward

Any great plan is only as good as how successfully it becomes implemented. Nowhere is this more important than on large and complex waterfront revitalization initiatives like the Mission Waterfront.

For this reason, this initiative has been carefully and thoughtfully guided by the Mission Waterfront Revitalization Strategy and Roadmap (Attachment C) that has outlined the key phases of work and key priorities within each phase to unlock the potential for Mission's waterfront, arriving at where we currently are in Phase 5 and the Mission Waterfront Masterplan. As we move towards the completion of the Masterplan (Phase 5 of the Roadmap), we are looking ahead to the key next steps required for successful implementation.

In moving forward through the next stages of implementation of the Mission Waterfront Revitalization Roadmap, we are building an Implementation Plan which will:

- 1) Build on the Mission Waterfront (MW) roadmap to create a clear implementation plan, identify resources and capacity required to deliver on the masterplan and build out the waterfront.
- 2) Develop an implementation plan that is based on both the municipality's goals to deliver the masterplan as adopted and the steps required to reduce risk and increase certainty to attract private sector investment.
- 3) Clearly determine the role and opportunities for the municipality through options for how the municipality can achieve the desired outcomes for this pivotal project.
- 4) Develop and clearly determine the roles and opportunities of other potential partners, including financial partners, who may become involved to help to fund and finance key priorities of this initiative.
- 5) Outline resources, expertise and capacity that is required for successful delivery of the implementation of the MW Master Plan.
- 6) Identify the key risks and opportunities and how they will be managed throughout the implementation phases for MW.

Summary and Conclusion

The purpose of endorsing the PLUP is to ensure that the expenditure of resources and due diligence efforts focus on one guiding document rather than a variety of view points. Changes should be expected between the PLUP and the Final Master Plan as the detailed analysis of the PLUP may reveal tangible and intangible factors that affect the delivery and optimization of the strategic direction and priorities set by Council.

Endorsement of the PLUP will also initiate the next steps in defining the implementation strategy in keeping with the roadmap that defines a successful waterfront community.

Report Prepared by: Gerald Schlesiger & Carla Guerrero
Reviewed by: Stacey Crawford
Approved for Inclusion: Mike Younie, Chief Administrative Officer

Attachment(s)

Attachment A: Preferred Land Use Plan
Attachment B: Land Use Designation Descriptors
Attachment C: Project Roadmap



**Mission Waterfront
Revitalization Master Plan
Preferred Land Use Option
December 2021**

Preferred Land Use Option

Map Legend

Public Hubs with Mixed Use Potential

Hubs are clusters of public investment that have the ability to become anchors of community life and vibrancy in a revitalized waterfront. Hubs can include a wide range of public institutional uses, including:

- **Education** (post-secondary schools, research centres)
- **Innovation** (business incubator, industry research)
- **Culture** (art gallery, events centre, Indigenous centre)
- **Recreation** (pool, athletics centre, gym, arena)
- **Civic** (library, police station, City Hall)
- **Transit** (multi-modal transit centre)

The Education, Culture, Innovation, Civic, and Recreation Hubs have the capacity, but not necessarily, to be co-located with each other. This can work if a large public amenity multi-plex is desired, or if a small urban university campus plans to include shared access agreements to its performance, recreation and some class/lab spaces. There are many possible configurations, groupings, and sizings for these hubs – in many precedents shown here forms and functions overlap. The ultimate configuration will be determined through partnership agreements beyond the timeline of this plan.

Site selection in the plan affords flexibility to the City and potential partners in order to allow for all parties to act opportunistically toward realizing mutual benefit. In all cases, hubs should be allowed to accommodate any and all mix of uses above grade or elsewhere within the same parcel.



