

CITY OF VANCOUVER



POLICY REPORT  
URBAN STRUCTURE

Report Date: 2007-03-29  
Author: Michael Gordon  
Phone No.: 604.873.7665  
RTS No.: 06604  
VanRIMS No.: 11-2000-11  
Meeting Date: May 3, 2007

TO: Standing Committee on Planning and Environment

FROM: Assistant Director of Current Planning, in consultation with the General Manager of Engineering Services, Director of the Housing Centre, General Manager of Parks and Recreation, Director of Social Planning, Managing Director, Cultural Services and Director of Budget Services

SUBJECT: Northeast False Creek - High Level Review

**RECOMMENDATION**

- A. THAT City Council approve undertaking the Northeast False Creek High Level Review, generally in accordance with the Terms of Reference in Appendix A.
- B. THAT City Council approve a budget of \$433,000 for the High Level Review, including three temporary staff positions (a Planner 2 (12 months), a Civil Engineer 2 (12 months) and a Planning Assistant 3 (12 months), subject to classification by the General Manager of Human Resources), and other program components to undertake this work, as outlined in Appendix B, noting that funding is available from existing sources.
- C. THAT Council confirms its willingness to consider a rezoning application for Area 5B in parallel with the High Level Review, provided that it meets the conditions set out in this report.

**GENERAL MANAGER'S COMMENTS**

The General Manager of Community Services recommends approval of the foregoing.

## **CITY MANAGER'S COMMENTS**

The City Manager recommends approval of the foregoing.

## **COUNCIL POLICY**

In 1988, Council adopted the False Creek Policy Broadsheet which provided policy directions for the preparation of the False Creek North Official Development Plan.

In 1990, Council adopted the False Creek North Official Development Plan (FCN ODP) which established the development allowances, land uses and public benefit requirements for the area.

In 2001, Council approved the Northeast False Creek Urban Design Plan as policy. This plan included provisions regarding pedestrian and cycling linkages, a land use plan, a public benefits package, infill commercial development on the BC Place Stadium site and other elements for the redevelopment of the area. However, the FCN ODP was not revised to reflect the Council approved policies.

In 2004, Council resolved that the rezoning of Areas 5B and 6C (see Map 1 in the report) shall not be considered until a comprehensive public amenity package has been established to the City's satisfaction for the final overall land use and density in the balance of the North East False Creek area.

In 2005, Council resolved that a rezoning application for Area 5B could be considered subject to the preparation of a public amenity package, to the satisfaction of Council, reflecting the additional density and residents and land use changes proposed for site. Council also resolved that the rezoning of Area 6C would not be considered at that time. Subsequently, the rezoning of Area 5B did not proceed because agreement was not reached on the public amenity package.

In 2005, Council adopted the "False Creek North: Land Use Policy for Special Events, Festivals and Entertainment Functions." The policy is intended to confirm and complement the existing land use policy in the False Creek North Official Development Plan to ensure land use policy supports the special event, festival and entertainment functions of Northeast False Creek.

In 2005, Council approved the Terms of Reference for the preparation of the Metropolitan Core Jobs and Economy Land Use Plan to ensure that there is an appropriate land supply and zoning for the future jobs and services that should be located in the core.

## **PURPOSE AND SUMMARY**

This report presents, for Council approval, a Terms of Reference, proposed budget and staffing for a High Level Review for Northeast False Creek (NEFC). It also recommends conditions under which a rezoning of Area 5B might be considered in parallel with the High Level Review, while ensuring that it would not jeopardize or contradict likely outcomes of the Review.

The proposed one year High Level Review will identify policies, plans and strategies regarding the future land use, built form, urban structure, infrastructure requirements and public amenities for NEFC. NEFC remains one of the largest undeveloped areas of the downtown peninsula. The review will seek to clarify the future role of the area within the downtown, noting it is currently the location of transit-oriented city-wide entertainment, sport and cultural activities.

The current Metropolitan Jobs and Economy Land Use Planning Study will be completed while the High Level Review is underway. To date, it has indicated that there is a shortage of commercial development potential in the downtown peninsula to meet projected increases in jobs. (see Terms of Reference - Appendix A) Although the FCN ODP permits a significant amount of commercial development (approx. 1.7 million square feet of floor space), some of the four major property owners have indicated that they are interested in residential development. Noting the public and private interests, the Review will seek as a starting point to at least retain NEFC's existing commercial development potential and then identify opportunities for housing in amounts and locations as can be compatible with other objectives.

