



CITY OF VANCOUVER

P5

POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: September 4, 2008
Contact: Michelle McGuire
Contact No.: 604.873.7484
RTS No.: 07564
VanRIMS No.: 08-2000-20
Meeting Date: September 16, 2008

TO: Vancouver City Council
FROM: Director of Planning
SUBJECT: CD-1 Plan Amendment: 201 Burrard Street (1001 Canada Place)

RECOMMENDATION

THAT the application by Musson Cattell Mackey Partnership (MCM), to amend Comprehensive Development District (CD-1) By-law No. 7679 (reference No. 363, 201 Burrard Street) for 1001 Canada Place (Parcel 1 of the Public Harbour Burrard Inlet Plan, BCP 30843), be referred to a Public Hearing, together with:

- (i) plans received May 9, 2008 and represented in Appendix B;
- (ii) draft CD-1 By-law amendments, generally as contained in Appendix A; and
- (iii) the recommendation of the Director of Planning to approve the application;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary amending By-law generally in accordance with Appendix A for consideration at Public Hearing.

GENERAL MANAGER'S COMMENTS

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

COUNCIL POLICY

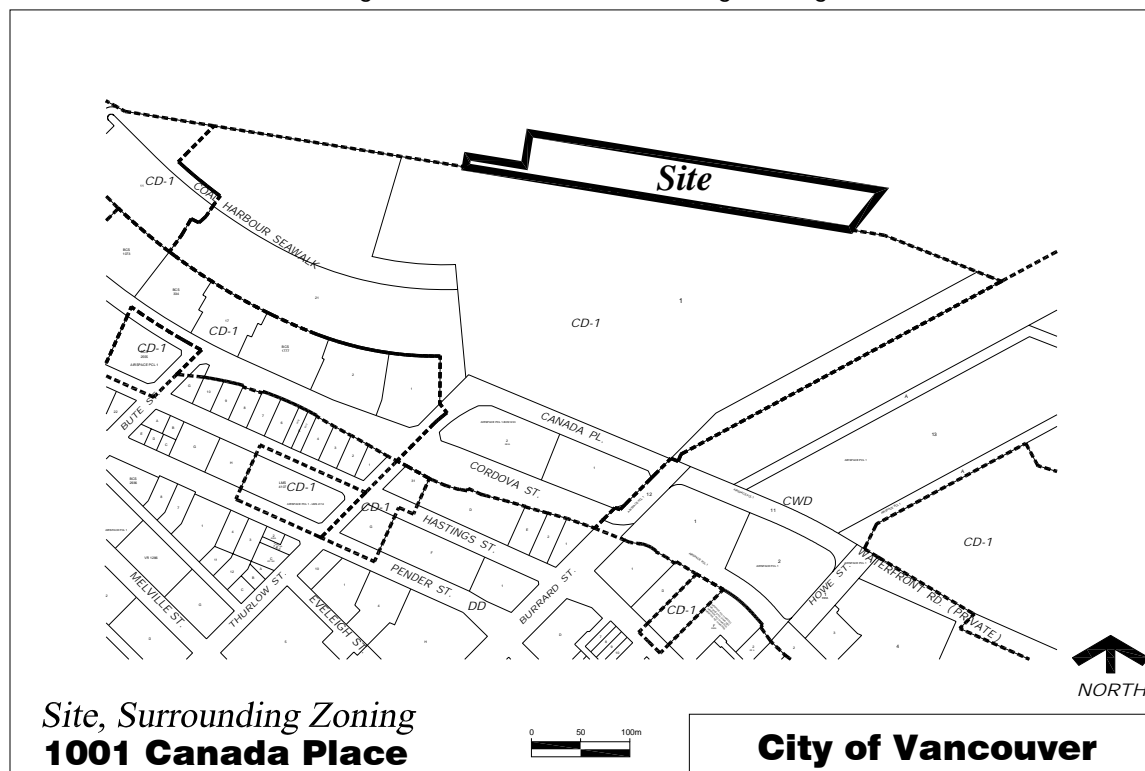
- Coal Harbour Policy Statement, approved by City Council on February 6, 1990 and as amended on March 29, 1990.

- Coal Harbour Official Development Plan, adopted by Council on November 6, 1990.
- Burrard Landing (201 Burrard) CD-1 Guidelines, adopted by Council on November 26, 1996 and amended on December 4, 2001.
- Vancouver Convention and Exhibition Centre (VCEC) CD-1 Guidelines, adopted by Council on November 5, 2002.
- Vancouver Convention Centre Expansion Project (VCCEP) - Supplementary Bulletin: Water Oriented Development (April 18, 2005).
- CD-1 By-law No. 7679 (363) for 201 Burrard Street, enacted November 26, 1996, amended up to and including By-law No. 9674, dated June 24, 2008.

SUMMARY & PURPOSE

This report describes an application to amend the CD-1 (363) By-law for 201 Burrard Street, to extend the boundary of Sub-Area 2 (1001 Canada Place) 44.5 m (146 ft.) beyond the current Harbour Headline (identified in Figure 1) to accommodate the proposed development of the waterfront in front of the Vancouver Convention and Exhibition Centre (VCEC) as proposed in Development Permit DE412140. The expansion of the CD-1 boundary beyond the current Harbour Headline is needed to accommodate the extent of the area where the water-oriented uses are proposed. The permitted uses in the CD-1 include a Marina, a Marine Terminal (float plane facility), accessory uses to these principal uses and a small amount of retail/service use. These uses were anticipated in the Council adopted plans and policies for the area. Staff support the proposed amendment and recommend that the application be referred to a public hearing and approved.