Woodwards 413 Community Atrium
Vancouver, BC



Public Library
Washington DC



Transit Hub
Kitchener, Ontario, ON



City Centre Community Centre
Richmond, BC



Wood Innovation and Design Centre
Prince George, BC



Amvit Centre
New Westminster, BC



Kelowna Innovation Hub
Kelowna, BC



Surrey City Hall
Surrey, BC



Salmon Arm Innovation Centre
Salmon Arm, BC



Creekside Community Recreation Centre
Vancouver, BC



The Polygon Gallery
North Vancouver, BC



Quartier des spectacles
Montreal, QC

Preferred Land Use Option

Map Legend

Employment At-Grade with Mixed Use Above

This is the most flexible land use designation in the plan, and is where new forms of innovative mixed use developments are anticipated to take shape. It encourages a broad mix of land uses and densities within its boundaries and within its buildings. This land use is intended to support the economic growth of small industrial and creative industries through the continued provision of light industrial spaces while allowing for other redevelopment uses above.

This land use is imagined to be the area where the character of the Waterfront's industrial and mixed use energies intersect, and where visitors find local success stories existing beside or below housing and office spaces.



Innovation Employment & High FSR Light Industrial

This designation broadly encourages new employment uses in the Waterfront. It will allow a large number of building configurations but is intended to provide a much needed pressure relief valve to the entire region's acute shortage of available land for relatively high floor-surface-ratio (FSR), multi-bay, high-ceiling light industrial space. These buildings are incredibly flexible, which means that there will be a broad

diversity of acceptable uses with strong emphasis toward creative and innovative local businesses with high levels of employment density.

Innovative stacked structures comprised of multiple floors of industrial spaces will be encouraged, but not required. In addition, office uses will also be allowed within this area, but it is anticipated that their demand will be minor relative to the general need for higher-density light industrial space.



Raceway

The Mission Raceway has exciting plans to build on its decades of success in the City. These plans focus on adding breadth to the existing on-site offerings. The Waterfront Revitalization Master Plan recognizes the goals of the Raceway and will work with the organization to encourage the development of a destination entertainment zone on the west side of the plan area, clustering regional entertainment uses aligned with the Raceway.



Preferred Land Use Option

Map Legend

Waterfront Destination Uses

These areas are intended to offer destination experiences of all types in an urban format. Development in these areas must take care to reflect its privileged location along the waterfront through appropriate interfaces with public open space, streetfronts, and the broader community. This entails that larger parcels could include mixed use components such as housing or office above, and that parking is hidden and integrated within buildings.

These areas are where visitors will generate lasting impressions about the incomparable quality of Mission's waterfront experience, and where the city meets the river in its most vibrant manner. Examples of possible uses in this area are destination retail, hotel, casino, or marina buildings.



Urban Mixed Use (No Residential At-Grade)

Urban Mixed Use is intended to focus development into key areas where retail and employment at-grade with housing above is desired in order to extend or connect vibrant urban areas. Here, retail would mostly serve local needs (though destination uses could easily spill over), and housing would be varied in tenure, size, and price. Outside of key retail frontage corridors, non-retail employment uses will be strongly encouraged on the ground levels. This will dramatically increase the diversity of accepted uses at-grade from typical urban mixed use designations, enabling a more varied streetfront experience that transitions away from the most lively corridors into neighbourhood and community areas.



Preferred Land Use Option

Map Legend

Waterfront Destination Uses

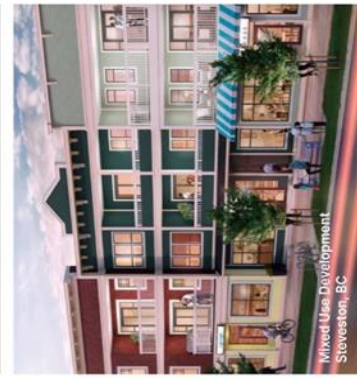
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Preferred Land Use Option

Map Legend

Predominantly Residential (Residential At-Grade)

These areas are intended to encompass a broad range of multi-family housing developments where affordable housing and purpose-built rental projects will be encouraged alongside market rate housing. These areas are strategically positioned where two factors are present:

1. Significant infrastructure investments that enable uplift (i.e. ground elevation raising and comprehensive utility replacing). This results in much higher cost of entry development barriers, thus requiring higher density; and
2. Where local connectivity is limited or where the distance to the Waterfront's open spaces is small without having to cross high-order streets.



