



CORPORATE REPORT

To: Electoral Area Services Committee

Date: 2024-07-11

From: David Bennett, Planner II

File No: 3920-20-1747 2024

Subject: Lake Errock Neighbourhood Plan – Background

INTENT

This report is intended to advise the Fraser Valley Regional District Board of information pertaining to the Lake Errock Neighbourhood Plan. Staff are not looking for a recommendation and have forwarded this information should members want more clarification to discuss the item further.

BACKGROUND

In July 2022, GWEB HOLDINGS LTD (the developer) applied to amend the Official Community Plan and Zoning Bylaw to redevelop the existing gravel pit located at 43837 & 43873 Lougheed Highway, into a mixed-use development with residential and commercial land uses. The developer is calling this proposal “Harrison Rise”.

The developer is proposing to build approximately 485 units of residential development including single family homes with secondary suites, duplexes, multiplexes, townhomes, apartment buildings within the existing footprint of the gravel pit, and commercial lands along Lougheed Highway near the existing gravel pit entrance.

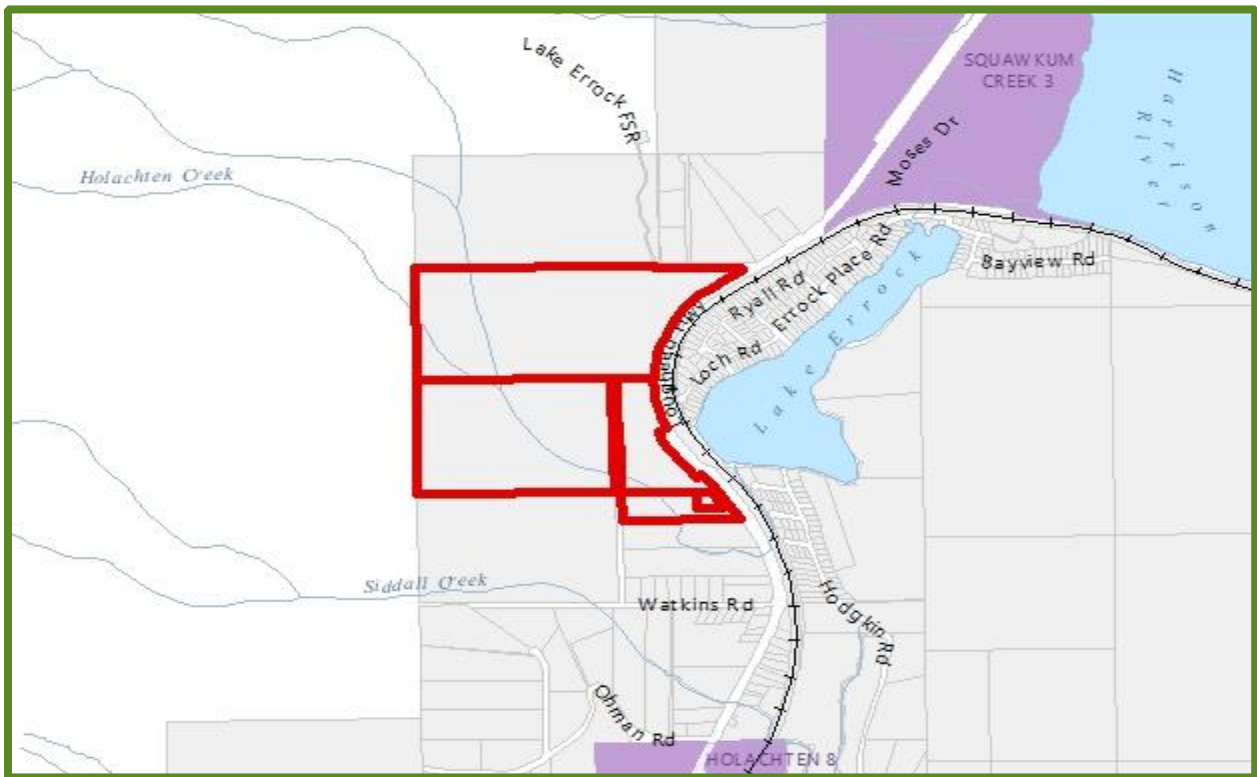
The proposed Harrison Rise development includes:

• 144 Single-Family homes with secondary suites	144 Dwelling Units
	144 Secondary Suites
• 97 Townhouse units	97 Dwelling Units
• 67 Apartment residential units	67 Dwelling Units
• 11 3-unit Multiplexes	33 Dwelling Units
	<u>Total</u>
	<u>485 Dwelling Units</u>

The developer's proposal includes:

- 1.2 ha (3 Acres) for Neighbourhood Commercial Uses
- 0.4 ha Neighbourhood Park
- Approximately 2.4 km of walkways and trails
- Approximately 4.0 ha of open space
- New Community Sanitary Sewer System with service to Sq'ewlets First Nation
- Expanded Community Water System

HARRISON RISE PROPERTIES



PIDs	013-445-871, 012-051-853, 012-051-888, 012-051-900, 013-445-901
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DISCUSSION

From Application to Neighbourhood Plan

The development of the Lake Errock Neighbourhood Plan was the result of the site-specific application for the Lake Errock gravel pit, Harrison Rise. **The developer's application determined the land use plan, the site layout and the densities of the proposal as well as the servicing strategy.**

The Lake Errock Neighbourhood Plan is the body of policies that would form part of the Electoral Area C Official Community Plan. The purpose of the plan is to guide long-term land use decision making at a neighbourhood level. All future FVRD bylaws and services must adhere to the policies of the plan.

The neighbourhood plan provides the robust policy framework necessary to support the development application should the FVRD Board approve the application. The Neighbourhood plan **includes 'wrap-around' policies** to address address implications of the proposed development on the natural environment, cultural resources, transportation, community infrastructure, geohazards, and parks and recreation. These policy directions are informed by technical reports and community engagement.

Vision and Guiding Principles

The vision for the Lake Errock Neighbourhood Plan is to create an integrated community by connecting the existing Lake Errock community to the Harrison Rise lands, serviced by fiscally responsible local infrastructure. The guiding principles include creating an interconnected neighbourhood served by transit; protecting the environment; diversifying housing stock; providing community services; and, advancing shared interests with Indigenous communities.

