Corporation of the City of
NEW WESTMINSTER

REPORT
Climate Action, Planning and Development

To:	Mayor Johnstone and Members of Council	**Date**:	June 12, 2023
From:	Jackie Teed, Acting Director, Climate Action, Planning and Development	**File**:	13.2525.02
		Item #:	2023-396

Subject: **22nd Street Station Area Bold Vision Relaunch**

RECOMMENDATION

THAT Council direct staff to proceed with the proposed 22nd Street Station Area Bold Vision process as outlined in this report, with a dual focus on First Nations collaboration and building climate resilience.

PURPOSE

To seek Council direction on the relaunch of 22nd Street Station Area visioning.

SUMMARY

The 22nd Street Station area has been identified as an area that could accommodate growth in a compact, transit-oriented form. After declaring a climate emergency in 2019, the City identified the opportunity to plan this area as a climate-friendly or "eco" neighbourhood. Planning was put on hold through the pandemic, with further operational-related delays. In anticipation of relaunching the project in 2023, staff reached out to First Nations to gauge the level of interest in participating in the project. Early expressions of interest from several First Nations communities have created an opportunity to explore closer collaboration with them in this planning process, and embed reconciliation as a fundamental project focus along with climate resilience aspirations. Should Council confirm the project relaunch, a next step would be to engage First Nations further to understand how they wish to participate, to discuss capacity funding, and to seek their feedback on the preliminary project plan of running an ideas challenge and visioning process through 2023 and 2024.

BACKGROUND

The intention of creating a high-density transit-oriented neighbourhood around 22nd Street Station area is included in the Official Community Plan (OCP), which was developed from 2015 to 2017. The OCP identifies this intention by designating the area Comprehensive Development (CD), and identifying the requirement that a Master Plan be created, including public consultation and a number of technical studies. While the OCP includes a map of proposed land use designations for the area, these are conceptual in nature, and were intended to be confirmed through the master planning process. As a final step in the planning process for the area, an OCP amendment is required to replace the CD designation with specific land use designations for each property, only after which may rezoning applications be considered for future development.

Following adoption of the OCP, a master planning process began, which included a preliminary transportation study and analysis on how to finance growth; detailed studies and analysis are still required. Attachment 1 is a backgrounder that was created through the first launch of the master planning process, including a summary of what we heard from the community at that time.

Previous Council Direction

At Council's February 24, 2020 meeting and as an outcome of its 2019 declaration of the climate emergency, Council endorsed pivoting the master planning process to first create a bold vision for a climate friendly neighbourhood at the 22nd Street SkyTrain Station. The bold vision would respond to the climate emergency, and the City's Seven Bold Steps for Climate Action, while also incorporating other Council priorities such as affordable housing, reconciliation, equity, and inclusion (see Attachment 2 for more of a discussion on the bold vision scope).

Originally scheduled to proceed in March 2020, the City postponed the planning process to focus resources on pandemic response and recovery efforts. In December 2021, Council endorsed a work plan for a relaunch, recommitting to the ideas competition and bold vision concept, and the project budget was included in the 2022 City budget. In June 2022, as part of the management of staff shortages and pandemic workload impacts, Council supported pausing a range of City projects, including 22nd Street Station visioning. Funding for the project remains in the 2023 budget.

Project Team and University Collaboration

In December 2021, a request for expressions of interest was published. In February 2022, the top five submitting teams were invited to participate in a Request for Proposals. The leading team out of that process was Modus Planning, Design and Engagement. Modus has experience with running ideas competitions as well as neighbourhood planning processes. They have assembled a team of sub-consultants to bring added subject matter expertise to the process, on topics like transportation, climate adaptation and mitigation, and Coast Salish culture.

Modus has been engaged to review background information and develop more detailed community engagement, ideas competition, and First Nation engagement strategies. Should Council support the recommendation of this report, staff would continue working with Modus on the station area visioning.

A professor from Simon Fraser University, Dr. Meg Holden, has also offered to bring academic expertise and research capacity to the visioning and vision implementation process. Staff and Modus are exploring possibilities for collaboration, including engaging students in a test run of the ideas challenge.

First Nation Engagement

In anticipation of relaunching the project in early 2023, and to gauge interest amongst First Nations with an interest in New Westminster lands, City staff reached out to six First Nations (Kwantlen, Qayqayt, Kwikwetlem, Tsleil-Waututh, Squamish, and Musqueam First Nations). All six Nations have expressed interest, ranging from interest in receiving updates, to interest in shaping the planning process. This high level of interest presents an opportunity to shift from consulting First Nations to planning in closer collaboration with Nations. Taking this approach is in line with the City's commitments to develop a deeper understanding of First Nations histories and connections to New Westminster lands and to advance reconciliation in meaningful ways. It also supports the intention of Council's proclaimed Year of Truth.

Alignment with Strategic Priorities Plan

Advancing a vision for 22nd Street station area is in alignment with the Strategic Priorities Plan. Firstly, the project approach has been informed by the strategic lenses identified in the Strategic Priorities Plan:

- As noted above, taking a collaborative approach with First Nations on the station area planning would be in alignment with the reconciliation lens, and provide an opportunity for capacity building. Engagement with urban Indigenous people as part of community engagement will also be important.
- There are opportunities to explore a built form and policy landscape that supports climate change mitigation and adaptation as well as environmental restoration, whether that is through high performing buildings, transit-oriented development, zero emission vehicles, green infrastructure, or other approaches.
- The diversity, equity, inclusion and anti-racism lens to the process and vision will be critical to ensuring that the vision's success for all community members.
- Engagement (including building off what we have heard from community members over time) will be top of mind, and central to the "how" of the visioning.

22nd Street station area visioning would also directly advance multiple strategic priorities:

- Homes and Housing Options: One of the desired outcomes is More Homes Near Transit, including advancing planning for transit-oriented development with a climate lens. There is the potential to unlock a variety of housing forms, tenures and affordability levels at the station area, meeting needs for different individuals and household types.
- Asset Management and Infrastructure: Early consideration of asset management potential will ensure infrastructure is renewed through development (and careful consideration of financing growth).
- Safe Movement of People: Focusing growth by rapid transit and a regionally significant bus loop is tightly connected to shifting to sustainable modes of transportation. Consideration will also be given to opportunities to improve the transportation network in the neighbourhood.

Planning for 22nd Street station area will also be informed by the City's Housing Needs Report, both in terms of types of housing needed, and the potential scale of units that could be enabled.

Unlocking the significant housing opportunity that exists at the station area would also be in alignment with the province's Homes for People Action Plan. This provincial plan focuses on opportunities to rapidly increase housing supply, and specifically speaks to enabling housing near transit.

Visioning Process Concept

The visioning process, as currently imagined, could include the phases described below. Taking a collaborative approach with First Nations means that the City's approach will need to be flexible, and early discussions with Nations may reveal opportunities to change and improve process (i.e., phases 2 to 6 may shift).

1. **First Nation Collaboration Planning and Confirmation of Process:** First Nations collaboration planning would entail inviting First Nations to discuss the project, how they would like to engage throughout the process, and capacity funding options. Early discussions could also include:
    - seeking input on proposed visioning process and goals;
    - exploring whether there are stories about the station area that could be shared to ground planning in First Nations context; and
    - starting conversations on ways to advance reconciliation through the project.

    As noted above, the outcomes of this step would inform steps 2 to 6, including both the process and how First Nations engage with each step.

2. **Ideas Collection**: The next phase of the project would entail hosting an ideas challenge, inviting submissions from global experts on climate resilience and community planning, students, and members across the community to provide creative ideas about how to achieve the project goals. The intent of the challenge is to tap into a wide range of bold ideas, many of which can then inform the vision.

   Community engagement would run concurrently with the ideas challenge, to ensure early visioning is shaped by aspirations of the community. Community engagement could include ideas workshops, pop-ups, online engagement, and targeted efforts to reach lesser-heard voices.

