



ADMINISTRATIVE REPORT

Report Date: January 13, 2010
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RTS No.: 8520
VanRIMS No.: 08-2000-20
Meeting Date: February 4, 2010

TO: Standing Committee on City Services and Budgets

FROM: Director of Planning, in consultation with the General Manager of Engineering Services

SUBJECT: Northeast False Creek - Proposed "Bridging" Work Program

RECOMMENDATION

- A. THAT Council endorse a work program for Northeast False Creek (NEFC), outlined in Appendix A, to bridge the gap between the approved high level policy provided in the "Northeast False Creek: Directions for the Future" and the submission of detailed rezoning proposals.
- B. THAT Council approve the proposed cost recovery budget of \$522,000 for the staff resources and related costs identified in Appendix B.
- C. FURTHER THAT, consistent with City cost recovery policy, Council accept a contribution of \$522,000 from the land owners in Northeast False Creek to fund the work program.

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 Broadsheets 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 2009, Council approved the Northeast False Creek: Directions for the Future, which provided a high level policy framework for land use, density, infrastructure, public amenities and benefits.

PURPOSE AND SUMMARY

This report recommends the adoption of a work program (Bridging Work) and a budget for staff resources and related costs to advance key policy and implementation issues that are critical to the preparation and review of future rezoning applications in NEFC. This work was identified as "Next Steps" in the October 22, 2009 report to Council on Northeast False Creek (RTS#8338) and it was noted that staff would need to be assigned to advance this work.

Due to staffing resource pressures related to the budget challenges, there are insufficient resources to fund this work at this time. Therefore, it is proposed that the land owners in Northeast False Creek fund the work program.

The proposed budget of \$522,000 (Appendix B) includes salaries and benefits for planning and engineering staff, assistance from other departments on an as-needed basis, and related costs for public engagement and consultancies to complete the Bridging Work. For continuity through the rezoning applications, the budget also includes the extension of the NEFC Project Planner position through to 2011.

The land owners have all advised that they would like to submit rezoning applications in the first half of 2010. The land owners recognize that it is essential to undertake the Bridging Work so that key decisions for NEFC can be made that will allow them to prepare rezoning applications. They also understand the budget challenges facing the City and are in agreement with a cost recovery approach.

The four major property owners will each contribute a share that reflects the potential development capacities approved by Council in the NEFC Directions and relative benefit from completion of the work. The following cost sharing is proposed: Canadian Metropolitan Properties (35%); Concord Pacific (35%); BC Pavilion Corporation (20%) and Aquilini Development (10%).

Separate from the Bridging Work program, staff will report to Council in April 2010 with recommendations for a work program to assess options for removing all or portions of the Georgia and Dunsmuir viaducts.

BACKGROUND

It has been a City practice for more than 20 years to seek cost recovery payments from property owners in instances where work programs face timing, priority or resource availability challenges. The 2001 Northeast False Creek Urban Design Study, supported by contributions from three land owners, is an example of a previous cost recovery initiative in the area.

DISCUSSION

Proposed Work Program

The tasks included in the Bridging Work program are itemized in brief below. The "Northeast False Creek Directions for the Future," approved by Council on November 17th, 2009 provides further background on these issues.

1. The Civic Plaza

The recent announcement that the Vancouver Art Gallery will not be locating in NEFC has clarified that the likely location for the civic plaza in NEFC will be on the site owned by Canadian Metropolitan Properties (Area 6b). Consultancies to assess demand for event and performance space and the condition of Enterprise Hall will be completed and soil contamination reviewed to enable future decisions pertaining to the civic plaza and Enterprise Hall.

Products:

- Recommendations on the events and activities that should be accommodated in a civic plaza;
- Recommendations on whether to retain Enterprise Hall; and
- A concept plan for the civic plaza

2. Marinas and Dragon Boat Facilities

Staff will consult with the rowing and paddling community on needs and will evolve options for the future location and program elements of a boathouse. In addition, there will be consideration of the future location, configuration and size of NEFC marinas.

Products:

- Options for a new boathouse and related facilities;
- Recommendation on a preferred option for a new boat house and related facilities; and
- Recommendations on location, use and size of marinas within False Creek.

3. Noise Mitigation Measures

Staff will work with the developers and the community to develop Noise By-law amendments, noise mitigation strategies for residential impacted by events and legal mechanisms for notifying property owners of anticipated noise impacts.

Products:

- Recommendations for Noise By-law Amendments (including acoustic building design requirements)
- Recommendations for mitigation measures and preferred method of Notifying Property Owners

4. Creekside Park Extension

Council directed staff to work with the developers, the public and the Board of Parks and Recreation to explore options to expedite the provision of a Creekside Park extension. Staff will conduct a full assessment of alternative proposals using the evaluation criteria contained in "Directions for the Future."