Staff are seeking Council approval for staff resources and other components for the one year study with a projected total cost of \$433,000, noting that funding is available from existing sources. (See Appendix B)

## **BACKGROUND**

The False Creek North Official Development Plan, adopted in 1990, includes various Areas. The Northeast False Creek portion is shown on map 1.

In the 1990 FCN ODP, residential was generally located along the waterfront (Areas 6A, 6C). The areas around the Cambie Bridgehead (Area 5B) and between the Georgia Viaducts (Areas 7A, 7B) were to be primarily commercial. The Plaza of Nations (Area 6B) and B.C. Place (Area 10) were already in place. In 1993 Area 7A was rezoned for GM Place stadium and an office tower (unbuilt). The Plaza of Nations, Area 6B, was rezoned in 1996 to allow sports and entertainment uses and a hotel (unbuilt), and in 2004 to allow casino use.

In 2001, based on an urban design review by staff in collaboration with landowners, Council endorsed the Northeast False Creek Urban Design Plan which proposed reallocating land use and floor space among sub-areas owned by Concord Pacific, as well as adding potential commercial space in Area 10, around B.C. Place. However these directions were not implemented with changes to the ODP because BC Pavco and Concord Pacific did not want to proceed with the amendments at that time.

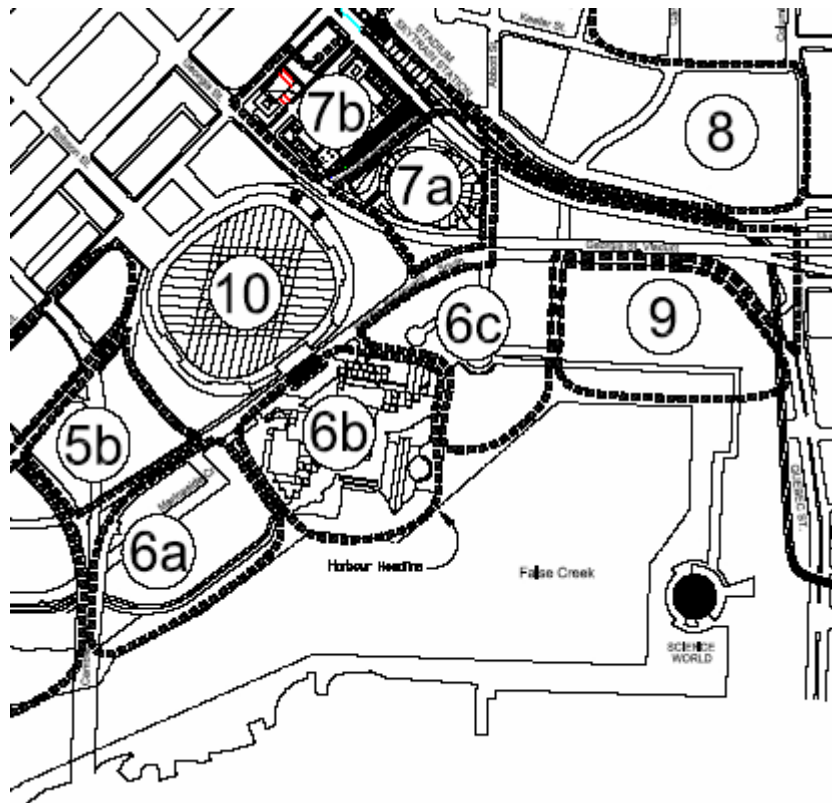


Figure 1 - North False Creek ODP Areas

In subsequent years two major rezonings were approved in Concord Pacific lands. In 2002 rezoning of Area 7B was approved with 136,000 sq. ft. of commercial floor space (Costco) and 830,000 sq. ft. of residential floor space (four towers). This was accomplished without changing the floor space and uses allowed in the ODP by means of a "trade" of floor space allocation between Areas 7B and 6C, leaving Area 6C with the approximately 800,000 square feet of commercial floor space formerly located on 7B. In 2004, in the case of the zoning of 6A, its residential potential was increased by transferring about 118,000 sq. ft. of commercial floor space potential from 5B, and converting it to residential. It was understood that the amenity contribution to reflect the increase in residential population in 6A associated with this transfer and conversion would be addressed when Area 5B was rezoned.

