



## ADMINISTRATIVE REPORT

Report Date: June 29, 2018  
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Meeting Date: July 11, 2018

TO: Standing Committee on City Finance and Services

FROM: General Manager of Real Estate and Facilities Management in consultation with General Managers of Parks and Recreation, and Arts, Culture and Community Services, and Chief Librarian of the Vancouver Public Library.

SUBJECT: Britannia Renewal – Approval of Master Plan

### **RECOMMENDATION**

- A. THAT Council approve the Britannia Renewal Master Plan (attached as Appendix A), as the basis for renewing and transforming the site over the next ten to twenty (10-20) years.
- B. THAT Council direct staff to proceed with the next phase of the Britannia Renewal with Site Partners (the City of Vancouver, the Britannia Community Services Centre Society, the Vancouver School Board, the Vancouver Public Library and the Vancouver Park Board), including site rezoning and design development options and report back to Partner Boards and Council.
- C. THAT Council endorse the following funding strategy to support the implementation of the Britannia Renewal Master Plan:
  - Allocating property tax funding toward the renewal components included in the Master Plan, including approval of \$10 million from the 2015-2018 Capital Plan and, subject to Council approval on July 25, \$5 million from the 2019-2022 Capital Plan to support the rezoning and design development options and implementation of the first phase of the Master Plan;
  - Allocating development contributions, such as Community Amenity Contributions and Development Cost Levies, to support the growth-related components included in the Master Plan; and

- Pursuing Federal and Provincial government funding toward the implementation of the Master Plan, with high priority given to pursuing funding for the construction of the first phase of the Master Plan.

Expenditures in 2018 to be managed within the current overall Annual Capital Expenditure Budget; expenditures for subsequent years to be brought forward as part of the annual Capital Budget process.

## **REPORT SUMMARY**

This report provides an overview of the Britannia Renewal Master Plan which is the culmination of a comprehensive multiple-partner planning and community engagement process. The Master Plan lays out a long-term vision for the renewal of the Britannia Community Services Centre (BCSC) and the 18 acre site on which it sits. The project represents a significant collaboration of the five (5) Site Partners who are the City of Vancouver (COV), the Britannia Community Services Centre Society (BCSCS), Vancouver School Board (VSB), Vancouver Public Library (VPL) and Vancouver Park Board (VPB). The Master Plan provides a clear long-term framework to guide development of the Britannia site. The Master Plan was shaped by Site Partner and community priorities established through a robust year-long public engagement process.

Situated in the heart of Grandview-Woodland, a thriving medium-density neighbourhood, Britannia is a community facility co-located with a community centre, childcare, family place, seniors and youth centre, library, swimming pool, ice rink, elementary school and secondary school. Britannia provides a wide variety of services and programs to support the northeast quadrant, including the diverse populations of Grandview-Woodlands, Strathcona to the west and Hastings-Sunrise to the east.

This community is home to members of the local Musqueam, Squamish, and Tsleil-Waututh First Nations, and a significant number of urban Indigenous peoples including First Nations, Métis and Inuit from across British Columbia and the rest of Canada. By raw numbers, the community's 2195 Indigenous residents account for almost a fifth (18%) of Vancouver's off-reserve urban Indigenous population, the largest number living in any neighbourhood.

The Master Plan seeks to reinforce and build on existing successes by renewing the 1976 facility and public realm and providing new spaces to meet expanding current and future community needs. Key Partner and community values, sound urban planning principles, and important city objectives addressing affordability, sustainability, reconciliation and liveability form the foundation of the Master Plan. The Master Plan strives to maintain the distinct character of the area, improve housing diversity and renew the site in a phased approach that allows the five Site Partners to continue to deliver programming during construction and meet their strategic objectives throughout the entire renewal process.