Land Use Plan

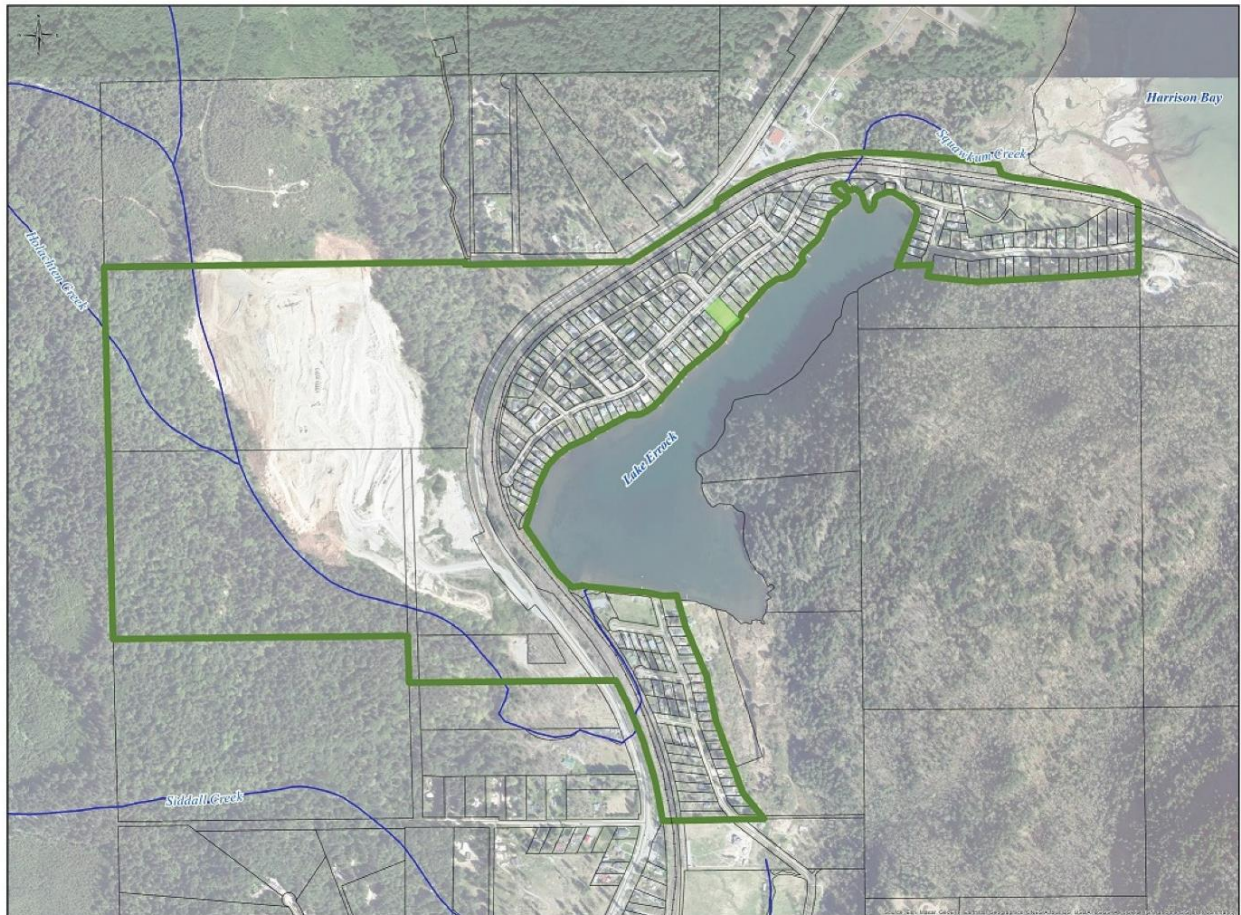
The Lake Errock Neighbourhood Plan's Land Use Plan is the developer's application for Harrison Rise. It is a visual representation of the land use designations that the developer has proposed for the site. Within the text of the plan, the land use designations section outlines the policies for the Lake Errock Neighbourhood Plan areas, providing the intent of each land use designation, examples of permitted uses, and permitted building heights where applicable. It provides a long-term perspective, identifying existing and proposed land uses in the neighbourhood.

Conceptual Plan

The Conceptual Plan for the Lake Errock Neighbourhood Plan illustrates important neighbourhood features relative to the land uses presented in the Land Use Plan. The plan suggests new additions to the neighborhood, these include natural features, new pedestrian connections, and new potential transit connections. The Conceptual Plan, which works in tandem with the Land Use Plan, sets guidelines for development and important neighborhood components like the natural environment, parks and recreation, and community infrastructure.

Lake Errock Neighbourhood Plan Area

The Lake Errock Neighbourhood Plan area (shown below) encompasses properties between Beaudry Road and Watkins Road on the northern side of Loughheed Highway, and the existing North and South Lake Errock community on the southern side. The area is bounded by Hollachten Creek to the north and Lake Errock to the south.



Lake Errock Neighbourhood Plan Area

Harrison Rise Application Background –July 2022

The developer submitted the Harrison Rise application in July 2022. In September 2022 the FVRD Board resolved to host an FVRD Public Information Meeting prior to considering the application. That meeting was held on November 23, 2022.