3. **Ideas Evaluation and Iteration**: The evaluation and shortlisting of ideas would include both expert analysis and community and First Nation input, as well as a public showcase and celebratory event. Shortly after the ideas challenge and community consultation phase, a three-day design charrette would be held, to start integrating the ideas and input.

4. **Vision Development**: Staff and the consulting team would further develop the ideas and concepts that come out of the design charrette, draft a vision, and seek interdepartmental review of that vision.

5. **Vision Refinement:** The draft vision would be brought to Council for discussion and endorsement to seek community input on the draft. Input would be sought from City committees and community members. A revised vision would be brought back to Council for consideration of endorsement.

6. **Vision Implementation:** Once the vision is endorsed by Council, an implementation process would be determined, based on identified next steps and priorities. Implementation would likely include further developing financing growth strategies to deliver required amenities and infrastructure, transportation network options, and/or design and public realm guidelines.

It is anticipated that the phases outlined above would take place through 2023 and 2024. The ideas challenge would be targeted to take place in the fall or winter, with visioning through the spring and public review of the vision later in 2024.

NEXT STEPS

Should Council direct staff to relaunch visioning for the 22nd Street Station area, with a dual focus on collaboration with First Nations and building climate resilience, staff would proceed with step #1 noted above.

FINANCIAL CONSIDERATIONS

The 2023 Approved Multi-Year Capital Budget – 22nd Street Station Bold Vision, includes $360,000 for this project of which approximately $72,000 has been spent and committed as of May 15, 2023. The remaining $288,000 will be allocated as follows:

- consultation – which allows us to bring in subject matter expertise, and a deep level of engagement, including efforts to bring new voices into the conversation, significant online engagement, speakers or panelists at events, graphic design support, and additional creative events;
- compensation of First Nation's representatives time and participation; and
- all other minor project costs.

The 2023-2027 Approved Five Year Financial Plan – 22nd Street Station Bold Vision, estimates planned spending for the implementation planning phase of $115,000.

Depending on the scope of First Nations' desired involvement, additional funds, such as capacity funding, may be needed and is yet to be determined. Staff would report back on any additional financial implications for Council's consideration before making additional financial commitments.

A 22nd Area Station area vision may result in additional growth. Visioning and implementation would need to include careful consideration of how additional services needed to ensure a livable neighborhood can be provided through development, to limit any impacts to the City's financial resources.

INTERDEPARTMENTAL LIAISON

Staff across multiple departments will be engaged in the station area planning process:

- The City's Indigenous Relations Advisor and museum and archive staff would continue to have an advisory role;
- Transportation staff have already been involved with early transportation study and would continue to be engaged;
- Climate Action staff would be involved with evaluating ideas and ensuring climate measures are implementable and aligned with City plans;
- Parks and Recreation staff would be involved with discussions of amenities in the area; and
- Infrastructure planning staff would help ensure that the necessary upgrades are identified early and considered in the implementation process.

OPTIONS

The following options are presented for Council's consideration:

1. That Council direct staff to proceed with the proposed 22nd Street Station Area Bold Vision process as outlined in this report, with a dual focus on First Nations collaboration and building climate resilience.
2. That Council provide staff with alternative direction.

Staff recommends Option 1.

ATTACHMENT

Attachment 1 - 22nd Street Master Plan Backgrounder
Attachment 2 - Bold Vision Scope & Goals

APPROVALS

This report was prepared by:
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Corporation of the City of
NEW WESTMINSTER

Attachment 1
22nd Street Master Plan Backgrounder

22nd Street Master Plan

BACKGROUNDER

for the 22nd Street SkyTrain Station Area Master Plan

August 2018 (updated July 2019)



NEW WESTMINSTER

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Introduction

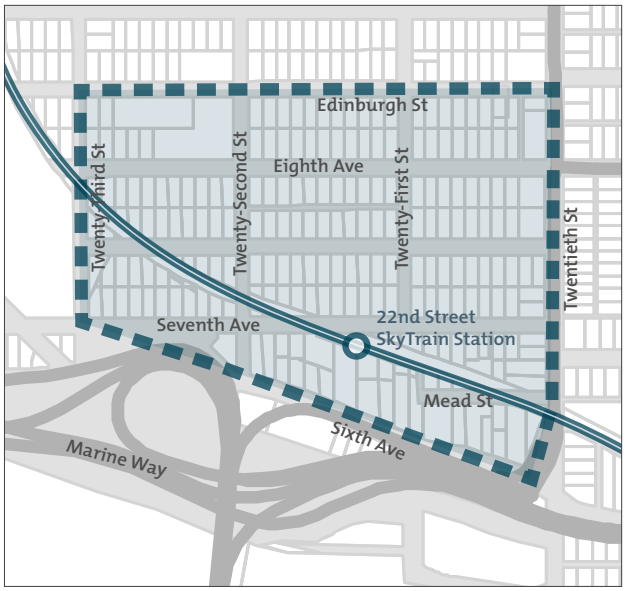
22nd St. PLAN

Master Plan

The 22nd Street Station Area is envisioned as a higher density, mixed use neighbourhood with commercial shops and services along Seventh Avenue, east of the station. Higher density development would locate near the SkyTrain station, while low rise residential buildings and infill townhouses would "step down" into the surrounding neighbourhood of Connaught Heights. This compact, mixed use development will increase travel mode options and reduce the need for vehicle trips.

This vision was created through the review of the Official Community Plan (OCP), which was adopted in October 2017. The review process identified the places around the 22nd Street Station as one of the areas in New Westminster where new growth will be concentrated.

However, before any new development applications can proceed, a Master Plan will be created by the City that further details how the area will develop. See Guiding Policies and Plans (pg. 12) for land use designations included in the OCP.



Study Area of 22nd Street Master Plan

Purpose

The intent of the Master Plan is to ensure that growth in the area meets and supports the needs of the community. The Master Plan will build on the OCP process by exploring the issues and neighbourhood improvements raised during OCP consultation, including those related to transportation, community amenities, and urban design. The added detail will guide how the City evaluates development applications.

Even though the Master Plan will only direct land use changes within the 22nd Street Station Area ("the Area", see map), planning will also consider transportation impacts in the surrounding neighbourhoods, Connaught Heights and West End.

Timeline and Process

The Master Plan will be developed in four phases over 2018 and 2019. Community consultation will be conducted throughout this period to provide project updates and to help refine the community's vision and priorities for the future.

1) ***Background Research and Detailed Transportation Study*** that will provide transportation improvement options for the Area that address existing issues with the network, and identify new requirements based on anticipated development patterns and increased demand stemming from growth. The Study is expected to address all modes, inform future development and identify future capital projects that will facilitate improvements.

2) Financing Growth Strategy that will consider how to finance the infrastructure and amenity requirements of the community as it grows. This phase of work will explore the potential revenue generated from new development, an approach to collecting amenity contributions, and a prioritization of community and infrastructure needs.

3) Master Plan Development, which will incorporate the findings of the Detailed Transportation Study, community feedback and other analyses, along with:

- The Financing Growth Strategy, including tools that the City will use to meet the needs of the growing community;
- Public Realm Design Guidelines that provide comprehensive direction for the development and enhancement of the public realm; and
- Development Permit Area Guidelines to provide further direction for the design of private developments and their relationship to the surrounding neighbourhood.

4) Master Plan Finalization and Adoption, including Council endorsement of the Master Plan developed in Step Three. City staff will also bring forward amendments to the Official Community Plan to formalize the final Land Use Designations for the 22nd Street Station Area and incorporate a new Development Permit Area and associated guidelines.

