

## CITY OF VANCOUVER

### POLICY REPORT URBAN STRUCTURE

Date: July 14, 2004  
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Phone No.: 7698/7846/6066  
RTS No.: 04324  
CC File No.: 8206  
Meeting Date: July 26, 2004

TO: Vancouver City Council  
FROM: The Southeast False Creek Steering Committee  
SUBJECT: Choices and Directions for the Planning of Southeast False Creek

#### CONSIDERATION

##### Item No.1: Financial Approach

A1. THAT the publicly-owned lands on Southeast False Creek generate a return to the Property Endowment Fund for the industrial value of the land, (as would be expected by a private owner and which is estimated to be \$50 million) plus recovery of the costs of servicing and preparing the site for development (estimated at \$56 million in the current Official Development Plan submission); and

THAT the Property Endowment Fund's contribution as owner of Southeast False Creek lands be limited to normal developer's risk margin/profit (estimated to be \$12 million based on the current Official Development Plan submission) and that this contribution be reinvested in public amenities on the site; and

THAT the cost of any additional public amenities that may be developed in Southeast False Creek be funded from traditional capital funding sources including City-wide Development Cost Levies and Community Amenity Contributions and the capital planning process or from non-City funding.

OR

- A2. THAT the publicly-owned lands on Southeast False Creek generate a return to the Property Endowment Fund sufficient to recover the costs of servicing and preparing the site for development (estimated at \$56 million in the current Official Development Plan submission);

THAT the contribution from the Property Endowment Fund as owner of Southeast False Creek lands to neighbourhood specific public amenities in Southeast False Creek be limited to the net development revenue generated by the value of the land (estimated at \$50 million) plus the normal developer's risk margin/profit (estimated to be \$12 million based on the current Official Development Plan submission); and

THAT the costs of broader City-wide public amenities that may be developed in Southeast False Creek be funded from traditional capital funding sources including City-wide Development Cost Levies and Community Amenity Contributions and the capital planning process or from non-City funding.

#### Item No. 2: Consideration for Policy Amendments

- B. THAT Council confirm the following choices included in Section B of the Workbook (attached as Appendix A) as amendments of the Southeast False Creek Policy Statement: B1x, B2x, B3x, B4x, B5x, B6x, B7x, and B8x.

#### RECOMMENDATIONS

##### For Policy Both New and Existing:

- C. THAT Council approve the following new policies for the Southeast False Creek Policy Statement included in Section C of the Workbook (attached as Appendix A): C1, C2, C3, C4, and C5.
- D. THAT Council confirm the following existing policies in the Southeast False Creek Policy Statement included in Section D of the Workbook (attached as Appendix A) as priorities: D1, D2, D3, D4, and D5.

##### Other Recommendations:

- E. THAT a consultant be retained to develop an advanced public investment model that considers the economic, social and environmental benefits of developing a model sustainable community in Southeast False Creek (e.g. "full cost accounting", "triple bottom line accounting", and/or "multiple accounts evaluation").
- F. THAT staff and a consultant review and recommend the most progressive approaches to soil remediation for Southeast False Creek lands.
- G. THAT staff report back on the implications of leasehold vs. freehold on the City lands of Southeast False Creek.

- H. THAT staff develop zoning for the private lands of Southeast False Creek that includes a level of outright density allowance and a higher discretionary level of density allowance with the discretion used to meet public objectives.
- I. THAT the City develop in conjunction with the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) a security strategy for the Olympic Athlete's Village in Southeast False Creek in regard to development and review it with local stakeholders (for example, setbacks and development phasing).
- J. THAT the Southeast False Creek Official Development Plan and its Illustrative Plan be further developed with the following instructions: show strong preference for pedestrians, bicycles and transit over cars; reallocate park to provide a better balance between the east and west including smaller parks in the east neighbourhood providing that they do not dissipate usable park space; provide direct linkage of the Ontario greenway/bikeway into the park system; and develop roofs as green spaces and for recreation with some consideration of linkages.
- K. THAT Council approve the work program for development of the Southeast False Creek Official Development Plan and sub-area rezoning of the Olympic Athlete's Village, as well as staffing and budget, as set out in this report, at a total cost of \$155,250 with the source of funds to be the Property Endowment Fund.
- L. THAT staff report back on the requirement for additional funding for consultants arising from the resolutions above.
- M. THAT staff report back when bringing forward the Southeast False Creek Official Development Plan and Illustrative Plan on both costs and revenues for the City of this initiative.

#### CITY MANAGER'S COMMENTS

*To provide project oversight the City Manager, in consultation with Mayor Larry Campbell, has convened a Steering Committee comprised of the City Manager and Councillor Raymond Louie as co-chairs as well as Councillor Peter Ladner, the Directors of Current Planning, Real Estate Services, the Housing Centre, and Finance, the General Managers of Engineering, Community Services, and the Park Board, and the Deputy City Manager. The Steering Committee submits A1 or A2 and B for Council's CONSIDERATION, and RECOMMENDS C, D, E, F, G, H, I, J, K, L, and M.*

*The City's lands on South East False Creek represent the last undeveloped waterfront in False Creek. Over the past several years the City in its two roles as owner (represented by the Property Endowment Fund) and the City as regulator of development, along with the community, have been working to achieve both a reasonable return to the City as owner and a broad range of public amenities. While the current Official Development Plan submission achieves a similar package of public amenities to other new neighbourhoods in the City, many believe it does not deliver the level of public amenity warranted by South East False Creek's unique opportunity.*

*The City Manager, along with the Director of Finance note that the choices being put before Council have significant financial implications for the Property Endowment Fund. This report provides Council with clear choices regarding the financial contribution that the City as owner of lands would make to the public amenities to be developed in South East False Creek.*

*Choices A1 and A2 both assume that the PEF will forego the normal developer's risk return on its investment in Southeast False Creek in return for a further investment in public amenities. The value of this return on investment is estimated at \$12 million based on the current project pro forma. This approach is supported by the Director of Finance because it strikes a reasonable balance between the financial objectives of the PEF and the achievement of public benefits in the new Southeast False Creek neighbourhood.*

*Choice A2 represents a further investment in the neighbourhood by the Property Endowment Fund. Under normal circumstance, the PEF would expect to receive a return on the value of its land holdings in the area, currently estimated at \$50 million. This return would accrue to the fund and would be available for strategic investment, increasing the ability of the fund to benefit citizens now and in the future. Choice A2 offers Council the option of investing some or all of this return in additional public amenities in a manner consistent with the approach taken in the development of South False Creek 30 years ago. It is worth noting that, at that time, there was no PEF and the financial objectives related to City-owned land were less rigorous than they are now, placing today's decision in a different context. It is also worth noting that this further investment represents a real cost to the PEF equivalent to the net cost of the land purchased in Southeast False Creek.*

*The PEF plays a prominent role in maintaining the City of Vancouver's strong financial and credit profile. While selecting Choice A2 will provide additional amenities in this unique neighbourhood, it will be important for Council to signal that this approach does not mean a fundamental change to the approach the City takes in managing the PEF.*

*It is also important that Council define the financial limits of the City's contribution to the development of South East False Creek so that staff have clear direction when developing the revised proposal to be submitted this Fall. It should be emphasized that trade-offs and some difficult decisions will be required even if the City-as-owner's contribution is increased to \$62,000,000. There are many worthwhile public amenities that could be developed on South East False Creek but there will only be sufficient resources or room on the site for some of them.*

*In addition to addressing the question of the financial contribution from the City as owner, the report seeks Council direction regarding a number of issues with the current proposal that were identified in the public consultation to date. Once Council has provided its directions regarding these issues, staff and the City's consultants will revise the proposal for resubmission in the Fall. At that time, staff will provide Council with a fuller and more complete accounting of the costs and benefits that the revised proposal would generate.*

## COUNCIL POLICY

In October 1999, Council approved a Policy Statement for Southeast False Creek (SEFC) to guide all future planning for the site.

## PURPOSE

This report responds to issues and new ideas raised by both the public and Councillors in reviewing the SEFC Policy Statement and the draft Official Development Plan (ODP) previously submitted; and in a public forum seeks Council's direction on significant choices raised by these issues and ideas as well as new policies and new directions. To accommodate the work anticipated on an expedited basis related to timing for the Olympics, a work program, staffing and budget are also put forward for Council's approval.

## BACKGROUND

The preliminary ODP application for SEFC was submitted in May of 2003. As part of the public review, approximately 25 meetings (including stakeholder meetings) and four workshops were held. As a result of comments received, a revised ODP was submitted in February 2004. This submission was then taken back to the public in February and March 2004 and taken to Council's advisory groups.

To review the revised ODP, 2 open houses were held and many stakeholder meetings, including an urban design workshop with design professionals. Of the comment sheets returned at the open houses, majority support was expressed for changes to the waterfront design, retention of the heritage buildings, and park distribution. General support was also noted for: the incorporation of sustainability and sustainable objectives into the illustrative plan, with particular support expressed for the proposed water management; the 26.4 acre waterfront park; a variety of transportation options; and the extensions of the park south into the adjacent community. Areas of concern included: the need for more animation on the waterfront; more park in the eastern neighbourhood; better provisions for cycling; and a fuller and more developed response to site's heritage, the affordability of housing, and the form of development. The concern over affordability was that the current 20% policy did not generate a sufficient degree or breadth of affordability.

The public concern relating to form and context became more of an issue in the professional urban design workshop (with local designers), where support was expressed for the investigation of a low to mid-rise concept. Other issues from this review included better integration between the private and public lands and the development of smaller parcels on the public lands.

The plan was also reviewed by Council's advisory committee's, notably the Urban Design Panel, the Bicycle Advisory Committee, and the Heritage Commission. The Urban Design Panel did not support the revised submission noting concerns with respect to:

- The waterfront design (questioned how animated the waterfront area would be without commercial uses);

- Eastern neighbourhood where most of the towers located (noted that the form should be re-thought to arrive at a more distinctive massing that distinguishes this site from downtown);
- Park footprint (questioned if there was “too much park” on the west side of the site);
- 1<sup>st</sup> Avenue (noted designed as a dividing street);
- Village centre (noted needs further resolution, question of whether adequate amount of commercial uses on the site);
- Sustainability design standard (questioned if high enough).