The key themes of the initial public comments were:

- Community benefits to the residents such as connection to a community sewer facility
- Financial impacts on existing service area ratepayers
- Impacts on drinking water, groundwater, and lake water
- Impacts on the existing service areas such as water, solid water, and fire services
- Recreation impact on Lake Errock and pedestrian movement to the existing community, and
- Considering a lower density development

FVRD Board Direction - March 2023

Following the November 23, 2022 FVRD public information meeting, the FVRD Board considered the application in March 2023. The FVRD Board directed staff to continue to work with the developer on the proposal and requested that the developer provide additional information required to address information gaps including:

- Pedestrian & trail connectivity
- Transit connectivity
- Impact on lake water quality
- Impacts on existing parks and trails
- Fire Services
- Solid Waste
- Community Recreation Facilities
- School Capacity
- Secondary Egress Route

Capacity Funding for Application Review

FVRD staff recommended to the developer that a neighbourhood plan and servicing strategy be developed before they make development applications for a large-scale project. However, the developer chose an application-led process, which presents a variety of challenges. The process **requires simultaneous neighborhood planning and application processing.** To support the FVRD's capacity to review the application, the Regional District Board sought capacity funding from the

developer in March 2023. The Developer-FVRD capacity funding agreement covers payment, control of the work, cost overruns, refunds of excess contribution, and a Developer acknowledgment.

“The Developer acknowledges and agrees that it pays the Developer Contribution to the Regional District to enable the Regional District to obtain the Reports and Services as part of the Developer’s request for amendment to the Regional District’s official community plan in relation to the Development Lands and by making such payment the Developer acquires no special rights in relation to the Regional District’s official community plan amendment process.”

FVRD contracted Urban Systems LTD. (USL) to fulfill FVRD capacity needs. USL, a multi-disciplinary consultant, submitted a proposal to undertake the work which includes a Servicing Feasibility Study, Local Sanitary Servicing Plan, Fire Protection and Fire Underwriters Survey Study, and more. If the Neighbourhood Plan proceeds to First Reading, USL will complete their review and prepare the final reporting including the Servicing Feasibility study. The study is necessary to identify servicing needs, determine all capacity and infrastructure improvements required, estimate costs, determine the impact of service demands on existing taxpayers, and consider the overall sustainability and affordability of service expansion and new infrastructure for both FVRD and taxpayers.

Developer Application Changes and Refinements

The Harrison Rise proposal is a site-specific redevelopment application. **The developer’s initial** application was made in July 2022. Since then the developer has refined their proposal by increasing the project density by adding more dwelling units, proposing a larger community park within the development site, initiating the review of community connection pathways and trails, diversifying the proposed housing types to include multiplex buildings (3 dwelling unit buildings), identifying a secondary access route to the site and identified a potential transit node at the entrance to the development site.

Lake Errock Community

Community Engagement to Date

To inform the community and understand their perspectives on the proposed Harrison Rise development and the Lake Errock Neighbourhood Plan, the FVRD relies on a comprehensive engagement process. Multiple opportunities are offered throughout the lifespan of the project for community members and stakeholders to contribute effectively and meaningfully in shaping the long-term plan for their community.

Developer Hosted Information Meetings

The developer was strongly encouraged to discuss their proposal with neighbouring residents prior to submitting any applications. Early neighbourhood consultation where developers host a public open house is a consistent approach taken for rezoning applications in the FVRD.

Three (3) public open houses were hosted by the developer on, April 19, 2022, April 22, 2022, and June 7, 2022.

FVRD Community Engagement

The FVRD-led engagement process to date has included the following resources, activities, and opportunities:

- **A project website on FVRD's Have Your Say platform, active for the duration of the project**
- Project newsletters
- Three (3) FVRD hosted public meetings
 - November 23, 2022
 - August 22, 2023
 - April 22, 2024
- Early and ongoing consultation with First Nations
- Engagement with different levels of Government

Information regarding the proposed Harrison Rise development was available on the project website including all project background materials, technical reports, public meeting presentations, and summaries of what was heard from the community and interest groups at each event.

Over the course of the community engagement process, public feedback was heard on the following topics: housing, commercial land use, natural environment, cultural resources, parks and trails, active transportation and transit, and community infrastructure. Feedback collected on each of these topics was used to inform neighbourhood policies.

