

ADMINISTRATIVE REPORT

Date: September 20, 2004
Author/Local: Michael Flanigan/7422
RTS No. 4176
CC File No. 8104
Meeting Date: September 28, 2004

TO: Vancouver City Council
FROM: The Woodward's Steering Committee
SUBJECT: Woodward's - 101 West Hastings Street: Request for Proposals - Developer Selection

RECOMMENDATION

- A. *THAT Council approve the recommendation of the Woodward's Steering Committee, made in accordance with the Request for Proposals issued April 13, 2004 (the "RFP"), for staff to enter into negotiations with Westbank Projects Corp./The Peterson Investment Group Inc. ("Westbank") to be the developer (the "Developer") for the Woodward's site (the "Project"), to carry out the Project substantially in accordance with its Proposal (a "Proposal") as further evolved through the normal development approval process.*
- B. *THAT Council require, as a condition of the approval in Recommendation A, that the Developer address to the satisfaction of the City the following development conditions applicable to its Proposal for report back:*
- i. design development to improve the project scale and proportional relationships of the tower and street-walls to the historic precinct, especially consideration of lowering the tower height, and consideration of off-site transfer of density possibilities;*
 - ii. design development to improve heritage conservation in line with typical mainstream principles and practices; and*
 - iii. design development of public open space, both open-air and covered, to improve general accessibility and clarity of public*

and semi-public access, especially acknowledging the upper-floor open spaces might not be useful for the general public but will be attractive for on-site residents, and that ground space must be designed for general public use.

- C. THAT Council authorize the Director of Real Estate Services, in consultation with the Directors of the Housing Centre and Social Planning, to negotiate the terms and conditions of the following agreements with the Developer, with the view to minimizing the City's financial risk and exposure:**

- (i) a contract of purchase and sale (The "Sale Contract") for the sale of the Woodward's site to the Developer; and*
- (ii) a development agreement (the "Development Agreement") for the development of the Project substantially in accordance with the Developer's Proposal and other conditions set out herein;*

which agreements must be to the satisfaction of the Director of Legal Services, provided that the Woodward's Steering Committee will report back to Council for approval of the final terms and conditions of each such agreement prior to execution of same.

- D. THAT Council instruct the Directors of Cultural Affairs and Social Planning, in conjunction with the Director of Facility Design and Management, to report back to Council in 2005 with recommendations for the users in the Non-Profit Premises Category which the City wishes to consider as potential owners/tenants of space in the portion of the Project to be owned by the City (the "City Parcel").**
- E. THAT no legal rights or obligations shall arise or be created until the legal agreements are fully executed between the City and the Developer on terms and conditions to the satisfaction of the Director of Legal Services.**

CITY MANAGER'S COMMENTS

The City Manager affirms that the RFP competition, the public consultation and feedback conducted through the community open houses, and staff's ultimate review and evaluation of the developer Proposals was conducted in a fair, thorough, and balanced manner and that these principles were strictly adhered to consistently

throughout the RFP process. The City is proud to facilitate the redevelopment of the Woodward's site and appreciates the commitment, time, expense and professionalism evidenced by each proponent.

The City Manager notes that Council's approval of the Developer recommended by the Woodward's Steering Committee is separate from, and will not fetter Council's discretion with respect to any proposed rezoning of the Woodward's site, nor will such approval restrict or otherwise limit the decision making authority of the Development Permit Board or the authority and responsibilities of the Director of Planning, Subdivision Approving Officer or any other civic official with delegated responsibility.

COUNCIL POLICY

On July 28, 1998, Council confirmed principles to provide general guidance to actions and planning in the Downtown Eastside, Chinatown, Gastown and Strathcona areas which included encouraging legitimate commercial activity, improving conditions at the street level, improving or replacing existing Single Room Occupancy ("SROs"), reducing crime, and helping community people to find allies and seek a common future.

The Heritage Policies and Guidelines (reaffirmed by Council in April 1991) outline a procedure to be followed in applying the heritage bonus provisions as permitted in the Downtown Official Development Plan. The Transfer of Density Policy and Procedure (amended by Council in August 2002) provide that heritage density from a "donor".....

BACKGROUND

Information pertaining to Council's previous decisions pertaining to the RFP can be found in Appendix "A".

DECISION RATIONAL FOR RECOMMENDATION

The Woodward's Steering Committee (Appendix "B") decision to recommend the developer for Woodward's was very difficult as the commitment, interest, and ultimate submission presented by each of the three Proponent teams was creative, professional, and thorough, and each developer brought a unique vision to the City; each with its own strengths and challenges.

It is, however, the decision of the Steering Committee to recommend that the City enter

into negotiations with Westbank Projects Corp./The Peterson Investment Group Inc. as the Committee and staff believe this Proposal best delivers the overall objectives sought in the RFP. The Westbank Proposal not only compensates the City for its land investment through the return of a built out 31,500 square foot City Parcel, but also accepts the transfer of development risk from the City to complete the Project. Westbank best addresses the needs of the DTES as expressed in the Project Guiding Principles, as Westbank's provision of social goods was rated highly in the community feedback received by the City.

In fact, Westbank's Proposal has identified and acknowledged the importance of social development and community linkages, given careful attention to the needs and concerns of the community and provided opportunities for the development of relationships for neighbourhood participation. This Proponent has paid particular attention to the needs of the full spectrum of community including addressing the needs of families with children, seniors and Aboriginal involvement through meeting spaces, health and wellness, play area design, childcare, public art and employment targets. Although Westbank has hired PHS Community Advisory Services (Portland Hotel Society) to consult on community needs and linkages, it is important to note that the City, not PHS will select the non-profit tenants and non-market housing partners for the Project and the decision to negotiate with Westbank as the Project Developer is mutually exclusive of Council's upcoming decision on whether or not to select PHS as the non-market housing sponsor.

Westbank's overall basic urban design is also well thought out, yet flexible to accommodate changes that may be required through the normal development permit process. Westbank has committed to meeting a LEED silver target for sustainability and has committed to evaluate the feasibility of attaining a higher rating if financially feasible, and will participate in the creation of a Community Advisory Council to help steer the project design and manage issues of concern in the local neighbourhood. Westbank further demonstrates strong confidence in the local marketplace and proposes a Project that will add a significant critical mass to the area to further stimulate revitalization in the DTES.

Before arriving at this decision, the Evaluation Committee scrutinized each Proposal and met with each developer to discuss each submission in detail. The Evaluation Committee identified eleven specific evaluation categories to measure the performance of each developer Proposal against the evaluation criteria as set out in the RFP. These evaluation categories included the following:

1. overall quality of the submission;
2. performance of urban design and architecture, including compliance with the planning and Urban Design Guidelines;

3. demonstrated commitment to sustainable development;
4. heritage restoration and retention, including an assessment on the use of established heritage incentives involving tax exemption, density bonusing, and facade grant programmes contemplated;
5. project financial performance and return to City;
6. retail/commercial impact analysis;
7. provision of social goods & community linkages and delivery of the Woodward's Project Guiding Principles;
8. non-market housing;
9. engineering & transportation analysis;
10. project schedule; and,
11. community consultation and feedback.

A twelfth category could have included SFU's review of the Proposals, but as this criterion was not expressed in the RFP, SFU's review did not effect the Evaluation Committee's recommendation. SFU advises, however, that its review concluded that its program can be satisfactorily accommodated in the recommended Proposal.

Although all three Proposals had their own strengths and challenges in each of the eleven evaluation categories, the Steering Committee has had to look at the overall totality of each Proposal in arriving at a decision to recommend Westbank. Given that the criteria set out in the Guiding Principles and the Urban Design Guidelines were given primary significance in the RFP for the evaluation of the Proposals, the Steering Committee believes that Westbank will result in being the most advantageous Project to the City overall.

As the decision between the Concert/Holborn Proposal and Westbank Proposal was extremely close, it is important that the overall decision rationale be explained clearly. The decision rationale first looks to why Millennium was not selected and then explores the material differences between the Concert/Holborn and Westbank Proposals.

As the analysis will show, Millennium offered the best financial terms to the City of the three Proposals, but it is also noted that this offer is contingent on the developer gaining a significant height/FSR allowance over the current Urban Design Guidelines. Reviewing Millennium's Proposal evidences the dichotomy that staff faced when trying to balance the financial return and the urban design variables amongst the other important project evaluation criteria. The Evaluation Committee agreed that Millennium's financial offer of +/- \$22,000,000 to the City was attractive, but also agreed that the attraction of this offer had to be tempered by Millennium's performance in meeting the other key objectives that the City established for the project. As a

principle for achieving the overall community, heritage, urban design, and City Parcel objectives, for example, staff had to reconcile with the fact that money alone could not buy a favorable decision. In fact, no one evaluation category could be relied upon to such an extent that it alone carried a decision and that a recommendation would have to flow from an overall performance review for all the categories collectively. When staff evaluated Millennium's performance in the areas of urban design & architecture, community feedback, City Parcel, heritage, and provision of social goods, the reviews were below the other two Proposals and the performance was sufficiently unsatisfactory that they collectively offset Millennium's best performance in the financial return category. It is important to note the developer's willingness to work with the City and community to revisit its design and these overtures were greatly appreciated; but, although Millennium presented an ambitious program that served to stimulate healthy conversation in the community, the degree of redesign expected by staff would compromise the Proposal to such an extent that it was deemed not to be possible to apply the RFP evaluation criteria fairly, and therefore the Steering Committee have agreed not to recommend Millennium as the project developer.

The issues separating Concert/Holborn and Westbank proved much more difficult to evaluate and balance. Concert/Holborn presented a Proposal that received the strongest community support, as measured by the feedback forms received by the City, and presented the most preferred heritage and urban design and architecture scheme as evaluated by City staff (and echoed by SFU), but Concert/Holborn also posed the biggest concerns in the area of financial performance, primarily from a risk perspective, and provision of social goods.

Westbank was judged very favourably in the community feedback, particularly for the manner in which the Proposal addressed the provision of social goods, and also succeeded strongly in the area of sustainability. Although Westbank did not perform as well in its treatment of heritage issues, Westbank did place a close second to Concert/Holborn in the areas of retail commercial neighbourhood impact and urban design & architecture, although staff note the urban design requires further development, particularly to settle on the appropriate building height and public space.

The determining issues really involved measuring and assigning financial risk and uncertainty. These criteria were key factors in staff's ultimate decision and while staff are excited by the urban design elements of the Concert/Holborn Proposal, the link proposed to the project at 1133 West Georgia Street; the transfer of risk to the City for the City Parcel, construction and heritage upgrade costs; and the uncertain returns associated with profit sharing on the market condominiums were material considerations in not selecting the Concert/Holborn Proposal at this time. The fundamental premise of

the Concert/Holborn Proposal is to transfer between 400,000 and 467,000 square feet of bonus/heritage density off of the Woodward's property and adjoining western lands to another property controlled by Concert/Holborn located at 1133 West Georgia Street. Staff estimate the value of this density to be worth between \$40M and \$47M. The Proposal is innovative in that two distressed properties could be redeveloped and the profit made on 1133 West Georgia would form the economic incentive and rationale to backstop the success of a challenged Woodward's redevelopment, permitting the developer to finance and assure delivery of the SFU and VCC programs, while commensurately delivering affordable housing with a large public square still within a sizable 545,000 square foot development.

The overriding concerns tempering Concert/Holborn's positive performance stemmed from the developer's intent to transfer project risk back to the City. This risk transfer took several forms:

- (i) the obligation of the City to underwrite the entire costs of the 1903/1908 building restoration and upgrade no matter what the amount;
- (ii) the reliance on the City participating in profit sharing for the sale of market condominiums to cover the City's land cost;
- (iii) process risk in requiring the City to rezone two separate properties concurrently with the success of one being contingent on the other; and,
- (iv) not only was it fundamental to Council's decision last January in defining itself as a Participating Investor not to bear these types of "developer" risks, but staff could not hinge the success of Woodward's on an unrelated development site.

It is important to also note the distinction in project massing between the Westbank and Concert/Holborn Proposals. Westbank demonstrates a commitment to place a larger amount of density on the Woodward's site and staff believe the larger massing will better achieve a critical mass to facilitate the revitalization of the surrounding neighborhood not only through more residents living on-site, but also through the establishment of much needed retail/commercial businesses.

Overall, Westbank has presented a viable, yet flexible, urban design, has been well received by the community as a development partner, has demonstrated confidence in the local marketplace, has accepted financial risk, and has generally responded very well to the project Guiding Principles. On the basis of these considerations, and upon review of the analysis contained herein, the Steering Committee is unanimous in its recommendation to have the City enter into negotiations with Westbank as the Woodward's Project Developer.

It is important for Council to note that pursuant to the RFP, both the Millennium and Concert/Holborn Proposals will be kept open for negotiation with the City for a period of one hundred and eighty (180) calendar days from the RFP Closing Date should the discussions with Westbank not proceed to the City's satisfaction.

PURPOSE

This report contains a detailed evaluation by the Woodward's Steering Committee of the formal Proposals received pursuant to the RFP competition conducted by the City for the redevelopment of the former Woodward's site and seeks Council's approval to commence negotiations with Westbank with the intent they will be the Developer to

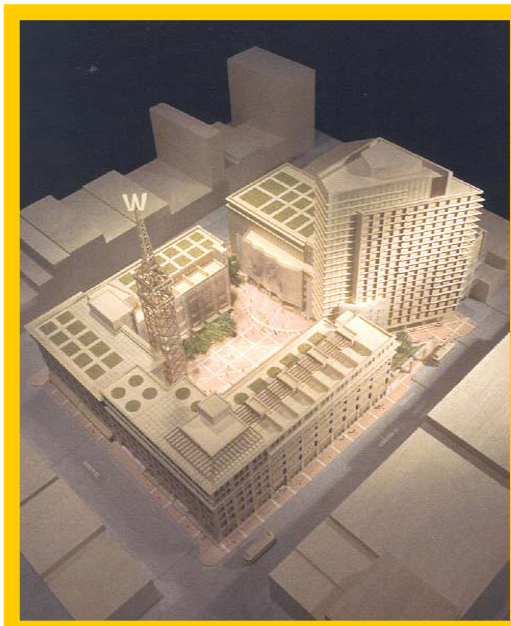
proceed with the redevelopment of the Woodward's site. This report also provides Council with recommendations for conditions of development approval to be addressed in the next stage of the Project milestone schedule - the negotiation of the Sale Contract and Development Agreement. A list of the Steering Committee, Evaluation Committee and Technical Advisory Committee members is included as Appendix "B".

EXECUTIVE SUMMARY OVERVIEW OF WOODWARD'S RFP PROPOSALS

Proposals were received from the following 3 developers:

1. Concert Properties / The Holborn Group
2. Millennium Properties Ltd.
3. Westbank Projects Corp./The Peterson Investment Group Inc.

1) **Concert Properties Ltd. and The Holborn Group ("Concert/Holborn")**



Concert/Holborn has presented a submission they call "Woodward's Square". This proponent's development philosophy envisions a development that opens the door to revitalization of the DTES community: one where residents, students, tourists, artisans, and citizens can share events, shopping, and cultural experiences. The developer team advises that this project will take a closed block and open it to the sky.

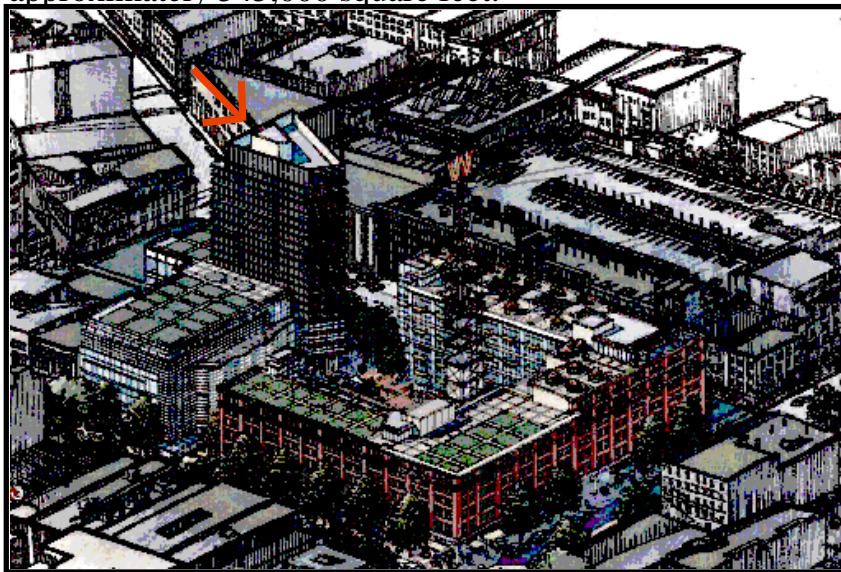
The Concert/Holborn Proposal is on a large development site that includes combining the adjoining western property owned by the proponent group and the Woodward's site (Appendix "C"). The Proposal contains a large 31,000 square foot open space piazza that is integral to the heart of the project . It is permeated and accessible on three sides. Approximately 90% of the Hastings Street, Abbott Street and Cordova Street facades (3 bays) are retained and are used for a combination of "loft style" market housing totaling 135 units in 148,000 square feet of space. A retail component measuring approximately 16,700 square feet for food, restaurant, gallery space, and commercial services occupies

the ground floor levels underneath the market housing.

An interesting component of this Proposal is the location of the non-market housing which has been strategically placed by the developer in the most prominent area of the high-rise tower on the site. The tower is 19 storeys and measures 232 feet in height. The “W” sign is restored almost to its exact original location, and features elevator service to a possible viewing deck above. The sign is raised to 270 feet above the Project. The developer is flexible and willing to accommodate more non-market housing units in the project if the additional senior government funding becomes available.

The developer proposes that approximately 57,000 square feet of space in the 1903/1908 building become the “City Parcel”. The costs of all improvements associated with the renovation and upgrading of this building would be to the City’s account.

Concert/Holborn have addressed the SFU technical program requirements that were included in the RFP and have located SFU’s School of Contemporary Arts on the western boundary of the consolidated site on the first 8 floors of a new building with the non-market housing Parcel above. SFU’s presence is oriented onto both the community plaza and Hastings Street. Concert/Holborn advise that the key to the success of their project is ensuring that SFU and Vancouver Community College have the funds available to commit to the Project. Accordingly, Concert/Holborn have committed to a loan providing SFU and VCC with all of its required capital funds so these organizations can locate their new campuses in the Project. The funds would be advanced at a socially sustainable rate of return above the thirty year Government of Canada Bond rate and are offered in demonstration of the commitment this proponent has to the success of the Project. The overall massing proposed on the consolidated site for the SFU scheme is approximately 545,000 square feet.



The Concert/Holborn alternate design, the one without SFU, is virtually the same as that with SFU, with all components remaining in place with the exception of the SFU premises. This design scheme would see the SFU podium converted into a ten (10) storey residential base under a twelve (12) storey tower. This concept

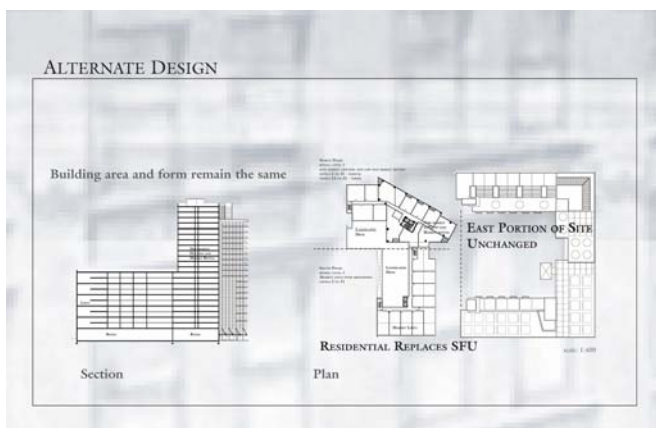
would contain sufficient massing to contain the non-market housing (approximately 90,000 square feet) along with an additional 95,000 square feet of affordable market

rental housing. The remaining 75,000 square feet originally intended for SFU uses would be developed on the southern area of the site with 9,500 square feet being designated for additional ground floor retail uses and the balance, 63,000 square feet, being developed for “loft” style condominiums.

The financial deal proposed by Concert could see the City receiving approximately \$12,170,000 for the land, plus the significant value of a new “City Square”. This amount would be made up of a payment to cover a non-market housing construction short-fall estimated to be \$6,145,000, with an additional \$6,025,000 paid from profit sharing in the sale of the market residential condominiums.

Most of this amount would be reinvested in the Project as the City would take back approximately 57,000 square feet of space as the City Parcel for an estimated price of approximately \$11,971,000. Council should be advised that there is uncertainty around projected construction costs for upgrading and heritage restoration for the City Parcel, as all costs including overruns would be to the City’s account. Furthermore, although Concert/Holborn understands the local residential market and has conservatively estimated projected selling prices, there is no guarantee in profit sharing and Concert/Holborn cannot guarantee the amount of these sale proceeds.

One significant issue is Concert/Holborn’s concept to transfer density off the Woodward’s site to another property owned by the proponent at 1133 West Georgia Street. 1133 West Georgia Street is occupied by a partially constructed building that was abandoned a number of years ago. Concert/Holborn have expressed a concern about the amount of new market residential development that could be realistically absorbed in the Downtown Eastside marketplace and therefore propose to transfer upwards of 400,000 square feet of density from Woodward’s to the Georgia Street site.



The Proposal is innovative in that two distressed properties could be redeveloped and the profit made on 1133 West Georgia would form the economic incentive and rationale to backstop the success of a challenging Woodward’s redevelopment permitting the developer to both finance and assure delivery of the SFU and VCC programs, significantly reduce the risks while

commensurately delivering affordable housing and a large public square within a

545,000 square foot development. As noted earlier however, the City would be required to fund all risks with regard to its parcel. Planning staff are completing a policy assessment of the 1133 West Georgia Street proposal and if this proposal were to be selected, a separate issues report would have to be heard by Council sometime between awarding the project and going firm on the Sale and Development Agreements. The Director of Current Planning advises that this course of action is not out of the ordinary and is a common approach in dealing with related property inquiries. Council would not be bound to any position arising out of the issues report as the principle of “unfettered discretion” must be adhered to by Council in its ultimate hearing of an 1133 West Georgia Street rezoning application.

Although Concert/Holborn have in essence linked the deals, Council would have to treat the projects separately and on each project’s individual merits. At the same time, the direction and feedback that Council would express in the 1133 West Georgia issues report could serve to provide Concert/Holborn with the necessary high level of assurance to permit them to proceed with the development of Woodward’s. The understanding would be that if Concert/Holborn could not satisfy themselves that the 1133 West Georgia Street rezoning afforded a justifiable return to undertake both projects that they would not be able to proceed with Woodward’s. The Director of Current Planning advises that Planning staff have been in discussion with Holborn, who are the owners of the receiver site, for approximately six months already and would bring an issues report forward on 1133 West Georgia in any event. Nonetheless, staff are seriously concerned about hinging the success of Woodward’s on an unrelated development site.

Although Concert/Holborn is flexible on what process to follow for the expeditious development of the Woodward’s site and has suggested reuse of the existing 1997 Development Permit, it is likely that a site specific rezoning would be required. Concert/Holborn is committed to participating in further workshops and facilitated public forums to provide the community with additional opportunities to identify issues and contribute ideas in order to make the redevelopment of Woodward’s a true success for the City. The total construction cost estimated for this redevelopment of Woodward’s is just over \$121,000,000 and Concert/Holborn would pursue a phased occupancy with the different project components moving in as early as the spring and summer of 2008.

II) **Millennium Properties Ltd. (“Millennium”)**

At the outset of developing their Proposal for Woodward’s, Millennium posed a number of important questions to itself with the goal being to provide answers that manifested within their project design. Millennium advises that it is committed to thorough public

consultation and community dialogue and is actively involving organizations such as SUCCESS, Vancouver Native Housing Society, Vancouver Native Health Society, and Vancouver Resource Society for participation in the project throughout the ongoing design, development and occupation of the property. This group would be supported by a community steering committee made up of many local organizations and individuals who would be encouraged to participate in important design and program issues.



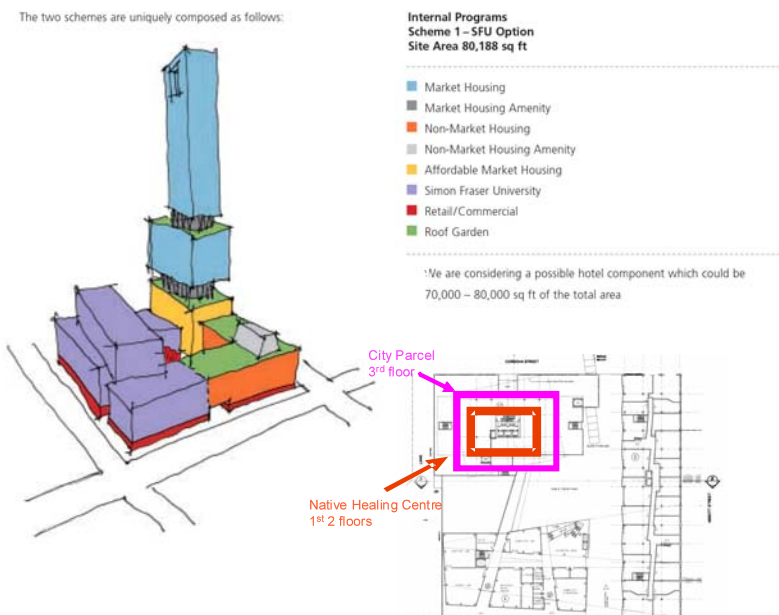
Millennium’s project philosophy incorporates a number of other questions such as how to create useable community space - including green space - in an urban cityscape and how to ensure construction created training programs and jobs for people from the neighborhood, and how to reclaim the economic vibrancy that the building once represented. Detailed consideration was given to these questions and many others, and Millennium has literally looked “to the sky” for answers.

Millennium’s development premise was to stretch the building’s physical bounds by creating a “vertical street” that runs up to 535 feet in height. The overall project massing, in its largest form is 731,000 square feet in size and will contain 442 new homes to accommodate both market and non-market housing. Millennium proposes to retain 60% of the existing Woodward’s facade, as well as much of the existing structure. While the building mass runs up into the sky, the Woodward’s sign is brought down to the ground. Millennium proposes to create a commemorative “W” courtyard with the refurbished sign as the prominent centerpiece. In response to a wide range of public opinion on the status of the sign, Millennium advises that it is flexible about the location of the “W” and would willingly elevate it above the built form if this was a requirement of the final design.

location of the “W” and would willingly elevate it above the built form if this was a requirement of the final design.

Millennium’s “SFU design” includes approximately 295 units of market housing that would be built in a new high-rise tower and Millennium has increased the number of non-market housing to

The two schemes are uniquely composed as follows:



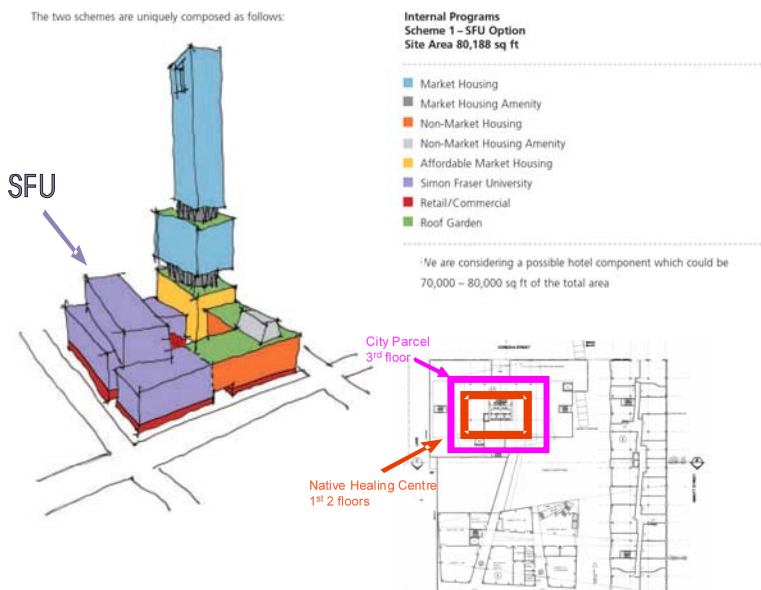
110 units to be located in the Abbott Street section together with an additional 30 units of affordable market rental housing to be located in the base of the Cordova tower along side twelve work/live units. Millennium is willing to accommodate more non-market housing units in the project if such required funding became available. Approximately 31,000 square feet of retail/commercial uses are planned that will be located on the ground floor above a 43,000 square foot neighborhood foodstore anchor that is located in the basement and will wrap from Hastings Street around Abbott Street, onto Cordova Street allowing for cross-block permeability.

Millennium advises that its development Proposal addresses the needs of the largest single group of people in the Downtown, the First Nations People, and to this end, Millennium has anchored the project with a 17,000 square foot Native Healing Centre, to be located and accessed on the Cordova street corridor. In this scheme, the SFU School of Contemporary Arts in approximately 170,000 square feet of space is located along Hastings Street above ground-level retail shops. The SFU program is laid out vertically in a new four-storey tinted glass box that is cantilevered over the 1908 building within which the SFU administration offices are intended to be located. The City Parcel in the SFU design is also located in the restored 1903/1908 building and would measure approximately 12,500 square feet located on the second and third floors.

Millennium's "alternative design" is scaled back to 620,000 square feet as the project massing becomes less dense without SFU in the project. Millennium proposes to have Vancouver Community College occupy 67,000 square feet in SFU's place, but instead of placing SFU in a new elevated structure as noted in the first scheme, VCC fits into five floors of newly constructed space off of Hastings Street. Although the market condos, Native Healing Centre, affordable rental housing and retail opportunities remain consistent with the first scheme, albeit in a scaled-down version of the three-part tower, the location of the 110 units of non-market housing are relocated entirely into the 1903/1908 Building and extend from this heritage structure to occupy the entire length of the Abbott Street section behind a fully restored heritage facade. The City Parcel in the alternative design is relocated into the Cordova structure,

immediately above the first two floors intended for the Native Healing Centre and in this scheme the City Parcel is enlarged to almost 18,000 square feet.

Millennium also noted that it put forth an alternative proposition that if SFU elects not go into the Woodward's site, Millennium would be interested in tenancing Army & Navy in the



project and then use the empty Army & Navy department store space down the block for SFU. This notion would see revitalization occur simultaneously within two critical blocks in the Downtown Eastside.

As far as the financial terms offered to the City, Millennium offers the City the most value for the site at approximately \$22,000,000, however, most of this value is vested in the additional development rights being sought. If the urban design were to be revisited, as suggested by the Urban Design Panel and Vancouver Heritage Commission review of July 21 (attached as Appendix “D”), Millennium would endeavour to revisit the architecture with the view of reallocating the same amount of density across the site in a different design expression. If a redesign utilizing approximately the same amount of density was successful, Millennium would keep the financial offer the same. However, failing an alternative urban design solution acceptable to the City, the offered sum may have to be reduced commensurately, or topped up with transferable off-site bonus density or other heritage incentives and property tax exemptions. The price to the City to acquire the City Parcel would be approximately \$6,100,000, leaving the City with a net gain of almost \$16,000,000. Millennium has demonstrated continuous commitment to the project and has presented a bold scheme that has fuelled an exciting and necessary public discussion on what would be best for the community.

In summary, Millennium advises that their Proposal will pave the way to create healthy synergies among a diversity of uses that include tourism, market retail, a food store, education, a native healing centre, housing, and entertainment, all within a \$235,000,000 “world-class” redevelopment scheduled to be completed and open to the public in November, 2007.

III) Westbank Projects and Peterson Investment Group (“Westbank”)

Westbank advises that its development philosophy stems from the realization that the opportunity to redevelop the Woodward’s site is one of great social and economic significance in the history of Vancouver.

Westbank has submitted a Proposal that provides uses that could take many forms. Irrespective of which design is pursued, Westbank anticipates health services and medical clinics will be located in the development as well as meeting and office space for community groups and associations, such as a First Nations Healing Centre, a low-cost

grocery store, local retailers and spaces for start up businesses for community economic



development initiatives.

Westbank proposes the creation of a 22,000 square foot public open space designed as a third floor podium. This ½ acre “green space” will be accessible to the public at large during the building’s normal business operating hours and could be used for community gardens. The Project is designed around a 335 foot high-rise Flatiron tower that has been inspired by the construction methods of the neighbouring Dominion Building. Westbank proposes to restore the “W” sign and elevate it prominently above the 1903/1908 building to a height of 150 feet. In terms of other heritage conservation, Westbank proposes to retain, restore, and reconstruct 66% of the Hastings Street brick facade, 86% of the Abbott Street facade, and 60% of the Cordova Street facade, although with significant introduction of contemporary elements.

Westbank further advises that the non-market housing will be accompanied by market housing and live/work lofts to further the establishment of a customer base for on-site commercial services. Before all this commences, however, Westbank advocates for the creation of a Community Advisory Council to ensure the ongoing engagement of community residents in the DTES throughout the planning and design stages.

Westbank has submitted both an SFU design and an alternative design. Westbank has imbedded further options in each of these designs to accommodate an increase in allocation of non-market housing units, should additional funding become available to develop more social housing and Westbank included a Proposal on how additional units would fit into the two different schemes.



The SFU design, for example, has a baseline design that accommodates 100 non-market housing units together with 265 units of market housing located in the high-rise tower and a further 115 market - live/work loft units to be located in new construction behind a refurbished Cordova

facade. A second sub-option is presented which will permit the SFU design to carry up to 215 non-market housing units subject to availability of funding by converting 104,000 square feet of space that houses the 115 loft units.