The Bicycle Advisory Committee reviewed several proposals for the treatment of 1<sup>st</sup> Avenue and supported the option which includes bike lanes on either side of the street and the streetcar line in a centre median.

The Heritage Commission did not support the movement of the three heritage buildings into the central portion of the site. They requested a proposal to incorporate these buildings in-situ, but they were also prepared to listen to arguments at a subsequent meeting as to why those buildings needed to be moved. At this point, the proposal has not been taken back for their further review.

The Vancouver City Planning Commission has submitted a letter to the Mayor and Council in June of this year, outlining their suggested directions for SEFC, notably that economic viability should not dominate other sustainability considerations.

The SEFC Stewardship Group recommended that the amount of affordable housing be increased above 20% of units on the City lands, that the community centre be made full-size, that sustainability indicators and targets be developed as part of the ODP, and that “place making” (creating legible and memorable spaces) and urban agriculture to support social sustainability goals be given further emphasis.

In March of this year, Council considered the submission and the public comments as part of an update report on the process. At that meeting, delegations re-enforced concerns previously identified and added a further concern about the design of bike routes on both the waterfront and Ontario Street.

Following their consideration of the update report, Councillors have in various sessions advised staff of a number of issues they have with the current proposal and of other ideas they have. Some of these coincide with the public review and others could add new directions.

## DISCUSSION

**1. Financial Approach:** The SEFC Policy Statement does not directly address financial performance, however, it does establish a goal of making the SEFC development economically viable, recognizing the need to use full cost accounting or other appropriate models for valuing social and environmental sustainability, and the intent to transfer new practices to other developments, most of which would be privately owned.

The Property Endowment Fund (PEF), the applicant, has interpreted the goal of “transferability” to mean that in developing its lands, the City should have the same

objectives that a private land owner would expect to achieve. This includes a return on land value which would be at least its value under the current industrial zoning; estimated to be \$50 million. In addition, the City would also recover the costs of remediating, servicing, and preparing the site for redevelopment which are estimated to total \$56 million. A private developer would also expect to earn a return for the risk taken in the development, likely in the range of 15% of gross revenues or approximately \$12 million in the case of SEFC.

The City's lands in SEFC are held in the Property Endowment Fund (PEF). It is Council policy that the primary objective of the PEF should be to generate a reasonable rate of return from its property assets. Assuming these financial objectives of the endowment are achieved, as a secondary purpose, the PEF can be used to satisfy other public objectives. The PEF contributes approximately 50% of its net income annually to the City's operating budget to support current programs, purchases strategic civic sites, including properties for the City's non-market housing program, and retains the balance to ensure the endowment is available for the benefit of future citizens.

In approaching the development of its SEFC lands, the PEF negotiated a package of public amenities similar to those that would have been required by a private developer. In addition, the ODP submitted by the PEF invests the risk margin/profit return that would be expected by a private developer in the public amenity package. However, the ODP contemplates that the PEF will recover all of its costs of remediating, servicing, and preparing the site for redevelopment as well as receive a reasonable return on the value of its land.

While the approach taken by the current ODP submission may be consistent with the objectives of the PEF, it differs from the one utilized on the City-owned False Creek South Shore that was developed to the west of the Cambie bridge in the 1970s. Here the City established as a financial objective that the income from the project should cover the costs of servicing and preparing the site for development with no expectation of any return for the City's investment in the land.

Most of the PEF property in SEFC was obtained by the City without cost because it largely consists of filled water lots. Since before World War I, the City has collected rents for the site from various industrial tenants. In addition, since 1990, the City has spent approximately \$26 million to acquire the property between these water lots and 1<sup>st</sup> Avenue, including the site of the former Cambie Public Works Yard. This cash investment compares with the market value of that land under its current industrial zoning which is estimated to be \$50 million.

A balance must be struck between the public amenity package for SEFC, the contribution from the City as owner of much of SEFC, and the needs of the rest of the City. The approach taken to date (Consideration A1) provides a package of amenities for SEFC similar to other new neighbourhoods, and limits the additional City contribution to the typical developer's profit. Views were expressed that SEFC provides an opportunity to achieve greater levels of public amenity, including City-wide public amenity, which the current ODP cannot achieve. To achieve a higher level of public amenity, Council could expand the contribution of the City as owner of the lands in SEFC to include the standard profit and also the land value. The PEF would recover the cost to service and prepare the lands for development, but revenues related to the sale or lease of the land could be invested in further public amenities (Consideration A2). No further investment from the PEF as owner of the SEFC lands would be expected. The funding for the public amenities to serve SEFC would be limited to the net

revenue from the City lands (after servicing costs are repaid) and the DCLs and CACs that would be generated from the City and the private lands in SEFC.

The PEF is a central component of the City's financial structure and credit profile. Maintaining the assets of the PEF over the long term is important to ensuring that the endowment is able to provide benefit to citizens now and in the future. The fund relies on net income to allow for strategic investments and to provide annual support to the Operating Budget. A departure from current policy with respect to the PEF will attract the attention of the City's credit rating agencies. A departure from this objective for SEFC may be appropriate because of the unique opportunity to achieve a broad range of public amenities that will complete the successful development in the False Creek Basin. However, it is important that whatever choice Council makes for its SEFC lands, generating a reasonable return on the PEF assets should continue to be the City's primary objective in other projects.

- A1. THAT the publicly-owned lands on Southeast False Creek generate a return to the Property Endowment Fund for the industrial value of the land, (as would be expected by a private owner and which is estimated to be \$50 million) plus recovery of the costs of servicing and preparing the site for development (estimated at \$56 million in the current ODP submission); and

THAT the Property Endowment Fund's contribution as owner of Southeast False Creek lands be limited to normal developer's risk margin/profit (estimated to be \$12 million based on the current Official Development Plan submission) and that this contribution be reinvested in public amenities on the site; and

THAT the cost of any additional public amenities that may be developed in Southeast False Creek be funded from traditional capital funding sources including City-wide Development Cost Levies and Community Amenity Contributions and the capital planning process or from non-City funding.

**Pros:**

- The SEFC neighbourhood would benefit from a similar package of public amenities that was obtained through rezoning of False Creek North, although due to the circumstances of the site, the PEF would forego the developer's normal risk margin/profit,
- The PEF would recover the costs of preparing the site for development,
- The PEF would receive a return on its land similar to what a private owner would achieve, ensuring the ability of the fund to reinvest in real estate elsewhere in the City or to support the City's operating budget, and
- The development of SEFC would be more likely replicable as a model of sustainable development on public or private lands.

**Cons:**

- Achieving a larger package of public amenities in this new neighbourhood, including additional park, recreation facilities, affordable housing and childcare, would require accessing more traditional sources of capital funding (Capital Plan or other City-wide sources of funding) to pay for the public amenities set out in the Policy Statement for SEFC which could compromise the City's ability to fund maintenance and replacement



of public works and facilities infrastructure and the provision of public amenities elsewhere in the City.

- A2. THAT the publicly-owned lands on Southeast False Creek generate a return to the Property Endowment Fund sufficient to recover the costs of servicing and preparing the site for development (estimated at \$56 million in the current Official Development Plan submission);

THAT the contribution from the Property Endowment Fund as owner of Southeast False Creek lands to neighbourhood specific public amenities in Southeast False Creek be limited to the net development revenue generated by the value of the land (estimated at \$50 million) plus the normal developer's risk margin/profit (estimated to be \$12 million based on current Official Development Plan submission); and

THAT the costs of broader City-wide public amenities that may be developed in Southeast False Creek be funded from traditional capital funding sources including City-wide Development Cost Levies and Community Amenity Contributions and the capital planning process or from non-City funding.

**Pros:**

- With the additional investment of the land value, a larger package of public amenities in this new neighbourhood, such as additional affordable housing and social and community services would be achieved, and
- Capital Plan or other City-wide sources of funding for public amenities would be limited to projects developed in SEFC which serve the City as a whole.

**Cons:**

- The City would not realize any return on its SEFC lands which would limit the PEF's resources to invest in real estate elsewhere in the City or to support the City's operating budget, and
- The development of SEFC as a whole package would be less likely to be replicated as a model of sustainable development on private sites although some sustainable practices will likely be transferable.

Note: In addition to City sources of public amenity funding, senior government funding (e.g. for infrastructure, transit, social housing, childcare, etc.) will be accessed to compliment and supplement the City contributions. For example, the City may provide free or discounted sites for affordable housing, but funding to build the affordable housing comes primarily from senior governments.

**2. Consideration for changes and confirmation of existing Policy Statement - Items in the Workbook (Appendix A):** To bring all of the identified issues and ideas (both the public's and Councillors') forward for open public discussion and for Council direction, staff have prepared this covering report and the workbook attached as Appendix A. It is the workbook that is meant to focus both public and Council consideration. To stay consistent with the nomenclature of the resolutions in this report, there is no Section A in the Workbook.

**Section B of the Workbook:** This outlines potential policy amendments to the SEFC Policy Statement, including: housing affordability; the size of the community facility; the form of development; the amount of park; the width of First Avenue; the treatment of the water's edge; the amount of commercial and live-work; and the ultimate location of the heritage buildings.

Section B of the workbook outlines significant choices for Council decision. The first choice for each issue is generally what has been incorporated into the ODP process to date. The second choice is an alternative which has either been raised by the public or Councillors. Pros and cons are provided from staff's perspective. On each choice, Council's decision is required to inform a resubmission of the ODP. Depending on the decisions, changes to this plan could be either minor or relatively significant. Where relevant, amendments to the SEFC Policy Statement are explicitly outlined. Where possible, financial implications have been identified. Not all costs can be identified at this time, as they will be impacted by any changes to the ODP submission.

**Section C of the Workbook:** This outlines new policy directions which generally have not been contemplated in either the Policy Statement or the ODP process to date. These new policies include: goals, targets and indicators for sustainability; architectural excellence; transportation demand management; neighbourhood energy demand management; and creation of a "learning lab" in association with local universities. While explicit choices are not offered in this section, pros and cons, including financial implications, are provided and Council direction is sought.

**Section D of the Workbook:** This includes confirmation and emphasis of existing policies, including: significant sustainability performance; significant development of urban agriculture; the integration of public and private lands in the Study Area; the creation of a variety of parcel sizes on the public lands; the priority of developing accessibility, and including provisions for aging in place. These are items that will be pursued by staff, based on the discussion to date.