Continued FVRD Consultation

There is no single public engagement avenue that is more important or decisive than the others; rather it is a series of public engagement events that will shape the vision of the Neighbourhood Plan. If the FVRD Board gives First Reading to the OCP and Neighbourhood Plan, consultation will continue. Staff anticipate hosting additional public engagement sessions where key neighbourhood plan themes and policies are discussed in detail. A Public Hearing must be held prior to consideration of third reading.

2024 Public Comments and Concerns

During the April 2024 open house, attendees provided valuable feedback, generating a diverse range of comments and questions. The information was obtained through mark-ups on display boards, emails, Have Your Say page comments, feedback forms, and conversations with staff members. The following summarizes the main points discussed during the open house:

General

- Interest in how the Lake Errock Neighbourhood Plan area boundary was decided.

- Interest in understanding the policy impacts of living within the neighbourhood plan area.
- Preference for a staff presentation as opposed to an open house format for future public information meetings.

Waste Water Treatment Plant (WWTP)

- Concerns about noise impacts from the proposed WWTP in Lake Errock and requests to require a noise wall.
- Preference for relocation of the WWTP uphill to the north side of the Harrison Rise development, to allow water more distance to filter through gravel before reaching the lake and reduce impacts to the existing neighbourhood.
- Concerns about the operational and maintenance costs of the WWTP.

Parking Accommodations at the Lake

- Concerns about anticipated parking demand and how additional parking spaces would be made to accommodate the needs of the residents and visitors.

Traffic

- Concerns about the increased traffic volume from Lake Errock to Mission, including the increased traffic in Deroche at the rail crossing during train passages.
- Concern about a lack of emergency access routes.
- Requests for a comprehensive traffic study to address these issues, including the impact of CN train backups.

Connectivity & Pedestrian Crossing

- Preference for an overpass or underpass as a safer alternative to an at-grade Lougheed Highway crossing.
- Requests for improved access to crown land through community partnerships
- Concerns about the safety of the pedestrian activity on/near Lougheed Highway due to high speeds.

Trails

- Suggestions for a multi-use path connecting the South Lake Errock community to the Harrison Rise Development.
- Emphasis on the need for a physical barrier separating the Lougheed Highway shoulder from pedestrian areas/multi-use pathways.

Parks

- Concerns about the sufficiency of passive parks, with suggestions to repurpose one for a large communal pool/spray park.
- Emphasis on the importance of establishing additional parks within the Lake Errock community to mitigate overcrowding.

Density

- Concerns about the increased number of proposed housing units for the Harrison Rise Development.
- Concerns about the number of housing units increasing from 290 units in 2023 to 485 units in 2024.

Lake Health

- Concerns about polluting the lake from overuse.
- Interest in improving the salmon habitat and addressing algae issues in Lake Errock.

Capacity of the Aquifer

- **Concerns about the aquifer's** capacity to support a growing population.
- **Interest in additional reporting from a Qualified Professional to assess the aquifer's** capacity.

Stormwater

- Interest in collecting rainwater through cisterns.

Amenities

- Besides parks, community members are interested in exploring other amenities including a grocery store and a pharmacy.

Community consultation to date has identified that some residents of Lake Errock have a strong desire **to maintain the community's existing rural character, including density**, lot sizes, and single-family homes. The rural character and way of life are why many people live in the electoral areas, and **maintaining this is important for existing residents' lifestyles. Impacts on the environment, service area** taxation, and increased visitors to the lake are also key concerns that must be addressed by the developer through their proposal and by the FVRD in the drafting of the Neighbourhood Plan policies.

Some Lake Errock residents are fundamentally opposed to the project density, location, and overall change to the neighbourhood. Comments regarding density have remained unchanged, and may reflect opposition to the fundamental project concept. While technical reporting and site planning details can be, and are being, addressed through technical reports, this will not likely resolve the fundamental opposition expressed by some residents. The developer has increased the number of dwelling units (i.e. density) multiple times as the project has progressed. Density is a main concern due to impacts on neighbourhood character, increased visitors to the lake, multiple years of construction impacts, traffic concerns, and infrastructure and servicing costs.