Finally, in response to inquiries by the owner of the Plaza of Nations to allow significant residential development on their site, staff undertook a limited land use study of the area around the Plaza and Stadiums. In 2005 Council endorsed a land use policy that confirms the importance of the Plaza of Nations, BC Place and GM Place as entertainment, sport and special event venues, and does not support residential other than in very limited amount, integrated with the stadiums.

Currently, the ODP includes the potential for approximately 1.7 million sq. ft. of development, all commercial floor space, as shown in Table 1 in the Terms of Reference in Appendix A.

A renewed land use vision for NEFC is very much needed at this time. On the one hand, three of the four landowners have made proposals seeking significant residential development

rather than the commercial potential that is in the ODP. At the same time, the importance of the area for entertainment, special events and sports has recently been confirmed. Furthermore, the Metro Core Jobs and Economy Land Use Plan work has indicated that commercial capacity in the downtown is insufficient to meet anticipated demand from projected job growth. Given these conflicting objectives, there is a need to determine what role this area should play in the downtown peninsula, and to define the mix and location of land uses.

Lastly, there are a number of options for the future of BC Place Stadium. While staff do not expect that the Provincial Government will be making a decision on this issue in the near future, it is prudent to consider what changes in urban structure might accommodate various options for the stadium: maintaining it as now, removal, or reconfiguration on its site.

## DISCUSSION

### 1.0 Terms of Reference

Recommendation A is for adoption of the Terms of Reference in Appendix A. This discussion presents only a brief summary.

The objectives of this Review are to:

1. identify a preferred land use mix and development capacity for the Northeast False Creek (NEFC) area;
2. identify the location, function and role of the streets and identify the location of pedestrian/bike/transit routes, including the waterfront walkway and Pacific Blvd;
3. identify major open spaces and gathering places;
4. prepare a basic massing for the development sites, noting potential tower locations and heights, and podium requirements; and
5. develop a public benefit strategy, after the preferred land uses and structure plan has been developed.

The Terms of Reference (see Appendix A) outline the major steps and a general schedule over 12 months, subject to successful and timely staff recruitment. Once the project team is in place, they will need to further detail the work program, which will result in the completion of a NEFC land use, structure and urban design plan and a public benefit strategy.

The objectives and assumptions identified in the Terms of Reference call for maintaining a strong focus on the economy and jobs capacity of NEFC and enhancing the role of the area as a location for citywide entertainment, sport, cultural and public activities. They also call for including opportunities for housing in amounts and locations as may be compatible with the above objectives.

The consultation program will include a range of activities involving:

- extensive consultation with directly-affected landowners including Concord Pacific, Canadian Metropolitan Properties (owner of the Plaza of Nations), Tri-Power Properties (owner of GM Place) and BC Pavco (the Crown Corporation responsible for BC Place Stadium).

- Consultation with stakeholders such as the Board of Trade, the Downtown Vancouver Business Improvement Association, the Yaletown Business Improvement Association and Chinatown and Gastown business and community associations; and
- Consultation with residents living in adjacent areas.

## 2.0 Staffing and Resources

Recommendation B is to approve the temporary staffing and other components required to do the study as outlined in Appendix B, as well as funding. The cost totals \$433,000 and funds are available from existing sources.

The study will be managed by the Planning Department. An experienced Planner 3, already on staff, will manage the project team of three 12 month temporary staff positions, including a Planner 2, a Planning Assistant 2 and a Civil Engineer 2. The new temporary staff positions will be subject to classification by the General Manager of Human Resources.

Staff work will be supplemented by consultant resources (urban design, public amenity and infrastructure costing), and by advice from other City staff on a Technical Team, including representatives from Engineering Services. Staff from Cultural Services, Parks, Real Estate, Social Planning and the Housing Centre will also be consulted during the formulation of policies.

## 3.0 The Processing of a Rezoning Application for Area 5B

Area 5B (the Cambie Bridgehead) has been the subject of two rezoning applications over the past decade. First, in 2001, it was recommended to Council that the FCN ODP be amended to permit significant commercial development (500,000 square feet) on the site. However, Concord Pacific advised Council that they did not want that rezoning to proceed and the amendments were not referred to public hearing. In 2005, a rezoning application was put forward by Concord Pacific proposing a development with 566,000 sq. ft. of residential and approximately 10,000 sq. ft. of commercial floor space. Council endorsed a work program for considering this application, but it was placed on hold pending agreement on the public amenity requirements for the site, which did not come to pass.