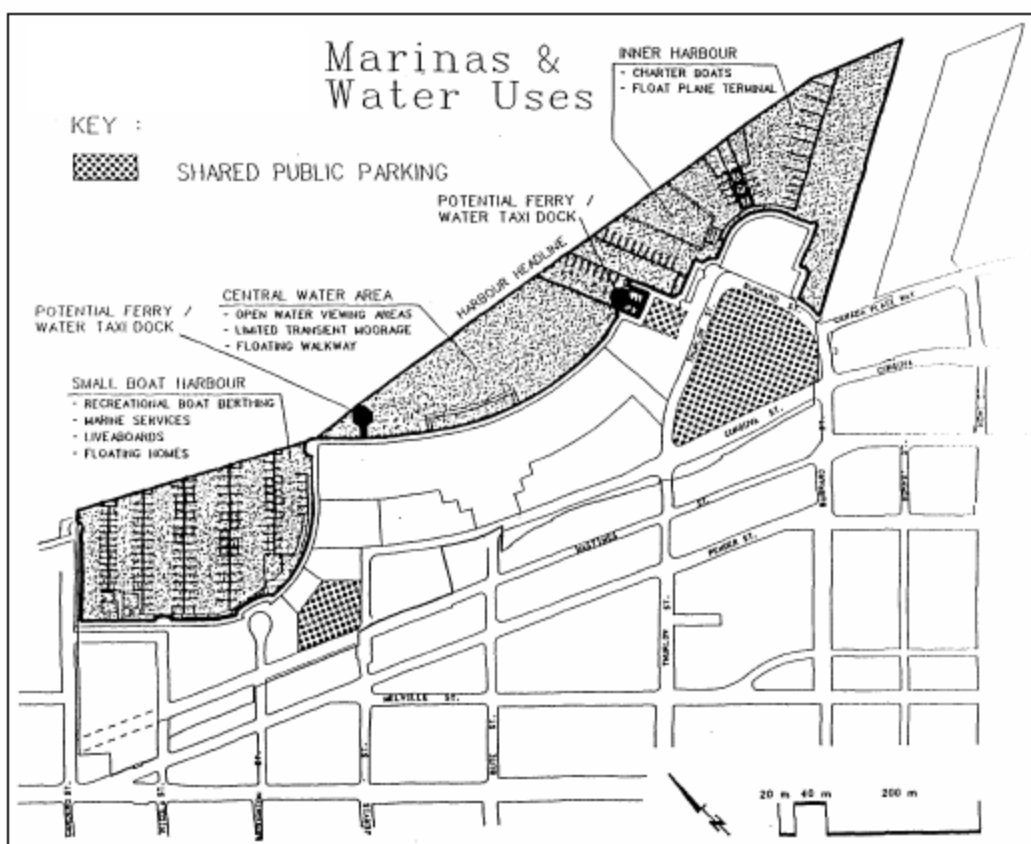
Figure 1: Site and Surrounding Zoning



BACKGROUND

A major objective of the Coal Harbour Official Development Plan (CH ODP) is “to encourage redevelopment from a sparsely populated commercial and industrial area into a high-quality mixed-use environment emphasizing residential use” and “that the diversity of water uses in Coal Harbour should be maintained and encouraged”. Further the CH ODP states that “a marine terminal and berths to accommodate charter boats, visitor moorage facilities and seaplanes shall be developed at the easterly end of the water area as shown on Figure 2. The details of this facility - including the number of berths, size and location of access docks, seaplane terminal operation and capacity - shall be determined at the sub-area zoning stage”. The CHODP supports the development of the Coal Harbour Waterfront to allow for the continuance of existing active marine uses that are compatible with other public objectives and access to the waterfront, and enhance them where possible.

Figure 2: Marinas and Water Uses (Figure 6 from Coal Harbour Official Development Plan)



The Burrard Landing Precinct (Sub Area 3) of the CH ODP was identified to be a mixed-use hotel, commercial and public use precinct, focusing on an active pedestrian-oriented waterfront providing a marine terminal for charter boats, visitor moorage and other water-based transportation services, including seaplanes and passenger ferries. The proposed development is consistent with the anticipated land and water uses in the CHODP.

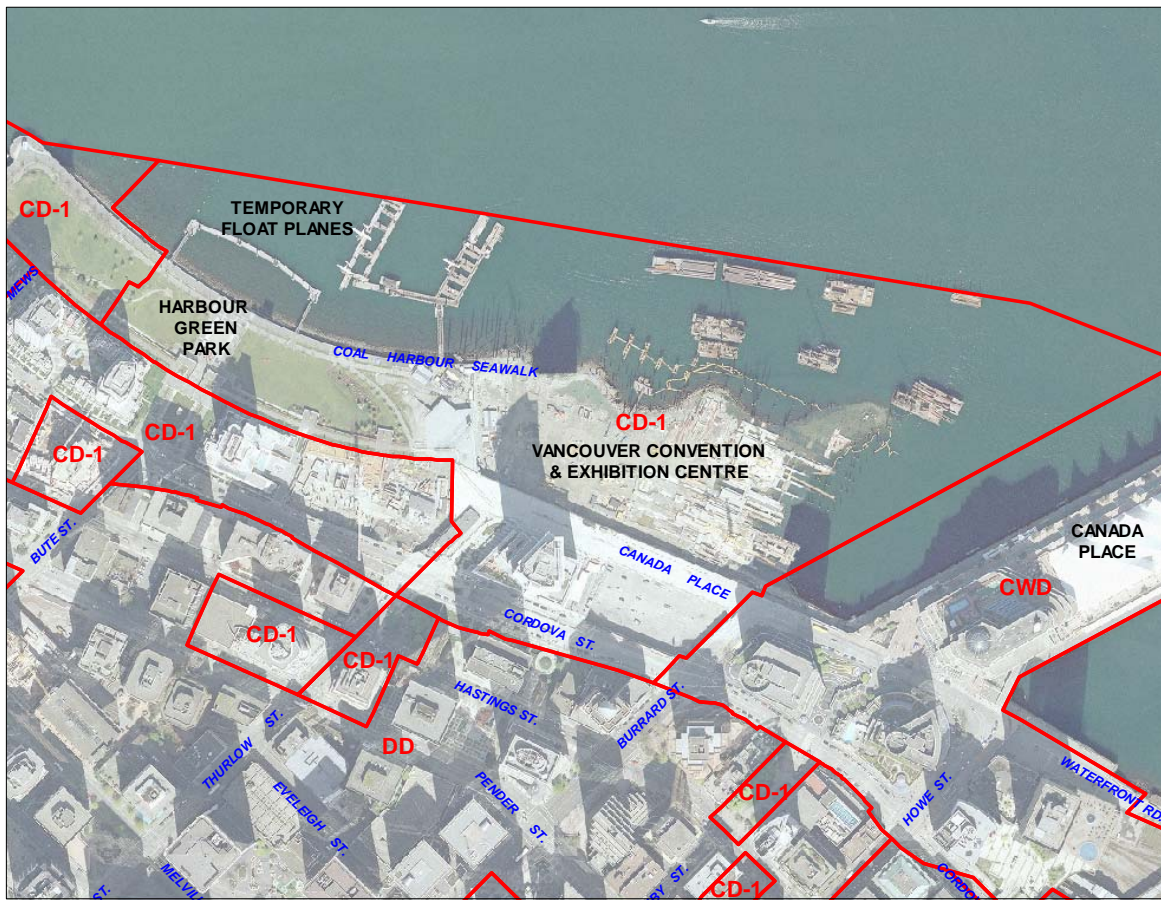
The location and operation of float planes in Burrard Inlet predate much of the City's policy framework for Coal Harbour. The 1976 Central Waterfront District (CWD) ODP outlined that float plane operations should remain as part of Coal Harbour. Further, the Coal Harbour Policy Statement, drafted in 1990, encourages that float planes be retained and that