Step One	Step Two	Step Three	Step Four
Background Research and a Detailed Transportation Study	Financing Growth Strategy: Community Amenity Needs and Priorities	Master Plan Development: Public and Private Realm Design Guidelines	Finalization and Adoption: Council Endorsement and OCP Amendment

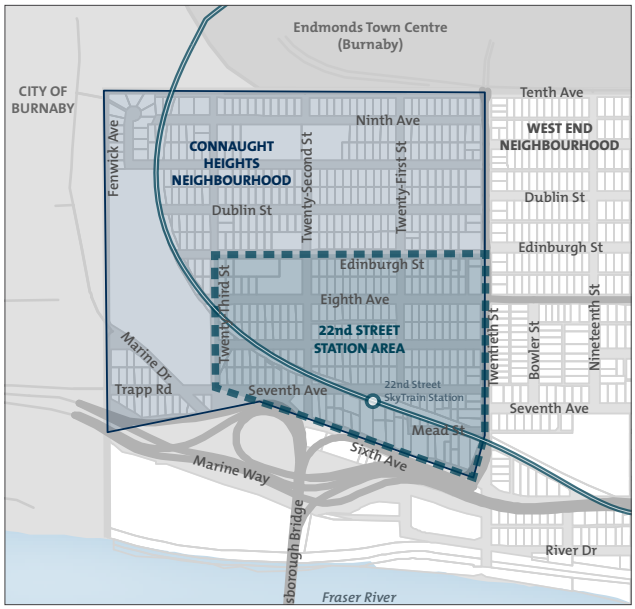
Regular Reporting Back to the Community and Council



This section describes the key characteristics of the 22nd Street Station Area and surrounding neighbourhood.

Location

The 22nd Street Station Area is located within the Connaught Heights neighbourhood on the west side of New Westminster. The City of Burnaby borders the neighbourhood on the north and west sides. The West End neighbourhood of New Westminster is located directly to the east. The Queensborough Bridge is located just south of Connaught Heights and spans the north arm of the Fraser River, connecting to the Queensborough neighbourhood and municipalities south of the Fraser.



Connaught Heights and the 22nd Street Station Area

Land Use Today

Despite the proximity to rapid transit, most of Connaught Heights and the neighbouring West End are made up of single detached dwellings. There is only one apartment building in the Connaught Heights neighbourhood and limited commercial space. Metro 2040, the regional growth strategy (see Guiding Policies and Plans, pg. 15), anticipates that New Westminster will grow to a population of 102,000 people by 2041 – 3.4% of the total population growth projected for the region. The Official Community Plan (OCP) identifies the 22nd Street Station Area as one of several places in the city that will accommodate New Westminster's share of that growth, which would bring greater residential density and more diverse commercial amenities to the neighbourhood.

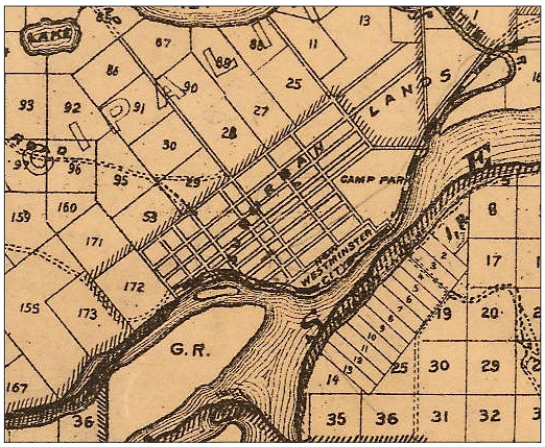
Building on a Rich Heritage

The neighbourhood now known as Connaught Heights is located within the overlapping traditional territories of diverse Downriver Coast Salish communities, whose deep connections with the land and the Fraser River have sustained their culture and traditions since time immemorial.

Following the arrival of new settler communities in Greater Vancouver in the early nineteenth century, the area around modern-day New Westminster gradually became urbanized. District Lot 172 (DL 172), the predecessor of Connaught Heights, was established by survey in 1859 and remained a provincially-administered residential area until the mid-20th century. Because the District Lot lay outside city boundaries, for several decades the area enjoyed lower taxes and less regulation than New Westminster.

The BC Electric Railway Line and power (hydro) rights-of-way were established in DL 172 as far back as 1909. Though residential development began in the 1930s, the neighbourhood and its infrastructure remained more rural in character through the 1950s. When Connaught Heights was joined to New Westminster in 1965, a City study found deficiencies in its sidewalks, sewers, roads, water mains and street lighting, and soon embarked on a major capital investment program to upgrade basic services and construct recreational facilities.

Connaught Heights continued to be influenced by major infrastructure projects throughout the twentieth century, including the Annacis Highway interchange and the Expo SkyTrain corridor and station. Nevertheless, the neighbourhood has retained some of its most important heritage features: the street grid that had been extended from earlier New Westminster suburbs; the exceptional views of the Fraser River and delta; and a persistent spirit of independence that comes from living at the "frontier" of New Westminster.



Rand Bros. Map of New Westminster, 1892 (City of Vancouver Archives, AM1594 - Map 446)

Amenities and Institutions

During previous community engagement exercises (see Guiding Policies and Plans), the limited number of community amenities was identified as one of the key challenges facing the neighbourhood. Traffic and transportation issues also make it difficult for community members to access services and amenities in the community.

The key public spaces within the neighbourhood are Connaught Heights Park, which contains recreational features like a playground and tennis courts, and the adjacent Connaught Heights Elementary School. The Fraser Montessori Daycare Center is located just east of the 22nd Street Station Area, on Marine Way.

Neighbourhood residents have two other public open spaces nearby. The West Side Off-leash Dog Area is located just south of the Station Area in the centre of the Queensborough Bridge on-off ramp (accessible via a pedestrian bridge from Seventh Avenue). Grimston Park, within the adjacent West End neighbourhood, was upgraded in 2010 and contains diverse recreational amenities, including a playground, wading pool, sports fields and sports courts.

Although there are transportation issues in Connaught Heights (see Key Planning Challenges), the neighbourhood also benefits from access to the 22nd Street SkyTrain Station (with transit connections throughout Greater Vancouver) and greenways on Seventh Avenue and London Street.

Another amenity in Connaught Heights is the BC Parkway, which runs along the SkyTrain corridor at the south and west edges of the neighbourhood. The paved pathway provides recreational and active transportation connections to Surrey, Burnaby, Vancouver and the rest of New Westminster, including Downtown and its many amenities.

Other community amenities in or near the neighbourhood include two places of worship (the Connaught Heights Pentecostal Assembly and St. Gheorghe Romanian Orthodox Church), the Schara Tzedeck Cemetery, and several local businesses on Twentieth Street.

Despite these amenities and institutions, residents note that the neighbourhood lacks a distinctive "heart" – a hub of commercial services and public spaces that bring people together to socialize, interact and build a sense of community.



Grimston Park

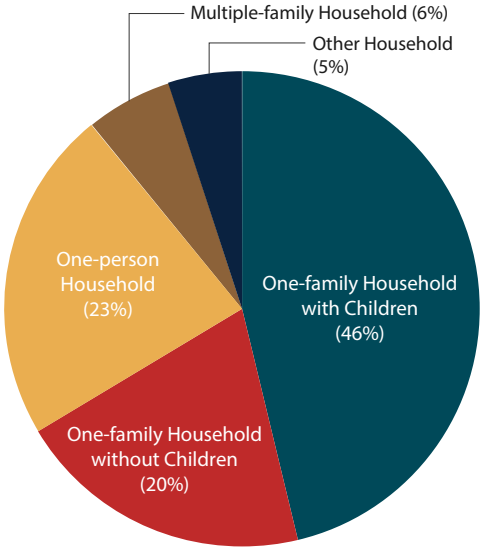
The Community Today

Housing

Compared with the rest of New Westminster, the housing of Connaught Heights is disproportionately comprised of single detached dwellings and secondary suites. Over 40% of the dwellings in Connaught Heights were constructed in 1960 or earlier, which presents an opportunity to celebrate the built heritage of the area, but also the challenge of maintaining an aging housing stock. Nearly two-thirds of residents are homeowners.