Staff have sought alignment and received support from the Partner Boards at significant milestones throughout the project, including sharing the preferred Master Plan concept in Spring 2018. The final Master Plan report is being shared with Partner Boards for endorsement. The BCSS provided approval in principle on June 13, 2018 and the VPL

Board endorsed the report on June 27, 2018. Staff will bring the final master plan to the VPB on July 9, 2018 and to the VSB on July 2, 2018 to seek their endorsement.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

Britannia Renewal was established as a Council Priority through the 2015-2018 Capital Planning process. Relevant plans and strategies include:

- Grandview-Woodland Community Plan (2016)
- City of Reconciliation Framework (2014)
- Greenest City Action Plan (2011, updated 2015)
- Transportation Plan 2040 (2012)
- Healthy City Strategy 2014-2025 (2014)
- Creative City Culture Plan 2008-2018 (2008)
- Cultural Facilities Priorities Plan (2008)
- Housing Vancouver Strategy (2017)
- Age Friendly Action Plan 2013 – 2015 (2015)
- Heritage Action Plan (2013)
- Building a Path to Parks and Recreation for All: Reducing Barriers for Trans and Gender Variant Community Members (2014)
- Park Board Strategic Framework (2012)
- Parks and Recreation Services Master Plan (in process - 2019)
- VanSplash, Vancouver Aquatic Strategy (in process - 2019)
- Urban Forest Strategy (2014)

In addition to the aforementioned policies, the Master Plan was developed to align with relevant strategic policies of the Partner Boards.

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

The General Manager of Real Estate and Facilities Management and the General Manager of Finance, Risk and Supply Chain Management recommend that Council endorse the Master Plan in principle and direct staff to proceed to the next phase of work, with funding to be incorporated in the 2019-2022 Capital Plan.

### ***REPORT***

#### ***Background/Context***

Britannia has its origin in cooperative community action. Local citizens and various civic agencies created the BCSCS organization in 1974 to coordinate and integrate a wide range of human services. When opened in 1976, the BCSC pioneered an integrated service delivery model. Over the years, this model has garnered much interest from other communities who have sought to learn from its innovative methods.



Figure 1 – Aerial of Existing Britannia Site

The BCSC (*Figure 1*) spans over two parcels of land owned by the VSB and COV, and operated through a tripartite agreement with the BCSCS. Although the review of ownership and operating agreements was not part of this Master Plan, the Plan has been developed with the consideration of clarifying future operational responsibilities. Staff will continue to work closely with the VSB and BCSCS on this through the next phase of rezoning work.

There is wide-ranging community support for the renewal of the BCSC, and there has been a considerable amount of community-based effort to advocate for the renewal of Britannia prior to this Master Plan.

In 2007, the BCSCS developed a Facilities Master Plan to investigate and assess the condition of the buildings and to establish a basis of space programming on the site.

In 2011, the BCSCS developed a Strategic Master Plan that provided the BCSC with a vision, principles, and a number of site concept options intended to guide future planning work. This BCSC-led study was developed with some involvement and feedback from Site Partners, but without a collaborative governance model in place or dedicated Partner staff assigned to the project.

This 2018 Britannia Renewal Master Plan builds on previous work and defines the scope, priorities and phasing of the renewal of the entire 18-acre site. It has been developed with the full participation and support of the five (5) Site Partners (COV, VPB, VPL, VSB, and BCSC) and a robust year-long public engagement process that builds on community direction established through the Grandview-Woodland Community Plan.

The 2015-2018 Capital Plan allocated funding for the first phase of the Britannia Renewal process. Although the 2015-2018 Capital Plan indicated that the initial phase of work is focused on the portion of the site which contains the swimming pool, fitness centre, the Gym C building and the information centre, an overall site phasing strategy was required to prioritize renewal in a way that accommodates the needs of all Partners. Phasing recommendations needed to be confirmed based on a vision and program

verification developed in consultation with the Site Partners and greater community. This project was guided by the recommendations of the Grandview-Woodland Community Plan, including directions from the plan to seek ways to mobilize air parcels in the Britannia site to achieve plan objectives for social housing through co-location with other public facilities, provided there is no loss of green space.

The Britannia Renewal Master Plan is the result of a comprehensive engagement with community members, service providers and Partner staff and Boards. It represents a distillation of many voices and a record of the needs, dreams and aspirations of the community for Britannia's renewal.