**3. Additional Resolutions:** These resolutions provide either follow up to policy choices, or specific Council direction following the update report in March of this year. These are included as resolutions E, F, G, H, and I of this report. Specifically, they recommend a) the hiring of a consultant to investigate alternate models of accounting that would value environmental and social in addition to economic considerations, b) hiring of a consultant to review and recommend the most progressive approaches to soil remediation, c) to report back on the implications of leasehold vs. freehold on the City lands; d) to consider a zoning for the private lands in the SEFC Study Area which would have a low outright density allowance with a significant discretionary increase for achieving public objectives, and e) that the City develop in conjunction with the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) the development aspects of a security strategy for the Olympic Athlete's Village, and review it with local stakeholders, noting that VANOC is responsible for developing the security plan and the City of Vancouver has agreed to work on this plan within our regulatory authority and providing services only within our normal budget.

**4. Design Development of the Illustrative Plan:** The following design directions will be pursued by staff in response to new ideas raised by Council and the public and are contained in resolution J. Specifically, a revised Illustrative Plan for the ODP will be developed to: show

strong preference for pedestrians, bicycles and transit over cars; reallocate park to provide a better balance between the east and west including smaller parks in the east neighbourhood providing that they do not dissipate usable park space; provide direct linkage of the Ontario greenway/bikeway into the park system; and to develop roofs as green spaces and for recreation with some consideration of linkages.

**5. Financial Implications of Choices:** Without knowing what Council's decisions are, it is difficult to determine the full financial implications of the choices. However it can be said that many of the choices represent costs that will most likely reduce revenues, although a few could represent gains. In putting together the analysis below, The Director of Real Estate Services has made some assumptions on the choices which are most likely to have the most impact - lower form; 1/3 non-market, 1/3 affordable, and 1/3 market; and the provision of a full sized community centre including a boathouse. The projections give an idea of the order of magnitude of the financial implications, but it will take a detailed design and costing exercise in relation to each choice to determine the financial impacts more precisely. Other costs are harder to quantify at this time and have not been included.

Due to the uncertainty, it is recommended that after the completion of a revised ODP and Illustrative Plan, that staff report back to Council with a more detailed and accurate assessment of costs and revenues.

Existing proposal: At 2.125 million square feet residential and 200,000 square feet of commercial/flex, the independent analysis by Coriolis assumed a return of \$15 per buildable square foot for social housing sites and projected a return that covered the previously estimated land value of \$50 million. If the amount of residential density were reduced to 2 million square feet in accordance with the SEFC Policy Statement, the return would be reduced to approximately \$48.5 million.

For comparison purposes, a preliminary low to mid-rise design exploration was prepared last year that was also costed and assigned projected revenues. The Coriolis analysis of the low to mid rise design investigation returned \$35.4 million; this also assumed \$15 per buildable square foot for the social housing sites. The preliminary scheme had higher servicing costs than the City scheme, and it did not quite achieve the density or park target. However, it is probable that with detailed design consideration, most density and value can be added back into the scheme.

The Director of Real Estate Services has made revised projections on the City's current proposal assuming only 2 million square feet of residential area to determine the ramifications of adjusting the housing policy to provide more than 20% of the housing units as social housing.

Because of the lack of senior government housing programs available, the Director of Real Estate Services first revised the projection to assume that no income will be received from the 20% of units dedicated for social housing. This will reduce the return by approximately \$4 million. If the 20% were increased to 1/3 of the units being allocated for social housing, the return would be reduced approximately by an additional \$11 million. If the middle 1/3 is included in a housing policy (as proposed in the 1/3, 1/3, 1/3) the return would be reduced by a further \$13 million.

With regard to community services, a larger community centre including a boathouse is projected to cost an additional \$6 million.

It is possible that by making all of these additional choices that the value of the land could be expended without considering other amenities, such as childcare which in the original and current submission was deemed to be adequate but lower than the major project standard.

It is prudent that these other amenities be considered during the revision of the ODP.

**6. Work Program:** While it is difficult to completely define the work program, until this report and attached workbook are considered by Council, staff have put together a program that assumes a significant level of change to the current proposal - both the ODP and Illustrative Plan.

In some cases, additional consultants may be hired to provide more detail on Council directions. Timing is a concern because decisions need to be made for the Olympics Athlete's Village by Spring 2005. Providing that this process commences immediately in August with funding, staff believe that the expedited work program outlined in the chart below can be achieved. A revised ODP and Illustrative Plan would need to be generated, assessed and sent for public review. This would lead to a public hearing for the ODP in the late Fall and a public hearing for the Olympic Athlete's Village in early Spring, 2005.

**Table 1: SEFC Work Program**

Work Program		2004					2005			
		Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
PHASE 1: ODP	ODP Revision									
	ODP Re-Submission									
	Public Consultation									
	Referral Report to Council									
	Public Hearing									
	Enactment									
PHASE 2: CD-1 REZONING (Olympic Sub-Area)	Rezoning Application									
	Public Consultation									
	Referral Report to Council									
	Public Hearing									
	Enactment Phase									

**7. Staffing and Budget:** In the past, for each phase of SEFC planning, Council has allocated funds estimated to cover staffing and other costs incurred during that particular stage from the PEF. The Policy Statement was the first increment and since then there have been two increments for the costs of the ODP. As the original work program anticipated approval of the ODP in the late Spring of this year, we are now rapidly approaching the end of funds. To complete the work as set out in Table 1 above an additional increment of funds will be required, as set out in Table 2 below.

Table 2 - Break-down of Budget (by Phase 1 and 2)

Item	Phase 1 (Aug to Dec 2004)	Phase 2 (Jan to April 2005)
Staffing (salary, benefits)		
Temporary Planner II	\$ 32,500	\$ 26,800
Temporary Planning Assistant	\$ 22,500	\$ 22,400
Temporary Civil Engineer (1/3 time)	\$ 11,550	\$ 9,500
<b>Subtotal</b>	<b>\$ 66,550</b>	<b>\$ 58,700</b>
Public Consultation & Overtime (venues, advertising)	\$ 20,000	\$ 10,000
<b>GRAND TOTAL</b>	<b>\$ 86,550</b>	<b>\$68,700</b>

Source of Funds: Property Endowment Fund

GRAND TOTAL FOR COMPLETION OF PHASE 1 and PHASE 2                      \$ 155,250

This funding does not cover the costs for additional architectural or engineering consultants, or the consultants that may be required for development of a strategy for triple bottom line accounting, etc. As in the past, it is anticipated that these costs will be allocated and paid for by the Director of Real Estate Services on behalf of the Property Endowment Fund and recovered from the revenues generated by the lease or sale of the City's SEFC land.

These funds when combined with funds previously allocated, are still within the site rezoning costs and would be considered, as with the previous funds allocated, as a credit against future rezoning fees.

## CONCLUSION

For this process to continue, and be completed in a manner that responds to both the public and Councillors' concerns, Council direction is sought on a number of issues. These issues are listed as choices for changing policy, new policy directions, and confirmation of existing policy for emphasis, all in the workbook attached as Appendix A. Further resolutions, with particular direction on how to implement the updated policies, are also put forward. Staff have laid out an expedited work program which would complete both the Official Development Plan and the zoning for the Olympic Athlete's Village by April of 2005. For this work program to be completed as set out, Council direction on the choices in this report is required before the August Council break. Council approval of this work program and the necessary budget from the PEF is recommended. At the time of ODP resubmission, staff will report back on the SEFC public benefit package and expected costs and revenues.

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## DEPARTMENTAL APPROVAL AND REPORT CONCURRENCES

General Mgr./Dept. Head:

Report Dated: 14/07/2004

Author: L. Beasley/I. Smith/K.  
Hiebert

Date:

Phone No.: 7698/7846/6066

This report has been prepared in consultation with the departments listed to the right, and they concur with its contents.

### Concurring Departments:

  
Real Estate Services  
Finance  
Park & Recreation  
Engineering  
Housing Centre  
Social Planning

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WORKBOOK

Note: The Workbook begins with Section B so that the nomenclature will be consistent with resolutions put forward in the covering report - 'A' Resolutions relate to a financial approach for development to proceed.

**SECTION B: Changes to SEFC Policy Statement - 'CHOICES'**

*Question #B1: Housing affordability?*

**Introduction:** The SEFC Policy Statement established a requirement that 20% of all units within the City-owned lands (see: map below) will be for low-income households. This policy (20% non-market housing requirement in new communities) followed Council's actions since 1988 which reflected Federal and Provincial housing programs which funded only core-need households and made no provision for mixed income housing, under which the earlier (1/3<sup>rd</sup> [non-market]/1/3<sup>rd</sup>[affordable]/1/3<sup>rd</sup> [market]) False Creek Basin policy was achievable.

**CHOICE B1 (a)**

*That Council retain the target of 20% non-market housing policy on SEFC City-owned Lands (current Policy Statement).*

**Pros:**

- Consistent with current levels of federal/provincial funding programs
- More likely to be achieved within future federal and provincial funding programs (20% could be achieved through existing funding, e.g. funding for Athletes' Village)
- Leaves balance of 80% to the market without subsidy which allows city to optimize its return on investment.

**Cons:**

- Unlikely to replicate regional income profile, and therefore less likely to produce a balanced social mix within the community
- Less likely to serve the needs of moderate income households

----- OR -----

**CHOICE B1 (b)**

*That Council establish a target of 1/3<sup>rd</sup> (non-market)/1/3<sup>rd</sup> (affordable)/1/3<sup>rd</sup> (market) housing policy for the SEFC City-owned Lands.*

**Pros:**

- Provides for greater affordability and social diversity
- Replicates the regional income profile
- Will provide more opportunities for moderate and middle income households, including families, to live in close proximity to jobs in the Downtown core, Central Broadway, Mt. Pleasant area and False Creek Flats.

**Cons:**

- Will require a greater number of sites to be offered for free or at reduced value to attain income diversity
- Success depends on the availability of federal and provincial housing programs
- Significantly reduces return to City from its SEFC lands

Staff will report back on the following:

- Ways of getting rental/affordable/non-market housing built on the City-owned site without or with limited senior government funding.
- Appropriate ways to achieve a compatible strategy for affordable housing on the private lands, having due regard for division and size of land holdings in this area, and alternative ways to fund non-market and affordable market housing.