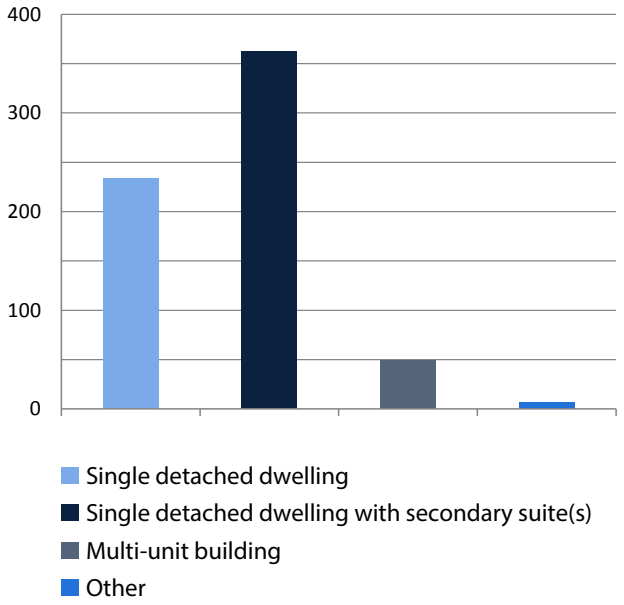
Households

Due in part to the abundance of single detached dwellings in the neighbourhood, Connaught Heights has a higher proportion of family households than New Westminster overall, and substantially fewer people living alone. Over three-quarters of Connaught Heights households are comprised of families, including 240 homes with a couple and children.



Household Composition of Connaught Heights

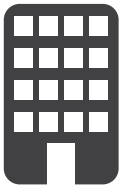
Number of Dwelling Units by Building Type in Connaught Heights





Owners
64%

New Westminster: 56%



Renters
36%

New Westminster: 44%

Previous Place of Residence

The population of Connaught Heights is relatively stable: almost two-thirds of current neighbourhood residents were living in the same residence five years ago. Among those who were living elsewhere, around 32% moved from within New Westminster, while the balance of new residents arrived from other places in British Columbia (47%), Canada (11%) or beyond (10%).

Age Profile

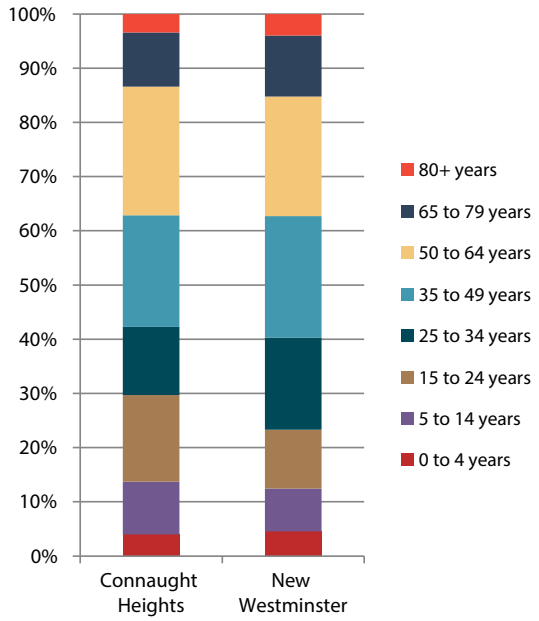
Connaught Heights has a similar age profile to New Westminster as a whole, with a majority of working-aged adults and smaller populations of children and seniors. Significantly more children (aged 5 and older) and young adults (aged 15 to 24) live in Connaught Heights than in New Westminster on average, which corresponds with its high proportion of family households.

Income and Employment

Residents of Connaught Heights have a wide range of occupations, ranging from management to manufacturing. Although unemployment is consistent with the citywide average (between 4% and 5%), the neighbourhood has a higher proportion of residents (36%) who do not participate in the labour force, including retired persons, students and stay-at-home parents.

The neighbourhood also has a higher median household income and lower prevalence of low-income households than New Westminster as a whole. Around 38% of Connaught Heights households earn over $100,000 per year, in comparison with the citywide average of 28%. The low-income rate among Connaught Heights children (under age 18) is also less than half the low-income rate among children citywide. But 17% of neighbourhood seniors (aged 65 and over) are living in low-income, and the median income of persons living alone is $7,400 lower than the citywide average.

Age Profile of Connaught Heights and New Westminster



$81,152

Median Total Income

New Westminster: $64,695

Top 5 Occupation Types

1.	Sales and Service	25%
2.	Trades, Transport and Equipment Operators	15%
3.	Business, Finance and Administration	13%
4.	Education, Law, Social, Community and Government Services	11%
5.	Management	11%

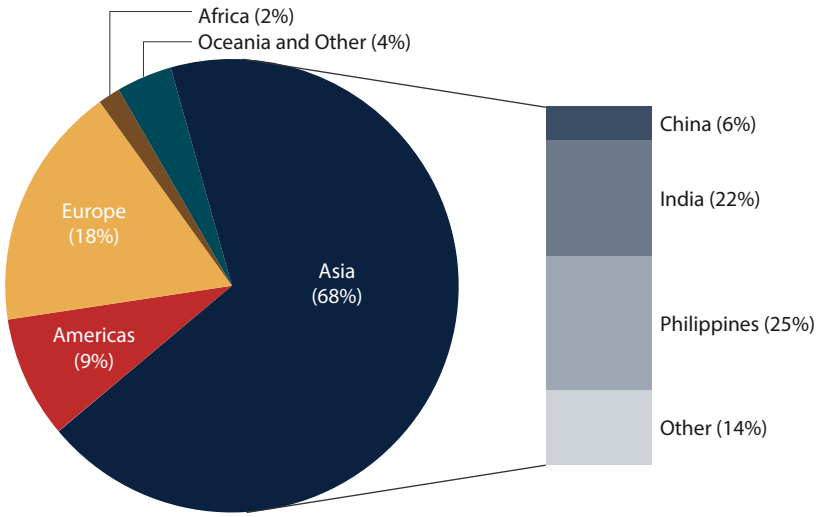
Diversity

The residents of Connaught Heights represent a wide variety of backgrounds, cultures and origins. Nearly one in four residents are immigrants to Canada (particularly from Asian countries like India and the Philippines), the majority of whom arrived in the country before 2001. Even though 97% of Connaught Heights residents know at least one official language, almost half of residents also know at least one non-official language, from American Sign Language to Urdu.

Connaught Heights residents know

30

unique languages



Place of Birth for Immigrants to Connaught Heights

Transportation

Like the rest of New Westminster, the personal vehicle remains the dominant mode of transportation for residents of Connaught Heights. However, over one-third of residents take transit as their primary mode of commute, in contrast to only 20% of commuters across the Greater Vancouver region. The majority (85%) of Connaught Heights residents commute to a different city within Metro Vancouver for work; less than half of residents have a one-way commute under 30 minutes long.



35% Transit

4% Active Modes

62% Automobile

Mode Share in Connaught Heights



The Master Plan will establish a forward-thinking vision for the 22nd Street Station Area that responds to the needs of current residents while building a welcoming community for future residents. It must also address several key challenges that could influence planning and development in the Area.

Steep Slopes

Like many other parts of New Westminster, Connaught Heights was established on the slopes overlooking the Fraser River. The land elevation generally increases away from the river, except on the west side of the neighbourhood, which slopes down toward Willard Street in Burnaby.

Although these slopes benefit residents with excellent views and good sun exposure, they also introduce challenges for current residents and future land developers. Steep grades must be considered in creating new (or realigned) streets and driveways, and may discourage active modes of transportation like walking or cycling.