## ***Strategic Analysis***

### **1) Reconciliation**

Reconciliation informed both the project process and the Master Plan outcome. As a key part of the project process, the Partners have engaged with Indigenous community members, service providers, and advisors to ensure their voices are heard and their needs are reflected in the design of the Master Plan. The process also included liaising on the project at a government-to-government level with the Musqueam, Squamish and Tsleil-Waututh Nations at regular meetings and an Open House held at the Musqueam Community Centre. Indigenous-focused public engagement on the project included: a visionary speaker from Reconciliation Canada, focus groups led by Indigenous facilitators, one-on-one meetings with community leaders, regular visits with Indigenous elders to build relationships and seek guidance, an Indigenous youth workshop, online and print surveys, walking tours, and an Indigenous-led design charrette.

The entire year-long public engagement process was opened and closed with Indigenous ceremony. The first visionary speaker who set the tone for the project was Yvonne Rigsby-Jones of Snuneymuxw First Nation who spoke on the significance of grounding the Master Plan process in a dialogue of Reconciliation. The engagement process also saw some significant innovation in Indigenous Engagement for the COV. The City's first ever Indigenous Engagement Specialist was dedicated to the Master Plan project, and led a unique, relationship-focused process. Part of this process was the first ever Indigenous-led Design Charrette co-lead by BC's first and only female Indigenous architect.

### **2) Community Engagement**

An in-depth community consultation process was undertaken to gather feedback and ideas from the community including service providers, residents in the area, BCSC users, and those who do not currently access the facilities. A Vision Report documents the first phase of the engagement process where the community was engaged through a wide variety of events and workshops with the goal of creating a substantive basis for the Master Plan process. Partner and community engagement continued throughout the following phases of work, including Program Verification, exploration of Master Plan concepts, and the development of the preferred Master Plan.

Over 3,500 touchpoints have been recorded in the engagement process. Engagement activities and events in the visioning phase included:

- Indigenous Engagement

- Focus Groups (Including LGBTQ2+, Newcomers, Seniors and Youth, and others)
- Spaces and Places Workshops
- Open Houses
- Visionary Speakers' Series
- B-LAB! (Britannia Renewal Lab)
- Program Verification Workshops
- Community event outreach

Engagement in the Concept Design and Master Planning phases included:

- Concept Options Open House
- Master Plan Presentation

The goal of the first phase of public engagement activities was to develop the values and principles that should guide the Britannia Renewal. Through this and subsequent phases of the engagement process, staff have developed an effective working process with the Site Partners and community individuals and organizations.

Together with the Site Partners, staff intend to maintain and build on those existing relationships as we move into implementation through rezoning and detailed design in the next phases. Further public engagement will provide feedback on issues related to form of development. Public consultations built into the rezoning and permitting processes will serve as feedback mechanisms.

### **3) Shared Values**

The engagement process worked to develop a set of shared values that were used to frame priorities for the renewal of Britannia. Key themes that emerged during visioning sessions with the Partners and community engagement included:

- Take action on reconciliation
- Honour history and culture
- Value sharing and caring
- Be accessible, welcoming, and safe for all
- Support wellbeing and growth of the individual and community
- Optimize resilience and sustainability

### **4) Renewal of Britannia's Spaces and Places**

The community places a high value on Britannia's vital role as a multi-use community services hub - a one stop shop for active living, learning, arts and culture, and social development.

Recognizing that the facility can be more than the sum of its parts, it is important to capitalize on synergies between programs, service providers and community members. Throughout the engagement process, commonly identified barriers to use at Britannia include lack of flexible and integrated multi-use and gathering spaces, site and building accessibility challenges, Crime Prevention Through Environmental Design concerns, and challenges in wayfinding and visibility within the community.