Open Spaces (Public Parks, Plazas)

Areas identified for public parks, plazas, and other types of more actively used open space are identified in a lighter shade of green on the preferred land use concept. These are the locations where human occupation, artistic, cultural and recreational spaces and the most active forms of programming will take place. It is in these locations where opportunities for Indigenous and ecological knowledge sharing and interpretation will be focused, directly incorporating reconciliation efforts into the Waterfront's most actively used places.



Open Spaces (Ecological or Riparian Areas)

These are the Waterfront's lush ecological and riparian areas, the place where visitors will feel the most immersed in nature. Due to their environmental sensitivities and the powerful forces of the Fraser River, these areas will be prioritized for protection. While limited recreational infrastructure will be allowed in these areas, the Waterfront will still prioritize improvements to trails and naturalization so that residents and visitors alike can experience the natural beauty of Mission's waterfront.



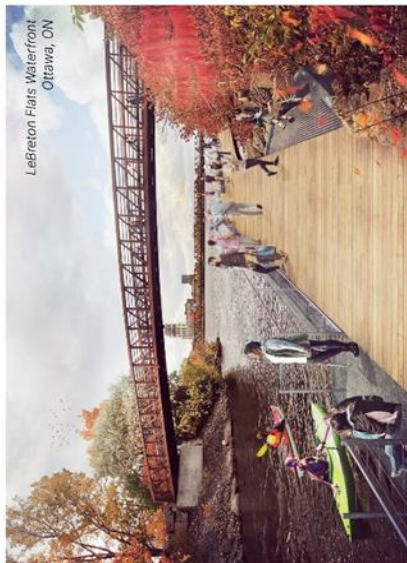
Preferred Land Use Option

Map Legend



Signature Open Spaces

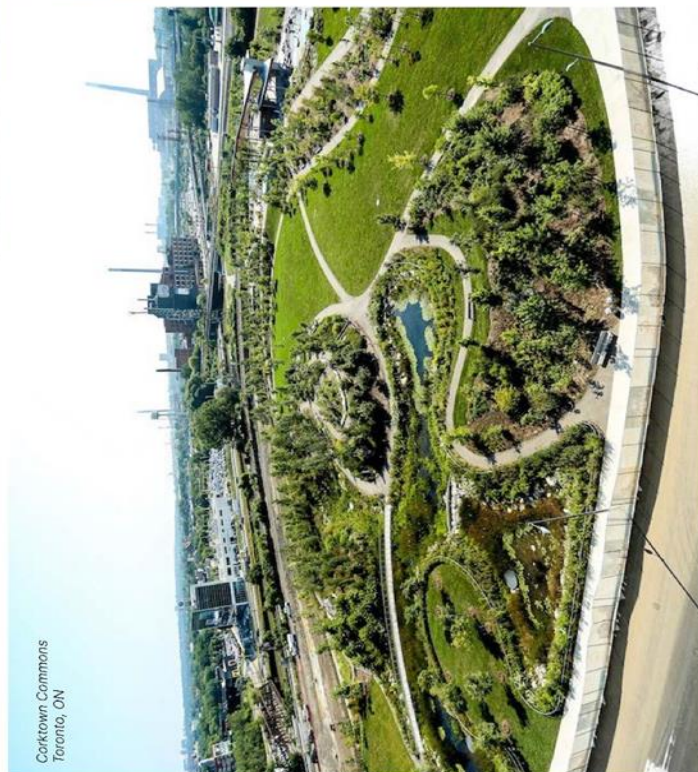
This element calls out special opportunities that exist along the Waterfront based on the leverability of existing conditions, and/or the anticipated adjacencies with the Hubs. These range from highly active open space destinations, waterfront beaches, boat launches and marinas, to unique shoreline and creek sensitive habitat areas. Together, the Signature Open Spaces will create a total experience far beyond the sum of each part. Visiting the Waterfront's open spaces, along its continuous and traded promenade, one will experience a purposefully interwoven array of diverse and site-appropriate public amenities, where the experience tells the story of Mission's past, present and bright future, and where people from all over can become convinced that Mission has something incomparable: an uninterrupted, sensitively designed, and amenity rich public waterfront on the Fraser River.