Adjacent Municipalities

Connaught Heights is bordered to the north and west by the City of Burnaby. As a result, the Master Plan must consider major developments, new parks and recreational facilities, upgraded roads, or cycle corridors in Burnaby that might influence life in Connaught Heights.

Edmonds Town Centre, located in Burnaby just north of Connaught Heights, is home to the 51-acre master-planned community of Southgate. The area will accommodate up to 6,400 new residential units and 200,000 square feet of commercial space, as well as a new recreation centre and high school.

While this development could benefit Connaught Heights residents by supplying nearby shops, services and other amenities across the municipal border, the projected increase in residential and employment population could also place greater pressure on Connaught Heights infrastructure and amenities. Increased traffic is a particular concern, since Twentieth Street connects Burnaby with Marine Way, Stewardson Way and the Queensborough Bridge.

Likewise, the Master Plan must consider how Connaught Heights residents access key destinations in Edmonds, the rest of Burnaby, and beyond.

Multiple Jurisdictions

In addition to feedback from the community and local stakeholders, the Master Plan must account for lands and infrastructure that fall under the jurisdiction of other agencies.

- The provincial Ministry of Transportation and Infrastructure (MoTI) must be consulted about any development or infrastructure upgrades that could influence the Queensborough Bridge. Any MoTI decisions about the Bridge and its access ramps have the potential to impact transportation patterns throughout New Westminster.
- TransLink is the agency responsible for the regional transportation network in Metro Vancouver, including SkyTrain, bus routes, the BC Parkway and major roads like Marine Way and Stewardson Way. Developers must obtain consent from TransLink where there are any agreements in place allowing TransLink to use the properties of interest. Developers should also consult TransLink for any development adjacent to its infrastructure.
- BC Hydro holds a right-of-way for the power corridor that runs diagonally across Connaught Heights, including part of the 22nd Street Station Area. There may be opportunities to better utilize and integrate the corridor into the community.

Lot Assembly

As envisioned in the Official Community Plan (OCP), future land uses in the 22nd Street Station Area are expected to range from townhouses to high-rise residential and mixed-use buildings. Because these types of land use require larger lot sizes than the ones available now, developers must purchase several smaller (single detached dwelling) properties to achieve these higher-density land uses.

In this way, implementation of the Master Plan depends on the interest of private landowners to sell their properties to developers, and the interest of developers to purchase and assemble properties for redevelopment. But the Master Plan does not obligate any landowner to sell their home. In turn, developers will only approach landowners to purchase and assemble land if the real estate market signals that there is sufficient demand to make their proposed project financially feasible.

Only once lot assembly has taken place (or once a developer has secured an option from the landowners to purchase the properties in the future) can the developer apply to the City for a rezoning. Rezoning changes the existing development rights, called entitlements, to allow for a higher-density land use. According to the Zoning Bylaw, development must not cause an existing property to become “locked in” by surrounding redevelopment, i.e. lot assembly must not result in “left-over” parts of the block where the remaining lots are too small to accommodate redevelopment.

Access and Road Alignment

One of the challenges that has been identified by neighbourhood residents and stakeholders is transportation access and circulation. Although the road network is constructed on a grid pattern, which optimizes the number of intersections and route options, that grid is misaligned with the street grid east of Twentieth Street. As a result, Eighth Avenue is the only direct east-west route between Connaught Heights and the rest of New Westminster.

Access and egress from Connaught Heights is also limited by the cemetery at the west side of the neighbourhood, and Stewardson Way and the Queensborough Bridge to the south. There is no direct access between the neighbourhood and Southridge Drive except at Twentieth Street, which provides the only connection to points north.

Access and egress issues are worsened by traffic volumes. In particular, Twentieth Street carries over 24,000 vehicles per day, causing traffic congestion during peak hours that blocks intersections and impedes east-west movement. A lack of pick-up/drop-off and park'n'ride facilities at 22nd Street SkyTrain station also leads to traffic circulation issues as drivers perform illegal maneuvers and park on neighbourhood streets.

Together with the misaligned street grid, vehicle traffic compromises transportation access for pedestrians and cyclists, who are discouraged from using active modes by safety concerns, inadequate infrastructure and noisy, unpleasant conditions.

To address some of these challenges, the City recently completed the Connaught Heights Traffic Calming Plan, which identifies short- and medium-term priorities to improve conditions for drivers, transit users, pedestrians and cyclists alike.

As planning proceeds on the 22nd Street Master Plan, the City will be exploring ways to maximize transit ridership (given the proximity to the SkyTrain station) and improve connections to and through the neighbourhood, as well as considering how the transportation network might enable or constrain different types of development.



Morning traffic congestion on Twentieth Street



The 22nd Street Master Plan complements, builds upon and implements actions from several other plans and policies. This section summarizes regional and municipal plans whose policies the Master Plan will incorporate or implement, and municipal plans that provide specific direction for the Connaught Heights neighbourhood.

Official Community Plan

OUR CITY 2041 is the New Westminster Official Community Plan (OCP). The OCP provides a vision, goals and policies for shaping how the city will grow over the next two decades.

The themes of the OCP reflect the community's priorities and aspirations for New Westminster, including the 22nd Street Station Area. These themes are:

- Housing Choice
- Neighbourhood Hearts
- Strengthened Connections
- Supporting Innovation
- Heritage
- Community Health
- Resilience

Community Feedback about the 22nd Street Station Area

During the process to create the OCP, extensive community and stakeholder consultation explored the major issues and opportunities for Connaught Heights and the 22nd Street Station Area, including neighbourhood visioning, and conversations about housing and land use designations.

Key themes that emerged from this engagement include:

Traffic and Parking: Transportation access, traffic congestion/circulation and parking (including lack of Park n' Ride and drop-off facilities around the SkyTrain station) were identified as current issues by residents. They are concerned that additional development will increase these issues.

Safety: Residents are concerned about criminal activity around the SkyTrain station and the parklet at the terminus of Eighth Avenue. They would also like improved sidewalks and cycling infrastructure to more safely navigate busy local streets by foot or bike.

School Capacity: Some residents are concerned about the impact of a growing population on schools.

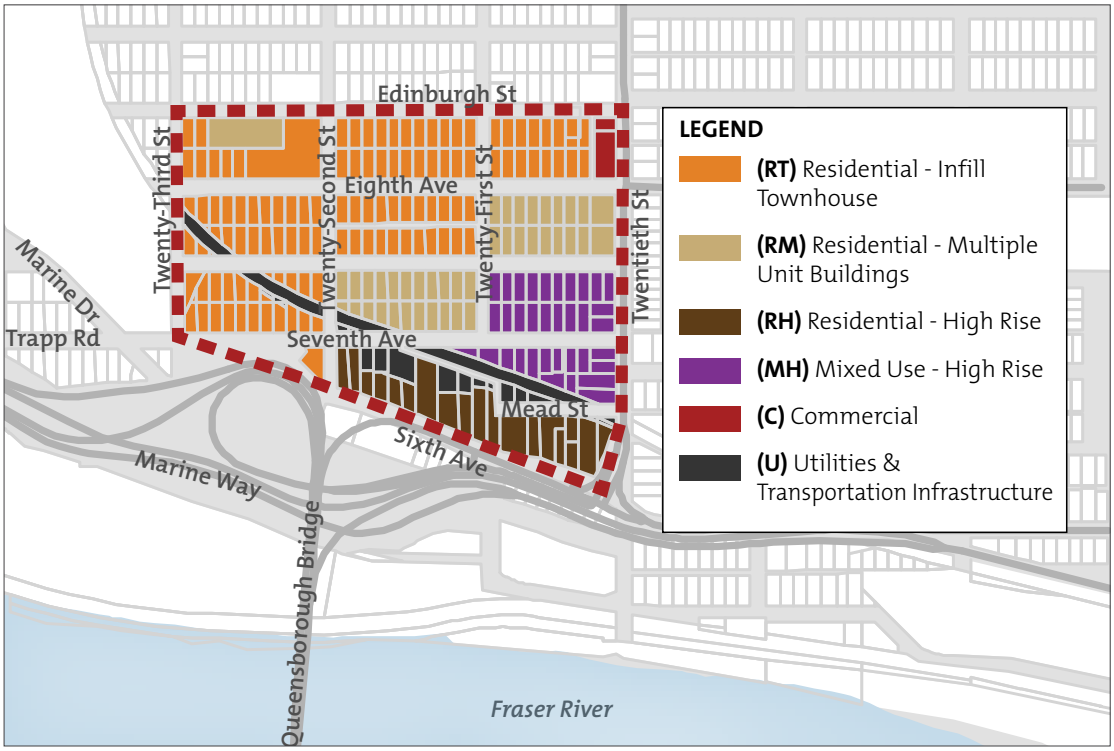
Community Amenities: Currently, there are few amenities (e.g. retail, parks, community spaces) in the neighbourhood. Residents view development as an opportunity to acquire new or improved community amenities.