Through a series of Spaces and Places workshops and Program Verification sessions with staff and stakeholders, space needs were identified for specific program areas. These were grouped into broad categories based on the focus of services being provided as follows:

- Shared Public Space - Community living room - space for casual engagement;
- Food Hub - Community kitchen, garden and dining space;
- Social Development - Childcare, youth and seniors spaces, meeting space for advocacy, education, and organization;
- Arts and Culture - Spaces for making, rehearsing, and exhibiting and gathering spaces for performance, celebration, and ceremony;
- Library - Supporting life-long learning;
- Recreation - Active Living facilities supporting sport for life including aquatics, ice rink, gymnasias, fitness centre, multipurpose fitness studios and specialized facilities such as martial arts or gymnastics;
- Public Realm - Outdoor places for performance, gathering, recreating and just hanging out; and
- Non-Market Housing – Opportunities to locate approximately 200-300 non-market housing units with no loss of green space have been identified in the Master Plan.

The outcome of the workshops resulted in overall program areas required to accommodate the identified space needs. Figure 2 illustrates the relative proportion of program space for a renewed Britannia, and Figure 3 indicates existing program areas in lighter colour with growth through the Master Plan indicated in saturated colour above.

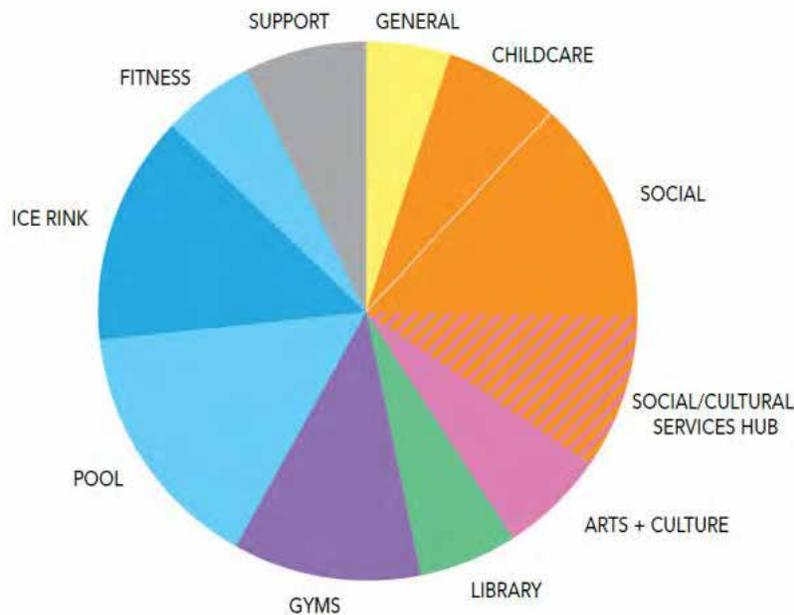


Figure 2 – Program Space in the Renewed Britannia

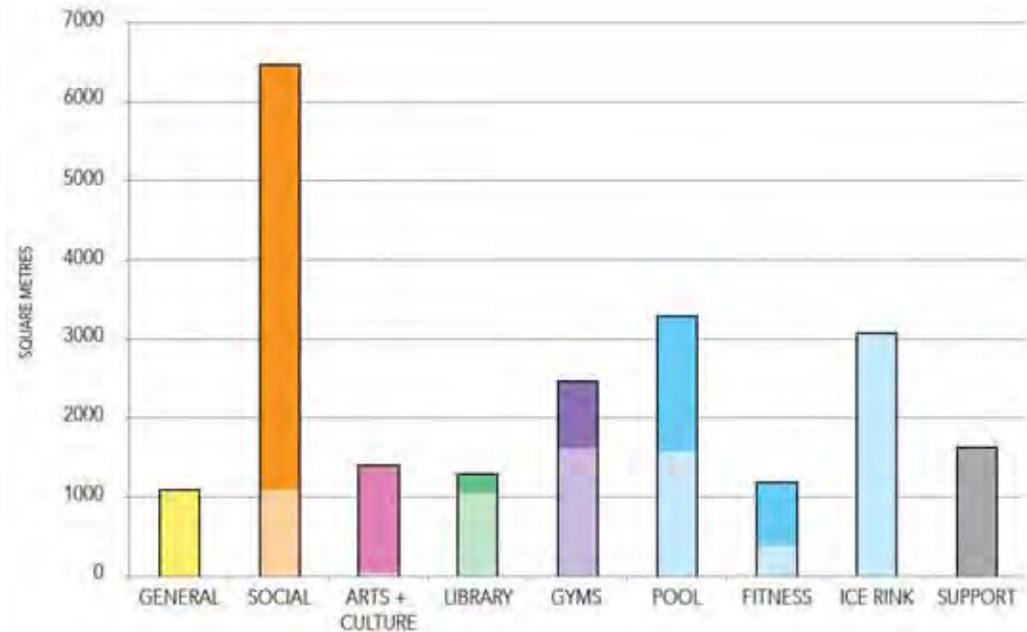


Figure 3 - Comparison of Areas Before and After Renewal

## The Master Plan

The Master Plan evolved from a combination of technical requirements, space needs, policies, urban design best practices, and community input from the Visioning and the Concept Options consultations.

The Master Plan includes:

- A Vision to inform both the Master Plan and future design work.
- Indoor and outdoor space needs that inform the types and sizes of recreation, social development, arts and culture, and library spaces to meet future needs at Britannia.
- Location of all the spaces and places on the site.
- Phasing of the spaces and places to be developed over the multi-year Britannia Renewal project.
- The Master Plan will be used as the basis for site rezoning and the realization of Britannia’s renewal.

Key planning elements include:

- A central Common gathering and event space
- A greenspace connection or Play Way connecting the site to Grandview Park
- Extending street right of ways into the site as fully accessible Pedestrian Promenades
- Framing and maintaining the “grand” views of the city and mountains from key places
- Locating the Carving Centre as a gateway to site
- Adding significant green space to the site through greenways and intensive native plants and trees

- Incorporating water play in central gathering space
- Consolidating social and cultural services to create a sharing and caring place
- Building community and resilience through a central food hub