In the context of discussions on the High Level Review, Concord Pacific has advised staff that they wish to submit a revised rezoning application for a mainly residential development on the portion of Area 5B west of the Smithe Street ramp, to be processed in parallel with the High Level Review. The remainder of the 5B, east of the ramp, would be included in the study for determination of the appropriate land use and floor space.

Staff recommend (Recommendation C) that Council agree that an application for the west portion of 5B may be considered in parallel with the High Level Review, based on the following conditions, which Concord Pacific having indicated that they accept:

- Ultimately, the development of Area 5B has the capacity to include a significant commercial component (in the order of 200,000 square feet), including an office tower. It may possibly include a component of residential, depending on the review.
- The rezoning of 5B will not result in the conversion of commercial floor space currently permitted in the FCN ODP to residential (i.e.; it will involve creating new floor space).

- The proposal respects height limits Council previously endorsed in the urban design plan, which in turn respect the view cone height limits;
- The design and configuration of Pacific Boulevard, adjacent to Area 5B is resolved; and
- The rezoning will be processed in the usual manner, rather than being a cost-recovery, expedited process as was proposed for the 2005 application. The current workload demands on experienced staff in the various involved departments make any expediting unfeasible.

### FINANCIAL IMPLICATIONS

It is proposed that the cost (\$433,000) of the NEFC High Level Review be funded from existing sources.

### CONCLUSION

Northeast False Creek remains the area with the largest number of undeveloped sites in the downtown peninsula. Clarity on the preferred land uses for the area is of particular importance given the City's interest in job growth in the Metro Core, Council's support for the Special Events, Festivals and Entertainment Functions in Northeast False Creek and the desire of various landowners for further residential development in the area.

\* \* \* \* \*

## Terms of Reference High Level Review Northeast False Creek

The following are the Terms of Reference for a High Level Review of the Northeast False Creek (NEFC) Area to be funded by the City, led by a City staff team, supplemented with consultant resources as needed.

### 1.0 Objectives

The High Level Review will have the following objectives:

1. to identify a preferred land use mix and development capacity for the Northeast False Creek (NEFC) area;
2. to identify the location, function and role of the streets and identify the location of pedestrian/bike/transit routes, including the waterfront walkway;
3. to identify major open spaces and gathering places;
4. to prepare a basic massing for the development sites, noting potential tower locations and heights, and podium requirements;
5. to develop a public benefit strategy, after the preferred land use and structure plan has been developed; and
6. to consult with the NEFC property owners, other interested stakeholders and the general public on the preparation of policies, plans and strategies for NEFC.

### 2.0 Boundaries for Northeast False Creek (NEFC)

The High Level Review will cover the following North False Creek Official Development Plan Areas (See Figure One):

- Area 5B (that portion of the area, east of the Smithe Street off-ramp of the Cambie Bridge) Cambie Bridgehead;
- Area 6B Plaza of Nations;
- Area 6C Concord Pacific and City-owned site (noting that Area 6C includes the lands between and under the Georgia and Dunsmuir Viaducts east of Abbott Street to the Skytrain Line, further that the lands east of Carrall are also City-owned);
- Area 7A GM Place site; and
- Area 10 theThe BC Place Stadium site; and
- Area 9 Creekside Park extension (noting that this area is not a focus of the High Level Review, but that some flexibility in its boundaries may be considered provided there is no loss of park area.)

The BC Steam Plant straddles two zoning districts (FCN ODP and the Downtown District). There are a number of outstanding issues associated with this development potential of this site and its role in providing access to BC Place Stadium. Staff will address these issues should there be an opportunity and time within the relatively short duration of this study.



### 3.0 Products

The primary products of the High Level Review will be the adoption of policies by City Council as follows:

#### A. NEFC Land Use, Structure and Urban Design Plan

- Land Use, including the designation of commercial, mixed-use and residential areas, and also clarifying the type of commercial (e.g. office, hotel or retail/service);
- Structure including development sites, roadway function and location, open spaces and public realm and pedestrian/bike/transit routes; and
- Urban Design, including basic massing and heights.

#### B. NEFC Public Benefits Strategy

- The Strategy will identify an array of public facilities as well as infrastructure and amenities required to improve the public realm and opportunities to provide other public benefits, noting there is an amenity strategy in place for currently permitted floor space.