measures be taken to ensure that operations are compatible with the new uses proposed for the area.

A Marine Terminal or Berth, which includes the mooring of float planes, is a permitted use within all four of the identified sub-areas of Burrard Landing. Accessory uses ancillary to a Marine Terminal or Berth, such as offices, are also permitted under the current zoning. The CD-1 does not regulate the size of the Marine Terminal or Berth, nor the ancillary office area. The current Development Permit application proposes approximately a 30% increase in the capacity of the float planes terminal beyond its current size.

Construction of the new Vancouver Convention and Exhibition Centre (VCEC) resulted in relocation of the long-standing float plane operations in Coal Harbour to a temporary location adjacent to Harbour Green Park (See Figure 3, below). In September 2004, the Development Permit Board (DPB) granted approval to an application (DE408662) for the relocation and alterations to the existing marine terminal for float planes, for a three year time period, expiring November 2007. Development Application DE411400 (approved by the DPB in July 2007), granted an extension through 2010, in order for the float plane operators to secure and develop a permanent location for the Marine Terminal.

Figure 3: Temporary Float Planes Location



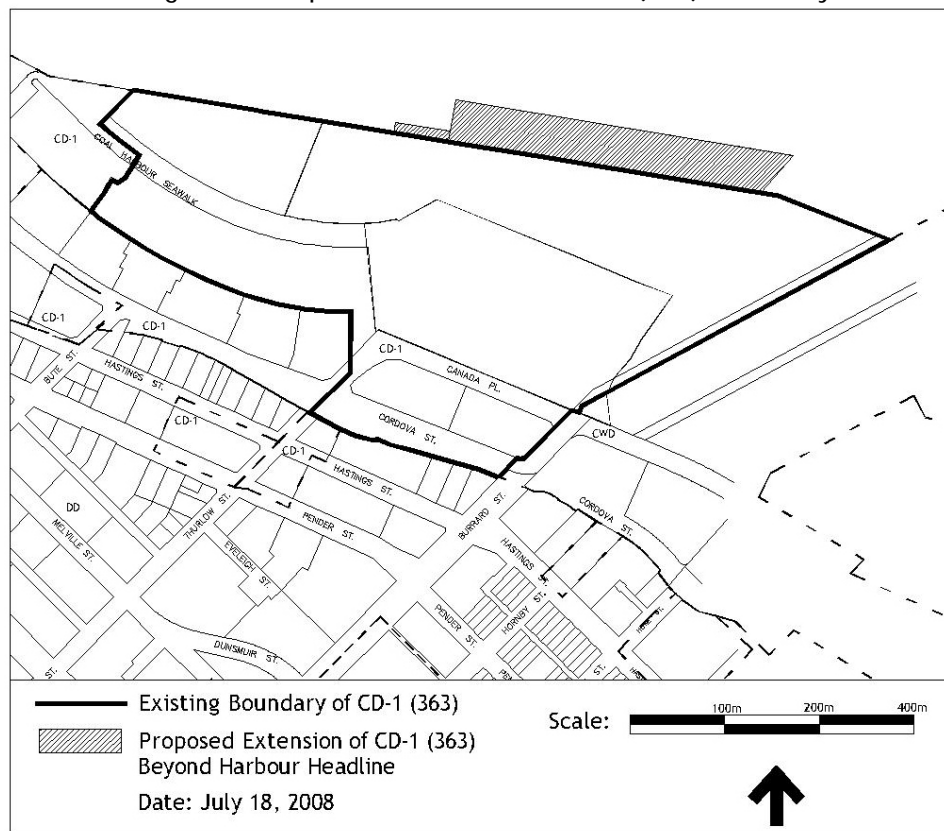
Development Application DE412140 was submitted on May 9, 2008 to permit development of a Marina, Marine Terminal (for float planes), accessory uses to these principal uses and a small amount of retail/service use for the proposed waterfront development in front of the VCEC.