- Locating Childcare on lower roof tops with large outdoor play decks
- Including affordable non-market housing above community facilities

Figure 4 illustrates the general arrangement of buildings and spaces on the site. Dashed lines show the envelope within which non-market housing could be developed and are not intended to represent building form or design. Building numbers align with project phasing order.



Figure 4 – The Master Plan

Key features include:

- The majority of the community facilities are located along the Parker Promenade
- 11% increase in total public realm/green space
- Easily achievable phasing - Phases 1, 2 and 3 do not interrupt operations or impact VSB spaces and allows the majority of the Renewal to be undertaken immediately
- Higher buildings are located on the north minimizing shadowing on the site and transitioning to adjacent allowable Industrial Zone height
- All development above community facilities, including Childcare and housing, is stepped back from the face of community facilities to minimize visual impact
- Field on top of VSB Shops/Classroom roof provides an accessible sports field for Elementary school and opens clear sight lines from Grandview Park
- Significant improvement to lanes with active public spaces spilling out
- Vehicular access concentrated on Venables Lane
- Pool and Rink adjacent - optimal for energy and operations efficiency
- Topography utilized to provide level access to a new Sport Park above the Rink
- Non-market, mid-rise housing above up to three community centre buildings provides much-needed affordable housing, while maximizing access to daylight and key view corridors
- Reduction in land allocated to surface parking lots

The Britannia Centre project will be built in several phases. A phasing plan has been developed which aligns with the timelines and strategic goals of all Project Partners. The plan is designed to limit interruption to services throughout an incremental implementation of the Master Plan. The first building will include the pool, recreation centre, a childcare centre and housing, to be located west of the existing ice rink. Refer to Master Plan Report Section 5.9 for detailed phasing.

***Implications/Related Issues/Risk***

***Financial***

It is estimated that \$410 to \$490 million (2018 dollars) in funding is required to implement the Master Plan:

	<b>Renewal component:</b>	<b>New/expansion component:</b>	<b>TOTAL:</b>
Community facilities	\$95-\$110 M	\$140-\$170 M	<b>\$235-\$280 M</b>
Childcare	\$5 M	\$15-\$20 M	<b>\$20-\$25 M</b>
Affordable housing	n.a.	\$115-\$130 M	<b>\$115-\$130 M</b>
Other: public open space, site development, etc.	\$30-\$40 M	\$10-\$15 M	<b>\$40-\$55 M</b>
<b>TOTAL</b>	<b>\$130-\$155 M</b>	<b>\$280-\$335 M</b>	<b>\$410-\$490 M</b>

The proposed funding strategy to implement the Master Plan includes:

- allocating property tax funding toward the renewal components;
- allocating development contributions, such as Community Amenity Contributions and Development Cost Levies, to support the new/expansion components; and
- pursuing Federal and Provincial government funding toward both the renewal and new/expansion components.