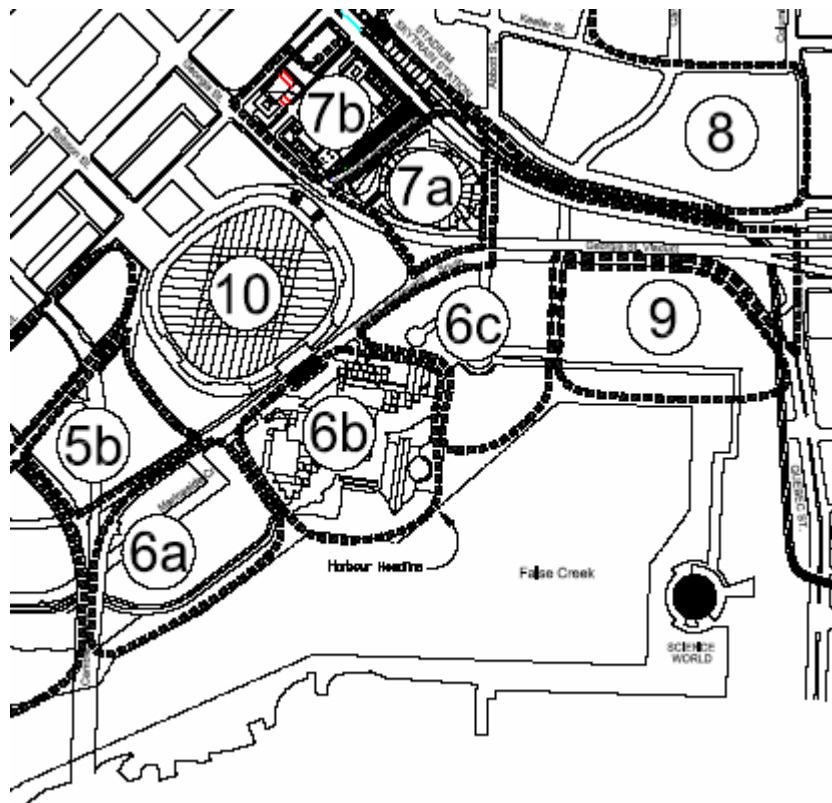


Figure One - Northeast False Creek ODP Areas

## 1.0 Background and Rationale for the NEFC High Level Review

The False Creek North Official Development Plan was adopted by Council in 1990. Since then most areas have been rezoned, while others, primarily in NEFC have not been rezoned. In these rezonings, development allowances and land uses have been shifted among ODP areas.

**False Creek North: Land Use Policy for Special Events, Festivals and Entertainment Functions** was adopted by City Council in 2005. The policy is intended to complement the existing land use policy in the False Creek North Official Development Plan to ensure land use policy supports special event, festival and entertainment functions.

As illustrated in Table One below, there are no remaining development allowances in the FCN ODP for residential development. However, landowners have made a series of proposals for residential development which are inconsistent with the land use and density provisions of the ODP:

- Concord Pacific has brought forward rezoning applications in the past for residential development in Areas 5B and 6C.
- The owners of the Plaza of Nations are pursuing the demolition of one or two of the three buildings on their site, with the building occupied by the Casino remaining. They have also expressed interest in residential as well as commercial development.
- The owners of GM Place have proposed additional development on sites around the stadium that were not contemplated as development sites in the ODP.

The Metropolitan Core Jobs and Economy Land Use Plan has established that jobs and population will continue to grow in the City of Vancouver over the next 30 years, with the majority of the city's jobs locating in the Metro Core. In the Downtown, the range of demand for job space compared with the supply or the commercial development capacity under current zoning shows that there will likely be a shortage of commercial space starting at some time after 2011.

**Table 1. Outstanding Development Allowances in the FCN ODP**

Caution: Please note these numbers are estimates and as part of the High Level Review, more detailed estimates and analysis will be made of the remaining development allowances.

Area	Permitted Land Use	FCN ODP Development Allowance
5B (Cambie Bridgehead)	Commercial *	81,667 ft <sup>2</sup>
6B (Plaza of Nations)	Commercial, including Casino	585,557 ft <sup>2**</sup>
6C (East of Plaza of Nations)	Commercial	797,081 ft <sup>2</sup>
7A (GM Place)	Commercial and Arena	224,000 ft <sup>2</sup>
<b>Total</b>		<b>1,688,306 ft<sup>2</sup></b>

\* Commercial generally includes office, hotel, retail and service uses

\*\* This assumes that all buildings on the Plaza of Nations site are demolished, except for the former BC Pavilion, which is occupied by the Casino.