**Financial Implication:** To illustrate the financial ramifications of the 1/3, 1/3, 1/3 housing policy change, the Director of Real Estate Services also looked at the costs of a 1/3rd non-market housing policy vs. 20% housing policy.

Adjusting the financial model to assume only 2 million square feet of residential development, based on the current scheme's general layout:

- The effect of increasing the amount of non-market housing from 20% to one-third (assuming the City will receive \$0 for the land), reduces the return to the City by \$11 million.
- If the same scheme were developed and the middle 1/3 is included in the housing policy (as proposed in 1/3, 1/3, 1/3) the return to the City would be further reduced by another \$13 million.

The net effect of the 1/3, 1/3, 1/3 policy is to reduce the return to the City by about \$24 million.

**AMENDMENT TO SEFC POLICY STATEMENT: P.13, SEC. 2.4**

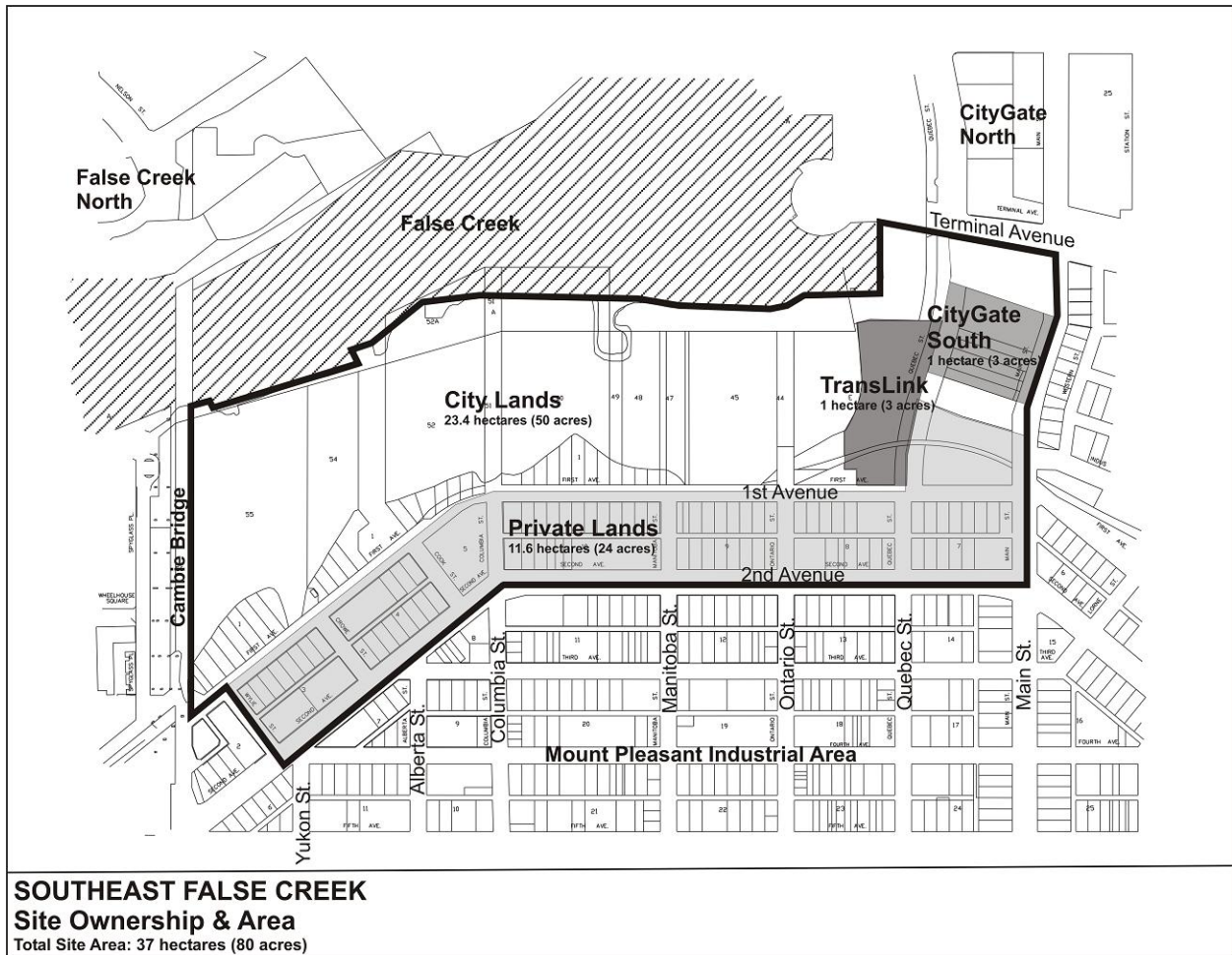
*ODP Phase Policies*

1. On the land north of 1<sup>st</sup> Avenue, sites should be reserved for ~~non-market~~ **social or affordable** housing programs to build a ~~minimum target~~ of ~~20%~~ **1/3<sup>rd</sup> low income, and 1/3<sup>rd</sup> moderate to middle income** of the total units with the intent to achieve an income mix in SEFC that parallels the regional income mix. These programs are to be funded by senior governments or by ~~public-private~~ **other** partnerships that can achieve a similar result.

*Rezoning Phase Policies*

6. A mix of tenures should be considered for the ~~20%~~ allocation of social housing including non-profit, co-op, rental and affordable home ownership.





*Question #B2: Size of community facility?*

**Introduction:** On average, Vancouver residents have 1.2 square feet of community centre space per person, not counting pools and rinks which are planned for separately. The projected population for SEFC would therefore need about 18,000 square feet. The two alternatives are: build half the required space on site and count the other half to the new Mount Pleasant community centre at 1 Kingsway, or build a full-size community centre on site in combination with a community boating facility. Both scenarios could be combined with a full-size childcare.

It is not planned to include either pool or rink in a SEFC community centre. Pools and rinks are not planned on a neighbourhood basis but in city-wide strategies that do not support a SEFC location for either. However, the programming for the park may well include a water spray park for children.

There is a strong interest in recreational non-motorized boating. Based on existing successful partnership models, the community centre could partner with one or more not-for-profit recreational boating societies, sharing facilities like showers and change rooms, washrooms and meeting rooms. Key components include ample boat storage for a variety of boats, easy access to the water with suitable docks, and some indoor space for office and club purposes. Additionally, there could be public boat rental delivered by either of these partners or a commercial entity. This community boating facility could be considered in lieu of a contribution to the citywide pool and rink strategies, noting that other downtown major projects have delivered the equivalent.

Of the heritage buildings on site, only the Domtar Building could accommodate the kind of programming envisioned here, requiring relocation to the waterfront, the addition of a sub-story, and extensive building renovation and transformation.

**CHOICE B2 (a)**

*That SEFC provide a small community centre satellite of 10,000 sq. ft. (Current Proposal).*

**Pros:**

- Together with Mount Pleasant community centre, meets numerical service need.
- Efficient provision of services in terms of capital cost (\$3 million for the community centre satellite).

**Cons:**

- Longer distances from SEFC residences to some community centre services.
- Relies on availability of elementary school gym for some programming.

----- OR -----

**CHOICE B2 (b)**

*That SEFC provide a full-size community centre serving all of SEFC, including a community boating facility for non-motorized recreational boating.*

**Pros:**

- Greater variety and capacity of local programming.
- Reduced transportation need, more incentive to walk.
- Great opportunity to create distinct neighbourhood focus and character.
- Good fit of non-motorized boating with sustainable neighbourhood.
- Animates neighbourhood centre and waterfront.

**Cons:**

- Increased capital cost and a slightly increased operating cost.

**Financial Implication:** Increased capital cost (a premium of \$6 Million for full-sized instead of a reduced version) and slightly increased long term operating cost (a realistic 2004 budget would be net \$0.6 million/year, that is a premium of \$0.15 million over the smaller facility).

**AMENDMENT TO SEFC POLICY STATEMENT: P. 22, SEC. 7.4**

Under the sub-heading *ODP Phase Policies*, add:

4. Development of a full size community centre to cover the needs of the City lands and private lands in combination with a community boat facility for non-motorized boating (funded from both the City and private lands).

### *Question #B3: Form of development?*

**Introduction:** The SEFC Policy Statement noted that heights of up to 250 ft. (25 storeys) be reviewed for part of the City Lands site east of Manitoba Street. It also noted that the western portion of the site (to the Cambie Bridge) might support heights up to 150 Ft (15 stories). In their review of the ODP proposal, some of the public, and particularly the design community, have suggested that towers are not an appropriate building typology for SEFC. It is suggested that SEFC take its cues from the surrounding context and focus on low and mid-rise housing forms to distinguish the south side of False Creek from the Downtown tower form of development. The idea is to create a distinctive “town” form of development, unlike other places in Vancouver. The density target for the City lands is 2.2 million square feet with the expectation that 2 million square feet will be residential uses and 200,000 square feet will be commercial and/or industrial uses.

**CHOICE B3 (a)**

*That towers be permitted in locations across the SEFC City-owned lands (Current Proposal: form and density to allow towers in locations generally east of Manitoba Street and with towers also at major site entrances and by the Cambie bridge).*

**Pros:**

- Maximizes revenues for the City Lands site and probably attains most return for investment on site.
- Tower built form can provide more open space on a given site.
- Provides opportunities to explore green building design in a diversity of built form within the SEFC lands.

**Cons:**

- Towers less fitting with existing urban context of Mt. Pleasant and Fairview Slopes.
- Wrapping ‘downtown’ tower image around to the south side of False Creek.
- Neighbourliness problems, notably in the eastern neighbourhood where highest towers concentrated.

----- OR -----

**CHOICE B3 (b)**

*That only Low and Mid-Rise buildings be permitted, west of Quebec Street, with the intent to realize the target density.*

**Pros:**

- Character of Mount Pleasant, Fairview Slopes and lands surrounding the site suggests a lower form of development to be more compatible with existing urban context on the south side of False Creek.
- A ‘town’ like design would provide a distinctive new character, unlike other places in Vancouver.

**Cons:**

- Limiting towers may result in lower overall revenues for City Lands.
- Loss of potential views from tower units.
- Possible reduction in housing diversity.