Given the scale of this project, it is anticipated that implementation will take 10 to 20 years. The implementation time frame will be shortened if the City is successful in securing senior government funding, and it is recommended that the City pursue funding toward construction of the first phase of the Master Plan, which includes renewed and expanded community facilities, additional childcare and new affordable housing.

The initial phase of work includes rezoning process to update the CD-1 zoning by-law governing the site and the design of the first building, at an estimate cost of \$15 million. Proposed funding for this work is as follows:

- \$10 million from the 2015-2018 Capital Plan:
  - \$7 million remaining from the allocation to Britannia Centre renewal (funding source: property tax); and
  - \$3 million remaining from the allocation to childcare renewal (which was anticipated to fund the renewal of the childcare at Britannia Centre) (funding source: property tax);
- \$5 million from the 2019-2022 Capital Plan (funding source: property tax), subject to Council approval of the 2019-2022 Capital Plan.

Expenditures in 2018 will be managed within the current overall Annual Capital Expenditure Budget; expenditures for subsequent years to be brought forward as part of the annual Capital Budget process.

Capital investments, especially for new and/or upgraded amenities, often result in ongoing financial implications associated with programming and facility operation and maintenance. The expanded community facilities at Britannia are anticipated to generate additional operating revenue which can offset a portion of the increased operating costs.

Consistent with Council policies, affordable housing projects are expected to be self-sustaining over the long term where rents are set at levels that will cover mortgage payments (to repay some or all of the construction costs), operating costs and capital replacement, and do not require further operating subsidies, property tax exemptions, and/or financial guarantees from the City. To achieve the Housing Vancouver income targets and the necessary level of affordability, the City will need partnership funding such as Provincial rent supplements, BC Housing, CMHC, and/or non-profit and partner equity contributions.

The budget impact will be presented to Council with each phase as the Master Plan is implemented.

### ***Environmental***

A Phase I Environmental Site Assessment was performed in 2017, and it was concluded that there is a potential for constituents of concern associated with on and off-site soil, groundwater, and/or vapour contamination at concentrations greater than the applicable CSR land and water use standard. Further investigation is warranted and will be included in next phases of work as appropriate.

The public realm design of Britannia includes a number of sustainable site strategies focused on provision of ecological habitat, biodiversity and sustainable water management. These strategies include absorbent landscapes, rain gardens, infiltration galleries, and a focus on native plantings or non-native species well adapted to our climate.

As per City Council adoption of the Zero Emissions Building Plan on July 15, 2016, this project will be designed to be certified to the Passive House standard or alternate zero emission building standard, if viable, and use only low carbon fuel sources. The project include a ground source heat pump system designed to expand as building phases come on line and provide waste heat capturing from the ice rink to heat the pool and other spaces. On site renewable energy generation opportunities will be explored to achieve zero emissions.

### ***Legal***

As noted above, there has been a Tripartite Agreement in place amongst BCSCS, VSB, and the City for several decades setting out the day-to-day operational responsibilities of each party. The approval of the Master Plan will not alter or amend the Tripartite Agreement. However, if, as and when any new facilities contemplated by the Master Plan are brought back to Council for rezoning and development approval, this will likely require concurrent approval by Council, the BCCSS and VSB of amendments to the Tripartite Agreement to accommodate the new facilities as well as any land exchanges between the City and VSB that may be required.

## ***CONCLUSION***

The Britannia Renewal Master Plan provides a clear path forward for the redevelopment of the site. Staff recommend proceeding immediately on next phases of Britannia Renewal by continuing to work with the Site Partners and community in developing rezoning options and Phase 1 detailed design for the site, and reporting back to Partner Boards and Council as identified in the Master Plan.

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