The baseline option will see SFU occupying 180,000 square feet of space together with 30,000 square feet of retail space for a food store anchor. SFU would be accessed off of Hastings Street and would be situated on five floors. The City Parcel in this design option measures 31,500 square feet and is located primarily on office levels 2 and 3 at the Cordova and Abbott Street corner. An opportunity to incorporate a 12,000 square foot childcare with appropriate open play area, is also made available to the City, should the City desire to pursue, at its cost, childcare in the project.

The alternative design put forth by Westbank incorporates a “day and night” market. The massing of the alternative design is almost identical to the SFU scheme, although the tower would contain 292 units and the Cordova section would house 136 loft - live/work units. The only major exception is that the Hastings elevation is lowered three floors by the absence of SFU from the program. The ground floor space is replaced by a 70,000 square foot day and night market, which will include a food store, stalls, and supplementary retail opportunities. The second floor that would otherwise be occupied by SFU is reprogrammed to include the UBC School of Architecture and the Vancouver Community College Jewellery Art and Gemology Program. The City Parcel size remains unchanged, but is now almost entirely on the 2nd floor podium facing Hastings Street. Again, the alternative design has a sub-option that will permit Westbank to convert market residential loft space into non-market housing to accommodate up to a total of 237 units if funding should become available.



Westbank’s financial offer to the City is directly related to the presence of Simon Fraser University and Westbank has agreed to offer the City approximately \$6,300,000 with SFU in the Project, or \$7,100,000 without SFU. The difference is made up in the increased residual

property value of having more market housing in place of SFU. In accordance with the RFP, Westbank would look to the City to reinvest these exact sale proceeds back into the Project to acquire the City Parcel.

Westbank estimates a non-market housing construction shortfall of almost \$7,000,000 and is looking entirely to the City or BC Housing to fund this shortfall. Westbank is also seeking financial compensation for required heritage restoration and would require approximately \$4,800,000 in heritage incentives for the SFU design, and \$8,200,000 in heritage compensation for the alternative design. The final amounts would be negotiated as part of the Sale Contract and Development Agreement process and would manifest as bonus density of approximately 87,500 square feet and 137,000 square feet for the two schemes, respectively. Westbank has also requested a ten year property tax exemption as part of their Proposal to help market the residential and commercial parcels and is seeking relief from zoning, development and permitting fees and a waiver of property taxes during construction. These additional incentives would support Westbank's financial development proforma by approximately \$8,480,000. The City would have to finance a further \$5,700,000 in cash or density if the City elected to take ownership of the commercial/retail parcel.

The Westbank development Proposal estimates the cost at \$149,000,000, and would be completed and ready for occupancy in mid 2008.

ELEMENTS COMMON TO ALL THREE PROPOSALS:

All three proposals state the creation of job opportunities for local residents in both the construction and ongoing maintenance and operation of the completed project. All the proponents also address local procurement of material and supplies and make reference to sustainable design principles and commit to LEED certification of their projects.

Two proponents, being Westbank and Millennium, intend on constructing an overhead walkway connection to the Gastown Parkade, where as Concert/Holborn prefer to keep the connection at street grade. All intend to utilize some of the 500 parking spaces allocated to Woodward's in the new Parkade across the street.

THE EVALUATION PROCESS:

The Woodward's RFP documentation identified the parameters for selecting a developer to proceed with the redevelopment of the Woodward's site. An Evaluation Committee (Appendix "B") consisting of City staff was appointed by the Woodward's Steering Committee to summarize the RFP Proposals, conduct interviews with the developer respondents and report back on issues, challenges, and opportunities to the Steering Committee for consideration by Council. As Council will recall, a key objective of the RFP was to encourage Proposals which

maximized benefits to the residents of the Downtown Eastside, as well as to the residents of the remainder of the City, while at the same time being economically viable for the developer and financially feasible for the City.

The Evaluation Committee was permitted to give different weight to individual evaluation criteria provided that the same criteria and weights were applied to all Proposals. For the assistance of the developer proponents, the City anticipated that the criteria set out in the Guiding Principles and the Urban Design Guidelines would have primary significance in the evaluation of the Proposals and that other criteria would have lesser significance after these criteria were satisfied. However, the City has expressly reserved the right to select a proponent who offers a Proposal that the City judges to be the most advantageous overall. The results of that evaluation process are summarized herein.

1) Overall Quality of the Submission;

In reviewing this category, staff evaluated each of the developer presentations for overall quality and detail of the RFP Proposal materials submitted, including the presentation panels and project models shown to the public, and technical material such as conceptual designs and proforma financial models. Staff were also interested in the make-up of the architectural and design consultant teams engaged by each developer and looked to how each developer addressed and interacted with the public during the open houses. Staff also confirmed that the requirements of the RFP were addressed and that each proponent followed the Urban Design Guidelines, included the minimum 100 units of non-market housing in their project, presented an SFU design together with an alternate design, retained and restored the 1903/1908 building including the “W” sign, and executed the required legal acknowledgements of the RFP documents.

This category proved to be the easiest to evaluate in that all three developers presented outstanding Proposals, submitted thorough and detailed technical information, hired quality architects and project consultants, attended every one of the City open houses, and engaged the public in meaningful discussion. Staff found every proponent to be helpful and responsive in addressing questions and concerns regarding their Proposals, and were generally responsible for making the Woodward’s RFP a very successful Proposal call.

2) Performance of Urban Design and Architecture, including Compliance with the Planning and Urban Design Guidelines;

The evaluation for this category involved one of the most substantive analyses conducted by City staff for the project and specifically included the assistance of both the Urban Design Panel and Vancouver Heritage Commission in their first joint session. The minutes of this precedent setting meeting are attached as Appendix “D”.

Staff’s technical analysis for this category specifically examined i) the degree of innovation of each submission; (ii) the overall design philosophy brought to the project; (iii) the developer’s response to the Urban Design Guidelines; (iv) each project’s excellence in building design, aesthetics, and architecture; (v) each “SFU design” against each “alternative design”; (vi) the degree of neighbourhood fit and cross-block ground floor permeability; (vii) general accessibility for the project; (viii) the quality/innovation of integration and connectivity of market and non-market housing; (ix) how street fronts were animated with retail and open public space at grade and how the streetscape was to be improved; (x) the diversity of uses and overall project dynamics; (xi) building heights, project density, and massing in the context of the Urban Design Guidelines; (xii) reliance on the "exceptional architecture" provision; (xiii) the impact of each Proposal on the surrounding neighbourhood, including use of proponent controlled sites in vicinity of Woodward’s; and (xiv) the quality of livability for residents in the

project.

Commentary on Guidelines Analysis

The more detailed analysis of each Proposal's urban design performance (Appendix "E") against the Council approved Woodward's design guidelines have yielded some "comparative themes" which deserve further commentary.

Tower Personality

Each Proposal presents a distinctive approach to tower form and expression with all three appropriately sited to mark the Cordova Street axis.

The Concert/Holborn design proposes a height that will effectively integrate with the historic precinct. Further design development is needed to explore refinements to massing, form and architectural expression to ensure that the tower component is relevant as a contemporary interpretation of precinct characteristics. This exploration could involve a shaping of the uppermost floors with an integration of penthouse requirements, a different strategy for exterior wall systems including more substantive materials, colour references and vertical proportioning of fenestration as well as references to tripartite expression evident in early Vancouver buildings. Staff want to emphasize that a successful resolution of massing, form and architectural expression for this Proposal will be borne from a creative, and not literal, interpretation of precinct qualities and executed in contemporary systems.

The Millennium Proposal presents a challenging architectural question with its tower height and expression – "Should the design response be overtly iconic as a strategy for revitalization?" Staff strongly disagree with this approach. While Millennium's provocative tower has generated discussion, and awareness, with the general public of the Woodward's initiative, staff believe that the proper design statement, both contextually and symbolically, defers to the rich, established historic precinct in deriving qualities for a tower form. This does not mean a literal interpretation, or replication of features, when considering a design response. It does however, open up possibilities for creative exploration within a framework informed by appropriate height, form and scale. This approach, vs. an iconic one, has a greater chance of producing a more responsive solution that will have substantive, enduring qualities than one driven by style or academic interpretation.

The Westbank Proposal suggests potential for an innovative response to both contextual and environmental influences. Staff recommend a reduction in height to improve the tower's scale within the historic precinct. Should this occur, the Proposal's proportions as a "true" flatiron building, an appropriate interpretation of precinct form, would be greatly improved. Staff would be enthused to creatively explore how a more appropriately scaled flatiron form could be interpreted in its expression. An opportunity for innovation, both in green systems, and in materiality/detailing, clearly exists with this proponent. This opportunity could yield some exciting possibilities for tower personality.

Public Space as an Amenity

The Concert/Holborn Proposal presents a unique opportunity for the City to secure a public open space of significant scale. There is potential for the open space, over time, to serve the entire City and region. The square, as proposed with full enclosure on its edges, would present use and programming possibilities currently not achievable with outdoor public open spaces of similar size such as the Queen Elizabeth Plaza. This is due to the location (internalized and protected from street noise), proximity to intensive SFU pedestrian activity (Gastown/*Storyeum*) recalling the cross-block connection along the westerly edge of the space, open air (unlike *Tinseltown*) and proportionally more effective for large gathering and events (unlike *Blood Alley*). Staff want to emphasize that a space of this size does not require active programming all of the time to effectively serve users as an amenity. In fact by contrast, downtimes with no programming, will achieve a passive quality that would be welcomed in a precinct characterized by intensity of street-life and buildings. The symbolism of the open space, distinct from the on-site market development, as a gesture to the community and to the historical importance of the site itself by mirroring the retail history with a new amenity future is interesting.

The Millennium scheme also provides an open space at grade. The space, however, will not function effectively as an amenity given shadowing performance, relationship to the poorly located cross-block connection and minimal animation potential noting that the westerly edge is predominately an internal wall that disguises parking and loading access. Staff have concerns with CPTED (Crime Prevention through Environmental Design) performance of the Millennium scheme given poor perimeter surveillance of the space while functioning as a circulation core for SFU.

The Westbank Proposal effectively does not provide exterior open space as an amenity as the proposed public roof garden is intended to be located on either level 3 or 5. Staff question this location, and community usage, and would recommend that the space be dedicated to residents and designed accordingly. This scheme does, however, provide internalized space which could serve the community as an amenity if properly programmed and designed. Staff would recommend that locally serving retailers, and service-oriented tenants, be relocated to the street frontage thereby freeing up the internal galleria space for more active SFU programmes. The day and night market opportunity would be an interesting alternate use of the space as an amenity and as long as it adds a unique retail dimension to the neighbourhood.

Enhancing the Street

The Concert/Holborn Proposal, while internalized as a public square, will contribute to streetlife. This will occur due to the organization of the various uses which take full advantage of pedestrian connections through the site as well placed entries and perimeter openings which announce activity. The movement from the perimeter sidewalks to and from the square will be legible and comfortable. In addition to an exchange of pedestrian, student, resident and visitor “energy” permeating the site, the Proposal contributes a strong sense of street containment

through the retention of the existing Woodward's building. A rehabilitated streetwall, with its historical presence reinstated, will enhance the three surrounding streets and inform possibilities for further streetscape improvements. A high quality public realm, as an extension of the square environment, is anticipated with this scheme. Continuous weather protection that allows natural light to penetrate the sidewalk environment is anticipated.

The Millennium Proposal also exhibits some qualities which may enhance the street including animation systems that portray SFU activities in large, bold images. This approach could be initially innovative but may become dated noting that the concept requires "turnover" and maintenance to sustain. Staff remain concerned with the approach taken to streetwall design for the Hastings Street frontage as it will diminish the historical presence of the Woodward's building (refer to Heritage commentary).

The Westbank design, with design development to improve permeability for street fronting shops, and with improved cross-block connection that follows the galleria, could become an energizer of street activity. As noted, the inclusion of the westerly lands would open up design possibilities to improve this scheme's internalized relationship to its perimeter sidewalk environment. The opportunity, similar to that noted in the Concert/Holborn Proposal, to introduce a continuous high quality "inside/outside" public realm strategy is inherent in this scheme.

Legibility of Uses

The Concert/Holborn Proposal offers the most legible strategy for use placement on the site. The SFU placement, when combined with an exciting institutional expression of user activities, introduces an effective "counterpoint" to the established heritage fabric of the precinct. The counterpoint contributes to the clarity of uses and structures as understood from the perimeter of the site and within the square. In a similar way, the dedication of the 1903/1908 building to the City also contributes to a visitor's understanding of use given its purpose in providing local services. This will be reinforced through façade features, storefront design, lighting and signage noting that this building is located at the most important corner of the site and can operate independently of other uses, including retail and SFU. The assignment of the symbolic "W" Tower for elevator access to the City Parcel provides enhanced legibility of the site, even when viewed from a distance. Greater clarity of the non-market housing component in the tower is required noting a peculiar, almost office-like, expression at this time. This can be corrected through design refinement.

The Millennium scheme does offer some legibility of use given the fractured approach to overall massing and form with related architectural expression. Clarity of access may be challenging for this scheme with repeat visits to the site possibly required for visitors to fully comprehend how the site is organized.

The Westbank design could be improved with respect to legibility of uses noting the approach taken to façade expression relates more to contextual interpretation than internal use. This could be achieved through design development to exterior wall systems, signage, lighting, graphics and fenestration systems while still respecting the general approach taken to form and massing.

A New Energy

The Concert/Holborn Proposal presents an exciting “place-making” opportunity to create a civic amenity that has long-lasting potential to serve the precinct, City and region. The “opening up” symbolism is profound given the frustrating history of the site and numerous attempts to re-develop. The size and quality of the square, while evoking images of small European piazzas, is entirely appropriate, and timely, for this precinct at this time. The emergence of Blood Alley as a performance space, when combined with various greenway (Carrall Street) and pedestrian route (Downtown Historic Trail/CPR ROW/Silk Road) initiatives, contributes to a re-energized network of unique spaces that, in their discovery, will produce delight. The new square would be the focus in this hierarchy of interesting, “out of the way” places that will characterize this historic precinct. The design approach taken to showcasing the “W” by Concert/Holborn is equally exciting. The use of the supporting tower for vertical access to the 1903/1908 building, and possibly a rooftop daycare, can only enhance the symbolic importance of the “W” given daily travels up the Woodward’s Tower.

The Millennium Proposal may produce an immediate reaction from the public given the architectural statement. The more important reaction will be to the internal space, especially at ground level during bad weather and dark hours.

The Westbank design, with modifications to proposed density, tower height and ground level planning, could serve as a dynamic “hub” of activity and gathering with positive effect on the local community and precinct. Energy drawn from the hub will rely upon design excellence, a synergy of users and good will in the daily self-managing of the place. The inherent innovation in how users have been considered is potentially a worthy experiment.

It should be noted that all developers indicated a willingness to work with staff towards refining the design in the areas that staff felt warranted a review.

3) Demonstrated Commitment to Sustainable Development;

The Woodward’s RFP has been fundamentally structured around sustainability objectives and the evaluation criteria referenced throughout this entire report, examine social, environmental and economic goals. All three areas of concern are important and interdependent. Sustainable building design is an important aspect to any new development in the City and this section of the report focuses entirely on evaluating the environmental performance of the Proposals with respect to building and landscape design.

City Council has established strong policy and programs to support increased environmental performance in buildings, especially civic facilities. The City's climate change planning process has highlighted the need to achieve significant increases in energy efficiency as well. The measures adopted in this project will assist the City in demonstrating leadership in this field by facilitating and promoting sustainable building design by the private sector.

A detailed sustainability analysis is attached as Appendix "F". This review highlights the environmental attributes of each Proposal and identifies project specific successes and challenges/opportunities that remain to be addressed.

As identified in Appendix "F", a recommendation can be made based upon the green building principles expressed, the make-up of the current project teams, and the importance of the integrated design process. These elements are more evident in some Proposals than in others, but it must remain clear that sustainable building design and construction is only one 'leg' of the sustainability 'stool' and the elements of social and economic sustainability so important for this project and this neighbourhood are dealt with in other sections of the evaluation.

The sustainability analysis evaluates each of the Woodward's RFP Proposals through a sustainability lens, and examines each submission based on four RFP sustainability categories: LEED™ targeted performance, Degree of reuse / recycled content, Demonstration of energy alternatives, and Provision for green roofs. The conclusions of this analysis are summarized as follows:

a. LEED™ Targeted Performance:

All three Developers express some level of commitment or utilization of the LEED™ standard for the project Proposal. The Concert/Holborn Proposal falls short in this category due to commitment to only pursue a LEED™ "Certifiable" design. The Millennium Proposal is strong from a LEED™ perspective, and is apparent with LEED™ specific consultants on their design team and a proposed commitment to achieving a LEED™ Certified standard. The preliminary LEED™ checklist provided shows strengths in "Energy and Atmosphere" and "Materials and Resources" sections, both of which are important sustainable building categories for this project. The Westbank project has strong representation of LEED™ qualified professionals on their team, including specialized LEED™ consultants. The Proposal shows a preliminary LEED™ checklist that would achieve a very ambitious LEED™ Silver level, with mention of LEED™ Gold as a goal from their LEED™ consultant. The program shows a strong commitment to "Energy and Atmosphere", "Materials and Resources", and "Sustainable Sites" with a very clearly defined set of commitments.

If this preliminary assessment and draft LEED™ checklist can be held to, it is clear that the Westbank Proposal is the strongest in this category.

All proponents expressed a willingness to aim for a higher level of LEED™ certification than indicated in their Proposals, noting however that there would be a cost implication and that chasing LEED™ points might not be the most optimal way to maximize sustainable results.

b. Degree of Reuse/Recycled Content:

All three projects show considerable commitment to the reuse of materials, the use of recycled content, and the use of local materials throughout their projects. The Millennium and Westbank projects have made clear commitments to quantities (by percentage or by weight) to reused/refurbished, recycled, and local manufactured and harvested materials. The Concert/Holborn project speaks to these categories in a qualitative sense and makes preliminary commitments that ensure the use of these materials.

The most important piece of this section may not be in material selection, but may be in the quantity of the original structure retained. While none of the buildings will retain enough of the core and shell to achieve any LEED™ points of “Building Reuse”, each Proposal makes varying commitments to retention. The Concert/Holborn project clearly retains the highest percentage of the original building, retaining the original façade and approximately 60 feet of original structure behind the façade on all three street frontages.

Given the high degree of reused, recycled, and local materials in each of the projects, the degree of preservation of the original building should be the important factor in the final recommendation in this section. As such, the Concert/Holborn project is the strongest in this category, followed by the Millennium project.

c. Demonstration of Energy Alternatives:

Energy alternatives are an important factor in developing a building that is efficient over a long life-cycle and reduces operating costs for the end users. Reduced operating costs are vital to any socially driven and funded project. Additionally, any energy reduction results in reduced emissions to our environment, reducing, for the life of the building, the ecological impact of the project on the neighbourhood and the City. Given this mandate, only the Westbank project has undertaken a preliminary energy analysis and is targeting specific technologies to reduce energy consumption and emissions. Millennium discusses a variety of interesting options for energy reduction, but only conceptually. Concert/Holborn has an undefined strategy and neither Concert/Holborn nor Millennium

have a mechanical engineer on the design team yet.

If the technologies and strategies proposed are adhered to past the conceptual design stage, the Westbank Proposal is the strongest in this category. However, given this is a strategy of exploring “alternatives” and not key energy reduction strategies, this is likely too preliminary a stage to seriously judge this item. As such, little weight should be given to this category in the final analysis.

d. Provision for Green Roofs:

Green roofs are well represented in all three projects, with no clear percentages indicated. The Westbank and Millennium projects are both expecting to achieve the LEED™ point for “Heat Island Effect – Roof” which commits them to a minimum 50% green (“vegetated) roof, but none of the designs show these roof surfaces as completely landscaped. Significant access is apparent on all Proposals, reducing the amount of vegetative coverage (possibly below the 50% threshold). The Concert/Holborn project illustrates significant green roofs; both intensive and extensive. Beyond this scope, the Westbank Proposal is seeking to expand the green roof from a horizontal plane of the roof to the vertical façade of the building, creating green walls to complement the green roofs and assist in occupant health objectives and building insulation.

If roofs are the only criteria to be evaluated in this category, all proponents would receive an equal rank. If the vertical landscaping on the Westbank Proposal is to be factored into this category, this project would be the strongest.

Environmental Sustainability Recommendation:

All three of the proponents speak favorably toward sustainable building design. Given the above summaries, it is clear that the Westbank project leads in at least two and possibly three (green roofs) of the four sustainable building categories identified under the RFP. As such, it is fair to state that the Westbank project would be the recommended project for this category. However, it is important to evaluate the importance of the heritage retention component in all Proposals.

City Parcel: On the City-owned parcel, the fit-up could be done separately from the general contract. It could be designed and built under LEED™-CI (Commercial Interiors) to a Gold standard as required by Council under their recently adopted policy. As the fit-up costs are additional costs to the City, and all three proposals, with the exception of the Westbank proposal which provides a \$25/sf cash allowance, this strategy could be reflected in the business arrangement and will need further study.

Ultimately, sustainable building design is only one of many evaluation criteria and must be weighed against the social and economic legs of the sustainability stool. In the case of the Woodward's project, green building design should be important, but should not outweigh the importance of reestablishing Woodward's as a social and cultural heart of the downtown eastside; nor should it outweigh the importance of having an economically viable and sustainable project that affords all of the other objectives sought for on this project.

These issues will be discussed with the successful proponent during the period of negotiations.

4) Heritage Restoration and Retention, including an assessment on the use of established heritage incentives involving tax exemption, density bonusing, and facade grant programmes contemplated;

One of the most important goals of the Woodward's RFP has been to encourage, and in fact require, heritage conservation of the Woodward's building including its facades. The RFP required the mandatory retention and restoration of the 1903/1908 building together with the "W" sign.

A detailed heritage analysis is attached as Appendix "G". This review examines such important heritage criteria such as (i) degree of building retention; (ii) retention and prominence of "W" sign; (iii) incorporation of heritage elements (cornices, signage, original windows and sills, brick, facade treatment, etc); (iv) impact of project design on overall heritage district; (v) project conformance with established heritage policy; and (vi) assessment of how "new" construction interfaces and responds to/with "old" and distinct heritage district.

Staff have examined the heritage attributes of each Proposal and identified project specific successes and challenges/opportunities that remain to be addressed. The commentary regarding the amount and value of heritage incentives sought can be found in the financial performance section of this report. The conclusions of this heritage analysis are summarized as follows:

CONCERT/HOLBORN

From the heritage perspective, this Proposal meets the highest expectations of the RFP and surpasses the other Proposals. Limiting the on-site program and shifting density off-site enables this Proposal to address and conserve heritage at the block scale. The scale and grandeur of the Woodward's department store in its heyday is restored and celebrated, while the new additions are limited in scale so as to be compatible with the surrounding heritage context and precinct. This Proposal also distinguishes itself from the other Proposals by retaining and restoring the façades on all three block faces to the 1927 era when they were all of a unified architectural treatment. The restoration details demonstrate a very high level of respect for all the significant character defining elements and in particular the "W"'s original 1908 portion, as well as all

subsequent architecturally significant additions. The Proposal sends a compelling and optimistic message that revitalization can occur in the DTES preserving and celebrating the early buildings in the area.

For comparison purposes, however, if the non-market housing were to be moved onto the site, it is highly likely that with the exception of the Hastings Street frontage and the mandatory retention of the 1903/1908 building most of the interior sections of the building would have to be reconstructed in order to maintain the proposed financial returns.

Where this scheme falls short is the SFU pavilion and in particular the tower, which are separate, and withdrawn from the heritage of the site. A much more creative and thoughtful engagement is required. Undoubtedly, this Proposal is respectful of heritage and merits full access to heritage incentive tools, but staff are concerned about the significant amount of bonus density, roughly 380,000 square feet, that would have to be created on top of Concert/Holborn's request of 400,000-467,000 square feet of transferable density, to fund the restoration of the City Parcel. The creation of bonus density would have to be done in a measured and equitable way that ensures the proponents are justly rewarded for all their investment, risk and talent, but does not threaten the viability of the transfer of density program.

MILLENNIUM

This Proposal provides modest respect to the heritage of the site. The Proposal meets the minimum RFP requirements of restoring the 1903/08 portion of Woodward's, but does not meet the requirement to retain the "W" in a prominent location in the skyline. In the SFU scheme it is questionable if it can be relocated in a satisfactory way to meet the requirement. The SFU scheme respectfully rehabilitates the Abbott and most of Cordova Street portions of Woodward's, including three structural bays. The alternate scheme rehabilitates the Abbott Street portion of Woodward's. The significant shortfall of this Proposal is in the proponent's struggle to accommodate the extensive program on site; the heritage that is retained is overpowered by the mass and contrasting contemporary design of the new building blocks additions. Further, the scale and design of these new additions are so substantive and jarring that they dominate this area of the heritage precinct, and are not in keeping with Council's heritage zoning objectives for the area.

WESTBANK

Beyond meeting the RFP minimum requirements of restoring the 1903/08 portion and preserving the "W" in the skyline, this Proposal provides the least respect for the heritage of the site. In their pursuit to accommodate their program on the site, the proponent has chosen to replace all structural portions of the Woodward's building beyond the 1908 portion with new construction, while retaining sections of the heritage facades as a partial veneer on the new, with an option to retain more of the façade at an additional cost to the project.

The architectural concept is to express the continued evolution of the site. Intellectually it is a very good concept. From a heritage perspective, however, it is executed with such extensive

removal of heritage fabric, as well as overpowering and domineering new interventions such that little heritage integrity remains. In addition, this approach to conserving heritage is not in keeping with Council zoning objectives for this heritage precinct and would set a very poor precedent. To proceed forward with this Proposal in a way that respects the heritage would require dramatically reversing the hierarchy of heritage versus new construction and preserving the heritage facades in a much more complete and genuine way. It is staff's recommendation that reconstructing the heritage facades should be avoided at all costs, by retaining some of the existing supporting structural as the other Proposals have done.

5) Project Financial Performance and Return to City;

This analysis summarizes the financial performance and return to City as proposed in the three Proposals the City has received for the redevelopment of the Woodward's site. The analysis assumes that the three Proposals could be built as proposed, but Council should note that all three Proposals will evolve during the development permit process. Given the extreme complexity of the Proposals, it is not possible to distill the financial impacts into one net figure. Accordingly, the financial assessment has been categorized into several distinct areas, as set out in Appendix "H". Ongoing negotiations with the successful proponent may result in some financial elements of the project changing from those assumed here.

FINANCIAL ANALYSIS SUMMARY

Concert/Holborn:

Concert/Holborn has indicated that the financial structure of their Proposal is strictly contingent on the transfer of between 400,000 and 467,000 square feet of bonus/heritage density from the Woodward's and western lands sites to 1133 West Georgia Street site. This is predicated on the basis of the existing DP FSR of 7.63 and in addition, excludes the City Parcel and Coastal church space from FSR. In current market conditions, this density transfer is worth from \$40 to \$47 million at their receiver site on West Georgia. There are two important questions concerning this density transfer, for which answers are unknown at present: (i) whether the City would permit Concert/Holborn to transfer this density, and (ii) how much density the City would allow to be transferred onto the West Georgia Street site. Concert/Holborn will only cover the cost of the non-market housing shortfall of \$6.145M if they are permitted to transfer all or most of this density to Georgia St. It is also noted that, according to Concert/Holborn, their proforma would be negatively impacted if the non-market housing were relocated to the Woodward's property as requested by the City rather than constructing this parcel on the western lands site.

Concert/Holborn's Proposal delivers the least guaranteed cash to the City and charges the highest price for the City Parcel. It contains two contingent revenue components: (i) a potential share of the profits from the sale of the market housing, an amount over the developer's 15%

profit, potentially up to \$6 million for the City, and; (ii) the value of the heritage bonus density earned on the City's share of the heritage restoration costs to the 1903/1908 building. Although Concert/Holborn have assumed these heritage costs would be included in the \$11,972,000, the City's cost consultant has estimated that these costs could actually be between \$15.5M and \$19.0M±, since there are many unknowns in bringing the whole building up to current code.

Millennium:

Millennium's Proposal nets the most cash to the City of the three, by a significant margin. While Millennium's proforma is contingent on gaining a significant height/FSR allowance over the current Urban Design Guidelines through a rezoning, the developer has indicated that their offer price would not change should a lower height be mandated by urban design. Millennium would propose the same density in a lower tower, or alternatively, potentially realize lost value through the creation of transferable density and property tax exemptions. At this point in time, the City does not have an indication of how much, if any, transferable density or tax exemptions would be required if the built form were to be changed.

Westbank:

Westbank's Proposal is also contingent on being granted a height/density allowance for their tower, though more modest than that required by Millennium. Westbank has indicated that they will transfer density offsite in order to maintain the feasibility of their proforma, should they not be able to obtain the incremental density on the Woodward's site.

Westbank proposes a straight trade of the land for the City Parcel, and assumes the non-market housing shortfall will be funded by the Province. As this assumption is not guaranteed, the analysis included the shortfall as a cost to the City. Westbank's proforma appears to work as presented in the Proposal, noting that there are significant financial allowances requested of the City of approximately \$8,480,000, together with transferable off-site bonus density compensation for heritage and other works ranging from \$8.44M to \$10.07M in value.

NET VALUE CREATED FOR CITY

Table 2.1 in Appendix "H" summarizes each of the three Proposals, comparing the following financial elements:

- (i) the guaranteed cash the City would receive,
- (ii) the contingent cash the City may receive,
- (iii) the value of the assets the City would receive, and
- (iv) estimates of the cash the City would have to spend or forego associated with the development of the project.

Tables 2.2 through 2.4 provide more detail underlying specific line items in Table 2.1.

Because transferable or extra onsite density granted to a developer does not represent a direct cost to the City, it is not included in Table 2.1. However, this density does represent value created for the developer, and as such it is important to consider the value of this density being requested by each developer when interpreting Table 2.1. Detailed information on the value of the transferable density required by each proponent is found in Appendix “H” - Table 3.1.

Council should be apprised that each Proposal provides the City Parcel to a “base building complete” standard and that further “tenant improvement” money will need to be expended by the City to complete the premises for their ultimate use. The amounts and sources of funding will be reported back to Council once the Directors of Cultural Affairs and Social Planning have completed their Non-Profit Premises Category recommendation for Council.

FINANCIAL CONCLUSIONS

Concert/Holborn Proposal:

- provides the City the largest City Parcel at 57,000 square feet, but would likely require additional subsidies from the City to renovate and upgrade.
- transfers the entire cost and risk of the heritage upgrade of the 1908 bldg onto the City and assumes that the full cost can be recovered by the City selling the heritage density through its own heritage program.
- provides the City the least guaranteed cash
- provides the City with a 31,000 square foot central public square, however ongoing programming and operating costs have to be analyzed.
- delivers \$6,145,000 to the City in exchange for the land, in addition to providing a profit sharing opportunity to the City to possibly realize \$6.02M, which is not guaranteed
- provides no assurance the non-market housing shortfall can be covered unless density is transferred to the West Georgia Street site.
- provides the developer with \$40M to \$47M in density on its West Georgia Street project.

Millennium Proposal:

- delivers the largest cash amount to the City in exchange for the land, \$20-22M.
- is the only proponent that does not assume significant development related costs are transferred to the City.
- does not require any financial contribution from the City for heritage upgrade costs.
- is the only Proposal that does not require transferable density, but it is noted that Millennium is flexible about using the heritage density program if not all the desired density can be located on site.

- provides a mid-sized parcel to the City at the highest cost per square foot.
- provides significant amenity space for both seniors and Aboriginals in the community.
- requires the most incremental on-site density of the three proponents.

Westbank Proposal:

- provides a moderate amount of guaranteed cash to the City
- provides a mid sized City Parcel, accepts all risk associated with the upgrading of the City Parcel, and does not require any financial contribution from the City for related finishing or heritage upgrade costs for the City Parcel.
- is the only Proponent that offers a tenant improvement allowance, to be applied to finishing the City Parcel (\$790,000).
- does not fund the non-market housing shortfall (estimated to be between \$5.6 - \$7.3 million).
- is the only proponent that assumes ten-year tax heritage incentive exemption (estimated foregone revenues to the City of \$3.3 - \$4.7 million).
- anticipates exemptions from various development-related costs, such as DCLs, permit and rezoning fees, and construction estimated to be \$3,780,000.
- provides the developer with \$8.4-\$10.1M of transferable offsite heritage bonus density.
- requires some on-site density over Urban Design Guidelines, for their SFU scheme only.

6) **Retail/Commercial Impact Analysis**

A local retail impact consultant, Hudema Consulting Group Limited was retained to comment on the economic impact that the three developments may have on the surrounding business community to gain an understanding of the viability of the three Proposals' commercial components based on market demand. The study specifically focused on any potential impacts the developments may have on existing retail markets in the Downtown Eastside, Gastown, Chinatown, and International Village neighbourhoods. This section of the report summarizes the consultant's conclusions, and the complete study is attached as Appendix "I".

The consultant advises that the redevelopment of the Woodward's site in Vancouver's DTES will ideally include a commercial component that has a good fit with both planning and future directions for the DTES and the market demand for commercial space in the area. In order to accomplish this, commercial space in the new development should be:

- Primarily serving the on-site population;
- Non-competitive with existing destination-type retail in Gastown and Chinatown;
- Street-oriented or highly street-accessible to engage pedestrian interest; and,

- Include year-round, daily uses.