If option B3(b) is selected, Staff will report back on recommended heights.

**Financial Implication:** When the city had a mid and low-rise scheme prepared for comparison purposes it did not achieve as much density as current proposal and did not fully achieve the park requirement. The financial analysis prepared projected a return of \$15 million less on land value than the current proposal, although it is felt a significant component of this can be recouped through careful design development.

**AMENDMENT TO SEFC POLICY STATEMENT: P. 32, SEC. 9.4**

*Height* (For the City lands north of 1<sup>st</sup> Avenue)

4. ~~The building heights permitted in the East False Creek Plan should continue around the end of the Creek and extend on to the lands west of up to Quebec Street. Towers of up to 76.2 m (250 ft.) should be permitted, providing that they are designed to minimize shadowing on public open space and on the waterfront pedestrian-bicycle system.~~ For the lands west of Quebec Street, building heights should be permitted reflecting low/medium heights. Streets should be defined by lower building forms and tower bases (ODP).

*Height* (For the Private lands within the study area, between 1<sup>st</sup> Avenue and 2<sup>nd</sup> Avenue)

8. Height and massing should be integrated with what is proposed in the City lands to the north. as follows (ODP)

- a) Higher buildings to the east of Quebec Street, up to 76.2 m (250 ft.); and
- b) Medium heights to the west of Quebec Street, up to 45.7 m (150 ft.).

*Character, p.33*

18. ~~Towers should be designed with neighbourhood identity in mind. Care should be taken to ensure a slim appearance and tower tops should be stepped with distinct roofs (Dev).~~ Stepping heights up between sites as distance from the water increases will provide more view opportunities in a generally low/medium-rise parti.

### *Question #B4: Amount of park?*

**Introduction:** Mount Pleasant currently has about 1.1 acres of neighbourhood park per 1,000 residents, compared to the park standard (and citywide service level) of 2.75. Thus, Mount Pleasant is one of the most park deficient neighbourhoods in the city. The proposed park of 26.4 acres was approved by Council to meet the park standard for an estimated SEFC population of 8,000 residents, and also make up some of the existing park deficiency. Now, the SEFC population estimate (City and Private Lands) has risen to 15,000 residents; and the 26.4 acres are equivalent to 1.8 acres per 1,000 residents, below the park standard but above the current Mount Pleasant park ratio. Included in the park area count is park, the waterfront walkway and the site for the community centre; city-owned waterlots would be excluded.

Once the ODP has been settled and size, location and configuration of the park have been determined, the Park Board will take the lead in developing park programming and guiding park design in a public process.

**CHOICE B4 (a)**

*That SEFC provide a 26.4 acre park (Current Proposal).*

**Pros:**

- More park is better than less: for creation of diverse and robust habitat, for accommodation of community uses, for variety of recreational opportunities, and for producing environmental benefits.
- Consistent with public expectation based on policy and public process.
- Allows for provision of city-wide, neighbourhood and local park amenity.
- Doubles amount of park in Mount Pleasant, thereby improving park ratio from 1.1 to 1.3 acres per 1,000 residents, including the new population proposed for SEFC.

**Cons:**

- Occupies more than half of City lands, thus capping development potential.

----- OR -----

**CHOICE B4 (b)**

*That, while 26.4 acres of park is preferred, slightly less park space may be considered in order to meet other priority objectives.*

*up to 5% less park*

5% less park - 1.32 acres

**CHOICE B4 (c)**

*up to 10% less park*

10% less park - 2.64 acres

**Pros:**

- Increases development potential and revenue.

**Cons:**

- Less park for neighbourhood uses (citywide uses along water likely not impacted).
- Less habitat value, less ecological performance.
- Foregoing significant opportunity to reduce Mount Pleasant's park deficiency.

**Financial Implication:** If the scheme were to be developed with 5% less park (1.32 acres) and on the same basis as the existing proposal it is projected that an additional 170,000 square feet could be created and the return could increase by about \$4 million. However, if this were to be developed in a low to mid rise form and sold on a 1/3 1/3 1/3 basis it is projected that it would create an increase in return in the order of \$1 to \$1.5 million.

If the scheme were to be developed with 10% less park (2.64 acres) and on the same basis as the existing proposal it is projected that an additional 340,000 square feet could be created and the return could be increased by about \$8 million. However, if this were to be developed in a low to mid rise form and sold on a 1/3 1/3 1/3 basis it is projected that it would create an increase in return in the order of \$2 to \$3.0 million.

**AMENDMENT TO EXISTING COUNCIL POLICY:**

On October 19, 1999, City Council carried the following recommendation forward:

"THAT the goal of locating a major park in Southeast False Creek, with an Official Development Plan design target in the order of 12 hectares (26.4 acres)-including the waterfront walkway/bikeway, be endorsed."

If B4(b) is selected, amend existing Council policy as follows:

"THAT the goal of locating a major park in Southeast False Creek, with an Official Development Plan design target in the order of 25 acres ~~12 hectares (26.4 acres)~~-including the waterfront walkway/bikeway, be endorsed."

If B4(c) is selected, amend existing Council policy as follows:

"THAT the goal of locating a major park in Southeast False Creek, with an Official Development Plan design target in the order of 24 acres ~~12 hectares (26.4 acres)~~-including the waterfront walkway/bikeway, be endorsed."

**Question #B5: The Transportation Role and Width of 1<sup>st</sup> Avenue?**

**Introduction:** The SEFC Policy Statement called for the transportation network to focus on pedestrian and bicycle paths and transit linkages that will greatly shape the neighbourhood's form and liveability. This included developing the Downtown Streetcar through SEFC on 1st Avenue and integrating it with other regional transit services. This policy is consistent with the Council-approved Transportation Plan's support for special transit rights-of-way that will help transit meet our future transportation growth needs by ensuring that it is not slowed by increasing vehicle traffic. The Downtown Streetcar network through SEFC was most recently reaffirmed by Council as part of the Vancouver Transit Strategy and the Downtown Transportation Plan.

Staff will be reporting back to Council on the Downtown Streetcar project in early 2005. This update consists of determining more accurate ridership estimates, commuters as well as tourist and recreational users, and defining a more detailed layout plan for track location and operation. This work also includes reviewing how the Streetcar would operate in SEFC and the impacts of having it mixed with vehicular traffic or in dedicated lanes.

To date, the current proposal for 1<sup>st</sup> Avenue includes providing a special transit right-of-way for the Downtown Streetcar in a landscaped centre median. In addition, dedicated space for bike lanes in each direction is also proposed on 1<sup>st</sup> Avenue. Combined with generous pedestrian sidewalks and on-street parking on both sides of the street, the transportation role and width of 1<sup>st</sup> Avenue necessitates 27m of street right-of-way. Given the constraint of acquiring additional right-of-way from the Private Lands development sites, any width of 1<sup>st</sup> Avenue in excess of 20m will need to be provided from the City Lands. Building setbacks of 1.5m on both sides of the street are also being recommended in the current proposal.

**CHOICE B5 (a)**

*That 1st Avenue is widened to accommodate the Downtown Streetcar and bike lanes in dedicated rights-of-way (Current Proposal).*

**Pros:**

- Provides a priority for transit service consistent with the accessibility and mobility objectives of a sustainable community of 15,000 residents
- Supports City and regional transportation priorities that favour transit and cycling by giving "preferred" access to Downtown Streetcar and dedicated road space for cyclists
- Providing a dedicated landscaped and permeable median to improve the comfort, speed, and reliability of the Streetcar produces the highest transit ridership, including the most fare revenue and least operating cost for the Streetcar
- Provides the safest operation for all modes

**Cons:**

- Providing dedicated road space for the Downtown Streetcar and bike lanes on 1<sup>st</sup> Avenue requires more right-of-way than would a typical local residential street
- Additional right-of-way requirements for 1<sup>st</sup> Avenue in excess of 20m will need to be provided from the City Lands given the constraints of the Private Lands sites, thus diminishing development potential.

----- OR -----



**CHOICE B5 (b)**

*That the intent is not to widen 1st Avenue but to include building lines on City Lands to widen if necessary in the future after staff reports back on the comprehensive transportation plan for SEFC including the Downtown Streetcar.*

**Pros:**

- Provides Council an opportunity to consider the transportation role and width of 1<sup>st</sup> Avenue with more information on SEFC's transportation network and the Streetcar
- If either bike lanes or dedicated space for the Streetcar are not provided, 1<sup>st</sup> Avenue could be designed to a width more consistent with other local streets within SEFC
- Potentially requires less right-of-way for 1<sup>st</sup> Avenue from the City Lands, up to 1.6 acres

**Cons:**

- Requires additional staff time and consultant fees to revisit existing City transportation policies such as the SEFC Transportation Plan and the Downtown Streetcar Study
- Does not showcase in the City's model sustainable community that it is providing highest transit priority for the Downtown Streetcar network
- Mixing the Streetcar with vehicular traffic would decrease transit ridership and fare revenue, increase operating costs, and require more Streetcars to achieve the same frequency of transit service on 1<sup>st</sup> Avenue
- May require significant transportation and public realm design trade-offs for 1<sup>st</sup> Avenue such as shifting the bike lanes to Zero Avenue, less on-street parking to support the shops and services, or smaller sidewalks and landscaped buffers for pedestrians.

**Financial Implication:** If 1st Avenue can be narrowed to 20m, approximately 1.6 acres of potential development will be possible on the City lands or about 207,000 square feet - with an estimated present value of between \$2 to \$5 million depending on the other choices made (under the current scheme this full density may not be possible).

Alternatively, a streetcar alignment in-traffic on 1st Avenue could increase Downtown Streetcar capital and operating costs by requiring more vehicles to achieve the same frequency of transit service in a dedicated ROW on 1<sup>st</sup> Avenue (each modern Streetcar costs over \$2 million).

**AMENDMENTS TO SEFC POLICY STATEMENT: P. 53, SEC. 14.4**

3. That the intent is not to widen 1st Avenue but to include building lines on City Lands to widen if necessary in the future.