This application will go before the Development Permit Board on September 22, 2008 with a condition of approval that, prior to issuance of the DE, Council approves and enacts the plan amendment that this rezoning application proposes to extend the zoning boundary. The Urban Design Panel reviewed and unanimously supported the Development Permit application on July 16, 2008 (for more information please see Appendix C). Public consultation for the Development Permit application is ongoing and staff will report back prior to the public hearing, if Council decides to refer the rezoning application. The proposal also requires separate approvals from the Burrard Environmental Review Committee (BERC), the Vancouver Port Authority and Transport Canada.

In all cases along the water, the City's zoning extends to the current Harbour Headline. Consistent with this, the northerly limit of CD-1 (363) is coincident with the current Harbour Headline adjacent to the VCEC site. The proposed Marine Terminal and Marina extend beyond the current Harbour Headline by approximately 44.5 m (146 ft.) and the developer has made an application to the Vancouver Port Authority to lease the area beyond the current Harbour Headline as indicated in the hatched area on Figure 4, below. The extension beyond the current Harbour Headline to accommodate this proposal responds to a number of concerns about the waterfront development spreading west in front of Harbour Green Park and residential buildings and east in close proximity to the cruise ship terminal.

This rezoning application proposes to extend the CD-1 (363) boundary to include the extra area of water beyond the current Harbour Headline. Council's approval and enactment of the proposed by-law amendment is required prior to issuance of the development permit.

Figure 4: Proposed Extension of CD-1 (363) Boundary



DISCUSSION

Proposal: The rezoning proposal is to expand the CD-1 boundary 44.5 m beyond the current Harbour Headline to accommodate the extent of the water area proposed within Development Application DE412140. The development application proposes development of a Marine Terminal (float plane operations) with associated docks, maintenance facility and terminal building; a Marina for 51 boats with associated docks, floats, and marina office/yacht broker's building; a Retail/Service building; and two "circulation towers" providing public access from the 3,500 Seawall Level to the 9000 Level (walkway/bikeway promenade) and 14,200 Level (public parking) of the new Vancouver Convention and Exhibition Centre. The Development Permit Board (DPB) will consider the application, including recommended mitigation measures related to land uses, parking and traffic, and hours of operation. If Council decides to refer the rezoning application to public hearing, staff will report back to Council in a memo describing the results of the DPB meeting and the results of further public consultation.

Land Use: The uses proposed are a Marine Terminal or Berth (float planes), Marina, marina office, and retail/service use. All of the uses proposed and the accessory uses ancillary to a Marine Terminal or Berth, such as offices, are permitted under the current zoning.

Density: The floor area for the retail/service building that is proposed (420 m²) is permitted within the CD-1 By-law. For the uses, Marine Terminal or Berth (float planes) and Marina, there is no maximum density set out within the CD-1 By-law. The area (1350 m²) of the buildings for the Marina (marina office/yacht broker's building) and the Marine Terminal (maintenance facility and terminal building) will be reviewed as part of the development permit process. The scale of development for moorage of boats and float plane moorage is limited by the water area available, not by a maximum floor area for these uses. In addition, for the Marina portion of the proposal, the scale of development is limited by the maximum number of berths permitted in the CD-1 By-law (100 berths maximum) and the proposed development is within that maximum (52 berths proposed).

Public Input: The applicant held a pre-application open house in June 2007, which was well attended. Following application submission, a letter from the City dated June 23, 2006 notifying of the proposal was mailed to surrounding property owners in the area. A public open house was held on July 24, 2008 at Canada Place. 59 people signed in on the sign-in sheets provided at the open house and 18 comment cards were filled out (for more information regarding public consultation please see Appendix C).

During the public consultation process, residents of Coal Harbour and surrounding neighbourhoods expressed a number of concerns regarding the proposed waterfront development including:

- proximity of the float planes and their maintenance building to residents;
- impacts of the Harbour Ferry drop-off and pick-up location (noise, traffic, hours of operation);
- fumes, noise and particulates from the float planes;
- encroachment of the proposed commercial node at the west end of the site onto Harbour Green Park;
- elimination of the Vancouver Rowing Club course;
- ongoing operation practises of the float plane businesses, and impacts associated with maintenance work that requires the high revving of the engines (power revs - which is

- the testing of engines to a power level similar to take off), occurring beyond regularly scheduled hours of operation; and
- operating procedures on the water were also identified (specifically noting that the area reserved for float plane take off and landing, known as area Alpha, is not always being adhered to).

The design of the waterfront proposal has evolved from earlier proposals where the Marine Terminal (float planes terminal) was located further west, closer to residential developments. The proposed location is as far east from residential properties as possible given Port Authority requirements for proximity to the Cruise Ship Terminal. Given concerns identified by the public, further meetings are scheduled to discuss cross-jurisdictional issues associated with a number of the neighbourhood concerns that are not related to the City's jurisdictional powers and to discuss any mitigation measures that the DPB may want to consider to respond to neighbourhood concerns. A number of conditions of the development permit that the DPB will consider on September 22, 2008 are proposed to respond to concerns about potential impacts associated with proximity of residential developments to the Marine Terminal and the proposed retail/service uses. If Council decides to refer the rezoning application, staff will report back with information regarding these conditions and subsequent public meetings prior to public hearing.

FINANCIAL IMPLICATIONS

Approval of the report recommendations will have no financial implications with respect to the City's operating expenditures, fees, or staffing.

CONCLUSION

The Development Permit Board will consider Development Application Number DE412140 on September 22, 2008. Staff are recommending approval of the Development Application, subject to various conditions to be met prior to the issuance of the development permit. One of these conditions is Council approval of the proposed amendment to extend the boundary of the CD-1 site 44.5 m beyond the current Harbour Headline. Staff support the proposed amendment to the CD-1 By-law, to accommodate the development of the waterfront as proposed in DE412140. The Director of Planning recommends that the application be referred to a Public Hearing and be approved.