In 2001, Council approved, in principle, the addition of approximately one half million square feet of additional commercial floor space for the BC Place Stadium site. However, the FCN ODP was never amended to reflect this addition of commercial density.

City staff have met with the staff from BC Place Stadium, which is operated by a Provincial agency, BC Pavco. A number of alternative scenarios are contemplated for improvements to the interior and exterior of the stadium, including infill commercial development (office and hotel developments) on the eastern and western perimeters of the site and improvements to the public realm. The future of the stadium will not be known within the proposed time frame of this study.

The High Level Review will include options for the retention, reconfiguration and the possible removal of the stadium.

Other issues also need to be resolved including:

- The design and configuration of Pacific Boulevard, east of Cambie Street;
- The location of a new major civic plaza and the replacement of the Plaza of Nations performance space;
- The use of land between and under the Georgia and Dunsmuir Viaducts, east of Abbott Street, including that portion of City lands designated as street under the viaducts; and
- The design for a pedestrian and cycling link between Beatty and West Georgia Streets and Pacific Blvd.

A High Level Review of NEFC will resolve these policy questions and set clear directions for amendments to the ODP and the future development of the area.

#### 4.0 Key Assumptions and Objectives

City policies, past plans and studies have informed the assumptions and objectives.

4.1 The key assumptions shall be:

1. Generally, rezonings will not be considered until Council has adopted policies for land uses, built form, infrastructure and amenities in Northeast False Creek, subject to Council agreement. An exception will be the consideration of a rezoning application for the western portion of Area 5B west of the Smithe Street-ramp, subject to certain conditions in the attached Council Report. Rezoning applications that clearly reflect Council policy can also be considered, such as minor adjustments to the existing zoning on the GM Place site.
2. The public benefits and amenities secured in the False Creek North Official Development Plan (i.e. the waterfront walkway, the amount of park space required in the ODP, an elementary school site, community centre, child care, roads and utilities, public art and others required in the ODP) will continue to be required as a baseline.
3. The casino shall remain until at least July 31<sup>st</sup>, 2013 at the Plaza of Nations.

4. The extension of Smithe Street from Expo Blvd., approved by Council as part of the 2001 NEFC Urban Design Plan, will not be revisited.
5. The projected Downtown Streetcar (Pacific Boulevard Extension) line will require a ROW through NEFC.
6. The design of the Carrall Street Greenway will not be revisited.

#### 4.2 The Plan Objectives shall be:

##### 4.2.1 Land Use

- Maintain a strong focus on economy and jobs capacity (office, hotel, retail other commercial, institutional). Start from the perspective of maintaining the commercial and non-residential floor space currently included in the FCNODP. (1.688 million square feet), evaluating the feasibility and appropriate locations, and come to a conclusion on a viable jobs and economy role for NEFC.
- Maintain and enhance the role of the area as a transit-oriented citywide entertainment, sport, cultural and public activity draw, including, among others, BC Place Stadium, GM Place and the Casino.
- Include retail, restaurant, and services uses that:
  - serve the needs of the local employees and residents; and/or
  - form part of the citywide entertainment etc focus noted above; and
  - provide retail or other pedestrian-friendly, active uses at-grade on key pedestrian routes.
- Include residential use in amounts and locations as may be compatible with other objectives.
- Consider the appropriate scale and locations for marina facilities, maintaining at least the capacity of the marina planned for the foot of Abbott Street, noting Council's objective to make the east basin of False Creek primarily for 'motorless' watercraft.
- Plan to deal with the various contingencies related to BC Place Stadium, i.e.
  - it stays in its current footprint and configuration
  - it is removed
  - it is reconfigured within its current site.
- Replace the Plaza of Nations (PoN) public outdoor performance space with an equal or better facility. Consider locations in the Plaza of Nations or elsewhere, including a location associated with the major civic plaza described below. (Note that the Plaza of Nations zoning created an obligation to keep and maintain the performance space, and if the replacement space is not located on the PoN site, a major contribution from the owners of the PoN to a facility in a new location will be expected.)