Livability: Some residents are concerned about increased pressure on local infrastructure or a compromised community character, while others welcome the potential for new development to create a neighbourhood heart. Residents stress the importance of ensuring livability for existing and new residents (e.g. good urban design, protecting view corridors, SkyTrain noise mitigation, transition between high-rise and low-rise areas) and of well-planned implementation.

Direction for the 22nd Street Station Area

The OCP designates the 22nd Street Station Area as a Frequent Transit Development Area (FTDA). The majority of growth outside of Downtown is expected to be concentrated in the city's three FTDAs, which are intended for higher-density development with a diversity of housing, commercial services, community amenities and employment opportunities.

The OCP also indicates which future land uses are encouraged in which parts of the city. Based on existing community and stakeholder feedback, and direction from Council, the OCP includes land use designations for the 22nd Street Station Area that will be considered as the Master Plan is developed (see map below). The OCP will be revised to formalize the designations once the Master Plan has been endorsed by Council.



Proposed Land Use Designations for 22nd Street Station Area

Connaught Heights Traffic Calming Plan

Adopted by Council in March 2018, the Connaught Heights Traffic Calming (CHTC) Plan includes various strategies to enhance the safety and livability of the neighbourhood by better managing the volume and speed of traffic on local roads.

In addition to short- and medium-term traffic calming projects, the CHTC Plan builds on community feedback to identify several "quick wins", including select sidewalk, traffic circle and street lighting improvements. Most of these projects are complete at the time of this writing, with the balance due for construction by the end of 2018.

Community Feedback about the 22nd Street Station Area

Community feedback about the traffic-related issues facing the neighbourhood echo the concerns expressed during the OCP process. These concerns generally reflect the following themes:

- *Safety:* Aging traffic circles and missing sidewalks, crosswalks, bike lanes and lighting can make travel dangerous for drivers, cyclists and pedestrians alike.
- *Access:* Misaligned street grids and traffic diversion measures limit options for neighbourhood access/egress along Twentieth Street.
- *Traffic:* Speeding, congestion, blocked intersections and rat running through neighbourhood streets result from vehicle traffic on Twentieth Street.
- *SkyTrain Station:* Not only is the station difficult to access for all modes (including transit vehicles), but lack of dedicated pick-up/drop-off and Park n' Ride facilities leads to dangerous vehicle maneuvers and parking on neighbourhood streets.

Direction for the 22nd Street Station Area

Some of the improvements identified by the CHTC Plan for the 22nd Street Station Area, such as traffic circle, lighting and sidewalk upgrades on Twenty-First Street and Eighth Avenue, have already been implemented. Still others, including select parking adjustments and road safety upgrades, will be implemented over the next several years.

Several of the transportation issues identified during the CHTC planning process must be studied further in the context of future growth. The 22nd Street Master Plan will address:

- Pick-up and drop-off at the SkyTrain station
- Pedestrian walkways, signals, crossings and lighting throughout the neighbourhood
- Crosstown Greenway, BC Parkway and other cycling connections and improvements around Seventh Avenue
- Vehicle access, egress and traffic calming measures to accommodate future growth
- Roadway improvements and geometry
- Public gathering spaces and community amenities
- Public realm urban design

Because of the interconnected nature of the transportation system, the Detailed Transportation Study will explore these issues in the 22nd Street Station Area specifically, and throughout the Connaught Heights neighbourhood.

Other Plans and Policies

In addition to the Official Community Plan and the Connaught Heights Traffic Calming Plan, several other plans and policies provide relevant direction to the 22nd Street Master Plan.

At the time of this writing, the City is also developing a new **Economic Development Plan, Environmental Strategy and Action Plan, Arts Strategy, Inclusionary Housing Policy,** and **Rental Replacement Policy**. This work will inform the Master Plan as direction is finalized.

Plan or Policy	Description	Relevance
REGIONAL PLANS		
Metro Vancouver 2040: Shaping Our Future (2016)	Establishes regional growth targets and growth management strategies for the Metro Vancouver Region.	Includes policies around complete communities and integrated transportation/land use planning, and guidelines around Frequent Transit Development Areas.
TransLink and Mayor's Council on Regional Transportation Ten-Year Vision (2014)	Establishes priorities for transportation investment over the first ten years of the 30-year Regional Transportation Strategy planning horizon.	Projects underway or completed as part of Phase 1 implementation include better service levels on Route 128 and Route 140, and pedestrian upgrades on 21st Street. Future funding is available for SkyTrain service enhancement, Major Road Network (e.g. Stewardson Way) operations/ maintenance, and walking and cycling infrastructure. The proposed Pattullo Bridge replacement will impact traffic patterns to Queensborough Bridge and throughout New Westminster.
MUNICIPAL PLANS		
Master Transportation Plan (2015)	Provides long-term direction to guide multi-modal transportation policies, priorities and investments for New Westminster over the next 25 years.	Recommends several projects within the 22nd Street Station Area, including expansion of the cycling and greenway network, an enhanced transit corridor on Eighth Avenue, creating parking strategies around the SkyTrain station, and transit shelter and accessibility improvements. Also contains roadway guidelines, and principles for creating more transit-oriented and walkable communities.

Plan or Policy	Description	Relevance
Integrated Stormwater Management Plan (2017)	Guides stormwater management initiatives for the City in order to achieve water quality and water volume reduction targets.	Provides a toolkit of green infrastructure solutions appropriate for various land use and street types. Actions include requiring green infrastructure in new developments (with specific recommentdations for 22nd Street Station Area), and updating municipal engineering standards and parking design requirements.
Community Energy and Emissions Plan (2011)	Outlines a strategy to help conserve energy from transportation, buildings and solid waste, and commits to reduce greenhouse gas emissions by 15% between 2007 and 2030.	Contains strategies for reducing transportation emissions through compact community planning and transportation infrastructure that supports alternative modes (including BC Parkway upgrades), as well as requirements or recommendations for new development: alternative or district energy solutions, building energy efficiency, waste management, and transportation demand management.
Affordable Housing Strategy (2010)	Offers a suite of policies and tools to promote housing affordability for the full range of incomes and needs in New Westminster. Several of the recommended policies have since been formally endorsed by the City.	Recommends the City adopt policies to encourage sensitive infill, affordable construction practices, inclusive zoning, rental replacement, density bonusing or cash-in-lieu requirements, and a diverse housing mix. Directs the City to proactively consult the Strategy when developing neighbourhood-level plans.
Secured Market Rental Policy (2017)	Establishes strategies and actions to retain, renew and enhance the supply of secured rental housing.	Directs the City to promote new secured market rental housing by providing development incentives such as density bonuses, parking or servicing relaxations, expedited approvals, and financial assistance for the legal fees associated with preparing a Housing Agreement.