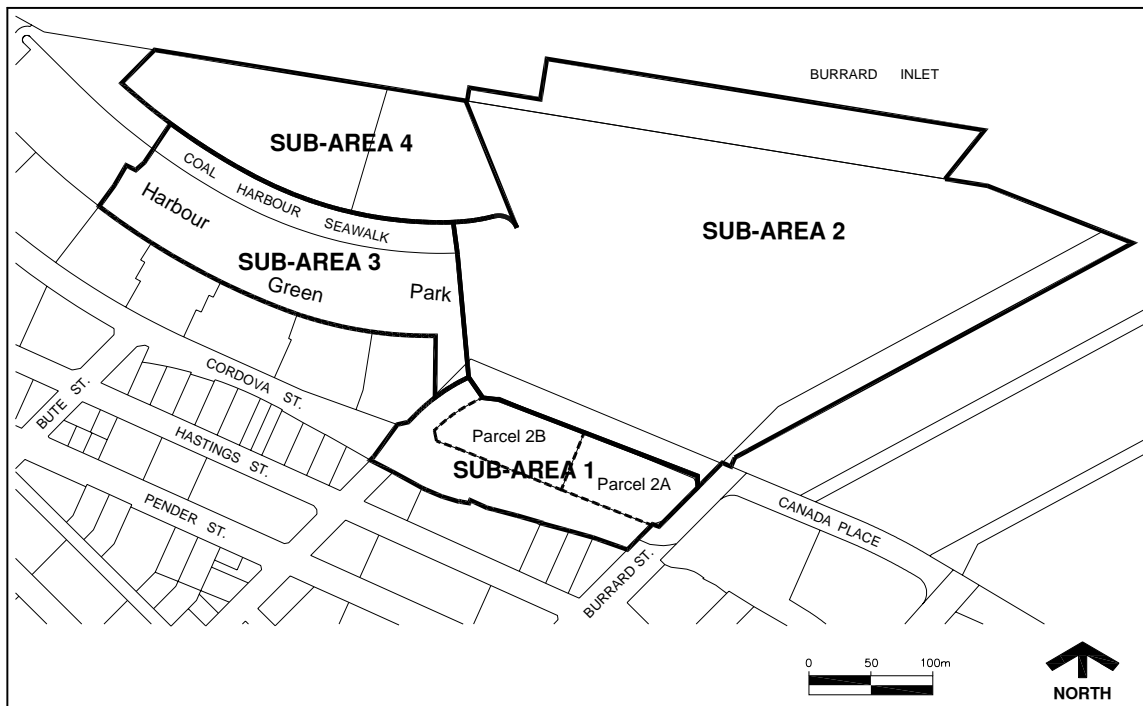
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DRAFT AMENDMENTS TO CD-1 BY-LAW No. 7679 (#363)

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

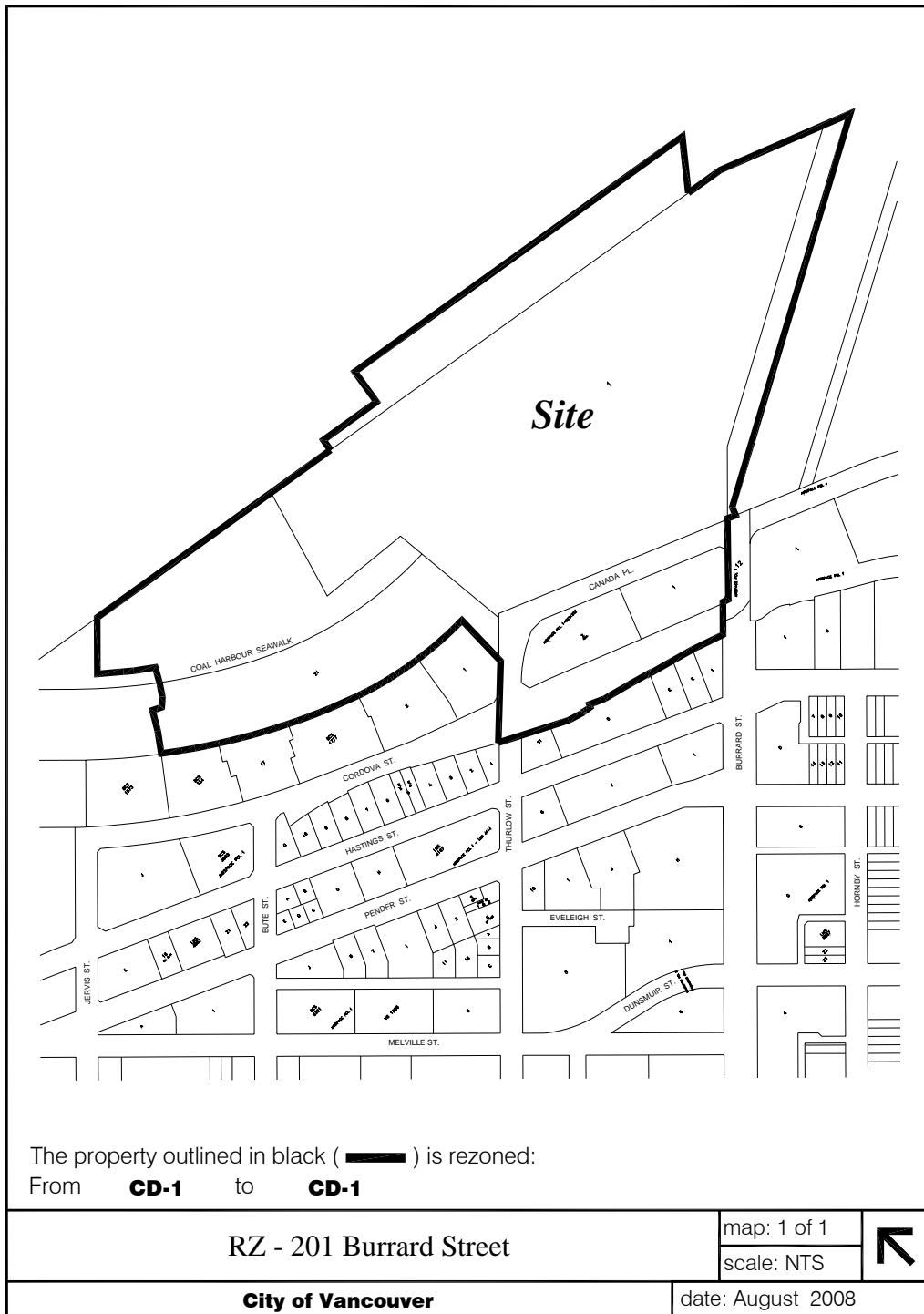
Sub Areas

In Section 5, replace "Diagram 1 - Sub Areas and Development Parcels" with the following diagram:



Schedule A
Replace Schedule A with the following map:

Schedule A





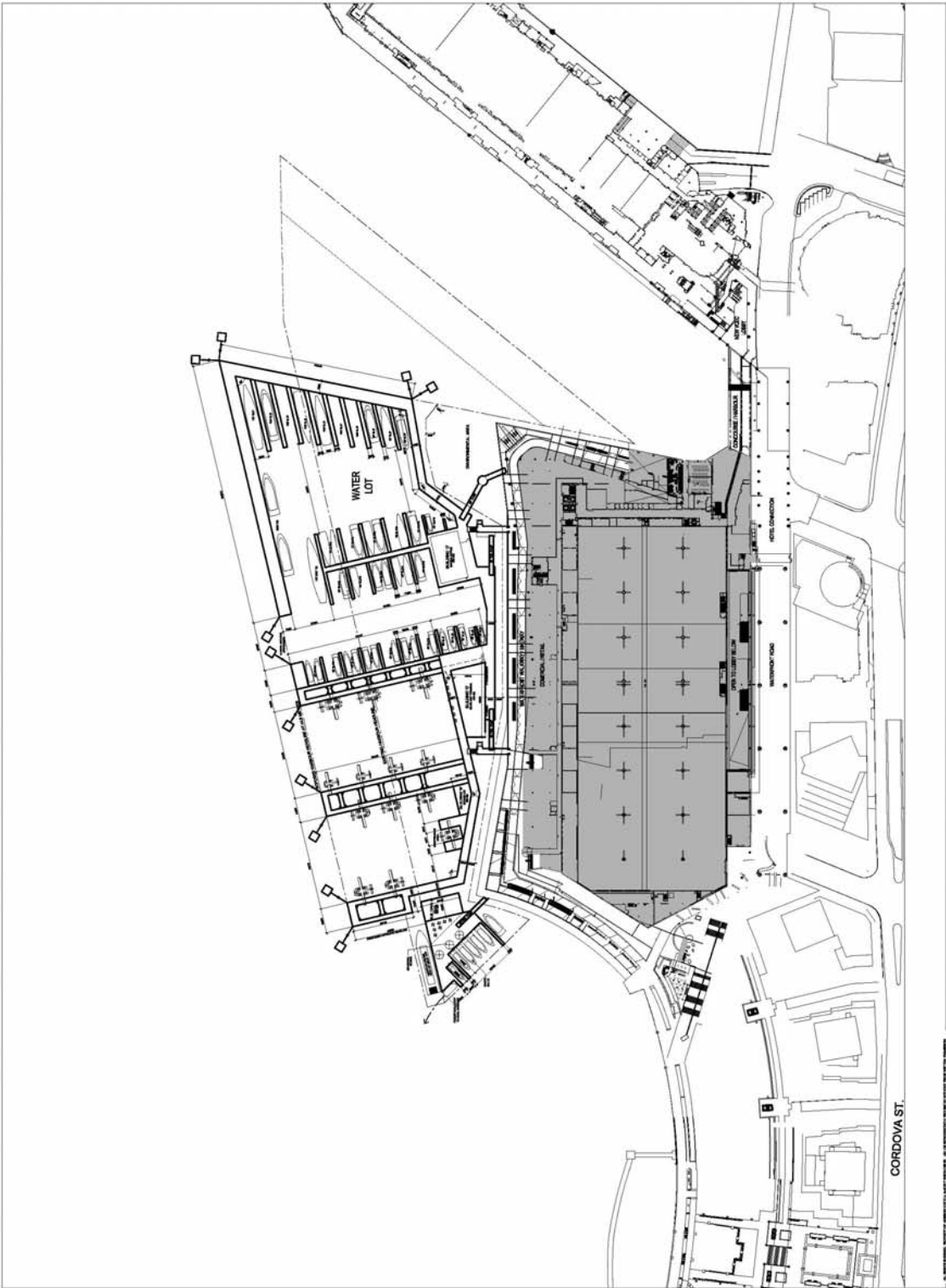
1 MAY 2008
REVISION
DATE OF APPLICATION

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**VCCEP
MASTERPLAN
WATERLOT**

**CONTEXT PLAN
EL. - 9500**

SCALE: 1/11000
DATE: 9 MAY 2008
DRAWN: [blank]
REVISION: [blank]
PROJECT: 200504-1
SHEET: **DP002**