IMPACT OF PROPOSALS ON NEIGHBORING BUSINESS COMMUNITY

According to the consultant's modeling, the Concert/Holborn Proposal which includes SFU will provide less retail and service commercial space on-site than is warranted by the demand it will create. This will result in a net benefit to other DTES commercial areas, while still providing almost 90 percent of warranted floor area on-site. All of the remaining Proposals and options result in a net transference of retail spending to Woodward's retail establishments, from other areas, thus weakening those areas. In terms of spending and square feet, the Concert/Holborn SFU option results in a net transference of almost \$677,000 from Woodward's site to other areas, thereby supporting 3,400 square feet elsewhere, eg. on the south side of Hastings Street.

All of the proposed options which do not include SFU, due to the fact that they reduce the on-site daytime population while increasing the provision of commercial space, will have net negative impacts on other retail areas in the study area. The consultant advises that certain types of uses should clearly be avoided on the Woodward's site, as they would provide disproportionately more competition for Gastown and Chinatown and suggests that locating significant amounts of food, souvenir, clothing, housewares, or other "Department Store Type Merchandise" (DSTM) would directly compete with existing merchants in nearby Gastown and Chinatown, and should therefore be avoided.

The increase of the market for commercial goods in the DTES (in terms of greater retail expenditure potential and warranted commercial floor area) is an important goal in the revitalization of the neighbourhood. Increased retail expenditure potential and warranted floor area is maximized in the Millennium and Westbank SFU-In scenarios. Additionally, it should be noted that the inclusion of SFU in the development increases demand for commercial greatly in each proponent's submission.

Only one Proposal (Concert/Holborn SFU-In) creates positive benefits by increasing the demand for commercial space by more than the supply it proposes. The Concert/Holborn SFU-Out and Westbank SFU-In Proposals also create minimal impacts to existing businesses, while the other three Proposals are likely to result in significant transfer of spending to the Woodward's site, at the expense of other retailers in the area.

CONSULTANT CONCLUSIONS

Concert/Holborn

- Creates a greater demand for retail than the supply proposed, with the inclusion of SFU; causes minimal impacts without the University, thereby serving primarily local residents;
- Minimal competition with Gastown or Chinatown;
- Proposes a pedestrian-ized commercial area and addresses view lines;

Millennium

- Both Millennium Proposals include a large amount of retail (+72,000 square feet). This retail could be detrimental to existing businesses in the surrounding area, with estimated retail spending transference to the new development at between \$14.8 and \$18.0 million.
- The Millennium Proposals would likely create good pedestrian interest, unless they drew too many existing businesses from the surrounding area.
- The Millennium Proposal for the food store in the basement would seem to compete directly with Chinatown merchants and with the T&T Supermarket at International Village, less than 450m away.

Westbank

- 70 percent of new commercial space is supported by Woodward's residents and on-site daytime users, and minimal impacts on the existing commercial are created by the SFU-In option; this option serves primarily the local residents and will not compete with Gastown or Chinatown;
- The SFU-Out option may cause serious impacts to the surrounding commercial infrastructure. A large-scale transference of retailing could stress nearby businesses.
- Additionally, the Day & Night Market concept competes directly with retailing in Chinatown;
- The Westbank scenarios will likely succeed in creating solid pedestrian interest, although the Day & Night Market could internalize much of this pedestrian traffic, reducing potential benefits.

7) Provision of Social Goods & Community Linkages and Delivery of the Woodward's Project Guiding Principles;

The evaluation for this category focussed on the community benefits that would flow from each of the three developer Proposals. The staff analysis for this category specifically looked at how each Proposal addressed:

- (i) the provision of health and wellness services;
- (ii) Aboriginal needs;
- (iii) the provision for public meeting spaces;
- (iv) a balance of social services and community facilities;
- (v) the accommodation for child care services;
- (vi) the provision of "green" and open spaces;
- (vii) incorporation of public art;
- (viii) desirability of proposed tenants/organizations in the project, other than in the City Parcel;
- (ix) the provision of purpose built community amenity spaces;
- (x) incorporation of talents, visions, and desires of DTES residents;
- (xi) local procurement of materials and supplies from the community;

- (xii) degree to which Proposal maintains and enhances existing community;
- (xiii) the express provision of employment opportunities in the project for residents of the DTES, and
- (xiv) incorporation of the ideas of the larger community.

A detailed analysis for this evaluation Category is attached as Appendix “J”. The results of this evaluation are summarized as follows:

Concert/Holborn

From the perspective of social goods and community linkages, the Concert/Holborn Proposal meets the requirements of the RFP. The real strength of the Proposal lies in its urban design and built form with a large, accessible open plaza located at ground level, as well as the significant City designated parcel which is located in the historic 1903/1908 building. The designation of a large, distinct City Parcel in a prominent and historic location provides clear community presence within the project. As well, this space provides a high degree of flexibility which would enable the City to adapt it over time as necessary.

The Proposal addresses each of the project’s Guiding Principles. However, it is often silent on the ways in which the social and community goods will be realized. For example, the Proposal does not specifically discuss identified community health and Aboriginal needs, nor does it provide space for other social service and community facilities beyond the provision of the City Parcel and public plaza. It is assumed that the proponent is relying on the City to include these components within the City Parcel and assumes that the associated costs would fall to the City. As well, it is assumed that the City and or the institutional tenants will assume the costs of maintaining and programming the plaza.

The Proposal also provides limited information on community engagement and involvement in the project although the proponent acknowledges the importance of community partnerships and has expressed a willingness to work toward that objective.

The Proposal offers significant opportunities for social goods and community linkages but the cost and responsibility for realizing these objectives would fall to the City.

Millennium

This Proposal has generally addressed the requirements of the RFP and in some cases, such as health and wellness, made very specific capital commitments for the provision of space over and above the City Parcel and identified two community operating partners. However, there is some uncertainty with respect to the operational viability as no operational funding has been identified and these costs could fall to the City. The amount of community amenity, when considering the City Parcel and the Native Healing Centre and Seniors Centre, is relatively large. The City Parcel itself is small and has limited visibility. Use for purposes such as theatre would be compromised by the location and limitations of loading access.

The public open space within the internalized courtyard, while at grade and accessible is relatively small and shadowing may limit its usability. The semi-private rooftop open spaces for use by tenants work well with the user’s amenity spaces.

This Proposal does not respond to the needs of families with children providing no outdoor play areas, no provision of childcare and given the complexity of the Proposal, no opportunity to achieve licensable childcare within the City Parcel.

This proponent has made significant commitments to both construction and operational employment targets for local residents and has also identified an innovative economic development incubator program as part of their project. The opportunity would be enhanced by the inclusion of community employment and skills training partners, many of whom are already active in the neighbourhood.

The program provides little community cultural opportunity. There is no provision in the Proposal or budget for public art. Finally, while outside of the community amenities program areas, staff note that the proposed purpose built cultural components for SFU/VCC will require significant design development to ensure functionality.

Westbank

This Proposal has identified and acknowledged the importance of social goods and community linkages, given careful attention to the needs and concerns of the community and provided opportunities for the development of relationships for neighbourhood participation. This proponent has given particular attention to including the full spectrum of community needs including those of families with children, seniors and Aboriginal involvement through meeting spaces, health and wellness, play area design, childcare, public art and employment targets.

This Proposal includes a contribution of \$25/sq.ft. for tenant improvements to the City Parcel which will be built at cost and turned over to the City on a turn key basis. The Proposal includes provision of a cultural/events facilitator to assist in the programming of public spaces.

Proponent shows good awareness of community interest in public art. The proforma includes budget for public art with examples that include historical imagery, Aboriginal content, artistic use of the atrium and garden sculpture. The Proposal includes employment targets for youth, women and Aboriginal populations.

The proponent proposes a Community Advisory Council of local DTES residents, and stakeholders that is expected to give advice during the planning stage and assistance with the development of operational guidelines, events and festivals. The Proposal also includes a strong local business component with expressions of interest from a variety of enterprises including a significant grocery store and in the alternative design, a day & night market.

Further design development of the purpose built facilities is required for the community and purpose built spaces. Although, the public open space is relatively large and well thought out, access to the public open space is compromised by the gated entrances and by their location above grade at podium levels or higher. The internal ground level public space needs further design development as it is not yet a coherent space.

SOCIAL GOODS & COMMUNITY LINKAGES CONCLUSION

Staff note that much of the social goods and community linkages will be realized through the incorporation of the non-market housing and non-profit components which will be selected by the City through a separate process. The proponents, however, have all been invited to respond to the Woodward's Guiding Principles and the hopes and aspirations of the community as expressed through the public consultation processes to date.

Based on that, staff believe that the Westbank Proposal best responds to the challenge with a high level of attention given to the needs and concerns expressed by the community and providing for the development of a multiplicity of relationships for a broad spectrum of neighbourhood participation. The Concert/Holborn Proposal provides the largest amount of indoor and outdoor public amenity and offers the most flexibility for the City to initiate, develop and sustain a package of social goods. However, the Proposal takes little responsibility for identifying and fostering community linkages. The Millennium Proposal, while most developed in the inclusion of two specific uses - seniors' and Aboriginal healing services - lacks a similar level of connection to the full spectrum of the community. The accessibility and usability of the City Parcel and interior courtyard further limit community linkages.

8) Non-Market Housing;

The non-market housing analysis was fairly straightforward as most of the program was detailed in the RFP and required as a mandatory component of each submission. All three developers performed well in integrating this component into their Proposals and all are flexible about accommodating an increase in non-market housing units should senior government funding become available. All three developers scored well under this Evaluative Category. A summary of each submission follows and successes and challenges/opportunities are expressly noted.

Concert/Holborn

Both the SFU Design and alternate design propose the same configuration and number of non-market housing units. 95,832 gsf (79,886 sq.ft.) would be allocated to the non-market housing on floors 8-19 of the tower on the neighbouring former Woodward's gas station site (part of the 'westerly lands'), and 100 units would be built (10 studio, 48 1-bdr, 24 2-bdr, 13 3-bdr and 5 4-bdr) at a cost of \$19,645,560. The non-market housing would be funded from the \$13,500,000 already secured from the Province and \$6,145,560 to be covered by a transfer of density to 1133 West Georgia Street.

The alternate design Proposal is to develop affordable market rental units below the non-market housing instead of SFU.

Pros:

1. Achieves 100 units of non-market housing;
2. Good views, good light;
3. New construction provides construction efficiency and cost certainty;
4. Shortfall in funding for non-market housing covered by density transfer off-site;
5. Good rooftop outdoor space located next to amenity space
6. Potential to add additional floors to tower to increase # of non-market units or to incorporate a childcare.

Challenges and Opportunities:

1. Short by 8 family units;
2. Non-market housing not located on the site as required by RFP;
3. Limited integration with overall redevelopment of Woodward's;
4. Need for tower to match the design quality of the Sun Tower and the Dominion Bldg. will put non-market housing budget under stress;
5. No bridge to the parking for non-market housing across Cordova;
6. Flatiron building limits flexibility and imposes inefficiencies on non-market housing, including on unit layouts;
7. Unclear relationship with open space above SFU south of tower.

Millennium

The SFU option would allocate 94,661 gsf to non-market housing on floors 2-6 in the heritage structure at the northwest corner of Woodward's, and 105 units would be built with 21 units/floor.

The alternate design would allocate 109,114 gsf to non-market housing on floors 2-6 along Abbott from Hastings to Cordova, and 110 units would be built with 22 units/floor.

In both options 30 units of affordable rental housing would be built for disabled persons with Vancouver Resource Society as the owner and operator.

Pros:

1. Achieves 105-110 units of non-market housing;
2. Well integrated into overall Woodward's development;
3. Rooftop amenity spaces adjacent to outdoor roof decks;
4. Shortfall in funding for non-market housing covered by additional on-site density;
5. Efficient layout of units.

Challenges and Opportunities:

1. Lack of unit breakdown;
2. Units located on courtyard will have limited light;
3. Units on 2nd floor could be noisy (both on courtyard and on Abbott);
4. Providing private outdoor space for units may compromise heritage façade;
5. Large number of units/floor and long internal hallways;
6. Bridge access to parking in Cordova Parkade shown for alternative design but not SFU Option, and if provided for SFU Option would conflict with location of non-market housing component.

Westbank

In the SFU Option, 104,368 gsf would be allocated to the non-market housing on floors 4-10, and 100 non-market housing units would be built (11 studio, 53 1-bdr, 20 2-bdr, 12 3-bdr, and 4 4-bdr) and at a cost of \$18,458,407 which includes a prorated share of the land cost/purchase price of \$6,334,638. The non-market housing would be funded from the \$12,804,792 already secured from the Province and \$5,653,615 which the City or Province would have to fund.

In the Alternative Option, 109,083 gsf would be allocated to the non-market housing on floors 3-8; and 100 non-market housing units would be built (10 studio, 52 1-bdr, 19 2-bdr, 15 3-bdr, and 4 4-bdr) at a cost of \$20,111,321 which includes a prorated share of the land cost/purchase price of \$6,334,638. The non-market housing would be funded from the \$12,804,792 already secured from the Province and \$7,306,529 which the City or Province would have to fund. In the alternate option, 115 live-work units could be converted to non-market housing if the City wished.

In both options the non-market housing is located in two linked (by pedestrian bridges) components; one facing Hastings and the other in the 1903/8 building at Abbott and Hastings.

Pros:

1. Achieves 100 units (see note below);
2. Amenity space provided in multiple locations;
3. The split into 2 components allows for each to be programmed differently;
4. Well integrated into other uses and community to be developed in Woodward's;

5. Potential childcare location identified;
6. Access by bridge to parking in Cordova Parkade.

Challenges and Opportunities:

1. Proposed mix is short by 4 family units in SFU Option and 2 in the alternative design;
2. Outdoor space for exclusive use of non-market housing is lacking;
3. Outdoor space for individual units may be difficult to provide without compromising heritage façade;
4. Possible conflict with proposed community building and community gardens on top of non-market housing, and with SFU and VCC e.g. shared elevators and circulation;
5. Cost includes component of land cost/purchase price (in effect the non-market housing would subsidize the City Parcel). Funding from Province assumes no land cost for non-market housing;
6. Funding required from City and/or Province to cover shortfall in funding for non-market housing.

9) Engineering & Transportation Analysis;

This section discusses the evaluation of the engineering aspects of the Woodward's development Proposals from each of the proponent groups. Staff have considered the merits and challenges of each Proposal with regard to the access and egress routes; parking and loading provisions; land uses, the corresponding traffic generation and possible mitigating measures; and finally, infrastructure improvements required to service and connect the site to the surrounding neighbourhood. The proponent teams have obviously considered these technical aspects in their development schemes but due to the lack of required detail in the submissions there are gaps in information provided and therefore there will be changes or clarification required as the selected developer moves forward. These details can be worked out with the chosen development team and changes can be required as part of the conditions prior to issuance of a development permit. While some of the required changes will have an effect on the construction proforma and possibly on the regulatory approval schedule, it is felt that none of the changes would effect the fundamental substance of the proponents submission and for the most part should not weight in on the final evaluation and ultimate recommendation contained within this report. Included in this report is a list of conditions and changes that will be required from the recommended proponent team prior to development.

Access and Egress

Fundamental to any large project, this section looks at the way each plan blends into the transportation fabric of the existing neighbourhood. Accessible, obvious and inviting access points for neighbours travelling by foot or bicycle is one key element to ensure the site works within the neighbourhood. Ease of access to the site by transit and personal vehicles are

important to support the retail, institutional and residential uses on the site. The discussion of access and egress is also part of the larger discussion on urban design which can be found in Appendix “E”.

CONCERT/HOLBORN

Pros:

- Pedestrian access to the main plaza space via three large breaks in the street wall is inviting and very public feeling;
- The openness of the plaza can provide opportunities for bicycle parking at grade which will encourage this mode of transportation;
- Orientation of massing on site allows for an opening along Cordova that can highlight space for a transit stop or a passenger drop off zone;
- Residential access is from lobbies that have street frontage as well as a prominent place on the central plaza;
- Access to the City Parcel is given prominence in the “W” tower elevator shaft and from the corner of Hastings and Abbott;

Challenges and Opportunities:

- The relocated lane will need appropriate design and treatment to ensure that it retains a sense of publicness;
- All of the entrances to the plaza occur mid-block and may create undesirable mid-block crossings;
- The mid-block crossing proposed for Cordova is not supported as it does not encourage movement along the existing sidewalks and the location is challenged by the curvature of the road, the parkade exit and the speeds of vehicles on the one way street;

MILLENNIUM

Pros:

- Pedestrian access to the central courtyard is by way of two minor and one major opening in the street wall;
- Good sightlines at the pedestrian entrances are inviting, minimize potential for conflicts and create a sense of safety;
- The central courtyard may be able to provide opportunities for bicycle parking at grade;

Challenges and Opportunities:

- the Cordova and Abbott entrance to the central courtyard involves stairs and an elevator to move between the small change in grade, which makes it not obviously accessible, reworking the grades or incorporating a ramp should be considered;
- Non-market housing access is poor, loading is unavailable and lobby is small and only takes access off central courtyard;
- Bridge shown in the non-SFU scheme would be better served attaching to the public courtyard and a to use relying on the parkade rather than simply passing over the street;

WESTBANK

Pros:

- Pedestrian access to the public atrium is from three locations, one on each frontage;
- Access to all of the grade level retail units is from the street creating a vibrant street frontage;
- The market housing lobbies connect to the street frontage and secured parking below;
- The bridge from the parkade provides easy access to the City and SFU parcels at the second floor (this may detract from desire to liven the streetscape);

Challenges and Opportunities:

- The glass enclosed atrium could preclude any bicycle parking at grade on-site;
- The non-market housing is primarily accessed from the atrium;
- Large delivery truck access may need to occur from Cordova only as the lane from Cambie is constricted with hydro poles and it could be challenging to access if travelling northbound on Cambie;
- Large trucks may have difficulty manoeuvring to access ramp to lower level parking.

Parking and Loading

With the mixture of residential, institutional and retail land uses on the site, the parking and loading demands are diverse and complex. Each of the proponent teams have chosen to provide some of their required parking on the Woodward's site and allowing the City owned Cordova Parkade to supply the remainder. This parkade is currently being reconstructed and is nearing completion. The new parkade design allows for portions of the parkade to be sectioned off in order to supply the Woodward's site with secured off-site parking for residential units. The parkade design also includes a bridge connection location that would allow an above grade connection of the two properties. Only some of the development Proposals include a bridge connecting to the parkade. These special design features were upfront capital costs to the City with the intention that the parking spaces would be made available at market rates and security improvements to the parkade would be developer funded. It is of concern to the Engineering Department that some of the proformas did not include any costs associated with parkade improvements or matters of supplying dedicated parking particularly for non-market residents that may not be capable of market rental pricing.

Loading is shown on-site for all of the plans however in general residential loading areas are poorly conceived.

CONCERT/HOLBORN

Pros:

- Access to loading and parking can be from Cordova or Cambie;

Challenges and Opportunities:

- Non-market housing loading is awkwardly located via main lobby;
- On-site parking plan will require revision to address market residential loading, layout, circulation and security;
- Parking ramp design will need further details to ensure clarity for all users and particularly visitors;
- Minimal parking spaces on site will create additional dependency on the City owned Cordova parkade requiring business deals to ensure reservation of the required spaces and possible payment to offset of concessionary prices for non-market residential parking spaces;
- As discussed above, the mid block crosswalk is not an ideal solution to link the parkade and the site;

MILLENNIUM

Pros:

- Commercial loading from Cordova;
- Ample area on site for manoeuvring in loading area;
- Retail and market residential parking accommodated on-site;

Challenges and Opportunities:

- Non-market housing parking is slated for the Cordova parkade off-site and therefore may require payment to offset of concessionary prices for parking spaces.
- Shared loading spaces are not appropriate for all uses on site, it is recommended that more loading is provided and in locations convenient to the use particularly the grocery store and all three residential components;

WESTBANK

Pros:

- Functional layout of on-site parking showing ability to secure residential parking areas;
- Parking layout identifies storage for various uses and handicapped spaces within parking design;
- Committed to improvements within parkade required to create secured off-site parking;
- Some bicycle storage shown on P1;

Challenges and Opportunities:

- Shared loading spaces are not appropriate for all uses on site, it is recommended that more loading is provided and in locations convenient to the use, particularly the grocery store and both residential components;
- More information regarding the Day and Night market will be necessary to assess loading requirements.

Transportation Impacts and Demand Analysis

Traffic generators on site include SFU and the larger retail components, and, to a lesser extent the small retail, the non-profit uses in the City Parcel and the residential units. SFU, if involved in the site, will be encouraged to continue with existing programs such as the U-pass to help reduce vehicle trips to the site. Other programs to encourage carpooling and transit use will be recommended for the main employers on site. Residential programs aimed at reducing the need for vehicle ownership, such as a car so-op, should be considered.

CONCERT/HOLBORN

Pros:

- Minimization of on-site parking and ample space for on-site bike storage within the plaza may encourage non-vehicular modes of transportation;
- There are no major retailers within the Proposal, such as a large grocer, that could generate significant vehicular traffic;

Challenges and Opportunities:

- Car co-op spaces within the residential parking area should be considered;

MILLENNIUM

Pros:

- The Proposal submission shows a significant amount of non-profit uses that would serve the community and likely attract local pedestrian traffic rather than vehicular traffic;

Challenges and Opportunities:

- Large grocery store may generate traffic. More information would be required as this moves forward to ensure that focus is on local serving retail;
- Significant residential density should trigger transportation initiatives such as car co-ops;

WESTBANK

Pros:

- No substantive pros;

Challenges and Opportunities:

- The Day and Night market may generate significant vehicular traffic as it is will likely need to draw outside the immediate neighbourhood.

Off-Site Improvements and Site Servicing

There are some off-site improvements that will be required to service and prepare the site regardless of which proponent team is selected to move forward with the development. These improvements include relocation of the sewer main that currently runs through the basement of the building and filling in of the tunnel and areaways that extend off the site. Public realm improvements adjacent to the site will be sought through development permit.

CONCERT/HOLBORN

Pros:

- public realm improvements shown such as street trees and weather protection;

Challenges and Opportunities:

- the proposed location of the lane to the west further complicates the required sewer relocation work;
- the proposed configuration of the new lane and the building mass above further complicates the airspace subdivision;
- the relocated lane will need greater width and vertical clearance than is shown in Proposal to ensure appropriate vehicle and pedestrian interaction and also to ensure future access for utility repair;

MILLENNIUM

Pros:

- public realm improvements such as street trees and weather protection;

Challenges and Opportunities:

- no substantive challenges other than the sewer, areaways and tunnel work;

WESTBANK

Pros:

- no information provided regarding off-site improvements;

Challenges and Opportunities:

- no substantive challenges other than the sewer, areaways and tunnel work;

10) Project Schedule

Development Schedules were provided by all proponents without differentiating whether they related to the SFU scheme or the alternate scheme, except the Concert/Holborn schedule which referred to SFU.

Woodwards Schedule Comparison

	Concert / Holborn	Westbank / Peterson	Millennium
Selection	Sep 14 04	Sep 14 04	
Sale Contract	Sep 22 04	Sep 28 04	Sep 28 04
Developer Agreement	Sep 15 04 to Nov 15 04	Nov 1 04	
Rezoning	N.A.	34 weeks Nov 1 04 to Jun 24 05	30 weeks { Nov 1 04 to Jun 1 05
Development Permit	15 weeks Dec 15 04 to Mar 30 05	18 weeks Jun 27 05 to Oct 28 05	
Building Permit	13 weeks Aug 31 05 to Nov 30 05	22 weeks Oct 31 05 to Mar 31 06 (includes contract doc. prep.)	9 weeks Aug 15 05 to Oct 17 05
Construction	20/37 months Aug 31 05 to Apr 30 07/ *Sep 30 08 (SFU component)	23 months Dec 26 05 to Nov 23 07	28 months Jun 1 05 to Oct 1 07
Construction value	SFU not stated Alternate	SFU \$102M Alternate \$96M	SFU \$146M Alternate \$124M
Project value	SFU \$121M Alternate not stated	SFU \$138M Alternate \$131M	SFU \$214M Alternate \$185M

Depending on the nature of the 'rezoning' to be chosen by Council and thus the potential to advance the Development Permit application process, the Westbank and Millennium Proposals are reasonable in their estimate of time for obtaining Rezoning and Development permits. The Concert/Holborn Proposal, seems optimistic in the estimated time for obtaining development permits for either/both the Woodward's and western sites.

None of the proponents provided any indication of scheduling for subdivision of the site development via air space parcels as is anticipated to enable sale/transfer of different components (e.g., City acquisition in fee simple of the "City Parcel", a separate parcel for the non-market housing, and separate ownership for other uses). Air space parcel subdivisions are complicated for several reasons, not the least of which are the often complex business and other arrangements to be created via legal agreements amongst and between the owners of the proposed parcels. The subdivision will be more complex for those Proposals having different

uses and facilities incorporated into the same building and with various shared use arrangements having to be negotiated and secured via legal agreements prior to final subdivision approval. Subdivision and conveyance is most likely to be delayed until fundamental building elements have been constructed and can be surveyed to define proposed air space parcel boundaries, although the Concert/Holborn Proposal would appear to have greater potential for advancing subdivision of the development on the Woodward's site at an earlier date, due to the building retention and greater segregation of uses proposed.

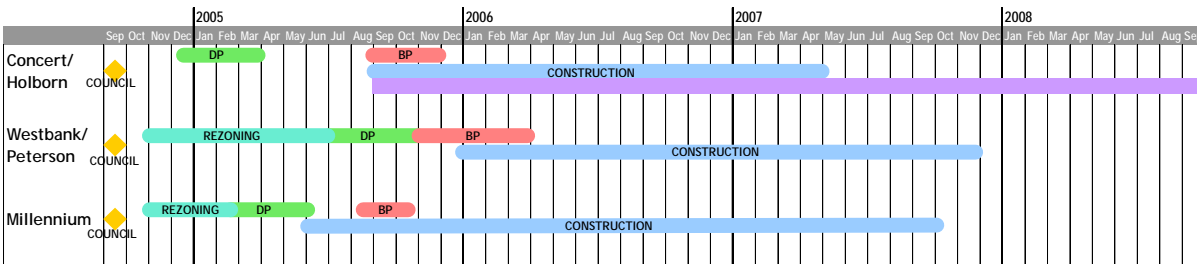
The Concert/Holborn Proposal may require additional time to finalize the closure and conveyance of the lane as this would need Council approval. The relocation of the sewer is consistent to all three proponent teams and does not pose a huge risk for schedule delay as Engineering has a good understanding of where the sewer would be relocated to and the City has a draft legal agreement addressing the sewer relocation from past development Proposals.

Regarding the DP process, it should be noted that if Concert/Holborn is the selected proponent and moves forward using the existing DE there will be delays dealing with the complexity of trying to make the DE (and it's very specific prior-to conditions) fit the new form of development. Engineering anticipates that using the existing DE will create a considerable amount of additional work versus simply initiating a new DP application.

The construction duration is linked to the value of construction undertaken, with the shortest duration in the Concert/Holborn scheme at 20 months (+17 months for delivering the SFU building located on the Western Lands), 23 months for Westbank and 28 months for Millennium.

As illustrated in the tables comparing the schedules all proponents indicate an intention to move the project along expeditiously and begin work on site in the last half of 2005, in conformance with the requirements of the RFP.

Woodwards Schedule Comparison



*Note: None of the proponents differentiated their schedule between the SFU scheme and the Alternate scheme. Concert/Holborn specifically referred to SFU in their schedule; it is unclear whether the construction that would replace SFU in the Concert/Holborn Alternate scheme would require the same construction duration as the SFU component requires.

11) Community Consultation and Feedback

The community consultation process has actively involved the general public, the residents of the Downtown Eastside, the development community, the heritage community, architects, non-profits, social service agencies, First Nations and others in determining the redevelopment of the Woodward's site. The process has expressly sought to solicit comments on the ideas and proposed uses for the site arising from the RFP which, in conjunction with the other evaluative criteria, will help inform Council's ultimate decision. The community consultation process has not been a formality, but rather has been an effort to ensure that Council receives a broad range of information before making decisions that are sustainable regarding the needs of both the Downtown Eastside and the broader community. A critical objective of the community consultation process has been to affirm confidence that revitalization of the Downtown Eastside is underway and that this will take place in a sensitive and respectful manner that will meet the needs of existing residents and business community, while also creating opportunities for investment in the larger community.

Continuing its commitment to an inclusive community consultation process, the City hosted a total of five open houses during the month of July at which the public was invited to view the RFP developer Proposals and give their feedback. Special Woodward's road show presentations were also hosted for the Gastown Business Improvement Association (GBIA), Vancouver Heritage Foundation, Advisory Committee on Diversity Issues, S.U.C.C.E.S.S., Gastown Historic Area Planning Committee (GHAPC) and members of the Vancouver Chinatown Merchant Association (VCMA) amongst other community groups and organizations (copies of various letters of support, including Strathcona Area Merchants Association, Bladerunners, Fast Track to Employment, Chinese Cultural Centre, Chinese Benevolent Association and ATIRA Women's Resource Society are attached as Appendix "K" for Council's consideration).

Over 1,000 individuals attended the open houses and of those, approximately 1/3 were Downtown Eastside residents, or represented local area businesses or community organizations.

Each open house attendee was given a feedback form asking for their comments on the developer Proposals.¹ The feedback form contained a total of 22 questions. Questions 1-12 inclusive addressed the Proposals' responses to the project's Guiding Principles; questions 13-22 focused on the ways in which the Proposal responded to select key themes that emerged during the Co-Design Visioning process. A copy of the developer feedback form is included as Appendix "L".

¹ Participants were also given a feedback form to solicit input on proposed non-profit uses. The information collected will be presented to Council when selecting the non-profits later this fall.

Respondents were asked to rate each question using a 5-point scale, where:

A = Excellent: perfect

B = Good: needs some slight adjustments

C = Average: needs more work

D = Poor: needs a lot more work

E = Very Poor: not acceptable at all

? = Don't know

The developers had representatives attend all of the open house sessions. This allowed participants to have their questions answered and helped provide important information on the Proposals.

As shown in Appendix "M", the Concert/Holborn Proposal received the highest overall ratings, Westbank received the second highest and Millennium the lowest for the 22 questions asked. However, what is interesting are the most liked or preferred features of the 3 Proposals, as well as what features were of most concern to respondents. Appendix "N" provides a ranking of these features and what follows is a summary of these rankings, as well as the qualitative comments received.

CONCERT/HOLBORN

Respondents most liked the following five features:

- Blends with neighbourhood character
- Takes advantage of heritage opportunities
- Central atrium/courtyard/plaza
- Accessible to the disabled, Mom's with strollers, etc.
- Pedestrian access through public spaces.

Respondents were most concerned about the following 5 features:

- Number of non-market housing units
- Creates a lively street front
- Amount of green space
- Lack of a food market
- Rooftop garden

Many of the comments received echoed the findings of the quantitative analysis and provided more insight to respondents' answers. For example, while respondents strongly approved the open space (courtyard/plaza) and its potential to draw visitors and students into the square, as well as act as an important community amenity space, they also expressed some concern and caution. For example, there was concern that there is a potential for the courtyard/plaza to be deserted especially in the winter months. Some suggested that it be a covered space. There were

also concerns around safety and the types of programming necessary to ensure it is a “living and safe” place. Finally, as echoed in the listed features above, a few also commented that the plaza lacked greenery.

There were also comments on the fact that the scale of the project was improved because of the use of the adjacent site (“spreads the project out”); a few comments also indicated that this made the development footprint “too large.”

There was strong support for the general urban design and fit with the scale and character of the neighbourhood, as well as the retention of important heritage features. Respondents generally favoured the height of the tower, but some also suggested the site could use more density and that the tower should be taller.

There was general support for the retention of the W sign, especially keeping its prominence as the tallest point on the site. Many commented on the Proposal’s advantage of blending the “old and the new” and its fit with the surrounding community, as evident in the highest ranked feature of “blends with neighbourhood character”. While overall the design of the Concert/Holborn Proposal was preferred, several respondents also commented that the design was “boring”, “dull” and “uninspiring.”

Respondents also commented that there should be more non-market housing units, as illustrated by the lowest ranking of all features received for Concert/Holborn as listed above. Comments also suggested that there is a need for a more affordable mix of units and finally, that there should not be more market than non-market units.

MILLENNIUM

Respondents most liked the following 5 features:

- Provides appropriate parking
- Number of non-market housing units
- Accessible to the disabled, moms with strollers, seniors, etc.
- Mix of unit sizes and types
- Food market

Respondents were most concerned about the following 5 features:

- Building heights
- Blends with neighbourhood character
- Architectural design
- Maintains and enhances the existing community
- Takes advantage of heritage opportunities

The comments received echoed the results of staff’s quantitative analysis and by far, the greatest number of respondents commented on the height of the tower and their overwhelming concern that it did not fit into the scale of the surrounding neighbourhood. This Proposal also did not fare well with respect to general urban design and fit with the surrounding neighbourhood.

Overwhelmingly, respondents felt that it did not respect the scale of the historic precinct, and that there was a lack of heritage preservation. The design of the Proposal was described as “too square,” “too much like a box,” “a cube” or a “set of blocks.” Respondents also commented that the design was too “futuristic,” “too modern” or “space age” for the area. These comments were illustrated in the ratings for all of the top five of the features of most concern.