Plan or Policy	Description	Relevance
Parks and Recreation Comprehensive Master Plan (2008)	Provides a framework for the provision of parks, recreation and heritage service and facilities to support personal and community growth and development.	Recommends acquiring parkland in Connaught Heights (e.g. expanding Connaught Heights Park, developing the BC Hydro corridor). Identifies a citywide need for an indoor multi-sport training facility and neighbourhood-based early childhood development hubs.
Urban Forest Management Strategy (2016)	Outlines the community vision for the urban forest and provides implementation priorities over the next 20 years (to 2035).	Measures tree canopy coverage in Connaught Heights as above city average but below desired targets (27% citywide). Recommends tree planting, species composition and management targets or guidelines for public and private lands, and updating Development Permit Area guidelines and the Zoning Bylaw (including development contributions to a tree replacement "Green Fund") to implement them. Encourages green infrastructure and increasing plantable areas during infrastructure renewal.
Age-Friendly Community Strategy (2017)	Provides a guiding framework and plan for individuals, communities, organizations and governments to address the challenges associated with an aging population.	Encourages the City to review its Adaptable Housing Policy, plan for ground-oriented and intergenerational housing forms, involve seniors (and advocacy committees) in planning and development processes, enhance pedestrian and transit infrastructure, and provide access to civic facilities and infrastructure for all ages and abilities.



Guiding Long Term Growth

As a Frequent Transit Development Area, the 22nd Street Station Area is intended to accommodate higher-density growth and promote compact communities with good access to transit and amenities.

The Master Plan will guide how the City manages, evaluates and approves future development applications and capital projects in a way that considers the needs of current and future residents and helps to achieve broader community objectives.

The Master Plan will include:

- A detailed land use plan, including distribution of residential, commercial, institutional and mixed-use areas, community amenities, building heights and approximate densities
- Public Realm Design Guidelines that provide a comprehensive approach to develop and enhance public spaces, including parks, sidewalks and streets, i.e. any outdoor places that are publicly-owned
- A Financing Growth Strategy that outlines the tools the City will use to finance investments in growth-induced infrastructure and amenity needs
- Development Permit Area (DPA) Guidelines for private realm building design, energy conservation, stormwater management and other development requirements
- Specific capital projects for public space and infrastructure to achieve the objectives of the Master Plan

Regulating Development

Even though the City may undertake some projects to improve public infrastructure and amenities, most new development in the 22nd Street Station Area will be driven by private landowners. A major role of the Master Plan is to make sure that private-sector development projects create a sustainable, livable community that can be enjoyed by everyone.

For redevelopment to occur, both buyers (i.e. developers) and sellers (i.e. current landowners) must be interested and willing to initiate lot assembly (see Key Planning Challenges, pg. 10). The Master Plan does not create any obligation for landowners to sell or redevelop their properties. Landowners who prefer to retain their existing land use can still renovate or rebuild their homes under current zoning rules.

In addition, the Zoning Bylaw prevents smaller existing lots from becoming "locked in" by adjacent redeveloped properties, so even if most of a block has already been developed, there is enough land left over to accommodate lot assembly and redevelopment of the remaining properties in the future.

Should the Master Plan be endorsed and the OCP amendment adopted, developers interested in building within the 22nd Street Station Area would be required to rezone properties in accordance with the Master Plan before redevelopment could occur. The rezoning application process requires consultation with the community, presentation of the development proposal to the Advisory Planning Commission, and consideration by Council.

Council would consider community feedback and the direction in the Master Plan when evaluating these development applications. Applications would need to demonstrate consistency with the Master Plan to be supported. Development would be required to meet the intent of the Development Permit Area Guidelines to make sure that new buildings complement and enhance the neighbourhood.

Development projects would also be expected to give community amenity contributions as part of their proposals to ensure that future growth helps pay for the amenities and infrastructure upgrades that are necessary to sustain great neighbourhoods.

Deciding on Priorities

One of the key objectives of the Master Plan is to leverage the opportunity presented by growth to benefit the whole neighbourhood – including the provision of new or enhanced community amenities and infrastructure.

During preparation of the Financing Growth Strategy, the City will consult the community about which amenities would help build a livable neighbourhood, and which ones are the most important to prioritize given limited funding. The Master Plan will incorporate Council direction and community feedback about these priorities.

Creating Great Places

As one of the implementing mechanisms of the Official Community Plan, the 22nd Street Master Plan shares its vision of a healthy, inclusive and thriving community where people feel connected with each other.

The Plan will encourage growth and development that increases housing choice while strengthening the sense of community that accompanies a strong neighbourhood heart. Planning for community amenities like walkable streets, local heritage and well-designed public spaces will promote community health and a unique, welcoming sense of place.

The Plan will pursue innovative solutions to the issues facing the community, engaging citizens and stakeholders to build a 22nd Street Station Area that is a great place to live, work, learn and play for years to come.

Can private property be redeveloped during the master planning process?

Yes. Landowners can apply to develop their property according to current zoning regulations at any time. The master planning process is intended to inform the future development of the area from a variety of perspectives, including land use, urban design, transportation, parks and open space, and servicing. To make sure that development projects are consistent with the overall planning objectives for the area, City staff has recommended to Council that the Master Plan be adopted, with appropriate changes amended into the Official Community Plan, prior to any rezoning applications being considered within this area.

What can landowners build on their property once the Master Plan is adopted?

Landowners will be able to apply to build the same things they are allowed to build today, according to their existing zoning. After the Master Plan is adopted, the zoning of the property would need to be changed (through a rezoning process) before a landowner can build the new land uses envisioned in the Plan. The proposed redevelopment would need to be consistent with the Master Plan for Council to consider supporting the application.

Can landowners continue with the current land use on their property after the Master Plan is adopted?

Yes. There is no obligation for landowners to change their existing land use. For many people their current land use, such as a single detached house, is right for them and will continue to be part of the neighbourhood. Regardless of whether a landowner is thinking of selling their property, changing its land use or keeping the current land use, landowners can make an appointment to discuss their options with City staff by emailing plnpost@newwestcity.ca.

How and when will development happen?

Gradually over time. Redevelopment only happens when several elements combine to make a feasible project. First, a developer must be interested in proposing a project in the area, which means they feel confident that their proposal fits with City policy, that the project would be financially viable, and that there is sufficient market demand for the built units. Second, redevelopment requires lot assembly, which means current landowners must be willing to sell their properties to a developer to allow for consolidation. Finally, redevelopment requires rezoning and a Development Permit, which are subject to community consultation and Council approval.

Does new development place pressure on existing roads and amenities?

Yes, and the intent of the Master Plan is to make sure there is a strategy to accommodate growth while protecting our quality of life. The master planning process includes studies to find out which infrastructure and amenity upgrades would be necessary, and how new development will help pay for them. See the Introduction (pg. 2) for more information about the process being used to create the Master Plan.

How does the City manage construction impacts?

Construction is disruptive to the community. As part of the continuing work to mitigate the impacts of construction, the City has amended the Construction Noise Bylaw to reduce permitted construction hours on Saturdays to 9am-6pm.

During redevelopment, the City requires that construction be staged in such a way as to maintain sufficient access and circulation for residents, visitors and others traveling through the area. A developer completes a traffic management plan before redevelopment begins to coordinate traffic movement within the community, including pedestrian and cyclist needs. The traffic management plan helps manage or mitigate the impacts of any additional traffic generated during the construction phase, such as trucks servicing construction sites and the personal vehicles of construction site workers.

A Street Occupancy Permit is required for any redevelopment that requires the closure of a public road (or part of the road). Once the redevelopment project is complete, all public roads and sidewalks are required to be re-opened in the same or better condition than before construction began.

Additional policies, procedures and bylaws are in place to control such construction issues as truck traffic, tree protection, erosion and sediment control, site lighting, and construction hoarding (i.e. temporary fencing).

How does the City protect renters displaced by new development?