Products:

- Options for the delivery of the park extension;
- Analysis of all options for the delivery of the park extension; and
- A recommendation on the preferred option

5. Georgia Pedestrian Link

Options are being developed with a consultant for creating a pedestrian link between West Georgia Street and Beatty Street and Pacific Boulevard. An assessment will also be done to determine whether the link could provide a 'barrier free' connection for those with disabilities as well as a link for cyclists, roller bladers and skateboarders.

Product: Conceptual design options and associated costs for the Georgia Pedestrian Link

6. Public Benefits Strategy

Council has approved a Public Benefits Proposal for NEFC. Staff will now focus on a delivery strategy to provide the needed public amenities over time in conjunction with the approval of future rezoning applications in NEFC. As part of this work staff will also undertake an "order of magnitude" evaluation of the benefits and long term costs associated with the full development of NEFC as committed to in the report to Council dated October 22, 2009.

Products:

- Delivery Strategy for the NEFC Public Benefits Proposal; and
- Order of magnitude cost/benefit evaluation

7. Pacific Boulevard

A design for Pacific Boulevard is required to resolve the geometrics and clarify the right-of-way dedication requirements so that land owners know where the future property line is to be located as this information is important to site planning. The new cross-section will provide a R.O.W. for the streetcar, bike facilities, sidewalks, boulevards, street trees, parking and travel lanes for vehicles.

Product: Design and cross-section for Pacific Boulevard from Cambie Bridge to Quebec Street

8. Landmark Building

Should Council support consideration of a taller building at the south end of West Georgia Street as part of their deliberations on the future of the View Protection Guidelines, staff will determine appropriate site review criteria and all possible candidate sites for a taller or landmark building in NEFC will be evaluated.

Product: A recommendation on the preferred site for a taller, landmark building in NEFC

9. District Energy

A screening level assessment of the feasibility of a renewable district heating system in NEFC is underway with the involvement of the five property owners (BC PavCo, Concord Pacific, CMP, Aquilini Developments, Central Heat Distribution) and BC Hydro. If the screening level assessment indicates viable technology and business case options, a more detailed feasibility study of the most promising options will be pursued in a second study.

Product: A recommendation on District Energy in NEFC

10. Local Procurement and Jobs

Council directed staff to require local procurement in the development of Northeast False Creek in line with the obligations imposed on the developer for the Olympic Village to support businesses and job creation in the Downtown Eastside.

Product: A recommended model for a community benefits agreement for NEFC.

Public Engagement

As directed by Council, staff will ensure that community is engaged in the work program through the Consultative Group (including residents and other stakeholders as well as the land owners), focused work groups on some of the topic areas (e.g. Civic Plaza, Creekside Park, Dragon boats etc.) and Public Open Houses.

Timing

The bridging work will begin immediately. Some issues may be adequately resolved prior to the submission of rezoning applications in the spring, but some of the more complex questions, such as the decision on the civic plaza, will take several months to resolve and the work to advance key decisions will need to continue after the submission of applications. Accordingly, for some topics, staff will need to advance the Bridging Work and process rezoning applications concurrently, to the greatest extent possible. As the Bridging Work proceeds, staff will report to Council on major topics, as required, for decisions that will be critical to the advancement of specific rezoning applications.

It is anticipated that staff will be processing seven major rezoning applications in Northeast False Creek beginning in the spring of 2010. Many of the rezoning applications will be large and complex, likely taking a year or more to process. The continued involvement of the NEFC

Project Planner in this work will provide needed consistency and continuity to the review of these applications.

Related Work

Council has requested that staff report back on the potential cost and benefits to the City of removing or converting the Georgia and Dunsmuir Viaducts. Specifically, staff are to review the financial impact, the consequences for managing contaminated soils, urban design considerations, and transportation impacts. In April 2010, staff will report to Council with recommendations for a separate work programme to assess options for removing all or a portion of the viaducts. As this is not included in the Bridging Work, resources required to carry out this work are not identified at this time.

FINANCIAL IMPLICATIONS

The funds contributed by the four property owners will be used to undertake the work program described above based on the proposed budget (Appendix B). Significant adjustments to the work plan or the budget would require the approval of Council.

The contributions made by the land owners which fund the Bridging Work program are separate from fees that will be paid by each land owner at the time of rezoning in accordance with the Fee Bylaw. The contributions from the land owners to fund this work program will not be credited towards future rezoning application fees.

It is understood that the contributions cover costs to be incurred to address policy and implementation issues that could relate to future land use decisions but the contributions bring no obligation or expectation of City support for any particular outcome.

CONCLUSION

The recently approved "Directions for the Future" is a high level policy document that identifies many possibilities and ideas for the future development of Northeast False Creek. The proposed Bridging Work program is required to advance key decisions (involving stakeholders, land owners and the general public) and allow for the preparation and review of detailed rezoning applications. As this work program is time sensitive and resources would not otherwise be available to initiate the work at this time, cost recovery funding for this work program is appropriate.