Respondents also did not favour the location of the “W” and felt that it should be restored as a landmark for the site. There was also concern that the courtyard and common areas were “too small,” “shaded” and “closed in.” Respondents also felt that there was not enough light in the courtyard.

The Proposal rated high on “the number of non-market housing units” as Millennium proposes to construct 40 additional units (10 are for non-market uses and 30 are for affordable rental housing) in addition to the 100 units of non-market housing secured for the project. Millennium also scored well on “provides appropriate parking”.

WESTBANK

Respondents most liked the following features:

- Amount of space dedicated to retail
- Food market
- Mix of market and non-market
- Different types of retail services
- Number of potential non-market housing units

Respondents were most concerned with the following 5 features:

- Building heights
- Blends with neighbourhood character
- Rooftop garden
- Maintains and enhances the existing community
- Take advantage of heritage opportunities

In the written comments received, many respondents commented of the design that the tower was too tall and that it did not fit in with surrounding community (“too aggressive”) and that too much of the heritage was lost. This is evident in the features of most concern to respondents as noted above. They also commented that the design felt “too boxed in” that it felt “too crowded.”

Some commented that the courtyard was “too small” “too busy” “too tight” “congested” and because it was covered, felt too much like a “mall.” Some also stated they felt there was inadequate public access through the various levels of the project, the courtyard and that more

thought needed to be paid to creating a lively street front and accessibility in general.

However, many also commented that the proposed uses were “exciting”, “imaginative” and “most human.” They also felt that the Proposal would be “good for the community” and “local residents” and that programming of the space was well thought out. Many also thought that the introduction of diverse retail services is much needed in the community, especially an area grocery store, as illustrated by the top ranked features for the amount of space dedicated to retail and their food market concept. It should also be pointed out that four out of the five highest ranked features addressed key themes that emerged from the Co-Design visioning process held in May 2003.

While there was some support for the greenery, trees and rooftop gardens, many respondents felt that it was “too much” and that maintaining the greenery was “unrealistic.” Some also commented that trees and greenery visually distracted from the “W” sign.

There was support for the inclusion of more non-market housing units – as both schemes can accommodate an increase in the number of non-market housing units. This is illustrated in two of Westbank’s top features (“mix of market and non-market housing” and “number of non-market housing units”).

12) Simon Fraser University Commentary on Proposals

Although not formally part of the RFP Evaluation Criteria, staff have asked Simon Fraser University to comment on the three Proposals. As SFU was not referenced in the RFP Evaluation Section, this feedback has been received for information purposes only and has not been used to influence the staff recommendation whatsoever. It is important to note, however, that SFU can work with any of the three designs to successfully implement their School of Contemporary Arts Program into the project.

SFU’s commentary is summarized in Appendix “O”.

NEXT STEPS

The Woodward’s Steering Committee intends to recommend the Non-Market Housing Sponsor to Council over the next several months once the Sale Contract has been executed with the selected Developer. A Development Agreement between the City, the Developer, the Non-Market Housing Sponsor, and BC Housing will be negotiated during the fall.

Although this report provides Council with specific recommendations for conditions of development approval to be addressed in the next stage of the Project milestone schedule, other important considerations informing the decision to recommend Westbank still have to be addressed. These conditions include the following:

- (i) design development to increase perimeter permeability, and locally serving storefront opportunities, while exploring alternative approaches to interior planning to take full advantage of SFU's presence as a positive generator of on-site activity;
- (ii) design development to more clearly announce the cross-block connection as an organizing feature of the galleria space;
- (iii) work to understand the potential of the SFU program, and related building expression, as a catalyst for pedestrian activity and galleria animation;
- (iv) exploration of outreach opportunities to effectively, and sensitively, capitalize on SFU's presence in the precinct;
- (v) exploration of housing opportunities for families to achieve a greater mix of residential use;
- (vi) developing a strategy that ensures a vital and sustainable galleria environment that can serve as a catalyst for the precinct;
- (vii) design development to ensure that privacy and visual screening of rooftop amenity and play spaces do not compromise heritage objectives;
- (viii) development of operational strategies for institutional and open space activities to ensure that impacts on residents are minimized;
- (ix) design development to the roof garden space to accommodate residents, and not the general public or students, for private and communal activities;
- (x) design development to improve the project's scale and proportional relationship of the tower and streetwall to the historic precinct noting The Sun Tower and Dominion Buildings as references for higher building form;
- (xi) exploration of tower enclosure systems as an innovative design strategy to convey environmental performance in an historic context
- (xii) design development to improve public access, visibility and amenity of the public areas including the Atrium/Galleria and Public Roof Garden;
- (xiii) execution of a Community Use Agreement for the community programming and use of the public areas including the Atrium/Galleria and Public Roof Garden;
- (xiv) arrangements to be made for the City to exercise its option to purchase a child daycare centre of up to 12,000 sq. ft. plus adjacent outdoor play area as required by Provincial licensing standards and design development to ensure that the daycare meets the City's Childcare Design Guidelines;
- (xv) execution of a Maintenance and Operating Cost Sharing Agreement covering all common area operations including the operation of the "W" sign as well as the

- community programming of the public areas including the Atrium/Galleria and Public Roof Garden;
- (xvi) execution of a Community Use Agreement for community access and use of portions of SFU, UBC and/or VCC facilities;
 - (xvii) execution of an agreement for the provision of public art in accordance with the City's Public Art Policy and, prior to submission of a Development Application, acceptance by the City of a preliminary public art plan setting out the proposed public art program aims, artist terms of reference, site and artist selection methods, project budget, implementation plan and a schedule with particular attention to the involvement of First Nations artists in the creation or representation of any First Nations images, stories or icons;
 - (xviii) provision of a secure and equipped outdoor play area for the housing units on site suitable for children;
 - (xix) clarification of a process for public involvement in the design, planning and operations of the project including the provision of a Community Advisory Council with the participation of local stakeholders in the project;
 - (xx) arrangements to be made for the procurement of local materials in construction and operations;
 - (xxi) arrangements for a local skills training and employment program for the construction and operations phases of the project;
 - (xxii) arrangements for relocation of the sewer as a condition of development;
 - (xxiii) arrangements for the filling of the existing areaways along Cordova, Abbott and Hastings and the tunnel in Cordova as a condition of the development;
 - (xxiv) arrangements for a traffic management study as a condition of development;
 - (xxv) arrangements for retention of heritage façade during construction so as not to detrimentally effect pedestrian or vehicular traffic, particularly on Hastings Street;
 - (xxvi) agreements to clarify the use, ownership and maintenance of the atrium, parking, common elevator cores and the bridge will be required as a condition of development; and,
 - (xxvii) agreements for the above ground encroachments and the design of the canopies to City standard as a condition of the development.

Detailed design work would then be carried out over the balance of the fall into early new year pursuant to the Development Agreement.

As SFU will not be able to finalize its capital fundraising until after the successful Developer is selected and an agreement is reached on the business terms of SFU's involvement in the Project, the City will not know whether or not SFU is a confirmed participant in the Project until the end of the year. Staff have been advised that the SFU Board of Governors are on schedule to confirm their participation by the RFP deadline of December 31, 2004.

Finally, Council should be apprised that City staff have continued to invite interest from groups in the community wishing to participate under the Non Profit Premises Category (the non-profit societies, including cultural and social groups, and other not for profit entities which wish to purchase or rent premises in the Project, including those which may not be able to pay market rates) and staff in Cultural Affairs and Social Planning are analyzing all of the submissions received to date and are rationalizing both space requirements and logical user groups who could be located together to create synergies and economies of scale for their worthwhile programs. Staff in Facilities Design and Management continue to review City space requirements, operating costs, and opportunities for expansion and retraction. The Directors of Cultural Affairs and Social Planning, in conjunction with the Director of Facility Design and Management will report back to Council with recommendations for the Short-listed Respondents in the Non-Profit Premises Category which the City wishes to consider as potential owners/tenants of space in the City Parcel to be owned by the City, together with estimated operating costs, and options for covering these costs.

CONCLUSION AND RECOMMENDATION

Woodward's is crucial to the revitalization of the Hastings Street corridor west of Main and to the nearby communities of Gastown, Chinatown and Victory Square. The Woodward's Steering Committee recommends to have the City enter into negotiations with Westbank to be the Woodward's Project Developer.

Although all three Proposals had their own strengths and challenges in each of the eleven Evaluation Categories, the Steering Committee has had to look at the overall totality of each Proposal in arriving at a decision to recommend Westbank. Given that the criteria set out in the Guiding Principles and the Urban Design Guidelines were given primary significance in the evaluation of the Proposals, the Steering Committee believes that Westbank will result in being the most advantageous project to the City overall.

The Westbank Proposal not only compensates the City for its land investment through the return of a built out 31,500 square foot City Parcel, but also accepts the transfer of development risk from the City to complete the Project. Westbank best addresses the needs of the DTES as expressed in the Project Guiding Principles, as Westbank's Provision of Social Goods was rated highly in the community feedback received by the City. The overall basic Urban Design is well thought out, yet flexible to accommodate changes that may be required through the normal rezoning and development permit process. Westbank has committed to meeting a LEEDTM silver target for sustainability, and will participate in the creation of a Community Advisory Council to help steer the project design and manage issues of concern in the local neighbourhood. Westbank further demonstrates strong confidence in the local marketplace and proposes a Project that will add a significant critical mass to the area to further stimulate

revitalization in the DTES.

Measuring and assigning financial risk and uncertainty were key factors in arriving at a decision and while staff were excited by the Concert/Holborn Proposal, the nature of the linked deals, the transfer of risk to the City for the City Parcel construction and heritage upgrade costs, and the uncertain returns associated with profit sharing on the market condominiums were material considerations in not pursuing this Proposal. Although Millennium presented an ambitious program that served to stimulate healthy conversation in the community, the degree of redesign expected by staff would compromise the Proposal to such an extent that it would not be possible to apply the RFP Evaluation Criteria fairly. The willingness of this developer to work with the community and revisit its design were nonetheless appreciated. On the basis of these considerations, and upon review of the analysis contained herein, the Steering Committee is unanimous in its recommendation to Council to have the City enter into negotiations with Westbank as the Woodward's Project Developer.

It is important for Council to note that pursuant to the RFP, both the Millennium and Concert/Holborn Proposals will be kept open for negotiation with the City for a period of one hundred and eighty (180) calendar days from the RFP Closing Date should the discussions with Westbank not proceed to the City's satisfaction.

The renovation and reuse of Woodward's has been identified as a top priority of the Vancouver Agreement. The City is well on its way of achieving its objectives of revitalization of the neighbourhood, encouraging heritage conservation, securing a mix of community uses, providing non-market housing, ensuring street-front retail continuity and accommodating a mix of incomes, and the City is ready to select a development partner to bring the Woodward's redevelopment to fruition.

All three developers, as well as Simon Fraser University, have been advised of the Woodward's Steering Committee's recommendations.

APPENDICES

The following Appendices contain technical advice of the Urban Design Panel, the Vancouver Heritage Commission, The Technical Support Committee (as listed in Appendix “B”) and a Retail Consultant’s Report. These evaluations are based on specific issues as listed in the Table of Contents below.

The Evaluation Committee, in making its recommendation, took into consideration the conclusion of the Technical Support Committee, and where necessary, weighted the recommendations so as to provide the best overall Proposal for the City.

Table of Contents of Appendices

Appendix “A”	Background Information on Previous Council Directives
Appendix “B”	Steering Committee Members, Evaluation Committee Members, Technical Support Committee and Vital Support Staff Resources
Appendix “C”	Site Plan of Woodward’s and adjoining lands
Appendix “D”	Minutes of the July 21, 2004 Joint Urban Design Panel and Heritage Vancouver Commission Meeting
Appendix “E”	Commentary on Guideline Analysis
Appendix “F”	Woodward’s Environmental Sustainability Analysis
Appendix “G”	Woodward’s Heritage Restoration and Retention Analysis
Appendix “H”	Woodward’s Project Financial Performance and Return to City Analysis
Appendix “I”	Retail Commercial Impact Analysis
Appendix “J”	Provision of Social Goods and Community Linkages Analysis
Appendix “K”	Letters of Support from Various Community Organizations
Appendix “L”	Community Feedback Form - Developer Proposal Preferences
Appendix “M”	Community Feedback - Developer Performance As Measured By Highest Overall Ratings
Appendix “N”	Community Feedback Form - Developer Performance As Measured By Ranking for Most Desired Project Features
Appendix “O”	Simon Fraser University’s Commentary

Appendix "A"

BACKGROUND INFORMATION ON COUNCIL'S PREVIOUS DIRECTIVES

On April 22, 2003, Vancouver City Council adopted a Project Framework for the redevelopment of Woodward's to evaluate potential civic and other uses for the project, to consider design options and address financial oversight and to develop an inclusive public consultation process. Council also approved the Woodward's project budget in the amount of \$300,000 with the source of funds coming from the 2003 Supplementary Capital Budget.

On July 8th, 2003, Council approved the following:

- A. THAT Council authorize the Woodward's Steering Committee, through the Director of Real Estate Services, to issue a Request for Expression of Interest ("EOI") for the Woodward's site located at 101 West Hastings Street (the "Site"), to invite Proposals from interested developers, tenants, non-market housing sponsors, and others that describe interest and capacity to participate in the redevelopment of the Site, in accordance with the terms set out in the Policy Report "Woodward's Redevelopment Update - 101 West Hastings Street: Request for Expressions of Interest" dated June 24, 2003.*
- B. THAT Council endorse the Principles for the development of the former Woodward's store as set out in the Policy Report "Woodward's Redevelopment Update - 101 West Hastings Street: Request for Expressions of Interest" dated June 24, 2003, and in the memorandum dated July 7th, 2003 from the Manager, Real Estate Services.*
- C. THAT the City also consider retaining ownership of the site and possibly acting as developer and owner and commission a study to look at the feasibility of the City pursuing this option.*

On November 4th, 2003, Council further directed that the Woodward's Steering Committee release the Proposals the City received pursuant to the Request for Expressions of Interest process, draft the terms and conditions for a more detailed Request for Proposal call, and report back to Council in January, 2004 with a recommended short-list of EOI respondents that should be invited to participate in the RFP.

On January 27th, 2004, Council "In Camera" defined the City's role in the redevelopment of the Woodward's site (the "Project") as that of a Participating Investor which owns and operates space in the Project.

On February 24th, 2004, Council approved the following as the Short-listed Respondents for the Developer Category in accordance with the Woodward's Request for Expressions of Interest ("REOI"), which Short-listed Respondents will be invited to participate in the formal Request for Proposals ("RFP"), the next stage of the redevelopment of the Woodward's site (the "Project"):

- 1. Concert Properties Ltd.*
- 2. The Holborn Group*
- 3. Millennium Properties Ltd.*
- 4. Westbank Projects Corp./The Peterson Investment Group Inc.*

(subsequently, The Holborn Group and Concert Properties Ltd. Sought, and received, approval to submit a joint Proposal under Concert/Holborn)

and further, Council approved the following as the Short-listed Respondents for the Non-Market Housing Sponsor Category in accordance with the REOI, which Short-listed Respondents will be invited to participate in the RFP for the Project:

- 1. Affordable Housing Society*
- 2. Columbia Housing Advisory Association*
- 3. PHS Community Services Society*

and instructed that the Non-Market Sponsors be advised that partnerships are acceptable with the other non-profits which responded to the REOI, Alexandra Housing Society, Access Building Association, Central City Mission Foundation, Coast Foundation Society, Entre Nous Femmes Housing Society, McLaren Housing Society of British Columbia, Red Door Housing Society, and Vancouver Resource Society.

On April 6th, 2004, Council approved recommendations set out in two companion reports as follows:

(in the Urban Design Report)

- A. THAT Council approve the Woodward's Urban Design Guidelines, (therein) attached as Appendix "A"; and*
- B. THAT Council require that, as a minimum, the 1903-1908 portion of the site may be transferred to a "receiver" site(s). On August 1, 2002, Council approved, in principle, a property tax exemption program for upgraded buildings in the Gastown (HA-2) area. On July 29th, 2003, Council approved extending the Gastown/Chinatown Heritage Incentive Program to the Hastings Street corridor, including the Woodward's building,*

as well as the “W” sign, preferably with its steel tower, be retained and rehabilitated, and that this requirement be included in the RFP documentation; and,

(in the Non-Profit Report)

A. THAT the following USES be considered by the short-listed Respondents for inclusion into their RFP Proposals:

- 1. Child Care Facility**
- 2. Senior's Services**
- 3. General Purpose Meeting Rooms**
- 4. Theatre Space, particularly with SFU and VCC as Project anchors;**
- 5. Rehearsal Space**
- 6. Art Gallery Space**
- 7. Kitchen and Dining Space**
- 8. Studio Design and Art Space**
- 9. Classroom and Training Spaces**
- 10. Resource Library Space**
- 11. Guest Artist Studio Accommodation**
- 12. General Office Space; and**
- 13. Storage Space**

APPENDIX “B”

Steering Committee Members

Judy Rogers, City Manager, Co-chair
Services
Jim Green, Councillor, Co-chair
Michael Flanigan, Project Manager
Dave Rudberg, General Manager, Engineering Services
Jacquie Forbes-Roberts, General Manager,
Community Services
Bruce Maitland, Director, Real Estate Services
Clyde Hosein, Director, Facilities Design
and Management
Cameron Gray, Director, Housing Centre
Rick Scobie, Development Services
Larry Beasley, Director, Current Planning
Burke Taylor, Director, Office of Cultural Affairs
Yvonne Liljefors, Solicitor

Technical Support Team

Scot Hein, Urban Design
Melanie Marchand, Facilities Design and Management
Karyn Magnusson, Engineering Services
Celine Mauboules, Current Planning
Doug Robinson, Office of Cultural Affairs / Social Planning
Gerry McGeough, Heritage Planning
Nathan Edelson, Current Planning
Mike Thomson, City Surveyor
Leigh Gayman, Real Estate Services
Karen Levitt, Financial Services
Dale Mikkelson, Current Planning
Mark Holland, Manager, Sustainability Support
Christine Tapp, Current Planning
Jeanette Hlavach, Heritage Planning
Jill Davidson, Housing Centre
Alison Higginson, Project Facilitator
Ben Johnson, Housing Centre

Evaluation Committee Members

Bruce Maitland, Director, Real Estate
Clyde Hosein, Director, Facilities Design
and Management
Cameron Gray, Director, Housing Centre
Larry Beasley, Director, Current Planning
Sue Harvey, Office of Cultural Affairs

Vital Support Staff Resources

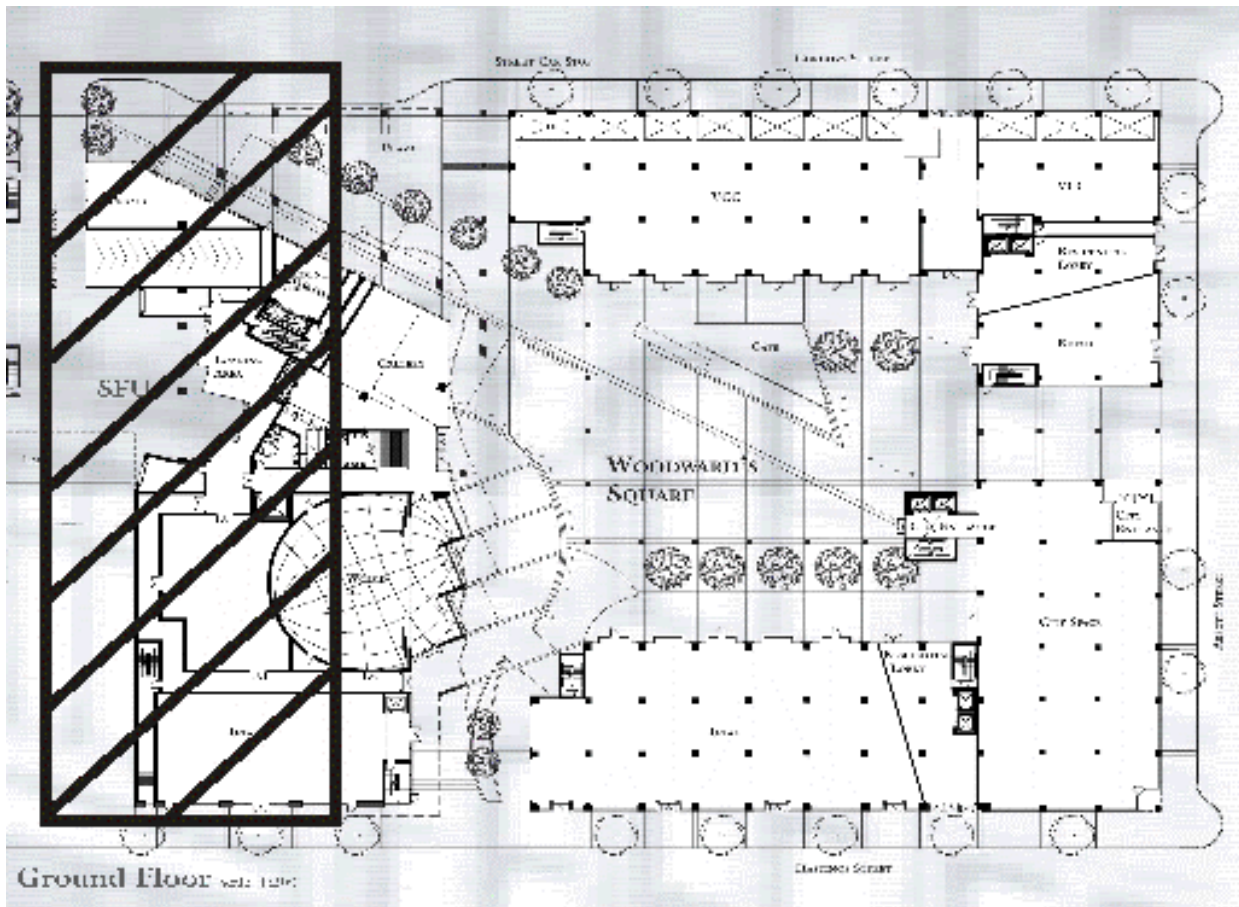
Catherine Clement, Communications
Lindsay Webb, Communications
Hamish Wilson, Communications
Elain Ayres, Communications
Thomas Donovan, Communications
David Yadlowski, Urban Design
Guy Louie, Accounting Services
Rass Lam, Estimator
Jerry Evans, Real Estate Services
John Young, Building Services
Holly Fales, Real Estate Services

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APPENDIX 'C'

SITE PLAN OF WOODWARD'S AND ADJOINING LANDS



APPENDIX “D”

**MINUTES OF THE JULY 21, 2004 JOINT URBAN DESIGN PANEL AND HERITAGE
VANCOUVER COMMISSION MEETING**

www.city.vancouver.bc.ca/commsvcs/planning/udp/2004/minutes/jul21.htm

APPENDIX “E”

URBAN DESIGN COMMENTARY AS REFERENCES AGAINST THE COUNCIL APPROVAL URBAN DESIGN GUIDELINES

The following chart summarizes staff’s review of urban design performance, including an assessment of individual development strategies, for the Woodward’s Proposals against the Council approved *Woodward’s Urban Design Guidelines* dated March 23, 2004. A comparative discussion with conclusions, that highlight key findings discovered in the analysis, follows.

<i>Design Guideline Performance Category</i>	<i>Guideline Intent</i>	<i>Concert/Holborn Performance</i>	<i>Millennium Performance</i>	<i>Westbank Performance</i>
<i>2.0 Neighbourhood Character</i>				
<i>2.1 Revitalization of the Precinct</i>	<p><i>The redevelopment of Woodward’s should strive to introduce both uses, and design approaches, that will stimulate the upgrading of other properties in the immediate surroundings to achieve an improved quality of life and built form in the neighbourhood.</i></p> <p><i>The project should include community and social uses that provide activities and services to the neighbourhood.</i></p>	<p>Good - This Proposal offers a unique place-making opportunity to create a major open space serving the precinct, city and region which, if properly designed and managed, could be a magnet for attracting significant new pedestrian activity. More intensive pedestrian usage could serve as the catalyst in the revitalization of precinct street level retail as well as related upper storey residential ownership or tenancy. The public open space will provide unique programming opportunities of a large scale for special, or seasonal, events that do not presently exist. More work is required in programming, access and open space management to ensure that local community services are appropriately integrated, are effective while achieving livability standards for new residents.</p>	<p>Average - This Proposal has potential to revitalize the precinct noting the bold architectural expression as a strategy for distinguishing the site. Staff acknowledge that, while an exciting architectural response could serve to stimulate local interest, this must be balanced with prevailing characteristics and qualities that distinguish the historic precinct. More work is required to explore a balanced and innovative design response.</p>	<p>Good - This Proposal demonstrates a depth of understanding about local needs and responds accordingly with a carefully balanced mix of specific user groups. Staff would anticipate that the initiative would enjoy immediate recognition by precinct constituents and be an effective and dynamic “hub” for localized interaction. Staff want to ensure that the strategy’s longer term ability to profoundly influence local conditions that may lead to precinct revitalization can be sustained. Further exploration of street oriented tenancy for better exposure to pedestrians should be pursued.</p>
<i>2.2 Improved Streetscape Design</i>	<i>The project shall contribute to the</i>	Excellent – The relationship of an	Average – The Proposal generally meets the intent of	Good – The Proposal generally meets the intent of

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	<i>upgrading of the streetscape along all three frontages including paving treatments, lighting, street trees, signage and public art features to improve the overall amenity of the street.</i>	anticipated high quality street oriented public realm as an extension of the proposed “square” environment presents a unique design opportunity to distinguish, yet integrate, the site within the precinct noting that this opportunity is magnified by the inclusion of the westerly lands. More work is required along the Cordova Street frontage to ensure ease of movement and high quality public realm while performing as a cross-block connection and transit stop.	achieving an improved streetscape design. More work is required to confirm if the Abbott Street lay-by, proposed at approximately ½ the block length, is required. Staff also note circulation challenges presented to non-ambulatory users, especially at the cross-block connection, noting potential implications for streetscape design.	achieving an improved streetscape design noting an opportunity to extend public realm treatment into the central atrium space. Galleria entry locations will provide an opportunity to introduce a specific public realm response to ensure that access, including a cross-block connection, is clearly announced.
2.3 Continuous Rain Protection	<i>A continuous, fixed canopy treatment is required along all frontages of the Woodward’s site, designed to allow for light penetration to the sidewalk below.</i>	Excellent – Noting the streetscape performance referenced above, the Proposal can accommodate continuous rain protection on all frontages, as well as the entire perimeter of the “square”. Ground plane development could accommodate a variety of canopy types to distinguish overall building components and related individual tenancies. More work is required on the Cordova Street frontage at the westerly end of the site to ensure maximum weather protection opportunity and a successful integration with the cross-block connection and transit.	Excellent – The Proposal generally meets the guideline intent with additional weather protection possible along the easterly edge of the internal cross-block connection.	Excellent – The Proposal generally meets the guideline intent. Ground plane development could accommodate a variety of canopy types to distinguish overall building components and related individual tenancies.
2.4 Ground Floor Permeability	<i>Efforts should be made to create a cross-block connection through the building to increase the permeability of the ground floor.</i> <i>Interior spaces should be considered as part of the ground floor amenity as long as the solution does not produce an interior retail mall that would take activity away from the street.</i>	Excellent – A cross-block connection in alignment with <i>Storyeum</i> ’s Cordova Street entry, and the Hastings Street mid-block crosswalk, has been provided which will optimize pedestrian traffic through the “square”. Additional exposure of the square, SFU entry and “front porch” through a mid-block “portal” along the Abbott Street frontage is also provided. Further work to take full advantage of the cross-block location’s adjacency to	Good – A cross-block connection near Abbott Street is provided. Staff question this location as an optimal response noting off-site considerations (existing mid-block crosswalk and the <i>Storyeum</i> entry location). The Proposal provides very good perimeter permeability noting retail/commercial on all three frontages with double fronting potential on Abbott and Cordova Streets. The proposed retail spaces can be successfully demised with individual entries to achieve a “fine grain”	Good – The general configuration of massing and programming could produce an inherent flexibility to accommodate a range of tenancy with design refinements. This is evidenced in the day and night market option. A well considered plan that allows the interior “energy” to translate into street life is critical to sustaining the site as a contributor to revitalization. A cross-block connection is not easily discerned by pedestrians and visitors and becomes evident

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	<p><i>Storefronts should be designed to be as open and transparent as possible, maximizing pedestrian interest through high quality retail displays.</i></p> <p><i>Entries should be conveniently located and limited in number to maximize storefront opportunities.</i></p>	<p>potential SFU spill out space is required. The Cordova Street axis, as projected into the square, presents another potential connection through the site noting opportunities to program the City space to maximize flow-through pedestrian traffic. The Proposal offers the potential for double fronting commercial retail units which, while acknowledging operational challenges for dual entries, could further activate the square. CRU entries are appropriately located to ensure a “fine grain” relationship to Hastings and Abbott Streets. More work is required to ensure that CRU potential is inherent in the design of the proposed VCC space fronting Cordova Street should these uses become viable in the future.</p>	<p>quality noting varying depths which could accommodate a range of tenancy.</p>	<p>only at internal locations directly beneath the atrium. The galleria space will perform like an internalized retail mall if street facing retailers do not take advantage of their double fronting relationship with the galleria which further reduces ground floor permeability. Storefronts are anticipated to be open and transparent with quality retail display noting that some services tenancies will have difficulty generating visual interest despite high pedestrian usage. Perimeter galleria entry locations are well positioned but do not immediately present the visitor with internal features that are inviting or open. Interior entry passages to the atrium space could be better animated.</p>
2.5 Community Linkages	<p><i>Consideration should be given to the inclusion of a pedestrian bridge connecting the site to the Cordova Street Parkade, recognizing that such a connection will take pedestrian activity away from the West Cordova Street level.</i></p>	<p>Excellent – The Proposal maximizes opportunities for ground oriented community linkages through, and around, the site which is seen as an effective strategy to ensure maximum pedestrian activity at grade.</p>	<p>Good – The Proposal maximizes opportunities for ground oriented community linkages through, and around, the site without relying on the bridge to the parkade. Staff question the location of the cross-block connection.</p>	<p>Good – While entry locations are announced, community linkages through the site are not intuitively recognized. The use of the parkade bridge is well considered but will reduce the intensity of sidewalk usage which is of particular concern given the internalized galleria concept.</p>
3.0 Use and Activity				
3.1 A Mixed-use Strategy	<p><i>Encourage a broad range of uses and activities.</i></p>	<p>Good – The Proposal offers a mix of retail, residential and institutional uses. Staff would be concerned should the institutional component be replaced with ground oriented retail and additional housing. Staff believe that additional residential intensification is possible (Cordova Street fronting slab form penthouse) thereby having</p>	<p>Good - The Proposal offers a good mix of retail, residential and institutional uses. Proposed ground floor uses for the Cordova Street frontage are appropriate. The lower level food store is viewed as an asset to the program.</p>	<p>Good – The Proposal offers a carefully considered mix of locally focused retail tenancy with institutional and residential opportunities which are intended to produce intensive usage and social interaction. More work is required to better understand how this interaction will be successfully sustained to ensure the viability of the galleria concept.</p>

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		more residents on-site and using locally serving retail and the square.		
3.2 Retail Continuity	<p><i>Continuous retail shall be included along the West Hastings Street frontage with individual storefronts ideally set at a maximum of 15 meters in width.</i></p> <p><i>Abbott Street is the second priority retail frontage with Cordova Street being the third.</i></p> <p><i>Both of these frontages should be designed to accommodate interim uses should retail not be immediately viable.</i></p>	Excellent – The Proposal performs well in all respects. More work is required to ensure flexibility for the conversion of the VCC space fronting Cordova Street to ground oriented CRU’s should they become viable in the future.	Good – The Proposal generally meets the intent of the guidelines however staff are concerned with the lack of retail at the Abbott and Cordova Street corner. More work is required to explore how additional retail frontage could be introduced to maximize continuous storefront opportunities at this secondary, yet important, corner.	Excellent – The Proposal performs well in all respects noting the importance of the community grocery store as a generator of pedestrian activity at the prominent Hastings and Abbott Street corner.
3.3 Institutional Generator	<i>Locate public-oriented, institutional uses centrally within the block to draw people into the complex.</i>	Excellent – The Proposal offers a well considered strategy to use institutional uses as a pedestrian generator that will effectively activate the site. The location of the cross-block connection (Cordova Street <i>Storyeum</i> entry to Hastings Street crosswalk) and related pedestrian travel, as an edge to the internalized SFU frontage, takes full advantage of student and visitor exposure. Further, the SFU façade interface, or “back-drop”, to the square itself provides a creative opportunity to visually activate, and animate, the square, especially for special events and during early evening hours thereby improving security and safety for pedestrians. Bus and future streetcar shelter locations should be located on alignment with the cross-block connection. More work is needed to understand the potential of the SFU program, and related building	Average – The Proposal presents a unique, and perhaps symbolically inappropriate, arrangement of the institutional program on the site. Staff question the scheme’s effectiveness as an institutional generator noting the above grade location and complex circulation system relying on vertical access with an internalized focus as a strategy to intensify pedestrian activity and interest. Significant re-arrangement of the SFU program to better announce this use, utilizing the Hastings Street façade, should also be considered.	Good – The Proposal suggests an institutional component that, while centrally located and highly visible from within the galleria space, is physically separated from the balance of retail and service tenancy. This is more clearly evident by the experimental theatre location on the basement level. More work is required to clarify programmatic intent for demarcating more public SFU activities from other retail or service tenancy to more fully realize the internal galleria space’s potential as an activity “hub”.