The City of New Westminster is committed to minimizing the impacts of displacement for renters throughout the city. The City provides education, information and funding to help other organizations assist renters in need. This has included partnering with the Tenant Resource & Advisory Centre (TRAC) in 2016 and 2017 to host workshops about tenants' rights, and distributing TRAC's Tenant Survival Guides to inform tenants about their rights when facing an eviction. Additionally, the City helps connect renters with various housing organizations, and provides funding to the New Westminster Rent Bank, which supports renters who may be in a temporary crisis and have difficulty paying for rent, security deposit and/or utilities.

In addition, the Province has recently amended the ***Residential Tenancy Act*** to extend protection for renters, such as requiring a four-month notice to end tenancy for demolition, renovation or repairs to the dwelling unit, or for conversion of the unit to another use. Tenants also now have 30 days to dispute the notice with the Residential Tenancy Branch.

How does redevelopment help pay for community amenities and infrastructure?

The City uses a combination of tools to ensure that development helps pay for the capital costs (i.e. the new or upgraded streets, sewers, affordable housing, parks and other services) generated by population growth.

First, a developer is obligated to provide (or upgrade) all the infrastructure within and immediately adjacent to the development site, as well as other services that the development triggers for upgrade. This includes water, electrical, sidewalks, street lighting, etc. All infrastructure must be constructed to meet current City standards.

Second, Development Cost Charges (DCCs) are levied on new development to fund City transportation, drainage, water and sanitary infrastructure, as well as parkland acquisition and development. The DCC rates are based on a detailed analysis of the infrastructure investment that will be required to support the expected growth. The City also collects DCCs on behalf of Metro Vancouver to pay for regional sanitary sewer and drainage works, and school site acquisition charges on behalf of New Westminster School District No. 40 to purchase new school sites or expand existing school facilities.

Third, the City often secures additional amenities (or cash in lieu) to benefit the community where redevelopment occurs. A Financing Growth Strategy will be prepared as part of the master planning process, which will identify specifically what a developer must contribute towards additional amenities and infrastructure. See the Introduction, pg. 2 for details.

What is assessed value?

Assessed value is the dollar value assigned by BC Assessment to a property for taxation purposes. BC Assessment looks at many property characteristics (e.g. location, size, age, number of bedrooms, building condition, zoning), along with actual property transactions (sales) in the area, to calculate the assessed value.

What is market value?

Market value is the price a property could command if it were sold on the open market. The market value of a property is often different from its assessed value.

How will the Master Plan affect market values?

The market value of a property should reflect what is possible to do under existing zoning entitlements, i.e. the highest and best use of the land consistent with the Zoning Bylaw. The Master Plan will not change the zoning entitlements in the 22nd Street Station Area.

It is risky to determine the value of a property based on zoning entitlements different from those in the Zoning Bylaw, as Council is under no obligation to approve a rezoning, even if it is consistent with the Master Plan. There are also significant amenity and transportation improvements required in this neighbourhood, so the amenity contributions expected from redevelopment will be high.

What is the process for developers who are interested in building in the 22nd Street Station Area?

First, developers must wait until the Master Plan is endorsed by Council and the proposed land use designations have been amended into the Official Community Plan. Only once those two steps are complete could a developer determine whether their project aligns with the City's policies for future development in the area. Until that time, applications that require rezoning of any property in the Area would be considered premature.

Should the Master Plan be endorsed by Council, and if a developer believes that their project is viable and consistent with the Master Plan and other City policy, then they should schedule a Pre-Application Review (PAR) before moving forward with a formal application. Formal Rezoning and Development Permit applications would be required to go through the standard development review process, which includes City staff review and consultation with the public, committees and other stakeholders before being presented to Council for consideration. Council will then consider the rezoning bylaw and Development Permit, a process that requires several bylaw readings, a public hearing and final consideration of whether to adopt the rezoning bylaw and issue the Development Permit.

More information about the development application process and requirements may be found on the City of New Westminster website at www.newwestcity.ca/development-policies-and-process/making-a-development-application.

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Corporation of the City of
NEW WESTMINSTER

Attachment 2
Bold Vision Project Scope & Goals

BOLD VISION PROJECT SCOPE

The planning project is scoped to create a vision for a climate-friendly station area. The vision is intended to be an ambitious forward-looking statement on the bold steps that could be taken in developing the area. Although different than a full neighbourhood plan, the vision and implementation roadmap were anticipated to include land use recommendations and policy directions.

The station area is currently defined by Twentieth Street to the east (a collector road), Twenty-Third Street and the Schara Tzedeck cemetary to the west, Sixth Avenue and the on- and off-ramps for Queensborough Bridge to the south, and Edinburgh Street to the north.

The vision area may be modified through the planning process, but this area was purposefully delineated as the area immediately adjacent to and within a short walk of the 22nd Street SkyTrain Station, where higher density uses are generally seen to be appropriate, with middle density uses intended for stepping down into the surrounding Connaught Heights community.

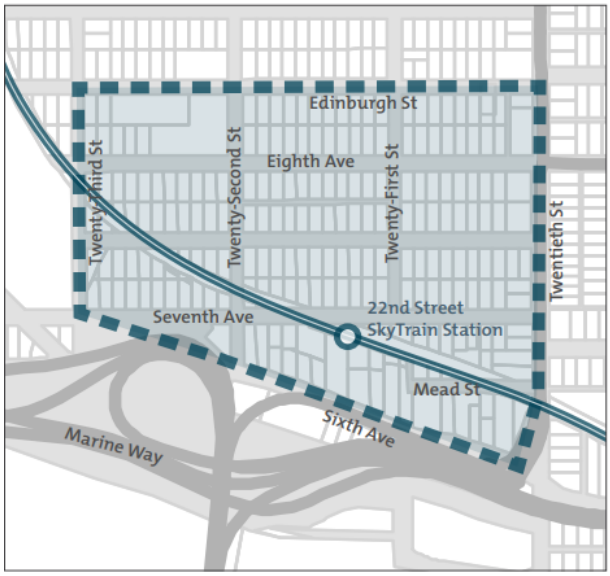


Image 1: 22nd Street Station Area

Bold Vision Goals

The goal of the 22nd Street Station Area Bold Vision process and subsequent steps will be to create a roadmap for redevelopment and the transformation of the station area into a climate-friendly neighbourhood, with a strong sense of place. Specifically, a neighbourhood that is designed in such a way as to adapt to climate impacts and to achieve a net zero or positive impact on climate. The eco-neighbourhood can catalyze the City's Bold Steps for Climate Action. For example, the eco-neighbourhood could reflect a car light community with pollution-free vehicles (Bold Steps #2 and 4), as well as carbon-free homes and buildings (Bold Step #3) and a quality people-centred public realm (Bold Step #7).

Creating a climate friendly community in an urban context will be challenging, as opportunities are constrained by a number of factors: an existing street network, existing in-ground services and infrastructure, a range of landowners and stakeholders, and lands that are not assembled or consolidated.

Advancing reconciliation will also be a key project focus important project priority that will underpin the planning process and shape the outcome. Opportunities to build

relationships with local First Nations, highlight the Coast Salish context of the station area, and advance First Nations interests through the planning process will be explored.

The creation and implementation of the Bold Vision must also address housing choice and affordability, through creative use of planning tools available, such as residential rental tenure zoning or performance metrics, if appropriate, and partnerships with other organizations or senior levels of government.

Equity, diversity and inclusion is an important project lens. The planning process will need to be shaped to ensure that the interests and wellbeing of existing and future residents are considered.

Safe movement of people is also a project goal. Transportation constraints, as well as mobility opportunities, will be key considerations through the visioning, to ensure that an intensified station area is also livable.

Achieving a station area with a strong sense of place and a community heart, with substantial housing and climate innovation will also require infrastructure and amenity upgrades that will need to be financially supported by growth and development itself to the degree possible.