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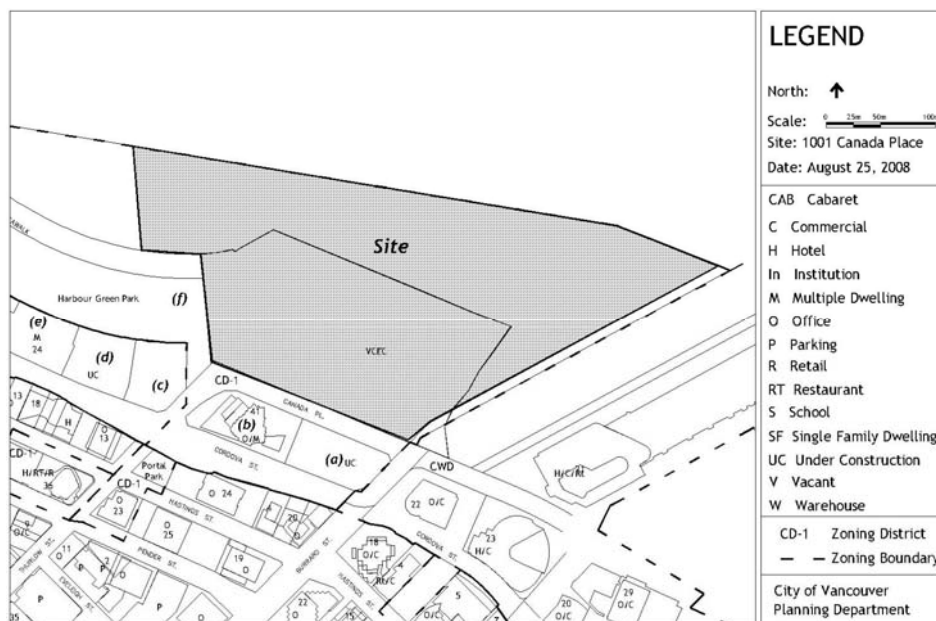
ADDITIONAL INFORMATION

Site, Surrounding Zoning and Development: The 98 900 m² (1,064,586 sq. ft.) site [Sub Area 2 of CD-1 (363)] is located on the north side of Canada Place between Bute and Burrard Streets and is zoned CD-1. The Vancouver Convention and Exhibition Centre (VCEC) is currently being constructed on the site. The proposed waterfront development site in front of the VCEC is 39 700 m². If rezoned as proposed the new site area for Sub Area 2 would be 114 400 m² (1,231,432 sq. ft.).

Properties to the west are zoned CD-1 (Comprehensive Development) District and are developed with primarily residential buildings. As well Harbour Green Park is directly to the west of the proposed waterfront development site. Properties to the east and south of the site and are zoned Central Waterfront (CW) District and include Canada Place and mixed use (commercial/office and hotel/office) buildings. Properties directly south of the VCEC are included in CD-1 (363) and are developed with mixed use (office/residential and hotel/residential) buildings. Properties to the south beyond the boundary of the CD-1 (363) site are zoned Downtown (DD) District and are developed with primarily commercial/office buildings.

Significant adjacent development includes:

- (a) 1011 West Cordova Street - 44-storey hotel/live work (under construction) ("Fairmont Pacific Rim Hotel")
- (b) 298 Thurlow Street - 41-storey office/live-work ("Shaw Tower")
- (c) 277 Thurlow Street - 32-storey residential (DE411944 in process) ("Three Harbour Green")
- (d) 1139 West Cordova Street - 32-storey residential (under construction) ("Two Harbour Green")
- (e) 1169 West Cordova Street - 24-storey residential ("One Harbour Green")
- (f) Harbour Green Park



Proposed Development: The rezoning proposal is to expand the CD-1 boundary 44.5 m beyond the current Harbour Headline to accommodate the extent of the water area proposed within Development Application DE412140. The development application proposes development of a Marine Terminal (float plane operations) with associated docks, maintenance facility and terminal building; a Marina for 51 boats with associated docks, floats, and marina office/yacht broker's building; a Retail/Service building; and two "circulation towers" providing public access from the 3,500 Seawall Level to the 9000 Level (walkway/bikeway promenade) and 14,200 Level (public parking) of the new Vancouver Convention and Exhibition Centre. The Development Permit Board (DPB) will consider the application, including recommended mitigation measures related to land uses, parking and traffic, and hours of operation. If Council decides to refer the application to public hearing, staff will report back to Council in a memo describing the results of the DPB meeting and the results of further public consultation.

Public Input

Notification: Two project signs were installed on the site on July 11, 2008. 1,932 notification post cards were then sent to neighbouring property owners and occupants advising them of the application and the proposed open house.

Public Involvement: The applicant hosted an Open House on July 24th. Although only 59 people signed in, an estimated 70 people attended over the course of two hours. 18 comment cards were completed at the Open House. 11 respondents oppose the project and 7 respondents support the project.

Reasons for opposition:

- Sea planes floats and their maintenance building should be located on the east portion of the site, further away from residents;
- Impacts of the Harbour Ferry drop-off and pick-up location (noise, traffic, hours of operation);
- Fumes, noise and particulates from the float planes;
- The commercial node at the west end of the site encroaches onto Harbour Green Park; and
- The location will eliminate a section of the Vancouver Rowing Club course.

Reasons for support:

- The combination of residential, retail, the convention centre and the park, along with a working harbour provides variety to the public experience;
- The plans and designs are very good;
- Moving the planes will improve the noise condition; and
- The permanent location is still very convenient for users of the transportation service.

As a result of the response from neighbours and the array of concerns voiced that were unrelated to the City's jurisdiction, further public consultation is planned with stakeholder groups including representatives from the Coal Harbour Residents Association, the Vancouver Port Authority, the Harbour Master, Transport Canada, Navigation Canada, Vancouver Coastal Health, BERC and the applicant. At the time of this report this consultation had not yet been completed.

URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on July 16, 2008, and provided the following comments:

EVALUATION: SUPPORT (7-0)

- Introduction: Ralph Segal, Senior Architect/Development Planner, introduced this project for the water based component which was always part of the master plan for the Convention Centre. There were a set of Guidelines put in place regarding extending the public realm as much as possible along the waterfront.