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		expression, as a catalyst for pedestrian activity and open space animation.		
3.4 Office/Institutional Space on Secondary Levels	<i>Locate office uses, and less public institutional functions, on secondary floors.</i>	Good – Secondary uses and activities associated with the less public institutional component have been located either below grade or levels 2 and up.	Good – Secondary uses and activities associated with the less public institutional component have been located either below grade or levels 2 and up.	Good – Secondary uses and activities associated with the less public institutional component have been located either below grade or levels 2 and up.
3.5 The Attraction of Food	<i>The inclusion of a food store, market style shops and one or more restaurants or take-away food shops is a priority for the development.</i>	Excellent – In addition to ground level double fronting retail spaces that offer “square” oriented outdoor seating opportunities with very good solar exposure for restaurants and cafes, staff note that the ground floor of the City Parcel is ideally located to introduce a small grocery store operation of approximately 8200 square feet. This location, at the prominent Hastings and Abbott Street corner, and bisected by the projected Cordova Street axis, could present a symbolic opportunity to introduce food services back into this precinct at this important corner location.	Good - The ground floor planning offers a range of tenancy that could accommodate food oriented activities. The Proposal is also acknowledged for the inclusion of a food store on the lower level which will introduce an important service to the precinct. Staff note that ground floor spaces that double-front onto the internalized courtyard will not receive good solar exposure for related outdoor seating.	Excellent – The Proposal presents several opportunities to introduce food-oriented activities, including a community grocery store and galleria fronting kiosks. The Cordova Street entry location may be an appropriate location for additional food opportunities in lieu of gallery spaces or specialty retail. Some double-fronting food opportunities (refer to Library Square arrangement) may assist in introducing more visitors into the galleria while improving viability for food outlets.
3.6 Balancing Community Interests	<i>There should be a careful balance between social services and community facilities, with the market (residential and institutional) uses of the development to ensure that the project is equitable to all interests within the complex and surrounding community.</i>	Average – The Proposal does not adequately convey strategies to engage the community in determining appropriate tenancy and services noting the assumption that community oriented user groups would be accommodated in the City Parcel (1903/1908 building). As such, the Proposal suffers from a perceived lack of integration with, and sensitivity to, the local community. While the central open space, as well as the institutional anchors (SFU/VCC), may offer significant programmatic outreach possibilities, more work is needed with local users to identify opportunities for services and tenancy. It is unclear how these opportunities	Good – The Proposal is generally responsive with respect to accommodating varying tenancies with a local focus however may face some difficulty in accommodating more specific needs when identified in consultation with the community given the intensification being pursued for the site.	Excellent – The Proposal offers a sensitive response to balancing community interests and is worthy of careful consideration. The proponent team clearly demonstrates insight into how the Woodward’s initiative can contribute to the lives of many. Further exploration to optimize the potential of the institutional presence should be considered. Additional work to develop a strategy that ensures a vital and sustainable environment that can serve as a catalyst for the precinct is also required.

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		<p>may be integrated given the arrangement of retail, residential and institutional uses on the site should the City Parcel not adequately accommodate.</p>		
3.7 A 24-Hour Facility	<p><i>A significant proportion of market and non-market residential use must be included in the program and appropriately located to ensure proper standards of livability.</i></p> <p><i>Allow for night time activities in the complex.</i></p>	<p>Good – The double fronting perimeter ground-oriented CRU’s, combined with SFU’s presence provides an opportunity to generate 24 hour usage which will enhance the perception as a safe place. More work is needed to ensure that the mix of user groups is carefully considered to achieve adequate livability for both non-market and market residents. The city’s involvement in the management of the “square” to maximize 24-hour opportunities, while mitigating noise, lighting privacy and special event impacts is necessary.</p>	<p>Average – The Proposal has potential to serve as a 24 hour facility. Staff are concerned with the residential interface onto the internalized courtyard where SFU’s vertical circulation and corridors are positioned which may prohibit after hours use. The proposed intensification of the site yields some challenging adjacencies with inadequate dimensional separation to ensure good livability.</p>	<p>Good – The galleria space is intended to operate up to late evening hours on a daily basis. The proposed day and night market in option 2 will contribute to evening vitality. Additional design development to improve the sense of openness will help create a more inviting internal environment, especially during winter months.</p>
3.8 Non-Market Housing Mandate	<p><i>Ensure that the non-market housing component of the project is accommodated in a location and configuration that satisfies all of the particular requirements.</i></p>	<p>Good – The location of, and access to, non-market housing in the new tower component will provide an opportunity to introduce highly livable, well constructed units with excellent views of the precinct, city and north shore. Staff recommend further consultation with potential users and sponsor groups to ensure that future residents are not isolated from the balance of the project, or community, given the residential strategy for the new tower. More work is needed to ensure that the non-market component is well integrated, both programmatically, and architecturally within the historic precinct. A limited range of unit configurations, and sizes is also of concern. The proponent has confirmed their ability to locate the non-market housing from the westerly lands onto the</p>	<p>Average – The location of, and access to, non-market housing within the retained Abbott and Cordova Street frontages is generally supported as an adaptive re-use strategy noting design challenges with the provision of integral private open space without compromising heritage qualities. The units will require adequate ventilation given their adjacency to active city streets. Livability for units that overlook the internalized courtyard may be compromised by institutional activity and loss of sunlight. Refer to Housing Section commentary.</p>	<p>Good – The location of, and access to, non-market housing within the re-configured Hastings and Abbott Street frontages is generally supported. The units will require adequate ventilation given their adjacency to active city streets as well as acoustical separation with proposed SFU activities on levels 3 and 4. Refer to Housing Section commentary.</p>

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		Woodward's Property in accordance with the RFP. Refer to Housing Section commentary.		
3.9 Market Housing Opportunity	<p><i>A variety of market residential units should be developed to realize the best economic advantage for the project while providing for varied occupancies including families, singles and seniors.</i></p> <p><i>New market residential should be considered on the West Cordova Street frontage to take advantage of northerly views and to place it close to the amenities of Gastown.</i></p>	Average – Staff have concerns with a lack of housing mix noting that only loft-style units are proposed. Staff are unsure if housing opportunities will be available to families and seniors. Staff believe that greater market, or non-market, residential intensification could occur under this Proposal by introducing additional penthouse units fronting Cordova Street. This location has value with northerly views over the Gastown Parkade and will help to further intensify the development with on-site residents. Refer to Housing Section commentary.	Average – The Proposal suggests a mix of market housing, affordable market housing and live-work units. At this time there is insufficient information to determine locations of various unit types noting an absence of housing opportunity for families and seniors. Further work is needed to explore a range of housing opportunities, with related indoor and usable outdoor amenity space(s). Refer to Housing Section commentary.	Good – Staff note the provision of 265 one and two bedroom suites in the flatiron building and 115 live-work lofts in the Abbott/Cordova Street building which offer some variety of unit types. Exploration of more family oriented market housing is required to achieve a greater balance of housing mix. Refer to Housing Section commentary.
3.10 Live-Work	<i>Live-work accommodation should be considered and appropriately located.</i>	Average – Live-work has not been proposed. Staff have concerns with a lack of housing mix noting that only loft-style units are proposed. Refer to Housing Section commentary.	Excellent – Twelve (12) live-work units have been proposed. Staff have some concern with a lack of housing mix noting an absence of unit types for the market residential tower. Refer to Housing Section commentary.	Excellent - Live work housing opportunity has been proposed. The Abbott/Cordova Street building is an appropriate location noting that units will require adequate ventilation given their adjacency to active city streets. Refer to Housing Section commentary.
4.0 Heritage Conservation				
4.1 1908 Building Priority	<i>The 1903/1908 building of the Woodward's complex must be retained in its entirety and restored as a key part of the redevelopment.</i>	Excellent – Refer to Heritage Section commentary.	Good – Refer to Heritage Section commentary.	Average – Refer to Heritage Section commentary.
4.2 Prominence of the "W"	<i>The Woodward's "W", preferably with its supporting steel tower, shall be retained in the new development and made fully operable and illuminated to ensure its prominence on the Vancouver skyline.</i>	Excellent – Refer to Heritage Section commentary.	Poor – Refer to Heritage Section commentary.	Excellent – Refer to Heritage Section commentary.

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4.3 Respecting the Woodward's Building	<i>The new development should retain additional portions of the Woodward's complex, beyond the 1903/1908 section, where possible. If new construction is considered necessary it should respect elements of the original design like height, location of cornice lines and scale of openings in the design of new facades.</i>	Excellent – Refer to Heritage Section commentary.	Average – Refer to Heritage Section commentary.	Average – Refer to Heritage Section commentary.
4.4 Distinguishable New Construction	New construction on the site should be contemporary in character and not literally copy the historic character of the Woodward's building. However, it should respect elements of the former, or adjacent, buildings on the block as described in 4.4 above.	Good – Refer to Heritage Section commentary.	Poor – Refer to Heritage Section commentary.	Good – Refer to Heritage Section commentary.
5.0 Access and Parking				
5.1 Streetcar	<i>Development on the Woodward's site should be designed to take advantage of the future streetcar line.</i>	Not Evaluated	Not Evaluated	Not Evaluated
5.2 Service and Parking Access Points	<i>Access for both truck servicing and parking could make use of one, or both, of the existing lane alignments east and west of the site as entry points. Priority should be given to accessing the property from the lane on the west property line.</i>	Good – Refer to Engineering Section commentary.	Good – Refer to Engineering Section commentary.	Good – Refer to Engineering Section commentary.
5.3 Parking and Service Areas	<i>All parking provided on the site shall be concealed from view from the surrounding streets. All loading bays must be on-site.</i>	Good – Refer to Engineering Section commentary.	Good – Refer to Engineering Section commentary.	Good – Refer to Engineering Section commentary.

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	<p><i>Service areas should be set back from the adjacent street and concealed through screening or overhead doors.</i></p> <p><i>Care should be taken in the illumination of these areas to avoid light spill-over onto adjacent streets.</i></p> <p><i>Passenger drop-off zones may be established on the street.</i></p>			
5.4 Cordova Parkade Bridge	<i>The Cordova Parkade Bridge, if desirable, should be as narrow as possible with adequate street clearance. It should be visually transparent.</i>	n/a – Refer to Engineering Section commentary.	Good – Refer to Engineering Section commentary.	Excellent – Refer to Engineering Section commentary.
6.0 Sustainability Initiatives				
6.1 LEED Certifiable Target	<i>The project should aim to be LEED Certifiable.</i>	Fair – This Proposal states that it will be LEED Certifiable. Refer to Sustainability Section commentary.	Good – This Proposal could be LEED Silver Certifiable (28 points.). Refer to Sustainability Section commentary.	Excellent – This Proposal will be LEED Silver Certifiable (35 points) with a goal to achieve Gold. Refer to Sustainability Section commentary.
6.2 Building Preservation	<i>Building preservation and renovation/restoration is encouraged to the greatest extent possible.</i>	Excellent - Refer to Sustainability Section commentary.	Good - Refer to Sustainability Section commentary.	Average - Refer to Sustainability Section commentary.
6.3 Demonstrating Energy Alternatives	<i>The development should explore the possibility of creating a demonstration project in the use of alternative forms of energy, or any other aspect of sustainability deemed appropriate.</i>	Fair – City Bylaw, and possible experimental measures, are demonstrated. Refer to Sustainability Section commentary.	Good – LEED prerequisite plus one additional LEED point is possible. Should consider geothermal. Refer to Sustainability Section commentary.	Excellent – LEED prerequisite plus up to four additional LEED points possible. Should consider mixed fuel sources, heat recovery, steam, heat exchange systems. Refer to Sustainability Section commentary.
6.4 Green Roofs	<i>The project should consider the installation of green roofs to retain the first</i>	Good – A variety of intensive, and extensive, roofs proposed. Refer to Sustainability Section	Good – A variety of intensive, and extensive, roofs proposed. Refer to Sustainability Section	Good – Vertical landscaping on tower component must be viable Refer to Sustainability Section commentary.

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	<i>13mm of storm water.</i>	commentary.	commentary.	
7.0 Liveability				
7.1 Accommodation for Families	<i>Family housing units should be located in the building in close proximity to common outdoor areas with proper solar exposure for play and recreation space.</i>	Poor – The Proposal does not suggest family oriented units noting that this form of housing may be challenging given the programmatic opportunities for the open square concept. Refer to Housing Section commentary.	Poor – The Proposal does not suggest family oriented units noting that this form of housing may be challenging to the proposed tower form in accommodating adequate private and semi-private open space. Refer to Housing Section commentary.	Poor – The Proposal does not suggest family oriented units noting that this form of housing may be challenging to the proposed tower form in accommodating adequate private and semi-private open space unless the upper level public open space was privatized. Refer to Housing Section commentary.
7.2 Child Care	<i>One child care facility shall be included in the complex with requisite secure, outdoor play space.</i>	Excellent – Staff support the uppermost floor of the 1903/1908 building for the daycare component noting that a unique experience of daily access would occur via the elevators associated with the new “W” tower. The rooftop location for required open space would enjoy very good solar exposure. More work is needed to ensure that screening of the roof top play area does not compromise heritage objectives noting the prominent corner location of the 1903/1908 building. Refer to Social Planning/Cultural Affairs commentary.	Average – Given the configuration of institutional uses, and rooftop open space opportunities, staff have difficulty anticipating how a child care facility will be integrated into this development. Refer to Social Planning/Cultural Affairs commentary.	Good - Staff support the uppermost floor of the Abbott/Cordova Street building for the daycare component noting that shared daily access with market live/work loft units is somewhat compromised. The rooftop location for required open space would enjoy very good solar exposure. More work is needed to ensure that screening of the roof top play area is carefully integrated. Refer to Social Planning/Cultural Affairs commentary.
7.3 Resident Outdoor Space	<i>Semi-private outdoor space for resident use should be provided in the development, located on building roofs. An internal courtyard could also be used by residents as semi-private space if it is not devoted to public use.</i> <i>Private outdoor space should be considered adjacent to individual units either as open, or enclosed balconies. This treatment is a divergence from the existing fabric of the building facades and both balcony types</i>	Excellent – This Proposal provides the opportunity of achieving high quality semi-private/communal open space with very good solar exposure. More work is needed to ensure that screening of roof top open spaces do not compromise heritage objectives. Further work to identify opportunities to achieve Green Roofs in contributing to environmental performance is also required.	Good - This Proposal provides the opportunity of achieving high quality semi-private/communal open space with very good solar exposure for lower slab forms. More work is needed to ensure that screening of roof top open spaces do not compromise heritage objectives. Further work to identify opportunities to achieve Green Roofs in contributing to environmental performance is also required. The tower form, noting the proposed height of approximately 163m (535’), is not conducive to private, or semi-private open spaces.	Excellent – The proposed public garden will become underutilized given the proposed level 3 or 5 location. Staff anticipate that this space will revert back to resident outdoor space only which could offer high quality amenity to all housing types. As such, this Proposal should acknowledge and design the open space for residents use only from the onset. Private outdoor space opportunities overlooking the roof garden will receive good solar exposure with the exception of the north face of the Hastings Street building.

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	<i>should be contained within the existing line of brick facades.</i>			
7.4 Indoor Amenity Spaces	<i>Amenity spaces for resident and tenant use should be provided in the project, ideally located adjacent to usable outdoor space.</i>	Average – Non-market and market indoor amenity spaces have not been identified although level 8 provides an opportunity to locate indoor amenity spaces adjacent to communal outdoor roof deck and garden space. Achieving this requirement may result in the displacement of some non-market and market units to other location(s) in the Proposal.	Good – Non-market and market amenity spaces have been identified and are appropriately located to serve residents. The tower Proposal to introduce two distinct floors fully dedicated to amenity use could have merit if properly designed.	Good - Non-market and market amenity spaces have been identified and are appropriately located to serve residents. The community space above the 1903/1908 building is considered a compromise to heritage resources in the configuration presented.
7.5 Maximizing Views and Sun	<i>Higher residential forms should be located towards Cordova Street to maximize views towards the north shore and to allow sun penetration into courtyard and roof top spaces from the south.</i>	Good – The proposed tower location towards Cordova Street will allow good sun penetration into the “square”. The proposed non-market tower height at approximately 70m (232’) and 19 storeys presents some impact upon the northerly Cordova Street sidewalk. Good solar access is also achieved for rooftop garden spaces. More work is required to refine the tower form to improve shadowing performance.	Poor – The internalized courtyard does not receive adequate solar exposure noting its function as a hub of user activity. Good solar access is achieved for rooftop garden spaces. More work is required to refine the tower form to improve shadowing performance. The proposed high tower form of 163m (535’) and 51 storeys, while appropriately sited to maximize view opportunity for market residential units, presents significant view impact on the city’s skyline and therefore requires further detail analysis as part of a higher building consideration referenced in the guidelines.	Average – The arrangement of massing components, noting the Hastings Street height of approximately 27.5m (90’) and 10 storeys, will impose shadow impact on the upper level outdoor open space and the internal galleria environment at grade as well as the north side of Cordova Street. The proposed tower height of approximately 103.5m (340’) and 35 storeys, while appropriately sited to maximize view opportunity for market residential units, presents some view impact on the city’s skyline and may require further detail analysis as part of a higher building consideration referenced in the guidelines. Staff are also concerned with the Cordova Street slab form height of approximately 40m (130’) and 10 storeys, including the daycare component, which maximize northerly view opportunities above the new parkade.
8.0 Development Form and Character				
8.1 Respecting Neighbourhood Character	<i>The scale of built form, the proportions of solid to void, and the materials and textures of the neighbourhood</i>	Excellent – The Proposal maximizes the retention of the existing Woodward’s structure and exterior street wall. The density transfer strategy, combined with	Poor – The Proposal is characterized by two significant departures from important historic qualities of the precinct evident in building form, scale and	Good – The Proposal is successful as an architectural exercise in referencing and interpreting prevailing contextual qualities that characterize the historic

Design Guideline Performance Category	Guideline Intent	Concert/Holborn Performance	Millennium Performance	Westbank Performance
	<p><i>should be respected in new buildings on the Woodward's site, explicitly where buildings are retained, and within a contemporary aesthetic where new buildings are proposed.</i></p>	<p>the unique opportunity to include uses on the westerly lands, results in an overall development form and density generally consistent with the prevailing character of the precinct and is considered a strong urban design response. The arrangement of programmatic elements on the site is relatively simple yielding an inherent flexibility and clarity that could sustain the development over time and thereby contribute to revitalization. The non-market tower component however lacks clarity as a residential use. More work is needed to refine the tower form and character to ensure it is distinguished from the podium component while more sympathetically interpreting the qualities and characteristics of the local historical precinct in contemporary expression.</p>	<p>expression. The iconic tower's height and architectural expression, noting its bold interpretation of the historic Woodward's façade for the uppermost floors, is an unsettling response to an intact, coherent context. The proposed height presents a scale of development not evident in the precinct. Secondly, the design approach taken to locating the SFU program in the floating four storey tinted glass box is a design response not relevant to intensification on smaller sites which predominate the precinct. Staff question the relevance of both design departures given Woodward's importance as a catalyst in the revitalization of smaller sites in a coherent manner.</p>	<p>precinct. The proponents have demonstrated, through their experience, the ability to execute the Proposal's design intent in a thoughtful and substantive manner. While the flatiron tower form is appropriate, staff remain concerned with its height and recommend density transfer as a strategy to improve its proportions as a true flatiron form that is more referential of the period when the Sun Tower and Dominion Buildings were constructed. Staff strongly support the proponent's innovative use of sustainable features as an architectural expression strategy to distinguish the tower and reflect current societal values.</p>
<p>8.2 Build-to Line</p>	<p><i>Buildings in the development shall be constructed at the lines of the existing building frontages up to the height of the existing frontages on all streets with the exception of recessed entrances to retail stores or to building lobbies.</i></p> <p><i>New construction above the height of the existing facades should be set back a minimum of six metres.</i></p>	<p>Excellent – The Proposal performs well as the entire existing street wall on the three frontages is to be retained in situ. More work is needed on the Cordova Street frontage to ensure that the Cordova Street streetwall break at the cross-block connection is appropriately scaled.</p>	<p>Average – The Proposal generally meets the intent of the guidelines for the lower slab form which accommodates retail-commercial, SFU and non-market residential uses. The siting of the floating glass box above, which provides contrast to the orthogonal street alignment, appears arbitrary. Staff appreciate the scheme's boldness with respect to form but question the value of this departure from prevailing contextual influences as a relevant revitalization strategy.</p>	<p>Good – The Proposal generally meets the intent of the guidelines with the exception of upper floors above the existing building height which are not substantively setback as recommended. While the strategy to re-construct street walls has merit, staff note that the scale of the Proposal will be significantly different from the present circumstance. Staff also note that the width of full height galleria entries from Hastings and Cordova Streets imposes a substantial break in street wall continuity.</p>

Design Guideline Performance Category	Guideline Intent	Concert/Holborn Performance	Millennium Performance	Westbank Performance
8.3 West Cordova Street Axis	<p><i>The dominance of the axial view looking east down West Cordova Street could be marked by locating a high building element at the north-west corner of the site, set back from a base element of comparable scale to the existing façade on West Cordova Street.</i></p>	<p>Excellent – The Proposal’s site planning is strongly influenced by the West Cordova Street axis extending into the square and terminating at the “W”. While efforts have been made to announce the tower element supporting the “W” from more distant vantage points, additional work is needed from the Cordova Street aspect to more fully enjoy this symbolic feature. Some additional setback to the non-market tower face to better frame the “W” as a terminus to the axis will more clearly realize this successful site planning concept.</p>	<p>Good – The Proposal meets the intent of the design guidelines. The high tower form will dramatically mark the Cordova Street axis.</p>	<p>Good – The Proposal meets the intent of the design guidelines. The high tower form will dramatically mark the Cordova Street axis.</p>
8.4 Location and Character of Taller Buildings	<p><i>Taller building elements should be placed towards the West Cordova Street frontage of the site with buildings on West Hastings Street at, or below, the scale of the existing buildings along this frontage.</i></p> <p><i>A continuous slab form, built above the scale of the existing West Cordova Street frontage, is considered appropriate. A setback of six meters from the face of the existing building would assist in distinguishing the upper portion of slab from its base. The facades of new slab forms should be articulated to create a vertical expression, related to the characteristics of the neighbourhood.</i></p> <p><i>A tower form would be appropriately located at the north-west corner of the site, addressing the axial relationship of West Cordova Street. The tower must distinguish itself from typical modern towers being developed elsewhere in the</i></p>	<p>Average – The non-market tower location and shape are generally successful in announcing the Cordova Street axis. The proposed height is potentially compatible with prevailing precinct heights, and building form, noting its prominence when grouped with the “W” tower, the Sun Tower and the Dominion Building. Further design development is required to more successfully re-interpret historic precinct qualities when applied to the non-market tower. Staff support a contemporary re-interpretation of precinct qualities and characteristics and believe that ultimate resolution of the non-market tower, and related institutional podium, could yield an exciting design response.</p>	<p>Average – The location of the tower component is appropriately positioned to terminate the Cordova Street axis at the north west corner of the site. Staff question, however, the proposed strategy to boldly distinguish the tower form by height and character and would seek further advice from the Urban Design Panel in their review as a tall building. Staff note a range of architectural treatment evident in the Proposal’s programmatic components with varying references to local historic context. Staff question the overall coherence of the Proposal noting a concern that some aspects may become stylistically outdated over time.</p>	<p>Good – The tower form is appropriately located to terminate the West Cordova Street axis. This Proposal is innovative in its referencing of historical flatiron form when coupled with a “green skin” wall expression. A reduction in height through density transfer would assist the tower’s flatiron proportions by achieving a more typical relationship to the larger floor plates as proposed. The lower slab forms are also challenged by the proposed intensification and could benefit in their proportions, scale and relationship to the street, by off-site density transfer.</p>

Design Guideline Performance Category	Guideline Intent	Concert/Holborn Performance	Millennium Performance	Westbank Performance
	<i>downtown area. It needs to respond to key design characteristics of the historic, taller buildings in the area (Sun Tower and The Dominion Building).</i>			
8.5 Upper/Lower Building Relationship	<i>Higher building elements should grow out of the building base rather than simply being placed on top. A precedent for this treatment is the manner in which the Sun Tower reads as both a distinct tower element and yet is strongly tied to the street-related, base element.</i>	Average – Staff appreciate the design intent of utilizing the northerly face of the non-market tower component as an “edge” that frames the Cordova Street axis. Additional exploration of form options which achieve axial definition while more clearly referencing historical building form is required. Further resolution to distinguish between residential and institutional uses, and respective architectural expression, could produce an informed design response that effectively interprets historical form and expression in a contemporary aesthetic.	Poor – The Proposal purposefully departs from the intent of the design guidelines to re-interpret historical lower to upper massing relationships exemplified in the Sun Tower. Staff would support a more relevant interpretation based on the proposed project planning in a contemporary expression.	Good – The Proposal generally meets the intent of the guideline in the relationship of the tower to the building base. Further work to improve the proportional relationship between these components at a scale more consistent with precinct precedent (The Sun Tower and Dominion Buildings) is required.
8.6 Placing the “W”	<i>The “W”, preferably with its supporting steel tower, should be located either at its present position or moved to a new high point on the site, atop the tallest buildings. It might also be uses as the axial marker referred to in 8.3 above.</i>	Excellent – The Proposal achieves guidelines intent in all respects. The design response is well considered and will successfully announce the site from locations outside the precinct.	Poor – The relocation of the iconic “W” to grade, and located within the internalized courtyard, combined with the demolition of the supporting steel tower, is viewed as a symbolic failure of the Proposal. The “W” will be predominately in shadow generated by the Hastings Street/SFU massing. On-going maintenance at the proposed location, especially for lighting systems, will be challenging and could ultimately reinforce the poor symbolism. An alternative location should be considered that positions the “W” in full public view. The proponent has expressed strong agreement to re-locate the “W” sign to a location supported by Council.	Excellent – The Proposal achieves guidelines intent in all respects. The design response is well considered and will successfully announce the site from locations outside the precinct.
8.7 Ground Floor Diversity	<i>Ground floor diversity should be achieved through many narrow</i>	Good – The Proposal generally establishes a framework for ground floor diversity noting the	Good – The Proposal generally establishes a framework for ground floor diversity noting the	Good – The Proposal generally establishes a framework for ground floor diversity noting the

Design Guideline Performance Category	Guideline Intent	Concert/Holborn Performance	Millennium Performance	Westbank Performance
	<i>frontages for retail and other public-oriented uses. Storefront designs should be transparent, with individualized entrances and display windows.</i>	opportunity to introduce double-fronting storefronts that take advantage of the square interface. Further work to more clearly understand this framework, and how ground floor uses are distinguished from each other, and between individual building components is required.	opportunity to introduce double-fronting storefronts that take advantage of the internalized courtyard interface. Further work to more clearly understand this framework, and how ground floor uses are distinguished from each other, and between individual building components is required.	opportunity to introduce some double-fronting storefronts, including the community grocery store, that take advantage of the galleria interface. Further work to more clearly understand this framework, and how ground floor uses are distinguished from each other, and between individual building components is required.
8.8 Major Outdoor Space	<i>A significant open space should be incorporated into the design, in a courtyard configuration with optimal solar orientation, for resident and tenant's use. This courtyard would also afford an opportunity to include a "green roof" into the design of the complex.</i>	Excellent – The Proposal exceeds expectations of the guidelines by offering a unique open space of a significant scale to the City of Vancouver at grade. While the opportunity to achieve this city-wide amenity is notable, more work to clearly understand intensity of use, related programming and management of the space, including CPTED performance, is required.	Average – The Proposal, while offering an internalized courtyard available to the general public, is challenged by the intensification of uses. The Hastings Street massing, including the floating SFU component, imposes severe shadowing onto the courtyard. Significant re-design to relocate massing and to reduce the total floor area is required should an internalized courtyard at grade be pursued under this Proposal.	Average – The proposed public garden will become underutilized given the proposed level 3 or 5 location. Staff anticipate that this space will revert back to resident outdoor space. The Hastings Street wall height of approximately 27.5m (90') and 10 storeys, will impose shadow impact on the upper level outdoor open space.
8.9 Rooftops for Living	<i>Consideration should be given to utilizing roofs of the development for both private outdoor patios and for communal outdoor activities.</i>	Good – The Proposal takes full advantage of all rooftop areas for living. More work is required to clarify areas for semi-private (communal), private and other (daycare) use.	Good – The Proposal takes full advantage of all rooftop areas for living. More work is required to clarify areas for semi-private (communal), private and other (daycare) use.	Excellent – The Proposal takes full advantage of most rooftop areas for living.
8.10 Height	<p><i>Maximum buildings heights are as follows:</i></p> <p>Base Building: 1903/1908 Building – retain at current height.</p> <p><i>West Hastings Street frontage – not to exceed current height of (33 m/108').</i></p> <p><i>Abbott Street frontage – not to exceed current height of (30m/100').</i></p> <p><i>West Cordova Street frontage – 82m/270'.</i></p> <p>West Cordova Street Slab <i>not to exceed 46m/150'.</i></p>	Good – The Proposal generally achieves guidelines design intent for height on all frontages. The proposed non-market tower height, at approximately 70m (232'), defers to the higher "W" and is strongly supported. Additional work is required to better resolve the form and scale of the tower in relationship to other higher buildings in the precinct noting the size of typical non-market residential floorplates at approximately 743 square meters (8000 square feet). Further exploration of the relationship between height and floorplate size should occur.	Poor – The Proposal aggressively challenges the guidelines with respect to a tower height of approximately 163m (535'). Further, the tinted glass box component that accommodates SFU effectively adds an additional 5 storeys to the existing Hastings and Abbott Street height although not positioned as an extension of street wall. Given these heights, staff are concerned with the degree of intensification proposed. A reduction of overall building program, with a consideration to transfer a significant amount of density to the heritage bank, should be considered	Average – The Proposal challenges the guidelines with respect to the height of street fronting slab buildings. While a high quality design response is anticipated, staff are anxious given the extent of higher podium form which will be a recognizable departure from the prevailing scale of precinct street walls. Staff are also anxious with the height, and scale, of the proposed tower form. The overall massing would benefit by density transfer as a strategy to reduce height and produce a more sympathetic tower form for the precinct. The proponent has also expressed a willingness to work with staff in considering design

Design Guideline Performance Category	Guideline Intent	Concert/Holborn Performance	Millennium Performance	Westbank Performance
	<p><i>West Cordova Tower not to exceed 82m/270'.</i></p> <p><i>An unusually high building may be the subject of a special design review, similar to the City's tall building review panel.</i></p> <p><i>The "W sign is in addition to these figures at approximately 27m/90' including the steel tower.</i></p>		<p>and it is noted that the proponent has expressed a willingness to work with staff in this regard and would be agreeable to redesigning the project accordingly. Staff would seek further advice from the Urban Design Panel in their review of tall buildings should the Proposal proceed.</p>	<p>solutions to address this challenge.</p>
9.0 Development Strategy Considerations				
9.1 Simon Fraser University	<p><i>Preferences for inclusion or exclusion.</i></p>	<p>Inclusion - This Proposal, which includes the centralized "square" anticipated to be open at all times, will rely heavily on the inclusion of the Simon Fraser University <i>School for the Contemporary Arts</i>. The SFU presence, noting student activity generated by approximately 1500-2000 students, in addition to faculty and general public, will enhance the square's potential as a vibrant, dynamic and safe gathering place during the day and early evening hours. Careful attention to SFU's programming and operations to understand how its presence can enhance the square's activities and safety during later hours while managing impacts to ensure a high degree of livability for all residents is required.</p>	<p>Exclusion - Given the concerns noted above with the degree of intensification proposed, staff recommend that the building program be significantly reduced for this Proposal to be considered. One strategy would be for SFU to pursue an alternate site location thereby significantly improving overall project massing and courtyard usability due to increased daylight access. Livability for market and non-market units would also be improved with the removal of the internal SFU interface.</p>	<p>Inclusion – The institutional program as a generator of pedestrian activity is essential to this Proposal's success. The "social synergy" strategy being pursued relies upon a balance of interests, including visitors from outside the precinct, to succeed. The Proposal exhibits an inherent potential to take full advantage of SFU's presence with further design development. Such refinements may include a reorganization of community oriented retail and services to the outer streetwall for better pedestrian exposure and a reorganization of internal programming to further open up the galleria while exposing interesting SFU activities. The proposed on-site environment presented under the Proposal would be substantively improved by a reduction in market residential density.</p>
9.2 Parcel Configuration	<p><i>Opportunities and constraints of westerly lands integration</i></p>	<p>The general arrangement of all uses and activities are still achievable without the westerly lands for this Proposal. While an eastward shift and re-configuration of SFU's massing would be required, a centralized open space with true "square" shaped proportions, is still</p>	<p>This Proposal is characterized by an intensive arrangement of the functional program that focuses on the interior courtyard. Given the site configuration and the strategy to use any bonus density associated with the retention of Woodward's on site, staff cannot support the Proposal. Public spaces and</p>	<p>This Proposal is seeking to retain significant density on-site. The arrangement of the functional program around an internal galleria is intended to produce a dynamic, vital place for users to enjoy and interact. The market tower location generally meets the intent for marking the Cordova Street axis but staff have concerns with its size</p>

Design Guideline Performance Category	Guideline Intent	Concert/Holborn Performance	Millennium Performance	Westbank Performance
		<p>achievable. An approximate reduction in open space area of 25%, or about 720sm (7,750 sf), yielding a reduced square area of 2160sm (23,250sf) is possible. The size and proportions of this reduced square may in fact be somewhat better scaled for human interaction. Finally, should the westerly lands not be included, the SFU massing block would most likely increase in height by one storey to accommodate the use program. Staff would still support this additional height if minimized and expressed in a penthouse form setback a minimum of 6m (20') from the streetwall edge.</p>	<p>livability for both market and non-market residents suffer due to this intensive approach. The proper placement of the tower form to mark the Cordova Street axis forces the cross-block connection onto the easterly half of the site which compromises desired precinct connections and potential revitalization on Hastings Street.</p>	<p>and scale. Staff's concerns with the degree of intensification sought, especially with respect to the tower component, would not be substantively alleviated even if the westerly lands were included.</p>
9.3 Transfer of Density	<i>Managing the scale of development within an established historic precinct</i>	<p>This Proposal benefits by a transfer of density strategy in creating the public square amenity proposed. Staff have concerns that residential intensification opportunities have been lost in this strategy and have recommended that further market residential penthouse units be considered for the Cordova Street fronting block to increase on-site resident population. This urban design analysis does not comment on the value of the transfer nor the prospects for approval on any receiver site.</p>	<p>This Proposal is not supported given the degree of intensification sought and would be improved by a significant transfer of density off-site. Staff appreciate that this strategy would require significant re-design of the entire project in achieving good performance with the design guidelines.</p>	<p>Although this Proposal seeks to benefit from a transfer of density off-site, noting staff's concerns with the height and scale of the tower component and podium, an increase in transferable density may be considered. A reduction in building height is recommended for the tower component as well as reducing the scale of the Hastings Street frontage, thereby improving daylight access into the upper garden space, and Cordova streetwall scale. Staff support the large tower floorplates at approximately 650sm (7000sf) as a flatiron concept.</p>

APPENDIX “F”

WOODWARD’S ENVIRONMENTAL SUSTAINABILITY ANALYSIS

The following analysis evaluates each of the Woodward’s RFP Proposals through a sustainability lens, and examines each submission based on four RFP sustainability categories: LEED™ targeted performance, Degree of reuse / recycled content, Demonstration of energy alternatives, and Provision for green roofs:

a) LEED™ targeted performance

Discussion: LEED™ certification was not a City requirement under the RFP, or any zoning, although Council has recently sent strong signals with regard to its desire, under its “Cool Vancouver” program for “green” design and LEED™ Silver/Gold certification. The RFP required that the Proposals include sustainable design. LEED™ is a frequently used set of criteria and performance measurement system. It was recommended as a measurement tool in the Urban Design Guidelines to document sustainable design, and was referenced in each submission. It is important to note that LEED™ certification is only obtained after a building is completed; any reference to a level of LEED™ certification represents an intention, but does not guarantee delivery.