*Question #B6: More active water's edge?*

**Introduction:** The current proposal has intentionally not engaged the waterfront, with the exception of piers, a dock for boat launch, a boardwalk, small ferry terminal, and creating viewpoints and landscaping along the water, because of False Creek clean-up requirements. Some suggest the waterfront could be further engaged with active uses and open spaces, in manner similar to Granville Island for the enjoyment of all Vancouverites, while being mindful of the environmental issues associated with building close to the water's edge. Some suggest the waterfront could include a destination facility at or over the water's edge. The key factors to consider are the cost and environmental obligations that may result in order to obtain federal and provincial environmental authorities' approval.

**CHOICE B6 (a)**

*That a passive water's edge be accepted in acknowledgement of implications for False Creek sediment clean-up requirements - respect 30 m setback (Current Proposal).*

**Pros:**

- Current plan has some characteristics of a lively waterfront if in future approvals can be gained.
- Avoids areas in which construction is likely to be more costly to achieve earthquake and flood approvals.

**Cons:**

- Vancouver already has a great deal of waterfront areas characterized by park frontage (active and passive), docks, and boat launch locations. The current proposal is basically more of the same.

----- OR -----

**CHOICE B6 (b)**

*That a more active water's edge as a lively destination be pursued - encroaching into 30 m setback if necessary (phase so as to minimize encumbrance with False Creek sediment contamination management).*

**Pros:**

- Contributes to lively waterfront design.
- Distinguishes SEFC waterfront area from many other parts of the waterfront in Vancouver.
- Consistent with the public desire for more varied, more animated waterfront, like as seen at Granville Island

**Cons:**

- Structures in waterfront area may be more expensive to build to achieve earthquake and flood approvals, which could result in lower land value.
- Opens up costly issue of False Creek sediment clean-up.
- Destination facility has potential to generate vehicular traffic. Parking and traffic access would have to be considered carefully.

Staff will need to report back on related issues, as follows:

- The best strategy for waterfront development (incremental vs. deciding now) prior to bringing forward the ODP for approval.
- Incorporation of waterfront development, if possible, be incorporated into the plan for the Olympics Athlete's Village.

**Financial Implication:** Structures in waterfront area may be more expensive to build which could result in lower land value. Opens up issue of False Creek sediment clean-up.

**AMENDMENTS TO SEFC POLICY STATEMENT: P. 47, SEC. 12.4**

Under New Policy, ODP Phase Policy, add:

6. That portions of the SEFC waterfront should be designed so as to create a lively destination - including consideration of active uses and open spaces for the enjoyment of all Vancouverites, and possible siting of city-serving facilities or commercial uses, while being mindful of the environmental issues associated with building close to the waters edge. Development should be phased so as to minimize encumbrance with False Creek sediment contamination management.

**Question #B7: Amount of commercial and live-work?**

**Introduction:** Having considered the adjacencies of the Mt. Pleasant industrial area to the south, the False Creek Flats industrial area to the east, the proximity of the downtown CBD, and commercial precinct of Broadway, the SEFC Policy Statement recommended the SEFC study area be a mixed use community, with a focus on residential and provide a significant amount of family housing. The SEFC Policy Statement further recommended that to ensure a complete community design, with local serving goods and services in walking distance, that commercial uses be zoned for the City lands as well as Private lands area.

The Policy Statement specified that on the City owned Lands, up to 18,600 sq. m (200,000 sq. ft) of floor space be considered for local-serving commercial (optimizing retail and service uses) and industrial uses. The current proposal recommends:

- 60,000 sq. ft of hotel use,
- 20,000 sq. ft for a food store, plus 40,000 sq. ft commercial (retail/restaurant) uses (assuming 1,000 sq. ft per retail shop allows for about 2 restaurants and 30 shops)
- 30,000 sq. ft office uses
- 50,000 sq. ft "flex uses" generally meaning choice of live-work, residential, or commercial.

A retail consultant forecast (based on expected site population of 8,000 in 2015) a projected need for 53,325 sq. ft of convenience, food, drug and department store type merchandise use based on demand typically generated for such services. The zoning of the Private Lands will likely require commercial uses at grade the length of 2<sup>nd</sup> avenue from Main St to Cambie St. and an office tower is likely at the corner of Terminal and Quebec Streets.

**CHOICE B7 (a)**

*That almost all City-owned lands in SEFC be allocated for residential development with 200,000 sq. ft allocated for combined commercial, live-work and flex uses (Current Proposal).*

**Pros:**

- o Provides flexibility
- o Proposed hotel is likely to be in demand considering the limited number of hotels on the South side of False Creek.
- o SEFC excellent site for residential uses, and the surrounding industrial and nearby commercial areas (Broadway and CBD) provide opportunities for jobs.
- o Provides for Urban Fare or Choices size food store which can meet the immediate grocery shopping needs of the resident population.

**Cons:**

- o Does not meet the Policy Statement objective of 200,000 sq. ft of commercial and industrial development (and jobs on site) as the proposal suggests 50,000 sq. ft of 'flex uses' that may become residential uses.

----- OR -----

**CHOICE B7 (b)**

*That instead of almost all residential, consider the opportunity for more than 200,000 sq. ft. of commercial development and jobs - especially of compatible activity such as eco-businesses, artistic businesses, net portal offices, and live-work.*

**Pros:**

- May provide opportunity for a higher amount of commercial uses and jobs in the SEFC City lands, potentially providing residents with more employment opportunities in the community.
- Provides additional opportunity to support businesses that see a 'fit' for their company/businesses in the SEFC sustainable community.

**Cons:**

- If not done in a flexible way, increasing the commercial use zoning allotment may result in "overshooting" the amount of retail/service/other commercial uses the area can support leading to 'dead space' on retail frontages.
- Commercial land
- values lower than residential values.
- Mt. Pleasant businesses as represented by the BIA are concerned that requiring more than local serving commercial will negatively impact commercial vitality on Broadway and at Main Street.

**Financial Implication:** Requiring more commercial in place of residential space will lower land value on City-owned land sites; this must be reviewed in terms of realistic demand for these uses.

**AMENDMENTS TO SEFC POLICY STATEMENT: P. 17, SEC. 4.4**

*Rezoning Phase Policies*

8. On the lands north of 1<sup>st</sup> Avenue, between Quebec and Cambie streets, ~~up to~~ 18,600 m<sup>2</sup> (200,000 sq. ft.) of floor space should be considered for commercial and industrial-uses. **Opportunity for even more commercial space and live work space should be explored so as to create more jobs for residents within the overall development capacity that is set out for SEFC City-owned lands.** Cultural, recreational, and institutional space should be excluded from these floor space totals.

SEFC Policy Statement Amendment: p. 19, Sec. 5.4

*ODP Phase Policies*

2. North of 1<sup>st</sup> Avenue, a limited amount of local-serving offices should be allowed in commercial nodes, in association with retail and service uses, as part of the 18,600 m<sup>2</sup> (200,000 sq. ft.) **amount** of commercial floor space allocated for this area.

SEFC Policy Statement Amendment: p. 21, Sec. 6.4

*ODP Phase Policies*

4. The density target for lands north of 1<sup>st</sup> Avenue should be **approximately up to** 18,600 m<sup>2</sup> (200,000 sq. ft.) commercial and industrial uses. **More than 18, 600 m<sup>2</sup> (200,000 sq. ft) may be considered.**

## Question #B8: Heritage Buildings?

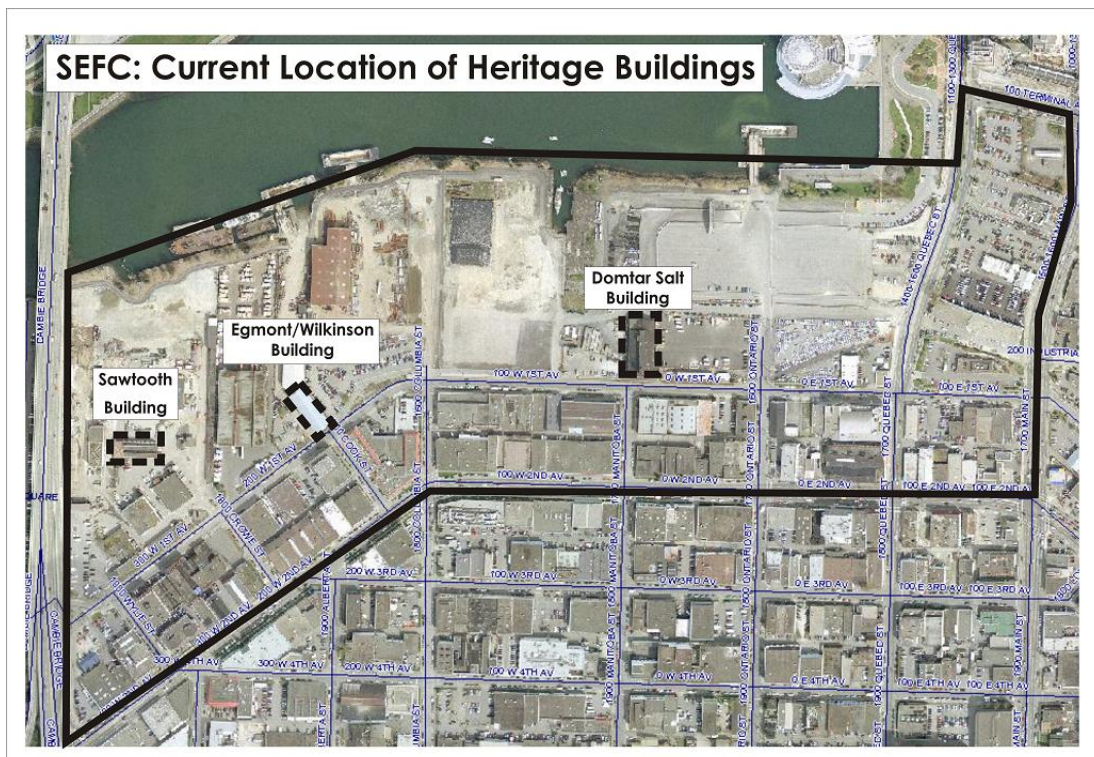
**Introduction:** The SEFC policy statement declares: “The rich heritage value of SEFC should be celebrated and enhanced where possible, by preserving and reusing existing industrial and historical buildings and by reflecting the heritage character of SEFC in the design of the built form and of the public open spaces”.