Some residents have also expressed concerns about the potential impact of the development on local services and infrastructure, including schools, healthcare facilities, and emergency services. There are worries about whether these services will be able to cope with the increased demand that would result from the new development.

There are also concerns about the potential impact on local wildlife and biodiversity, and the need to ensure that any development is carried out in a way that minimizes its impact on the natural environment. The Harrison Rise proposal is located primarily on an active gravel pit and restoring and enhancing the site is a neighbourhood priority.

Finally, there are concerns about the potential for increased traffic and congestion as a result of the development, and the impact this could have on the quality of life for existing residents. The

community would like to see a comprehensive traffic impact assessment carried out, and measures put in place to manage and mitigate any increase in traffic.

Additional consultation will help us better understand the views of existing residents, Indigenous governance bodies, stakeholders and others.

Electoral Area C Housing Needs

Electoral Area C's housing needs can be met elsewhere within the plan area (for example, Harrison Mills), through accessory dwelling units (ADUs) and by adding secondary suites to existing homes. The density and housing types appear to exceed Area C housing needs, as they are currently understood, but the proposed development will contribute towards addressing broader lower mainland housing market needs.

Path Forward

Regional Growth Strategy

The Lake Errock Neighbourhood Plan cannot be adopted if the plan is inconsistent with the RGS. In accordance with Section 445 of the Local Government Act, all bylaws adopted by the regional district **must be consistent with the FVRD's Regional Growth Strategy.** In 2023, the Harrison Rise application was reviewed by FVRD Strategic Planning staff in the context of the 2004 RGS and the then draft 2024 RGS. This review concluded that some aspects of the proposed development are inconsistent with the RGS while other aspects are consistent. For example, the RGS emphasizes collaborating and working together with Indigenous communities on areas of mutual concern, such as transit, transportation, and water and sewer systems that protect public health and the environment. There could be benefits to Ecosystem Health should the proposal be enhanced to improve water quality in Lake Errock. There is no clear way of balancing the varying goals of the RGS, but if it can be demonstrated that aspects of the development that are inconsistent with the RGS can be mitigated and that there will be positive impacts on other RGS goals, then the development could be considered consistent with the RGS.

A determination on the consistency with the RGS will be made after consideration of First Reading and after submission of the following information;

The Servicing Feasibility Study - The long-term financial implications of the development for current and future residents and businesses.

Pedestrian connectivity - Crossing Lougheed Highway to enable residents to safely travel by active transportation means (walking or bicycle) from the proposed Harrison Rise development to Lake Errock and back.

Other RGS considerations will include:

The proposed sewer capacity to take into account First Nations' future development plans.

The implications for schools and other services, such as fire protection.

The current water quality of Lake Errock and how the proposed sewer service improves the health of the lake.

Opportunities to improve active transportation connections to nearby amenities such as the proposed Sts'ailes Health Centre and the Sq'ewlets First Nation community centre.

Post-First Reading Technical Reporting and Additional Review

The Fraser Valley Regional District Board directed staff to continue to work with the developer on the Harrison Rise proposal. The Board also required the applicant, at their own expense, to provide the necessary supplementary information to address the information gaps outlined in the FVRD staff report dated March 9, 2023. This section summarizes the requirements specified in the March 9, 2023 report in order to outline various tasks related to a development proposal, each addressing a specific aspect and requiring certain deliverables prior to proceeding to a Public Hearing.

Overall Servicing Feasibility

Understanding servicing feasibility involves a comprehensive study to assess the overall (on-site and off-site) servicing needs of the proposed development. It includes a financial analysis to understand lifecycle costs, tax implications, and long-term sustainability. The Servicing Feasibility Study is primarily analyzing the impact on water, sewer, solid waste, transit, community recreational facilities, parks and trails, and fire protection service.

Water Quality Reporting

The developer is undertaking water quality monitoring. The deliverable is a water quality monitoring plan - results and final report.