Since all proponents referred to LEED™ as a method of measurement, and two proponents have included an intention to seek certification, the table below compares Proposals within the framework of LEED™ evaluation criteria. The Concert/Holborn Proposal did not submit a LEED™ point table but, within the text of the submission made a number of commitments and noted some initiatives they would consider implementing, and these have been identified within the table below. Not noted below are site conditions that qualify for LEED™ points that are a consequence of the site characteristics and which are not under the control of any proponent. All proponents have representation on their teams of firms with varying degrees of LEED™ experience.

It should be noted that proponents could aim for a higher level of LEED™ certification, however the City might be required to reduce the benefits it might otherwise realize from its residual land value.

Concert/Holborn		Westbank		Millennium		Comments
SFU	Alternate	SFU	Alternate	SFU	Alternate	
Sustainable Sites						
				May include facilities for alternative fuel refueling		
Vegetated roofs are shown and will provide some stormwater management, possible cistern in tower for storage to irrigate planting.	Stormwater management through vegetated roof, possible cistern for storage to irrigate planting.			Stormwater management		Occupied and vegetated roof are common to all Proposals
				May include stormwater treatment on site		
Underground parking provided under the new construction.	Reduce heat-island effect through underground parking			Reduce heat-island effect, non-roof		Underground parking is common to all Proposals
Occupied and vegetated roofs shown extensively on drawings	Reduce heat-island effect through vegetated roof			Reduce heat-island effect, roof		Roofs with substantial amounts of paving may not qualify for this point due to large areas of paving on occupied roofs.
	Light pollution control through keeping the night sky dark and only lighting on property.			May design light pollution control		May not be achievable due to requirement to provide illuminated "W" sign
Water Efficiency						
Possible storage of rainwater in the "W" tower for irrigation.	No potable water for irrigation due to plant material selection			May design with no potable water for irrigation of		Plant selection is a strategy to reduce water consumption

Concert/Holborn		Westbank		Millennium		Comments
SFU	Alternate	SFU	Alternate	SFU	Alternate	
				landscaping		commonly done on sustainable buildings.
				Will include “innovative wastewater technology”, but does not describe it in detail		Any strategy would require 50% waste water reduction or 100% treatment to tertiary levels – very difficult in residential construction.
		Water-use reduced 30%		Water-use reduced 30%		Becoming a target often reached in LEED projects
Energy & Atmosphere						
		Optimize energy 10%+ over ASHRAE , possible up to 20% – use steam from Central Heat, except elec. basebrds. for res.; preheat domestic hot water from rejected heat of air conditioning.		May optimize energy 20% to 40% above ASHRAE		These strategies are above and beyond LEED prerequisite of ASHRAE 90.1, 1999 or City Bylaw of ASHRAE 90.1, 2001.
Mention of possible limited use of photovoltaics, & wind/solar power.				May use 5%+ renewable energy - mention of photovoltaics, & solar water heating, consider geothermal energy		Photovoltaics currently have an excessively long payback and are not yet economic in this market within a typical 7-10 year payback.
		May do LEED™		May do LEED™		

Concert/Holborn		Westbank		Millennium		Comments
SFU	Alternate	SFU	Alternate	SFU	Alternate	
		commissioning		commissioning		
		Eliminate HCFC's & halons		Eliminate HCFC's & halons		
		May do measurement and verification of systems		May do measurement and verification of systems		
		May purchase Green Power		May purchase Green Power		
Materials & Resources						
Proposal shows the largest commitment to reuse the existing building structure.						Note that no project retains enough of the heritage structure (core and shell) to meet any of the "Building Reuse" criteria w/in LEED.
Some materials from deconstruction of portions of the facades will be recycled.		Construction waste management: divert 75% from landfill		Construction waste management: divert 75% from landfill		High rates of diversion from landfill are easily achieved and have become standard practice among many Vancouver contractors.
Some materials from deconstruction of portions of the facades will be reused.		Resource reuse: 5% commitment, may reuse up to 10%		Resource reuse: 5%		
The Proposal advises that material selection criteria will favour recycled content.		Recycled content: 5% (1 point) commitment, may target up to 10% (2 points)		Recycled content: 50% (2 points)		W/P Proposal refers to the CaGBC standard and the M Proposal

Concert/Holborn		Westbank		Millennium		Comments
SFU	Alternate	SFU	Alternate	SFU	Alternate	
						refers to the USGBC.
Material selection criteria will favour local materials.		Regional Materials: 20% manufactured regionally, possibly 50% extracted regionally		Regional Materials: 20% manufactured regionally, possibly 50% extracted regionally		
				May use rapidly renewable materials		
				May use Certified Wood		The use of Certified wood for formwork would be very costly. Availability is increasing in Canada.
Indoor Environmental Quality						
				CO2 monitoring		
				May include measures for increased ventilation effectiveness		This credit is rarely obtained.
		Construction IAQ Management Plan, may perform post construction IAQ Plan		Construction IAQ Management Plan, may perform post construction IAQ Plan		
		Low-emitting materials: adhesives & solvents		May include low-emitting materials: adhesives & solvents		Difficult to achieve on a large project.
		Low-emitting materials: paints & coatings		Low-emitting materials: paints & coatings		
		Low-emitting materials: carpets		Low-emitting materials: carpets		
		Low-emitting		May include low-		

Concert/Holborn		Westbank		Millennium		Comments
SFU	Alternate	SFU	Alternate	SFU	Alternate	
		materials: composite wood		emitting materials: composite wood		
				Indoor chemical & pollutant source control		Foot grilles at exterior doors, copiers in vented rooms, etc.
				Control of systems at perimeter		
				May include control of systems, non-perim.		
		Thermal comfort per ASHRAE		May include Thermal comfort per ASHRAE		Standard practice per Keen Eng.
		May include thermal comfort – permanent monitoring		May include thermal comfort – permanent monitoring		
				Daylight & views to 75% of spaces		
				May include daylight & views to 90% of spaces		
Innovation & Design Process						
		On-site store of used items/materials for purchase at low prices		LEED™ Accredited Professional on design team		
		Construction Waste Management – divert 95% or better from landfill				
Consulting architectural firm has at least one LEED™ Accredited Professional		LEED™ Accredited Professional on design team				
LEED™ Target						
No commitment to		Silver, 35 points		Certified, 28 points		

Concert/Holborn		Westbank		Millennium		Comments
SFU	Alternate	SFU	Alternate	SFU	Alternate	
certify but mentions “LEED™ Certifiable” target, describes some sustainable strategies and a commitment to a sustainable project.		Gold mentioned as a goal in Keen Eng. Documentation				

b) Degree of reuse / recycled content

Although the table above summarizes some useful information, the reuse of the existing Woodward's building is unlikely to qualify for LEED™ points (up to 3 points) for % of building retained, and is not explicitly reflected above. The existing building however does contain a lot of embodied energy and reuse will reduce the requirements for materials and reduce the burden on the landfill.

CONCERT/HOLBORN

SFU & alternate design Proposals

PROS:

1. Proposes the greatest retention of the existing structure and façade of all three streets: three bays (about 60' deep) perimeter on three streets, with some later additions on the top floors along Hastings removed, as well as the mandatory restoration of the 1903/08 building.
2. Committed to reusing/recycling materials obtained from the portions of facades that would be deconstructed.
3. Committed to selecting "local materials that have been recycled or have recycled content".
4. Many commonly available products in Vancouver, specified on all projects, have substantial amounts of recycled materials, such as steel and drywall.

CHALLENGES & OPPORTUNITIES:

1. In not committing to following a LEED process the proponent did not quantify the extent of recycled content that will be included in the project. Concert Properties Ltd. expressed its commitment to sustainable practices and expressed a desire to establishing corporate guidelines to implement Green Building Standards on all projects
2. The management of construction waste was not specifically noted in the Proposal. An 85% recycling of waste should be achievable and should be considered in future negotiations.

WESTBANK

SFU Design Proposal

PROS:

1. The existing building 1903/08 building and about 70% of the east & north facades will be restored and retained.
2. Some of the materials obtained through deconstruction of the building will be reused on site.
3. Over 5% of materials will be recycled.

4. Commitments to divert over 75% of construction waste from the landfill.

CHALLENGES & OPPORTUNITIES:

1. This Proposal retains the least amount of the existing building.

Alternate Design Proposal

PROS:

1. The existing building 1903/08 building and some of the facades on three streets will be restored and retained.
2. Some of the materials obtained through deconstruction of the building will be reused on site.
3. This Proposal commits that over 5% of materials will be recycled.
4. Commitments to divert over 75% of construction waste from the landfill.

CHALLENGES & OPPORTUNITIES:

1. This Proposal retains more - than the SFU design - of the Hastings St. facade of the existing building by showing less modification of it. This is a very minor change in measured façade.

MILLENIUM

SFU & alternate design Proposals

PROS:

1. The existing 1903/08 building and three bays of the building along Abbott St and a portion of Cordova St and the remaining Hastings St. façade.
2. Commitments for 5% resource reuse and 50% materials to have recycled content in building materials.
3. Commitments to divert over 75% of construction waste from the landfill.

CHALLENGES & OPPORTUNITIES:

1. If this proponent's Proposal is selected they should be invited to be more specific on their intentions with regard to disposal of the materials from the demolished and deconstructed portions of the original Woodward's building.

c) Demonstration of energy alternatives

CONCERT/HOLBORN

SFU & alternate design Proposals

PROS:

1. This Proposal mentioned possible use of photovoltaics or solar energy to serve the needs of the possible rainwater tank in the tower.

CHALLENGES & OPPORTUNITIES:

1. At this time there is not a mechanical engineering consultant selected. The only description of energy systems relates to a small demonstration sized item for the pumping and distribution of rainwater for irrigation. This Proposal does not specify any energy targets to be attained or any other particular energy strategies.

WESTBANK

SFU & alternate design Proposals

PROS:

1. This Proposal reviews specific design strategies:
 - a. Enhanced building envelope
 - b. Use of steam heat
 - c. Recapturing heat from the air conditioning condensers to preheat domestic hot water
 - d. No air conditioning the Atrium
 - e. Energy efficient lighting, use of daylight
 - f. Low-flow shower heads

CHALLENGES & OPPORTUNITIES:

1. The presence of the extent of detail signals that the Proposal is informed by substantial amount of thought. They have expressed a willingness to review with the City its requirements before finalizing its design.

MILLENNIUM

SFU & alternate design Proposal

PROS:

1. “Efficient through thoughtful design” is a commitment of the Proposal. Few specifics on energy strategies beyond that, except to investigate geothermal, photovoltaic and solar hot water energy sources. They have expressed a willingness to review with the City its requirements before finalizing its design.

CHALLENGES & OPPORTUNITIES:

1. At this time there is not a mechanical engineering consultant selected. Millennium could be requested to explain their energy strategies.

d) Provision for green roofs

Green roofs have a variety of definitions. In the context of the discussion below the broadest

definition will be used as it most likely mirrors the City and public's expectation of a "green roof".

Under LEED™, one of the credits for reducing the heat island effect of the building is achieved through either planting a roof (50% of roof surfaces) or cladding it with a highly reflective roofing material (75% of roof surfaces). However, a broad interpretation of green roofs would also include occupied roofs, particularly if they are also landscaped. These roofs provide increased enjoyment to the building users in an urban environment by creating outdoor space that is accessible. The plantings do reduce the heat island effect of the building, and the build-up of materials, particularly planted areas, create a reservoir to slow the migration of rainwater to the roof drains, thereby reducing the impact of the building on the City's storm drain infrastructure. Recent information shows that green roofs can also increase building roof membrane life due to protection from UV light and weather degradation, as well as some insulative qualities that reduce energy load (both heating and cooling) on the building. These synergies should be seen as an encouragement to green roofs, and allows the opportunity to use green roofs as assisted elements in achieving additional LEED™ points.

All three Proposals have substantial accessible roofs with landscaping and open plazas. With this preliminary information, there is not a substantial difference amongst the Proposals, but all show an intention to provide a significant amenity.

RECOMMENDATION:

Whichever proponent is selected should commit to considering their energy alternatives within the framework of the CBIP (Commercial Building Incentive Program) or other similar program, using an independent specialist in energy modeling. As this program qualifies for grants under a Federal program it might not impact the proforma. Energy modeling is a requirement of all new projects under the new City of Vancouver Energy Bylaw (June 8, 2004)

APPENDIX “G”

WOODWARD’S HERITAGE RESTORATION AND RETENTION ANALYSIS

This review examines such important heritage criteria such as (i) degree of building retention; (ii) retention and prominence of “W” sign; (iii) incorporation of heritage elements (cornices, signage, original windows and sills, brick, facade treatment, etc); (iv) impact of Project design on overall heritage district; (v) Project conformance with established heritage policy; and (vi) assessment of how “new” construction interfaces and responds to/with “old” and distinct heritage district.

(i) 1908 Building Priority. The 1903/1908 building of the Woodward’s complex must be retained in its entirety and restored as a key part of the redevelopment. (RFP Urban Design Guideline requirement)

CONCERT/HOLBORN

PROS:

- The 1903/08 portion is retained in its entirety and its street facades restored.
- Retention of the adjoining 1925 Woodward’s addition along Abbott Street and the 1923 and 1939 additions along Hastings Street provide excellent supporting historic context.
- The reinstatement of the original cloth sidewalk canopies on the 1903/08 portion subtly distinguishes it from the remainder of the complex.
- A very good symbolism is achieved by dedicating this original landmark for City use and ownership.

CHALLENGES AND OPPORTUNITIES:

- No substantive challenges and opportunities.

MILLENNIUM

PROS:

- The 1903/08 portion is retained in its entirety and its street facades restored.
- Retention of the adjoining 1925 Woodward’s addition along Abbott Street provides a good supporting historic context.

CHALLENGES AND OPPORTUNITIES:

- Projecting glass west side wall treatment could be made more subtle and compatible.

WESTBANK

PROS:

- The 1903/08 portion is retained in its entirety with street facades restored.
- It is set apart as a stand-alone building -“a jewel”- creating a landmark prominence.

CHALLENGES AND OPPORTUNITIES:

- On the other hand, the 1908 Woodward's section is removed from its historic context.
- The rooftop pavilion detracts from the period restoration of the 1908 section. The proponents are prepared to remove it.
- The glazed sloped glass canopies conflict with the period restoration to the remainder of the building and should instead be restored to a period detail such as traditional awnings.

(ii) Prominence of the "W". The Woodward's "W", preferably with its supporting steel tower, shall be retained in the new development and made fully operable and illuminated to ensure its prominence on the Vancouver skyline. (RFP Urban Design Guideline requirement)

CONCERT/HOLBORN

PROS:

- The "W" and its tower will be retained, made fully operable and illuminated. Its location maintains its existing prominence in the Vancouver skyline and association with the 1903/08 building.
- Cordova Street bends at the Woodward's site; this scheme articulates this bend by placing the "W" on both the east and west bound Cordova Street axis.
- Well connected with the courtyard.
- The additional use of the "W" tower as the elevator core for the City facilities and as a potential observation deck creates a positive symbol.

CHALLENGES AND OPPORTUNITIES:

- No substantive challenges and opportunities.

MILLENNIUM

PROS:

- No substantive PROS.

CHALLENGES AND OPPORTUNITIES:

- The Proposal does not meet the RFP minimum requirement of locating the "W" as a prominent element in the Vancouver skyline. At the ground level it loses its role as a beacon in the skyline.
- Elevating it to its current vicinity is problematic in the SFU scheme as the SFU roof pavilion would block views to it from the west.
- In the non-SFU scheme, it could be located close to its historic location and be prominent in the skyline, but the iconic tower would be competing for attention.

WESTBANK

PROS:

- The “W” and its tower will be retained, made fully operable and illuminated. Its location maintains its existing prominence in the Vancouver skyline and association with the 1903/08 building.
- It is placed on concrete base structure which recalls the existing base and context.

CHALLENGES AND OPPORTUNITIES:

- No substantive challenges and opportunities.

(iii) Respecting the Woodward's Building. All components of the Woodward's Building add to the historic character of this block and its surrounding context. The extent to which portions of the building, in addition to the 1903-08 section, are retained, or respected in the design of new facades, will have an impact on the "fit" of the redevelopment in its context. New development should retain additional portions of the Woodward's complex beyond the 1903-08 section, where possible. (RFP Urban Design Guideline)

Additional context: BC Heritage Trust, *Principles of Heritage Conservation (extracts)*:

"The evolution of the structure(s) and the site should be respected. The contributions of all periods are important to the historical development and merit retention. Decisions about appropriate levels of intervention shall be based upon the heritage values of each contribution."

"The approach to all heritage conservation projects should be one of minimal intervention to ensure the maximum preservation of the existing and authentic physical fabric and the retention of the signs of age."

"Levels of intervention/respect for heritage fabric:

- *Maximum respect: preservation, stabilization, consolidation, restoration, rehabilitation.*
- *Moderate respect: Reassembly, replication, reconstruction, moving, fragmentation.*
- *Limited respect: renovation, modernization."*

CONCERT/HOLBORN

PROS:

- Maximum respect is given to the remaining portions of the Woodward's building through minimal intervention; with the exception of the demolition of the 1946 addition (the least sympathetic to the earlier buildings) and the 3 storey portion on Cordova Street, the full facades on all three streets plus 3 structural bays will be retained and rehabilitated.
- Restoring the façades on all three block faces to the 1927 era (when they were all of a unified architecture treatment), restores the scale and palace like grandeur of the Woodward's departments store in its heyday.
- Interventions to accommodate the new program are largely limited to the core and western ends of the complex, thus preserving the primary character-defining elements.
- Exposing the existing structure on the courtyard façades and recalling the grid lines in the paving pattern preserves the memory of the large, open columnar space of the former department store.

CHALLENGES AND OPPORTUNITIES:

- The north-west, open-to-the-sky entrance to the courtyard, creates a large, non-traditional break in the Cordova Street wall at the critical historic point where City's street grid shifts.

MILLENNIUM

PROS:

- Maximum respect is given to the Abbott Street section; full façade and three structural bays of building will be retained and rehabilitated.
- In the SFU scheme, maximum respect is given to the majority of the Cordova Street section; the majority of the length of the façade and three structural bays of building will be retained and rehabilitated.

CHALLENGES AND OPPORTUNITIES:

- Cordova Street section is not retained in non-SFU scheme.
- Hastings Street section is not retained in non-SFU scheme.
- In the SFU scheme, the Hastings Street heritage facade is retained as a freestanding screen breaking the continuum, providing limited to no respect for heritage value. If the SFU program does not enable this façade to be integrated sympathetically as the operable façade of the building, it is best not retained.
- The gap on Hastings Street diminishes the monolithic wall on Hastings Street and it is suggested to reduce it or bridge the two heritage facades.

WESTBANK

PROS:

- This Proposal's parti of the continuing evolution of the site has good intellectual merit and received a number of supporting comments when reviewed by the Heritage Commission and the Urban Design Panel.

CHALLENGES AND OPPORTUNITIES:

- The parti is executed with such extensive interventions to the remaining portion of the Woodward's complex that it provides very limited respect for the heritage fabric.
- The interventions to the Hastings Street facades (large new opening, fragmented parapet and east wall) greatly diminish the integrity of the heritage fabric. The historic continuous nature of the Woodward's block's street walls is lost along Hastings Street.
- A more sympathetic heritage approach could be achieved by retaining much more heritage fabric in a more complete and genuine way including retaining and restoring cornices, fenestration patterns and parapets. Further, the hierarchy of the new and old should be reversed by having the new architecture recede to the point where the heritage fabric is the dominant presence. The theme of the building layers and evolving history of the site would still continue, but in a much more subtle and gentle way.
- No structure is being retained beyond the 1908 portion. This leaves a critical issue about the viability of retaining the facades only. Given their height, it will be very expensive and challenging to temporarily shore them up. The alternative suggested by the proponent would be to disassemble and reconstruct the facades. This is contrary to mainstream conservation practice. Reconstruction of facades, such as the Eaton's building in Victoria, is not strongly recommended as it rids the heritage fabric of any

remaining value. This Proposal should pursue retaining existing building structure to support the heritage facades.

(iv) Compatibility with surrounding heritage precinct. (RFP Urban Design Guideline)

HA-2 District Schedule Intent: "... to recognize the area's special status and to ensure the maintenance of the Gastown's "turn of the century" historical and architectural character."

HA-1 District Schedule Intent: "... to encourage the preservation and rehabilitation of the significant early buildings of Chinatown, while recognizing that the evolving activities that make this district an asset to the City need to be accommodated contextually."

DD Character Area Descriptions, Hastings/Pender Shopping District, S2.3.3. Physical Environment:

- (a) New structure should respect the scale and architectural rhythms of the existing buildings;
- (b) Structures of architectural interest or significance should be restored and renovated;

CONCERT/HOLBORN

PROS:

- Very well integrated with the precinct.
- Limiting the on-site program and shifting density off-site enables this Proposal to address and conserve heritage at the urban block scale and not just selected sections. Furthermore, it allows the massing on site to be respectful of the neighbouring buildings and heritage precinct.
- It sends a compelling and optimistic message that revitalization can occur in the DTES while upholding the zoning objectives of preserving and celebrating the early buildings in the area.

CHALLENGES AND OPPORTUNITIES:

- Work is required to improve the fit of the new building into the heritage context.

MILLENNIUM

PROS

- In the SFU scheme, the Abbott and Cordova Street wall integrates well with the surroundings.

CHALLENGES AND OPPORTUNITIES:

- The height of the new tower and the SFU pavilion is excessive and overpowers the heritage context and general precinct, especially as viewed from Victory Square.
- In the SFU scheme, the free-standing Hastings Street façade is not in keeping with zoning objectives and would set a poor precedent.
- In the non-SFU scheme, the Hastings Street massing is not in keeping with the contiguous streetwall character of the immediate surroundings.

WESTBANK

PROS:

- The flat iron tower form is compatible with the character of the area and the Sun Tower and Dominion Building.

CHALLENGES AND OPPORTUNITIES:

- The scale of the streetwalls and tower is not in keeping with the surrounding context.
- The penthouse additions to the heritage are not in keeping with the policy objective of limiting penthouses on top of heritage buildings to discrete single-storey additions.
- The extent of intervention to the heritage facade and the dominance of the new are not in keeping with zoning objectives, as well as sets a problematic precedent for future heritage projects in the precinct.

(v) Conformance with Council's heritage incentive policies. *Heritage Building Rehabilitation Program Policies and Procedures.*

CONCERT/HOLBORN

There is no doubt that this is a sincere heritage effort that merits full heritage incentives. Council policy requires that incentives be determined in a measured and equitable way that ensures the applicants are justly rewarded for their investment, risk and talent and at the same time does not produce a gross windfall nor threaten the viability of the transfer of density program. In this context, it is recommended that if this Proposal is selected, the proponents be compensated using the shortfall cost analysis that includes a meaningful, but not a windfall profit. In addition, Council policy allow residual density (i.e. the difference between the proposed density and 5.5 FSR) to be transferred.

CHALLENGES AND OPPORTUNITIES:

- For residual density, the proponents request to transfer off the difference between the 5.04 FSR they achieve on site and the 7.63 FSR achieved under the previous development permit for the site. An FSR of 7.63 was derived through a bonus density calculation in 1994 and has no relevance today, as it was premised on: (i) that particular development Proposal; (ii) market conditions at the time; and, (iii) the value of density held on site (i.e. its value is significantly less than if transferred). Staff recommend that residual density be based on the policy of 5.5 FSR and that developer's profit be based on a proforma analysis.
- If the amount of transferable density derived from the proforma remains significant, it could upset the health of the density bank. If this is the case, it is recommended that DCL and tax relief incentives be applied to limit the amount of transferable density to a manageable amount.

MILLENNIUM

CHALLENGES AND OPPORTUNITIES:

- On-site bonus heritage density is the only heritage incentive defined.

WESTBANK

CHALLENGES AND OPPORTUNITIES:

- The proponent seeks to secure a combination of heritage bonus density for transfer off-site, a 10-year property tax abatement, façade grants, and DCL relief on all new construction. Staff recommend that residual density be based on the policy of 5.5 FSR and that developer's profit be based on a proforma analysis using current heritage values per buildable square foot.
- It does not appear that the amount of transferable density derived from the proforma would upset the health of the density bank. If this proves not to be the case, it is recommended that other incentives be applied to limit the amount of transferable density to a manageable amount.

(vi) Compatible and distinguishable new construction. New construction on the site should be contemporary in character and not literally copy the historic character of the Woodward's Building. However, it should respect elements of the former or adjacent buildings on the block. (RFP Urban Design Guideline)

Additional context: BC Heritage Trust, *Rehabilitation Principles and Guidelines (extracts)*:

"If a new addition is required, it should be constructed with the least possible loss of historic material and in such a way that character-defining features are not obscured, damaged or destroyed."

"New volumes, material and finishes may be required to satisfy new uses or requirement. They should echo contemporary ideas but respect and enhance the spirit of the original. Appendix: Appleton Charter."

CONCERT/HOLBORN

PROS:

- SFU building is compatible in scale and mass to the heritage streetscape.
- The location, height of the new tower shape is compatible with the heritage massing of the Dominion Building and Sun Tower.
- The portal entrance off Abbott Street is a sensitive intervention.

CHALLENGES AND OPPORTUNITIES:

- The new buildings on the west side of the plaza are too independent of the existing Woodward's building; while distinguishability is important, the two worlds have not met in design or function. A further level of integration is recommended. This would include making the architectural treatment of the new buildings more compatible with the spirit of surrounding heritage fabric in terms of mass, material and relationship of solid to void and colour.

- The horizontally stepped tower form is bulky and foreign to the heritage context and could be made more in keeping by reducing and simplifying it to a single, narrower extruded floor plan.
- Cordova Street could benefit from a more contiguous street wall, possibly by introducing a low building over part or the entire entry plaza with a porte-cochere passage.
- The new courtyard facades on the existing Woodward's structure should be more dynamic and have a greater dialogue with the heritage.

MILLENNIUM

PROS:

- The SFU addition is light, dynamic and clearly distinguishable from the heritage on site.

CHALLENGES AND OPPORTUNITIES:

- In the proponent's pursuit to accommodate the extensive program on site and respect the site's heritage, it is able to retain and respectfully rehabilitate whole building sections of the Woodward's complex beyond 1908, but is overpowered and trumped by the fantastic mass and scale of the new building blocks. The mass of the new should be significantly reduced and made more integral by applying other heritage incentives in the place of on-site bonus density.
- The abundance of styles of the new buildings on site has a jarring and overwhelming effect on the heritage context. The styles should be made more compatible with the spirit of surrounding heritage fabric in terms of massing, material and relationship of solid to void and colour.
- The concept of the upper tower elements being a Woodward's streetwall tipped on an edge is not a convincing design rationale for contextual fit.

WESTBANK

PROS:

- The architecture of the new tower element is the most compatible with the surrounding historic context amongst the three tower Proposals. Its Edwardian/flat-iron floor plan and steel, lightweight structural expression dialogue with the surrounding heritage context yet distinguishes itself as a product of today. However, it could be further developed to fit the spirit of the surrounding heritage fabric in terms of relationship of fenestration pattern and solid to void.
- The scheme relates to the history of the evolution of the site through incremental layers of building being added over time.

CHALLENGES AND OPPORTUNITIES:

- A reduction in floor space could be achieved by applying other heritage incentives in place of on-site bonus heritage density.
- The proposed penthouse additions along Hastings, Cordova and Abbott Streets give the facades a 'cap' feeling and should be pulled back from the street.

- Concrete frame structure could be more subtle at the street and take a secondary role to the heritage facades.
- The fenestration pattern of the new construction in the podium is not compatible with the heritage fabric. Fine tuning with the same sensitivity employed on the fenestration on the tower is recommended.

APPENDIX “H”

WOODWARD’S PROJECT FINANCIAL PERFORMANCE AND RETURN TO CITY ANALYSIS

This analysis summarizes the Financial Evaluation Team’s analysis of the three Proposals. Given the bottom-line complexity of the Proposals, it is not possible to consolidated the financial impacts into one net figure. Accordingly, the financial assessment has been categorized into several distinct areas, each discussed below. The final results will be contingent on the deal that is negotiated with the recommended developer.

NET VALUE CREATED FOR THE CITY

Concert’s Proposal delivers the least guaranteed cash to the City, provides the largest City Parcel space, and accordingly, charges the highest price for the City Parcel. Assuming the \$6.1 million cash received from Concert is payment for the land, Concert is only able to fund the non-market housing shortfall through transfer of density. Concert’s Proposal is the only one that contains a potential contingent cash receipt for the City: a potential share of the profits from the sale of the market housing (any amount over the developer’s 15% profit, potentially up to \$6 million for the City), however this is not guaranteed. Concert has submitted the only Proposal in which the City assumes all of the financial risk associated with the heritage upgrade costs for the City Parcel. The analysis take into account this risk and includes the City’s cost consultant estimated premium cost for this risk.

Millennium’s Proposal nets the most cash to the City of the three, and at the same time offers the smallest City Parcel. Millennium’s Proposal assumes the least development-related cash expenditures and foregone revenues by the City.

Westbank proposes a straight trade of the land for the City Parcel. A tenant improvement allowance (\$25/sf) the developer is offering for the City Parcel brings the net cash associated with the basic land deal to just under \$1 million. Westbank’s Proposal does not fund the non-market housing shortfall, which is estimated to be between \$5.6M and \$7.3M.