SEFC is a historic industrial area. Since the end of the 19th century, sawmills, shipbuilders and steel fabricators have occupied this busy industrial site. As such, SEFC is an example of the types of industries that supported the formation of the City and that comprised early development along False Creek. Over the years the site has changed considerably including the location of the shoreline. Heritage resources have been lost most notably the unlisted Carron Building (demolished in the mid 1990s). The architectural character of the area was typified by long, vast volumes contained within shed roofs and constructed of heavy timber beams, milled within the area.

The remaining historic value of the site lies in one A-listed heritage building and two unlisted buildings of some heritage value along with the residual evidence of the shoreline changes over time, building footprints, architectural fragments and abandoned machinery and railway lines. The cultural value lies within the long standing uses located on the site with their accompanying chaotic sounds and building alignments.

The Vancouver Heritage Commission reviewed the revised ODP proposal for the SEFC area this year and advises that heritage buildings should stay in-situ.

It should be noted, that due to the condition of the Salt building, it will likely need to be lifted in order to build new foundations, regardless of whether it is moved elsewhere on the site.



**CHOICE B8 (a)**

*That the Salt Building and other heritage buildings may be moved (Current Proposal).*

**Pros:**

- o Locates heritage buildings in the village centre near to commercial uses as proposed in the current plan, and offers opportunity for non profit organisations such as eco groups and First Nations to co-locate in the village centre.
- o Heritage buildings will contribute to the character of the village.
- o Locates Salt Building closer to the water's edge than it is currently, to re-create some memory of the building's relationship to the shoreline and to use the basement of the building for boat storage.

**Cons:**

- o Does not maintain the heritage value of the buildings' sites.
- o Some criticize the clustering of heritage buildings as creating a 'faux' heritage character.

----- OR -----

**CHOICE B8 (b)**

*That the Salt Building and one or both of the other heritage buildings be kept generally in-situ (do not move them).*

**Keeping Salt Building (Class A, Vancouver Heritage Registry) in-situ**

**Pros:**

- o Maintains an intrinsic heritage value of the site.
- o Maintains a unique terminus to Manitoba Street.
- o Creates an opportunity for a commercial use along First Ave.

**Cons:**

- o Reduces ability to link Manitoba Street to the waters edge
- o Requires reworking street grid. (Building currently sits on the proposed ROW for 1<sup>st</sup> and Manitoba). May result in impacts on surrounding streets, one being Ontario Greenway
- o If not located around other commercial sites, may reduce the economic viability of the building.
- o Loses the ability to create boat storage in the basement for non motorized craft, which might have been possible if the building was relocated to the shoreline.
- o Loses the option to recreate the relationship of the building to the shoreline that might be possible if the building is moved to the shoreline

**Keeping Egmont Building (Wilkinson steel building) and Sawtooth buildings in-situ**

**Pros:**

- o Maintains an intrinsic heritage value of the site.
- o Increases the conservation effort for the building through retaining a maximum of original material as relocating these buildings far distances requires dismantling the structure which brings added risk to historic materials.

- o Along with the Salt Building, each building would give a unique character to each specific neighbourhood, and could be used to generate variety within the plan.

**Cons:**

- o If not located around other commercial sites, may reduce the economic viability of the buildings.
- o No identified use to date if left in-situ.

**Financial Implication:** The current pro forma only allows for costs associated with moving the buildings and assumes other organizations will pay for renovations. Option implications will be reported back at time of ODP submission. If the in-situ locations prove less viable, the City may have to renovate the buildings which would represent an increased cost. Based on the approach of the current scheme, infrastructure costs may increase if the buildings are all left in-situ, due to grading and soil remediation issues, and re-working the street grid.

**AMENDMENT TO SEFC POLICY STATEMENT: P. 34, SEC. 9.4**

Under the sub-heading *Heritage*, add:

22. The listed Domtar Salt Building, and the other heritage unlisted heritage buildings (Sawtooth building and Egmont/Wilkinson building) should remain in situ to maintain intrinsic historic value on the site.



## **SECTION C: New Policies to Policy Statement** **(Not necessary to put in format of Choices)**

### *Item #C1: Sustainability Goals, Targets, Indicators*

**Introduction:** The Southeast False Creek Policy Statement identifies a number of targets for environmental sustainability. The targets were not adopted by the City but instead are used as a guide to identify feasible but aggressive levels of performance to monitor as technology advances. In the areas of social and economic sustainability, staff have been guided by policy work in other developments as well as the work done during development of the Policy Statement. The purpose of the ODP is to set guidelines for the urban structure and identify general policy goals in the area. The ODP is then used as a framework for evaluating proposed zoning which contains much more specific requirements and expectations. For example, the ODP contains general provisions for a Green Building strategy which can change with time under the LEED system, while the actual requirements of the strategy will be contained in the zoning. As part of the evaluation and monitoring related to social sustainability, it would be valuable to include both a mainstream perspective and a perspective of those with special needs or circumstances such as seniors, women, the poor, and aboriginal people.

C1

*That the SEFC ODP include specific sustainability goals, targets and indicators and require tracking/monitoring of performance with regular report out - for example, energy consumption and material consumption per capita - and commit necessary funding to do this; cross referenced with GVRD sustainability model.*

**Pros:**

- o Focusing on targets would further clarify the sustainability goals of Southeast False Creek.
- o Developing a process for regular sustainability evaluation would improve the credibility of the public related to civic performance on sustainability.

**Cons:**

- o Indicators and targets are more appropriate for the rezoning or development permit stage.
- o Setting targets now could limit our flexibility to respond to changing technology which could change our perception on sustainability.
- o We have included targets where we have considered them definable and measurable within the mandate of City programs, setting targets outside of this would create uncertainty and pose an administrative challenge.

**Financial Implication:** At this point in the process there would be an increased financial cost to identifying specific targets as well as a process for regular sustainability evaluation. Staff would have to report back on the cost

**AMENDMENT TO SEFC POLICY STATEMENT: P. 78, SEC. 23.3**

Under Sec. 23.3 NEW POLICY, add:

4. Include specific sustainability goals, targets and indicators and require tracking/monitoring of performance with regular report out, including reporting from the perspective of those with special needs or circumstances.

## *Item #C2 Architectural Excellence*

C2

*That the SEFC ODP explicitly express the intent for architectural excellence and to bring significance to community buildings as 'signature' designs; and ensure a distinctive design image for the whole community.*

The Southeast False Creek Policy Statement notes that development guidelines at the future rezoning stage should recognize differences in character of each-sub area, while seeking to unify the site as a neighbourhood with an overall distinct character. The purpose of the Official Development Plan is to identify the urban structure in which the buildings will be developed and to comment on character, leaving the specifics of the design guidelines for the rezoning stage. One aspect of character that has been established is that the ODP will contain general provisions for a Green Building strategy which can change with time under the LEED system, while the actual requirements of the strategy will be contained in the zoning. However, further development of the urban design character of the area and "building typology" of SEFC as a new distinctive neighbourhood will further clarify design goals.

This goal will be articulated in the ODP and in design guidelines prepared at the rezoning or development permit stage. Hosting a design competition at the CD-1 stage of the Olympic Village sub-area is one idea that could result in innovation and architectural excellence.

**Financial Implication:** None identified at this time.

### **AMENDMENT TO SEFC POLICY STATEMENT: P. 33, SEC. 9.4**

Under Sec. 9.4 NEW POLICY, add:

19. All buildings in SEFC should strive for architectural excellence and ensure a distinctive design image for the whole community. Community buildings should be architecturally expressed as 'signature' designs to enhance neighbourhood identity.

### *Item #C3: Transportation demand management*

**Introduction:** Transportation demand management (TDM) plans are typically required at either the rezoning or development permit stage for institutional (i.e. school or hospital) uses. It is not currently a by-law requirement but rather a condition required of conditional applications.

As part of the SEFC Transportation Study, a wide range of TDM measures were explored that were relevant to SEFC and ultimately effective at shifting travel behaviour from automobiles to sustainable transportation modes. Specific TDM measures recommended for SEFC include: Traffic Calming, Transit-Oriented Development, Pedestrian and Bicycle Improvements, Improved Transit Service (Streetcar, buses, and ferries), and Parking Management.

Innovative TDM strategies such as the proactive provision of car-sharing services and community transit passes are also being recommended as part of an overall TDM program for the neighbourhood to be included as an integral part of the SEFC ODP implementation. In particular, the proposed parking standards (both minimum and maximum) will be tightly constrained and include mandatory provision of co-operative autos, while offering options for reducing provision below the minimum in exchange for further supports (transit passes, etc.) for non-auto modes.

C3

*That a Neighbourhood Transportation Demand Management program be included as an integral part of the SEFC ODP implementation, including on-going monitoring as build out of SEFC occurs.*

**Pros:**

- Requiring a neighbourhood transportation demand management plan for SEFC supports existing City transportation and land-use policies, decreases automobile dependency, minimizes parking demand, and reduces greenhouse gas (GHG) transportation emissions
- Implementation of a comprehensive neighbourhood TDM plan is projected to reduce SEFC's auto person trips by 20% in peak periods and approximately 40% over 24 hours
- Supplying less parking and providing car-sharing or community transit passes included with the development of sites improves residents access and mobility choices
- A neighbourhood wide plan provides a consistent and coordinated approach to TDM

**Cons:**

- Implementing a neighbourhood TDM plan would be a new policy for SEFC and may be perceived as unfair from the Private Land owners
- In the experience of other cities, TDM plans are difficult to monitor and follow-up

**Financial Implication:** Requires increased staffing levels to adequately evaluate the implementation of the neighbourhood TDM plan as build out of SEFC occurs. Staff will report back on the consultancy to develop this plan.

**AMENDMENT TO SEFC POLICY STATEMENT: P. 53, SEC 14.4**

Under Sec. 14.4 NEW POLICY, add:

3. That a program of transportation demand management for the neighbourhood be included as an integral part of SEFC ODP implementation.