#### 4.2.2 Structure

- Create a major civic plaza that will be the premier public gathering space in Vancouver. Investigate the possibility of partial and/or movable weather protection for the space.
- Improve the pedestrian environment, access and connections from the downtown to NEFC, and cycling and transit facilities by:
  - Extending Smithe Street from Expo Blvd. to Pacific Blvd. with a visual extension to False Creek, as presently approved;
  - Providing a continuous waterfront pedestrian and bicycle route;
  - Creating a new pedestrian and cycling connection from Georgia Street to Pacific Blvd;
  - Widening sidewalks and providing pedestrian bulges adjacent to significant pedestrian routes;
  - Ensure the area is barrier-free for the people with disabilities;
  - Providing improvements to Terry Fox Plaza;
  - Improving connections to and from rapid transit stations;
  - Improving cycling and transit facilities; and
  - Locations of connections should be informed by adopted City policy (Downtown Transportation Plan, Bicycle Plan, Greenways Plan).
- Resolve the future design of Pacific Blvd., including consideration of the 'Great Street' treatment.
- Accommodate the loading requirements, truck movements, and other operational needs of BC Place Stadium and GM Place.
- Improve the connectivity, accessibility, crowd marshalling and the quality of the public realm in and around B.C. Place and G.M. Place stadiums.
- Accommodate the proposed Downtown Streetcar alignment, as well as other planned transit.
- Design a "normalized" street network, as far as possible:
  - preferably at grade
  - if required to be above grade, using adjacent development to effect transitions to grade
  - clear and simple routings
  - bounded by inhabited development (office, residential, retail, or other) for pedestrian interest and safety.
- Investigate whether additional development sites around B.C. Place and G.M. Place stadiums are feasible and desirable.
- Consider the implications for the possible removal of a portion of the viaducts when considering form of development and transportation options.

#### 4.2.3 Built Form

- Respect adopted protected public views.
- Secure water views down Georgia Street to Science World and Abbott Street to False Creek, and create a new water view down Smithe Street and down Robson Street (if BC Place Stadium is redeveloped);
- Use built form to create a defined, pedestrian-friendly public realm, and to assist in resolving transitions between grade and elevated streets and structures.
- In locating tower forms, consider issues of private views and appropriate spacing for livability. Consider tower locations that have been previously approved or proposed, noting that adjustments to these may be appropriate and consider reconfiguration of major open spaces and alternative locations for towers.
- Create an ensemble of buildings, open spaces and landscaping in the Cambie Bridgehead and Georgia and Dunsmuir Streets to reinforce their role as a gateway to the downtown.

#### 5. Public Benefits

- Identify appropriate and affordable public benefits to serve the additional development capacity. Public Benefits could include, but are not limited to: funding for affordable housing, child care, additional open space and recreation facilities), the provision of a major civic plaza and performance spaces, a pedestrian and cycling connection between West Georgia and Beatty Streets and Pacific Boulevard, north of BC Place Stadium and the downtown streetcar.

#### 5.0 Steps and Schedule

The High Level Review will take about 12 months.

Completion of the project within the projected 12 month time could be impacted by:

- the recruitment of suitable staff;
- the availability of qualified consultants;
- the availability of time on Council's meeting agendas to consider the findings of the study; and
- feedback from the property owners and other stakeholders on the findings of the study.

There will be a number of opportunities for Council, the landowners in NEFC, the general public and stakeholders to be consulted. The property owners include Concord Pacific, Canadian Metropolitan Properties (owner of the Plaza of Nations), BC Pavco (Managers of BC Place Stadium) and Tri Power Developments (owner of the GM Place site).

## 1. Preparation- Research, Hire Staff and Select Consultants

Time Frame:

- April - June (3 months)

Tasks:

- Background information to assist in the technical work of the consultants and the preparation of development scenarios and public infrastructure and public amenity plans;
- Compilation of Council policies for NEFC, past development proposals (land uses and forms of development) for each NEFC area and development site;
- Status update on the delivery of public benefits, identification of remaining public benefits to be delivered, compilation of public benefit proposals related to the addition of development capacity and land use changes (i.e. commercial converted to residential), and past public benefit proposals related to each undeveloped site;
- Compilation of the concepts and/or design specs for infrastructure (e.g. Smithe Street, Pacific and Expo Blvds and Carrall Street Greenway) that have been prepared.
- Staff Recruitment.
- Preparation of Terms of Reference for three consultancies (Development Economics, Urban Design, Public Gathering and Performance Space and Engineering);
- Proposal Call and hiring of consultants

Consultation and Council Direction:

- Liaison with property owners on progress of High Level Review.
- Council Direction on the Terms of Reference for the consultancies and the selection of the consultants.