TABLE 2.1. ESTIMATED NET CASH PROCEEDS & ASSETS RECEIVED BY THE CITY (\$000's)

	CONCERT SCHEME 1 SFU	CONCERT SCHEME 2 NO SFU	MILLENNIUM SCHEME 1 SFU	MILLENNIUM SCHEME 2 NO SFU	WESTBANK OPTION 1 SFU	WESTBANK OPTION 3 NO SFU
A. GUARANTEED CASH RECEIPTS BY THE CITY						
Price for Land Paid by Developer	\$6,145	\$6,145	\$22,337	\$20,842	\$6,335	\$7,105
Less: Purchase Price Paid by City for City Parcel	-\$11,972	-\$11,972	-\$6,190	-\$6,190	-\$6,335	-\$7,105
TI Allowance for City Parcel	\$0	\$0	\$0	\$0	\$790	\$790
Guaranteed Cash Receipts	-\$5,827	-\$5,827	\$16,147	\$14,652	\$790	\$790
B. GUARANTEED MAJOR ASSETS RECEIPTS						
Value of City Parcel	\$5,200	\$5,200	\$1,100	\$1,800	\$3,200	\$3,200
Guaranteed Major Assets Receipts	\$5,200	\$5,200	\$1,100	\$1,800	\$3,200	\$3,200
SUB-TOTAL #1: Cash & Assets Received by COV	-\$627	-\$627	\$17,247	\$16,452	\$3,990	\$3,990
C. ESTIMATED CASH OUTFLOWS FROM THE CITY						
Funding Non-Market Housing Shortfall	-\$6,145	-\$6,145	\$0	\$0	-\$5,600	-\$7,300
PV of 10-Year Tax Exemption (Heritage)	\$0	\$0	\$0	\$0	-\$3,300	-\$4,700
Potential premium upgrade costs to be paid by the City	-\$3,500	-\$3,500	\$0	\$0	\$0	\$0
DCL, Development & Rezoning Fee Exemptions	-\$1,150	-\$1,150	\$0	\$0	-\$2,850	-\$3,150
PV of Construction Period Tax Exemption	\$0	\$0	\$0	\$0	-\$630	-\$630
Estimated Cash Outflows from the City	-\$10,795 to \$14,575	-\$10,795 to \$14,575	\$0	\$0	-\$12,380	-\$15,780
SUB-TOTAL #2: Cash & Assets Received by COV Net of Estimated Cash Outflows	-\$11,422 to \$15,202	-\$11,422 to \$15,202	\$17,247	\$16,452	-\$8,390	-\$11,790
D. EST'D CONTINGENT CASH RECEIPTS TO COV						
Profit Sharing from Market Housing - If Available	\$6,024	\$6,024	\$0	\$0	\$0	\$0
Estimated Contingent Cash Receipts to City	\$6,024	\$6,024	\$0	\$0	\$0	\$0
AND RETURN TO CITY ANALYSIS						
	Concert Scheme 1 SFU	Concert Scheme 2 No SFU	Millennium Scheme 1 SFU	Millennium Scheme 2 No SFU	Westbank Scheme 1 SFU	Westbank Scheme 2 No SFU
SUB-TOTAL #3: Cash & Assets Received by COV Net of Estimated Cash Outflows + Contingent Receipts	-\$5,398 to \$9,178	-\$5,398 to \$9,178	\$17,247	\$16,452	-\$8,390	-\$11,790

Notes to Table 2.1

1. "Value of City Parcel" is estimated by City of Vancouver staff using an income approach, assuming \$9.00 per sq ft capitalised at 9.00%.
2. "Heritage Upgrade Costs" are the estimated heritage upgrade costs to bring the buildings to base standard. Millennium & Westbank fully assume these costs and risks associated with the City Parcel, while Concert does not.
3. Millennium is proposing to include and fund an additional 35 - 40 units of non-market/affordable housing. The value of these extra units is not included in the cashflow since while this is a benefit to the City and should be recognised as such, these units do not represent an asset or cash directly received by the City.
4. Concert's Proposal transfers ownership of a large public open space to the City, which is not included in this table under "Major Assets Receipts." This is because a value can not at this time be easily assigned to this square. It is noted that associated with the ownership of this square, the City would incur potentially significant operating and maintenance costs, which are also not included in the above table.
5. "PV of Heritage Incentive Tax Exemption" is for City portion only, since this property taxes collected on behalf of other agencies do not accrue to the City.
6. Concert's Proposal offers a \$6.1 million payment that could be used to cover the non-market housing shortfall. For the purposes of comparison, it is assumed that this is the "Payment for Land" from Concert, and that they do not fund the non-market housing shortfall.
7. All items in Section C of this table are estimated by City staff, for the purposes of comparing the Proposals.

TABLE 2.2. CITY PARCEL – *Concert* is offering the largest parcel to the City, and *Millennium* the smallest. However, in addition to the City Parcel, Millennium is proposing to include between 25,000 and 30,000 square feet of developer-owned amenity area (a seniors' centre and a native healing centre). Millennium's price per square foot for the City Parcel is significantly higher than that of the other two. *Westbank* is offering the City Parcel at a price per square foot comparable to *Concert's*, and is also providing the City a tenant improvement allowance valued at \$790,000. The value of the City Parcel and tenant improvement allowance has been included in Table 2.1.

	CONCERT SCHEME 1 - SFU	CONCERT SCHEME 2 - NO SFU	MILLENNIUM SCHEME 1 - SFU	MILLENNIUM SCHEME 2 - NO SFU	WESTBANK OPTION 1 - SFU	WESTBANK OPTION 3 - NO SFU
Size of City Parcel, sq ft	57,000	57,000	12,487	17,942	31,540	31,540
Developer-Owned Amenity, sq ft						
Seniors' Centre			13,455	8,853		
Native Healing Centre			17,406	14,674		
Est. Value of City Parcel (\$000s)	\$5,200	\$5,200	\$1,100	\$1,800	\$3,200	\$3,200
Price Paid for City Parcel (\$000s)	\$11,972	\$11,972	\$6,190	\$6,190	\$6,335	\$7,105
Implied Price Paid per Square Foot	\$210	\$210	\$496	\$345	\$201	\$225

Notes to Table 2.2

1. Value of City Parcel is estimated by City of Vancouver staff using an income approach, assuming \$9.00 per square foot, capitalised at 9.00%.
2. The developer-owned amenity space is not part of the City Parcel, but is proposed by Millennium to be leased by amenity-type tenants. While the proposed seniors' centre represents a low financial risk to the City, there is a risk that the native healing centre may become the City's responsibility should the tenant not be able to generate sufficient ongoing funding.
3. Westbank offers a tenant improvement allowance of \$790,000 to be applied toward the City Parcel.
4. Concert transfers risk associated with heritage upgrade of City Parcel to the City, estimated by the City's cost consultant to be between \$3,500,000 to \$7,200,000 above Concert's assumed cost of \$11,972,000. Concert will not guarantee its estimated heritage cost pricing, and therefore staff have had to estimate any shortfall risk amounts.

TABLE 2.3. FUNDING NON-MARKET & AFFORDABLE HOUSING

Each proponent provides at a minimum the required non-market housing, and each deals with the funding shortfall (approximately \$6 million) differently. This funding shortfall is the difference between the funding in place to pay for the 100 non-market housing units, and the anticipated cost of constructing these units. In their Proposal, *Concert* terms their \$6.1 million payment as both a payment for the land and coverage of the non-market housing shortfall. For the purposes of comparing Proposals, this should be considered as either one or the other, and as such is treated as a payment price for the land in Table 2.1. This means that the City receives no funding for the non-market housing shortfall from *Concert*. *Millennium* proposes to fund the shortfall plus optionally, an additional 35 - 40 non-market and affordable housing units. *Westbank* suggests that the Province will have to cover the shortfall, but since this funding is not in place, the shortfall is considered a City cost in Table 2.1.

	CONCERT SCHEME 1 - SFU	CONCERT SCHEME 2 - NO SFU	MILLENNIUM SCHEME 1 - SFU	MILLENNIUM SCHEME 2 - NO SFU	WESTBANK OPTION 1 - SFU	WESTBANK OPTION 3 - NO SFU
Proposed Number of NM & Affordable Housing Units	100	100	135	140	100	101
Proposed Square Feet	95,832	185,000	131,515	138,016	104,368	109,083
Funding the Non-Market Housing Shortfall	City or Province pays	City or Province pays	developer pays shortfall & extra units	developer pays shortfall & extra units	City or Province pays	City or Province pays

TABLE 2.4. POTENTIAL ONGOING COSTS TO THE CITY

None of the proponents provides hard figures related to ongoing operating and maintenance costs for which the City would be responsible, though there are allusions to certain such items. There are likely more components in this category that are not listed in Table 2.4. Without more information, these items cannot be used to differentiate Proposals. However, this is an important consideration as the project moves forward.

TABLE 2.4. POTENTIAL ONGOING COSTS TO THE CITY

	CONCERT SCHEME 1 - SFU	CONCERT SCHEME 2 - NO SFU	MILLENNIUM SCHEME 1 - SFU	MILLENNIUM SCHEME 2 - NO SFU	WESTBANK OPTION 1 - SFU	WESTBANK OPTION 3 - NO SFU
O & M – W Sign & Public Space	City pays	City pays	tenants share	tenants share	tenants share	tenants share
O & M – Daycare	City or other	City or other	n/a	n/a	City or other	City or other
Cultural Planning	City pays	City pays	tenants share	tenants share	tenants share	tenants share
O & M – Bridge to Parkade	n/a	n/a	tenants share	tenants share	tenants share	tenants share
O & M – Native Healing Centre	n/a	n/a	risk for COV	risk for COV	risk for COV	risk for COV

Notes to Table 2.4

1. O & M = Ongoing operating and maintenance costs.

TABLE 3.1. VALUE OF DENSITY REQUESTED BY THE DEVELOPER

TABLE 3.1. VALUE OF TRANSFERABLE DENSITY TO DEVELOPER – *Concert's* submission, which is based upon the existing development permit FSR of 7.63, includes the a transfer of between 400,000 and 467,000 square feet of density to 1133 West Georgia Street. At the receiver site, this has a current market value estimated at between \$40 and \$47 million. In addition, Concert is proposes that the City receive the bonus density associated with the heritage upgrade costs that the City would incur. *Millennium* is the only proponent whose submission assumes the developer does not receive any transferable density, however if through design approvals the density is reduced, they may seek a density transfer for the lost density as not accommodated on site. *Westbank's* Proposal assumes transferable density valued at between \$8.4 and \$10.1 million, which could be banked in the City's density bank.

TABLE 3.1. VALUE OF TRANSFERABLE DENSITY TO THE DEVELOPER

	CONCERT SCHEME 1 SFU	CONCERT SCHEME 2 NO SFU	MILLENNIUM SCHEME 1 SFU	MILLENNIUM SCHEME 2 NO SFU	WESTBANK OPTION 1 SFU	WESTBANK OPTION 3 NO SFU
A.						
TRANSFERABLE DENSITY – TO 1133 W GEORGIA (SQ FT)						
Residual Density - From Woodward's Site	126,799	126,799	0	0	0	0
Residual Density - From Western Lands Site	140,000	140,000	n/a	n/a	n/a	n/a
Total Residual Density Requested	266,799	266,799	0	0	0	0
Heritage Bonus Density – All Except 1908 Building	166,667	166,667	0	0	0	0
Total Transferable Density – To 1133 W Georgia	433,466	433,466	0	0	0	0
B.						
TRANSFERABLE DENSITY – TO DENSITY BANK (SQ FT)						
Heritage Bonus Density - For 1908 Building	0	0	0	0	87,500	168,840
Density Requested If City Doesn't Buy Retail Space	n/a	n/a	n/a	n/a	114,000	n/a
Total Transferable Density – To Density Bank	0	0	0	0	201,500	168,840
C.						
ASSUMED VALUE PER SQUARE FOOT						
Density Transferred to 1133 West Georgia	\$100	\$100	n/a	n/a	n/a	n/a
Density Transferred to City's Density Bank	\$50	\$50	\$50	\$50	\$50	\$50
D.						
VALUE OF TRANSFERABLE DENSITY (\$000s)						
Density Transferred to 1133 West Georgia	\$43,347	\$43,347	n/a	n/a	n/a	n/a
Density Transferred to City's Density Bank	\$0	\$0	\$0	\$0	\$10,075	\$8,442
Total Value of Transferable Density Requested	\$43,347	\$43,347	\$0	\$0	\$10,075	\$8,442

Notes to Table 3.1

1. Heritage bonus density included in this table is only to offset heritage costs that the developer will incur. In the Concert Proposal, the bonus density associated with the heritage upgrade of the 1908 building is not included above, since Concert anticipates the City will pay for this. If the City is able to benefit from its own Heritage Incentive Program, it may be able to benefit financially from this bonus density.
2. Concert's Proposal anticipates receiving transferable heritage bonus density of between 133,333 and 200,000 square feet. The average of these two figures is included in the table above (166,667 square feet).
3. Concert's residual density request is based on the assumption that 7.63 FSR could be built on this site, per the existing development permit.
4. Concert's Proposal anticipates that most or all of their bonus density would be transferred to 1133 West Georgia, where City staff estimates it would have a value of approximately \$100 per sq ft.
5. Westbank's Proposal requires transferable density equal to \$4.4 million - \$8.4 million, plus an incremental \$5.7 million under their Option 1, if the City did not purchase the retail space.

APPENDIX “I”

**RETAIL COMMERCIAL IMPACT ANALYSIS
(prepared by Hudema Consulting Group Limited)**

APPENDIX “J”

PROVISION OF SOCIAL GOODS AND COMMUNITY LINKAGES ANALYSIS

The following chart summarizes staff’s review of the provision of social goods and community linkages. A comparative summary of successes and challenges/opportunities noted for each Proposal that highlight key findings discovered in the analysis, follows.

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
<p>A. Amount of City and Community Space.</p>	<p><i>To determine the amount of space dedicated as the City Parcel, and other community space.</i></p>	<p>Excellent The proponent provides the largest amount of space for the City Parcel (57,000 sq. ft.).</p> <p>The City Parcel will be turned over to the City at cost. The City is required to pay for all improvement costs associated with the renovations & upgrading of the 1903/1908 building, and as a result, will be the recipient of the heritage bonus density for this component. The proponent agrees to manage and construct, for a fee, the renovations on an open book basis. Once the development is completed, the City will own the original 1903/1908 building and the historic “W” sign and original support structure. The Proposal states there is no land cost allocation for this component.</p> <p>The cost of ongoing maintenance to the building, as well as the “W” sign will fall to the City.</p> <p>Refer to Real Estate commentary.</p>	<p>Good City Parcel – 12,487-17-942 sq.ft., Native Healing – 17,406 – 14,674 sq.ft.. Ctr – 13,445-8,853 sq.ft. Total – 43,348-41,469 sq.ft.</p> <p>The City-parcel will be turned over to the City to a base building standard and has been valued at \$345/sq.ft. which includes T.I.s. Ongoing operating costs rest with City.</p> <p>Millennium will construct and finish the Native Healing centre and Seniors Centre and will retain ownership. Ongoing operating costs rest with community partners although Millennium has offered some initial operating support.</p> <p>Refer to Real Estate commentary</p>	<p>Average Dedicated City Parcel area for Westbank is 31,540 sq.ft.</p> <p>Additional purpose built space for daycare to be purchased by the City (11,600 sq.ft.) Total amount of potential City space is 43,160 sq.ft.</p> <p>The City Parcel will be turned over to the City to a base building standard, although a tenant improvement allowance of \$25/sq.ft. has been provided</p> <p>On-going operating costs rest with the City.</p> <p>Refer to Real Estate commentary</p>
<p>B. Health and Wellness Services</p>	<p><i>Health and Wellness was identified as a key</i></p>	<p>Poor: No specific programming in the Proposal – the proponent</p>	<p>Good : Proposal indicates a 14-674-17,405 sq. ft.</p>	<p>Good: Proposal includes space in the City Parcel for a Community</p>

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
	<p><i>theme in the Co-Design Visioning Workshops. Residents felt that these services were lacking in the community and that the redevelopment of Woodward's should incorporate some of these types of uses.</i></p>	<p>may be relying on the City Parcel for the accommodation of these uses.</p>	<p>Native Healing Centre. Millennium to fund construction & tenant improvements. Propose to lease to Vcr. Native Health @ \$25/sq.ft. and to provide initial grant towards rent. However, no commitment to ongoing operating costs & no indication of financial support from Vcr. Coastal Health Authority. Good location on Cordova St. although some outdoor program components of a healing centre could be challenging in this location and within a multi-use structure.</p> <p>Proposal also indicates 8,852-13,455 sq.ft. senior's services space for an adult daycare in partnership with S.U.C.C.E.S.S.. Millennium to fund construction and tenant improvements. Propose to lease at nominal cost to S.U.C.C.E.S.S. No commitment to ongoing operating costs and no indication of financial support from Vcr. Coastal Health Authority.</p>	<p>Wellness Ctre in the SFU scheme only. Good co-location with compatible uses on Level 3 within easy access to market/non-market housing.</p> <p>Proponent shows awareness of need & strong community linkages through services although final selection for City Parcel determined by City.</p> <p>Tenant Improvements contribution of \$25/sq.ft.</p>
<p>C. Address Aboriginal Needs</p>	<p><i>The Co-Design Community Visioning Workshops expressed the desire for a strong Aboriginal presence in the</i></p>	<p>Poor: No specific programming in the Proposal – the proponent may be relying on the City Parcel for the accommodation of these uses.</p>	<p>Good: Proposes Native Healing Centre (see above) in partnership with Vcr. Native Health Society. Also proposes</p>	<p>Excellent: Proposal includes significant space in City Parcel for Native Healing Centre with good co-location in both with/without SFU schemes. Strong co-location linkages to peer support, youth services, and</p>

EVALUATION CRITERIA	INTENT	CONCERT/HOLBORN	MILLENNIUM	WESTBANK
	<p><i>redeveloped site. This included Aboriginal art, wellness services and various social services.</i></p>		<p>relationship with Vcr. Native Housing Society although VNHS has not submitted a Proposal for the non-market housing component and their role in the proposed Healing Centre unclear.</p>	<p>women's issues.</p> <p>Created a well located Aboriginal public art opportunity in the galleria in both schemes for a variety of artists with good public exposure.</p> <p>Proponent has addressed the guiding principle by including Aboriginal employment opportunities as a priority with established percentage quotas.</p>
<p>D. Provision for Public Meeting Spaces</p>	<p><i>Public meeting space will facilitate community involvement and access to the redeveloped site. Public meeting space will also encourage increased use of the building and flow through traffic.</i></p>	<p>Good: The Proposal provides the largest amount of space for the City Parcel (57,000 sq. ft).</p> <p>While the Proposal dedicated 5,400 square feet to the Coastal Church, this space will be used by the congregation and may not be accessible to the community. Besides the plaza (discussed below) there are few other opportunities for community meeting space.</p> <p>The City Parcel is located in the 1908 building and is accessible from both the street and the plaza. The 1903/1908 location is symbolic and functional in that all non-profit uses will be located within one building. However, access through the plaza is small and somewhat awkward.</p> <p>The proponent also states that amenity spaces will be provided for in both the market and non-market (BCHMC standards) housing components of the redevelopment. However, this space is most likely for the private use of the residents; it is unknown whether this space</p>	<p>Average Public meeting areas proposed in at grade interior plaza.</p> <p>Roof deck outdoor spaces for use by building residents/tenants.</p> <p>No specific indoor public meeting rooms identified. But City Parcel uses not yet defined and could include indoor public mtg. spaces. However, City Parcel located on 2nd & 3rd floors with elevator access from courtyard (SFU Proposal) and on 3rd floor with shared elevator with Seniors/Native Healing (non SFU scheme) and therefore may lack visibility and clarity of access for public.</p> <p>Proposal includes numerous classrooms and gathering spaces as part of SFU and/or VCC program but none specifically</p>	<p>Good: The Proposal includes a variety of indoor and outdoor public meeting spaces.</p> <p>A large outdoor public meeting space is located on Level 5 (SFU scheme) and Level 3 (w/o SFU scheme) with elevator access. Good amenity package with visually secure public children's play area, accessible garden space, and circular meeting area with seating. Public access from street level compromised by its podium level location.</p> <p>Proposal includes a community meeting space in the City Parcel with elevator access from the podium (both schemes) on Level 7 with associated outdoor roof garden. Good co-location with non-market housing. Location will compromise street level use of community space.</p>

EVALUATION CRITERIA	INTENT	CONCERT/HOLBORN	MILLENNIUM	WESTBANK
		could be used for other functions.	targeted for public or community use.	
E. Balance of Social Services and Community Facilities	<i>During the Co-Design Visioning Workshops there was a strong desire for social services to be located on site to meet the needs of DTES residents. However, there is also the need to ensure that the project is equitable to all interest within the complex and surrounding communities.</i>	<p>Average: The proponent is silent on the inclusion of social services. We can only assume from their Proposal that these uses would be decided by and be the responsibility of the City in the City Parcel of the redevelopment.</p> <p>The proponent relies on VCC, SFU and “programming” in the plaza (see open space discussion below) to meet the cultural amenities (theatres, galleries, experimental theatre and studios). The use of these amenities would have to be secured through Community Use Agreements. With the exception of one at-grade gallery, the theatre and rehearsal space are located inside SFU in upper floors and as a result this may be less open to public access. The VCC Contemporary Design Centre and the School of Music will be located in a new structure under the plaza at the lower main, with the lobby/gallery consisting of a wide north-south corridor that links their Cordova address and the elevators of the W sign.</p>	<p>Average: Balance between cultural and social services relying on SFU and/or VCC to provide the cultural component. Unclear if programs accessible by local community and would need to be secured through Community Use Agreements.</p> <p>Balance could also be provided through City Parcel depending on what uses selected by City.</p> <p>Social services provided through Native Healing Centre and Seniors Services.</p> <p>S.U.C.C.E.S.S. Proposal to support an incubator plan for local retail development.</p>	<p>Good: The proponent has a good balance between cultural and social services and facilities in the project. The proponent relies on SFU to meet the cultural amenities for the project and concentrates social services in the City Parcel. Public use and access of the cultural amenities (in SFU) is compromised if they are not secured by Community Use Agreements.</p> <p>Without SFU, proponent has included cultural performance space in the City Parcel acknowledging the need for balance.</p>
F. Provision for Child Care Services	<i>There is an existing demand for childcare services in the community and as there will be a residential component in the redevelopment the provision of childcare services</i>	<p>Average: The Proposal states that a child care facility “could be accommodated” in the City Parcel (1903/1908 building) - there is also an opportunity for a secure outdoor play area on the roof above as required by licensing regulations. There is no discussion of ongoing</p>	<p>Poor : No daycare shown. Location of City Parcel precludes ability to design adjacent outdoor play area required for licensed childcare.</p>	<p>Average: The proponent has allocated a large well located space for a (optional) daycare noting the City will be required to purchase the space (\$2.2M) allowing for a broad range of program type and age grouping that can address the needs of the project and community.</p>

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
	<p><i>is felt to be an important part of the project.</i></p>	<p>operational subsidy to the daycare which is a big cost.</p> <p>The City Parcel will be turned over to the City, on a turn-key basis, at cost. The City is required to pay for all improvement costs associated with the renovations and upgrading of the 1903/1908 building, and as a result, will be the recipient of the heritage bonus density for this component. The proponent agrees to manage and construct, for a fee, the renovations on an open book basis. The Proposal states there is no land cost allocation for this component.</p>		<p>Associated outdoor play space does not meet City Guidelines but can be re-designed to work. Dedicated elevator allows good community access. Access by market, non-market residents compromised by isolated location in the project. Good sunlight exposure with design elements included for weather protection. No mention of operating subsidy.</p>
<p>G. Provision of “Green” and Open Spaces</p>	<p><i>The need for “green space” was a key emerging Co-Design Visioning theme. A central courtyard/plaza/open area also ranked highly on the priorities that emerged from the Co-Design Visioning process. This space can be used not only for residents within the building, but can also serve the broader communities need for amenity and gathering space.</i></p>	<p>Excellent: This Proposal includes a significant open space at ground level that maximizes sun penetration between the equinoxes. The Proposal also includes accessible rooftop gardens (for both private patios and communal outdoor activities).</p> <p>The plaza consists of 31,000 square feet and has a 2,000 person capacity. The plaza is located in the centre of the redevelopment, has good ground level access from 3 streets - Hastings, Abbott and Cordova. The proponents state it is a “unique” outdoor meeting space that could be used for public food, arts and craft markets, art exhibits, theatrical productions, concerts, film festivals, and other significant community events. It should be noted however, that the cost of the courtyard/plaza is to be shared by all and it is unclear who is responsible for programming</p>	<p>Average: 13,778-16,362 sq.ft. at-grade outdoor plaza with good access and visibility from Hastings, Abbott and Cordova. Shadowing of courtyard may make space less inviting and usable.</p> <p>Non-market housing amenity space provided on 7th level with good access to outdoor roof terrace. Garden plots proposed for non-marketing roof terrace.</p> <p>Market housing amenities spaces provided on the 11th floor and 23rd floor, each with access to outdoor green space.</p> <p>No reference to children’s outdoor play areas.</p>	<p>Good : A large outdoor public open space is located on Level 5 (SFU scheme) and Level 3 (w/o SFU scheme) with elevator access. Good amenity package with visually secure public children’s play area, accessible garden space, and circular meeting area with seating. Public access from street level compromised by its podium level location.</p> <p>Large public open space in galleria.</p> <p>Good attention to urban agriculture with inclusion of a universally accessible roof top vegetable garden associated with non-market housing component.</p> <p>Prominent outdoor roof top space on the original 1903-1908 building well co-located with indoor meeting space.</p> <p>Good attention to private outdoor spaces particularly</p>

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
		<p>the space.</p> <p>The proponent states that “at a minimum” a green roof will be installed on the 1903/1908 building and the SFU/non-market housing building. The “loft” portions of the Woodward’s building will have garden terraces tended by their residents.</p> <p>The Proposal does not include any reference to an outdoor children’s play area.</p> <p>The issue of weather protection over the winter months may also limit the types of activities and programming that can take place in the plaza.</p>	<p>Façade of SFU theatre box is a “green theatre terrace” which steps down to courtyard. Large open green space on SFU roof for exclusive use of SFU.</p>	<p>associated with non-market housing units.</p> <p>Private roof and balcony decks for market residents.</p> <p>Total public space 19,000-20,000 (SFU/no SFU)</p>
<p>H. Incorporation of Public Art</p>	<p><i>Art will beautify the space, provide opportunities for local artists and will create a sense of public ownership of the redevelopment.</i></p>	<p>Average: While the proponent discusses the many opportunities for art and performance in the areas such as the plaza, there are only specific mention of a sculpture garden (located on the roof of the SFU at the NMH roof garden level), a World Art Court (easily accessible on the plaza at the entrance to SFU, and the possible inclusion of a mural (no location given) to meet the “talents of the DTES community.”</p> <p>There are no other plan or budget details provided.</p> <p>It should be noted that the proponent is not seeking a rezoning and therefore is not required to provide public art.</p>	<p>Poor : No reference in plan or budget although it is a requirement of most rezonings.</p> <p>Art gallery/craft workshops shown within SFU/VCC program area.</p> <p>References a Native Gallery as retail use.</p>	<p>Excellent: Proponent shows awareness of community inclusion and fairness by acknowledging the need for a public process for selection of public art.</p> <p>Proponent shows good awareness of community interest in Woodward’s and interest in public art with examples including historical imagery, Aboriginal content, artist collaboration on use of atrium and garden sculpture.</p> <p>Proponent has budgeted for public art program.</p>
<p>I. Proposed “Community Partnerships”</p>	<p><i>Has the proponent incorporated community partners in their Proposal?</i></p>	<p>Average: The proponent acknowledges the need for partnerships and is open and willing to work to</p>	<p>Good: Proposes partnership with Vcr. Resources Society, Vcr. Native</p>	<p>Excellent: PHS provides strong community reference increasing proponent’s team</p>

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
	<p><i>Note: Proponents were instructed not to develop partnerships with non-market housing providers and that Council would decide the non-profit partners in the project.</i></p>	<p>develop those relationships.</p>	<p>Housing Society, Vcr. Native Health Society and S.U.C.C.E.S.S. although no supporting documentation. Some but not all have strong ties in DTES.</p> <p>No additional community skills development or training partnerships identified.</p>	<p>awareness of community need.</p> <p>Proponent received letters of interest from businesses interested in partnering in the project. Scheme 2 includes Day & Night market where dozens of small “kiosk” businesses are proposed. Vancouver Community College, UBC School of Architecture and BCIT prepared to include programs in partnership with community.</p>
<p>J. Provision of Purpose Built Amenity Space</p>	<p><i>Purpose built amenity space will provide needed community and non-profit facilities. Use of this space will also facilitate increased use of the building and flow through traffic.</i></p>	<p>Poor: The daycare is not included in the proponent’s package, but rather is an option that could be exercised by the City in the City’s Parcel. The proponent also dedicates 5,400 sq. ft to the Coastal Church (and other community function which would have to be secured through a Community Use Agreement)</p> <p>While functionally viable, performance, studio and gallery space located in the SFU and VCC component it is unclear whether these facilities will be available to the community (would have to be negotiated through Community Use Agreements with VCC and SFU).</p> <p>The other community amenity space noted in the Proposal is the 31,000 square foot plaza. The costs for the plaza “are to be shared by all” which may make the full use (maintenance and programming) of the space problematic.</p>	<p>Average: No purpose-built daycare included.</p> <p>Performance space and gallery in SFU area needs significant design development to ensure operational viability as well as more generous public spaces. No reference to community access. If to be accessible by community will require Community Use Agreement.</p> <p>Native Healing Centre and Adult daycare could provide needed services in community. There may be specific building code requirements for Healing Centre this use which will require further design development. Ault Daycare location lacks visibility for clarity of access.</p> <p>City Parcel not defined. Location and</p>	<p>Average: The daycare is not included in the proponent’s amenity package and is an option to be purchased by the City. Funding for both purchase and capital improvements need to be secured.</p> <p>The performance spaces included in the SFU scheme generally meet community need but will require considerable design development to be functional and need to be secured through Community Use Agreement to be publicly accessible.</p> <p>The “community theatre” City Parcel space in the non-SFU scheme functions poorly given the limited ceiling height.</p> <p>The proponent’s allocation of a tenant improvement budget for the Healing Centre maybe inadequate given the particular design requirements for this space. Capital and operating funds for this space are not secured. There may also be unusual and particular building code requirements for the Healing Centre that will require further design development and</p>

EVALUATION CRITERIA	INTENT	CONCERT/HOLBORN	MILLENNIUM	WESTBANK
			<p>loading access may limit uses (i.e. small theatre) as access to loading dock elevator across plaza.</p> <p>Proposes “swapping” SFU program area with existing Army & Navy site freeing up more area within Woodward’s building for neighbourhood uses such as a satellite community centre.</p>	<p>challenges.</p>
<p>K. Incorporation of Talents Visions and Desires of DTES.</p>	<p><i>A key Guiding Principle adopted by Council. The intent of this criterion is to determine the level of community involvement in the planning and through to (and including) the operation of the completed redevelopment.</i></p>	<p>Poor: The proponent acknowledges the outcomes of the Co-Design visioning workshops and ideas fair and the Proposal does incorporate some of the key themes, as well as echoes the wording of the Guiding Principles; there are few details provided.</p> <p>The proponent, however does state that additional community visioning and user group workshops will be held, they will also organize public meetings for further input.</p> <p>The Proposal states there are a number of opportunities for local talent to display and/or perform their work on site, as well as possible opportunities to incorporate direct input of local talent in the design of a mural, a sculpture or other pieces of art. The proponent is “committed to continued dialogue” with the community as the design process proceeds, and notes that there will be further visioning sessions so the community can be a conduit for the design team to further understand their desires and ways to</p>	<p>Average: Proposed partnership with Vcr. Native Housing, Vcr. Resource Housing, Vcr. Native Health and S.U.C.C.E.S.S. – some but not all with deep ties in DTES community.</p> <p>Proposes Community Advisory Committee with membership to be chosen by the committee from the local community. Role of CAC to advise on built form, programming and access</p> <p>Proposes, “if awarded, to work with City to create an effective, ongoing process by which the community will be able to contribute...”</p>	<p>Excellent: The proponent shows a strong awareness of community need, community involvement in planning, potential for community ownership, and Proposal has good potential for long term community opportunity.</p> <p>Establishment of Community Advisory Council expected to follow through on planning process, operational guidelines and facilitation for events and festivals to meet the needs of the DTES. Proponent has indicated a willingness to link to residents and stakeholders.</p> <p>Community events planner/facilitator could be effective community/capacity builder. Funding for service not specified.</p>

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
		<p>translate them into program or built form.</p> <p>No community advisory council is recommended as is the case with other Proposal Proposals.</p> <p>The Proposal also does not address community involvement in the long term management or operation of the building.</p>		
L. Incorporation of Talents and Idea of larger community.	<i>A key Guiding Principle adopted by Council.</i>	<p>Good: The Proposal provides for a large outdoor plaza which could provide an important gathering place for larger City-wide events and activities.</p>	<p>Average: Proposes to re-introduction historic shopping as a means to attract the larger community.</p> <p>Proposes to introduce City-wide participation in the Community Advisory Council.</p>	<p>Good: Proposal to introduce a day-and-night market as a City-wide destination as well as ongoing cultural activities – public art and programming could attract a City-wide audience.</p>
M. Local Procurement of Materials and Supplies from Local Community	<i>A key Guiding Principle adopted by Council. Council policy also states that major redevelopment projects should include opportunities for local business to supply goods and services.</i>	<p>Average: The Proposal states that local recycled materials are preferred and the proponent is willing to use local glass/glazing/masonry/millwork materials.</p> <p>Proposal provides few other details, but during the interview, the proponents did discuss a number of local initiatives (FTE, Social Purchasing Portal, BIAs, ACCESS, UNY, and other Vancouver Agreement Economic Revitalization initiatives.) Proponent defined local as beginning with the immediate community and expanding province wide.</p>	<p>Average: Propose giving “preferential weight” to locally supplied materials. Local defined as “within 500 mile radius” (standard LEED definition of “local”). Could be more localized.</p>	<p>Poor : Proponent has indicated willingness to buy local. No specifics</p>
N. Degree to Which Proposal Maintains and Enhances	<i>A key Guiding Principle adopted by Council. This</i>	<p>Average: The proponent provides a general reference to “DTES</p>	<p>Good: Proposes to achieve through reintroduction</p>	<p>Good: The proponent has provided for a grocery store in both schemes</p>

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
Existing Community	<i>project must serve to revitalize the community without displacement of existing residents.</i>	talents and visions,” but more attention is given to the built form of the community (e.g., building heights, heritage, etc.) as opposed to the people/social aspect of the “community.”	<p>of historic uses – creating a place for the local community, as well as the larger community to “shop, meet friends and to have fun”. Proposal includes a grocery store in both schemes as well as incubator business opportunities for retail and services.</p> <p>Initial discussions with some local agencies and community groups for input on economic and social development in the community. If awarded, would propose to work with the City to create “an effective, ongoing process by which the community will be able to contribute...”.</p> <p>Proposes partnership with Vcr. Native Housing, Vcr. Native Health and S.U.C.C.E.S.S. in recognition of their presence in the community.</p> <p>Proponent’s offices located in neighbourhood and references involvement in local community initiatives such as Victory Square revitalization and their corporate Foundation for Youth.</p>	<p>as an expressed community need which can be expected to enhance the economic viability of neighbouring commercial and residential uses.</p> <p>The proponent has, in the non-SFU scheme, included a day & night market with expressed interest from businesses to add to the commercial services in the neighbourhood. Viability is unknown and uncertain. Impact of day & night market may displace existing neighbourhood commercial but create opportunity for new enterprises.</p> <p>Gated courtyard/galleria may impede public access. Requires design and management discussion regarding public access vs. security.</p>
O. Express Provision of Employment Opportunities in the	<i>A key Guiding Principle adopted by Council. Council policy</i>	Good: The proponent has a history of supporting the Bladerunners and other construction related	Good: Propose that 20% of project workforce be drawn from local	Good: Proponent includes Bladerunners, BCIT and Development Team Member

EVALUATION CRITERIA	INTENT	CONCERT/ HOLBORN	MILLENNIUM	WESTBANK
<p>Project for DTES Residents – Construction</p>	<p><i>also states that major redevelopment projects should include opportunities for local employment opportunities during construction.</i></p>	<p>employment programs in the community (e.g., Tradeworks).</p> <p>The proponent also provides financial assistance to BCIT students training to become skilled tradespeople through its leadership in the Trades Discovery Sponsorship Program and the Concert Properties Bursary (provides support to needy student sin their last year of a full-time trades program).</p> <p>Employment opportunities include the use of Bladerunners, programs established by working with various trade unions and the purchase of Tradeworks toolkits as house warming gifts, and various BCIT grant/bursaries to create employment opportunities.</p>	<p>community (@ 60 new project related jobs).</p> <p>Preferential weighting to local employment and training through bid evaluations. Require contractors to “work towards” 20% local employment.</p> <p>Recognizes need for skills training but does not reference any specific training partners. Proposes to work with “existing organizations”.</p>	<p>involvement in the provision of construction employment opportunities.</p> <p>Important acknowledgement of employment targets for youth, women and Aboriginal persons and team member participation in employment.</p> <p>Proposal’s targets represent very small % of total employment prospects for the project.</p> <p>Proposal to include local residents in construction of day & night market kiosks</p>
<p>P. Express Provision of Employment Opportunities in the Project for DTES Residents – Operation</p>	<p><i>A key Guiding Principle adopted by Council. Council policy also states that major redevelopment projects should include opportunities for local employment opportunities in operation.</i></p>	<p>Average:</p> <p>While Proposal does not provide any detail on the provision of employment opportunities for DTES residents in the operation of the redeveloped site, during the interview, the proponents referred to the significant hiring and procurement opportunities – predevelopment, during construction and in the operation of the site - associated with a project of this size.</p>	<p>Good:</p> <p>Proposes a S.U.C.C.E.S.S.-driven economic development office and incubator opportunities for local businesses and services.</p> <p>Proposal for 20% local employment as part of lease agreements.</p>	<p>Average:</p> <p>It is proposed that a Community Advisory Council be formed to provide advice on operational guidelines, events and festivals. Proposal shows awareness of need and community ownership. Success will depend on organizational structure and funding.</p> <p>Day & night market could provide opportunities for new enterprises although there are no specific employment initiatives to ensure this will be programmed to meet needs of DTES residents.</p> <p>Long term employment prospects limited to training through BCIT.</p>

A number of observations and conclusions are noted in the above analysis which are noteworthy as follows:

1. Amount of dedicated City and community space:

Concert/Holborn

Pros:

- Provides largest amount of City space (57,000 sq. ft).
- City Parcel located in historically significant 1903/1908 building.