Using the context model, Mr. Segal described the project noting the stairs and elevator connection to the Convention Centre. One of the main principles of the Guidelines was to achieve as much public access to the water as possible. While the public can walk around the entire site at the main concourse level, the limitation on the public access at seawall level and to the wharfs does have some limitations. There is public access to a floating dock whereby the public can get around to both elevators. There is an office component for the private marina. A public dock and possible retail are located next to the float plane terminal. A pedestrian ferry to Coal Harbour and Stanley Park is also planned. Mr. Segal noted that in terms of its layout and the elements that are contained in the proposal there is a good response to the Guidelines.

Advice from the Panel on this application is sought on the following:

- The specific architectural design and overview of the structures; and
- The architecture of the vertical circulation elements (elevators, bridges, etc).

Mr. Segal took questions from the Panel.

- Applicant's Introductory Comments: Frank Musson, Architect, further described the proposal noted that there are three levels. The convention centre, the convention centre loading and public access. There will be a loading bay to service the sea plane facility and the retail components and another loading bay to service the private marina. There will be a public drop-off and pick-up area on the south side of the Convention Centre which will be used by the public for access to the seaplane terminal and marina. Parking will be located in the Convention Centre's parking facility. Mr. Musson described the design for the stair elevator towers. He also described the layout and construction of the docks and structures. In noted that the seaplane terminal has been designed as a gateway building. Mr. Musson noted that Harbour Cruises will have a pickup and drop off location at the west end of the marina. The layout of the seaplanes is sole driven by the length of the winds and manoeuvring area.

Mr. Musson took questions from the Panel.

- Panel's Consensus on Key Aspects Needing Improvement:

Design development to enhance the public realm treatment and architectural interest for the bridges, stairs and ramps that connect to the waterfront walkway and convention centre levels.

Provide durable and attractive cladding materials for all floating buildings.

Consider providing a more convenient drop off area at the parking level for arriving and departing passengers.

- Related Commentary: The Panel supported the proposal noting that the complete project has a complex set of programs and overall the new addition works well with the whole project.

The Panel thought the proposal would fit well within the existing circulation patterns for the Convention Centre. However, the Panel was very concerned with the long walk from the drop-off area to the seaplane terminal but were pleased that people would be able to walk through the upper plaza and be protected from the weather. One Panel member noted that there is a need to get people closer to the planes in an easy way adding that it didn't seem to be a priority in the design. Several Panel members asked the applicant to explore ways to bring taxis or the drop off area deeper into the building. The Panel liked the vertical circulation and stairs and thought that they had a light expression. One Panel member suggested adding a viewing platform to the east tower.

The Panel thought the workshop building was not as well developed as the other buildings and needed to be celebrated as a workshop. One Panel member suggested making the interior of the workshop visible to the public. The Panel had doubts about how the workshop building's glass roof would be detailed and were not sure how it would look as a large light box.

The Panel liked that the architecture and structures were not similar to the Convention Centre. They thought they had been dealt with in a playful way with different expressions but read as a group because of the similar materials being used. They thought the varied building expressions related well to the industrial waterfront language and setting of the harbour. The Panel liked the vertical circulation and stairwells and that they were as light as possible, however a few panel members thought that the bridges could use materials that are distinct from the convention centre so that they are celebrated as distinct structural elements and add to the pedestrian interest along the waterfront walkway One Panel member suggested adding a viewing area to the east tower. They also liked that the ramps were long noting that at high tide a longer ramp would improve access for people with limited mobility.

The Panel members had some concerns with some of the proposed materials. They were concerned about the durability of the proposed use of galvanized metal and thought it may not weather well in the salt water environment.

One Panel member was concerned about the public realm and hoped that the budget and time constraints didn't interfere with the quality of the public circulation space. Another Panel member noted that it would be important to add some benches and other elements to the public realm and encouraged the applicant to take another look at the detailed design of the public realm treatment. Several panel members noted that more pedestrian scaled elements and architectural details would improve the quality of the project in this prime waterfront location and make it seem less austere.

The applicant was commended for using the inter-tidal habit skirt and thought that this would add to the public realm quality and interest. One Panel member noted that it was a missed opportunity to not put more visible sustainability features into the structures.

- Applicant's Response: Mr. Musson thanked the Panel and said he appreciated their comments.

Comments of the Vancouver Park Board:

The current float plane terminal has been temporarily occupying the water in front of Harbour Green Park as well as a portion of park land and seawall since 2004. Their temporary development permit and license run out in 2010. The proposed facility will be the new home of the float plane terminal. Its completion and occupancy will restore the open water views from Harbour Green Park, and allow for the completion of seawall, park and proposed park restaurant. Together with the completion of the Vancouver Convention Centre expansion and the remaining two towers on either side of the Shaw Tower, the Coal Harbour neighbourhood will have been substantially transformed into a high-quality urban district rich in public amenity, bridging from the Central Business District to Stanley Park.

General public use of this waterfront should be encouraged. The proposed public use of the western edge of the proposed development, with food retail and Harbour Cruise stop as well as a potential future pedestrian ferry stop, should be expanded on as is acceptable to maximise its attractiveness to the public on a year-round basis.

APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Address	1001 Canada Place
Legal Description	Parcel 1 of the Public Harbour Burrard Inlet Plan, BCP 30843
Applicant	Musson Cattell Mackey Partnership
Architect	Musson Cattell Mackey Partnership
Property Owner	Vancouver Convention Centre Expansion Project Ltd.

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT
ZONING	CD-1 (Sub Area 2)	CD-1 (Sub Area 2) (amended)
SITE AREA (Sub Area 2)	98 900 m ² (1,064,586 sq. ft.)	114 400 m ² (1,231,432 sq. ft.)
USES	Marina, General Office, Convention and Exhibition Centre, Institutional Uses, Marine Terminal or Berth, Parking Uses, Retail Uses and Service Uses	same
MAXIMUM FLOOR AREA ¹	Retail/Service uses 9 900 m ²	Existing retail/service 8 748 m ² New 420 m ² Total 9 168 m ²
PARKING, LOADING AND BICYCLE SPACES	As per Parking By-law	same