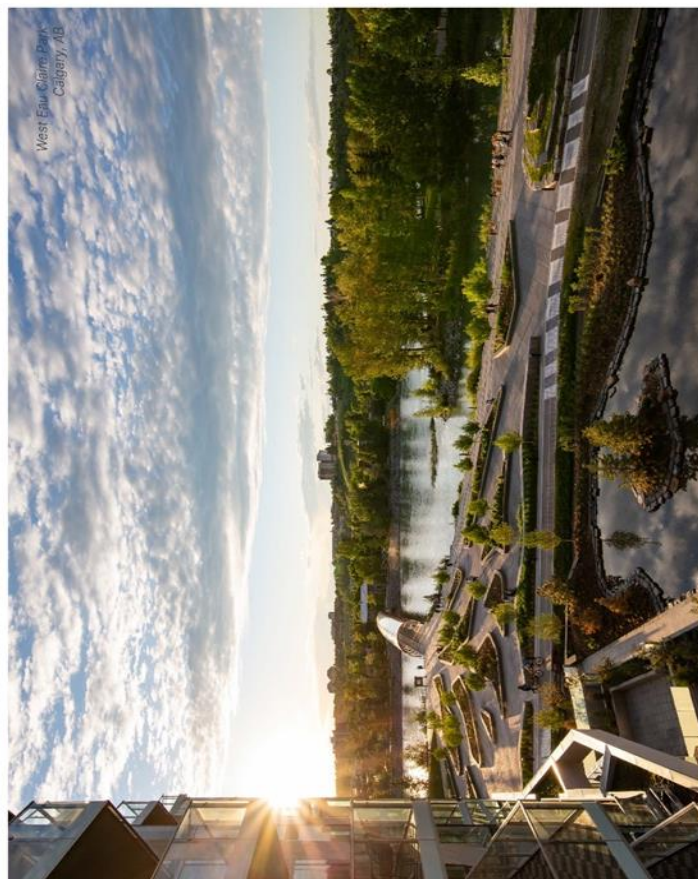
LeBreton Flats Waterfront
Ottawa, ON



Remai Modern Waterfront
Saskatoon, SK



Corktown Commons
Toronto, ON



West Eau Claire Park
Calgary, AB

Preferred Land Use Option

Map Legend

External Roadway Connections / New Internal Connections

These are meant to convey all the locations where one will be able to travel by vehicle between precincts, and/or access Highways 7 and 11. Additional mobility maps will provide more clarity on how these alterations to the area's transportation network are intended to function.

Provincial Highway

These lines represent the existing and planned regional highway linkages in the Plan Area. Specific areas are identified for further study and the collaborative development of transportation solutions with the Province.

CP Railway

These lines represent the existing railway infrastructure in the Waterfront area.

New Dike

The new dike location is generally drawn to reflect changes to the existing shoreline's slope, and to show the degree of public open space between the dike and the water's edge. It is proposed that areas between the dike and the highway will be filled to approximately Flood Construction Level (FCL), creating waterfront redevelopment parcels with exceptional views to the water, and a more resilient flood protection system for the City.

Experience the Fraser Trail

The darker green line represents the Experience the Fraser Trail, which will be provided in various forms throughout the plan area: from a 3-4m asphalt multi-use pathway along the Plan Area's edges, to a 6-10m wide urban promenade, with separation for cyclists and pedestrians in the more central urban areas. Where relevant, this trail will be located at or near the top of the dike. This will allow for dike maintenance access, and will also afford trail users with privileged views of the Fraser River, the bridges, and the urban areas behind. Smaller trails not shown on this map, but shown on the public open space map (forthcoming), will intersect in a braided fashion. This will create loops and allow open space users to have route choices that vary with respect to levels of prominence, enclosure, intimacy, and ecological immersion.

Major Bike Route

These lines represent the main connections of 2-way protected cycling paths and/or multi-use pathways throughout the Plan Area. These are intended to exist within the street and open space networks, and will provide a high level of inter-precinct connectivity to those walking and cycling. Local streets will be designed to be appropriately traffic calmed with 30km/h posted speed limits. Local streets will also accommodate on-street cycling, but will do so within the roadway.