Challenges and Opportunities:

- City required to pay for all improvement costs associated with the renovations and upgrading of building. As a result, City will be recipient of heritage density bonus.
- The cost of ongoing maintenance of the building, as well as the “W” sign will fall to the City.

Millennium

Pros:

- In addition to 12,500-18,000 sq.ft. City Parcel, provides 14,500-17,500sq.ft. dedicated space and capital funding for Native Healing Centre and 9,000-13,500 sq.ft. Senior’s Services.
- Millennium to fund capital improvements for Native Healing Centre and Seniors Centre
- Millennium to provide initial operating support to Healing Centre.
- Rent for Senior’s Centre to be \$1/sq.ft.

Challenges and Opportunities:

- Healing Centre rent set at commercial rate of \$25/sq.ft.
- No ongoing operating funding identified for either Healing Centre or Seniors Centre.
- The cost of ongoing maintenance and operating costs for the City Parcel will fall to the City unless can be offset by leases to non-profits.

Westbank

Pros:

- Provides space in the City Parcel to include a variety of community needs (31,540 sq.ft.)
- Includes \$25/sq.ft. for tenant improvements making occupancy affordable to non-profits

Challenges and Opportunities:

- Provides an opportunity to expand the City Parcel through City purchase of 11, 540 sq.ft. for daycare at \$2.25M
- The cost of ongoing maintenance and operating costs for the City Parcel will fall to the City unless can be offset by leases to non-profits.

2. Health and wellness:

Concert/Holborn

Pros:

- None noted

Challenges and Opportunities:

- The Proposal does not include any specific programming for health and wellness – the proponent is relying on City Parcel for the accommodation of these uses.

Millennium

Pros:

- Provides space and capital costs for 14,500-17,500 sq.ft. dedicated space and capital funding for Native Healing Centre
- Provides space and capital costs for 9,000-13,500 sq.ft. Senior's Services facility to be operated by S.U.C.C.E.S.S. as an adult daycare
- Millennium to provide initial operating support to Healing Centre.
- Rent for Senior's Centre to be \$1/sq.ft.

Challenges and Opportunities:

- Healing Centre rent set at commercial rate of \$25/sq.ft.

- No ongoing operating funding identified for either Healing Centre or Seniors Centre and no indication of financial support from Vancouver Coastal Health Authority.
- No program definition for Healing Centre. Could have some Building Code challenges if Proposal to incorporate traditional healing programs such as a sweat lodge.

Westbank

Pros:

- Provides space in the City Parcel for Community Health and Wellness Centre (SFU only) and Native Healing centre (both with & without SFU)
- Includes \$25/sq.ft. for tenant improvements making occupancy affordable to non-profits
- Aware of community needs through co-location with other compatible social services

Challenges and Opportunities:

- No ongoing operating funding identified

3. Addresses Aboriginal needs:

Concert/Holborn

Pros:

- None expressly noted

Challenges and Opportunities:

- The Proposal does not include any specific programming for health and wellness – the proponent is relying on City Parcel for the accommodation of these uses.

Millennium

Pros:

- Provides 14,500-17,500 sq.ft. dedicated space and capital funding for Native Healing Centre
- Proposed partnership with Vancouver Native Health Society and Vancouver Native Housing

Challenges and Opportunities:

- Role of Vancouver Native Housing unclear. Have not submitted for non-market housing component.

Westbank

Pros:

- Indicates need for Native Healing Centre as part of City Parcel
- Includes \$25/sq.ft. for tenant improvements making occupancy affordable to non-profits
- Includes Aboriginal public art as part of galleria
- Includes targets for Aboriginal employment

Challenges and Opportunities:

- No ongoing operating funding identified

Provision of public meeting space:

Concert/Holborn

Pros:

- Provides largest amount of space for City Parcel (57,000 sq. ft)
- The large outdoor plaza (will be discussed below) also offers opportunities for meeting space.

Challenges and Opportunities:

- Community use of any SFU and VCC facilities will have to be secured through Community Use Agreements.
- Community use of 5,400 sq. ft. dedicated to the Coastal Church will have to be negotiated with Church.

Millennium

Pros:

- Exterior, at-grade plaza proposed for public meeting space
- Good amenity spaces and semi-private outdoor roof terraces provided for various users (SFU, no-market housing, market housing)

Challenges and Opportunities:

- No indoor public meeting space proposed although City Parcel or SFU/VCC parcels could include.
- City Parcel lacks visibility and clarity of access.

Westbank

Pros:

- Large outdoor meeting space on central podium with public children's playarea, garden space and circular meeting space

- Community indoor meeting space as part of City Parcel with allocation of \$25/sq.ft. for tenant improvements

Challenges and Opportunities:

- Location of outdoor and indoor meeting spaces not at street level compromising community accessibility

4. Balance of social services and community facilities:

Concert/Holborn

Pros:

- SFU and VCC to provide cultural amenities.
- “Programming” in large outdoor plaza (discussed below) to provide for community amenity space.

Challenges and Opportunities:

- Proposal silent on the inclusion of social services – there is an opportunity for these uses in the City Parcel (cost and responsibility would fall to the City).
- Community use of SFU and VCC facilities would have to be secured through a Community Use Agreement.
- With the exception of an at-grade gallery, the majority of cultural facilities in SFU are located on the upper floors making accessibility somewhat of a challenge.
- Proposal is silent on responsibility for programming of the plaza (Proposal states “cost of plaza to be shared by all” – responsibility likely to fall to the City). Proponent would prefer the City take ownership of plaza (maintenance and programming).

Millennium

Pros:

- Good balance between social service (Healing Centre/Adult Daycare) and cultural (SFU/VCC)
- S.U.C.C.E.S.S. incubator program for local retail development

Challenges and Opportunities:

- Limited opportunities for general community access unless accommodated within City Parcel
- Unclear if public access secured for use of SFU/VCC cultural spaces. Will need a Community Use Agreement to secure.
- No specific provision for services for families with children.

Westbank

Pros:

- Good balance between social service (Health & Wellness, Youth, Seniors, Peer Support) and cultural (SFU/VCC and City Parcel without SFU)

Challenges and Opportunities:

- Limited opportunities for general community access unless accommodated within City Parcel
- Unclear if public access secured for use of SFU/VCC cultural spaces. Will need a Community Use Agreement to secure.

5. Provision for child care services:

Concert/Holborn

Pros:

- Child care facilities could be located in City Parcel, with an opportunity to secure an outdoor play area as required by licensing regulations.

Challenges and Opportunities:

- Assume ongoing subsidy for operating the facility will fall to the City.
- City required to pay for all improvement costs associated with the renovations and upgrading of the building.

Millennium

Pros:

- None noted

Challenges and Opportunities:

- No daycare shown.
- Location of City Parcel precludes ability to design adjacent outdoor area required for licensed daycare within City Parcel.
- No outdoor play areas for children living in non-market or market housing.

Westbank

Pros:

- Large dedicated daycare space with capacity to accommodate a variety of age appropriate programs and associated outdoor play area

Challenges and Opportunities:

- City must purchase at \$2.25 M
- No funds for tenant improvements or operating subsidy
- Outdoor play area unlikely to meet City guidelines but can be resolved

6. Provision of “green” and open space:

Concert/Holborn

Pros:

- Significant open space at ground level (31,000 sq. ft. plaza with 2,000 person capacity)
- Plaza accessible from 3 streets – Abbott, Hastings and Cordova
- Accessible rooftop gardens for both private patios and communal outdoor activities.

Challenges and Opportunities:

- Cost of plaza to be shared by all - Unclear who will be responsible for programming the plaza space – these responsibilities will likely fall to the City.
- The types of uses and activities taking place in the plaza may be limited over the winter months.
- Will the plaza be a lively space with lots of pedestrian traffic – may especially be challenging if SFU and VCC not part of the redevelopment.
- No reference to out door play areas for children.

Millennium

Pros:

- 13,750-16,500sq.ft. outdoor plaza at grade with good access and visibility from Hastings, Abbott and Cordova.
- Large roof-top terrace for non-market housing outdoor semi-private space with garden plots
- Market housing amenity spaces on 11th and 23rd floors with access to green space
- Large SFU roof terrace for exclusive use of SFU students.

Challenges and Opportunities:

- Shadowing in public plaza will limit usability
- Roof access limited to tenants of building
- No children's outdoor play areas provided

Westbank

Pros:

- 19,250 – 22,025 sq.ft. dedicated to public indoor/outdoor open space
- Large podium level open space with play areas, garden and meeting spaces.
- Universally accessible vegetable garden associated with non-market housing and use by others in the project.
- Outdoor community amenity space associated with community meeting room as part of 1903/08 building

Challenges and Opportunities:

- Limited street level open space
- Public access gated at street level

7. Incorporation of public art:

Concert/Holborn

Pros:

- Sculpture garden (on roof of SFU and NMH roof garden level)
- World art court (plaza entrance to SFU)
- Not required to provide public art because not seeking a rezoning.

Challenges and Opportunities:

- Proposal provides few other details (who will create art, who will pay for installation and maintenance).

Millennium

Pros:

- SFU/VCC program areas provide for theatre, gallery and workshop spaces
- Reference to a Native Art Gallery

Challenges and Opportunities:

- No reference to provision of public art or involvement of artists in the design or planning of project
- No indication if public access to be secured for use of SFU/VCC programs or facilities.

Westbank

Pros:

- Acknowledges need for public process for selection of public art that is fair and inclusive
- Good awareness of community need with historical imagery, Aboriginal content, artist collaboration on design and use of atrium and garden sculpture

Challenges and Opportunities:

- None Identified

8. Proposed “community” partnerships:

Concert/Holborn

Pros:

- None selected

Challenges and Opportunities:

- Besides the Coastal Church and VCC the Proposal does not identify other partnerships.
- Acknowledges importance of community partnerships and willingness to work with and develop those relationships.

Millennium

Pros:

- Partnerships proposed with Vcr. Native Health Society, Vcr. Native Housing Society, S.U.C.C.E.S.S.

Challenges and Opportunities:

- Some but not all proposed partners have strong links within Downtown Eastside community
- No community employment and training partners identified

Westbank

Pros:

- PHS is a consultant providing community reference which increases proponent team's awareness of community needs

Challenges and Opportunities:

- PHS will need to be open and inclusive of all interests in the DTES

9. Provision of purpose built community amenity space:

Concert/Holborn

Pros:

- Of the three Proposals, Concert/Holborn provides the most significant space for the City Parcel.

Challenges and Opportunities:

- While functionally viable, it is unclear whether the performance, studio and gallery space in SFU and VCC would be available to the community. Their use would have to be secured through a Community Use Agreement.
- The community's use of the 5,400 sq. ft. allocation to the Coastal Church would have to be negotiated and secured through a Community Use Agreement with the Church (Holborn will pay for cost of build out and will lease space back to Church).
- The cost of the plaza will be shared by all and it will be costly to program and maintain (proponent has indicated that they would prefer the City take ownership of the plaza).

Millennium

Pros:

- Provides Native Healing Centre and Seniors Services facility in addition to City Parcel

Challenges and Opportunities:

- No daycare
- SFU theatre and gallery need significant design development to be functional

- No reference to community access to any amenity space but outdoor plaza and City Parcel
- Native Healing Centre may have Building Code challenges depending on programmatic elements (sweat lodge)
- Access to adult daycare could be more visible for clarity of access
- Location of City Parcel may limit uses as access to loading dock is across the public plaza

Westbank

Pros:

- Purpose built cultural amenity spaces included in both SFU and City Parcel
- Indicates Native Healing Centre as part of City Parcel

Challenges and Opportunities:

- Daycare is optional purpose built space dependent upon City purchase
- Performance spaces need considerable design development to be functional
- Native Healing Centre may have Building Code challenges depending on programmatic elements (sweat lodge)
- Tenant Improvement contribution of \$25/ sq.ft. likely insufficient to fit and finish purpose built City Parcel spaces such as “community theatre” or Native Healing Centre.

10. Incorporation of talents, visions and desires of Downtown Eastside residents:

Concert/Holborn

Pros:

- Proposal notes that additional public meeting will be organized and that further community input will be sought.

Challenges and Opportunities:

- Other Proposals include a community advisory committee – Concert/Holborn does not.
- Proposal is unclear how community will be involved in life and operation of the redevelopment.
- The Proposal contains few details on how the incorporation of local talents, visions and desires will be realized.

Millennium

Pros:

- Proposes community steering committee with membership to be chosen by the committee from the local community
- Committed to including community organizations and individuals to advise on built form, programming and access

Challenges and Opportunities:

- Initial partners do not reflect full spectrum of local community interests
- Looks to have City facilitate community involvement

Westbank

Pros:

- Formation of Community Advisory Council expected to follow through on planning process, operational guidelines and facilitation of events and festivals to meet community needs
- Propose hiring community events planner/facilitator

Challenges and Opportunities:

- Clarity needed on process for establishment of Community Advisory Council to accommodate the diverse interests in the DTES
- Establishment of long term governance model that is fair, inclusive and effective

11. Local procurement of materials and supplies from local community

Concert/Holborn

Pros:

- Local recycled materials preferred.
- Proponent willing to use local glass/glazing/masonry/millwork materials.
- Proponent discussed local DTES hiring and procurement opportunities during interview and referenced Vancouver Agreement Economic Revitalization initiatives.

Challenges and Opportunities:

- Proposal provides few other details.
- Proponent defines “local” as DTES, Lower Mainland, and BC.

Millennium

Pros:

- Proposes to give preferential weight in bidding to locally supplied materials

Challenges and Opportunities:

- Uses standards LEEDS definition of “local” – 500 mile radius. May be advantageous to have more localized targets.

Westbank

Pros:

- Indicates willingness to buy local

Challenges and Opportunities:

- Proponent offers no specifics on what or how this will be done

12. Degree to which Proposal maintains and enhances existing community:

Concert/Holborn

Pros:

- Good attention to built form and fit with existing community.

Challenges and Opportunities:

- The Proposal is relatively silent on how it will maintain and enhance existing community with respect to its residents.
- Besides the generous City Parcel, there are few other specific amenities and services for local community residents.

Millennium

Pros:

- Proposes to reintroduce historic uses to create a sense of place for local community
- Proposes introduction of grocery store which will support local community
- S.U.C.C.E.S.S-driven incubator program will support local businesses
- Strong Aboriginal presence through proposed Healing Centre
- Proponent's current location & involvement in neighbourhood

Challenges and Opportunities:

- Proposed relocation of "W" to at-grade plaza not supported by local community as it is perceived to diminish visibility and iconic presence of DTES community
- Scale of project not in keeping with existing community context

Westbank

Pros:

- Proposes introduction of grocery store which will support local community
- In non-SFU scheme, proponent introduces Day & Night market concept with expressed interest from variety of businesses and commercial services
- Inclusion of PHS as reference regarding community needs and aspirations
- Strong Aboriginal presence through public art, Healing Centre and employment targets
- Proposes economic diversity, vitality through introduction of Day & Night market

Challenges and Opportunities:

- Viability of Day & Night market is unknown and uncertain
- Gated courtyard/galleria may impede public access
- Minimalist approach to heritage preservation

13. Express provision of employment opportunities in the Project for DTES residents – in construction

Concert/Holborn

Pros:

- Proponent has long history of supporting Bladerunners and other construction related employment and training programs (e.g., Tradeworks).
- Proponent provides bursaries to assist full-time BCIT students experiencing financial hardship in the last year of their full time trades program.

Challenges and Opportunities:

- Opportunity to secure training, employment and potentially apprenticeship opportunities for multi-barriered DTES residents.

Millennium

Pros:

- Commitment to preferential weighting to contractors providing 20% of project workforce from the community

Challenges and Opportunities:

- Unclear how proponent proposes to secure 20% employment targets through construction
- No indication of discussions to date with any of the existing skills development and employment training organizations in community.

Westbank

Pros:

- Provides varied selection of programs and initiatives to target jobs from DTES
- Sets employment targets for Aboriginal, youth and women

Challenges and Opportunities:

- Targets represent small percentage of total jobs

14. Express provision of employment opportunities in the Project for DTES residents – in construction

Concert/Holborn

Pros:

- None noted

Challenges and Opportunities

- The Proposal does not include any discussion on the provision of employment opportunities in the operation of the redeveloped project.

Millennium

Pros:

- Commitment to require 20% local employment targets in on-going commercial leases
- S.U.C.C.E.S.S.-driven economic development office and incubator opportunities for local businesses and services

Challenges and Opportunities:

- No indication of discussions to date with any of the existing skills development and employment training organizations in community.

Westbank

Pros:

- Day & Night market to provide small scale employment opportunities

Challenges and Opportunities:

- Long term employment prospects limited to training through BCIT
- No indication of discussions to date with any of the existing skills development and employment training organizations in community.

APPENDIX “K”

LETTERS OF SUPPORT FROM VARIOUS COMMUNITY ORGANIZATIONS

APPENDIX “L”

**COMMUNITY FEEDBACK FORM
DEVELOPER PROPOSAL PREFERENCES**

APPENDIX “M”

**COMMUNITY FEEDBACK -
DEVELOPER PERFORMANCE AS MEASURED
BY HIGHEST OVERALL RATINGS**

(insert Summary_Results_for_Council_Report.xls)

APPENDIX “N”

**COMMUNITY FEEDBACK FORM -
DEVELOPER PERFORMANCE AS MEASURED
BY RANKING FOR MOST DESIRED PROJECT FEATURES**
Taken from the Guiding Principles
Co-Design Visioning

CONCERT / HOLBORN

Ranking of MOST Preferred Features

12. Blends with neighbourhood character	85.6%
11. Takes advantage of heritage opportunities	84.2%
22. Central atrium/courtyard/plaza	83.3%
10. Accessible to the disabled, moms with strollers, seniors, etc	83.0%
21. Pedestrian access through public spaces	83.0%
4. Building heights	82.9%
16. Amount of common space	81.8%
15. Design and look of common space	81.3%
5. Maintains and enhances existing community	81.0%
1. Architectural design	79.9%
17. Amount of space dedicated to retail	79.4%
14. Mix of unit sizes and types	78.7%
18. Different types of retail/services	78.7%
13. Mix of market and non-market	77.9%
8. Creates a lively street front	77.6%
7. Environmentally sustainable	77.0%
9. Provides appropriate parking	76.1%
3. Number of non-market housing units	72.3%
19. Food market	72.3%
2. Amount of green space	71.8%
20. Rooftop garden	71.3%
6. Provides employment opportunities for local residents	71.2%

CONCERT / HOLBORN

Ranking of LEAST Preferred Features

3. Number of non-market housing units	8.5%
8. Creates a lively street front	8.5%
2. Amount of green space	8.4%
19. Food market	8.2%
20. Rooftop garden	7.9%
15. Design and look of common space	7.8%
1. Architectural design	7.7%
5. Maintains and enhances existing community	7.7%
13. Mix of market and non-market	7.7%
22. Central atrium/courtyard/plaza	7.6%
6. Provides employment opportunities for local residents	7.3%
4. Building heights	6.8%
12. Blends with neighbourhood character	6.7%
21. Pedestrian access through public spaces	6.7%
17. Amount of space dedicated to retail	6.3%
16. Amount of common space	6.2%
7. Environmentally sustainable	6.0%
11. Takes advantage of heritage opportunities	5.6%
14. Mix of unit sizes and types	5.3%
18. Different types of retail/services	5.3%
10. Accessible to the disabled, moms with strollers, seniors, etc	4.3%
9. Provides appropriate parking	3.4%

MILLENNIUM

Ranking of MOST Preferred Features

9. Provides appropriate parking	59.5%
3. Number of non-market housing units	59.0%
10. Accessible to the disabled, moms with strollers, seniors, etc	58.7%
14. Mix of unit sizes and types	56.2%
19. Food market	56.1%
18. Different types of retail/services	54.2%
20. Rooftop garden	54.1%
17. Amount of space dedicated to retail	53.1%
13. Mix of market and non-market	51.6%
6. Provides employment opportunities for local residents	47.5%
21. Pedestrian access through public spaces	47.4%
2. Amount of green space	44.3%
8. Creates a lively street front	43.8%
7. Environmentally sustainable	43.6%
16. Amount of common space	42.4%
15. Design and look of common space	41.7%
22. Central atrium/courtyard/plaza	40.6%
1. Architectural design	36.0%
5. Maintains and enhances existing community	33.0%
11. Takes advantage of heritage opportunities	33.0%
4. Building heights	28.9%
12. Blends with neighbourhood character	26.6%

MILLENNIUM

Ranking of LEAST Preferred Features

4. Building heights	57.2%
12. Blends with neighbourhood character	49.3%
1. Architectural design	42.2%
5. Maintains and enhances existing community	38.3%
11. Takes advantage of heritage opportunities	36.6%
15. Design and look of common space	31.1%
22. Central atrium/courtyard/plaza	27.4%
16. Amount of common space	24.1%
8. Creates a lively street front	23.7%
2. Amount of green space	23.6%
7. Environmentally sustainable	22.5%
6. Provides employment opportunities for local residents	18.8%
21. Pedestrian access through public spaces	18.2%
13. Mix of market and non-market	17.4%
14. Mix of unit sizes and types	15.7%
20. Rooftop garden	15.3%
19. Food market	14.5%
3. Number of non-market housing units	14.0%
9. Provides appropriate parking	13.7%
10. Accessible to the disabled, moms with strollers, seniors, etc	13.7%
17. Amount of space dedicated to retail	12.7%
18. Different types of retail/services	10.7%

WESTBANK

Ranking of MOST Preferred Features

17. Amount of space dedicated to retail	66.2%
19. Food market	64.7%
13. Mix of market and non-market	64.4%
18. Different types of retail/services	63.1%
3. Number of non-market housing units	62.9%
6. Provides employment opportunities for local residents	62.6%
7. Environmentally sustainable	62.5%
9. Provides appropriate parking	62.4%
14. Mix of unit sizes and types	62.4%
10. Accessible to the disabled, moms with strollers, seniors, etc	61.9%
1. Architectural design	58.9%
5. Maintains and enhances existing community	58.9%
20. Rooftop garden	58.9%
2. Amount of green space	58.3%
16. Amount of common space	58.2%
15. Design and look of common space	57.5%
11. Takes advantage of heritage opportunities	57.1%
8. Creates a lively street front	56.7%
22. Central atrium/courtyard/plaza	56.7%
21. Pedestrian access through public spaces	54.8%
12. Blends with neighbourhood character	53.5%
4. Building heights	47.6%

WESTBANK

Ranking of LEAST Preferred Features

4. Building heights	25.3%
12. Blends with neighbourhood character	23.6%
20. Rooftop garden	18.5%
5. Maintains and enhances existing community	18.2%
11. Takes advantage of heritage opportunities	17.6%
1. Architectural design	17.5%
22. Central atrium/courtyard/plaza	16.1%
8. Creates a lively street front	15.5%
21. Pedestrian access through public spaces	14.6%
15. Design and look of common space	14.5%
16. Amount of common space	13.7%
19. Food market	13.4%
2. Amount of green space	13.2%
7. Environmentally sustainable	12.3%
17. Amount of space dedicated to retail	12.0%
3. Number of non-market housing units	11.5%
10. Accessible to the disabled, moms with strollers, seniors, etc	11.4%
13. Mix of market and non-market	11.3%
6. Provides employment opportunities for local residents	11.0%
18. Different types of retail/services	10.7%
14. Mix of unit sizes and types	10.1%
9. Provides appropriate parking	9.3%

APPENDIX “O”

SIMON FRASER UNIVERSITY’S COMMENTARY

1. SFU’s Analysis of the RFP Proposals:

i) **Concert Properties / Holborn Group**

a) Positive Commentary:

This Proposal provides new purpose built space for SFU that provides for the interaction of SFU programs with proposed public amenities and uses complementary to the square. The design supports and fosters the intention of SFU to integrate with the community. This Proposal incorporates additional property to west of the Woodward’s site that gives SFU its own footprint while developing an appropriately sized public square that is sufficient to host such uses and provide the perspective to give SFU it’s own architectural identity. The design team has developed a unique approach to making the internal uses apparent to the public by use of opening panels and glazing, to provide opportunity for display of the artistic endeavors within. The marquee signage proposed is appropriate and a well developed opening on the northwest corner provides for connection to the existing SFU Harbour Centre campus. The containment of SFU space within a single envelope and a reduced number of floors proposed for SFU is an advantage. This both reduces the capital cost requirement and expedites security arrangements. This is accomplished by taking advantage of the new more efficient floor plate. Additionally a separate structure allows for the unique floor to floor dimensions required by SFU without being constrained by adjoining normal requirements. The architectural distinction drawn between institutional uses in the new structures and the renovated historical portions of the project is positive. The adjacency of the non-market housing over the SFU space is acceptable. The proportions of the proposed floor plans provide a good balance of rooms requiring natural light and “black box” space. Acoustical issues to adjacent uses are minimized by separating SFU into it’s own structure. Parking and the associated loading dock requirements for SFU are satisfactory.

The ability of this proponent to provide development capital is of significant benefit to the University as well as their willingness to manage the design and construction process on our behalf. The personnel and firms designated to participate in the delivery of the project have significant track records in “Institutional” projects and have established relationships with SFU in previous endeavors. This team has demonstrated in a significant way, a willingness to partner, by extensively consulting with SFU during the Proposal preparation process.

b) Challenges with Suggestions:

The schedule provided with the Proposal indicates a distinctly longer period prior to occupancy than the others. This is primarily due to a proposed two year construction period, for SFU interior fitout. SFU based on previous projects feels that eighteen months is a more reasonable expectation and that the schedule could be shortened commensurately. On balance however, this Proposals schedule has identified the tasks to be undertaken in greater detail and sequence and is felt to be the most realistic.

As with both other Proposals refinement of the floor plans will be necessary, however due to more extensive discussions held with the School of Contemporary Arts prior to submission, less revision will be required. One area of specific concern to be resolved is a greater segregation between SFU internal circulation and SFU's portion of the loading dock, from loading dock access serving the non market housing above and project as a whole.

ii) Millennium Properties

a) Positive Commentary:

This Proposal provides new space for SFU. The architectural design provides at the same time a complement to the neighbourhood context and an extreme contrast on the upper levels. The proposed schedule delivers the project in the shortest timeframe. The proposed area to accommodate SFU's needs is the smallest proposed.

b) Challenges with Suggestions:

The space planning proposed needs considerable revision, as the proposed design does not reflect a good understanding of SFU's needs. The area assigned to SFU does not appear to be sufficient to accommodate the program and is spread over too great a number of floors. The mix of SFU spaces into both the original Woodward's structural parameters and across multiple bridges into the 1908 building creates inefficiencies. The segregation of SFU space into three distinct physical environments of height, mechanical system, adjacency, etc, does not facilitate SFU's intentions in planning its space. The architectural image generated, by the upper component floating over the community is not perceived as a desirable expression of SFU integrating into the neighbourhood.

The pedestrian connection on Cordova to the Harbour Centre campus is roundabout. There is no provision of easily accessible parking for equipment drop-off and pick-up by students. This Proposal appears to be more expensive than the competing Proposals thereby increasing the cost to SFU.

iii) Westbank Project / Peterson Investments

a) Positive Commentary:

This Proposal provides a combination of new purpose built space for SFU and reuse of existing. The Proposal uses façade articulation and well developed signage to give SFU an architectural identity within the project. The marquee signage proposed is appropriate and a strong opening developed on the northwest corner provides for connection to the SFU Harbour Centre campus. New structure provides for performance areas and mechanical systems to serve SFU's particular needs. Additionally new structure allows for unique floor to floor heights which exceed normal dimensions in order to accommodate the uses contemplated by SFU without being constrained by adjacent normal requirements. The adjacency of housing over the SFU space is acceptable. The proportions of the proposed floor plans provide a good balance of rooms requiring natural light and "black box" space. Acoustical issues to adjacent uses are minimized by separating SFU into it's own structure with the exception of the 1908 building. Parking and the associated loading dock requirements for SFU are satisfactory. This team has indicated their willingness to partner with SFU during the design process after limited consultation during the Proposal preparation phase.

b) Challenges with Suggestions:

The internal floor planning will require revision to meet SFU's needs. The use of the 1908 Building is acceptable for primarily office uses, however the linkage by bridge creates inefficiencies in circulation and security concerns. Use of the basement or lower main floor for theatre support spaces, without access to natural light, is not optimum.

2. SFU Recommendations

Based on the analysis and conclusions set out above, SFU's order of preference is:

1. Concert Properties / Holborn Group
2. Westbank Project / Peterson Investments
3. Millennium Properties

In both the Concert Properties / Holborn Group and the Westbank Project / Peterson Investments Proposals, the planning/design principles are quite similar and the distinction between the Proposals is derived largely from the constraints imposed by a restricted site area and a more ambitious building program of the Westbank Proposal. In reverse with the Concert Properties / Holborn Group a greater generosity of public space is provided with more focused design solutions for the different uses proposed. The internal atrium proposed by Westbank /Peterson Investments does not facilitate a forum for SFU activities to move out into the community. Simply put, in the Westbank Proposal, for SFU there is less public amenity and a greater overlap of uses, with the resulting consequent conflicts and lost opportunities.

In its present form the Millennium Project does not adequately provide for SFU's needs without significant revision of the design.

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