## *Item #C4: Neighbourhood energy demand management*

**Introduction:** Initiatives related to energy efficiency and supply that are an integral part of the current proposal include:

### 1) Green Building Strategy

- Minimum environmental performance of American Society of Heating, Refrigerating and Air-Conditioning Engineers, Inc. (ASHRAE) 90.1, 2001 is required.
- Additional points for energy efficient development is rewarded through the LEED-based system.
- Passive technologies for energy savings are also recommended, e.g. building siting to take advantage of solar gain and improve ventilation effectiveness.
- Mandatory energy strategies are also being incorporated to address the plug-load situation within the suite that are not addressed through either the LEED system or the energy modeling tools or incentive programs in use.
  - EnergyStar rated appliances, including stove, refrigerator, and dishwasher, as well as front loading washers.
  - Heat-source rated gas fireplaces to eliminate decorative fireplaces or will require 100% efficiency electric fireplaces with a heat/no heat switch to allow a decorative function.

### 2) Alternative Energy Supply

The City is working on an emission free neighbourhood energy system based on renewable resources. A variety of alternative energy supply options are being explored for SEFC, including ground source heating for the Olympic Village area as a demonstration project.

In addition, through the neighbourhood energy strategy prepared for SEFC, staff will research demand side approaches which could be effective, such as education and measurement, noting that some demand side approaches (e.g. metering units) can be very costly and may not be effective unless combined with utility rate pricing that the City has no control over. Nonetheless, these options can be reviewed along with possible education programs.

C4

*That a neighbourhood energy demand management program be included as an integral part of SEFC ODP implementation.*

**Financial Implication:** Some demand side approaches such as metering units can be very expensive. Staff will report back on recommended approaches and costs.

**AMENDMENT TO SEFC POLICY STATEMENT AMENDMENT: P. 61, SEC 16.4**

Under the sub-heading New Policy, *ODP Phase Policies*, add:

1. In consultation with **energy suppliers** ~~BC Hydro~~ and the developer, the City should develop an energy plan for SEFC which may address issues such as:

- a) Renewable energy technology;
- b) **Appropriate alternative energy technology (e.g. ground source heating/cooling, etc);**
- c) ~~b)~~ Regulatory issues;
- d) ~~e)~~ Building and infrastructure design;
- e) ~~d)~~ Landscape design;
- f) ~~e)~~ Costs;
- g) ~~f)~~ Opportunities for collaboration with energy supply companies, senior government and industry;
- h) ~~g)~~ Education for stakeholders; and
- i) ~~h)~~ Using City-owned buildings as sites for demonstration projects featuring advanced energy-efficient design.
- j) **Appropriate energy demand management approaches.**

### *Item #C5: SEFC “learning lab”*

**Introduction:** The SEFC Policy Statement noted that the possibility of creating an SEFC neighbourhood economic development office in a city owned facility (e.g. community centre) should be considered in part to promote environmentally responsible business practices. However, the need for a more expansive, outreach role with participation of local universities has been identified.

The first submission of the ODP suggested that a sustainability/ecological centre be established on the site. These ideas have yet to be made concrete and specific. A directive from Council could be to establish a sustainability centre on site in SEFC that would be a focus for research and development to implement and evaluate general principles of sustainable design, construction, maintenance, livability, and community and foster general ecological education directed at the general public. Staff would work with local universities in developing such a proposal.

C5

*That, as SEFC develops, the area should be used as a “learning lab”, created with local universities and other interested parties. In this capacity, SEFC should act as a focus for research and development to implement and evaluate general principles of sustainable design with the intention of fostering understanding of ecological stewardship amongst professionals, academics, the development community, and the general public.*

**Financial Implication:** Capital and operating cost if City were to pay or cost-share such a facility. Loss of revenue if not a commercial operation.

#### **AMENDMENT TO SEFC POLICY STATEMENT AMENDMENT: P. 25 TO 28, SEC 8.4**

Under the sub-heading *Education*, add:

16(b). Create with local university a “learning lab” of SEFC as a model sustainable community that will act as a focus for research and development to implement and evaluate general principles of sustainable design, construction, maintenance, livability, and community - and foster general ecological education directed at the general public.



**SECTION D: Confirmation of SEFC Policy Statement – Confirm and Emphasize Existing Policies**  
**(Not necessary to put in format of Choices)**

D1

*That Council confirm as a priority, the policy requiring environmental sustainability (and LEED) that provides a new level of “base case” sustainability performance that can be applied to other projects in the City and implement demonstration projects to showcase especially innovative environmental measures (take risks to experiment) - such as using alternative energy and maximizing green roofs.*

The sustainability and amenity package for Southeast False Creek (SEFC) is proposed to set a new standard or “base case” for future developments in the City. The package for SEFC incorporates the sustainability measures already required of other major developments and adds new and expanded measures in the areas of environmental sustainability.

Sustainability measures already required of other major developments and included for SEFC	New measures to be required of SEFC developments
Park	Stormwater management facility
Indoor Recreation Space	Surface Stormwater runoff
Public Art Requirement	Community Gardens
Childcare/Daycare	Agricultural Landscaping on Streets
Non-Market Housing	Farmer’s Market
Family Housing	On-Site Soil Remediation Plan
School Site	SEFC Solid Waste Utility
Public Realm Plan	Sustainability Centre
Urban Design Guidelines	Managed mix and timing of retail services
Parking Standard	SEFC Green Building Strategy (as approved by Council July 8, 2004)
Public Streets and Rights of Way	EnergyStar rated Appliances
Bicycle and Pedestrian Improvements	Energy efficient lighting, fireplaces & hot water heaters
	Dual flush toilets
	Low flow fixtures
	Drought tolerant landscaping
	SEFC specific parking strategy
	Requirement for Car co-op vehicle and space
	On-Site stormwater capture for irrigation use
	On-site composting of organics
	3 stream waste collection
	Space for rooftop gardening
	Management of demolition and construction waste

In addition to the requirements listed above, the City is also involved in trying to secure funding for demonstration projects such as greywater recycling, rainwater use indoors, composting toilets, blackwater treatment, commercial greenhouses and ground source heat pumps.

D2

*That Council confirm as a priority the policy requiring significant urban agriculture.*

The SEFC Policy Statement supports the inclusion of urban agriculture into the development of ODP policies. The City has commissioned a consultant study that discusses the fundamental goals of urban agriculture and the strategic objectives to achieve these goals in the SEFC sustainable community. Urban agriculture is defined in this study to include food production, food processing, and food distribution opportunities. Nine specific objectives have been identified, including

- Increasing the physical capacity of the neighbourhood to grow food (community gardens, street gardens, school garden, tenant gardens in courtyards and on rooftops, balconies).
- Increasing the amount of food grown (tie food production into programming of school, community centre, develop support system that distributes information, edible landscaping)
- Increasing the amount of consumption of locally grown organic food (promote health and other benefits).
- Increasing food-related economic development initiatives (community kitchen for canning, baking, commercial meals, etc.)
- Increase capacity to support basic food security initiatives.
- Encourage urban agriculture to manage waste flows (composting, using excess heat for greenhouses, aquaculture to utilize organic waste)
- Increase knowledge regarding innovative urban agriculture systems (demonstration projects, demonstration garden).
- Encourage the celebration of food (markets and events).
- Encourage consumption of food grown ethically and sustainably.

Staff's implementation concept for urban agriculture in Southeast False Creek assigns critical importance to community gardening within the public park, both as a physical place, a communal activity and an inspiring idea. Urban agriculture will be most successfully introduced if it is supported in many ways and by many partners.

At the core is a community landscape that is part school garden involving children in learning about nature, part urban demonstration garden to teach the intricacies of container gardening and integrated pest management, part outdoor classroom for courses programmed through the community centre, and part community garden and orchard where neighbourhood residents come together in the creation of a beautiful place to share experiences. This community landscape becomes the catalyst for urban agriculture projects on private rooftops and balconies, along the streets in front yards and boulevards, or elsewhere in the park. There will be opportunities to overlay the park landscape with urban agriculture features, such as the introduction of edible landscaping, of native food plants or medicinal herbs representing different traditions of plant therapies.

D3

*That Council confirm that the SEFC ODP boundaries will include City and adjacent private lands - and that this be reflected in an integrated Illustrative Plan and phasing policies.*

It has been the City's intention to integrate the Private Lands urban structure and the City Lands urban structure. Issues that will be considered are:

- Structuring street and lane view corridors to the water and park.
- Consideration of building heights so as to ensure views to water, other points of interest.
- Ensure complimentary character and form of the City lands and private lands.
- Ensure connectivity of use and movement

Phasing policies will also be considered carefully.

**Financial Implication:** Additional consulting fees will be required to either expand the scope of work of the Real Estate consultant for the City owned lands to include consideration of the private lands, or another design consultant will be hired to work with them.

D4

*That Council confirm that the SEFC development on City-owned lands be structured with a variety of parcel sizes so as to foster an incremental quality to the pattern of that development.*

The SEFC Policy Statement noted that a fine-grain urban form should be maintained throughout the entire study area through design, and by providing a variety of parcel sizes. Note that the current plan for the City lands proposes 24 development parcels which provide integrated shared parking structures. However, members of Vancouver's design community suggest that the ODP plan could be revised to further ensure further differentiation of parcel sizes, including clusters of very small parcels that accommodate parking in different ways.

**Financial Implication:** It may be more difficult to develop an integrated underground parking structure with smaller parcel sizes.

D5

*That Council confirm as a priority the policy to require high levels of accessibility, acknowledging that there are some exceptions that may be necessary related to rowhouse or multi-storey residential units; and include provisions for aging in place, including accessibility, mobility, and safety in the SEFC ODP.*

Accessibility is about barrier free design. Barrier free design refers to those features which permit persons with a disability, including disabilities other than physical mobility, freedom of movement and access including visitation and way finding.

- The City has accessibility guidelines which, in combination with the Building Code, secure accessibility in project design.
- Investigation of accessibility and application to building design, public realm and open spaces to be conducted in consultation with Advisory Committee on Disability Issues including implications on cost of development.

This policy of accessibility and visitability has never been meant to exclude development of ground-oriented rowhouses in such a way as to provide privacy from the adjacent sidewalk by putting the main floor approximately 3' above grade with access by porches and steps. It has also never been meant to require elevators between floors within a multi-storey residential unit. These are normal exceptions to accessibility.

**Financial Implication:** Costs of increased accessibility vary with the type and scale of accessible feature. Most accessibility features have neutral cost implications if incorporated as part of the original design (wider door widths, level thresholds). Other, such as elevators and ramps can be more significant. Adaptable design allows renovation over time thereby allowing for costs to be made as instalments as required.

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