Community Connections

Connectivity between the existing Lake Errock Community and the proposed development is critical for addressing RGS policies. The deliverable is an Engineering Report to identify a pedestrian highway crossing. The second task addresses the lack of transit connection to the nearest basic amenities. The developer is required to identify support options for transit and must consult with FVRD and BC Transit. Both tasks require inclusion within the overall financial feasibility study.

Indigenous Consultation

The Local Government Act requires the FVRD to consult with Indigenous Communities. Under the **Board's direction, staff have already initiated early consultation with the local Indigenous Nations.** The FVRD will conduct consultation as outlined in the consultation plan prepared for the OCP. This will include sharing the first reading draft for formal review and comments.

Local Sanitary Servicing Plan (LSSP)

This document will identify servicing needs, capacity, and options to provide community water and sewer for neighborhood growth, it is to be developed in consultation with the FVRD Engineering Department. The deliverable is an LSSP/servicing plan. This task requires inclusion within the overall financial feasibility study.

Servicing Local Indigenous Community

The developer has made commitments to Sq'ewlets First Nation (SFN) to connect SFN lands to the proposed community sanitary sewer that the FVRD would take ownership of. The current SFN community sewer system is failing and so access to a new community sanitary sewer system is a critical need for SFN. A connection to the proposed wastewater treatment plant for Harrison Rise will provide an immediate benefit as well as capacity for future growth on Sq'ewlets First Nation lands. FVRD must work with SFN to review anticipated sewage flows, forecast future development on SFN, costs, and draft a service agreement between SFN and the FVRD. Additionally, there will be a need for an MOU or similar agreement between FVRD/SFN for parameters of future servicing. This task requires inclusion within the overall financial feasibility study.

Sq'ewlets First Nation and the developer have also entered into what the developer calls an Indigenous Reconciliation Agreement. Through this agreement, the developer is proposing to transfer the **title of a "16.6-acre potential park and environmental area to Sq'ewlets First Nation and will also propose First Nation's arts and features in amenity space to represent First Nation's culture"**.

Upon completion of the overall servicing feasibility study and the above items, a report will be prepared for the FVRD Board to consider the results of these studies and to decide on whether or not to proceed further with the Neighbourhood Plan.

COST

Development application fee: Major OCP Amendment \$34,300.00 PAID by the developer.

The Regional District Board approved a sole-sourced purchasing agreement in the amount of \$260,443 with the selected proponent, Urban Systems LTD for the Harrison Rise development application review process.

The proposed development would add new FVRD owned and operated infrastructure, including water lines, sewer, sidewalk, linear park, storm sewer, street lights, and street trees. The financial feasibility will be determined after consideration of first reading.

CONCLUSION

The FVRD Board directed staff to continue to work with the developer on their site-specific application and to incorporate the Lake Errock Neighbourhood Plan into the Electoral Area C Official Community

Plan. The Lake Errock Neighbourhood Plan is now drafted as a component of the Electoral Area C Official Community Plan (OCP) providing detailed policy direction for Lake Errock. It guides long-term decision-making at the neighbourhood level, setting directions for development and supporting policies on components such as the natural environment, parks and recreation, and community infrastructure. **The plan aligns with the OCP's general policy direction, supplementing it with guidelines and policies tailored to Lake Errock's unique needs and characteristics. This ensures consistency with the broader vision and objectives of the OCP while addressing the specific needs of the Lake Errock community.**

The Lake Errock Neighbourhood Plan includes policies for technical reporting and public review of future development applications within the Plan area. It is therefore important that a Neighbourhood Plan precede development applications.

COMMENTS BY:

Hasib Nadvi, Deputy Director of Planning & Development: reviewed and supported

Graham Daneluz, Director of Planning & Development: reviewed and supported

Kelly Lownsborough, Director of Corporate Services/CFO: Reviewed and supported.

Jennifer Kinneman, Chief Administrative Officer: Reviewed and supported.