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NEFC Bridging Work Program Budget

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|----------------------------------|------------------|
| Salaries and Benefits | \$295,000 |
| Consultants | \$120,000 |
| Public Consultation | \$20,000 |
| Contingency and Overhead (5-20%) | \$87,000 |
| Total Budget | \$522,000 |

Breakdown as follows:

| | |
|------------------------------------|------------------|
| Planner 2 (1 FTE) | \$88,000 |
| Planning Assistant (.75 FTE) | \$44,000 |
| Civil Engineer 2 (.5 FTE) | \$34,000 |
| Engineering Assistant (1 FTE) | \$40,000 |
| Parks Planner 2 (flat amount) | \$10,000 |
| Cultural Planner 2 (flat amount) | \$10,000 |
| Housing Centre staff (flat amount) | \$5,000 |
| Real Estate (flat amount) | \$5,000 |
| Law Department (flat amount) | \$5,000 |
| Social Planning (flat amount) | \$5,000 |
| Subtotal Salaries | \$246,000 |
| Benefits (20%) | \$49,000 |
| Total Salaries and Benefits | \$295,000 |

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|---|------------------|
| 1. Demand Analysis for Performance Events | \$30,000 |
| 2. Evaluation of Enterprise Hall | \$25,000 |
| 3. Plaza Concept | \$30,000 |
| 4. Dragon boat site evaluation/options | \$20,000 |
| 5. Acoustics/heating/cooling assessment | \$15,000 |
| Consultants | \$120,000 |

Note: Does not include any soils assessment related to park reshaping proposal.

**Council Resolutions regarding the Northeast False Creek Directions
November 17, 2009**

A. THAT Council endorse the document entitled "Northeast False Creek Directions for the Future" (attached as Appendix "A" to the Administrative Report dated October 13, 2009, entitled "Northeast False Creek: Directions for the Future (2nd of 2 reports)") to supplement existing policy and guide future planning in Northeast False Creek with the following additions or changes:

Add to the end of Direction 3.5.2 as follows:

At a minimum the following will be considered when determining the appropriate amount of residential floor space to be permitted in an area:

- Environmental performance;
- Urban design and architectural excellence;
- The provision of ample amenities that strengthen the liveability of the area and the role of Northeast False Creek as an area for hosting events; and
- The compatibility of housing adjacent to event venues.

Reword Direction 3.4.8 as follows:

The words "and replace the existing Plaza of Nations event space" should be removed from the end of Direction 3.4.8

Reword Direction 3.4.9 as follows:

"replacing the existing Plaza of Nations event space" added to the end of Direction 3.4.9.

Reword Direction 3.5.3 as follows:

"Housing and Household mix in NEFC will be mixed and diverse. Apply minimum design requirements for families with children on sites that are suited to families. Examples of such requirements could include family-focused indoor/outdoor amenity spaces and play equipment."

Reword the Caption for Figure 14 as follows:

"Areas suitable for families with children for a "VAG-In" Scheme"

Add to policy section 3.7 as follows:

3.7.8 Facilities for paddlers and rowers (e.g. Boathouse site)
Staff will consult with the rowing and paddling community on the needs for facilities prior to Council's consideration of rezonings of any of the waterfront sites in northeast False Creek, report back to Council with recommendations for these facilities, including recommendations for sites (private / or public) and strategies for fund-raising distinct from any development public amenity package."

Appendix A.1 - BACKGROUND INFORMATION be revised to include the following text:

The Terms of Reference for the High Level Review instructed that staff consider the implications for the possible removal of a portion of the viaducts when considering form of development and transportation options. A number of

possible viaduct configuration options were reviewed ranging from the status quo to complete removal. This analysis assumed that the SkyTrain guide way would remain and that alternate routes into and out of the downtown would be enhanced/required if the viaducts were removed.

The purpose of this review was to determine if any of the options had direction implications on the NEFC High Level Review. It was concluded that the findings of the High Level Review should not limit future decision-making on the question of the viaducts. Accordingly, the proposed directions can be realized whether the viaducts are partly or wholly removed.

B. THAT staff continue to work with the Northeast False Creek property owners and the Consultative Group in an integrated way on policy development and rezoning applications in the area.

C. THAT staff work with the developers, the citizens and the Board of Parks and Recreation to explore options to expedite the provision of a Creekside Park extension and other public amenities such as affordable housing and report these findings to Council.

D. THAT staff amend the ODP to include a requirement for local procurement in line with the obligations imposed on the developer for the Olympic Village to support businesses and job creation in the Downtown Eastside.

E. THAT staff work with developers to identify opportunities for a neighbourhood energy system to serve the area, including suitable land.

F. THAT staff review options to convert some or all of the proposed roads in Northeast False Creek to either shared public space or open space, in further stages of work.