## 2. Prepare Initial Development Scenarios

Time Frame:

- April to July (3.5 months)

Tasks:

- Staff Workshops and design charettes on:
  - structure: streets, pedestrians/bikes/transit routes, location of public open space, opportunities, possible reconfiguration and function of public realm areas;
  - land uses;
  - form of development;
  - development sites; and
  - the integration of these elements.

- Identification of Scenarios to be explored further.

Consultation and Council Advice:

- Property owners input in framing and reviewing the development scenarios and other Plan elements;

### 3. Technical Review of the Scenarios

Time Frame: July - September (3 months)

Tasks:

- First 'take' on gains and losses, clarification of public and private benefits of each scenario;
- Staff review:
  - Beatty/Georgia/Pacific Blvd. Street Pedestrian and Bike Connection;
  - Bringing the Georgia/Dunsmuir Viaducts down to grade;
  - Pacific Blvd. cross sections and right-of-way requirements, including r.o.w. for the Downtown Streetcar (Pacific Boulevard Extension);
- Consultant review:
  - Development Economics: Evaluate the marketability of the proposed land use and form of development scenarios, including an evaluation of the viability of alternative types of: commercial uses, including requirements for local-serving and city-serving retail, office and hotel developments and housing;
  - Urban Design: Assistance in preparing land use, urban design and structure plan elements;
  - Public Gathering and Performance Space (Cultural Facility): Requirements and characterization of a major public gathering place and performance space; and
  - Engineering Considerations:
    - Costing of major public infrastructure elements such as Pacific Blvd, Beatty/Georgia/Pacific Ped/Bike link, the downtown streetcar;
    - Consider Loading requirements for the Stadium and the Arena;
    - Possible traffic, transit and parking studies;
    - Other technical and professional assistance to Engineering Services Department, as needed.

### 4. Prepare Draft Public Benefits Strategy

Time Frame:

- August - October (3 months, noting concurrent with Step 3)



Tasks:

- Prepare and Evaluate Options for a Public Benefits Strategy.
- Advice from consultant on further costing of Public Benefits Strategy may be needed.

Consultation:

- Discussion of Public Benefits Strategy with property owners.

## 5. Revise Scenarios and Public Benefit Strategy

Time Frame:

- November to December (two months)

Task:

- Shortlist the Development Scenarios based on criteria related to public objectives, aspirations for landowners, benefits, costs and marketability in the short to long term;
- Assess implementation strategies (policy plan, rezonings and ODP amendments, infrastructure implementation plans);
- Finalize Plan elements for Council and public review;
- Revise Plan based on feedback
- Consider alternatives for implementing the High Level Review recommendations, including amendments to the FCN ODP, a new NEFC ODP, rezoning policies and other options.

Consultation:

- Council Workshop
- Urban Design Panel Workshop
- Public Open Houses

## 6. Draft Plan

Time Frame:

- January - March (3 months)
- Finalize Plan Policies: Assess Feedback and amend Plan and Public Benefits Strategy, accordingly.
- Prepare Council Report.

Consultation:

- Hold Open Houses and Meet with Stakeholders

- Share feedback with property owners

See the attached Chart for a summary of the steps (Appendix C).

## 6.0 Roles

The Senior Planner for the Central Area Planning Downtown Team will manage the project. A Technical Committee consisting of the City's consultants and staff from Engineering (Projects Group, Transportation and other groups as needed), Downtown Planning Team staff and a Development Planner will be the core project team. Advice will also be sought at the relevant steps from Parks (open space and recreation facilities), Cultural Services (the performance space), the Housing Centre (affordable housing) and Social Planning (child care facilities) as well advice from Real Estate staff on development economics.

## 7.0 Funding

The High Level Review will be funded entirely by the City.



## High Level Review NEFC - Critical Path

March	April	May	June	July	August	September	October	November	December	January	February	March	April
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### 1. Research, Information Gathering, Past Policy

2 Months

Council Report & T.O.R.

1 Month



Hire Staff & Select Consultant

3 Months



### 2. Prepare & Evaluate Initial Development Scenarios

3 Months



### 3. Technical Review of the Scenarios

Short-list Development Scenarios

3 Months



### 4. Public Benefits Strategy

Assess Options & Costs

3 Months

### 5. Revise Scenarios

2 Months



### 6. Draft Plan

Public Consultation



2 Months



Prepare Council Report

2 Months



-  Report to Council
-  Consult with Landowners
-  Council Workshop
-  UDP Workshop